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A GUIDE TO INTERAGENCY SUPPORT FOR DOD MILITARY FORCE DEPLOYMENT, CIVILIAN NONCOMBATANT REPATRIATION, AND MILITARY PATIENT REGULATION

LOGISTICS MANAGEMENT INSTITUTE

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A GUIDE TO INTERAGENCY SUPPORT FOR DOD: MILITARY FORCE DEPLOYMENT, CIVILIAN NONCOMBATANT REPATRIATION, AND MILITARY PATIENT REGULATION

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PREFACE

The Department of Defense (DoD) is responsible for providing forces to support and protect U.S. interests, and those of our friends and allies, around the world. This may necessitate sending military forces of varying sizes from the United States to overseas theaters. Deployments of large military forces by DoD require support from a variety of organizations, both within the United States and in the overseas theater of operation. DoD obtains deployment support from domestic organizations at the Federal, State and local level, as well as numerous organizations in other national governments providing international deployment support.

Situations requiring the deployment of military forces may also necessitate the repatriation of civilian noncombatants and, later on, possibly the regulation of military patients. Planning for the evacuation of civilian noncombatants and their associated repatriation in the United States is managed by the Departments of State and Health and Human Services; however, DoD may be called upon to provide coordination and transportation support. Military patient regulation and the associated evacuation, if necessary, is managed largely by DoD with assistance within the United States from groups in the Federal and State governments.

This guide summarizes the roles and responsibilities of organizations in DoD and other Federal departments and agencies that participate in supporting these activities.

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SECTION I. INTRODUCTION

The Department of Defense (DoD) develops detailed plans to support operations around the world. These plans address the roles and responsibilities of the military forces to be deployed and the responsibilities DoD may have to support these efforts, as well as civilian noncombatant evacuation/repatriation operations and military patient regulation. However, these support plans address only some of the responsibilities involved, primarily those of DoD. Civilian Federal departments and agencies also provide essential support. Their organizational roles and responsibilities are defined in legislation, regulations, and peacetime and wartime authorities. Both DoD and other participating organizations are charged with developing plans and procedures for describing how each will fulfill its peacetime planning and wartime support roles. While each organization that is involved in providing support to DoD understands its role, and the roles of the organizations with which it interacts, there is no single source providing a "Big Picture" of the process, summarizing the various organizational roles and responsibilities.

1.1 PURPOSE

This guide summarizes the roles, responsibilities, and interrelationships of the various Federal departments and agencies that (1) support DoD's deployment of military forces and (2) participate in the repatriation and associated evacuation of civilian noncombatants and military patient regulation. It provides an overview of these relationships, furnishing a general understanding of the kinds of support DoD obtains and in some cases provides; the organizations that provide support; the groups within DoD and the other Federal Departments and Agencies that interact with the various organizations; and the legislation, regulations, and authorities that form the foundation of this process.

This guide is intended to bridge the gap between the detailed procedural manuals each organization has developed and the authorities that define the organizational roles, rather than acting as a definitive source of details on procedures by which organizations fulfill their responsibilities. Further information about the procedures followed in specific circumstances should be requested from the organizations themselves.

1.2 SCOPE

Activities supporting three types of personnel movement are focused on: military force deployments, civilian noncombatant evacuation and repatriation operations, and military patient regulation. Deployment-related activities and organizational responsibilities are addressed from the point at which the Active and Reserve forces have moved from their home stations or points of origin and have been marshalled in preparation for departure from the continental United States (CONUS) to the theater of operations. The deployment portion of this guide first considers the domestic support roles and responsibilities and then discusses organizations participating in the identification and arrangement for overseas support of U.S. military operations. The evacuation, repatriation, and patient regulation activities discussed here relate to the return to the United States of civilian employees and tourists, military and civilian dependents, and military patients, including transportation from the theater and repatriation to the United States.

Deployment and evacuation/repatriation support, rather than DoD mobilization and sustainment activities – two other areas of concern in wartime – are the major emphasis of the guide. Agency responsibilities for force mobilization operations are addressed in the DoD Master Mobilization Plan. Efforts are underway to develop guides to address specific responsibilities of organizations involved in industrial mobilization. The Office of the Assistant Secretary of Defense (Acquisition and Logistics) [OASD(A&L)] has sponsored development of industrial mobilization handbooks for industry and government as part of this ongoing process. Similarly, OASD (Force Management and Personnel) [OASD(FM&P)] has sponsored development of a prototype mobilization handbook for installation manpower planners. Sustainment-related activities and organizational responsibilities are considered to be similar to force deployment support roles and are not discussed explicitly.

This guide has been developed with a potential reader in mind – those who have a clear and sufficient understanding of the role of the organization in which they work but may not understand how that organization's role meshes with others in providing support. Many people need to understand the roles and responsibilities of non-DoD organizations, even though they may participate only indirectly in providing the deployment support or are members of the groups supported. The guide is

also intended to have as broad a distribution as possible – at the very least, to the organizations providing the support and being supported. For this reason it contains no classified information, since the details of some of the plans for deployment support have restricted access.

Another factor influencing the scope of the guide is the perishability of the details of the roles and responsibilities that are discussed. The processes associated with defining and planning deployment support are dynamic; therefore, the more detailed the discussion, the greater the perishability. For that reason, as well as the desire to keep the guide unclassified, roles and responsibilities are discussed generically, rather than specific scenarios, theater plans, quantities, or timing of activities. The guide has also been designed to be readily updated as responsibilities change and supporting relationships, procedures, and plans evolve.

1.3 ORGANIZATION

The guide is divided into two major parts:

- Part I – Deployment Support Activities
- Part II – Civilian Noncombatant Repatriation and Military Patient Regulation.

Each of these parts has several sections discussing particular aspects of a central topic, such as Domestic Deployment Support. Within each of these sections are self-contained discussions of particular kinds of support provided to DoD (e.g., Domestic Land Transportation Support). While these specialized discussions can stand alone, they can also be read as part of the larger discussion of domestic or international support, however, some information may be repeated in several places in the text.

Within the sections, the discussions of organizational responsibilities are structured around flow charts illustrating organizational relationships. The key organizations are noted with numbers on those illustrations that are keyed to the last character of the numbered subsection in which that organization is discussed. At the end of each section are the references noted in the text with bracketed numbers ([ ]).

Part I, **Deployment Support Activities**, follows this Introduction and is a survey of the organizational roles and responsibilities of groups providing support to DoD in military force deployments. This Part is composed of three Sections:

- Overview of Activities and Organizations (Section 2),
- Domestic Deployment Support (Section 3), and
- International Deployment Support (Section 4).

The Overview of Activities and Organizations (Section 2) summarizes the types of support provided in the three phases of most deployments and briefly reviews the organizations involved. The types of support provided for force deployments are arranged in order of deployment phases: movement of Active forces in CONUS to and through ports of embarkation, intertheater transport of forces, and reception and onward movement in-theater.

The discussion of specific responsibilities of organizations involved in supporting military force deployments focuses first on domestic support-related responsibilities and then on international support-related responsibilities. This guide has been organized to recognize that deployment support is much more complex than is frequently perceived. It includes, but is not restricted to arranging for transportation, domestic staging, overseas staging and reception, fueling and refueling, over-flight rights, and other host nation support requirements. Although these are usually needed (in varying amounts) by deploying forces, they are not the only types of support needed. It is more useful to consider support roles in terms of the organizations that provide domestic support and those involved in arranging for international support. With few exceptions, organizations participate in only one or the other.

Domestic Deployment Support (Section 3) addresses the two major functional types of domestic support provided to DoD: those activities related to arranging and facilitating transportation and related services (primarily within CONUS and between theaters), and those activities involved in arranging for petroleum logistics support within CONUS.

International Deployment Support (Section 4) is structured similarly to Domestic Deployment Support in that the discussion centers around the roles of organizations providing support to DoD. The emphasis is on organizations that participate in arranging for support from overseas sources. This means that the interrelationships are viewed from a perspective that differs from that of domestic support relationships. The Department of State (DoS) has the pivotal role of intermediary

between other national governments and U.S. Government organizations. Four types of international support are discussed in this Section: transportation, petroleum logistics, facilities, and other logistics supply support and services. Where appropriate, the international organizations with which the United States arranges this support, primarily the North Atlantic Treaty Organization (NATO), are also discussed.

Part II, Civilian Noncombatant Repatriation and Military Patient Regulation, is composed of two major sections:

- Noncombatant Evacuation and Repatriation Operations (Section 5), and
- Military Patient Evacuation and Regulation (Section 6).

In Noncombatant Evacuation and Repatriation Operations (Section 5) the two parts of the process are addressed: evacuation of noncombatants, usually referred to as noncombatant evacuation operations (NEO), and repatriation. NEO includes the decision to evacuate U.S. civilians from a country (tourists, government and contractor employees, foreign-born dependents, government/contractor employee dependents, and military dependents); and the arrangement of transportation from the theater to a third country safe haven, or to the United States. Repatriation involves the reception of evacuees in the United States and the arrangement for onward movement.

Military Patient Evacuation and Regulation (Section 6) is separate from the evacuation of noncombatants. While DoD usually performs a supporting role in the case of NEO, it takes the lead in arranging for transporting of military casualties and providing of medical care. Because of the different roles performed by DoD in evacuation operations, civilian and military evacuation operations are discussed separately.

In addition to these two major parts, the guide also includes a set of specialized appendices: a list of key organizations and the office responsible for providing each type of support (Appendix A); the major references including regulations, legislative authorities, manuals, and studies (Appendix B); a glossary of acronyms and key terms (Appendix C); an overview of the force requirements identification process in operation plan development (Appendix D); the Interstate Commerce

Commission's general orders (Appendix E); and definitions of in-country support functions (Appendix F).

PART I. DEPLOYMENT SUPPORT ACTIVITIES

This part addresses the organizational roles, responsibilities, and interrelationships of organizations involved in supporting DoD military force deployments. The discussion has three Sections: an overview of the activities and organizations involved in providing deployment support (Section 2); a more detailed discussion of the activities and organizations involved in providing domestic deployment support to DoD (Section 3); and a similar discussion of activities and organizations involved in arranging for support in theaters of operation (Section 4).

SECTION 2. OVERVIEW OF ACTIVITIES AND ORGANIZATIONS

In order for the United States to respond to a developing crisis somewhere in the world, it may be necessary to deploy military forces. Depending on the magnitude of the situation, the force to be deployed may vary significantly from a few, small, specialized units to a very large, multi-Service force composed of Active and Reserve Component forces prepared to wage an extended engagement. While both sizes of forces are being deployed, the extent of the support that may be required from within DoD and from other Federal, State and local departments and agencies, may vary considerably. Generally, the larger the force being deployed, the more extensive the support needed from outside DoD.

Before examining the roles and responsibilities of the organizations that interact with and support DoD in the deployment of military forces, it is useful to define the term "deployment." Deployment is the relocation of forces, and the ammunition, equipment, and other supplies used by those forces, from primarily CONUS to the theater of operations. For the purposes of this guide deployments are discussed generically in terms of movement of forces from CONUS to an overseas theater. Rather than discussing a particular deployment, distinction is also made between routine peacetime movement of forces and supplies and the movement of forces to support a specific operation.[1]

In addition to understanding what is meant by the term "deployment," it is also important to have a general understanding of the activities involved in deployment support and the major organizations that provide this support to DoD. These activities and organizations are briefly discussed in the following sections.

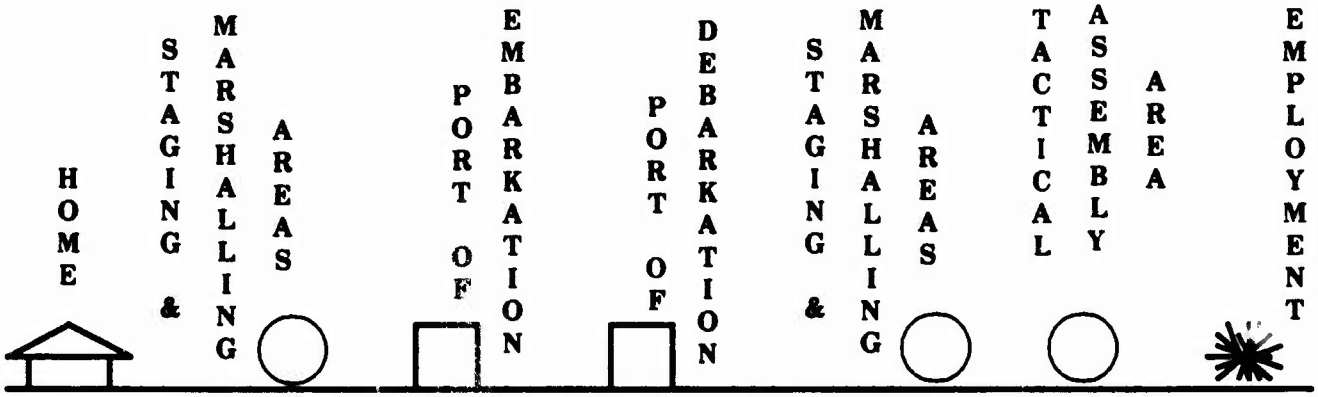
2.1 SUMMARY OF DEPLOYMENT PHASES

Figure 2-1 illustrates the three major phases involved in most force deployments:

- Movement of forces in CONUS from their home- or point-of-origin to a marshalling area and then to and through the port of embarkation (POE);
- Intertheater movement of forces from the CONUS POEs to the overseas ports of debarkation (POD); and

FIGURE 2-1. MAJOR DEPLOYMENT ACTIVITIES AND ORGANIZATIONS

MOVEMENT OF FORCES



PARTICIPATING AGENCIES:

DOMESTIC SUPPORT	INTERNATIONAL SUPPORT
Department of Defense	Department of Defense
Department of Transportation	Department of State
Department of Energy	Department of Transportation
Interstate Commerce Commission	Department of Energy
Federal Emergency Management Agency	Federal Emergency Management Agency
State & Local Governments	Other Country Governments

Source: Adapted from the Joint Staff Officers Guide, Publication No. 1, Air Force Staff College, 1984 edition.

- Reception at an overseas POD and the onward movement of forces to marshalling areas and then to the site of employment.

Because this guide does not address specific mobilization-related activities, the arrangements for moving units from home station to marshalling area are not discussed. Rather, the emphasis in the discussion of domestic deployment support is on moving forces from the marshalling area to the POE and arranging for the embarkation of military forces from civilian-operated POEs, when necessary (since embarkations from military POEs do not usually involve civilian support). Domestic-support activities concentrate on transportation and on the associated fuel demands of deploying forces. Activities related to equipping, outfitting, and supplying the forces are not included. Similarly, sustainment issues, such as increasing defense industry output and surging the industrial base; and industrial mobilization issues, such as increasing or redistributing electrical power resources, are not discussed in this guide. Domestic deployment support activities are considered to be those related to movement within and departure from CONUS.

International deployment support activities involve the support required to move forces between theaters, primarily refueling, reception at the POD, activation of existing wartime in-country support agreements (if any), and arrangement for whatever local logistic support is needed by the theater Commander-in-Chief (CINC) in a specific country. This guide focuses on the process of arranging for support, not the actual acquisition of specific types of support in specific countries. Support agreements may vary dramatically from country to country, depending on the requirement and the circumstances for which the support may be needed. For these reasons the discussions of international deployment support activities focus on U.S. Government organizations involved in determining overseas requirements and arranging with other countries for mutual assistance or Wartime Host Nation Support (WHNS). In a very limited way, the overseas organizations and the U.S. groups with which they work are also discussed, primarily as examples of types of groups that may be involved in coordinating WHNS or local logistic support.

While it is important to understand the context in which deployment support is addressed in this guide, emphasis is placed on organizational roles, responsibilities, and interrelationships. The

guide is oriented in that way because specific support activities result from the specific operation to be supported; while the general nature of the organizational responsibilities is predetermined by legislation, directives, and authorities.

2.2 MAJOR ORGANIZATIONAL PARTICIPANTS

Figure 2-1 also includes lists of the major participating organizations that provide either domestic or international support or both. At the level of Federal departments and agencies, there is little fluctuation in specific organizational roles and responsibilities.

As the deployer of military forces DoD is the originator of the deployment support requirements. The magnitude of the resources required to support a large force deployment is such that it is cost prohibitive for DoD to plan to support all these needs in peacetime. It obtains assistance through a number of other Federal, State and local departments and agencies that have defined responsibilities to provide such support. The discussions of the organizational responsibilities for Domestic Support (Section 3) and International Support (Section 4) center on charts illustrating the basic organizational interrelationships in each area of support. These discussions originate with a requirement for forces generated by the Service component commanders and the CINC of the unified or specified commands. Appendix D presents a more detailed discussion of the determination of force requirements and the associated support requirements.

A brief explanation of the organization charts that lead the subsection discussions is necessary. They are intended to guide the reader, illustrating the major organizations that interact with each other, as shown by connecting lines. In these charts, certain organizations are highlighted with a circled number. The circled number corresponds to the last digit in the subsection number in which the organization is discussed. As an example, in Figure 3-1 "Domestic Transportation Support Organizational Relationships," the Military Traffic Management Comm[illegible] (MTMC) has a ② beside its box. It is discussed in subsection 3.1.1.2. Only the organizations that play a major role are highlighted in this fashion.

Within DoD, a number of organizations are involved in defining requirements, determining policy, and working with civilian organizations and representatives of other countries to arrange for

support. These are distinct from organizations that are actually involved in deploying and employing forces; the latter are not discussed in this guide because they are involved in operations planning, rather than in developing means for providing support. DoD organizations that are discussed are primarily at the headquarters level [the Organization of the Joint Chiefs of Staff (OJCS), the Office of the Secretary of Defense (OSD), etc.] or are major agencies or commands with significant and unique responsibilities [Defense Logistics Agency (DLA), Military Sealift Command (MSC), etc.]. In addition to DoD, there are a number of other Federal departments and agencies that provide support for DoD in military force deployments.

The Federal Emergency Management Agency (FEMA) is responsible, during a deployment, for instituting resource-mobilization programs, including the peacetime-developed procedures for claimancy, allocation, system control, and enforcement. More generally, FEMA coordinates civil agency responses, when necessary, and assists in the arbitration of potentially conflicting Presidential emergency goals when more than one Federal department is involved. FEMA also provides coordination and communications assistance through its national emergency communications network.

The National Plan for Emergency Preparedness vests The Secretary of Transportation with the leadership of the Federal transportation community. During an emergency, the Secretary of Transportation is responsible for managing the nation's total civil domestic transportation resources. Under the terms of Executive Order 10480, as amended,[2] and 11490, as amended,[3] the Department of Transportation (DoT) can establish priority of use of the transportation resources as well as assuming control of the allocation of common-carrier domestic transportation assets. In situations in which DoD requires assets in addition to those already owned and operated by the Transportation Operating Agencies (TOA) within DoD, requests must be made to DoT for additional assets, except for the Civil Reserve Air Fleet (CRAF), which is pre-allocated in peacetime.

The Department of Energy (DoE) is responsible for ensuring that crude oil, petroleum products, solid fuels, natural gas, and gaseous liquids are available for defense purposes, and for regulating their movement through petroleum and gas pipelines. DoE, like the other Federal departments that control resources (e.g., DoT), has provisions for allocating energy resources among the various

claimants, including DoD, in national emergencies. This authority is provided by the Defense Production Act (DPA) of 1950, as amended. Unlike other commodities, the allocation of petroleum and other energy products under the DPA is not automatic; rather, DPA invocation must be requested by DoD and evaluated by DoE.

Another major agency providing domestic support to DoD military force deployments is the Interstate Commerce Commission (ICC), an independent regulatory agency. ICC is responsible, in an emergency, and under the coordinating authority of DoT, for regulating interstate surface transportation, including movement of railroads, trucking companies, bus lines, and freight forwarders over inland and coastal waterways as well as water carriers and transportation brokers. In addition, during an emergency, the ICC implements a series of Transportation Mobilization Orders that specify, among other responsibilities, emergency procedures for regulating and providing interstate routing of common carriers.

State and local transportation organizations would also support deployments. Their emergency transportation agencies are those that have a functional or modal responsibility for water, rail, motor carrier, or air transportation. These organizations coordinate with DoT through its regional transportation offices and with the ICC through local transportation representatives to develop a national transportation network during national emergencies.

The major Federal department providing support to DoD in arranging for international deployment support is the Department of State (DoS). It supports DoD primarily by arranging for formal support agreements to be negotiated with host countries to provide in-country support for U.S. theater forces, and for acting as the preliminary liaison in situations in which no agreement is in place. Upon the successful arrangement of agreements between the United States and other countries, the specific details of the support are resolved by the unified commands, in some cases with the support of other Federal departments and agencies.

Deployment planning and execution vary depending on the environment in which they are conducted. Sections 3 and 4 examine the interagency support responsibilities of the major participating

organizations as they apply both within the domestic area (CONUS) and overseas in an international environment.

SECTION 2. REFERENCES

1. DoD Directive 5111.2, "Department of Defense Mobilization and Deployment Steering Group," April 2, 1979.

2. Executive Order 10480, as amended, "Further Providing for the Administration of the Defense Mobilization Programs," August 18, 1953.

3. Executive Order 11490, as amended, "Assigning of Emergency Preparedness Functions to Federal Departments and Agencies," Section 1301, October 28, 1969.

SECTION 3. DOMESTIC DEPLOYMENT SUPPORT

Deployment support within the continental United States (CONUS) primarily involves transporting forces from marshalling areas to and through ports of embarkation (POE). Marshalling areas are those military bases at which Active and Reserve Component forces are brought together and organized in preparation for deployment. Depending on the specific base, POEs may be collocated with the marshalling areas, as aerial ports (APOE) are with air bases. However, in many cases, such as the deployment of Army unit equipment, substantial requirements may exist for transporting personnel, equipment, and supplies to POEs hundreds of miles from the marshalling area.

The movement of large forces from a marshalling area to and through a POE entails the use of multiple types of transportation; cooperation from, and coordination with, a variety of jurisdictions; and support from several Federal departments and agencies. While large forces are moved within CONUS mostly by ground transportation (trains, trucks, buses, etc.), embarkation to the theater of employment also involves sealift and airlift. The variety of transportation modes involved significantly expands the number of organizations providing support to a Department of Defense (DoD) force deployment.

The two primary categories of domestic support that organizations provide to DoD are transportation and petroleum logistics. Transportation support is provided in the form of developing priorities and/or allocating additional assets to supplement DoD holdings; coordinating routing within and across States; coordinating port activities; and establishing priorities for using common-carrier support to transport DoD assets and civilian aerial or sea port facilities.

Petroleum logistics support primarily involves providing adequate fuel supplies and services to support DoD force deployment transportation needs within CONUS and for embarkation of forces from CONUS ports. (Intertheater fuel support is considered part of international support because providing petroleum logistics support enroute frequently requires obtaining fuel from non-U.S. sources.) Ensuring the availability of these supplies and services requires the identification of fuel

requirements by type of fuel, determination of priority and allocation of fuel from the appropriate agency, and acquisition of fuel supplies enroute to and at POEs.

Before considering the organizations that provide such support to DoD, it is useful to consider the origin of DoD's requirements. CONUS support requirements are generated from the Military Services' analyses of CONUS requirements to support Commander-in-Chief (CINC) operation plans (OPLAN). The OPLAN, developed by the unified command, concentrates on in-theater force requirements and the time-phased movement of those forces from POEs. CONUS commanders must evaluate how best to support those force movements, including planning for transporting forces to the appropriate POE in time to allow for their timely arrival in theater. The forces to be transported are determined by the Services on the basis of CINC-developed OPLAN requirements. Thus, CONUS movement requirements are driven by OPLAN force requirements.

The following discussions concentrate on specific roles of organizations within DoD and the Federal departments and agencies that support and interact with DoD. The various groups within DoD are addressed in terms of their roles and responsibilities, both for defining requirements and policy, and for coordinating support from other organizations.

Other Federal departments and agencies are discussed as separate entities providing particular support. In most cases, departmental roles are discussed in terms of the groups within the department which assist DoD. State and local governments may also participate in providing support. These organizations are noted in appropriate discussions; however, the specific State and local agencies are not addressed. Additional information on these agencies can be provided by the Federal agencies with which they interact.

Before discussing the specific functional responsibilities of the various organizations, it is useful to consider the generic roles of the key organizations involved in supporting deployment within the United States. Some DoD organizations perform fairly consistent roles regardless of the actual nature of the support. The Military Services consolidate and present lower-echelon requirements to the Joint Chiefs of Staff (JCS), which in turn forwards those requirements to the Office of the Secretary of Defense (OSD) for review when the needs of the Services cannot be fully supported by Service

assets. The JCS prepares and submits to the Secretary of Defense statements of military requirements based upon U.S. strategic considerations, current national security policy, and strategic war plans. Those statements of requirements include tasks, priority of tasks, force requirements, and general strategic guidance for developing military installations and bases and for equipping and maintaining military forces. OSD, as the overall DoD policy-making organization, reviews Service requirements and, when appropriate, seeks support from other agencies. A variety of Assistant Secretaries of Defense (ASD), their deputies, and directorates specialize in addressing particular areas of support.

Outside of DoD several Federal departments and agencies become involved in supporting DoD. Departmental responsibilities for support are delineated in memoranda of understanding (MOU), memoranda of agreement (MOA), directives, instructions, regulations, manuals, and other forms of authorization. In a national emergency, OSD acts as a claimant for resources managed by several Federal resource departments, e.g., Department of Transportation (DoT), Department of Energy (DoE), and the Department of Commerce (DoC). Each of the resource departments is charged with determining priorities and allocating assets in a national emergency, primarily under the terms of the Defense Production Act (DPA) of 1950, as amended. DoD competes with other claimants for resources. It is the responsibility of the resource departments to balance competing demands with national goals. In some cases, peacetime planning for wartime requirements resolves potential conflicts. However, in a national emergency, Federal departments and agencies may possibly have conflicting requirements based on different interpretations of Presidential goals. In such cases, it may be necessary to resolve potentially conflicting priorities and coordinate overall civil agency response. This is one of the responsibilities of the Federal Emergency Management Agency (FEMA). FEMA plays the part of coordinator in situations in which multiple agencies may be required to provide support and in circumstances in which roles and priorities may not be clear. It also assists in coordinating responses at the State and local level through its regional offices.

In addition to that responsibility FEMA is responsible, under Titles I and III of the DPA, for coordinating all mobilization activities of the Executive branch relating to priorities and allocations

and the expansion of production capacity. FEMA will work closely with DoE, DoT, DoC and other resource departments in coordinating interagency requirements for allocating energy, civil transportation, production, and other resources for national defense needs during a mobilization period.

FEMA plans call for the activation of the Office of Defense Resources during wartime to serve as the President's implementing mechanism for mobilizing the Nation's resources. That emergency organization will assist in formulating policy and objectives for the use of national resources and help develop and administer a system of central programming decisions to ensure their most effective use. While FEMA may have substantial responsibilities in a national crisis, the extent of its participation depends on the particular emergency and the extent of conflicting goals and priorities. For those reasons, specific participation by FEMA in providing domestic support to DoD in deployments of military forces is not discussed.

The following sections address the organizational roles and responsibilities of groups providing domestic transportation and petroleum logistics support to DoD in military force deployments.

3.1 DOMESTIC TRANSPORTATION SUPPORT

Domestic transportation support to DoD for military force deployments involves numerous organizations within both DoD and other Federal departments and agencies. In an effort to simplify the discussion of organizational roles and responsibilities this section is structured on two levels. First, an overview of the basic organizational roles and responsibilities of the major groups involved in domestic transportation support is provided. Following this general discussion, more specific discussions related to the relevant mode of transportation (i.e., land, sea, air, etc.) are presented. This approach has been taken because, with few exceptions, organizational responsibilities are specialized according to a particular mode of transportation. Those organizations that have responsibilities across transportation types are discussed in the following overview.

Transportation planning to support a deployment can be divided into three phases: (1) the transporting of units (forces, equipment, supplies, and support) from marshalling areas to and through both aerial and sea POEs; (2) the intertheater lifting of those units from the POE (for the

purposes of this guide, the United States) to the theater of operations; and (3) the in-theater reception, staging, and onward movement of forces and materiel to their employment destination.

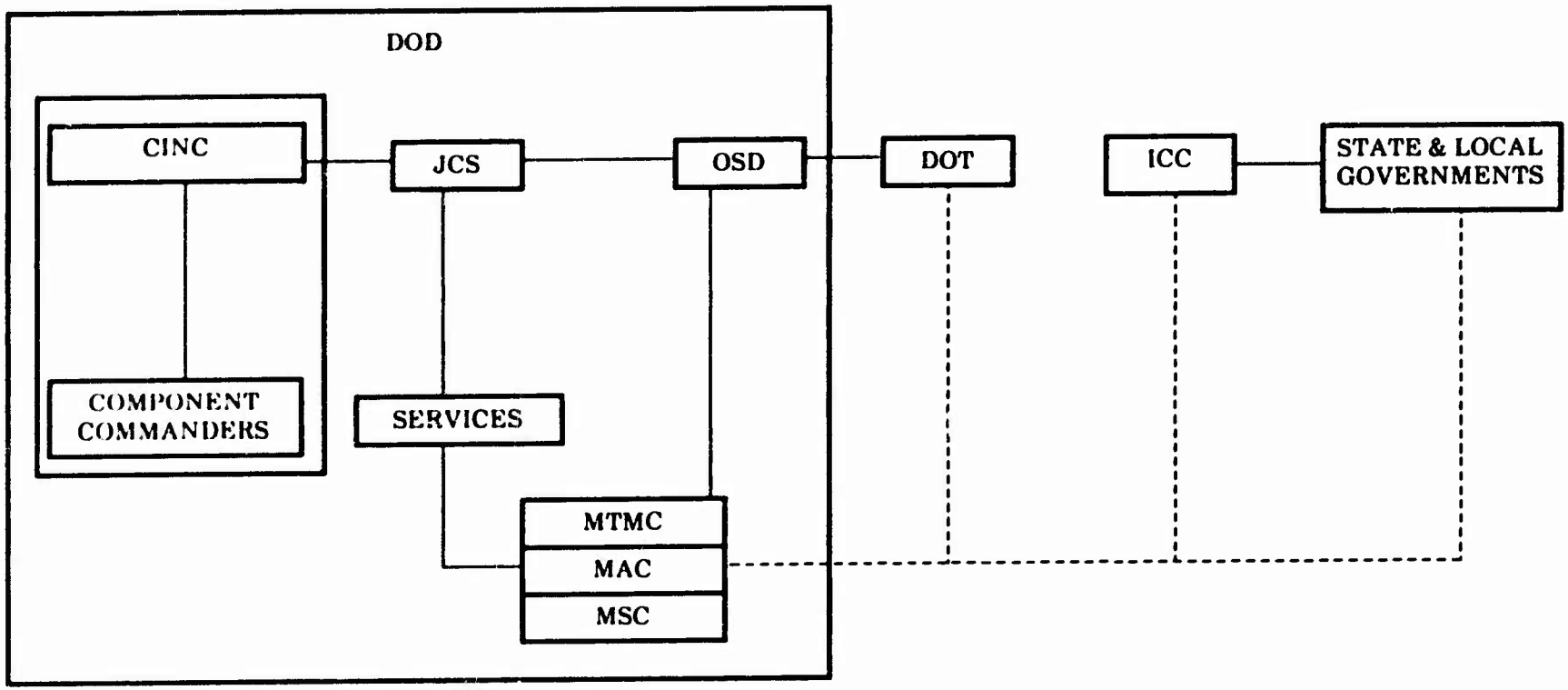
The portion of the process termed domestic transportation support deals with those activities involved in transporting forces and materiel from U.S. marshalling points to POEs using U.S.-based equipment (both military and civilian), the arranging for intertheater lift, and the arrangement of force movements through civilian air and sea ports. (It is important to note that, in some aspects of this discussion, the terminology may differ from that used in strategic transportation planning. However, any differences are due to the orientation of the guide, emphasizing generic organizational responsibilities, not necessarily as they are usually expressed in operational planning and execution.) The movement of forces from the POE to the theater of operations, theater reception, and onward movement is discussed in Section 4, International Deployment Support.

Figure 3-1 illustrates the basic organizational relationships involved in domestic transportation support planning and execution. As with other types of support addressed in this guide, the origin of the requirement is the theater CINC OPLAN.[1] Requirements are analyzed by the Service Component Commanders within each unified command, and reported to and reviewed by the CINC. Plans to satisfy the strategic deployment requirements are developed by the CINC. The transportation feasibility of the plans is determined by the Transportation Operating Agencies (TOA). There are three TOAs: the Military Traffic Management Command (MTMC), a major command of the U.S. Army; the Military Sealift Command (MSC), a major second-echelon command of the U.S. Navy; and the Military Airlift Command (MAC), a major command of the U.S. Air Force as a well as a specified command reporting to the JCS.

