



# CURTIS E. LEMAY CENTER

FOR DOCTRINE DEVELOPMENT AND EDUCATION



## ANNEX 3-27 HOMELAND OPERATIONS

### **EMERGENCY PREPARATIONS**

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A great deal of [Department of Defense](#) (DOD) planning efforts for homeland operations focus on [defense support of civil authorities](#) (DSCA), and more specifically, [emergency preparedness](#) (EP). Any Air Force capability, including intelligence capabilities, may be used in the DSCA context provided there is adherence to applicable federal law and there is no interference with military readiness or operations. Air Force leaders charged with an EP mission should anticipate what capabilities they could provide during an emergency, and how best to prepare.

#### **LOCAL PREPARATIONS**

At the local level, first responders will include fire, police, and medical personnel. They will initiate the incident command system in accordance with their local procedures. If the situation escalates and requires state or federal support on scene, the respective local, state, and federal chains of command remain separate. Local efforts remain under the control of their local leadership. State efforts are under the control of the governor and federal efforts ultimately fall under the control of the President but they will all work together within the unified management system to create a joint action plan as directed by the [National Incident Management System](#) and the [national response framework](#) (NRF).

Normal day-to-day preparation activities include the creation of memoranda of understanding/agreement between military installation commanders and local municipal leaders for capability support. Military and civilian units should test the functionality of these agreements through local response exercises. Personnel should also meet regularly to discuss relevant issues, such as training, manning, and funding. This also serves as a way to maintain relationships between the base and local community. Such partnerships can significantly reduce friction and increase effectiveness during an actual disaster response.

At the installation level, upgraded EP planning and training are coupled with other efforts, including [counterterrorism](#), [antiterrorism](#), critical infrastructure protection, mission assurance, and information assurance for Air Force infrastructure and personnel to ensure solid passive defense measures and allow a coordinated approach to installation and community protection. Combining these protection measures with the Air Force incident management system and continuity of operations planning gives local

base offices the tools to maintain or seize the initiative after attack. For the longer term, networks of DOD installations should be integrated into the local community's preparation and response scheme with rapid detection, response, and incident management capabilities.

Local base commanders may have their installation identified as a support location. Air Force commanders may be called upon to support in the following manners:

- ★ **Incident Support Base.** An extension of the national distribution system which includes distribution centers as well as sites positioned to enable a resource management and provisioning capability. This is vital to ensure that resources are in or near the area of disaster impact for immediate distribution upon direction of the appropriate state and federal officials. These resources remain national assets until directed forward to points of distribution where the state takes control. When a DOD installation is selected as an incident support base, its purpose is to support the lead federal agent (LFA) and the supporting personnel and equipment.
- ★ **Federal Team Staging Facility.** An installation or facility designated by the LFA and used by a supporting agency to mass responding forces for employment when the full responsibilities of an incident support base are not required.
- ★ **Base Support Installation (BSI).** Normally a DOD installation with an airfield and suitable support facilities, the BSI is the domestic equivalent to a theater base in other areas of responsibility. It may be the aerial port of debarkation and may become the joint reception, staging, onward movement, and integration (JRSOI) facility for the joint forces. The US Northern Command or US Pacific Command commander designates the BSI after receiving concurrence of the owning military department Secretary. Not all states have a DOD facility capable of handling military or heavy commercial aircraft. Units should be prepared to conduct JRSOI from a civilian aerial port of debarkation and conduct further movement to a BSI or incident area.
- ★ **Joint Reception, Staging, Onward Movement, and Integration.** The essential process that assembles deploying forces, consisting of personnel, equipment, and materiel arriving in theater, into forces capable of meeting the CDR's operational requirement. During JRSOI, responsibilities are delineated, communications frequencies are deconflicted, and incoming personnel are fed and housed prior to departure to forward areas. The reception process varies by mission but always has accountability for personnel and equipment as key concerns. Various briefings such as a local area orientation, safety, communications, and logistics support may be provided. Personnel should also be briefed on chain of command, [rules of engagement](#), [rules for the use of force](#), and any legal restrictions to operations.