The TOAs schedule the strategic air and sea movements of the forces, with their support requirements, from POE to port of debarkation (POD) and the surface travel from the origin to the POE, either aerial or seaport. This scheduling analysis uses the transportation resources identified in

[1]A summary of the OPLAN development and force requirements determination process is provided in Appendix D for those not familiar with this process.

FIGURE 3-1. DOMESTIC TRANSPORTATION SUPPORT ORGANIZATIONAL RELATIONSHIPS



Acronyms are listed in Appendix C.
Dotted lines indicate non supervisory relationship.

Annex J of the Joint Strategic Capabilities Plan (JSCP). If the analysis indicates that all of the units and supply shipments arrive on time, the OPLAN is considered to be transportation-feasible. If the feasible arrival date is later than the latest arrival date (LAD) designated as acceptable by the planners, then a shortfall exists that must be resolved. A variety of actions may be necessary to resolve shortfalls, some of which are:

- Adjust unit or cargo priority;
- Change lift mode; or
- Build or upgrade seaports and airports.

In this planning stage, the CINCs and the TOAs are assisted by the Services' planners and the Organization of the JCS (OJCS), most notably the Director for Logistics (J-4). OSD does not participate in operational planning; rather, it becomes involved through the Under Secretary of Defense (Research and Engineering) and the Director of Program Analysis and Evaluation in resource planning and budgeting, working with the Services to plan for the acquisition and maintenance of adequate transportation assets, developing policy for managing transportation systems, and assisting the TOAs in their interactions with other Federal departments and agencies, as needed.

The OJCS Director for Logistics (J-4), has overall responsibility for strategic movement matters. The Deputy Director for Strategic Mobility has been assigned the primary responsibility for this function. The Director for Logistics administers and supports the Joint Transportation Board (JTB), the organization that resolves conflicts among DoD users concerning common-user transportation resources in wartime. Non-DoD shippers' resource conflicts are managed by DoT.

To promote better coordination between DoD and DoT, a single point of contact has been established in the Office of the Assistant Secretary of Defense (Acquisition and Logistics) [OASD(A&L)]. This point of contact, the Directorate of Transportation Policy, is responsible for establishing transportation policies and providing guidance to DoD components on the effective use of DoD and commercial transportation resources, and for establishing and providing direction to the single-manager transportation agencies, the TOAs.

The Deputy Director for Strategic Mobility works closely with the single managers and the TOAs for efficient operation of DoD-owned transportation. Each TOA is managed by an Executive Director appointed by the Secretary of the respective Military Department. Each TOA provides a different type of transportation service to DoD components, but all have similar functional responsibilities. They provide transportation planning support to the JCS, the CINCs, the Military Services, and DoD agencies. Each TOA develops plans to ensure the efficient use and control of military-owned resources and commercial air, ocean, and CONUS land transportation resources made available to DoD under mobilization or other emergency conditions.

MTMC is the CONUS traffic manager and is responsible for coordination of workloads at military ocean terminals (both in CONUS and overseas) and at CONUS commercial port facilities supporting military operations. It is also responsible for coordinating the intermodal-movement schedules and the surface travel from CONUS points of origin to POEs for the OPLAN Time Phased Force Deployment Data (TPFDD), based on scheduling data developed by MAC and MSC. MAC, the only TOA that is also a specified command reporting to the JCS, is responsible for simulating the airlift flow of OPLAN cargo and passengers requirements and for coordinating and managing common-user airlift assets. These common-user assets may include both MAC-owned assets and contract civil aircraft in the Civil Reserve Air Fleet (CRAF). MSC fulfills a similar management function for sealift using MSC-owned vessels and civilian vessels in the merchant marine fleet, as well as for other U.S. flag fleet-controlled ships, that may be assigned to MSC by DoT during a national emergency.

DoD has developed a Memorandum of Understanding (MOU) with DoT that facilitates implementing the CRAF program. DoD also has a Memorandum of Agreement (MOA) with DoT for shipping support of military operations. In considering DoD domestic transportation planning and responsibilities, it is important to note that DoD obtains nearly all of its CONUS transportation (e.g., rail, road, air, barge, and ports) support through the civil sector in peacetime and would also do so in a mobilization and associated deployment. Unlike strategic airlift and sealift, domestic transportation is not comprised of discrete sets of assets, such as the CRAF, that would transfer to DoD control

However, the allocation of domestic transportation resources for DoD's use can be increased incrementally based on ascending levels of DoD requirements.

DoT is also responsible for proposing transportation policies, identifying transportation problems of national interest, and coordinating transportation activities. The Secretary of Transportation is required by the President to prepare emergency plans and develop preparedness programs covering overall national policies, plans, and procedures relating to all forms of civil transportation.[2] The Office of Emergency Transportation (OET) in DoT carries out most of the tasks relating to emergencies. DoT has established emergency organizations and procedures and has set up DoT emergency offices at national and regional levels. There are ten Federal Regional Offices whose membership includes representatives from the DoT and other Federal departments and agencies having emergency transportation responsibilities during peacetime.

During periods of national control of transportation resources, the DoT plan provides that in situations where there are shortfalls in transportation resource assets, a system of priorities for the movement of essential goods and personnel will be used. Under this priority system the Secretary of Transportation will issue transportation priorities, equally applicable to both civil and military essential movements. DoD, through the TOAs, will continue to deal directly with commercial carriers as will other Federal organizations. The JCS reviews all projected DoD requirements and forwards them to ASD(A&L) in OSD. After the latter office approves the requirements they are sent to the Secretary of Transportation. Recognizing DoD's requirement for immediate response, DoT has prepared memoranda that would be effective in an emergency. These memoranda establish the emergency use of civil air and land transportation assets, the CRAF, and certain commercial shipping services.

To provide the necessary supporting resources - fuel, parts, and personnel - for continuing operation of the transportation system, DoT receives estimates of projected needs from the DoT agencies responsible for directing modes of transportation, e.g., the Federal Aviation Administration (FAA) and the Maritime Administration (MARAD). These estimates will be consolidated by DoT and provided to the appropriate Federal resource agency, such as DoE for fuel, DoC for production

parts, and the Department of Labor (DoL) for manpower. Each resource agency will allocate its particular resource to the Secretary of Transportation who in turn would make an apportionment of available assets based on projected movement demands.

The Interstate Commerce Commission (ICC), as a regulatory agency, works with DoT to implement DoT transportation priorities for land transport and inland and coastal water-based transport under its control. The Commission accomplishes this through a set of emergency orders intended to control the movement of public carriers in a crisis.

The following subsections discuss specific land, sea, and air transportation deployment support relationships in greater detail.

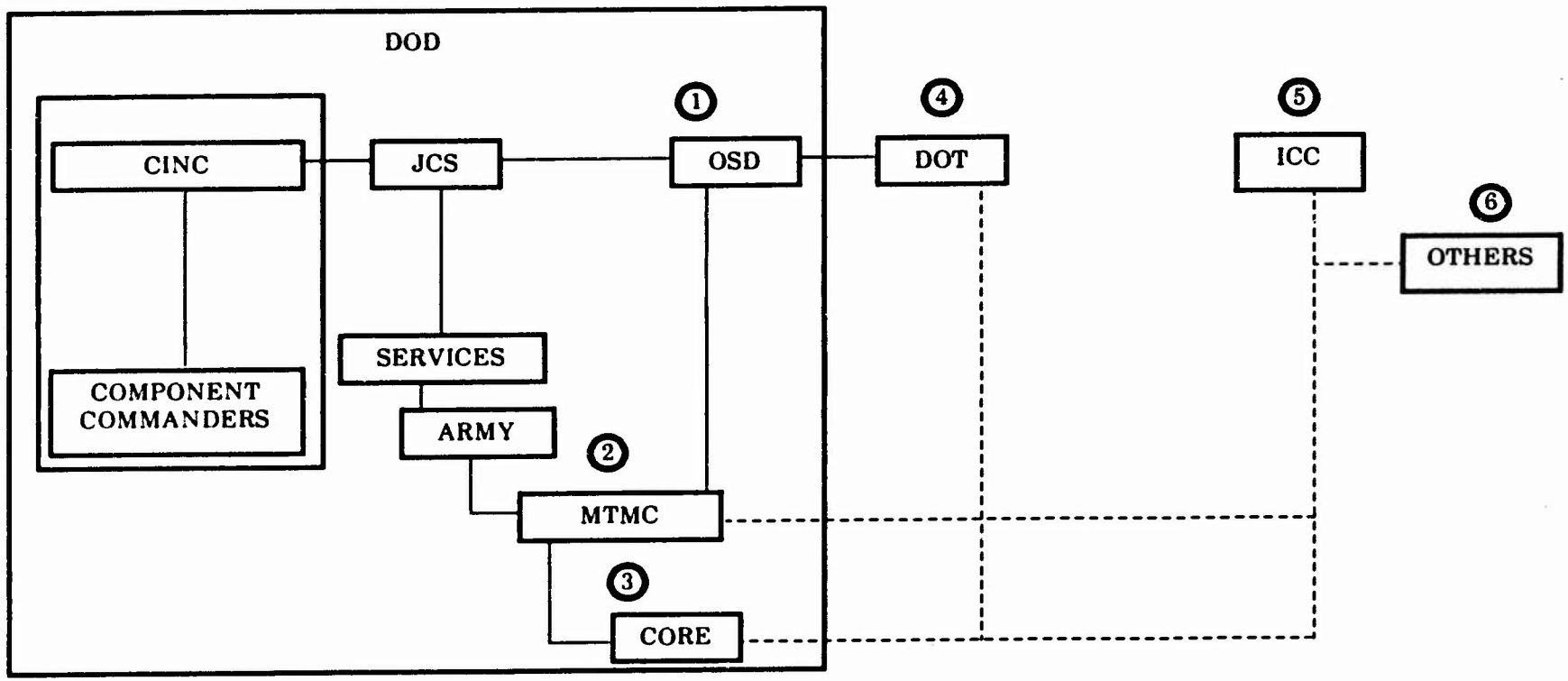
3.1.1 Domestic Land Transportation

The deployment of large forces usually requires all three forms of transportation – land, sea, and air. Land transportation is required at both ends of the deployment process: the movement of units from the domestic staging or marshalling area to the POE, whether an APOE or a sea port (SPOE), and then the reception and onward movement in the operational theater from the air POD (APOD) or sea POD (SPOD) to the area of employment. This subsection focuses on the roles and relationships of Federal, State and local departments and agencies in supporting DoD domestic land transportation needs.

Figure 3-2 shows the relationships of organizations responsible for providing CONUS land transportation capabilities to satisfy the initial-stage requirements of a force deployment. In operational planning, the emphasis, as noted in Appendix D, is on determining the phasing and timing of force movements into the theater of operation. Transportation planning involves calculating the unit movement schedules based on the date the unit must arrive in the theater, the order in which units must arrive, and the mode of travel by which the unit will be transported to the theater.

Transportation planning to support an operation must also include planning for the movement of the units from the marshalling area to the POE, either military or civilian, and for arranging for the departure of the forces from the POE. (Joint operation planning, on the other hand, focuses on the portion of the process that starts with the departure from the POE.)

FIGURE 3-2. DOMESTIC LAND TRANSPORTATION SUPPORT ORGANIZATIONAL RELATIONSHIPS



Acronyms are listed in Appendix C.
Dotted lines indicate nonsupervisory relationships.
Circled nmbers indicate organizations discussed in the text.

The relationship between OPLAN requirements and domestic support requirements, involving civil sector support for transportation and petroleum logistics, is more indirect than that of international support requirements. This is largely because the sequence of identification of support requirements is structured so that domestic requirements are first supported by the Military Services, and civil sector support is requested only when the Services cannot provide the support. Thus, CONUS land transportation requirements are a result of the decisions by JCS and the Services regarding the selection and phasing of forces that will be deployed to support a CINC's operation. The Services will determine whether their transportation assets are adequate to support operational needs to move units and their associated equipment, supplies, etc., to the POE. In most cases some civil sector support is necessary because public roads, rails, and air transport are used. However, the use of civil transport assets is envisioned primarily as an augmentation to DoD, when DoD assets are not sufficient. For cases in which specialized support is needed, such as coordination with local transportation planners, local commanders will provide this coordination.

The following major Federal departments and agencies are involved in providing support for land transportation requirements.

3.1.1.1 Office of the Secretary of Defense. The Secretary of Defense is responsible for strategic mobility planning and operations within DoD. The Secretary of Defense has designated ASD(A&L) to be responsible for establishing policies and providing guidance to DoD components on the efficient and effective use of the defense transportation system.[1] The Secretary of Defense designates assignments for the establishment of single-manager TOAs. In the office of the ASD(A&L), the Deputy Assistant Secretary Defense (Logistics) [DASD(L)] is the chairperson for the DoD Transportation Policy Council (DTPC).

The DTPC consists of senior representatives from OSD, the Military Departments, the TOAs, the JCS, and the Defense Logistics Agency (DLA). The DTPC:

- Provides the forum for the review and assessment of the effectiveness of DoD transportation and traffic management policies, programs, and systems;
- Determines the adequacy of transportation assets and traffic management programs for meeting DoD peacetime and wartime requirements;

- Reviews the impact of legislative actions on commercial transportation systems used by DoD;
- Examines the transportation and mobility aspects of the planning, programming, and budgeting system (PPBS) and related studies and analysis;
- Reviews and evaluates the development, use, and management of systems needed to transfer personnel and cargo from one shipment mode to another;
- Reviews Defense preparedness issues relating to the transportation industry; and
- Reviews and evaluates transportability engineering actions that relate to improvements in both military mobility and the effective use of transportation assets.[3]

The Military Departments, designated as DoD single-managers for a particular mode of transportation, have established TOAs to collect, analyze, and manage movement requirements within their areas of responsibility and to distribute transportation capability accordingly. MTMC is responsible for managing CONUS land transportation and is discussed next. The responsibilities for domestic deployment sea and air transportation support of MSC and MAC are discussed in subsequent sections of the guide.

3.1.1.2 Military Traffic Management Command. The Secretary of the Army is designated as the single manager for military traffic, using inland water and surface transportation, common-user ocean and Great Lakes terminals, intra-CONUS air transport (either MAC or contracted civil aircraft), and intermodal containers. The Secretary of the Army has delegated these responsibilities to MTMC, as the TOA for these areas. MTMC acts as the interface between DoD shippers and commercial, as well as DoD, carriers. It owns and operates only limited assets, most of which are in the Defense Freight Railway Interchange Fleet (DFRIF), which it controls. The DFRIF consists of approximately 3,000 rail freight cars, the majority of which are tank cars.

MTMC's responsibilities are oriented toward coordinating civilian-transportation contractors in support of defense shipping needs. MTMC manages CONUS freight shipments and handles passenger traffic for DoD; and is responsible for the management of the DoD Highways and Railroads for Defense Program and the Land Transportability Program. As a transportation operator,

MTMC is responsible for the operation of military ocean terminals in CONUS and selected overseas areas; and for the allocation and maintenance of the DFRIF assets.[4]

The MTMC Transportation Terminal Group, Europe, headquartered in Rotterdam, The Netherlands, provides terminal services in the United Kingdom, The Netherlands, Belgium, Portugal, West Germany, and Italy. Five transportation terminal units (TTUs) located in the Iberian Peninsula and along the Mediterranean littoral are operated by MTMC.

Under the Highways for National Defense Program, established by the Secretary of Defense, MTMC is the DoD executive agent for all public highway matters. This program is administered by the Special Assistant for Transportation Engineering to the MTMC commander. The strategic highway needs are developed on the basis of the area commanders' annual assessments of requirements and on their recommendations, as well as overall mobilization and contingency requirements. The interstate routes, connections between interstate routes and installations, and circumferential or beltway routes in urban areas receive primary consideration. DoD needs are integrated into civil highway programs through cooperative efforts with DoT's National Highway Administration and other civil highway authorities in planning, development, construction, and use of public highways. MTMC develops (1) a standard format and guide for reporting highway system needs, (2) uniform standards and procedures for the evaluation of defense highway needs, and (3) procedures to ensure effective coordination between military and civil highway authorities.[5]

The MTMC Plans and Strategic Mobility Directorate is responsible for the preparation of unit movement tables and the transportation analysis for intra-CONUS movements. That Directorate also develops the CONUS portion of the strategic deployment plan that supports OPLANs. The Directorate uses a computerized mobility analysis and planning system (MAPS) to continually analyze the capabilities of the inland transportation system and SPOEs to support anticipated requirements and identify shortfalls.[5] Shortfalls are resolved through coordination with MAC, MSC, major commanders, OJCS, and the Military Services.

In conducting deployments MTMC is assisted by activated U.S. Army Reserve TTUs. The TTUs report to mobilization sites at predesignated commercial ports to supervise and coordinate

the movement of military cargo through the POE. Marshalling areas are established in the vicinity of POEs when the mode of transportation is sealift and has been scheduled by MSC. MTMC issues a port call to the deploying unit and provides the unit a movement schedule to the POE. Unit equipment is moved to the POE by a variety of modes; organic aircraft are flown directly to a staging area at the POE, while unit vehicles in convoy are routed into the marshalling area until called forward to the POE by TTU personnel. MTMC arranges for all commercial rail and truck movements and may manage passenger transportation if commercial air or bus is required. MTMC must coordinate extensively to ensure successful execution of this stage of deployment.[5]

Since MTMC depends on commercial transportation to move deploying units, it is vital that industry respond quickly to changing transportation demands. For that reason, MTMC has developed the Contingency Response (CORE) program to coordinate the efforts of DoD, Federal civil agencies, and the transportation industry to obtain the necessary priority transportation for DoD during emergencies.

3.1.1.3 Contingency Response Program. The CORE program includes the 23 agencies and associations (see Table 3-1) that are involved in planning and supporting the domestic surface and intra-CONUS air transportation system support for DoD movements in an emergency. The CORE team includes several representatives from each of these organizations who assist in expediting support. Each has the proper security clearance to receive classified information. MTMC conducts annual workshops and exercises CORE procedures during the fall JCS-sponsored mobilization exercise to maintain and improve the channels of communication necessary to ensure responsive transportation capabilities.

The primary function of the CORE program is to bridge the gap between routine operations and emergency procedures. When an installation transportation officer (ITO) gives a movement requirement to the supporting MTMC area command, it is processed and a routing is provided to the ITO, who then schedules the service. In the event the carrier cannot satisfy the domestic surface and intra-CONUS air transportation request, MTMC coordinates with the appropriate CORE member to resolve the difficulty.[6] If the issue cannot be resolved through voluntary compliance by industry, the

TABLE 3-1. CORE TEAM COMPOSITION

- Military Traffic Management Command (MTMC)
- Federal Emergency Management Agency (FEMA)
- Department of Transportation (DoT)
  - Office of Emergency Transportation (OET)
  - Maritime Administration (MARAD)
  - Federal Railroad Administration (FRA)
  - United States Coast Guard (USCG)
- Department of Energy (DoE)
- Interstate Commerce Commission (ICC)
- General Services Administration (GSA)
- Association of American Railroads (AAR)
- American Trucking Associations, Inc. (ATA)
- National Tank Truck Carriers (NTTC)
- Specialized Carriers and Rigging Association, Inc. (SCRA)
- American Association of State Highway and Transportation Officials (AASHTO)
- National Bus Military Bureau (NBMB)
- National Air Charter, Inc.
- World Airways
- Munitions Carriers Conference, Inc.
- American Association of Port Authorities

MTMC commander requests assistance from the Office of Emergency Transportation (OET) in DoT. DoT, under the authority of the Defense Production Act (DPA) of 1950, as amended,[7] Executive Order 10480, as amended,[3] and Executive Order 11490, as amended,[2] can issue a priority for movements.

A primary organization in the CORE program is the DoT, which is represented by several groups: OET, MARAD, the Federal Railroad Administration (FRA), and the U.S. Coast Guard (USCG).[9] (In a national emergency the USCG may be transferred to DoD control, under the Department of the Navy.)

3.1.1.4 Department of Transportation. The Secretary of Transportation, under Public Law 89-670, which established the DoT, is responsible for exercising leadership in transportation matters, including those affecting national defense and involving national and regional emergencies. The Secretary of Transportation is also charged by the President in Executive Order 11490, as amended, to prepare emergency plans and develop preparedness programs covering national policies, plans, and procedures relating to all forms of civil transportation. To fulfill domestic surface transportation requirements, the Secretary of Transportation has developed standby orders for the control of all civil transportation resource assets. These orders can be implemented during any crisis. Prior to and subsequent to a declaration of national emergency, the Secretary of Transportation could exercise the delegated DPA priority and allocation authorities to provide civil transportation priority to DoD in accordance with CORE procedures. These procedures are set out in an MOU between DoD and DoT concerning the CORE program.[10] The Secretary of Transportation, subject to national objectives and policy guidance from the Director of FEMA, the Director of the Office of Defense Resources, or their successors, implements control systems governing the use of civil transportation capacity, i.e., services, equipment, facilities, and systems to meet essential civil and DoD needs.

The other major Federal civil organization supporting DoD domestic land transportation needs is the Interstate Commerce Commission.

3.1.1.5 The Interstate Commerce Commission. ICC has also been charged by Executive Order 10480, as amended, with providing urgent transportation service to meet immediate needs in an emergency. It is also responsible for providing guidance to and consulting with operators of railroads, motor carriers, inland water transport, public storage industries, and the State transportation agencies concerning:

- Reduction of vulnerability to enemy activity,
- Maintenance of their respective systems during emergency periods,
- Restoration of their respective systems after enemy activity, and
- Operational direction of some modes and facilities during national emergencies.

ICC standby emergency procedures are specified by a series of ICC "Transportation Mobilization Orders" (TM) which may be implemented immediately following declaration of an emergency. The ICC is also a member of MTMC's CORE program, working with DoD and civil carriers to resolve routing problems. Upon declaration of a national emergency or civil defense emergency, the ICC may exercise these general mobilization orders for regulating rail, motor, and inland waterway carriers. A key authority of the ICC critical to the CONUS support of DoD is the control of freight shipments to a port or storage area. This order is intended to reduce congestion in port areas and to ensure effective coordination of domestic surface transportation with ocean shipping in periods of national emergency. Other emergency authorities of the ICC include distribution of food and medical supplies in the possession of carriers at the time of a national emergency, in conjunction with the Departments of Agriculture (DoA) and Health and Human Services (DHHS), respectively; and the centralized control of liquid transport vessels (although allocation authority rests with DoT). As a regulatory agency, the ICC has significant authority over common carriers as well as privately owned or operated truck fleets. Synopses of these standby orders are included in Appendix E.

3.1.1.6 Others. Other agencies and organizations involved in providing support for DoD domestic land transportation needs are:

- DoE, which ensures that crude oil petroleum products, solid fuels, natural gas and gaseous liquids are available to meet DoD needs (discussed in subsection 3.2).
- The U.S. Coast Guard (USCG), which is responsible for maritime and inland waterway security, port security, and safety including navigational aids. It also establishes and certifies ammunition loading procedures and port capability. The USCG is also responsible for licensing additional mariners to serve an expanded defense shipping requirement.
- The Federal Railroad Administration (FRA), which, among others, is responsible for providing a unified national rail policy and enforces rail safety laws and regulations.

3.1.2. U.S.-Originating Ocean Transportation

Although airlift is essential for rapid deployment of units, sealift will be the primary means of transporting unit equipment and supplies for most major overseas deployments, reinforcement, and resupply according to the OJCS. It is estimated, for example, that more than 10 million tons of cargo and 110 million barrels of liquid will be shipped by sea in the first 180 days of conflict to

support U.S. forces currently stationed in Europe and their reinforcements in support of the U.S. commitment to the North Atlantic Treaty Organization (NATO). These figures do not include resupply requirements for the forces of other NATO nations or Western European civilian needs.[11] Sealift would also be critical in a major force deployment to any other area of conflict overseas. It has been historically recognized as a primary means for implementing strategic mobility and will continue to maintain its prevalence in the future.

This discussion of domestic deployment transportation support focuses on the roles, responsibilities, and interrelationships of organizations involved in supporting the ocean-borne transportation of deploying forces originating in the United States and bound for overseas theaters. It is important to emphasize that the transportation planning and support of deploying forces is distinct from the inland and intracoastal-U.S. movement of trade and shipping in which, for example, MSC does not participate. The following discussion addresses the organizations that participate in arranging for sealift assets and facilitating the movement of deploying forces through U.S. civilian ports. Military port management is not discussed since it is an intra-DoD concern.

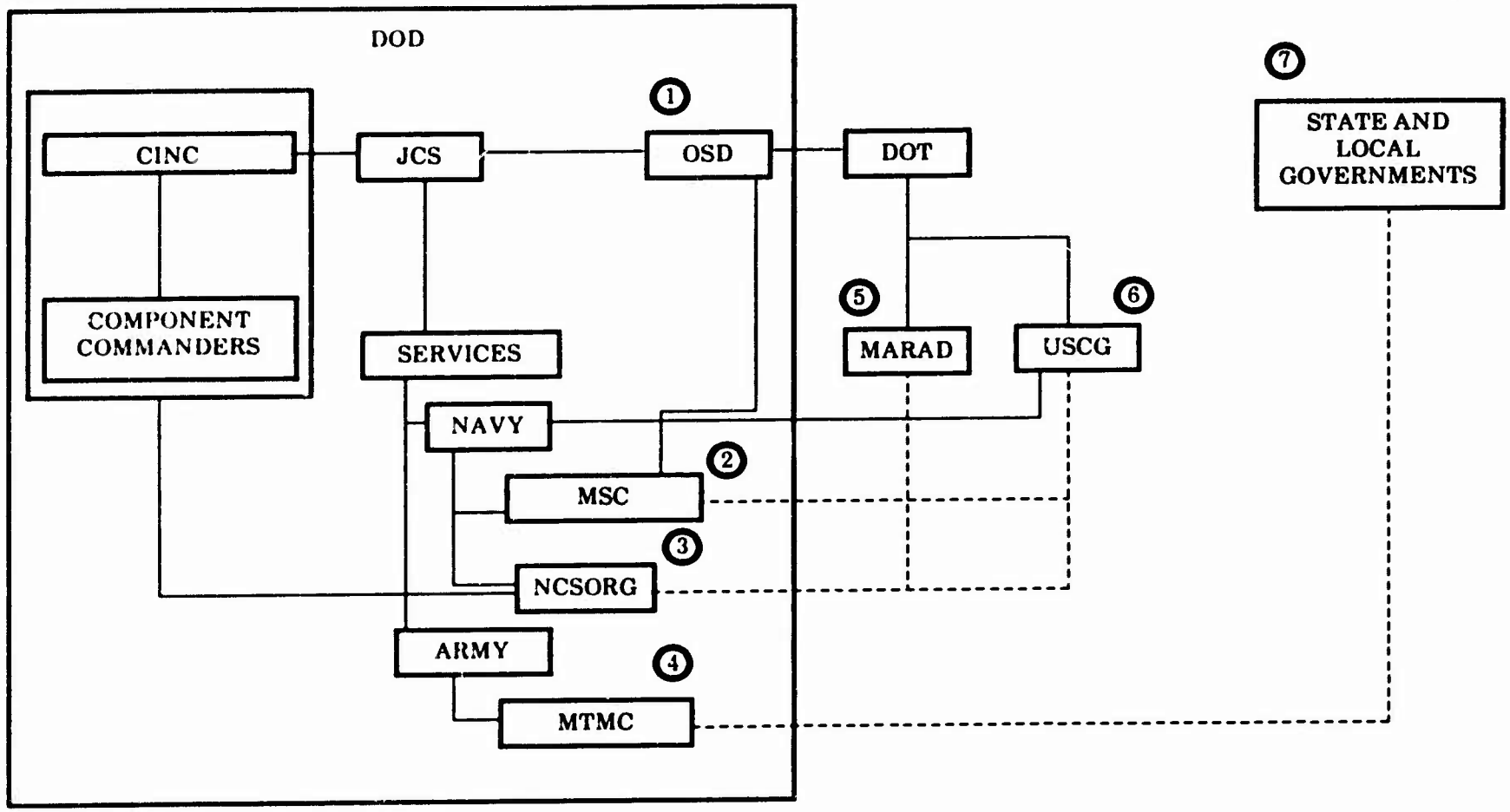
To ensure continuing capability, DoD and DoT agencies have defined the specific relationships that are shown in Figure 3-3 and explained in the following subsections.

3.1.2.1 Office of the Secretary of Defense. The Secretary of Defense's responsibilities are summarized as:

- Establishing general policies and programs for DoD;
- Exercising authority, direction, and control of DoD;
- Eliminating unnecessary duplication or overlap in procurement, supply, transportation, storage, and research;
- Supervising and coordinating budget matters of component activities in DoD; and
- Acting as a claimant.

The Secretary acts through ASD(A&L) to develop policies and guidance on logistics requirements Within ASD(A&L), the Director of Transportation Policy takes the lead in fulfilling the responsibilities for transportation policy and requirements oversight. The ASD(A&L), based on JCS and

FIGURE 3-3. U.S.-ORIGINATING OCEAN TRANSPORTATION SUPPORT ORGANIZATIONAL RELATIONSHIP



Acronyms are listed in Appendix C.
Dotted lines indicate nonsupervisory relationship.
Circled numbers indicate organizations discussed in the text.

Service requests, takes action to obtain civil sealift transportation through the DoT's delegated authority to MARAD, when DoD sealift requirements exceed the existing sealift capability available to DoD. To assist in the efforts to obtain additional commercial sealift, the Secretary of Defense or the ASD(A&L) as the Secretary's executive agent have entered into MOUs with DoT. These MOUs deal with:

- The Utilization, Transfer, and Allocation of Ships (Wilson-Weeks Agreement),
- Port Readiness,
- Port Safety and Security, and
- Shipping Support for Military Operations.

ASD(A&L) is also responsible for establishing overall DoD policy on sealift matters and interfacing with DoT in determining sealift policy issues.

3.1.2.2 Military Sealift Command. The Secretary of Defense has assigned the Secretary of the Navy as the single manager for ocean transport and concurrently established the MSC as one of the DoD TOAs.[12] The DoD relies on MSC for the transocean movement of military supplies and equipment. This fleet arm of the U.S. Navy is headquartered in Washington, D.C., and has four major subordinate area commands: MSC, Atlantic, at Bayonne, New Jersey; MSC, Pacific, at Oakland, California; MSC, Europe, at London, England; and MSC, Far East, at Yokohama, Japan. In addition to managing and operating DoD common-user ocean shipping, MSC initiates actions to obtain sealift augmentation to accommodate surge requirements. MSC is responsible for coordinating and serving as the DoD point of contact with MARAD to plan for augmenting shipping to support military operations. It is also responsible for coordinating with the USCG for commercial vessel certification and safety requirements.

The Commander, MSC, provides both intertheater and intratheater common-user sealift through the operation of the MSC-controlled fleet. The Commander controls and adjusts the total number of ships in the fleet according to DoD sealift demands. The MSC fleet consists of both DoD vessels and civil ships under long-term charter to DoD. When the need arises MSC can increase the size of its fleet by obtaining additional voluntary charters.

MSC has entered into a formal agreement with U.S.-flag ocean carriers that is known as the Sealift Readiness Program (SRP). The SRP allows MSC to acquire ships and related equipment from private carriers during emergency periods that demand less than full mobilization. The carriers in the SRP agree to provide ships to DoD in exchange for peacetime business or government shipbuilding subsidies. The MSC commander must have the approval of the Secretaries of Defense and Transportation prior to initiating SRP provisions.

The Commander, MSC, is also assigned the additional function of interacting with the civilian maritime community, as the Deputy Chief of Naval Operations for Naval Control of Shipping (NCS). These responsibilities are accomplished by the U.S. Naval Control of Shipping Organization (NCSORG), charged with peacetime policy maintenance, but primarily intended as a wartime organization.

3.1.2.3 U.S. Naval Control of Shipping Organization. The NCSORG was established by the Chief of Naval Operations (CNO) in 1950 primarily as a Reserve program that would, upon mobilization, report to and operate for Fleet CINCs. At that time, NCS Officers (NCSO) and enlisted personnel will be assigned to U.S. and overseas ports and bases to establish NCS offices and execute their responsibilities. During a war or a declared national emergency, responsibility for routing and tactical movements of merchant ships at sea, including MSC shipping, is vested in the Fleet CINC and accomplished by the NCSORG. The port NCSO coordinates with the civil port authorities on the arrival and departures of shipping, and maintains close liaison with shipping company agents and other military organizations such as MSC. The Operational Control Authority (OCA) is the naval commander under the Fleet CINC responsible within a specified geographic area for the employment of forces to control the tactical movement of, and provide protection for, merchant shipping under naval control. The port NCSO works for and reports directly to the OCA. When the National Shipping Authority (NSA), the port NCSO, or other competent authority, notifies the OCA of the inability of a port to sustain shipping operations or when the OCA is aware of dangers at sea, the OCA will divert shipping to alternate ports or change their routes around the at-sea danger.

The policy establishing the NCSORG also stipulates that within its area of merchant ship responsibilities, it is responsible for all matters pertaining to convoy organization and the control, routing, reporting, and diversions as they relate to the management and direction of shipping movements in all nations in wartime. Fleet CINCs are tasked with the control of movement and responsibility for protection of merchant vessels and associated convoys. The NCSO coordinates the organization of commercial and MSC merchant ship convoys with the Fleet CINC, who will provide protection to the convoy while underway. While the convoy is in port it is under the security of the USCG. Detailed instructions for the conduct of merchant ships at sea during wartime whether sailing in a convoy or independently, are contained in Volume 2, Allied Tactical Publication (ATP-2), which is a guide to the NCSORG. For convoy or independent sailings, the NCSORG, using ATP-2 guidance, will prepare a communication plan and sailing folder for each vessel. Each of these documents is classified Secret. The communications plan includes call signs and frequencies, electronic emission policy, communication security policies, policies for the use of active sonars, and regulations for dimming or extinguishing lights. The sailing folder contains, among other information, departure instruction, navigational aids, convoy rendezvous positions, maneuvering instructions, and harbor entrance instructions.[13]

During a force deployment it is necessary that close and continuous coordination exist between MSC, NCSORG, and the DoD component shipper to overcome problems resulting from port disruptions, shipping diversions, and OPLAN modifications. This coordination is the responsibility of MTMC, which manages terminal operations.

3.1.2.4 Military Traffic Management Command. MTMC is responsible for providing traffic management and common-user ocean terminal support to DoD components. In this role, it receives, consolidates, and analyzes overseas passenger and cargo requirements from DoD components to determine the CONUS transportation and terminal capability needed to satisfy those requirements. It advises OJCS and other appropriate organizations when transportation capabilities are insufficient and recommends to the OJCS options to overcome those deficiencies. MTMC is responsible for diverting passengers from the original civilian or military POE to another when those

passengers are between travel segments. Similarly, it has the authority to release or store in-transit cargo, as needed. These movement modifications take place only with the concurrence of the shipper. MTMC commands and operates common-user military ocean terminals that are assigned to it by the Secretary of Defense, and it arranges for the use or operation of commercial ocean terminals within CONUS that might be needed to facilitate the shipment of military cargo. MTMC has limited overseas ocean terminal responsibilities. (Those responsibilities are discussed in Section 4.) MTMC makes use of the CORE program to coordinate activities associated with its CONUS ocean terminal responsibilities. Two primary members of the CORE team are the DoTs, OET and MARAD, which are responsible for coordinating the use of port facilities by defense agencies.[4]

3.1.2.5 The Maritime Administration. MARAD provides merchant ships for support of military operations and coordinates domestic ocean port services to meet military needs.

The U.S. active commercial fleet is the primary source of ships for military support service. The Secretary of Transportation may requisition ships owned by citizens of the United States whenever the President determines that the national security makes such requisitioning necessary or during any national emergency declared by the President (subject to the provisions of the National Emergencies Act).

Ships owned by citizens of the United States include U.S.-flag ships and ships owned by U.S. citizens and registered under foreign flags. U.S.-owned ships registered in certain open registry countries (currently Panama, Liberia, Honduras, and The Bahamas) are identified for defense planning purposes as Effective U.S. Control (EUSC) ships. The Secretary of Transportation may requisition or charter foreign ships lying idle in U.S. waters under authority of the Emergency Foreign Vessels Acquisition Act, 1954.

Certain NATO ships are earmarked to supplement the U.S. merchant fleet in deployment of reinforcements under NATO plans. MARAD represents the United States in arranging for use of NATO ships and will charter the ships when they are required to execute deployment plans. The Emergency Foreign Vessels Acquisition Act provides the statutory authority under which NATO ships may be chartered.[14]

MARAD maintains a fleet of government-owned merchant ships, the Ready Reserve Force (RRF), in advanced readiness for activation in from 5 to 20 days. Activation is preplanned and commercial ship operators are appointed in advance to activate and operate the ships on request of the Secretary of Defense. The RRF is a component of the National Defense Reserve Fleet (NDRF). The balance of the NDRF, which consists primarily of World War II Victory ships, could be activated incrementally in 30 to 120 days.

The mobilization of the commercial fleet, the RRF and the NDRF, and acquisition of foreign ships would be directed by the NSA, the emergency shipping operations agency of MARAD, which would be staffed in an emergency to meet operational requirements.

MARAD, upon delegation of the appropriate authority by the Secretary of Transportation, provides education and training for future maritime officers and, in cooperation with the Secretary of the Navy, ensures that naval officer training programs at the United States Merchant Marine Academy and the State academies are consistent with U.S. Navy standards and needs. During a crisis in which conscription is underway, MARAD will coordinate with the Department of Labor and other agencies to establish and administer programs to retain seafarers and other critical workers in shipping-related occupations.[15]

MARAD arranges for priority use and allocation of port facilities and services for DoD use in emergencies, under authority of Title I of the DPA. In a deployment, MARAD responsibilities would also include coordination with DoD agencies, particularly with the USCG, on determining requirements and arranging for the use of civil port facilities as auxiliary ammunition ports.

3.1.2.6 The United States Coast Guard. The USCG is responsible for maritime and inland waterway security, port security, and water safety, to include navigational aids. The USCG is also responsible for establishing and certifying ammunition loading procedures and port capability.

The USCG is an agency of DoT, but upon declaration of war and at the request of the Secretary of the Navy, it would come under the operational control of the Department of the Navy for port security and safety responsibilities both within and outside CONUS. The USCG performs a vital

role in licensing additional mariners to serve expanded defense shipping needs during a national emergency.[15]

3.1.2.7. State and Local Governments. Specific sealift planning must necessarily include the coordination of activities with local port authorities at civilian SPOEs. The NCSO at each SPOE represents DoD and coordinates with the local port authorities. These port authorities consist of local jurisdictions' government representatives as well as the local transportation authority. Thus, DoD SPOE deployment support ultimately involves representatives of DoD, the NCSO Federal regulatory agencies (specifically the ICC which has responsibility for regulating port area routing and congestion), the local port authorities, and the Federal Port Controller.

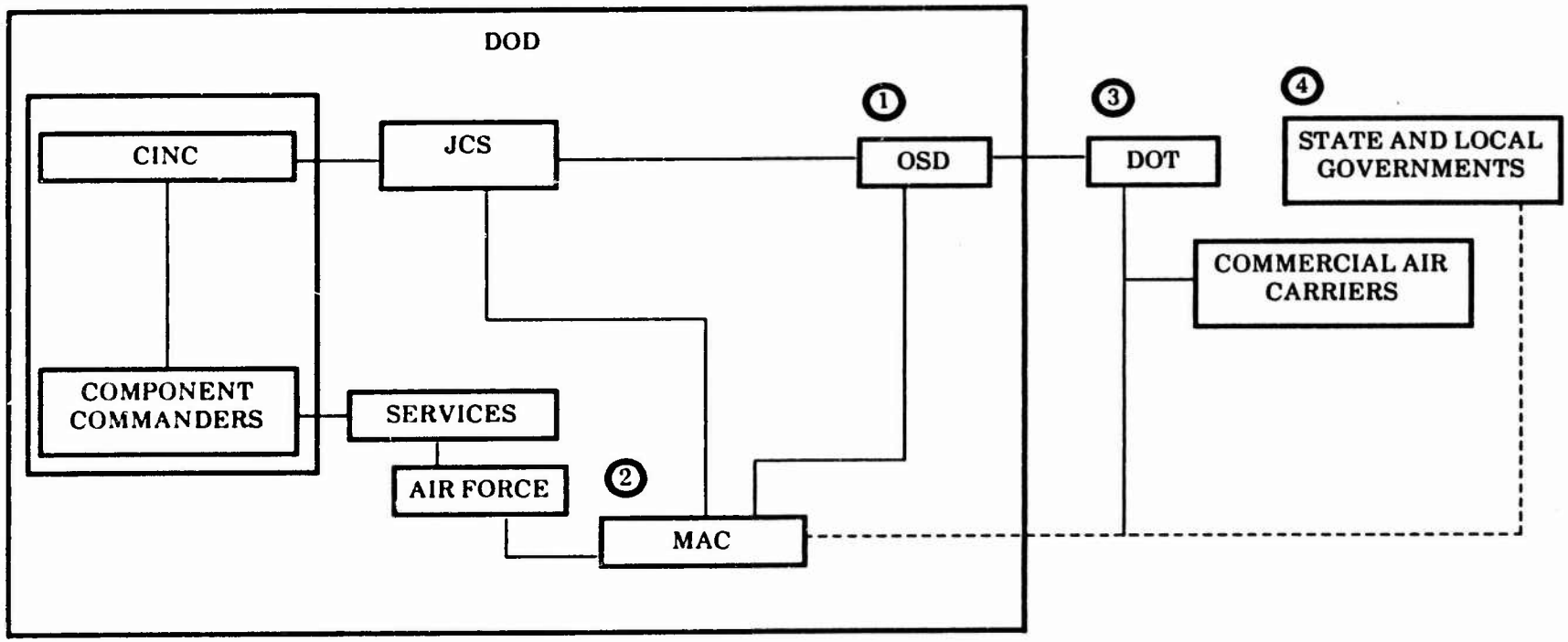
3.1.3 Domestic and U.S.-Originating Air Transportation

The FY86 Secretary of Defense Report to Congress contains the following statement of the importance the DoD places on airlift to support strategic mobility activities.

> Airlift, our most flexible and rapid force-projection resource, would play a vital role in virtually any deployment. In regions such as Southwest Asia, where we maintain only a very limited military presence in peacetime, airlift would deliver the initial increment of combat forces. These forces -- consisting largely of tactical air, air defense, and light ground units -- would be needed to secure a lodgment and defend ports and airfields in preparation for the arrival of much larger follow-on forces. For deployment to regions such as Western Europe, airlift is the only transportation mode that can satisfy our immediate reinforcement objectives.[16]

The roles, responsibilities, and interrelationships discussed in this section focus on domestic and U.S.-originating air transportation support for deploying military forces. The distinction between domestic and U.S.-originating is made to differentiate these areas from overall U.S. air activities and to denote that there are two types of air transportation support discussed: intra-CONUS transport and the transport of forces through U.S. aerial ports to other theaters. This discussion places primary emphasis on supporting relationships associated with the use of civilian rather than military airports as APOEs for deploying forces. Figure 3-4 outlines the relationships of the organizations responsible for domestic support of airlift in a force deployment.

FIGURE 3-4. DOMESTIC AND U.S.-ORGINATING AIR TRANSPORTATION SUPPORT ORGANIZATIONAL RELATIONSHIPS



Acronyms are listed in Appendix C.
Dotted lines indicate nonsupervisory relationship.
Circled numbers indicate organizations discussed in the text.

3.1.3.1 Office of the Secretary of Defense. In OSD, the ASD(A&L) is responsible for issuing policy direction in connection with the assignment of the Secretary of the Air Force as the single manager for airlift service. Within ASD(A&L), the development of airlift policies is the responsibility of the Director of Transportation Policy. The ASD(A&L) is the single point of contact between DoD and DoT on defense transportation policy matters. The JCS civil transportation requirements are reviewed by the ASD(A&L) and coordinated with the appropriate Federal and civil agencies. It is the ASD(A&L) who transmits the requirements to DoT and the capability allocated by DoT to the JCS. The ASD(A&L) is responsible within DoD for assuring that DoD is represented on the War Air Service Program (WASP) Air Priorities Board. In addition, ASD(A&L) is responsible for maintaining the terms of the MOU between DoD and DoT concerning the CRAF program, while the Secretary of the Air Force acts as the executive agent. CRAF is composed of designated aircraft in commercial use that would augment MAC assets during an emergency.[1]

3.1.3.2 Military Airlift Command. MAC, a TOA, is both a major command of the Air Force and a specified command of JCS. I is responsible to the JCS for the planning and performance of airlift missions during wartime periods of crisis and JCS exercises and, as necessary, for supporting other specified commands and the unified commands. MAC coordinates and executes airlift strategy, doctrine, and plans under the direction of the JCS. In its role as a major command of the Air Force, MAC is responsible for airlift services in peacetime and for emergency planning to ensure the support of all DoD components.[17]

MAC's airlift mission includes deploying combat forces and their equipment; airdropping or landing of personnel and equipment during exercises or in theaters of operation; providing air logistic support to deployed forces and to other activities as directed by the National Command Authorities (NCA); providing aeromedical evacuation; and providing noncombatant evacuation operations (NEO) airlift, as militarily feasible. It has primary airlift responsibility for DoD in CONUS (when necessary for reasons of national emergency), between CONUS and overseas theaters, and between and within overseas theaters.

MAC determines the volume and rate of flow of cargo and passenger traffic that can be received into air terminals and provides this information to MTMC, which schedules the movement and release of unit cargo and passenger groups into these terminals. Loading plans and the loading and unloading of cargo and passengers, including patients, is the responsibility of MAC. It relies, as appropriate, on the advice and assistance of the DoD component shipper. MAC informs MTMC of the tonnage on hand at APOEs according to procedures agreed to by MAC and MTMC. It is also responsible for advising MTMC when it receives retrograde air cargo and for notifying MTMC and other commands or agencies when it becomes necessary to divert passenger groups, to release unit cargo between modes of transportation, or to change the POE at which the cargo will be loaded.

DoD planning, as established by the Congressionally Mandated Mobility Study conducted in 1981, calls for MAC to meet only part of the total intertheater cargo airlift requirement for a major deployment.[18] MAC's cargo carrying capacity can be initially augmented in an emergency by using Civil Reserve Air Fleet (CRAF) resources. CRAF, composed entirely of predesignated commercial aircraft, primarily long-range international aircraft, can be mobilized in three stages under the terms of the contract between MAC and the carriers. CINCMAC can order Stage I CRAF assets, currently consisting of about 40 cargo-carrying aircraft, and approximately 30 passenger aircraft, to fill in when MAC aircraft have been diverted from their routine mission assignments in response to expanded emergency requirements. Stage I aircraft must be available within 24 hours. During an emergency that does not require a full mobilization, the Secretary of Defense can activate Stage II CRAF assets, which are comprised of cargo- and passenger-carrying aircraft. Currently, commercial carriers are obligated to provide the 150 predesignated aircraft within 24 hours to meet requirements of CRAF Stage II. The full mobilization of CRAF, Stage III, normally requires a declaration by the President or the Congress of a national or defense emergency. A Stage III activation currently requires that CRAF participants provide within 48 hours approximately 350 cargo and passenger aircraft, many of which are long-range international aircraft, to perform MAC missions. The activation of CRAF Stage III is defined in an MOU between DoD and DoT.[19]

JCS identifies aircraft requirements, in turn, MAC calculates the types and numbers of civil aircraft to meet the needs. MAC then forwards the CRAF aircraft requirements through OSD to the Office of Emergency Transportation in DoT, which reviews them for allocation. Based on that review, MAC then negotiates contracts with air carriers for specific aircraft, by tail number and subsequently requests allocation of specific aircraft by carrier and element of use, i.e., Alaska, Domestic Short Range International Long Range, International Cargo, and Passenger.

3.1.3.3 Department of Transportation. Under peacetime circumstances, commercial carrier aircraft best suited to meet specific DoD needs normally will be contractually committed by the carriers to DoD and allocated to the CRAF Program by DoT. DoT allocation authority allows air carriers to obtain adequate insurance for their emergency responsibilities and to be released from prior commitments when DoT assumes control of assets.

Another source of aircraft that can augment MAC assets is the War Air Service Program (WASP). Under the provisions of the WASP, DoT has allocated all civil air carrier aircraft that are in the fleet and not included in the CRAF, for essential airlift to maintain the economy. The WASP is designed for the maintenance of essential civil air routes and services. During periods of crisis, tension, or war, upon a request of DoD, DoT may arrange for additional air carrier aircraft capacity from the WASP for use by the DoD. These aircraft will be used for domestic transport of passengers and cargo as the need emerges. The WASP provides for the distribution and redistribution of that portion of the civil air fleet remaining after the activation of CRAF.[15]

Within DoT, FAA is responsible for the operation of the national airspace systems and civil air or general aviation transportation facilities, including air traffic control and airport safety and security. The responsibility for air traffic control functions may be transferred to DoD in time of war. With the disestablishment of the Civil Aeronautics Board (CAB), which formerly administered the WASP, the FAA has assumed these responsibilities. The WASP is currently undergoing a significant revision under the direction of DoT.

3.1.3.4 State and Local Governments The State and Regional Defense Airlift (SARDA) plan is developed to use aircraft not in the CRAF and WASP to meet emergency requirements. These

aircraft are largely nonair-carrier owned or general aviation aircraft. SARDA planning is performed at the regional level, on a State-by-State basis in order to allow for the use of identified aircraft and facilities during emergency situations and to provide adequate support for direct survival operations.

A number of claimants are potential users of SARDA capability, beginning with the FAA; however, the overall orientation of SARDA planning is at the regional, State, and local level. The particular plans for SARDA vary by State, depending on State emergency planning and State emergency organizational structure.[20]

3.2 DOMESTIC PETROLEUM LOGISTICS SUPPORT

Petroleum logistics support is the second major category of domestic support provided to DoD by other Federal, State and local departments and agencies. Petroleum logistics support includes acquisition of petroleum, oil, and lubricant (POL) stocks and storage facilities, line-hauling, and access to pipelines. Requirements for domestic petroleum logistics support can originate from a variety of sources; however, deployment-related requirements largely involve transportation associated with CONUS force movements. (The demands for petroleum logistics support in a deployment associated with mobilization are not merely those related to transportation; they also include, for example, the demand due to activation of additional or "marshalled" bases. However, in this guide, only the demand associated with transportation is treated.) Among the sources of demand driving petroleum logistic deployment support requirements are land transportation, rail and truck transport from staging and marshalling areas to POEs; air transports operating within CONUS, on Channel missions, or special missions originating in CONUS and destined for other theaters; and MSC sealift missions originating in CONUS and destined for other theaters as well as waterborne carriers for intercoastal and inland waterways.

The extent of the support required by DoD is largely dependent on the nature and size of the force deployment. DoD may require energy for either force support or for its contractors. (For the purposes of this guide, only force support petroleum logistic requirements are discussed since DoD energy requirements for its contractors are related to industrial mobilization, which is outside the

scope of this guide.) DoD force support requirements are primarily for POL, a category of energy products that includes:

- Refined petroleum fuels, such as aviation fuel and marine diesel fuel, and
- Lubricating oils, cutting oils, greases and waxes, including finished and unfinished oils.

This discussion of domestic petroleum logistic support organizational relationships focuses on the roles, responsibilities, and authorities of groups in the U.S. Government that assist in the procurement and supply of DoD wartime petroleum logistics requirements.

In peacetime, DoD competes with other users for POL stocks in a free-market environment. That environment exists until a national emergency is declared, at which time the emergency authorities of the Defense Production Act (DPA) of 1950, as amended, can be exercised. In applying the DPA authorities for fuel allocation and establishing priorities, a distinction is made between domestic emergencies and national security emergencies. Deployment support requirements would be generated from the latter; earthquakes, floods, or hurricanes which are usually considered domestic emergencies, are not addressed in this guide.

The following subsections describe the major organizations involved in determining DoD requirements and policy and in assisting DoD in arranging for adequate petroleum logistics support. These organizations are shown in Figure 3-5.[2]

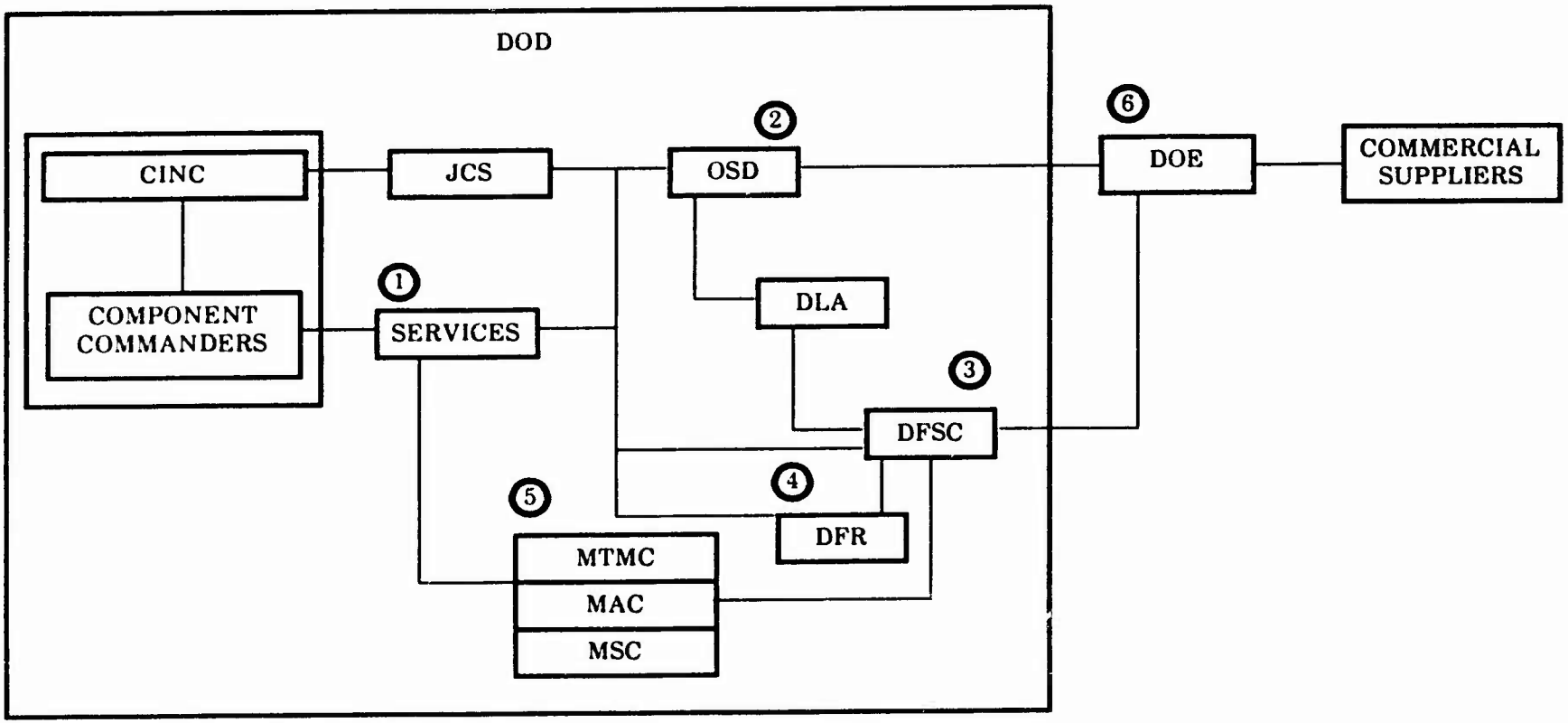
3.2.1 Military Services

DoD domestic requirements for petroleum logistics support originate with the Military Services. Activity commanders in each Service are responsible for developing estimates of both peacetime and emergency requirements for base and wholesale war reserve inventories of bulk fuels and lubricants. Two major categories of petroleum products are required by the Services:

- Bulk Petroleum Products: liquid petroleum products that are normally transported by pipeline, rail tank car, road tank truck, road tank trailer, barge, or coastal tanker

[2]Unless otherwise noted, the information regarding DoD organizational roles and responsibilities is based on DoD 4140.25-M, "Procedures for the Management of Petroleum Products," December 1978, as revised.

FIGURE 3-5. DOMESTIC PETROLEUM LOGISTICS SUPPORT ORGANIZATIONAL RELATIONSHIPS



Acronyms are listed in Appendix C.
Circled numbers indicate organizations discussed in the text.

and ocean going tanker and stored in tanks or containers, each having a fill capacity greater than 55 U.S. gallons.

- Packaged Petroleum Products: petroleum products (generally lubricants, oils, greases, and specialty items) normally packaged by a manufacturer and procured, stored, transported, and issued in containers each having a fill capacity of 55 U.S. gallons or less.

Bulk products are managed by the Defense Fuel Supply Center (DFSC), and packaged products by the Defense General Supply Center (DGSC); both DFSC and DGSC are components of the Defense Logistics Agency (DLA). The major responsibilities of the Military Services are to determine product requirements, operate all petroleum facilities under their control, and negotiate and finalize agreements with foreign governments and international organizations for facility support of bulk petroleum products if necessary. Military construction of petroleum storage terminals is a joint responsibility of DLA and the Military Departments.[21]

Each Military Department maintains a petroleum organization to manage energy products they own and to establish procedures for using them. These Service Control Points (SCP) are:

- U.S. Army
  Commander
  U.S. Army General Materiel and Petroleum Activity
  New Cumberland Army Depot
  New Cumberland, Pennsylvania 17070

- U.S. Navy
  Commanding Officer
  Navy Petroleum Office
  Cameron Station
  Alexandria, Virginia 22304

- U.S. Air Force
  Commander, Det 29 (SA-ALC)
  Air Force Fuels Office
  Cameron Station
  Alexandria, Virginia 22304

Generally, the Military Departments are responsible for estimating requirements, assessing capability to meet their own petroleum logistics support requirements, maintaining Service-operated terminals that are Government-owned/Government-operated (GOGO), and managing petroleum product inventories in these terminals. The major responsibility for supporting DoD domestic

petroleum logistics requirements falls under DLA control through DFSC. These organizations are directed by ASD(A&L).

3.2.2 Office of the Secretary of Defense

In OSD, ASD(A&L) is responsible for establishing policies and providing guidance on DoD petroleum logistics programs, systems, and procedures and for assuring their effective implementation.[1] These responsibilities are primarily discharged by the Director, Energy Policy, ODASD (Logistics).

The Director, Energy Policy, is the DoD focal point for energy matters. His responsibilities include:

- Developing DoD petroleum logistics policy;
- Serving as the DoD principal point of contact on all matters relating to energy policy and implementation of DoD energy policy;
- Monitoring current energy procurement and supply problems;
- Reviewing DoD requests for priority fuel supply allocation;
- Serving as Chairman for Defense Energy Policy Council and Defense Energy Action Group and as DoD claimant for emergency supply of bulk petroleum from DoE; and
- Coordinating all DoD contacts on energy matters with other Federal agencies to ensure that DoD policy and positions are presented in a consistent manner.

In addition to the energy-related responsibilities of the Director, Energy Policy, the ASD(A&L) also has direction, authority, and control of DLA, another major activity involved in supporting DoD fuel requirements.[22] DLA is responsible for providing services and supplies used in common by all of the Military Services, such as jet fuel. Its mission is to provide logistics support in the areas of procurement, supply, contract administration, and technical services not only to the Military Services but also to Federal civil agencies and foreign governments as assigned. Among the many types of supplies that are acquired and managed by DLA are fuel and petroleum products, managed by DFSC.

3.2.3 Defense Fuel Supply Center

DFSC is the integrated materiel manager of bulk petroleum for DoD. It is responsible for ensuring adequate inventories and the efficient distribution of the products to U.S. Armed Forces around the world. It manages and monitors services such as procurement transportation, terminal operations, quality surveillance, and storage operations.[23]

DFSC is delegated authority by the DoD for managing petroleum products acquired for DoD both from domestic and foreign sources.[21] In addition to managing assets, DFSC has a variety of responsibilities related to processing customer (e.g., Military Services) requests, developing distribution plans, and procuring specific stocks. It is the procurement agent of the following products:

- Chemicals,
- Miscellaneous chemical specialties,
- Solid fuels,
- Petroleum base liquid propellants and fuels, and
- Fuel oils.

Of these, DFSC is the Designated Item Manager for petroleum base liquid propellants and fuels (except certain aviation fuels managed by the Air Force) and fuel oils. DFSC has worldwide responsibility for acquiring and managing bulk petroleum products and for contract administration overseas.[24] It has overall responsibility for coordinating Service requirements for fuel and petroleum products, and working with the SCPs, the organizations in each Military Department responsible for managing petroleum products owned by the departments. To facilitate support to the various customers, DFSC has developed and supervises the Defense Fuel Automated Management System (DFAMS), based on the Military Standard Petroleum System (MILSPETS). MILSPETS is a set of data, forms, and procedures designed to provide uniformity in the interchange of petroleum information within and between the Military Services, other customers, and DLA/DFSC.[25]

3.2.4 Defense Fuel Region

Within DFSC, functional responsibility for working with specific users/customers for bulk petroleum products and services resides at the Defense Fuel Regions (DFR), which serve as

points of contact for customers and industry. Ten DFRs are located throughout the world; five in CONUS, and one each in Alaska, Europe, the Pacific, the Caribbean, and the Middle East. The DFRs are the regional representatives of DFSC and coordinate petroleum logistics support at local levels, with DoD (and other Federal-agency) users and petroleum logistics support suppliers. DFR responsibilities vary somewhat depending on whether they are located in CONUS or overseas. DFR responsibilities in CONUS and Alaska, which are basically the same for the purposes of this guide, are discussed in this section. Overseas DFR responsibilities are discussed in Section 4.

Fuel regions were established to provide close contact between product suppliers and customers so that individual activity capabilities and operating practices could be taken into account in planning and providing petroleum logistics support. CONUS fuel regional functions primarily consist of ordering product from contractors and distributing it to customers. During peacetime, domestic DFRs support and facilitate local area distribution and order supplies and services, arrange for transportation and traffic management for petroleum products into or within the region, provide quality surveillance of product in DFSC control, and operate terminals. In its distribution and ordering function, the DFR advises DoD and other Federal support activities involved of the data required to requisition Government stocks from terminals or to order products from contractors. The DFR also informs supported activities of the source of products they have requested, based on the distribution plan developed by DFSC. The DFR normally places orders for product movement by lake tankers, barges, and pipelines and for product assigned to terminals. When necessary, the DFR will provide alternate or supplementary sources of supply for activities on a temporary basis.

The fuel region is also involved in supporting petroleum product transportation needs. In its transportation and traffic management support function, the DFR orders within its geographical area. The movement of product by barge, pipeline (the preferred mode of conveyance), and lake tanker may involve multiple lifts and/or multiple discharges. Because of the close coordination required in ordering product, scheduling the movement, and receiving the product, the DFR normally coordinates with MTMC before planning, arranging, and directing movements by these modes of transportation. In conjunction with overall petroleum product transportation management, the fuel

region submits requests to MTMC for the establishment of freight agreements for barge and lake tanker shipments, and for control of the movements of barges in dedicated contract service. In peacetime, the commercial product distributor is responsible for arranging delivery of the product to the user. However, the DFR can recommend particular modes such as pipelines, government-owned barges, small tankers, or other vessels, based on analysis of the feasibility of the particular mode. In Alaska, the U.S. Army provides transportation and traffic management support to DLA.

DLA-owned products may be stored in a variety of terminal types including GOGO, Government-owned/contractor-operated (GOCO), and contractor-owned/contractor-operated (COCO). Regardless of the type of terminal, DFR is responsible for maintaining established levels of inventory and developing transportation plans, and for instructing the terminal operator on receipt and shipment procedures. The fuel region also reviews records of losses at GOGO and COCO facilities and maintains quality surveillance of DFSC-owned products.

The DFR performs a critical role in wartime planning by developing the emergency distribution plan based on the inventory management plan. The emergency distribution plan provides the source of emergency requirements for each activity and the method by which the stock will be delivered. In the context of emergency planning, the Military Services provide DFSC with emergency delivery requirements. That information is used to develop a program for prepositioning reserve stocks. Prepositioned stocks are normally located at the requiring activity or as close to it as possible. If it is not possible to maintain sufficient reserve stocks at the requiring activity, the balance of the requirement is usually held at a terminal holding DLA stock. The fuel region is responsible for ensuring that reserve stock is maintained in terminals and for ensuring that, when needed, it can be delivered within a required time frame. As part of emergency planning, tentative arrangements are made with commercial carriers to facilitate emergency movements of products with as little confusion as possible and within the shortest time frame possible. The SCPs and other concerned parties are furnished copies of these emergency distribution plans.