## STATE PREPARATIONS

Each state has an agency comparable to the [Federal Emergency Management Agency \(FEMA\)](#) designed to direct a response. During an incident, the command and control function is run by the state's emergency operations center, led by the Governor. A parallel structure for a state government is the National Guard's joint operations center (JOC), within the state's joint force headquarters. It is led by the Adjutant General, who reports to the Governor. This provides a close connection between the state's political and National Guard leadership. Other state agencies, including law enforcement and natural resource management could also become involved. Other members of the emergency operations center/JOC include the NRF emergency support and joint staff functions.

At the JOC, the Air National Guard (ANG) determines its current capabilities based on its inventory of personnel and equipment, and categorizes that capability by FEMA NRF emergency support function. Based on the National Guard Empowerment Act of 2008 and the ANG domestic operations equipment requirements process, the ANG identifies "non-standard" equipment requirements for domestic responses. Also, each JOC should have a thorough understanding of local agencies, their capabilities and limitations, and any local factors (terrain, weather, legal issues, etc.) that may impact their ability to respond. Therefore, the JOC should serve as the focal point for local preparation and any later federal involvement. Installation commanders should interact with their respective JOC to ensure proper local planning and any response actions are coordinated.

## REGIONAL PREPARATIONS

Requests for state support should be made to the state coordination officer (SCO) typically at the state emergency operations center. The SCO coordinates with state agencies to determine which agency is best to respond to a request. An emergency management assistance compact (EMAC) can exist between States. EMAC covers a wide range of disciplines to include law enforcement, legal, fire, emergency medical service, and ANG capabilities. For example, a limited number of states have C-130 aircraft equipped for airborne firefighting operations, but several states call on this capability periodically. Other examples include [expeditionary medical support \(EMEDS\)](#) which has a basic capability in every state, but the larger EMEDS bedded hospitals reside for ANG use on the east coast (Pennsylvania), central plains (Kansas) and west coast (Washington) to support the entire national system.

FEMA's guidance is to create a response system that stabilizes an event within 72 hours. Preplanning with FEMA, the ANG has identified 38 percent of its force inventory directly matching the specific FEMA core capabilities.

## FEDERAL PREPARATIONS

The NRF and annexes outline which agency will take the lead for various events, and how the leadership transition from one agency to the other takes place. FEMA also has standing plans which identify expected support from the DOD. These support requirements are pre-identified and prioritized, which aid planning, training, and actual response efforts.

The air component staff should work with FEMA, the defense coordinating officer and defense coordinating element, emergency preparedness liaison officers (EPLOs), and related state JOCs to ensure proper integration of Air Force capabilities into response plans. Air component staff members should work through the state EPLO to assist states in developing disaster plans, identifying shortfalls, and gaining clearer understanding of capabilities across all levels of government.

One critical task is planning to assist in the continuity of government at the federal level. The Air Force currently has plans for continuity of operations (COOP) and has a significant input into the threat assessment process.

[DOD-level policies](#) mandate that COOP plans are developed and maintained to ensure essential functions continue unabated during national emergencies. These plans integrate with, and are required to support, overarching and enduring constitutional government, continuity of the presidency, resilient command and control channels of communication, and continuity of government programs. Current guidelines require an “all hazards” approach to continuity planning covering any contingency, from natural or man-made disasters to a general nuclear war. COOP plans support [centers of gravity](#) and enduring Constitutional government programs.

Historical events indicate the disruption of Air Force operations is a distinct possibility. Survival of the Air Force is critical to the defense of the nation. As such it is crucial that each echelon of the Air Force understand its role in supporting Air Force mission essential functions. All Airmen should be prepared and know what actions to take when COOP is implemented.

AFI 10-208, [Air Force Continuity of Operations \(COOP\) Program](#), provides guidance for developing programs to ensure continuity of essential operations of the Air Force during an impending or actual national emergency. Headquarters Air Force, major commands, direct reporting units, and field operating agencies are required by DOD and Air Force guidance to possess a comprehensive and effective COOP program. All Air Force organizations are required to develop plans to ensure continuity of their essential functions, including alert and notification of personnel, movement of key personnel, and operational capability. COOP planning is best maintained by developing an integrated plan and solution among all efforts to ensure continuity of missions. These efforts include force protection, information assurance, counterterrorism, antiterrorism, mission assurance, critical infrastructure protection, and others.

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