DFRs work closely with MTMC and MSC in arranging for domestic transport of petroleum products. These two TOAs have specific responsibilities, depending on the type of vehicle used to transport the products.

3.2.5 Transportation Operating Agencies

The TOAs have dual roles in the area of petroleum logistics support. They are sources of requirements, in that they need fuel for the ships, aircraft, etc., that are moving DoD forces and supplies. These requirements are reported to DFSC via the Military Department single manager in charge of each TOA. Requirements are supported through the appropriate DFR.

The TOAs also provide transportation support for the movement of petroleum products. Only MTMC and MSC have regular roles in this area because the weight of these products makes air transport inefficient and cost-prohibitive. The Commander, MTMC, is designated by the Secretary of the Army as the DoD single manager for military traffic, land transportation.[4] MTMC supports DFSC equipment management requirements for the movement of bulk petroleum products by land transportation within CONUS. That land transportation includes water movements wholly within the Great Lakes, inland waterways, and the inter- and intracoastal waterways.

The major forms of transport for bulk petroleum are pipelines, coastal tankers and barges, largely managed by MSC. With the exception of tanker movement, rates on routes required for the movement of bulk petroleum products are obtained by DFSC from MTMC. Routing instructions, are provided by MTMC to the appropriate DFR, which then provides these instructions to the shipper.

The Secretary of the Navy is designated the single manager for sealift.[12] The Commander, MSC, is designated the agent for the single manager for sealift, providing transportation to DFSC for the movement of bulk petroleum products by tanker and/or ocean-going barges. DFSC arranges, through MSC, for bulk shipments of DLA-owned petroleum that may move by ocean-going barge or tanker. These shipments include:

- All intercoastal movements between East, Gulf, and West Coast ports;

- All coastwise movements from one port area to another port area (ocean transportation) where terminal facilities are suitable for use by ocean-going barge (or tanker); and

- Movements between MSC-controlled tankers and shore facilities and vice versa (upon mutual agreement between DFSC/MSC that is the appropriate method of loading or discharging in a particular situation).

Tankers for fleet support operations are provided by MSC from the Naval Fleet Auxiliary Force (NFAF), and arranged for by DFSC through the Naval Petroleum Office. The DFR arranges for certain types of commercial barge shipments of DLA fuel through MTMC. Among these shipments are those over inland waterways that cannot accommodate an MSC tanker or movement by MSC tankers would not be cost-effective, all shipments of less than 50,000 barrels between terminals within a port area, and all shipments within port areas that cannot accommodate available MSC tankers. The applicable DFR arranges for all military barge shipments of DLA-owned fuel. Intra-terminal shipments are arranged by the applicable military-operated Defense Fuel Supply Point (DFSP). Tanker requirements for movement of bulk petroleum by ocean transportation on MSC-controlled tankers are submitted by DFSC based on CONUS and overseas requirements planning analysis.

The ultimate source of petroleum products is the civil sector, and DoE is responsible for energy in that sector.

3.2.6 Department of Energy

DoE is responsible for establishing priorities and allocating energy assets in times of national emergency under authorities given to the Secretary of Energy under the DPA.[3] DoE, as a resource agency, is tasked with developing and maintaining emergency priorities and allocation systems for energy in support of domestic national defense requirements.

National policy differentiates between domestic emergencies and national security emergencies. Domestic emergencies are those that are catastrophic and require Federal presence or

[3]Unless otherwise noted, this discussion is based on information contained in the "Federal Energy Resource Management Manual" (working document), U.S. Department of Energy, Office of the Assistant Secretary for International Affairs and Energy Emergencies, February 1985.[26]

in which a Federal preeminence is established. National security emergencies, on the other hand, are situations that jeopardize military preparedness and require the development of policies, plans, authorities, and procedures to ensure that goods and services are available to effect partial through total mobilization.[27] DoE may employ the emergency authorities of the DPA to manage U.S. energy assets in a national defense emergency, when national security and defense-related energy needs cannot be satisfied through normal contractual arrangements or nonregulatory consultations between the Government and energy suppliers. The DoE peacetime planning strategy emphasizes fundamental reliance on the marketplace to respond to energy emergencies to the extent practical before DPA authority is exercised. That means that, until DPA authority is used in the context of a national emergency, DoD must compete with other energy users and will continue to do so under DPA for petroleum products. Upon the declaration of a national emergency, DoE may exercise DPA authority in establishing priorities and allocating energy assets.

Requests for DoE assistance in obtaining priority energy supplies at market price are initiated by DoD for its own missions and national defense programs, by DoD priority-rated contractors through the appropriate DoD procurement agency, and by other Federal agencies with national security or defense-related responsibilities. DoE uses its DPA authority to assist these organizations in obtaining energy supplies to support U.S. military force requirements while operating in the field, construction and production critical to defense programs, and transportation services to move essential defense and defense-related cargoes and passengers. Within DoE, the organization for coordinating these activities is the Office of International Affairs and Energy Emergencies.

In the coordination and support of DoD emergency energy requirements, DoE works with a number of groups within DoD. Within OSD, the Director, Energy Policy, in OASD(A&L) is the primary interface with DoE. The Director, Energy Policy, responsibilities include, in addition to setting DoD energy policy, developing recommendations for the SECDEF regarding certification that a DoD component or a priority-rated defense contractor has an energy product shortage requiring assistance from DoE and that timely performance of the contract is essential to promote national defense. The SECDEF certifies these requirements for the DoE emergency coordinator. In addition,

this directorate, as the designee of ASD(A&L), is responsible for approving DFSC requests for emergency bulk fuels support. DoE also works closely with DFSC as the actual DoD purchasing agent for bulk fuels. Specific requirements by type and quantity of fuel are coordinated by DFSC for submission to DoE through OASD (A&L).

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SECTION 4. INTERNATIONAL DEPLOYMENT SUPPORT

While the deployment of military forces requires strong domestic support, it also requires support from the allied and friendly countries in the theater in which the forces are to be employed. In order to understand the organizational relationships involved in arranging for overseas support, it is necessary to first understand the differences between domestic support and international support to force deployments. Domestic support involves the set of requirements and activities for which DoD must obtain assistance to transport active forces from their point of origin to the port of embarkation (POE), and then through the POE. International support consists of the set of requirements and activities involved in transporting those forces to the theater, receiving them at the port of debarkation (POD), moving them to the base of operations, and establishing the operational capability at that base. (For the purposes of this guide, international support is discussed in terms of the support given to the U.S. unified and specified commands in overseas theaters, not the support the United States provides to other nations through such vehicles as security assistance programs.) The perspective becomes that of deployment support provided to the Commander-in-Chief (CINC), as the supported commander who is the receiver and employer of the deployed forces. Whereas domestic support requirements are only indirectly related to the CINC's operational requirements, international support requirements are directly driven by the CINC's in-theater needs.

Regardless of the specific theater, the CINC always requires, as a minimum, capabilities in certain categories of support: transportation, petroleum logistics, installations, and overall logistics supply support and services. International support requirements are very similar in nature to domestic support requirements; however, they differ in several key aspects, particularly the need to make special arrangements for the support and the source of the support.

4.1 OVERVIEW OF INTERNATIONAL SUPPORT ARRANGEMENT PROCESS

The process by which the unified command arranges for support for the overseas theaters in which it operates has three major elements:

- Defining the specific support needed by the unified command;

TABLE 4-1. TYPES OF IN-THEATER SUPPORT

1. TRANSPORTATION

- Intertheater
  - Allied Lift (Sea and Air)
  - En route Refueling
  - Other En route Support
- Intratheater
  - Unit equipment, supplies, and Personnel Reception and Clearance (Aerial and Water Ports, Over the Shore)
  - Staging (Aerial and Water Ports, Forward Areas)
  - Marshalling
  - Air, Road, Rail, and Inland Waterway Transport
  - Terminal Transfer
  - Movements Control
  - Vehicle Support
  - Aerial and Seaport Clearance

2. SUPPLY

- Ammunition
- Fuel
- Maps
- End Items
- Expendables

3. MATERIAL MAINTENANCE

- Equipment Battle Damage Repair
- Exchangeable Component Repair
- Technical Service

4. MEDICAL

- Treatment
- Evacuation
- Technical Services

5. FACILITIES

- Airfields
- Communication
- Fuel Storage and Distribution
- Ammunition and Special Weapons Storage
- Air Defense Sites
- Prepositioned Equipment/Supplies Storage
- Reception Sites
- Command and Control
- Medical

6. OTHER SERVICES

- Airfield and Lines of Communication Maintenance and Damage Repair
- Billeting
- Security (Rear Area, Installation, Site, and Route)
- Laundry and Bath
- Food Services
- Topographic
- Meterological
- Communications
- Utilities

- Identifying and developing the kinds of agreements needed to ensure the support is obtained; and
- Coordinating the actions of the organizations that participate in arranging for the support.

In obtaining international support the necessity to make arrangements for support with other national governments requires the involvement of a number of different U.S. Government organizations. The process by which the U.S. Government arranges for support for military force deployments and the CINC in-theater needs from other countries is not nearly as consistent as the process by which domestic support is arranged for a number of reasons:

- Depending on the particular contingency or the nature of the operation to be supported, the CINC may require any, or all, of the specific kinds of support in a category, (i.e., transportation).
- Depending on existing arrangements between the U.S. Government and the country or countries from which support is desired, it may be more or less difficult to acquire a particular kind of support.
- Depending on the conditions in the country, it may not be possible to provide such support for economic reasons as an example.
- Depending on the political climate at the time, it may not be possible to acquire all, some, or any of the support required for a particular operation.

Depending on all of the above, a variety of organizations within the U.S. and other national governments may participate in arranging for the required support. While these factors are not all inclusive, they indicate the shifting nature of roles and relationships of organizations involved in arranging for international support for U.S. military force deployments.

4.1.1 Types of Support

Generally, the basic types of support a unified command may require are known, and they are listed in Table 4-1, which is based on information developed by the Office of the Assistant Secretary of Defense (Acquisition and Logistics) [OASD(A&L)]. In order to fulfill these functions, facilities, equipment, and/or indigenous personnel are required. More detailed descriptions of several of the major kinds of in-country support are provided in Appendix F, based on the Organization of the Joint Chiefs of Staff (OJCS) data base, Allied Cooperative Support Sharing System (ACS[3])

A unified command's specific requirements for support are based on the analysis of in-theater support requirements resulting from operational planning. Establishing these capabilities should be accomplished before the forces arrive in the theater. If no current agreements exist between the United States and the subject country, support requirement requests are transmitted through the DoD chain of command to be, in turn, requested for negotiation through diplomatic channels. If agreements already exist, negotiations can be undertaken to extend them to include the new requirements.

4.1.2 Types of Agreements

The U.S. Government arranges for international support through diplomatic agreements with other countries. These agreements can be developed in the context of multinational alliances, of which the North Atlantic Treaty Organization (NATO) is the largest, or through individual country-to-country agreements, such as the mutual defense treaty between Korea and the United States.

U.S. policy is to seek assured support from in-country first; if the country cannot assure such support, when possible the United States creates and equips deployable units with the required capability. It is important to note that when considering international support and the arranging for support from other countries, versus providing U.S.-owned assets, there are differences in kinds of support requirements. Some requirements involve obtaining host country authorization for activities such as establishing a base in the country or flying through the country's national air space (overflight rights). Only the national governments can provide these authorities. Other support requirements are resource oriented, such as facilities, installations, transport vehicles, manpower, etc. U.S. strategy is to seek such supporting resources from the host country rather than to fund the peacetime acquisition and maintenance of these resources. This strategy reduces the overall U.S.-provided logistic support requirement - with a concomitant reduction in airlift/sealift required - and shares the overall defense needs among the countries involved.

4.1.2.1 North Atlantic Treaty Organization Agreements. The NATO alliance is the most complex of the international alliances for multinational support arrangement of which the

United States is a part. It is composed of a number of specialized peacetime planning organizations which in wartime shift to a crisis monitoring and coordination structure. The orientation of NATO logistics support planning and execution is to address the following:

- Design, development, acquisition, storage, movement, distribution, maintenance, evacuation, and disposition of materiel;
- Movement, evacuation, and hospitalization of personnel;
- Acquisition or construction, maintenance, operation, and disposition of facilities; and
- Acquisition or furnishing of services.[1]

While planning is conceived in terms of overall alliance needs based on the assessment of the individual NATO and national commanders, the providing of the requirement is a national responsibility. Support can be provided by a nation unilaterally or as mutual aid with alliance members. In the context of the alliance, nations must provide readiness and sustainability support to their own forces and be willing to help each other to aid Allied deployment and employment on both a preplanned and ad hoc basis to overcome any lack of organic capability.

Of particular interest in the consideration of U.S. military force deployment support to Europe is the NATO Civil Emergency Planning (CEP) structure. Civil preparedness as a whole is a national responsibility within the alliance, and resource management is no exception. Control over national resources in times of crisis or war remains an individual national matter. However, national economies within the alliance are so interdependent that, to a large extent, the economic coordination needed in a time of crisis has already been established during peacetime. Planning is based on the concept that in wartime the member countries of the alliance provide a stronger economic base if they coordinate toward a common goal rather than if they operate in isolation or in competition with each other. NATO civil emergency planning is coordinated by the Senior Civil Emergency Planning Committee (SCEPC). It coordinates and provides guidance to eight planning boards and committees, each of which covers a specific field in civil emergency planning.[2] These organizations have both peacetime and wartime organizational structures, with the peacetime boards and committees forming the

basis for the NATO Civil Wartime Agencies (NCWA). The eight peacetime boards and committees are:

- The Planning Board for Ocean Shipping (PBOS),
- The Planning Board for European Inland Surface Transportation (PBEIST),
- The Civil Aviation Planning Committee (CAPC),
- The Petroleum Planning Committee (PPC),
- The Food and Agriculture Planning Committee (FAPC),
- The Industrial Planning Committee (IPC),
- The Civil Defense Committee (CDC), and
- The Civil Communication Planning Committee (CCPC).

The first four boards and committees have a role in planning international support associated with the deployment of U.S. forces. The civil wartime agencies that are activated in a crisis or war address many of the similar subject areas but are organized to respond to critical issues. These civil wartime agencies are:

- The Defense Shipping Authority (DSA) - coordinates NATO civil shipping in wartime. Peacetime planning for the DSA is carried out by PBOS.
- Agency for the Coordination of Inland Transportation in the Mediterranean Area (ACTIMED) - coordinates inland surface transportation, including port operations, in Greece, Italy, Turkey, and the Mediterranean coast of France. PBEIST, through its Southern European Subcommittee, plans in peacetime for ACTIMED.
- Agency for the Coordination of Inland Surface Transport in Central Europe (ACTICE) - coordinates inland surface transport, including port operations, in Belgium, France, Germany, Luxembourg, and The Netherlands. PBEIST, through its Central European Subcommittee, plans for ACTICE in peacetime.
- NATO Civil Aviation Agency (NCAA) - composed of the NATO Civil Aviation Board (NCAB) and the Bureau for Coordination of Civil Aviation (BOCCA). The NCAB develops, reviews, and coordinates civil aviation policy, and provides overall direction to NATO nations on civil aviation matters. The BOCCA is both the operational arm and the crisis element of the NCAA. BOCCA coordinates civil aviation support and transportation for NATO nations when military and civil airlift requirements exceed a nation's capability. BOCCA also serves as the information center on civil aviation support and works closely with National Civil Aviation Information Centers (NCAIC). The Civil Aviation Planning Committee (CAPC) is the peacetime civil aviation planning body.

- Central Supplies Agency (CSA) – reviews national food and industrial requirements and availabilities in order to recommend to member nations an agreed NATO program that balances national requirements with worldwide resource availabilities, taking into account the feasibility of transporting materials in wartime. The peacetime planning bodies for these functions are the FAPC and the IPC.

- NATO Refugee Agency (NRA) – charged generally with keeping abreast of refugee developments and acting in an advisory and liaison capacity to governments and to international civil and military authorities. The peacetime planning body is the CDC.[3]

The first five NATO Civil Wartime Agencies listed have a role in coordinating the delivery of support to U.S. forces deploying to or employed in NATO. The peacetime boards and committees are intended to coordinate the multinational activities of the members of the NATO alliance, for use by their wartime counterparts.

Unified command requirements are analyzed in the context of particular national support needs although overall planning is done in the context of the alliance as a whole. The actual arrangement for the required support is made through country-to-country agreements. These agreements differ little in nature from country-to-country agreements made between the United States and non-NATO nations throughout the world. Basic bilateral "umbrella" agreements set a framework for more detailed support planning. These general agreements are arranged for through diplomatic channels. Once these general agreements of intent to provide support are signed, the process proceeds to levels of more detailed planning.

Generally, planning involves establishment of joint logistics planning groups between the allied government and the U.S. Government, development of a joint logistics plan framework, and negotiation of the specific details of the terms and types of support to be provided. This process frequently takes years to complete, and is usually subject to change. A variety of specialized international agreements may be negotiated between or among the United States and other countries. An international agreement may be in the form of a memorandum of understanding (MOU), exchange of notes, exchange of letters, technical arrangement, protocol, note verbale, aide memoire, agreed minute, plan, contract, arrangement, or some other name having a similar legal consequence.[4]

4.1.2.2 Non-NATO Agreements. In addition to agreements with countries in the NATO alliance, the United States has a number of other international agreements including the Rusk-Thanat Communique of 1962, an agreement between the United States and Thailand, and the 1954 Southeast Asia Collective Defense Treaty and Protocol (Manila Pact) with several countries in Southeast Asia. A number of sources of classified and unclassified information exist on country-to-country agreements. Among these sources is the Office of the Secretary of Defense (OSD) General Counsel, who is charged with maintaining a central repository of international agreements coordinated, negotiated, or concluded by DoD, except agreements in the intelligence field and data exchange and information exchange agreements. Another source of information on country-to-country support agreements is the OJCS data base, the Allied Cooperative Support Sharing System (ACS^3). No listing of existing country-to-country agreements has been included in this guide because of the dynamic nature of such agreements and the desire to keep this guide unclassified.

4.1.3 Participating Organizations

The organizations within the U.S. Government involved in arranging for international support to DoD for military force deployments can be divided into two groups: those that are involved regardless of the type of support required and those that are functionally specialized and are only involved in arranging for a particular type of support. The major organizations involved in acquiring support are listed below. Those organizations with an asterisk (*) have specialized functions and are discussed in subsequent subsections. The remaining organizations have generic roles and are discussed here. This approach has been taken because of the large number of organizations with generic responsibilities.

- Department of Defense
  - Unified and Specified Commands
    (Specialized functions also discussed in Sections 4.3.1, 4.4.1, and 4.5.1)
    - Unified Command Staffs
    - Overseas Military Program Management Organizations
  - Organization of the Joint Chiefs of Staff
    (Specialized functions also discussed in Section 4.4.2)

- Military Departments and Services
  (Specialized functions also discussed in Sections 4.3.2, 4.4.3, and 4.5.2)

  - Military Traffic Management Command*
  - Military Airlift Command*
  - Military Sealift Command*

- Office of the Secretary of Defense

  - Under Secretary of Defense (Policy)
  - Assistant Secretary of Defense (International Security Affairs)
  - Assistant Secretary of Defense (International Security Policy)
  - Assistant Secretary of Defense (Acquisition and Logistics)

    -- Director, International Logistics
    -- Director, Transportation Policy*
    -- Director, Energy Policy*
    -- Director, NATO and Foreign Programs

- Defense Logistics Agency*

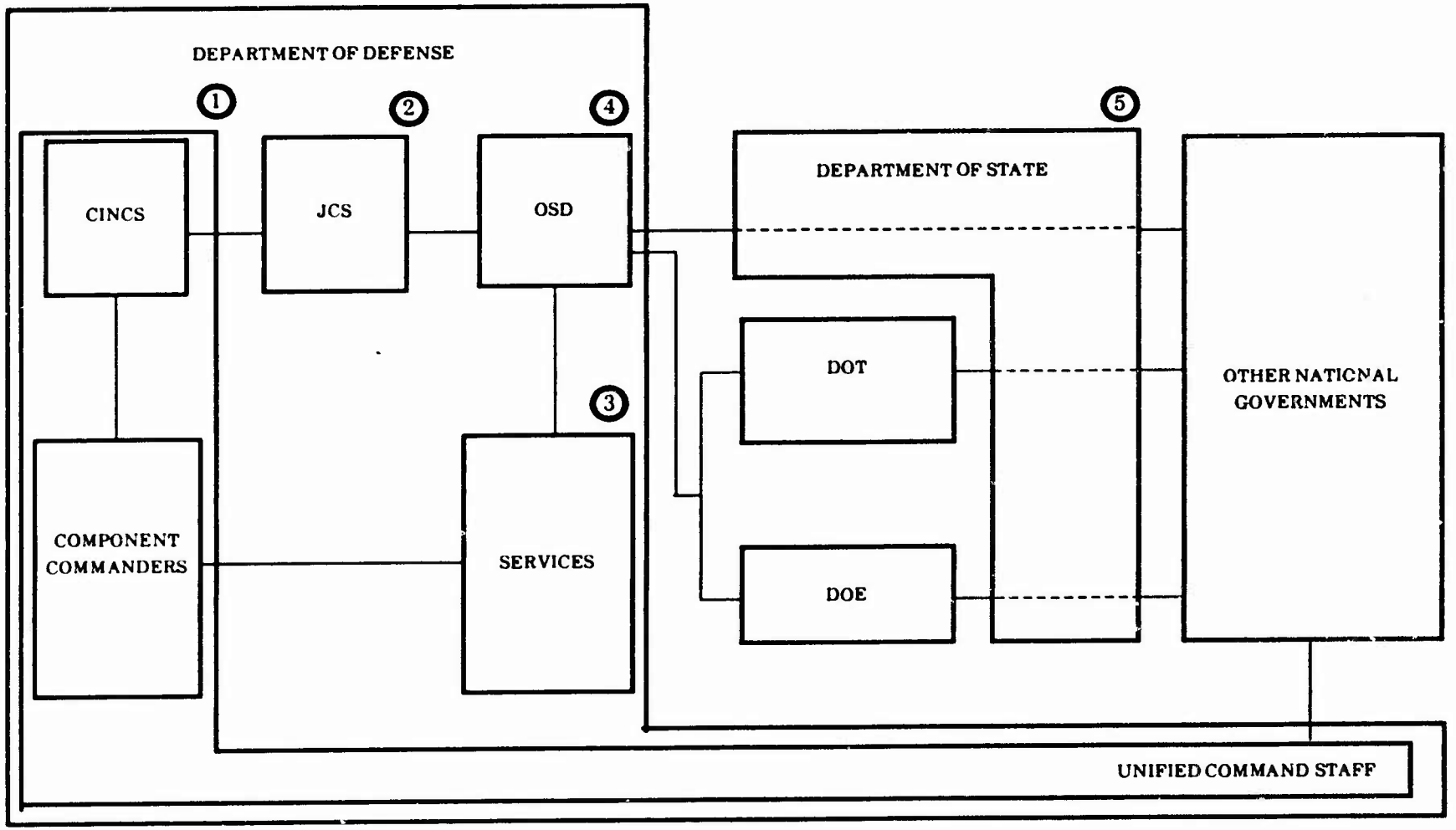
- Department of State
- Federal Emergency Management Agency
- Department of Transportation*
- Department of Energy*

Figure 4-1 illustrates the basic relationships of the participating U.S. organizations. Emphasis is on U.S. organizations rather than organizations in other governments with which the U.S. groups work. Since foreign government structures vary, the groups involved in representing their governments are not always the same across nations and these national representatives change according to the type of support required.

The Department of Defense, through the unified and specified commands, initiates this process, as the originator of the requirements.

4.1.3.1 Unified and Specified Commands. The unified and specified commands are tasked to develop operation plans (OPLAN) based on direction given in the Defense Guidance (DG), the resources allocated, and further planning guidance provided in the Joint Strategic Capabilities Plan (JSCP), developed by the JCS. The supported commander, the CINC in charge of the operation, and his staff prepare the contingency plan (CONPLAN) or OPLAN, provide the concept of operation, task assignments and missions, planning guidance for additional supporting plans, and regional

FIGURE 4-1. INTERNATIONAL SUPPORT ORGANIZATIONAL RELATIONSHIPS



Acronyms are listed in Appendix C.
Dotted lines indicate nonsupervisory relationship.
Circled numbers indicate organizations discussed in the text.

expertise for decision making. In addition to the unified command staff, the CINC has the component commanders as part of the planning and requirements analysis organization. The component commanders are in charge of the specific Service forces assigned to the CINC. It is at the component-command level that assessments of in-theater resources to support planning requirements are made. The component commander is also responsible for identifying specific shortages that must be supported by the Services and identifies the sources of in-theater forces and logistics. The component commander supports the CINC by collecting and assessing data and providing advice on critical shortages (immediate and projected), cooperative logistics systems, qualitative capabilities of U.S. and Allied forces, and critical deficiencies in logistic support systems in the areas of transportation, support services, storage, maintenance, and training.[5] The unified command and component command staffs work with the functional experts in the other governments to definitize the details of the support agreements once the basic agreements between the U.S. Government and the host country government have been made.

The commanders of unified commands are also responsible for the direction of selected activities of the Overseas Military Program Management Organization (OMPMO) in the command. These organizations, composed of military personnel, are tasked with carrying out in-country security assistance program management, under the terms of the Foreign Assistance Act of 1961, and the Arms Export Control Act, as amended.[6] While the basic responsibilities of the various OMPMOs are standard across commands and countries, the way in which these organizations work with a national government and frequently the actual name of the OMPMO may change according to the country involved.[7] Table 4-2 lists the various OMPMOs currently in existence. The basic mission of the OMPMO is to maintain liaison between DoD components in-theater, the U.S. Diplomatic Mission, and the foreign defense organization in respect to the security assistance issues, both what the United States provides to its allies, and they provide to the United States.

While the OMPMOs are considered part of the unified command staffs, they report to different organizations depending on the tasks involved. The OMPMO reports to both the CINC – for military matters that are not functions or responsibilities of the U.S. Diplomatic Mission, and that

TABLE 4-2. OVERSEAS MILITARY PROGRAM MANAGEMENT ORGANIZATIONS

Defense Attache Office
Joint U.S. Military Assistance Group
Joint U.S. Military Advisory Group
Joint U.S. Military Aid Group
Joint U.S. Military Mission for Aid to Turkey
Kenya – U.S. Liaison Group
U.S. Military Mission, Liberia
Military Assistance Advisory Group
Military Assistance Program, Jordan
Military Group
Morocco – U.S. Liaison Office
Office of Defense Cooperation
Office of Defense Representative, Pakistan
Office of Military Cooperation
Security Assistance Management Staff
U.S. Military Liaison Office, Kuwait
U.S. Liaison Office, Tunisia
U.S. Mutual Defense Assistance Office
U.S. Military Group
U.S. Military Liaison Office
U.S. Military Training Mission
U.S. Military Mission, Zaire

Source: Congressional Presentation – FY86 Security Assistance Programs, Department of Defense (undated).

are in the CINC's area of security assistance responsibility – and to the chief of the U.S. Diplomatic Mission for international planning matters. They also support the CINCs by obtaining international logistics information and by making assessments.[1] In this supporting role they:

- Provide advice on host-country logistic resources that could be shared with U.S. or other allied forces;
- Collect, correlate, and report data on common materiel items and services that the host country could provide to U.S. and allied forces and, conversely, that the United States could provide the host country;
- Maintain current information and reports on the host government's measures and plans to improve the logistic readiness of its forces;
- Provide the focal point within the country for cooperative logistic support arrangements as directed;
- In cooperation with other DoD components, seek ways to improve the efficiency and effectiveness of logistic functions through arrangements with foreign governments;
- Participate in implementing of international logistics arrangements; and
- Conduct negotiations on specific logistic and export sales matters.[8]

4.1.3.2 Organization of the Joint Chiefs of Staff. The OJCS, as the military staff to the JCS and the Secretary of Defense, is responsible for acting as a channel of communication between the unified and specified commands and other authorities. In addition, the OJCS prepares joint logistic plans and assigns logistic responsibilities to the Military Services and the Defense Logistics Agency (DLA) in accordance with those plans. The OJCS is also responsible for ascertaining the logistic support available to execute the general war and contingency plans developed by the unified and specified commands. In support of these responsibilities, the OJCS is tasked in the area of international logistics support with the following specific responsibilities:

- Provide military advice and recommend military positions to be considered in international logistic matters;

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[1]DoDD 5100.27, "Delineation of International Logistics Responsibilities," December 29, 1964, has not been revised to reflect the current terminology used in describing these organizations – Overseas Military Program Management Organizations. The term applied in this directive is Military Assistance Advisory Groups (MAAG). However, the proponent of this directive has indicated that those responsibilities attributed to the MAAG in this directive are currently performed by OMPMOs.

- Serve as the focal point for the flow of allied logistic data to OSD in respect to that information available only through Commanders of unified commands, and for the accumulation and evaluation of allied logistic data related to specific contingency plans and operations;

- Evaluate data to determine the logistic readiness of the U.S. and allied forces of each unified command area to accomplish their assigned missions;

- Review qualitative and quantitative requirements on a selected basis for U.S. and allied forces, analyze trends, and determine general and specific deficiencies in the logistic readiness of forces in the combined theater, taking cognizance of logistic requirements as determined by international agencies supported by the United States; and

- Recommend measures to correct specific materiel deficiencies and to provide for cooperative logistic arrangements wherever improved support or reduced cost may be obtained.[9]

4.1.3.3 Military Departments and Services. The Military Departments, as a function of their charter to maintain, equip, and train the military forces, including those assigned to the unified and specified commands, consolidate and represent in their budgets requirements identified by CINC component commanders. These responsibilities also include verifying the continuing adequacy of approved logistic guidance and the resources available to the respective Military Departments.

In the area of international logistics support, the Military Departments are charged with participating in the development and execution of international logistics programs under policy guidance of elements of OSD and the JCS. This participation takes the form of:

- Participating in the development of requirements, prosecution of negotiations and implementation of agreements with foreign governments related to all aspects of international logistics.

- Integrating international logistics considerations with all current planning, programming, and budgeting, as appropriate, so that there is a realistic reflection of total requirements to support military commitments.

- Assuming responsibility for the development, conduct of negotiations and implementation of agreements on specific projects, as appropriate, within established policies.[8]

In addition to these general activities, the Military Departments have more specialized responsibilities as single managers of the Transportation Operating Agencies (TOA), in charge of land, sea,

and air transportation. The particular roles performed by the TOAs in international deployment support are discussed in subsequent sections.

4.1.3.4 Office of the Secretary of Defense. OSD is composed of specialized organizations directed by Under Secretaries, Assistant Secretaries of Defense, and Directors tasked with managing, analyzing, and reviewing the requirements, resources, and programs of the Military Departments, and with setting DoD policy in relevant areas. Within OSD the following organizations are involved in arranging for international support for the deployment of military forces:

- The Under Secretary of Defense (Policy);
- The Assistant Secretary of Defense (International Security Affairs);
- The Assistant Secretary of Defense (International Security Policy); and
- The Assistant Secretary of Defense (Acquisition and Logistics).

The generic responsibilities of these organizations, as they relate to the arrangement for international support, are described below. Specialized responsibilities related to particular functions are discussed in subsequent sections.

The Under Secretary of Defense (Policy) [USD(P)] is the principal staff assistant and advisor to the Secretary of Defense for all matters concerning the integration of DoD plans and policies with overall national security objectives. USD(P) is responsible, within OSD, for negotiating and monitoring agreements with foreign governments and defense alliances to which the United States is a party. In the area of international agreements, that office is responsible for reviewing evaluations and developing recommendations to the Secretary of Defense concerning plans and requirements for, and capabilities of, existing or proposed U.S. or foreign forces and their deployment. Particular attention is given to the forces' ability to perform missions that are, or may be, critical in the consideration of U.S. national security policy. USD(P) is also responsible for developing policies and coordinating implementation of, DoD political - military affairs, including foreign military rights and the relationship between strategic and theater force planning, programs, and budgets. In addition to these responsibilities, USD(P) also develops the annual Defense Guidance and coordinates

the planning phase of the DoD Planning, Programming, and Budgeting System (PPBS); and takes the lead in developing overall policy, defense strategy, and force and resource planning.[10]

In carrying out much of its responsibilities for the arrangement of international agreements, USD(P) directs the activities of two organizations particularly tasked in this area: the Assistant Secretary of Defense (International Security Affairs) and the Assistant Secretary of Defense (International Security Policy). These ASDs are responsible primarily for countries in specific geopolitical regions.

The Assistant Secretary of Defense (International Security Affairs) [ASD(ISA)] is the principal staff advisor to USD(P) and the Secretary of Defense in political-military and international economic matters involving foreign countries, except those in NATO, Europe, and the Soviet Bloc,[11] which are under the purview of the Assistant Secretary of Defense (International Security Policy) [ASD(ISP].[12] With the exception of the particular countries of interest to each organization, many of the international support responsibilities of the ASD(ISA) and ASD(ISP) are very similar. These responsibilities in their assigned geographical area can be summarized as follows:

- Develop DoD positions and recommendations, and coordinate policy matters security assistance, Overseas Military Program Management Organizations (OMPMO) and other missions pertaining to security assistance.
- Develop, negotiate, and monitor defense cooperation agreements with foreign governments.
- Conduct and manage day-to-day cooperative agreements and bilateral relationships with all foreign governments.
- Serve as DoD focal point for Foreign Military Rights affairs, negotiations on military facilities, operating rights, status of forces, and international political-military matters, and monitor agreements with foreign countries.[11]

In the area of international logistics, ASD(ISA) and ASD(ISP), have the following primary responsibilities for their particular geographic areas of responsibility.

- Provide oversight for the conduct of international logistic negotiations with foreign governments and international organizations.

- Provide policy guidance to DoD components with respect to the international political-military and foreign economic aspects of international logistics, and to DoD representatives on U.S. missions and to international organizations and conferences, within the area of functional responsibility.

- Develop and coordinate DoD positions for the negotiation of agreements and arrangements with foreign governments and international organizations. This will include:

  - Planning for negotiations with foreign Ministries of Defense in such areas as coordinated production, cooperative supply and maintenance systems, and foreign exchange compensation agreements;

  - Marshalling and applying U.S. bargaining leverage for such negotiations; and

  - Establishing and maintaining communications with foreign governments using appropriate channels for negotiating U.S. objectives.[8][2]

The degree of involvement that either ASD(ISA) or ASD(ISP) has in arranging for deployment support from another country is determined by the characteristics of the particular contingency. If no negotiated agreement exists between the U.S. Government and the particular country, then either ASD(ISA) or ASD(ISP), will formally request the Department of State (DoS) to negotiate an agreement. Working with ASD(ISA) or ASD(ISP) and functional groups within DoD, DoS will negotiate an agreement with the foreign country. In cases in which an agreement already exists and must only be modified, the lead in negotiating the details of the arrangement is taken [under the auspices of ASD(ISA) or ASD(ISP)] by the functional groups within the Office of the Assistant Secretary of Defense (Acquisition and Logistics); the relevant groups within the Military Services; and the functional specialists of the unified command staff. In such cases, the involvement of ASD(ISA) or ASD(ISP) may be much less, devolving to primarily an overview role. ASD(ISA) and ASD(ISP) are also responsible for authorizing the negotiation and conclusion of international agreements under the supervision of USD(P).[4]

The Assistant Secretary of Defense (Acquisition and Logistics) [ASD(A&L)] is responsible, as the functional specialist within OSD, for acquisition, logistics, installations, and associated

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[2]DoDD 5100.27, "Delineation of International Logistic Responsibilities," December 29, 1964, has not been revised to show the responsibilities of ASD(ISP); however, for the purpose of this guide, it has been assumed that responsibilities distinguished only by geographic locale are the same for both ASD(ISA) and ASD(ISP).

support functions, are representing CINC in-theater deployment support needs. Working with OJCS, the Services, the unified command staffs, and the functional specialists in the foreign country governments, ASD(A&L) through its directorates develops statements of support needs and policy and participates in negotiating agreements. As part of its overall responsibilities, ASD(A&L) is charged with oversight and policy formulation for all international logistics agreements with NATO allies and other friendly nations, in coordination with USD(P).[13]

In the area of international logistics support planning and acquisition, ASD(A&L) has the following responsibilities:

- Primary responsibility for developing logistic policies, plans, and procedures necessary to implement international logistic agreements and arrangements made with foreign governments and international organizations.
- On a selected basis, for providing policy guidance within his area of functional responsibility to DoD representatives in U.S. missions and to international organizations and conferences designed to implement international logistic agreements and arrangements.
- Negotiating arrangements and agreements in the field of international logistics in coordination with the ASD(ISA) and ASD(ISP).
- Seeking opportunities for improving the efficiency and effectiveness of logistic functions through arrangements with foreign governments, and recommending to the ASD(ISA) and ASD(ISP) U.S. positions for possible future negotiations with foreign governments and international organizations.
- Providing policy guidance on international logistics to DoD components to ensure compatibility among DoD logistic systems and with DoD logistic policies, plans, and programs.
- Evaluating international logistic requirements and capabilities in cooperation with ASD(ISA) and ASD(ISP), the JCS organization, and the Military Departments.
- Identifying, considering, and recommending, in cooperation with JCS, the ASD(ISA) the ASD(ISP), the ASD (Comptroller), and the Military Departments, alternative logistic actions that could be undertaken or planned in advance to increase readiness and shorten response time, with particular reference to emergency logistic support for contingency operations of both the United States and its allies.[8]

Within OASD(A&L) the Director, International Logistics frequently participates in arranging for a variety of functionally specific as well as more-generic support. The Directorate of International Logistics works in conjunction with OJCS, the Military Departments, and the unified

command staffs to develop a statement of the specific technical needs for the support. It also works with other OSD organizations, such as USD(P), as well as with the other directorates in ASD(A&L) in developing an approach for representing U.S. unified command requirements to other nations' representatives. The Directorate works with representatives from other governments in developing U.S. international logistics policy and support arrangements. Specific functional responsibilities of organizations within ASD(A&L) in arranging for international deployment support are discussed in subsequent subsections of the guide.

4.1.3.5 Department of State. DoS is the Presidential staff element that formulates foreign policy and advises the President about foreign affairs. It also is the operating agency that is responsible for the execution of U.S. foreign policy. In this regard, DoS has three primary functions:

- To implement U.S. foreign policy,
- To serve as the principal U.S. activity in dealing with foreign nations and international organizations, and
- To oversee and coordinate the activities of U.S. Government departments that are involved with another nation or have foreign policy implications.

The Secretary of State also has responsibilities, established by law or Executive Order, with respect to foreign assistance. Of particular interest in this area is the arrangement of international support for the deployment of military forces.[14]

The Secretary has authority for the overall direction, coordination, and supervision of interdepartmental activities of the U.S. Government overseas. That authority includes continuous supervision and general direction of economic assistance, military assistance, and sales programs, as provided in the Foreign Assistance Act of 1961, as amended, and the Foreign Military Sales Act. This authority does not extend to:

- The activities of U.S. military forces operating in the field where such forces are under the control of a U.S. area military commander;
- Such other military activities as the President chooses to conduct through military channels; and

- Activities that are internal to the execution and administration of the approved programs of a single department or agency and that are not of such a nature as to affect significantly the overall U.S. overseas program in a country or region.

State Department Circular 175, "Procedures," prescribes that the Secretary of State or his designated representative must approve the initiation of all negotiations that are intended to produce formal written agreements with foreign governments. Within the DoS, the Under Secretary for Security Assistance Science and Technology is responsible for coordinating all aspects of security assistance and security supporting assistance. The Under Secretary has been delegated authority by the Secretary of State to:

- Ensure that all security assistance programs are planned, developed, and implemented in furtherance of U.S. foreign policy and national security objectives;
- Direct a continuing system of planning and coordination of security assistance programs in order to achieve the fullest degree of effective integration in the furtherance of the objectives of these programs;
- Direct the development of an integrated Congressional presentation of the security assistance programs; and
- Determine whether there shall be a security assistance program in a certain country, and if so, the value thereof.

At a level immediately below the DoS Under Secretaries, the Bureau of Politico-Military Affairs provides general policy guidance within DoS on military assistance and security matters. Specifically, the Bureau, organized according to geographic areas, reviews military policies and activities of the departments to ensure their consistency with the overall, long-term security policies of DoS, which includes examining the implications of employing U.S. forces abroad and the usefulness of U.S. military alliances.[14] The Bureau works with DoD to develop emergency plans, internal defense programs, and military assistance and military support projects. Its personnel coordinate with the ASD(ISA) and ASD(ISP) on security assistance matters.

The majority of DoS operations take place in the U.S. diplomatic missions abroad where representatives from all U.S. departments and agencies are grouped in what is known as the "Country Team." The Chief of the Diplomatic Mission, normally an Ambassador, is the head of the team and all other U.S. activities in the country are subject to his authority, except for the military

forces operating in the country under the command of a U.S. military area commander. The military commander reports to the Secretary of Defense, normally through the JCS. The local military commander, however, must work closely with the Ambassador to exchange information fully.

As noted in the introduction to this section, the role of the DoS can vary significantly, depending on circumstances. In arranging for international support to military force deployments, the existence of in-place agreements is the primary determinant of the role of DoS. While all negotiations are conducted under the auspices of DoS, in a particular contingency, the lead may be taken by functional groups within DoD or one of the Federal resource agencies (e.g., DoT). The coordinating relationship is indicated by the dashed line running through the DoS box in Figure 4-1. For a more detailed understanding of the role of the DoS in arranging for international support, contact the office or individual listed in Appendix A.

4.1.3.6 Federal Emergency Management Agency (FEMA). FEMA is a Federal civil agency whose primary overall mission is to coordinate U.S. Federal agency responses in an emergency, when required. In the international deployment support arena, FEMA participates, through its Director, as the U.S. representative to the NATO Senior Civil Emergency Planning Committee (SCEPC). The Director of FEMA has been delegated this responsibility by the Department of State. In this capacity, FEMA oversees coordination of U.S. Government positions on civil emergency planning issues in the alliance. FEMA coordinates the U.S. position with interested agencies, such as Department of Commerce (DoC), DoT, DoD, as well as DoS. Outside of the NATO alliance planning, FEMA does not participate in overseas deployment support planning or execution.

In addition to the generic responsibilities of organizations cited in this subsection, numerous specialized functions are fulfilled by several organizations. They are discussed in the following subsections.

4.2 INTERNATIONAL TRANSPORTATION SUPPORT

The support of unified command transportation requirements in overseas theaters, is significantly more complex to arrange than domestic support. While the transportation support functions needed overseas are not very different, the CINC must arrange for the support through another

country's government. Agreements must be arranged in order to obtain assets, cooperation, and many times permission from other nations. Depending on the circumstances, arrangements must be made with more than one country.

Transportation support in overseas theaters in the broadest terms involves the requirements associated with moving forces and includes the following:

- Intertheater Transportation Support, such as
  - Allied airlift and sealift assets
  - En route landing rights for maintenance and refueling
  - En route seaport access rights for maintenance and bunkering (refueling)
- Intratheater Transportation Support, such as
  - Aerial Port, Water Port, and Over-the-Shore Reception and Clearance
  - Aerial Port, Water Port, and Forward Area Staging
  - Marshalling of Prepositioned Units
  - Air, Road, Rail, and Inland Water Transport
  - Terminal Transfer of Intermodal Cargo
  - Highway Regulation and Route Security
  - Cargo and Passenger Movement Programming
  - Vehicle Support
  - Allied Airlift and Sealift Assets.

Transportation of the force from the POD to its place of employment is the responsibility of the unified command, either the CINC or the component commander, each of which possesses some organic transportation capability. However, when that capability is insufficient to move all personnel, equipment, and supplies it becomes necessary to obtain additional resources from a host country. These requirements are specified by the unified command and provided ultimately to OSD for resolution.

As noted in the introduction to this part of the guide, the availability of particular support may vary according to a variety of factors including the nature, magnitude, and duration of the support

required; the contingency in which the CINC is participating; and the country from which support is being requested. While the CINC usually needs all of the different kinds of transportation support, the proportion and mix may vary.

Overseas transportation support is different from domestic support in ways other than the actual nature of the support. While many of the same U.S. organizations participate, in some cases they perform different functions. In addition, some U.S. organizations that are not used for domestic support are involved in arranging for international support. An example is the Department of State. Figure 4-2 illustrates the overall relationships of the organizations involved in arranging for international transportation support. Three functionally specific organizations are involved along with those organizations that have generic responsibilities:

- The Assistant Secretary of Defense (Acquisition and Logistics) (Director, Transportation Policy),
- The Transportation Operating Agencies, and
- The Department of Transportation.

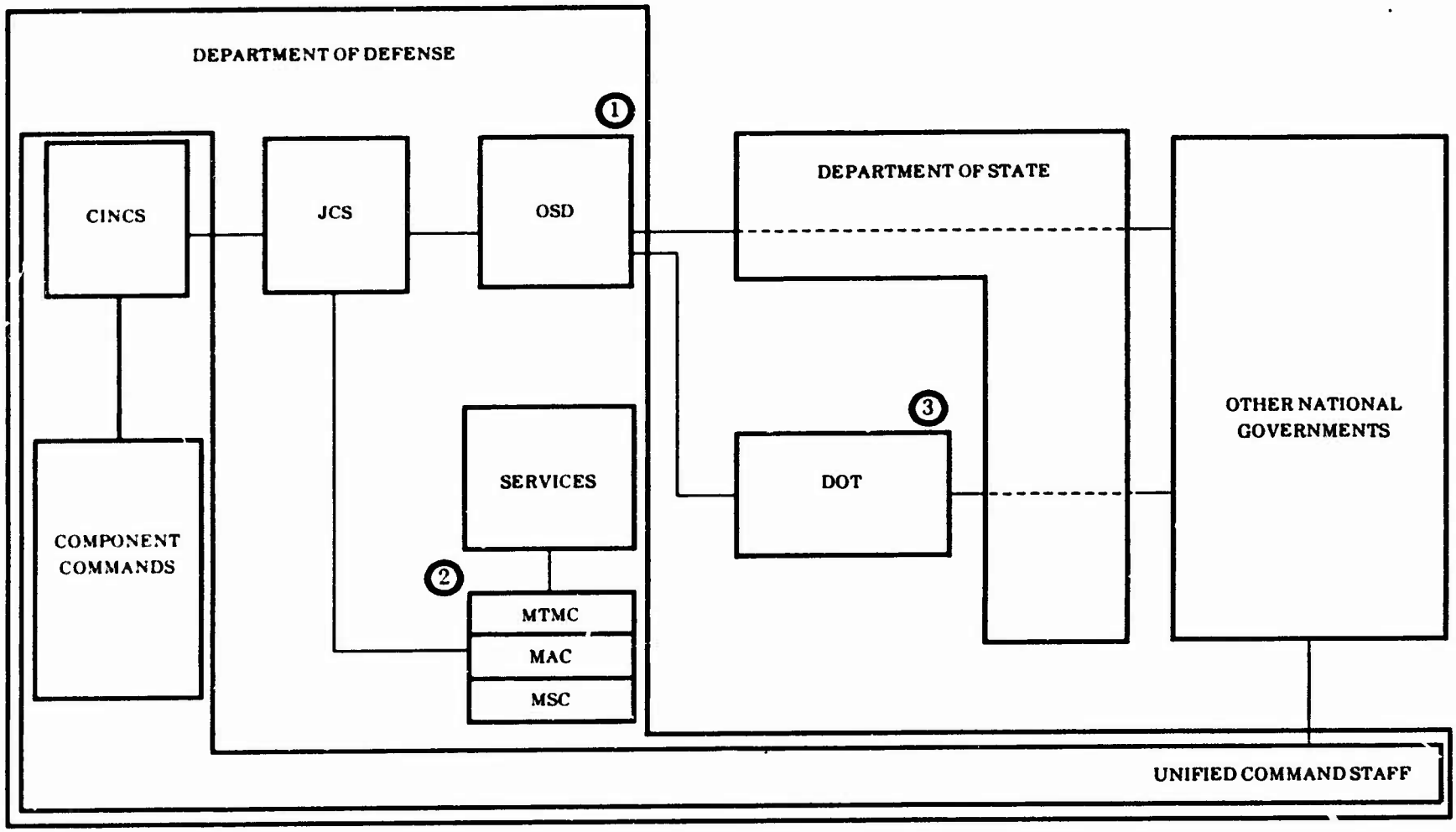
The responsibilities of these three organizations are summarized in the following subsections.

4.2.1 Assistant Secretary of Defense (Acquisition and Logistics) (Director, Transportation Policy)

Within OSD ASD(A&L) is responsible for establishing policies and providing guidance to the OJCS and the remaining DoD components for the efficient and effective use of defense transportation resources. The ASD(A&L), through the Director, Transportation Policy, develops the DoD policy for worldwide transportation and traffic management. In executing these responsibilities, the ASD is delegated authority to communicate with government agencies, representatives of the legislative branch, and personnel in the private sector, as appropriate. ASD(A&L), in coordination with the JCS, provides policy guidance to the TOAs through the respective Military Departments.[13]

The Director, Transportation Policy, is specifically responsible for the overall management of the Defense Transportation System (DTS). To assist the Director in the execution of assigned responsibilities, the DoD Transportation Policy Council (DTPC) has been established. It

FIGURE 4-2. INTERNATIONAL TRANSPORTATION SUPPORT ORGANIZATIONAL RELATIONSHIPS



Acronyms are listed in Appendix C.
Dotted lines indicate nonsupervisory relationship.
Circled numbers indicate organizations discussed in the text.

consists of representatives from OSD, the Military Departments, OJCS, TOAs, the Joint Deployment Agency, and DLA, and provides a forum to develop coordinated review of the adequacy of transportation and traffic management programs for meeting DoD peacetime and wartime requirements. Representatives from DoT and other Federal agencies may also participate in DTPC activities.[15] The Director of Transportation Policy serves as U.S. representative to the Planning Board for European Inland Surface Transportation (PBEIST) and works with the Maritime Administration (MARAD) which is the U.S. representative to the Planning Board for Ocean Shipping (PBOS).

The overall agreement to bilaterally negotiate the use of in-country transportation facilities and assets is arranged by DoS. Detailed negotiations are conducted by DoD. The acquisition and management of the resources and facilities is facilitated through the participation of DoT.

4.2.2 Transportation Operating Agencies

The TOAs are designated responsibilities for providing specific forms of transportation support and services to DoD components. The Secretary of the Army is designated as the single manager for military traffic, CONUS land transportation, intermodal container movements, and common-user ocean terminals; responsibilities in that area are performed by the Military Traffic Management Command (MTMC).[16] The Secretary of the Air Force is designated the single manager for airlift service; those responsibilities are performed by the Military Airlift Command (MAC).[17] The Secretary of the Navy is designated the single manager for sealift service; those responsibilities are performed by the Military Sealift Command (MSC).[18][3]

The TOAs have certain mission responsibilities in common. Among these responsibilities are the following:

- Within the mission of the TOA, provide transportation planning support to the OJCS, the unified and specified commands, the Military Services, and DoD agencies in support of the plans of the JCS and other military operations as required.
- Provide transportation service support to DoD components as required for the transport of passengers, cargo, and mail.

[3]DoD Directive 5160.10 is being revised to change the responsibilities of the Secretary of the Navy as Single Manager for Ocean Transportation to Single Manager for Sealift.

- Develop, establish, and operate an integrated transportation information data system to support the mission of the TOA.

- Develop plans to assure the efficient use and control of military-owned and commercial transportation resources and capabilities made available to the DoD under mobilization or other emergency conditions; and

- Based on evaluated requirements submitted by the DoD components, prepare long- and short-range forecasts of transportation requirements and match them with transportation capabilities. In accordance with procedures established by the OJCS, submit requirements and capabilities to the OJCS together with recommendations as appropriate to ensure a proper balance.

In addition to these common responsibilities, the TOAs have specific responsibilities for the transportation mode they manage. MTMC is responsible for operating selected ocean terminals located overseas. Other terminals are operated by Service terminal units. The Commander, MTMC, is the alternate U.S. representative to PBEIST. The MTMC transportation terminal command, Europe, headquartered in Rotterdam, The Netherlands, supervises ocean terminal operation in Europe and the Mediterranean. The Transportation Terminal Command, located in Korea, is responsible for common user ports in Korea. MTMC terminals in Japan and Okinawa report to MTMC Western Area.

MAC is charged with providing airlift service between points in CONUS, except for short-term civil carrier contracts, and overseas areas and between and within overseas areas. In providing overseas airlift, MAC supports DoD component requirements as tasked, based on resource allocations made by the JCS and the Joint Transportation Board (JTB). Included in this support is the providing of channel traffic and special assignment airlift to DoD user components. MAC is also responsible for aeromedical evacuation within CONUS, between CONUS and overseas areas, and between and within overseas areas. (See Section 6 for a detailed discussion of MAC's role in military patient evacuation.)

MSC is responsible for providing ocean transportation to DoD components between points in CONUS and overseas areas and between and within overseas areas. Included in these responsibilities are the control, operation, and administration of government-owned ships and all other ships acquired to provide ocean transportation service for the movement of military personnel,

cargo, and bulk petroleum products. MSC also coordinates with MTMC in the booking of outbound ocean cargo, and passengers and with the Military Services or the theater commander, as appropriate, for retrograde, intra or intertheater ocean cargo, and passenger movements. In its capacity as carrier of bulk petroleum products, MSC provides tankers to meet the ocean transportation bulk fuel requirements of the Military Departments. (See Section 4-3 for a more detailed discussion of MSC's role in bulk fuel transportation.)

4.2.3 Department of Transportation

The DoT role in arranging for overseas transportation support for U.S. military force deployments is primarily twofold: as the U.S. representative to selected international organizations; and as the parent agency for the Maritime Administration (MARAD). In the former role, DoT's Office of Emergency Transportation (OET) works with the NATO wartime Civil Aviation Agency (NCAA). In a similar role, MARAD in its capacity as the U.S. Wartime National Shipping Authority (NSA) works with the NATO wartime Defense Shipping Agency (DSA). These arrangements have been delegated by DoS to DoT in an MOU.

The NATO alliance has agreed to commit a specific number of civil aircraft and high-capacity ships to supplement U.S. airlift and sealift capacity in the event of a NATO defense emergency or war. These assets would become available for U.S. use when the NATO Council requests reinforcement of Europe. A similar arrangement has been made with the Republic of Korea to provide Korean-flag shipping assets to the United States for use in an emergency on war involving the defense of Korea.

4.2.4 Others

The U.S. Naval Control of Shipping (NCS) Organization (NCSORG) has wartime responsibility for routing and tactical movements of merchant ships at sea, including MSC shipping. The U.S. NCSORG works in association with the Allied Naval Control of Shipping Organization (in NATO), which has primary responsibility for military and civilian support. These responsibilities are carried out in overseas ports, as in domestic ports, by NCS Officers (NCSO) and enlisted personnel, under the direction of the Fleet CINC in the theater. The port NCSO coordinates with civil

port authorities on the arrival and departure of shipping, maintaining close liaison with those authorities and the military organizations such as MSC. In addition to these responsibilities, the NCSORG is also responsible for all matters pertaining to convoy organization and the control, routing, reporting, and diversions, as they relate to the management and direction of the movement of shipping in all nations in wartime within their area of merchant ship responsibilities. A more detailed discussion of NCSORG responsibilities is given in Section 3.1.2.3 of this guide.

4.3 INTERNATIONAL PETROLEUM LOGISTICS SUPPORT

International petroleum logistics support involves the arrangement for a variety of support, including petroleum, oil and lubricant (POL) stocks, storage and distributing facilities and equipment, and services from local in-theater sources through HNS contracts and agreements. In overseas theaters, the CINC must be able to have sufficient fuel support for combat, service support, and associated transportation requirements. Fuel support to supplement theater organic assets may have to be obtained from local sources, including fuel for aerial refueling and en route bunkering for sealift. The CINC must also arrange for port complexes and have adequate storage facilities, either permanently constructed tankage, or temporary mobile storage in the form of inflatable bladders or tanker ships. In addition to these capabilities, the CINC needs fuel distribution systems and equipment, such as line haul capability, frequently provided through locally supplied tank trucks or rail tank cars. The CINC also needs personnel support, including local labor, truck drivers, and storage facility operators, for fuel distribution services and systems. Finally, the CINC must have access to national pipeline systems or must establish temporary pipelines for transporting of stocks from a theater source of supply to a forward storage area. In each of these cases, the strategy is to arrange beforehand for local sources to support these needs, and to supplement support needs from assets provided by DLA or the Military Service-provided assets, as needed.

Executive Order 11490, as amended, and DoD Manual 4140.25M promulgates the U.S. national policy for contracting and allocating bulk petroleum products during periods of international tension, limited, or general war. The policy stipulates that petroleum stocks held by the Military Services and DLA are subject to CINC allocation within the theater and JCS allocation where there is

conflicting need between theaters. However, prepositioned war reserve materiel stocks will not normally be reallocated between theaters.[19]

The U.S. primary organizations involved in arranging for international petroleum logistics support are shown in Figure 4-3, and consist of:

- The unified and specified commands,
- The Military Departments and Services,
- The Assistant Secretary of Defense (Acquisition and Logistics) (Director, Energy Policy),
- The Defense Logistics Agency, and
- The Department of Energy.

Each of these organizations has specialized roles in arranging for this support; the following subsections summarize those roles.

4.3.1 Unified and Specified Commands

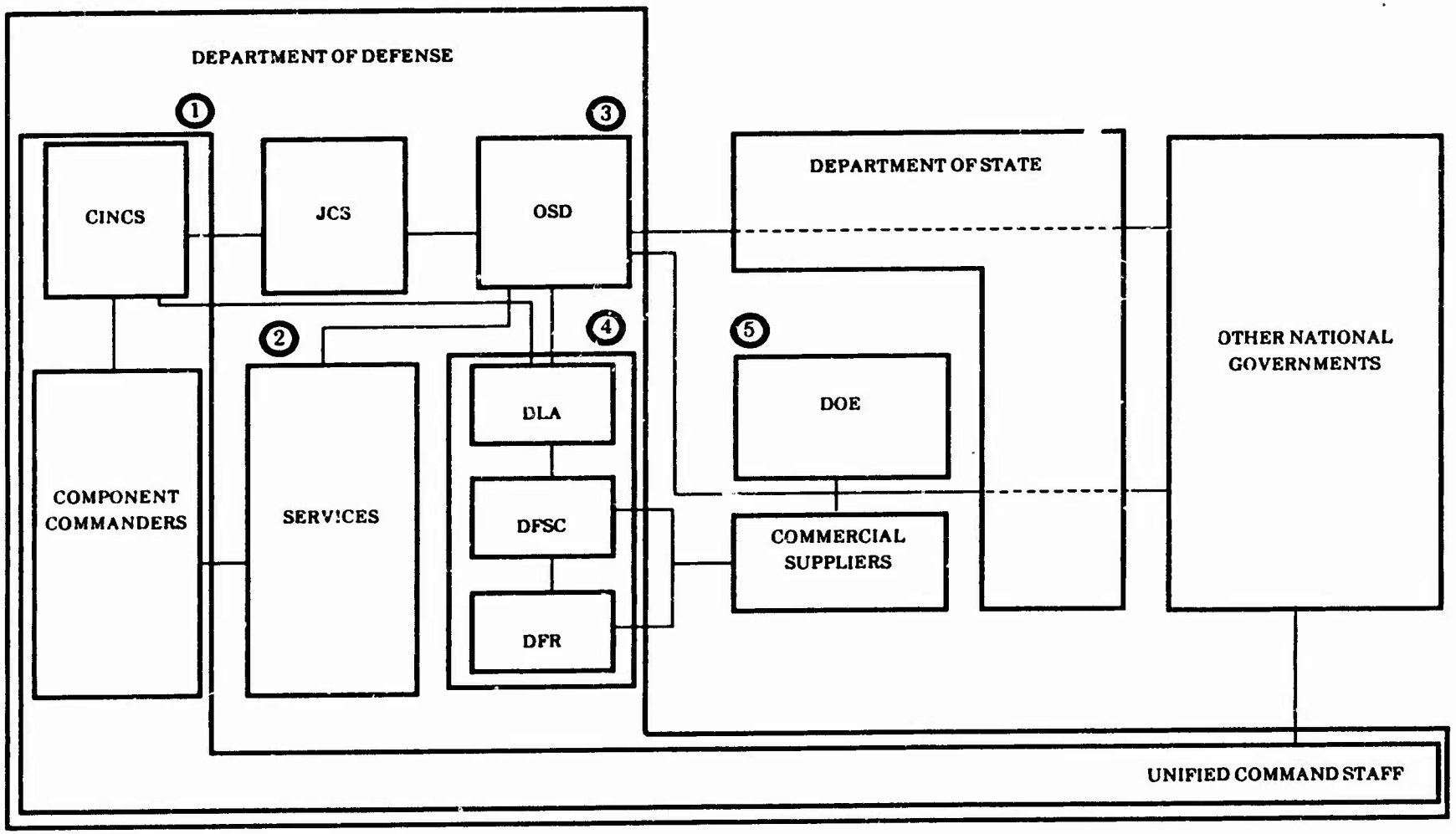
The CINCs of the unified commands exercise directive authority over DLA elements within the CINC's geographic area of responsibility to ensure effectiveness, economy of operations and the prevention or elimination of unnecessary duplication of facilities and overlapping of functions. The CINCs are authorized to coordinate the:

- Acquisition, storage, movement, distribution, maintenance, evacuation, and disposition of materiel;
- Movement and evacuation of personnel;
- Acquisition, construction, maintenance, operation, and disposition of facilities; and
- Acquisition or furnishing of services.

In implementing these coordination authorities, the CINCs:

- Plan for and coordinate the in-country distribution of petroleum products within their geographic area of responsibility,
- Ensure the Distribution Plan is responsive to the needs of the Unified Commander and Service components,

FIGURE 4-3. INTERNATIONAL PETROLEUM LOGISTICS SUPPORT ORGANIZATIONAL RELATIONSHIPS



Acronyms are listed in Appendix C.
Dotted lines indicate nonsupervisory relationship.
Circled numbers indicate organizations discussed in the text.

be delegated the authority for negotiation and execution of service contracts for operation of Government-owned and commercial petroleum facilities. This authority is delegated by DLA upon request of the component commander.

The Military Services provide DLA with the following support or services:

- Manage inventories according to the Inventory Management Plan
- Receive, store, and issue DLA-owned bulk fuels
- Develop product specifications
- In coordination with DLA, maintain a quality surveillance and stock rotation program to ensure that stored product remains within the specification requirements
- Represent DLA in connection with foreign agreements or overseas contracts
- Program and fund all costs for operation, at government-owned, government-operated bulk petroleum terminals and associated supporting facilities
- Take necessary corrective action when spills or contamination incidents that involve DLA-owned product occur.

In most cases the U.S. Army is responsible for providing the inland transportation of bulk petroleum within the overseas theaters and for the inland transportation services required by DFSC to move DLA-owned fuels to supported activities or terminals that store them.[20]

4.3.3 Assistant Secretary of Defense (Acquisition and Logistics) (Director, Energy Policy)

The ASD(A&L) through the Director, Energy Policy, establishes and coordinates policies and provides guidance to the Military Departments, Defense Agencies, and other DoD components for the stockage of petroleum for peacetime operations and war reserves. The ASD(A&L) is the DoD claimant to DoE for priorities and allocations of energy resources under the Defense Production Act (DPA) of 1950, as amended. The Director oversees current energy procurement, supply, and distribution actions. The ASD(A&L) resolves deficiencies relating to integrated bulk petroleum management not resolved by the Services or DLA.[19] The Director of Energy Policy also ensures that DoE, the U.S. representative on the NATO Petroleum Planning Committee, represents the U.S. interests.

4.3.4 Defense Logistics Agency

The DLA is responsible for managing DoD petroleum products, including the procurement, ownership, accountability, budgeting, funding, and distribution of war reserve and peacetime operating stocks, to the point of sale to the Military Departments. Within DLA, DFSC has worldwide responsibilities as the Integrated Materiel Manager (IMM) for wholesale bulk petroleum products until the sale of those products to the Military Departments.

In support of its DLA bulk petroleum management mission, DLA is responsible for:

- Planning, programming, budgeting, and funding the operations, maintenance, and repair of essential worldwide support facilities, including:
  - Government owned and operated (U.S. and/or foreign government) facilities, pipelines, hydrant systems, and related equipment;
  - U.S. Government-owned, contractor-operated facilities;
  - Contractor-owned/contractor-operated facilities operating under a government-to-government MOU; and
  - Foreign Government-owned and contractor-operated facilities with operation, maintenance, and repair accomplished under a Government-to-Government MOU.
- Reviewing and analyzing requirements for bulk petroleum storage, distribution, and related facilities in support of the DLA bulk petroleum management mission.
- Planning, programming, budgeting, and funding for construction of new permanent storage and new distribution facilities (piers, buoys, sea-unloading lines, pipelines, etc.).
- Contracting with commercial companies on a worldwide basis and funding for bulk petroleum facilities services required to support the mission.
- Negotiating with foreign governments and international organizations to budget for and fund bulk petroleum products, additives, laboratory testing, facilities, pipelines and any related services when the JCS, in coordination with the Military Departments, the applicable unified or specified command, and DLA determine the action is in the best interest of the DoD.[20]

In overseas areas, these responsibilities are carried out by the DFRs or JPOs.

4.3.5 Department of Energy

DoE participation in arranging for overseas petroleum logistics support to deploying forces is limited. In a crisis, the CINC, working with various NATO agencies and in the case of U.S.

4.3.4 Defense Logistics Agency

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  - Contractor-owned/contractor-operated facilities operating under a government-to-government MOU; and
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- Contracting with commercial companies on a worldwide basis and funding for bulk petroleum facilities services required to support the mission.
- Negotiating with foreign governments and international organizations to budget for and fund bulk petroleum products, additives, laboratory testing, facilities, pipelines and any related services when the JCS, in coordination with the Military Departments, the applicable unified or specified command, and DLA determine the action is in the best interest of the DoD.[20]

In overseas areas, these responsibilities are carried out by the DFRs or JPOs.

4.3.5 Department of Energy

DoE participation in arranging for overseas petroleum logistics support to deploying forces is limited. In a crisis, the CINC, working with various NATO agencies and in the case of U.S.

forces, the Defense Fuel Supply Center, is responsible for providing petroleum support to U.S. forces in the theater. DoE does, however, represent the U.S. Government in a number of international arenas, such as the International Energy Agency and the NATO Petroleum Planning Committee (PPC). A representative of DoE is currently the Chairman of the PPC. DoE represents the United States in the NATO peacetime and wartime planning activities of the Senior Civil Emergency Planning Committee (SCEPC). DoE, in a crisis, acts as the National Oil Board (NOB) for the United States in the NATO Wartime Oil Organization (NWOO), coordinating and reporting on the status and levels of U.S. energy products. Among the U.S. Federal organizations DoE works with in coordinating these positions are DoS, DoD, DoC, and DoT, (particularly MARAD).

4.4 INTERNATIONAL INSTALLATIONS SUPPORT

In addition to transportation and petroleum logistics support, the CINCs need adequate in-theater facilities to house, feed, and provide medical treatment for assigned personnel; to store/warehouse supplies and equipment; to repair and maintain combat equipment and vehicles; to marshall forces; and to receive deploying forces, (airfields for example). Specific facility requirements include the following:

- Facilities:
  - Airfields
  - Communications
  - Fuel storage and distribution
  - Ammunition and special weapons storage
  - Air defense sites
  - Prepositioning and reception sites
  - Command and control (headquarters and systems)
  - Training sites
- Real property for wartime stationing:
  - Base development plan
  - Construction program

- Assigning of facilities/space
- Maintenance and repair

- Utilities
  - Water
  - Electric
  - Natural gas
  - Shipside steam.

Construction of installations is a major resource and political commitment, carefully weighed by national governments and planned for in budget estimating. The need for installation construction, the identification of installation requirements, and the arrangement for the construction involve only a few organizations within the U.S. Government, as shown in Figure 4-4. These organizations are:

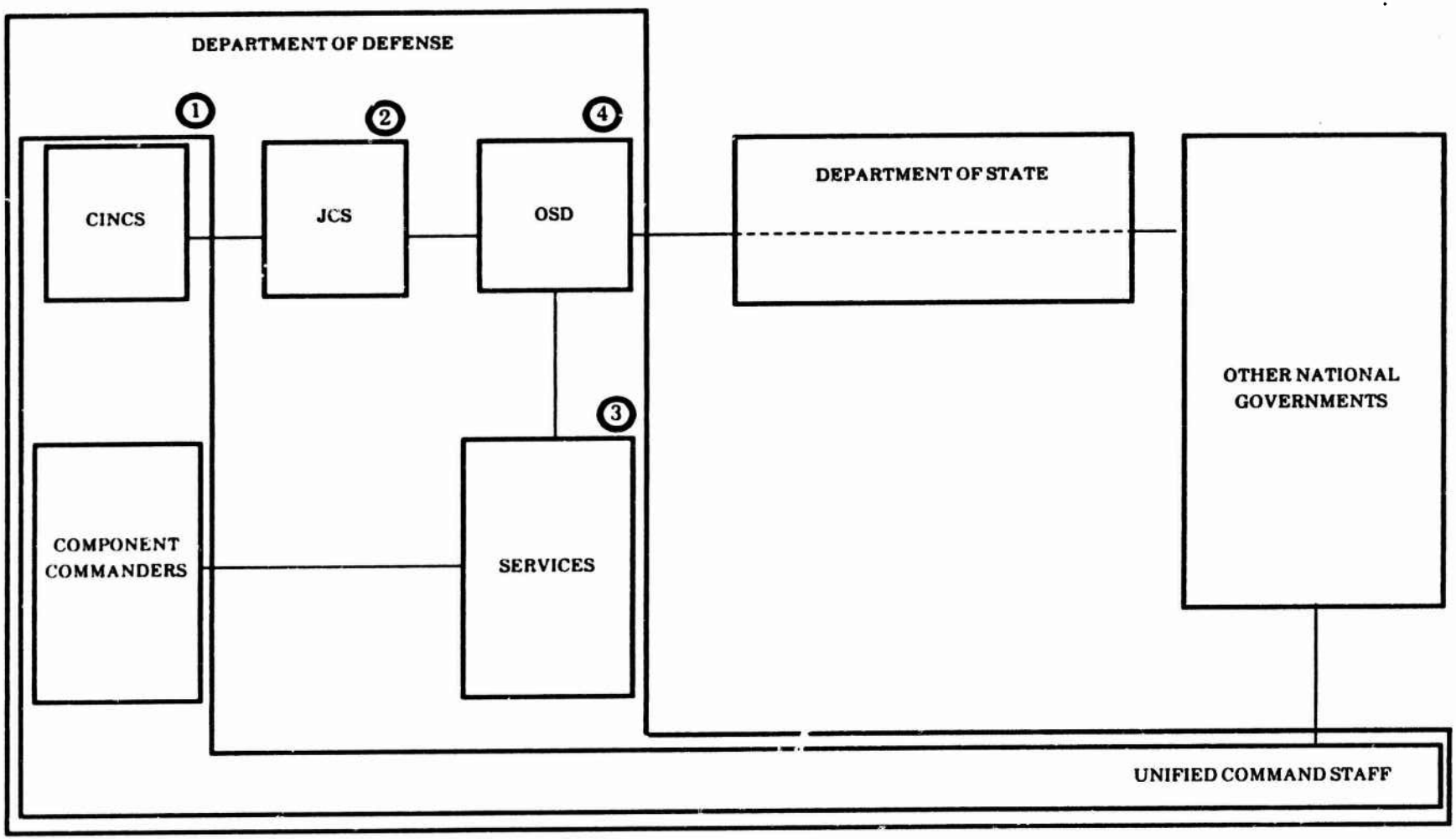
- The unified and specified commands,
- The Organization of the Joint Chiefs of Staff,
- The Military Departments and Military Services, and
- The Assistant Secretary of Defense (Acquisition and Logistics) (Director, NATO and Foreign Programs)

The particular functional responsibilities of each of these organizations in arranging for installations overseas are summarized below.

4.4.1 Unified and Specified Commands

The CINCs of the unified and specified commands are responsible for assessing the in-theater requirements for installations and the indigenous national capability to support these needs. The requirements for in-country installations must be negotiated with the national government of the country in which the site is to be located. In the case of NATO, the NATO Infrastructure Program provides a structured approach for this process. Installation requirements are analyzed in the context of overall alliance goals and individual countries that undertake the funding responsibilities for their construction.

FIGURE 4-4. INTERNATIONAL INSTALLATIONS SUPPORT ORGANIZATIONAL RELATIONSHIPS



Acronyms are listed in Appendix C.
Dotted lines indicate nonsupervisory relationship.
Circled numbers indicate organizations discussed in the text.

U.S. Government policy is to seek in-country support for DoD installation construction projects before U.S. military construction (MILCON) funds are requested.[21] The CINCs exercise overall direction and control of the U.S.-funded portion of installation construction programs in their theaters. They are also responsible for familiarizing governments of countries providing support with DoD procedures concerning the MILCON program. In addition to these responsibilities CINCs also:

- Monitor the planning, programming, design, and construction phases of the program;
- Integrate the DoD components' construction requirements into annual programs;
- Provide data and information to the Corps of Engineers, the Naval Facilities Engineering Command, or other DoD-designated construction agents to facilitate their budget formulation in support of design, construction surveillance, inspection, and overhead costs of construction in the countries;
- Negotiate with the host country to obtain approval and funding for host country-funded construction projects;
- Recommend to the Office of ASD(A&L) (specifically, to the Director, NATO and Foreign Programs), through the OJCS and after coordination with the designated DoD construction agent, changes in construction agent assignments to ease the execution of friendly host country construction programs; and
- Publish implementing instructions for the construction program and supply them to ASD(A&L) and the DoD components.

4.4.2 Organization of the Joint Chiefs of Staff

The OJCS monitors the U.S.-funded construction programs in all host countries. It assists ASD(A&L) in reviewing of the Military Departments' annual Program Objective Memorandum (POM) submission as it relates to construction in host countries to ensure compliance with the Defense Guidance. The JCS provides necessary guidance to the CINC on the construction program.

4.4.3 Military Departments and Military Services

The Secretaries of the Military Departments and the Military Services include in their annual POM submissions their projections of the construction programs that the host countries will be requested to fund. They notify the CINCs of the annual approved projects and ensure that the funded projects are not included in the Military Departments' annual budget requests. They are responsible for funding, procuring, and installing U.S. equipment that is collateral to the projects. In

addition, the Secretary of the Army programs, budgets, and accounts for MILCON funding for U.S. design, construction surveillance, inspection, and overhead costs relevant to the management of the host country construction program.

4.4.4 The Assistant Secretary of Defense (Acquisition and Logistics) (Director, NATO and Foreign Programs)

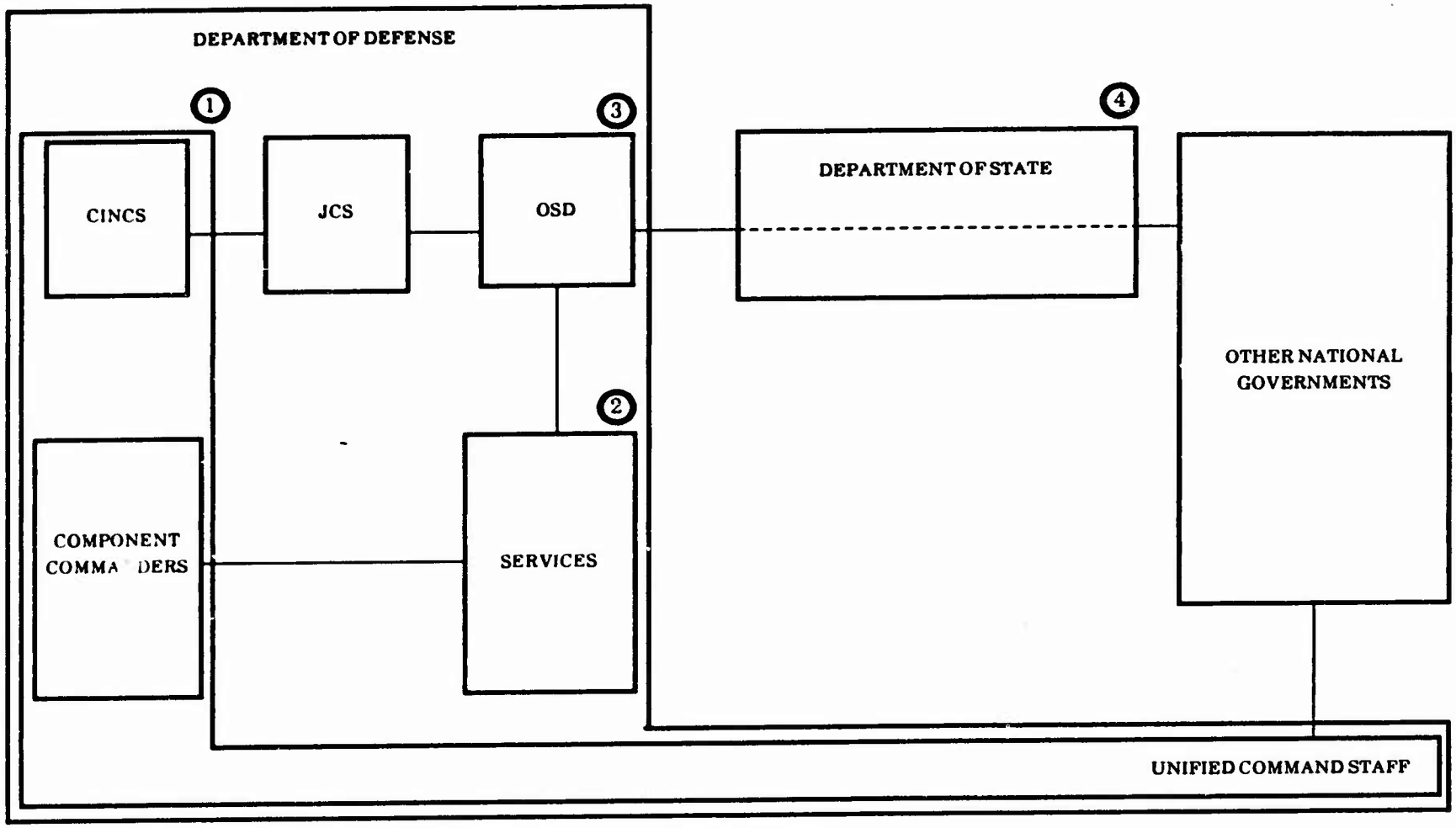
The ASD(A&L) exercises overall direction and policy control for the host country construction program. The Director, NATO and Foreign Programs, in the Office of the Deputy Assistant Secretary of Defense (Acquisition and Logistics) is specifically responsible for overseeing policy development for overseas installation construction and provides POM guidance to the DoD components for the development of host nation construction programs.

4.5 INTERNATIONAL LOGISTIC SUPPLY SUPPORT AND SERVICES SUPPORT

The final category of support that the CINCs require to operate in overseas theaters is the aggregate category of Logistic Supply Support and Services. Here, as with other types of resource support, U.S. policy is to seek in-country support first, before developing a U.S. capability. A variety of requirements fall in this category although the organizations involved are basically similar to those participating in arranging for installation support, as shown in Figure 4-5. It includes the everyday operation and maintenance functions of a military force in transit as well as operating from an established base. Among the supply support required by the unified commands are:

- Commodities:
  - Ammunition
  - POL (discussed in Section 4.3)
  - Maps
  - Items
  - Expendables
    - Food
    - Water
    - Blood/Plasma

FIGURE 4-5. INTERNATIONAL LOGISTICS SUPPLY SUPPORT AND SERVICES ORGANIZATIONAL RELATIONSHIPS



Acronyms are listed in Appendix C.
Dotted lines indicate nonsupervisory relationship.
Circled numbers indicate organizations discussed in the text.

- Pharmaceuticals
- Computer Paper/Disk/Tape
- Bench stock
- Cleaning materials
- Paint

- Storage of prepositioned stocks ashore and afloat.

The unified command may also acquire a variety of specialized services in the theater. Among these services are the following:

- Airfield and lines-of-communication maintenance and damage repair
- Billeting
- Security
  - Rear Area
  - Installation (limited)
  - Site
  - Route
- Personnel and equipment decontamination
- Laundry and bath
- Food service
  - Food preparation
  - Bakery
- Topographic
- Meteorological
- Communications (subscriber telephone and teletype equipment)
- Labor
- Materiel maintenance
  - Organic
  - Contract

- Host nation (military and civilian)
- International organization (e.g., NATO Maintenance and Supply Agency)

- Direct and general support and depot-level maintenance
- Other Technical Services
  - Salvage, collection, and classification
  - Calibration
- Medical treatment (discussed in Section 6)
- Evacuation (discussed in Section 6)
  - Surface
  - Aero
- Medical facilities (discussed in Section 6)
  - Surgical
  - Intensive care
  - Convalescent care
  - Outpatient care
- Medical services
  - Utilities
  - Laundry
  - Feeding
  - Ambulance
  - Laboratories
  - Pharmacy
  - Preventative medicine
  - Veterinary.

These are most of the major kinds of logistics support and services the CINC tries to obtain from in-country sources. The unified commands and the Military Departments weigh the optimum mix of

local and U.S.-provided support to maximize cost-effectiveness while not jeopardizing strategic independence. The unified command takes the lead in these activities.

4.5.1 Unified and Specified Commands

As in all other kinds of overseas deployment support, the unified command, through the component commanders, takes the lead in determining the in-country requirements for logistic supply, support, and services. The analysis of these requirements is part of the overall support planning, conducted in conjunction with operation planning. The supply support planning is considered in terms of the ten classes of military supplies:

- CLASS I - Food and Subsistence
- CLASS II - Clothing and Individual Equipment
- CLASS III - Petroleum, Oil, and Lubricants
- CLASS IV - Construction Materials
- CLASS V - Ammunition
- CLASS VI - Personal Items
- CLASS VII - Major End Items
- CLASS VIII - Medical Material
- CLASS IX - Repair Parts
- CLASS X - Materiel to Support Nonmilitary Programs.

The component commanders summarize these requirements on the basis of operational and support planning and, depending on the status or existence of current country-to-country agreements, work with host governments to resolve these support needs. Unresolved support requirements are forwarded to the Military Departments for resolution through the planning, programming, and budgeting system.

4.5.2 Military Departments and Military Services

The Military Departments and Military Services are responsible for the development, conduct and implementation of in-country support agreements for specific functional requirements under the auspices of the theater CINC. They integrate all international logistics considerations into

the current planning, programming, and budgeting process. They participate in the development and the prosecution of the negotiations as well as the implementation of all agreements with foreign governments that relate to their Services. The Military Services are also responsible for developing doctrine and concepts that are mutually acceptable to foreign countries and U.S. armed forces in an effort to achieve standardization in weapons and logistics support structure.

The Military Services rely on their planners at the component commands to determine and plan for possible in-country assistance to satisfy the support requirements necessary to sustain the deployed forces. These support requirements include food, billeting, clothing, communication services, ammunition, base operations support, and the construction incident to base operations support, storage facilities, the use of facilities, training services, the provision for spare parts and components, repair and maintenance services, and services associated with the operation of air and sea ports. An expanded discussion of support requirements is presented in Appendix F.

In addition to these organizations, the Director of International Logistics in OASD(A&L) provides coordination support for resolving these needs, as discussed in Section 4.1.3.

SECTION 4. REFERENCES

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PART II. CIVILIAN NONCOMBATANT REPATRIATION AND MILITARY PATIENT REGULATION

This part of the interagency support guide addresses the roles and responsibilities of organizations involved in noncombatant evacuation operations (NEO), noncombatant repatriation in the continental United States (CONUS), and military patient evacuation and regulating operations. These operations have in common the development and execution of plans for the emergency coordination and transporting of people from a theater of operations to CONUS and the coordination of the reception and onward movement of those people to their final destinations. Evacuation operations, such as those generically described in the following sections, must be coordinated with the appropriate transportation agencies and the theater commanders, and as such it is vital that the organizational responsibilities be adequately understood.

SECTION 5. NONCOMBATANT EVACUATION AND REPATRIATION OPERATIONS

A scenario that might require the deployment of military forces might also jeopardize the safety of U.S. citizens living in the area of conflict. In that case, it would be necessary to arrange to remove these noncombatants from the area of immediate danger to an intermediate safe haven or to the continental United States (CONUS). Plans call for the evacuation process to take place in two phases: (1) the evacuation of noncombatants from the area of immediate danger or theater of operation to an area of safe haven or to CONUS and (2) the repatriation (reception and processing) of the evacuees in CONUS.

The two phases are planned and executed separately and, in some cases, involve different organizations. Noncombatant evacuation operations (NEO) normally are directed and managed by the Department of State (DoS) with the support, where militarily feasible, of the Department of Defense (DoD). The Department of Health and Human Services (DHHS), with the assistance of DoD and other Federal, State and local agencies, is responsible for the personnel repatriation operations.

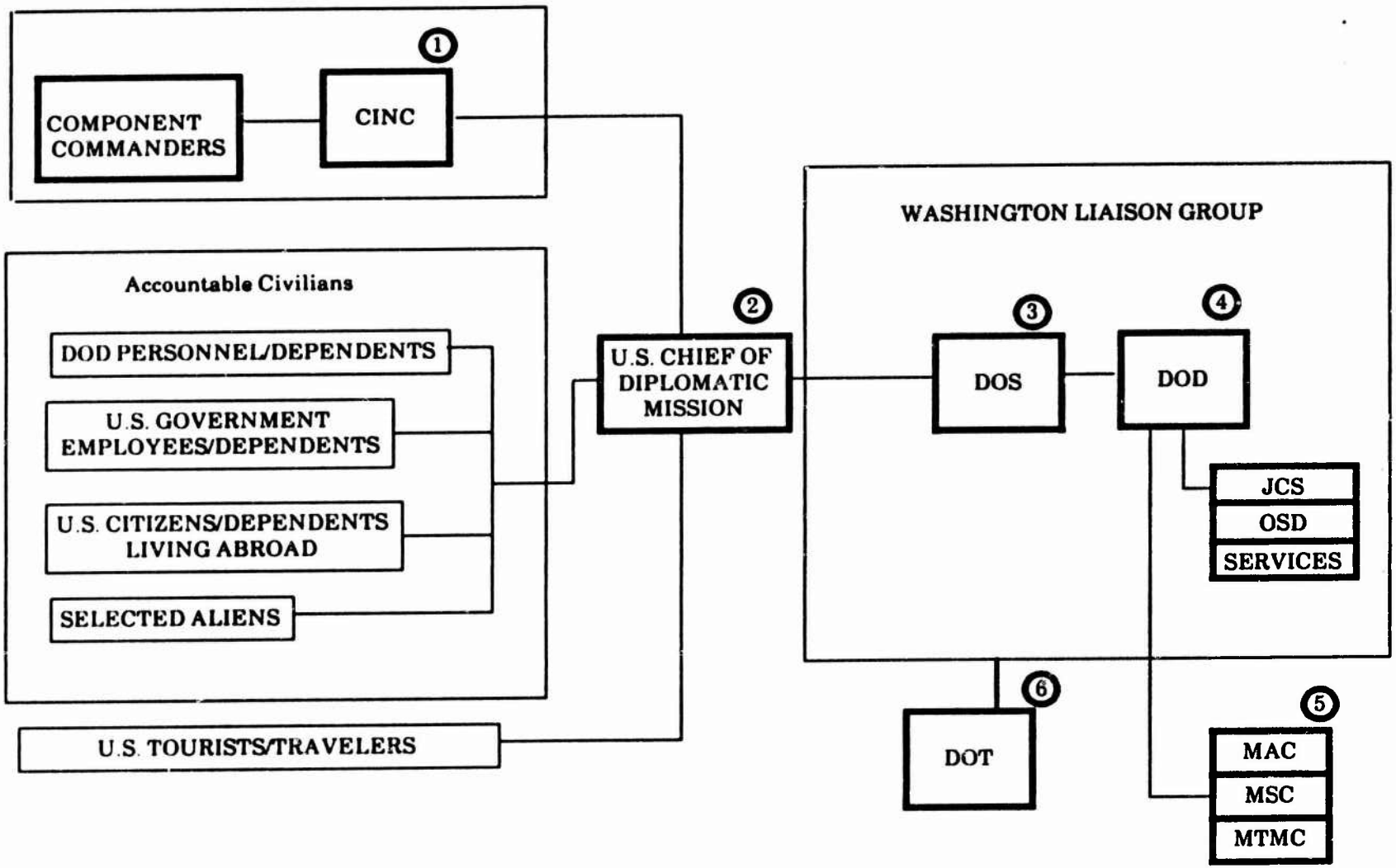
5.1 NONCOMBATANT EVACUATION

Figure 5-1 shows the basic structure of relationships of organizations involved in noncombatant evacuation planning and operations. A variety of U.S. citizens and aliens may be ordered, authorized, or assisted, to evacuate by the Chief of the U.S. Diplomatic Mission or, in some special cases, the Unified Commander. The various categories of individuals who could be evacuated are listed below.

There are several types of noncombatant U.S. citizens who may be ordered to evacuate by competent authority:

- Civilian employees of all agencies of the U.S. Government, except as noted
- U.S. military personnel (i.e., pregnant Service members who have reached their 18th week of pregnancy)
- All family members of the above personnel
- Other family members of U.S. Armed Forces.

FIGURE 5-1. ORGANIZATIONAL RELATIONSHIPS FOR NONCOMBATANT EVACUATION



Acronyms are listed in Appendix C.
Circled numbers indicate organizations discussed in the text.

Those U.S. citizens who may be authorized or assisted in evacuation (but not ordered to evacuate) by competent authority are:

- Private U.S. citizens (i.e., tourists, business travelers)
- Family members of private U.S. citizens
- DoD contractor personnel and family members
- Americans employed by or assigned to international organizations and their dependents.

In addition to U.S. citizens certain aliens may also be authorized or assisted in evacuation by competent authority, in accordance with applicable Department of State regulations, including:

- Family members of those mentioned above
- Foreign officials, non-affiliated aliens, and third country aliens, as prescribed by the DOS ambassador.

Other citizens who may be authorized or assisted in evacuation are:

- U.S. personnel who are special invitees possessing current travel orders issued by DoD or a Military Service/Department
- Dependents of U.S. personnel assigned to U.S. elements of any NATO Military Headquarters or Agency where common facilities are used and are authorized by SECDEF to receive U.S. support
- Individuals employed by other U.S. non-governmental, non-military agencies in overseas military commands for which logistics support is authorized in military regulations, and their dependents
- U.S. technical representatives sponsored by DoD or a Military Service/Department and their dependents
- U.S. civilian employees of universities operating in conjunction with DoD-sponsored programs.

The authority of the Chief of Diplomatic Mission or Principal Officers to order evacuation does not extend to:

- Uniformed personnel of U.S. combat forces, except as mutually agreed to previously
- Certain civilians operating in support of combat units as determined by the Unified Commander
- U.S. citizens in West Berlin and the U.S. Naval Base, Guantanamo Bay, Cuba, except within the overall responsibility of the Secretary of State.

Planning for the protection and evacuation of DoD employees and dependents is initiated by the Unified Commander. These plans include provision for other U.S Government employees, based on the guidance contained in the DoS-developed Emergency Action Manual (EAM), and U.S. organizations employing U.S. citizens abroad. These organizations also develop estimates and evacuation plans based on evacuation planning guidance provided in the EAM. Other U.S. citizens residing abroad, some of whom are students and independently employed workers, also are accounted for by the DoS and included in emergency evacuation plans. Each of these groups is accounted for and their evacuation planning is performed by different organizations; however, should the need arise, they could be evacuated under the direction of DoS (except from those areas noted as being under DoD responsibility). Noncombatants requiring medical evacuation by air will be moved through the established DoD aeromedical evacuation system. Aeromedical movement for other than a DoD-authorized traveler must be approved by the Air Force. In addition to these groups of U.S. citizens abroad, at any given time a sizable number of U.S. tourists may be in the area. The fluctuating number and transient nature of tourists make it difficult to estimate exact numbers of evacuees. Therefore, statistical estimates of their numbers are provided by the U.S. diplomatic and consular mission to the DoS. Plans for the emergency evacuation of these groups are approved by the DoS.

5.1.1 The Commander-in-Chief of the Unified Command

The Commander-in-Chief (CINC) of the unified command initiates and provides emergency evacuation planning guidance to the area component commanders.[1] Based on this guidance, area component commanders develop detailed emergency evacuation plans for their dependent personnel. The emergency evacuation plans are then forwarded to the CINC where they are reviewed, approved, and consolidated. The consolidated plans are forwarded by the CINC to the U.S. Chief of Diplomatic Mission who incorporates them into the mission's comprehensive plan. The comprehensive plan is reviewed by the CINC to ensure compliance with any requirements that might

be levied on the unified command and to ensure that emergency evacuation planning does not conflict with military operation plans.

Normally, the principal U.S. military commander in an area must receive authorization from the Joint Chiefs of Staff (JCS) before using any forces for emergency evacuation purposes. However, when the commander is requested by the principal U.S. diplomatic or consular representative to assist in protection or evacuation of U.S. citizens and the delay in obtaining JCS authorization would jeopardize U.S. citizens, the commander is authorized to respond to the extent that is militarily feasible. When U.S. citizens are in danger and the U.S. military commander is unable to establish timely communications with either the U.S. diplomatic or consular representative, or the JCS, the military commander may initiate such evacuation actions as he deems necessary and militarily feasible.

Coordination of noncombatant emergency evacuation planning and execution between the CINC and the diplomatic and consular posts is facilitated by personnel in regional liaison groups.

5.1.2 U.S. Chief of Diplomatic Mission

The Foreign Services Act of 1980 provides that, "Under the Direction of the President, the Chief of Mission to a foreign country shall have full responsibility for the direction, coordination, and supervision of all Government employees in that country except for employees under the command of a United States area military commander."[2] The discharge of this responsibility requires the U.S. Chief of Diplomatic Mission to prepare and maintain emergency evacuation plans for all noncombatants. Additionally, the Chief is responsible for providing timely information to the Secretaries of State and Defense, JCS, the appropriate CINC, and other commanders as appropriate on the number of potential evacuees. He must also inform them of the diplomatic post's capability to provide resources to support the emergency evacuation plan.

The DoS, through the U.S. Diplomatic and Consular Missions may advise U.S. citizens against entering an area of increasing tensions or take certain measures to reduce the number of U.S. citizens in a country. The Diplomatic or Consular Mission will determine the level of emergency based on an assessment of conditions, as described in one of the following four emergency levels.

Phase I - Standfast/Precautionary. Typically, a country's political/security environment has deteriorated and events occurred or could occur which threaten American personnel or installations. Because of the current local situation, the American Embassy/Consulate recommends that Americans remain in their homes.

Phase II - Authorized Departure (Post Phasedown). In view of the gravity of the situation in the country, the Embassy/Consulate recommends that Americans whose presence in the country is not essential depart by commercial transportation as soon as possible.

Phase III - Evacuation. The political/security environment is such that a direct threat exists or is anticipated against the lives or welfare of U.S. citizens and post personnel. The post, with Department authorization, orders the evacuation of all but a skeletal staff and encourages or assumes responsibility for the immediate departure of other evacuees.

Phase IV - Post Closure. The situation in country has reached such a serious level that the U.S. Government is closing the post.

If there is the likelihood of an evacuation, the Chief of Mission informs the Secretaries of State and Defense, JCS, the CINC, and the appropriate component commanders. The principal diplomatic or consular representative in the area of concern will request authority from DoS to execute the emergency evacuation plan. However, when events occur so quickly and unexpectedly that the delay accompanying the decision from DoS would jeopardize the safety of U.S. citizens, the Chief of the Mission is authorized to carry out those elements of the plan that are warranted by the situation. The decision to execute the emergency evacuation plan could include a request for assistance from the appropriate military commander.

5.1.3 Department of State

The DoS has the overall responsibility for the protection and evacuation of all noncombatant U.S. citizens abroad.[3] The Secretary is responsible for seeing that emergency evacuation plans are prepared and coordinated with DoD and other appropriate agencies and for ensuring that those plans for DoD noncombatants living in the various regions are included within comprehensive regional plans. The Secretary of State decides what part of any plan should be implemented, except

when the precarious nature of the situation warrants a decision from the President. The Secretary will consult with DoD when there is a need to provide military assistance to support an evacuation. When the situation prevents maintaining timely communications with the area of concern, the decision to execute an evacuation can be made by either the Chief of Diplomatic Mission or military command.

The Secretary of State is assisted in carrying out these responsibilities by personnel of the Washington Liaison Group (WLG). The WLG is chaired by a representative from DoS and includes representatives of DoS, DoD, JCS, and each Military Department. Other U.S. Government departments and agencies may participate on the WLG as observers. The WLG is responsible for ensuring coordination at the Washington level of all noncombatant emergency and evacuation planning and implementation of the plans by the Departments of State and Defense, exclusive of military combat plans, and by other U.S. Government agencies, as appropriate. The basic responsibility of the WLG is to ensure that the emergency evacuation plans of DoS and DoD are fully coordinated and executable. The WLG representatives are the points of contact for their departments on all matters pertaining to emergency evacuation planning and execution. The WLG recommends to the Secretary of State the establishment of specific regional liaison groups as required. It also provides advice to the established regional liaison groups, U.S. diplomatic and consular posts, and military commands concerning emergency plans to evacuate noncombatants or to protect them in place. The representatives monitor the activities of the regional liaison groups and provide them direction through channels. These regional liaison groups are:

- The European Liaison Group (ELG), which has responsibility for the British Isles, Morocco, Algeria, Libya, Malta, Cyprus, and all European countries, including Greece and Turkey but excluding West Berlin;
- The Middle East, Southern Asia and Africa South of the Sahara Liaison Group (MEAFSALG);
- The East Asia Liaison Group (EALG), which is responsible for all countries east of the area of the MEAFSALG and west of the SALG area;
- The South American Liaison Group (SALG), which has responsibility for all mainland countries of Latin America south of Mexico, excluding the Panama Canal Zone;

- The Central Liaison Group (CLG) which is responsible for all countries in Africa east of the ELG in the Middle East, south and east of the ELG as far east as and including Pakistan; and

- The Washington Liaison Group (WLG), which provides overall DoS and DoD coordination and acts as the regional group for all other unassigned countries, excluding those areas for which DoD has primary responsibility (i.e., U.S. citizens in West Berlin, and the U.S. Naval Base at Guantanamo Bay, Cuba). The WLG also has regional responsibility for Canada and the Caribbean Insular area of Latin America.

The regional liaison groups provide a continuous liaison among diplomatic posts and the WLG. Personnel in the regional liaison groups review and approve emergency evacuation plans, which are coordinated with all diplomatic posts in the area to ensure that they conform to U.S. national policy. After the regional groups complete their review of the emergency evacuation plans, they forward them to the WLG. Each regional group is permanently chaired by a representative from DoS and includes representatives from the appropriate unified command and such component commands as designated by the CINC. The chairman of the regional liaison group receives guidance from DoS, while military personnel, DoD civilian employees, and DoD dependents are instructed in the evacuation procedures by the appropriate military commander. The Secretary of Defense is responsible for preparing and implementing plans for protection of all noncombatant U.S. citizens in the excluded areas.

A continuous review of protection and evacuation capabilities in relation to the number of noncombatants is conducted by WLG representatives. They make the recommendation to the Secretaries of State and Defense to reduce the number of U.S. citizens in an area when such a decision could have serious political repercussions. At the Washington level, the WLG representatives coordinate the emergency operations of the Departments of State and Defense with the other Federal departments and agencies

The DoS monitors each developing situation and informs other interested Federal departments and agencies of critical events and DoS intentions. The intent of DoS is developed on the basis of the urgency and type of evolving situation While it is difficult to plan for all possible contingencies, it is possible to develop plans according to whether the type of emergency evacuation

situation is small or large. The size of the evacuation will determine the amount of resources that will be required. These may include civilian airlift, sealift, or utilization of DoD assets, if militarily feasible.

5.1.4 Department of Defense Organizations

The DoD organizations involved in NEO and repatriation are the Office of the Secretary of Defense (OSD), the Organization of the Joint Chiefs of Staff (OJCS), and the Headquarters of the Army, Navy, Air Force, and Marine Corps. [5] Each of these organizations provides a representative to the WLG, and that representative is responsible for the coordination of all DoS and DoD evacuation planning and execution at the national level.

The OSD participation in noncombatant evacuation operations involves a number of organizations. Within the Office of the Assistant Secretary of Defense (Force Management and Personnel), the Personnel Services and Administration Directorate provides the OSD representative to the WLG and coordinates internal DoD responses in the WLG. The Under Secretary for Policy, through the Assistant Secretary of Defense for International Security Affairs [ASD(ISA)] for non-NATO countries or the ASD for International Security Policy [ASD(ISP)] for Western Europe and NATO countries, will be contacted by DoS regarding the possible need to initiate NEO. This information is also forwarded to the WLG. Relevant DoD organizations, such as OJCS, the Services, and the Transportation Operating Agencies (TOA), then coordinate their participation and support, if needed. Steps are also initiated, through the WLG for implementation of repatriation plans.

Depending on circumstances, sufficient civilian transportation assets may not be available to support NEO. In that case, it may be necessary for DoS to request support from DoD. Such a request is probable in a large-scale emergency evacuation. The JCS, through the Joint Transportation Board (JTB), will incorporate the need for transportation assets for NEO in overall allocation decisions. Priority in this situation goes to any military operation. The JCS levies the appropriate Military Department (as the single manager of the TOA) and/or a unified command based on priorities and assigns them the transportation assets. The Military Departments, through the appropriate TOA, will provide the transportation that DoS requests from the JCS.

5.1.5 Transportation Operating Agencies

The TOAs are:

- Military Airlift Command (MAC);
- Military Sealift Command (MSC); and
- Military Traffic Management Command (MTMC). [6]

Each TOA is responsible for planning and control of both military-owned resources and commercial air, ocean, and CONUS land transportation under its mission control. The TOAs may be directed to support NEO by either the JCS or the CINC. The CINC's decision to use JCS-allocated lift assets to support various operations is directed on the basis of JCS priority. When such missions are levied, the TOAs are responsible for adjusting their operations to accommodate these additional requirements for common-user assets in accordance with the priority and guidance provided. [7]

5.1.6 Department of Transportation

The DoT is required to prepare emergency plans and develop programs to determine the proper apportionment and allocation for the control of the total civil transportation capacity to meet all essential civilian and military needs. [4] When national control for transportation is necessary, DoT plans provide a system of civil transportation controls for the movement of essential personnel and material to assure that movement requirements in support of national defense and the essential civilian economy are met. Under the priority system, if DoS has been given a movement priority by DoT, it will negotiate directly with commercial carriers to move evacuees.

5.2 REPATRIATION

Repatriation is the final critical link with evacuation planning and involves the sequence of actions required to receive U.S. noncombatant evacuees at CONUS points of entry, process them, and assist them in their onward movement to final destinations. (Processing of evacuees at safe havens is not addressed in this guide.) The repatriation process, involving the agencies and organizations shown in Figure 5-2, is initiated at the start of evacuation operations. U.S. citizens and their dependents who are living, working, traveling, or visiting abroad must be repatriated upon return to the United States. U.S. Government departments and agencies are required to assist evacuees upon

their return to CONUS. Several different Federal departments and agencies, led by DHHS, cooperate with the State Governments and other civil organizations to support emergency repatriation operations.

5.2.1 Department of State

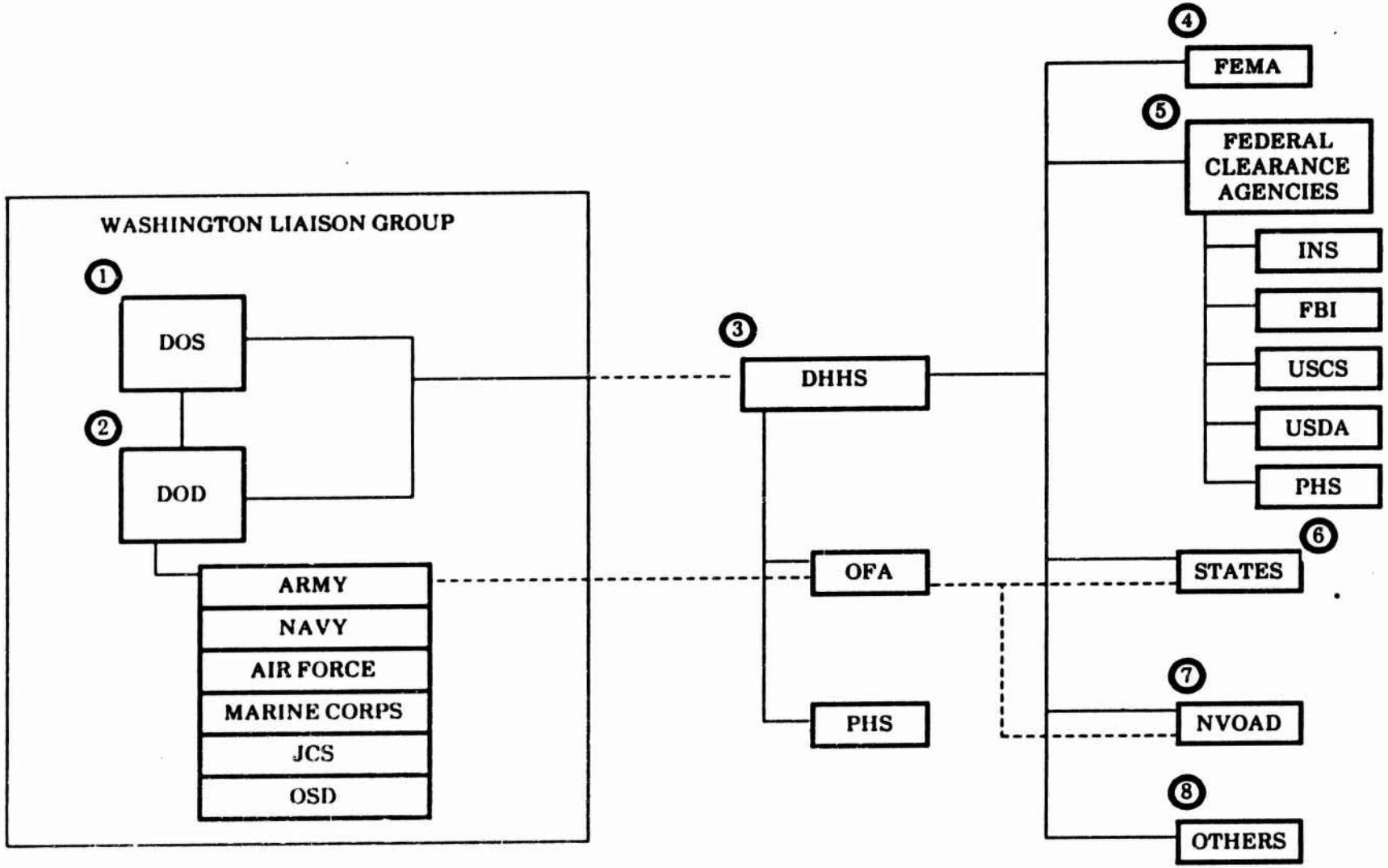
DoS arranges for overseas evacuations of U.S. citizens in all foreign countries, except as noted. Through a joint agreement between the Secretaries of State and Defense, the SECDEF can, without permission from SECSTATE, order evacuation of noncombatants from West Berlin and Guantanamo Naval Base, Cuba.[1] The successful completion of repatriation operations depends on the assistance provided by Federal and civil organizations. The DoS notifies DHHS of an escalating crisis that may require the emergency evacuation of U.S. noncombatants from a foreign country and provides it with the estimated number of potential evacuees. Once the decision to evacuate is made, the DoS notifies DHHS that an evacuation is ordered, the method of the movement, the date the evacuation will commence, an updated estimate of the current number of potential evacuees and when the operation will be completed. When the evacuation commences, DoS informs DHHS of the number of evacuees and the specific times and places of their arrival. This information is updated as necessary. The DoS will utilize the WLG to inform DHHS and other organizations of the emergency evacuation situation.

5.2.2 Department of Defense

During a period of national emergency, it must be assumed that DoD will be committed to the execution of military operations and, therefore, will provide assistance in the noncombatant repatriation process when militarily feasible.

The Department of the Army (DA) Deputy Chief of Staff for Personnel (DCSPER) has been designated as DoD executive agent for repatriation operations and is responsible for coordinating within DoD and with other Federal and local agencies the planning and execution of repatriation operations for the reception and onward movement of noncombatant evacuees.[1] Coordination with DoD is vital since evacuees may be reentering the United States through many different points of entry, including military bases. Procedures for managing the movement of the evacuees from DoD

FIGURE 5-2. ORGANIZATIONAL RELATIONSHIPS FOR REPATRIATION



Acronyms are listed in Appendix C.
Dotted lines indicate nonsupervisory relationships.
Circled numbers indicate organizations discussed in the text.

facilities to repatriation processing sites, so as to not disrupt military operations, requires close coordination between DoD and DHHS.

5.2.3 Department of Health and Human Services

Section 1113 of the Social Security Act confers on the DHHS the responsibility for arranging the reception, temporary care, and onward movement to a final destination of noncombatant evacuees returned to CONUS in an emergency situation. DHHS has developed the National Emergency Repatriation Plan, which defines the responsibilities of Federal agencies and describes the participation of States during a repatriation operation.[8] DHHS is responsible for emergency repatriation planning and execution, but reliance is placed on the States to carry out the plans. The national plan provides guidance to the States for developing their individual State Emergency Repatriation Plans. When the State plans are completed DHHS reviews them and coordinates with FEMA. It also assists the States in conducting emergency repatriation training and exercises and assists in funding the States for emergency repatriation planning and operations. DHHS has designated responsibility for emergency repatriation planning to the Family Support Administration (FSA), Office of Family Assistance (OFA), and the PHS.

The OFA has the prime responsibility for planning and executing emergency repatriation operations. It will receive information from WLG regarding a potential evacuation, and when the situation requires, it will transmit emergency repatriation information to Federal agencies, States, and other civil agencies using the FEMA communications system. To further assist the States, OFA is developing agreements with some of the national voluntary organizations that can provide assistance during emergency repatriation operations.

The PHS is responsible for arranging medical screening at points of entry for evacuees who appear to have quarantinable diseases. The PHS also assists the States in developing plans for providing medical assistance ranging from first aid to extensive medical treatment, including associated services such as transportation to medical facilities. In conjunction with DoD, FEMA, and the VA, PHS has developed the National Disaster Medical System (NDMS) to assist in carrying out its responsibilities and to supplement State and local medical resources in an emergency situation.

5.2.4 Federal Emergency Management Agency

FEMA provides overall guidance to and evaluation of national preparedness planning. The FEMA communication system is used by DHHS in transmitting emergency repatriation information and instructions to State, Federal, and voluntary agency officials. In addition, FEMA coordinates the provision of communication services to the States.

5.2.5 Federal Clearance Agencies

Several U.S. Government agencies are involved in clearing evacuees to enter the United States. The Department of Justice (DoJ) is responsible for the control of persons entering the United States.[10] The DoJ is also required to assist DHHS in reuniting families. DoJ, in carrying out these responsibilities during emergency repatriation operations, will provide the following assistance:

- The Immigration and Naturalization Services (INS) arranges for and processes evacuees. The INS will clear U.S. citizens and their alien dependents for onward travel to a final destination.
- The Federal Bureau of Investigation (FBI) will perform required security clearances of repatriates at points of entry.

The U.S. Customs Service (USCS), an agency of the Department of the Treasury, also participates in the clearing of repatriates at the point of entry and conducting examinations of belongings for illegal substances. In a similar manner, the U.S. Department of Agriculture (USDA) conducts checks for prohibited plants and animal quarantine. As noted previously PHS arranges for medical screening of repatriates, as needed.

5.2.6 States

Ultimately, the States are responsible for executing emergency repatriation operations.[11] The Governor designates a State coordinator who develops the State Emergency Repatriation plan based on guidance from DHHS. The State plans are reviewed by DHHS, which coordinates with Federal agencies and civil organizations to assist the States in executing their emergency repatriation plans. Those States in which points of entry are located must develop detailed plans to manage specific activities such as local transportation and temporary lodging and facilities for processing evacuees associated with the initial reception of repatriates in CONUS. States adjacent to

point-of-entry States may also be required to provide them assistance based on the particular geographic location of the point of entry and the DHHS analysis. States of final destination must also develop plans that will provide follow-on assistance to repatriates.

5.2.7 National Voluntary Organizations Active in Disaster

The National Voluntary Organizations Active in Disaster (NVOAD), include many organizations capable of providing assistance to repatriates. DHHS encourages the States to develop agreements with local chapters of voluntary organizations to the extent that they can supply assistance during State emergency repatriation operations.

5.2.8 Others

Each State is responsible for arranging local and onward transportation to a final destination for the repatriates. The States may make transportation arrangements through the Air Transport Association of America (ATA). The ATA can establish temporary Scheduled Airline Traffic Offices (SATO) in the State emergency processing centers. The SATO would be staffed with airline employees who would use automated airline reservation and ticketing equipment to book seats for the repatriates. The ATA can assist the States in scheduling bus and rail transportation.

The DoT will also assist States in arranging for commercial transportation in the event a priority assignment is necessary to promptly move repatriates, such as when the required services cannot be obtained through normal transportation procurement channels.

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SECTION 6. MILITARY PATIENT EVACUATION AND REGULATION

This section is arranged differently from the other sections in this guide because military patient evacuation is managed almost exclusively by the Department of Defense (DoD), with only limited participation by civilian organizations. For the most part, civilian participation is limited largely to the use of civil transportation assets and the civilian hospitals participating in the National Disaster Medical System (NDMS).

The wartime medical mission is assigned directly to DoD by law.[1] DoD policy guidance, in turn, assigns this mission to the Military Departments.[2] The guidance states that each Military Department must arrange for or provide the means to satisfy the medical requirements of their Services and achieve maximum inter-Service use of medical support in a joint area of operations. The Military Services exercise their medical administrative and logistic support responsibility under the direction of the Secretary of Defense.

The military wartime medical mission consists of: whole blood collection and distribution, medical logistics operations, preventive medicine, patient treatment, patient evacuation, and patient regulating. A discussion of the first three functions is beyond the scope of this guide; this section addresses patient treatment as it relates to patient evacuation and regulation.

Patient evacuation is the timely and efficient movement of casualties from one medical treatment facility to another. Patient regulating is the system designed to coordinate the availability of health service support to ensure patients are evacuated to medical treatment facilities which can provide required care.

6.1 PATIENT EVACUATION

Patient treatment includes the diagnostic, surgical, medical, and laboratory activities required to return the patient to health. In-theater patient treatment is organized in each Service according to the level of command supported and so as to provide for the phased treatment of the wounds. This phased treatment may take place, in progressively more elaborate and comprehensive facilities, in

the combat zone, or the communications zone (COMMZ), if the tactical situation and operational requirements permit, and in the continental United States (CONUS).

Figure 6-1 shows the basic structure of each of the Services' combat medical systems by the six phases of medical treatment:

- Aidman care,
- Emergency medical treatment,
- Initial resuscitative treatment,
- Resuscitative treatment and initial wound surgery,
- Definitive care, and
- Convalescent care.

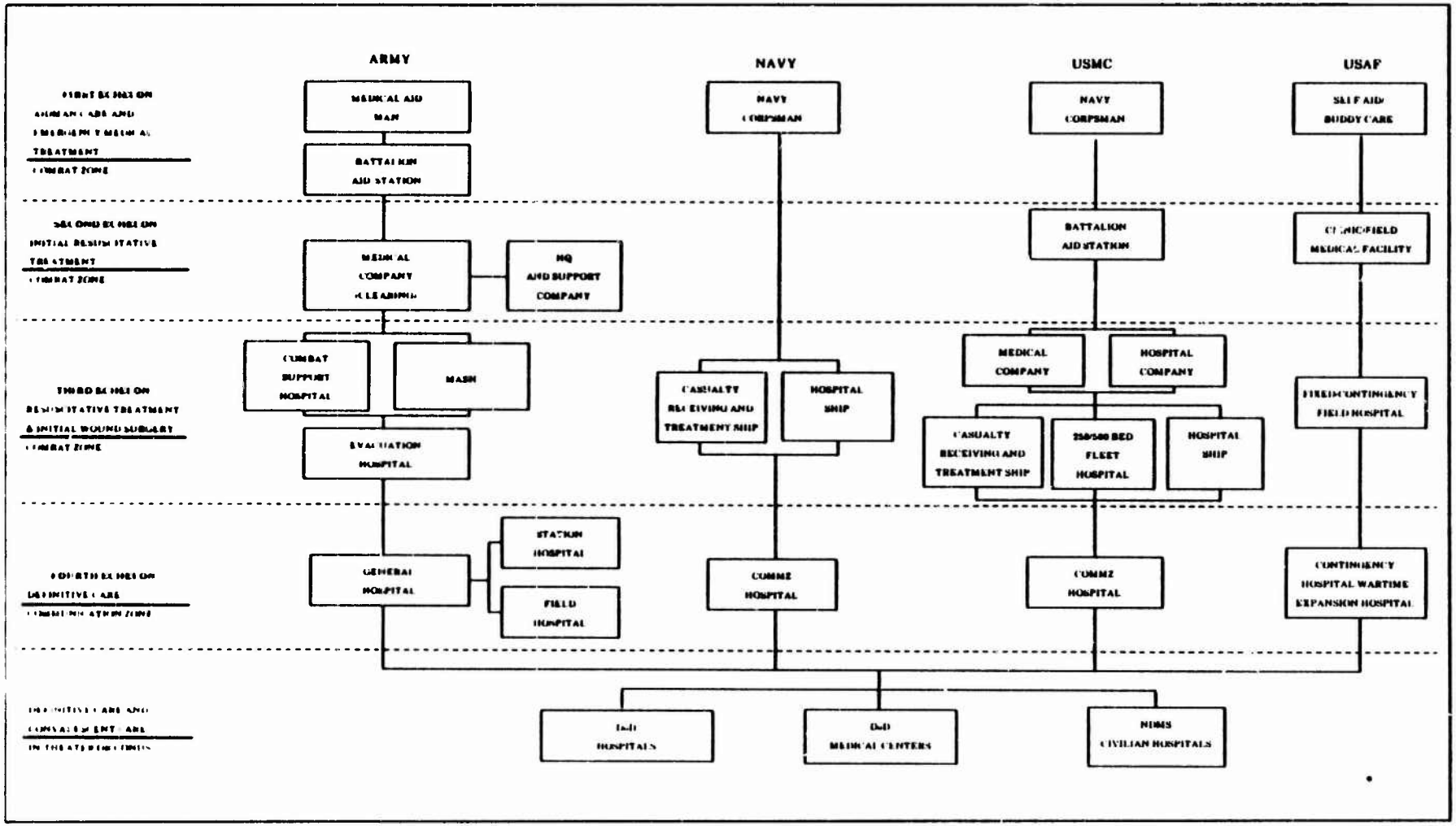
Each of these phases is briefly described below.

- Aidman care is the initial medical care that a sick, injured, or wounded person receives from medically trained personnel. This type of care is administered usually in an area to the immediate rear of the engaged unit's position. Emergency or lifesaving measures that must be administered prior to aidman care is provided by a nonmedical person trained to administer first aid. Aidman care includes: the initial examination, continuation of emergency or lifesaving measures, continual observation and care to ensure that the patients air passages remain open, control of bleeding, and the prevention of shock, infection, and further injury. The aidman uses medical supplies and arranges for evacuation for additional treatment as appropriate.

- Emergency medical treatment is the phase in which the application of medical skill and judgment require a greater degree of training. Treatment is provided in a relatively more secure area such as the rear area of the maneuver battalion. Sufficient time is available to undertake a more complete examination and start an adequate treatment plan. This treatment includes the use of intravenous fluids and antibiotics, the preservation of the patients air passage by surgical procedure if necessary, and the application of more secure splints and bandages. Those patients who cannot be returned to duty will be evacuated. This phase is characteristic of the capabilities of personnel assigned to an aid station.

- Initial resuscitative treatment is the phase when clinical judgment and skill of a team of physicians is applied. The physician's team is supported by a staff, relies on basic laboratory capability, has access to a wider range of medicinal drugs, equipment, supplies, intravenous fluids including whole blood supplies, and enjoys a holding ward capability in which the patient can be examined and observed in a deliberate manner. This type of care is characteristically that administered at a clearing station.

FIGURE 6-1 DOD COMBAT MEDICAL SYSTEM



- Resuscitative treatment phase applies to those patients whose condition requires intensive surgery and postoperative intensive care to stabilize them. The purpose of treatment during this phase is to perform emergency surgical procedures that constitute resuscitation and without which death, loss of limb, or serious bodily function loss would result. The procedures associated with this treatment phase must be conducted in a hospital and must be performed prior to the patients safe evacuation out of theater.

- Definitive treatment phase includes all of the postresuscitative medical care and surgery that a patient must receive either to be returned to duty or to be discharged for medical disability. Definitive treatment ranges from acute care specialized surgery provided by hospitals located in the COMMZ to extensive reconstructive surgery which is always accomplished in CONUS hospitals.

- Convalescent care consists of nursing type care while a patient recuperates from surgery or an ailment and regains sufficient stamina to return to duty or discharge. This phase occurs outside of the combat zone and COMMZ hospital structure and will occur in a theater or CONUS hospital depending on the nature of the patient's wound or ailment. [3]

As shown in Exhibit 6-1, the medical support structure in each Service supports the organizations and mission of that Service. According to DoD policy, since each Service is responsible for providing for its own medical support, it must also develop its own wartime medical support structure. These structures have been tailored over time to support each Service's unique wartime mission. Each Service's medical support system must, therefore, be characteristically consistent rather than uniform.

The Army health service support, as shown in Figure 6-1, is organized into levels which extend rearward throughout the theater to CONUS. These levels, named for the level of command supported, are designed to meet the characteristics of the operational environment and to serve a specific role in the progressive treatment, hospitalization, and evacuation of patients. Aid stations, clearing stations, and dispensaries are also located in the corps area and the COMMZ to provide the three initial care phases to units located in those areas. Station and field hospitals provide resuscitative treatment to units located in the COMMZ.

The Navy medical department, as shown in Figure 6-1, has a dual mission. It must provide medical support to worldwide fleet operations and also support to the Fleet Marine Force (FMF) and accompanying Navy amphibious support units. For fleet operations, surgical capability is generally

found only on aircraft carriers, cruisers, and battleships. Consequently, seriously wounded or injured personnel must be evacuated to receive resuscitative treatment.

When providing support for amphibious operations the Navy locates aid stations for Marine divisional and nondivisional battalions and Force Service Support Group units organic to a Marine Amphibious Force (MAF). During the initial phase of an amphibious assault, the only medical units ashore are the aid stations. Casualties are evacuated to ships designated as Casualty Receiving Treatment Ships on which the divisional medical battalion has established a temporary hospital.

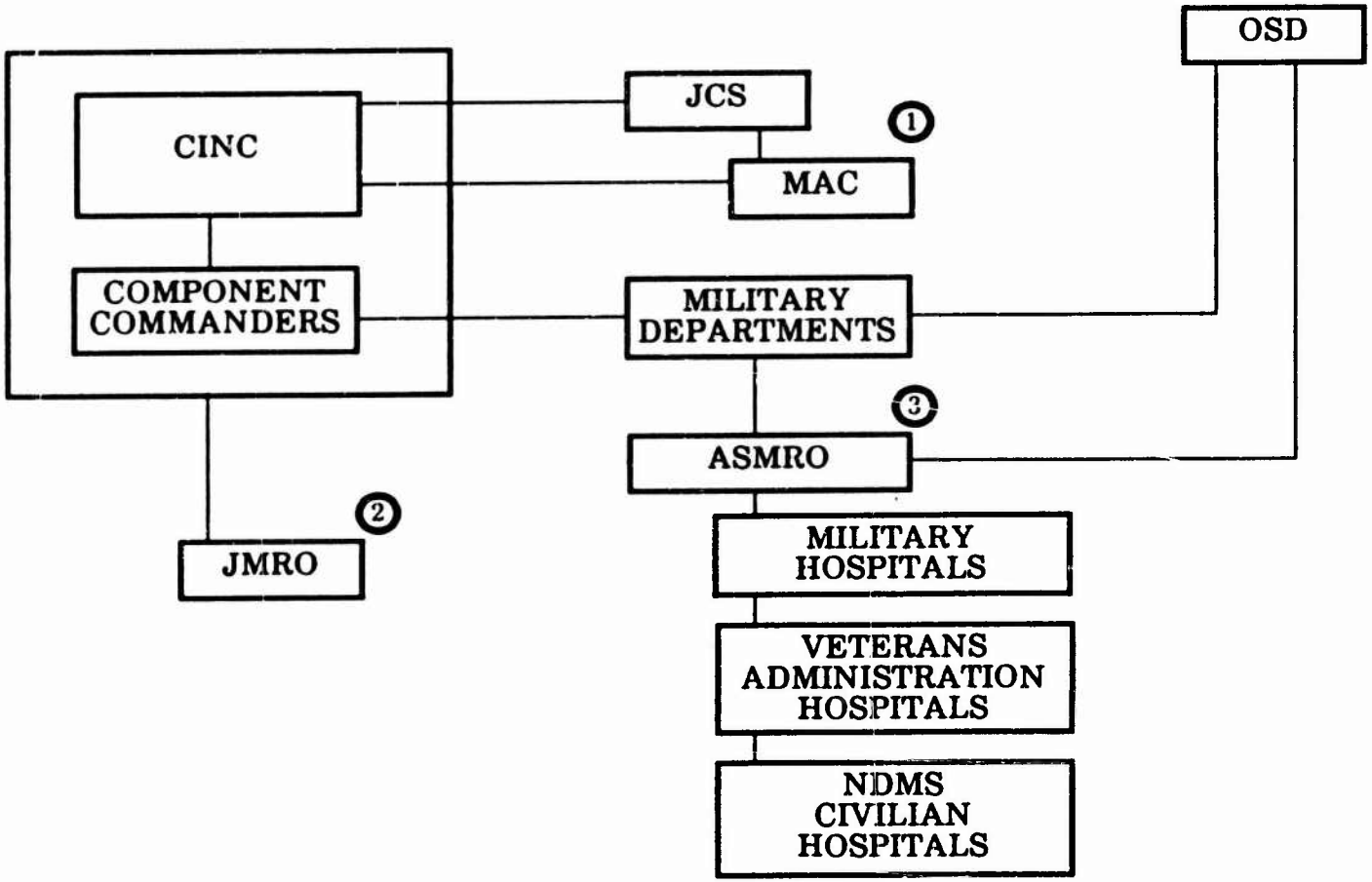
In an opposed amphibious assault, casualties could exceed the capability of medical units organic to the MAF. In that case, the Navy would deploy one or more fleet hospitals, which have complete resuscitative surgical capability and sufficient hospital beds to permit post surgery stabilization. These Fleet Hospitals are air-transportable and can be established in tents, vans, or similar transportable structures. Patients would ultimately be evacuated by the Navy to a fixed-site fleet hospital, which has definitive care capability and enough hospital beds to permit in-theater recuperation commensurate with the evacuation policy.

The Air Force uniquely utilizes fixed and field sites to provide medical support. Many phases of patient treatment are provided by the same medical unit. When two or more air bases are in proximity, only one will operate an Air Force hospital, and the base on which the Air Force hospital is located will not have a separate Air Force clinic. In a similar manner, some air bases in the COMMZ will only have a clinic.

6.2 PATIENT REGULATION

Figure 6-2 shows the organizations that participate in military patient evacuation and regulation. Within a combat zone each Service, through the component commanders and the Medical Regulating Offices (MRO), controls the evacuation and regulates the movement of its patients utilizing the best means available. From the combat zone to COMMZ, patient evacuation is accomplished primarily by the Air Force Military Airlift Command (MAC).

FIGURE 6-2. MILITARY CASUALTY EVACUTION AND PATIENT REGULATING ORGANIZATIONAL RELATIONSHIPS



Acronyms are listed in Appendix C.
Circled numbers indicate organizations discussed in the text.

6.2.1 Military Airlift Command

MAC is tasked to provide worldwide aeromedical evacuation (AE) in support of contingency operations. To accomplish this, MAC has established intratheater, intertheater, and domestic aeromedical evacuation subsystems to facilitate accomplishing this mission.

Intratheater AE involves the movement of patients within the Combat Zone, as required, and from the Combat Zone to the COMMZ. Movement will normally be by C-130 used in a retrograde, or backhaul mode (aircraft returning from a cargo or personnel delivery mission), or especially designed C-9 aircraft may be employed. Patients will be evacuated through a Mobile Aeromedical Staging Facility (MASF) which, if available, is normally located at a main operating base or a forward assault airfield. The MASF is a highly mobile unit that can relocate as the situation requires. If an MASF is not available, the originating medical facility will deliver the patient directly to the flight line and hold the patient until pickup.

Intertheater aeromedical evacuation is accomplished utilizing retrograde C-141 aircraft, although ambulatory patients can be evacuated on Civil Reserve Air Fleet (CRAF) aircraft. Starting in 1991, the CRAF aeromedical segment will provide all DoD intertheater aeromedical evacuation during a national emergency. CRAF B-767s will take patients directly to the civil airports serving destination hospitals east of the Rocky Mountains. For hospitals west of the Rocky Mountains, B-767s will link with CRAF MD-80s at CONUS distribution hubs. MD-80s will also perform all other CONUS redistribution requirements, thereby, freeing CONUS C-9s for augmentation of intratheater aeromedical evacuation needs.

Aeromedical staging facilities (ASF) are established in the COMMZ to facilitate aeromedical evacuation interface. Unlike an MASF, which is compact for mobility, the ASF ranges in size from 50 to 250 beds.

Patients arriving in the CONUS from overseas may be moved to C-141 onload locations or moved to destination medical treatment facilities using the domestic AE system. Currently, redistribution is accomplished by C-9. Surface transportation to a military or civilian hospital is used if within 100 miles of the debarkation point.

Patient movement is controlled and monitored by an aeromedical evacuation network consisting of control centers, staging facilities, liaison teams, and medical evacuation (MEDEVAC) crews. To the extent possible and to facilitate the coordination of patient movement, the control center is colocated with airlift control centers/elements. The airlift control centers identify airlift to support AE requirements. Overall command of the AE system is maintained by the 375 Aeromedical Airlift Wing at Scott Air Force Base, Illinois.

6.2.2 Joint Medical Regulating Office

Each Service regulates patient movement within the combat zone using medical regulating elements organic to its medical support units. From the combat zone to COMMZ the Joint Medical Regulating Office (JMRO), using subordinate Area Joint Medical Regulating Offices (AJMRO), regulates patient movement. The JMRO is organized to provide joint service patient regulation. Before the JMRO concept was developed, the Services regulated their patients individually, within the confines of the Service medical treatment system.

6.2.3 Armed Services Medical Regulating Office

Patients leaving the COMMZ are under the control of the Armed Services Medical Regulating Office (ASMRO), a joint agency of the Army, Navy, and Air Force that is responsible for designating bed assignments within CONUS and coordinating the distribution of patients to these beds. The Air Force, as the executive agent for the JCS, is responsible for the ASMRO. The ASMRO coordinates hospital bed availability, by speciality care capability, as reported by each medical treatment facility. [5]

The ASMRO also coordinates military patient assignments for the NDMS, which is designed to respond to three major requirements for medical treatment in a disaster. These requirements are:

- To provide medical assistance to a disaster area in the form of medical assistance teams and medical supplies and equipment;
- To evacuate patients that cannot be cared for in the affected area to designated locations elsewhere in the nation, and

- To provide hospitalization in a national network of hospitals that have agreed to accept patients in the event of a national emergency. [5]

The NDMS is intended for response to natural disasters (earthquakes, floods, etc.) as well as an influx of a large number of casualties from an armed conflict. At the core of NDMS are the original CMCHS civilian medical treatment facilities, the uniformed services, and VA facilities. When fully functional, NDMS treatment facility availability will be coordinated through ASMRO, for both natural disasters and military casualty transfers. Military casualties would be assigned in a priority sequence of uniformed services facilities first, VA hospitals if the former are full, and finally to civilian hospitals. In a natural disaster, the assignment sequence would be reversed.

6.2.4 Others

In addition to these three main organizations, several other organizations are peripherally involved in providing support for military evacuations, primarily through their involvement in the NDMS. Non-DoD agencies that have participated in planning and development for the NDMS include the Public Health Service (PHS), through the Office of the Emergency Coordinator, the VA, FEMA, state and local governments, specifically local emergency medical planners, and the private sector. In addition to these organizations, DoT could provide indirect support in its role as allocator of domestic transportation resources in an emergency.

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APPENDIX A

PRINCIPAL POINTS OF CONTACT

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PRINCIPAL POINTS OF CONTACT

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APPENDIX B

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APPENDIX C

GLOSSARY

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GLOSSARY

AAR	Association of American Railroads
AASHTO	American Association of State Highway and Transportation
ACTICE	Agency of the Coordination of Inland Surface Transport in Central Europe
AECC	Aeromedical Evacuation Control Centers
AECE	Aeromedical Evacuation Control Elements
AELT	Aeromedical Evacuation Liaison Teams
AJMRO	Area Joint Medical Regulating Offices
ALCC	Airlift Control Centers
ALCE	Airlift Control Elements
APOD	Aerial Ports of Debarkation
APOE	Aerial Ports of Embarkation
ASC^3	Allied Cooperative Support Sharing System
ASD	Assistant Secretary of Defense
ASD(A&L)	Assistant Secretary of Defense (Acquisition and Logistics)
ASD/HA	Assistant Secretary of Defense (Health Affairs)
ASD(ISA)	Assistant Secretary of Defense (International Security Affairs)
ASD(ISP)	Assistant Secretary of Defense (International Security Policy)
ASF	Aeromedical Staging Facility
ASMRO	Armed Services Medical Regulating Office
ATA	Air Transport Association of America
ATA	American Trucking Associations
ATP	Allied Tactical Publication
BOCCA	Bureau for Coordination of Civil Aviation
CAB	Civil Aeronautics Board
CAPC	Civil Aviation Planning Committee
CCPC	Civil Communication Planning Committee
CDC	Civil Defense Committee
CEP	Civil Emergency Planning
CINC	Commander-in-Chief
CMCHS	Civilian Military Contingency Hospital System
CNO	Chief of Naval Operations
COCO	Contractor-owned/Contractor-operated
COMMZ	Combat Zone or the Communication Zone
CONPLAN	Concept Plan
CONUS	Continental United States
CORE	Contingency Response Program
CRAF	Civil Reserve Air Fleet
CSA	Central Supplies Agency
DA	Department of the Army
DCSPER	Deputy Chief of Staff for Personnel
DFAMS	Defense Fuel Automated Management System
DFR	Defense Fuel Regions

DFRIF	Defense Freight Railway Interchange Fleet
DFSC	Defense Fuel Supply Center
DFSP	Defense Fuel Supply Point
DG	Defense Guidance
DGSC	Defense General Supply Center
DHHS	Department of Health and Human Services
DLA	Defense Logistics Agency
DoA	Department of Agriculture
DoC	Department of Commerce
DoD	Department of Defense
DoE	Department of Energy
DoJ	Department of Justice
DoL	Department of Labor
DoS	Department of State
DoT	Department of Transportation
DPA	Defense Production Act
DPAE	Director of Program Analysis and Evaluation
DSA	Defense Shipping Authority
DTPC	DoD Transportation Policy Council
EALG	East Asia Liaison Group
EAM	Emergency Action Manual
ELG	European Liaison Group
EUCOM	European Command
EUSC	Effective U.S. Control
FAA	Federal Aviation Administration
FAPC	Food and Agriculture Planning Committee
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
FMF	Fleet Marine Force
FRA	Federal Railroad Administration
GOCO	Government-owned/contractor-operated
GOGO	Government-owned/Government-operated
GSA	General Services Administration
ICC	Interstate Commerce Commission
IMM	Integrated Materiel Manager
INS	Immigration and Naturalization Services
IPC	Industrial Planning Committee
ITO	Installation Transportation Officer
JCS	Joint Chiefs of Staff
JMRO	Joint Medical Regulating Office
JOPS	Joint Operation Planning System
JPO	Joint Petroleum Offices
JSCP	Joint Strategic Capabilities Plan
JTB	Joint Transportation Board
LAD	Latest Arrival Date
LOTS	Logistics Over The Shore

MAC	Military Airlift Command
MAF	Marine Amphibious Force
MARAD	Maritime Administration
MASF	Mobile Aeromedical Staging Facility
MEAFSALG	Middle East, Southern Asia and Africa South of the Sahara Liaison Group
MASH	Mobile Army Surgical Hospital
MILSPETS	Military Standard Petroleum System
MOA	Memoranda of Agreement
MOU	Memoranda of Understanding
MRO	Medical Regulating Offices
MSC	Military Sealift Command
MTMC	Military Traffic Management Command
NATO	North Atlantic Treaty Organization
NBMB	National Bus Military Bureau
NCA	National Command Authorities
NCAA	NATO Civil Aviation Agency
NCAB	NATO Civil Aviation Board
NCS	Naval Control of Shipping
NCSO	Naval Control of Shipping Officers
NCSORG	Naval Control of Shipping Organization
NCWA	NATO Civil Wartime Agencies
NDMS	National Disaster Medical System
NDRF	National Defense Reserve Fleet
NEO	Noncombatant Evacuation Operations
NFAF	Naval Fleet Auxiliary Force
NOB	National Oil Board
NRA	NATO Refugee Agency
NSA	National Shipping Authority
NTTC	National Tank Truck Carriers
NVOAD	National Voluntary Organizations Active in Disaster
NWOO	NATO Wartime Oil Organization
OASD(A&L)	Office of the Assistant Secretary of Defense (Acquistion and Logistics)
OCA	Operational Control Authority
OET	Office of Emergency Transportation
OFA	Office of Family Assistance
OJCS	Organization of the Joint Chiefs of Staff
OMPMO	Overseas Military Program Management Organization
OPLAN	Operation Plan
OSD	Office of the Secretary of Defense
PACOM	Pacific Command
PBIEST	Planning Board for European Inland Surface Transportation
PBOS	Planning Board for Ocean Shipping
PHS	Public Health Service
POD	Port of Debarkation
POE	Port of Embarkation
POL	Petroleum, Oils, and Lubricant
POW	Prisoner of War
PPBS	Planning, Programming, and Budgeting System
PPC	Petroleum Planning Committee

SALG	South American Liaison Group
SARDA	State and Regional Defense Airlift
SATO	Scheduled Airline Traffic Offices
SCEPC	Senior Civil Emergency Planning Committee
SCP	Service Control Points
SCRA	Specialized Carriers and Rigging Association, Inc.
SPOD	Sea Port of Debarkation
SPOE	Sea Port of Embarkation
SRP	Sealift Readiness Program
SSA	Social Security Administration
TFE	Transportation Feasibility Estimator
TOA	Transportation Operating Agencies
TPFDD	Time-Phased Force and Deployment Data
TTU	Transportation Terminal Units
UIC	Unit Identification Code
USCG	United States Coast Guard
USD(P)	Under Secretary of Defense (Policy)
USD(R&E)	Under Secretary of Defense (Research and Engineering)
VA	Veteran's Administration
WHNS	Wartime Host Nation Support
WLG	Washington Liaison Group

APPENDIX D

OVERVIEW OF FORCE REQUIREMENTS IDENTIFICATION PROCESS

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OVERVIEW OF FORCE REQUIREMENTS IDENTIFICATION PROCESS

Any discussion of support to the Department of Defense (DoD) for force deployments must address the definition of the force requirements, which generate the need for such support. This appendix provides a brief summary of the operation plan (OPLAN) development process, as a function of the Joint Operation Planning System (JOPS).

As shown in Figure D-1, the Organization of the Joint Chiefs of Staff (OJCS) initiates OPLAN development when it publishes the Joint Strategic Capabilities Plan (JSCP). The JSCP is a planning directive for both the Commanders in Chief (CINC) of the unified and specified commands and the Chiefs of Military Services. Directions in the JSCP require the Chiefs to develop OPLANs to meet specific contingencies based on military capabilities and conditions during a short-range future period. The JSCP is published in two volumes: Volume I includes the tasks for the commanders as well as general planning guidance; Volume II contains lists of major combat forces available to the CINC for the conduct of their planning. Additionally, Annex J of the JSCP provides information on common-user lift resources that are available to move the force.

Based on JSCP guidance, the CINCs begin to develop an OPLAN by forming an estimate of the situation. From that estimate, the CINC's concept of the operation is developed, and it specifies the CINC's intention concerning deployment, employment, and support of allocated forces. It also identifies major objectives and target dates for their attainment.

As soon as the JCS approves the CINC's concept of operations, the planners in the component commands and Services begin force planning to identify and time-phase the arrival in-theater of all forces needed to support the CINC's concept of the operation. The final force list includes not only the combat units but also all other in-theater support units required to conduct an operation.

The component command planner selects, by type unit, the combat forces from those allocated to the CINC in the JSCP. A type unit is a notional unit that approximates the physical and

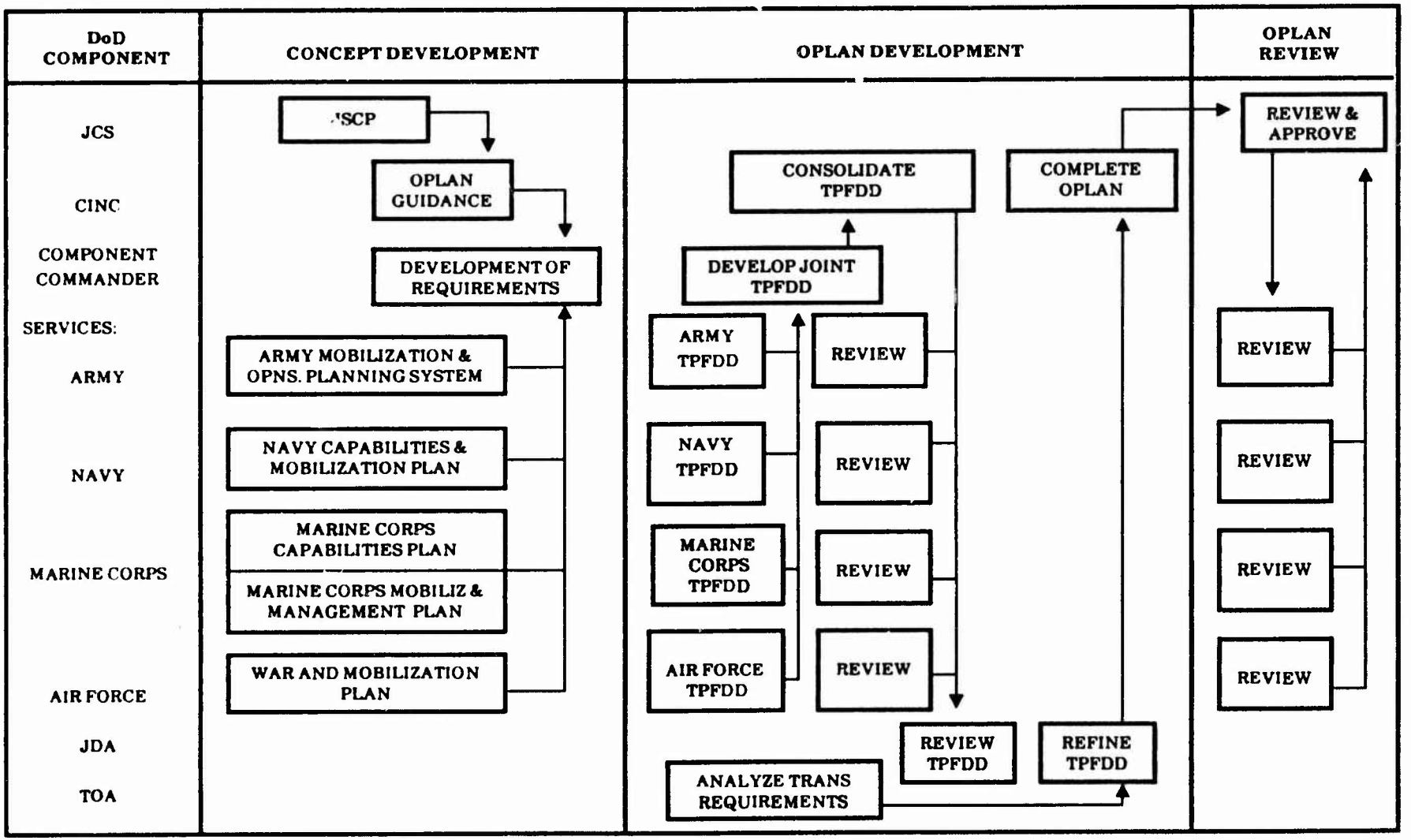
movement characteristics of all of the units it represents. Based on the number and type of combat units selected, the Service planners determine the number and type of other combat units and support units necessary to sustain those combat units. All of the units chosen are consolidated in a major force list by the CINC. This consolidated major force list is expanded by adding the details of the units in the list down to team level. The need to ensure the efficient use of limited transportation resources requires that the movement of the units be time-phased. Unit information for a typical deployment includes the mode of transportation, the port of embarkation (POE), the port of debarkation (POD), and the latest arrival date (LAD) on which the unit can be delivered at the POD. All of the unit deployment information is placed into a Time-Phased Force and Deployment Data (TPFDD) computer file that contains 86 separate pieces of information on each unit.

Support planning is begun by the component and Service planners after the number and types of units to be employed have been identified. This planning is completed when all significant supply, equipment, and personnel replacement requirements have been determined and their movement characteristics have been entered into the TPFFD.

Before the CINC begins to plan for transportation of the force, the Service planners designate as many actual units as they can to replace the notional type units in the force list. This process is known as sourcing. Existing units are sourced into the force list using a unit identification code (UIC) that uniquely identifies each active, National Guard, and Reserve unit of the Armed Forces. The characteristics and precise locations of each of these units can be established. This information is essential in determining transportation requirements from the marshalling points through the POE and POD to their destination.

At this point in the force deployment planning process, a large amount of the deployment transportation requirement has been determined. The specific units have been identified; the number of personnel, type of equipment in those units, and their locations are known; and the units' POE, POD, LAD, and mode of travel between POE and POD have been established. From that information, it is now possible to plan the overall movement of specific units in the force and to determine those CONUS organizations that are needed to deploy the force.

FIGURE D-1. OPLAN DEVELOPMENT PROCESS ORGANIZATIONAL RELATIONSHIPS



The JOPS planning emphasizes the strategic deployment that occurs between the POE and POD. The outcome of this critical phase of the overall deployment affects the movement of forces to the POEs and away from PODs. Strategic deployment relies on common-user strategic transportation, which is limited and controlled by the JCS through the allocation and priority decisions of the Joint Transportation Board (JTB).

APPENDIX E

SUMMARY OF INTERSTATE COMMERCE COMMISSION GENERAL ORDERS

APPENDIX E

SUMMARY OF INTERSTATE COMMERCE COMMISSION TRANSPORTATION MOBILIZATION ORDERS

TM-1-Preference and Priority for the Transportation by Carrier for Hire of United States Military Personnel, Accredited Civil Defense Workers, and United States Mail. Requires that each passenger carrier of hire operating intercity shall give preference and priority over all other traffic to Department of Defense uniformed or civilian personnel, civil defense personnel, and the United States mail.

TM-2-Rail Freight Embargo-Appointment of a Permit Agent. Requires specific action and the observation of permitting procedures by rail carriers after proclamation of a civil defense emergency.

TM-3-Motor Freight Embargo. Requires specific action by motor carriers after proclamation of a civil defense emergency.

TM-4-Inland Waterways Freight Embargo. Requires specific action by inland water carriers after proclamation of a civil defense emergency.

TM-5-Disposal by Carriers of Undeliverable Shipments. Provides direction to rail, motor, and inland water carriers when, by reason of enemy action, they would be unable to deliver commercial or military freight in their possession.

TM-6-Control of Railroad Tank Cars. Provides a central point for control of liquid tank cars and facilities.

TM-7-Rerouting of Rail Traffic. Provides direction to carriers to reroute or divert traffic over any available route when the rail system had been subjected to enemy action.

TM-8-Direction to Certain Over-the-Road Motor Carriers of Property Regarding Routes, Diversions, and Service to Certain Destinations. Provides direction to motor carriers of property relative to diversion and rerouting as a result of enemy action and increases operational area of carriers to or from any attacked area.

TM-9-Direction to Certain Intercity Common Carriers of Persons by Bus to Serve Certain Points. Provides direction to passenger motor carriers relative to diversions and rerouting as a result of enemy action and increases operational area of motor carriers of persons at attacked points.

TM-10-Control of Motor Transport Vehicles. Provides central point for control of motor transport vehicles for operation in areas subjected to enemy action.

TM-11-Control of Freight Shipments to or within Port or Storage Areas. Requires carriers to observe specific conditions, places responsibility on the Commission to develop permitting procedures, and indicates certain exceptions. (The purpose of this order is to avoid congestion in port areas and to assure effective coordination of domestic surface transportation with ocean shipping in periods of national emergency.)

TM-12-Inventory and Disposition of Food and Medical Supplies Requisitioned by Government in Possession of Railroads and Motor Carriers. Provides for disposition of food and medical supplies in possession of carriers through the Department of Agriculture and the Department Health, Education, and Welfare.

TM-13-Control of Liquid Transport Vessels. Provides a central point for the control of liquid transport vessels.

APPENDIX F

DEFINITIONS OF IN-COUNTRY SUPPORT FUNCTIONS

APPENDIX F

DEFINITIONS OF IN-COUNTRY SUPPORT FUNCTIONS

TRANSPORTATION AND MATERIAL HANDLING

This function includes the personnel, equipment, material, and facilities required for the movement of personnel and the movement, handling, transportation, and temporary storage of cargo, munitions, and bulk POL. This function most closely equates to the commonly accepted definition of lines of communication and is the sum of the following subfunctions:

1. POD/APOD Reception/Departure – This subfunction includes the reception and departure of ships and aircraft to/from sea and aerial ports of debarkation and the performance of tasks necessary to unload and load inbound or retrograde cargo, personnel, munitions, and bulk POL. It includes material handling (including container handling) and temporary storage required prior to the further movement of the materiel in the theater. It also includes tasks and services which support port operations at the SPOD/APOD such as servicing of aircraft, and refueling and replenishing of ships and specifically includes tasks in support of logistics over the shore (LOTS). Included are the equipments and materiel such as boats, barges, lighters, cranes, forklifts, and other materiel and container handling equipment, buses, trucks, ground support equipment, and like equipment and materiel. It includes facilities and other real property such as terminals, material and container handling facilities; staging areas, storage tanks, piers, transient barracks and camps, mess halls, and other facilities which support SPOD/APOD reception and departure.

2. SPOD/APOD Clearance – This subfunction includes the clearance of sea and aerial ports of debarkation and is the performance of tasks necessary to transport cargo, personnel, munitions, and bulk POL from the ports to terminals for subsequent distribution to U.S. forces. It includes civilian and military equipment and materiel such as buses, trucks, tractors, trailers, rail cars, aircraft (military or commercial), ships, barges, boats, and other transportation equipment and materiel.

3. In-Theater Origin Movement – This subfunction includes the in-theater movement of personnel and materiel from in-theater locations (e.g., storage sites for prepositioned materiel, etc.) to in-theater terminals and the performance of tasks necessary to transport cargo, personnel, munitions, and POL from in-theater storage locations to in-theater terminals for subsequent distribution to U.S. forces. It excludes material handling tasks required to load transportation equipment; these are to be accounted for in the Depot Storage and Distribution subfunction. It includes civilian and military equipment and materiel as included in SPOD/APOD clearance above.

4. Terminal Transfer – This subfunction includes the operation of terminals to distribute materiel to U.S. forces and the performance of tasks and services such as materiel receipt, storage, and control, material handling, and transportation; it includes equipment and materiel such as material handling equipment, and all forms of transportation equipment. It includes facilities and other real property such as terminals, material handling facilities, staging areas, storage tanks, and other terminal and distribution facilities.

5. Movements Control – This subfunction includes the planning, liaison, coordination, and control of all in-theater transportation and movement of cargo and personnel.

SUPPLY

This function includes the personnel, equipment, materiel, and facilities required for the operation of supply depots and storage facilities. It includes supply support which is not associated with any other specific support function in these definitions. This function is the sum of the following subfunctions:

1. Depot Storage and Distribution – This subfunction includes the operation of supply depots and other facilities (whether for one-time outload or continuous operation) and the performance of tasks such as materiel receipt, storage, control, issue, and preparation for shipment of cargo, POL, equipment, and ammunition. It includes material handling functions for materiel receipt, rewarehousing, and shipment but excludes transportation which is to be included in the In-Theater Origin Movement subfunction. It includes personnel equipment, office machines, ADP equipment, support vehicles, and other depot operations equipment and materiel. It includes facilities and other

real property such as depot administrative office areas and facilities for open and covered storage, POL storage and distribution, refrigerated storage, ammunition storage, and other storage and depot support facilities.

2. Supply Support – This subfunction includes equipment and materiel which cannot be associated with any of the functions identified by these definitions and which is supplied for the direct consumption or use by U S. forces. Equipment and materiel which fall within this subfunction shall be further identified according to the standard 10 classes of supply as defined in JCS Pub. 1.

I – Subsistence

II – Individual and Organizational Equipment

III – POL

IV – Construction Material

V – Ammunition

VI – Personnel Items

VII – Major End Items

VIII – Medical Material

IX – Repair Parts

X – Support of Nonmilitary Programs

EQUIPMENT MAINTENANCE

This function includes the personnel, equipment, material, and facilities required for the maintenance of weapon systems and other equipment and the recovery and salvage of weapon systems and other equipment This function provides for all levels of maintenance, repair, overhaul, rebuild, and modification (including inspection, test, reclamation, manufacture of parts, and technical assistance) of end items, systems, components, support equipment, and other equipment. It includes subfunctions for aircraft, ships, missiles, combat (and tactical) vehicles, weapons and ordnance (including munitions), electronic and telecommunications equipment, and other equipment (e.g , construction equipment, material handling equipment, general purpose equipment, etc.) It also includes salvage operations for all types of weapon systems Each maintenance subfunction includes

personnel, equipment and materiel in support of maintenance such as cranes, lifts, handling equipment, test equipment, machine tools and other support equipment, and other maintenance material. Included also are facilities and other real property such as piers, drydocks, open maintenance areas, maintenance hangars and other covered maintenance facilities, and other maintenance support facilities. (Equipment, materiel, and facilities for salvage operations are defined separately.) This function is the sum of the following maintenance subfunctions:

1. Aircraft
2. Ships
3. Missiles
4. Combat Vehicles
5. Weapons and Ordnance
6. Electronics and Telecommunications Equipment
7. Other Equipment
8. Salvage - This subfunction encompasses salvage operations for weapon systems and other equipment including vehicle collection, classification and salvage, aircraft salvage, and ship towing and salvage. It includes personnel, equipment, and materiel to support salvage operations such as towing and recovery vehicles, tugs and salvage ships trucks, cranes, lifts, handling equipment, tools, and other support equipment and materiel. It includes facilities and other real property such as piers, drydocks, open maintenance areas, maintenance hangars and other covered maintenance facilities, salvage yards, and other salvage support facilities.

ENGINEERING SUPPORT

This function includes the personnel, equipment, materiel, and facilities required for engineering support such as airfield damage repair, facility construction and renovation, and other field engineering support. This function is the sum of the following subfunctions

1 Airfield Damage Repair - This subfunction includes the repair and resurfacing of airfield runways, taxiways, and parking aprons and the personnel, equipment, and materiel required to repair airfield surfaces such as trucks, concrete mixers, compressors, pneumatic hammers, stone

saws, vibrators, lumber, plywood, cement, gravel, crushed stone, sand, reinforcing rods, airfield matting, etc.

2. Construction/Renovation – This subfunction includes the construction and major renovation of buildings and other facilities including seaport construction, renovation, and dredging but excluding airfield damage repair. It includes personnel, equipment, and materiel in support of construction, renovation, and port dredging.

3. Other Engineering Support – This subfunction includes other engineering support in the field such as bridging of rivers, road and bridge repair, topographic and cartographic support, and other field engineering support. It includes personnel, equipment, and materiel, road resurfacing equipment and material, and other engineering support equipment and material.

FACILITIES AND BASE OPERATING SUPPORT

This function includes facilities, personnel, equipment, and materiel required for base operating support, and real property maintenance. It excludes installation security which is contained in the Airfield/Port/Installation/Security subfunction. This function is the sum of the following subfunctions:

1. Facility Usage – This subfunction includes facilities and other real property (not otherwise specifically identified in these definitions), such as airfields, ports, installations, hardened sites, land, aircraft hangars/shelters, troop billeting and other facilities. It specifically includes the use of airfields and ports as havens or alternate landing fields and harbors for U.S. aircraft and ships.

2. Base Operations – This subfunction includes base/installation administration (e.g., ADP services, information and legal activities, civilian and military personnel administration, printing and reproduction, safety, and other administrative support), installation level supply services and equipment maintenance, other base services and support (e.g., local transportation, training, laundry and dry cleaning, and administrative air base operation), bachelor housing operations and furnishings, and other personnel support (e.g., food service, social and community services, chaplain services, and recreation activities). It includes equipment, materiel, and facilities in support of base operations.

3. Real Property Maintenance – This subfunction includes the maintenance and repair of bases and installations, utilities operation, minor construction and other engineering support for bases and installation. It includes personnel, equipment, and materiel necessary to perform these tasks.

SECURITY AND CONTROL

This function includes the personnel, equipment, materiel, and facilities required for the physical security of airfields/ports/installations, supply routes, and rear areas. It also includes control of traffic and population movement, handling and security of prisoners of war (POW), and fire and area damage control. This function is the sum of the following subfunctions:

1. Airfield/Port/Installation Security – This subfunction includes the physical security of airfields, ports, and installations by the performance of tasks such as ingress/egress control, perimeter security, patrolling and surveillance. It includes personnel, equipment, and materiel necessary for airfield/port/installation security such as weapons, vehicles, surveillance equipment, communication equipment, and other equipment and material. Also included are facilities for command and control and security operations.

2. Rear Area Security and Control – This subfunction includes the security of supply routes and rear areas and the control of traffic and population movement. It includes personnel, equipment, and materiel necessary for regional security and control such as weapons, vehicles, surveillance equipment, communication equipment, and other equipment and material It includes facilities for command and control and security operations.

3. POW Security – This subfunction provides for the handling and security of prisoners of war. It includes personnel, equipment, and materiel necessary for POW security such as weapons, vehicles, surveillance equipment, communication equipment, and other equipment and material. It includes facilities and other real property such as command control facilities, operations center, confinement areas, and billeting and messing facilities.

4. Rear Area Fire and Damage Control – This subfunction includes rear area fire fighting and damage control. It includes personnel, equipment, and materiel necessary for fire and damage

control such as fire fighting equipment, rescue/crash vehicles, other support vehicles, damage control equipment, and other equipment and material. It includes facilities such as fire fighting and damage control operations facilities.

COMMUNICATIONS

This function includes the personnel, equipment, materiel, and facilities required for the operations and support of communication networks, channels, frequencies, or circuits such as Class A and Class C circuits, data circuits, telex, and teletype. It includes the use of communications equipment and the use of communications circuits or frequencies (including civil communications networks). It includes facilities and other real property such as communications centers, circuits, landlines, transmitting and receiving facilities, administrative areas, and other communications related facilities.

MEDICAL

This function includes the personnel, equipment, materiel, and facilities required for medical support such as hospital beds, medical and dental treatment, casualty processing and evacuation, and medical supply storage. This function is the sum of the following subfunctions:

1. Medical/Dental Treatment - This subfunction includes patient care and medical support services. It includes the personnel, equipment, materiel, and facilities required to support medical and dental treatment, such as medical and dental dispensaries, and general hospitals.

2. Medical Evacuation - This subfunction includes the processing and movement of wounded, injured, or ill personnel to or between medical treatment facilities by air or surface transportation. It includes personnel, equipment, materiel, and facilities necessary to support medical evacuation.

3. Medical Storage - This subfunction includes the facilities for storing medical equipment and supplies.

HARBOR OPERATIONS

This function includes the personnel, equipment, materiel, and facilities required for harbor operation in support of U.S. Navy operating forces. It specifically includes tasks to operate boat and

barge pools and to provide lighterage, port services, visual communications, electronic communication (for harbor control and port services), and small boat repair services. It includes equipment and materiel such as boats, barges, lighters, communications equipment, boat repair equipment, and administrative equipment. It includes facilities and other real property such as cranes, boat docks, ship mooring berths, and office space.

SERVICES

This function includes the personnel, equipment, materiel, and facilities required for the performance of a variety of services. It specifically includes explosive ordnance disposal, decontamination (equipment and personnel), laundry service, bath service, food preparation and service, photographic support, civil affairs function, administrative services, miscellaneous labor, and other personal services. It includes the equipment, materiel, facilities, and real property necessary to provide the specified support services.

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Deployments of large military forces by DoD require support from a variety of organizations both within the United States and in the oversees theaters of operation. DoD obtains deployment support from domestic organizations at the Federal, State and local level, as well as numerous organizations in other national governments providing international deployn ent support.

Situation requiring the deplcyment of military forces may also necessitate the repatriation of civilian noncombatants and their associated repatriation in the United States is managed by the Departments of State and Health and Human Services; however, DoD may be called upon to provide coordination and transportation support. Military patient regulation, and the associated evacuation, if necessary, is managed largely by DoD, with assistance within the United States from groups in the Federal and State governments.

This guide summarizes the roles and responsibilities of organization in DoD and other Federal departments and agencies that participate in supporting these activities, and documents the authorities and regulations which define these responsibilities

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