U.S. law, including the laws of a state, territory, possession, or other political subdivision of the United States, governs the legal aspects of CMO. Provisions of a foreign state’s law may impact on CMO. In some cases, a bilateral or multilateral agreement, including an agreement concluded without the formalities required of treaties, governs CMO. A rule or law established by custom or by a rule of international law may also govern CMO.

CMO OBJECTIVES

CA personnel and units support CMO during the planning and conduct of operations. CMO normally support military forces but may be directed by the DOD because of emergency situations or unique capabilities of the military. In all situations, a positive, progressive CMO plan is the best action to achieve military objectives. CMO are conducted to—

- Enhance military effectiveness.
- Support national objectives.
- Reduce the negative aspects of military operations on civilians.

During military operations, the commander must observe all international obligations IAW U.S. policy and the law of war (see FM 27-10). CMO help the commander fulfill his responsibilities to the civil government and economy of the area. CMO also help the commander’s military operations through support or control of local agencies in implementing measures to—

- Create, restore, and maintain public order.
- Safeguard, mobilize, and use local resources (such as labor, supplies, and facilities) for tactical or logistical purposes.
- Control diseases that might endanger the military force.
- Minimize civilian interference with military operations.
- Ensure the equitable distribution of humanitarian supplies and services.

CMO play a key role in achieving national objectives through military operations. The growing world population, coupled with arise in urbanization, has increased contact between U.S. forces and local civilians (Figure 10-1). All military forces have the capability and potential to conduct CMO in support of the mission. There are five types of mission activities that make up CMO FNS, PRC, HA, MCA, and civil
Each operation has a specific purpose in support of the military mission or national objectives. Some CMO may appear similar but have limitations that make them unique. These activities support the commander’s mission accomplishment. The degree of military and civilian control is relative to the importance of the military objectives or security needs.

- Real battlefields have civilians.
- International law impacts on military operations.
- Leaders and soldiers must train in CMO.
- Soldiers must understand the impact civilians can have on the unit’s ability to accomplish its mission.
- All CMO begin at the strategic level.

CMO at the operational and tactical levels are essential to terminating wars on terms favorable to U.S. and allied interests.
- Active duty CA units provide immediate response in crisis action.
- USAR CA units provide the full range of skills required for government support.

The preferred means for closing the gap in CSS requirements is to get appropriate goods and services locally. This acquisition is accomplished through FNS. FNS refers to the identification, coordination, and acquisition of FN resources such as supplies, material, and labor to support U.S. forces and operations. In some theaters, specific terms describe categories of FNS. HNS refers to support provided by a friendly country for U.S. military operations conducted within its borders based on mutually concluded agreements. HNS includes the planning, negotiations for, and acquisition of such support. In the Pacific theater, this support is known as FANS. In NATO, this support is known as CIMIC. FNS may also include support from countries that have no mutual agreements.

**FOREIGN NATION SUPPORT**

**CA Role in FNS Acquisition**

In sustained warfare, CSS capabilities seldom meet supply and service requirements. Through its intermediary role, CA personnel identify and help acquire foreign nation goods and services to support U.S. forces and operations OCONUS. FNS helps the commander fulfill his wartime mission. It also adds to the local populace’s trade and employment opportunities. Some FNS methods may not be universally applicable. FNS will also differ based on the politico-military situation. Factors that influence this situation include the—

- Type and intensity of conflict.
- Existence of agreements to provide support.
FM 41-10

FN’s capability and willingness to provide support and its degree of control over the civilian populace.

When CA personnel and CSS elements deploy early, support procured from foreign nations will shorten the logistics tail. Acquisition of FNS requires—

- Logistics planners to identify projected shortfalls.
- CA planners to determine available goods and services within the theater.
- Negotiations for such support.

Depending on the level of support available, CA responsibilities include identifying resources, assisting other staff agencies (for example, S4, property book officer) with their ad hoc requests, and activating preplanned requests for WHNS.

In many countries, CA elements contact businesses and government agencies directly to establish working relationships for obtaining support. In countries with territorial forces structured to support allied troops on their sovereign territory, CA elements will work through the territorial forces. Goods and services are procured through—

- Civilian or military channels in a country that requests U.S. troops (a HN).
- Civilian sources in an occupied area (with proper compensation).
- Capture of enemy government-owned material.
- A third country that can provide such support more readily than through LOC back to CONUS.

FNS Concepts

In the execution of FNS procurement arrangements, a distinction is made between support procured by predeployment agreements and support obtained on an ad hoc arrangement. Most FNS is obtained by agreement, but HNS is usually obtained before forces arrive in theater.

Host Nation Support

A HN is a nation in which representatives or organizations of another state are present because of government invitation or international agreement. The term particularly refers to a nation receiving assistance relevant to its national security. The United States views a HN as a friendly nation that has invited U.S. forces to its territory. HNS includes all civil and military support a nation provides to allied forces located on its sovereign territory, whether during peace or war. HNS is based on agreements that commit the HN to provide specific support according to prescribed conditions. HNS may be provided at various levels, including from nation to nation, between component commanders, and between major commands, as well as at lower command levels.

Support arrangements during peace are viable sources of HNS when authorized by formal agreement. Although preferred, a formal agreement is not necessary for obtaining HNS. The United States negotiates bilateral agreements with HNs to procure these services to support stationing and combined exercises during peace and to prepare for CSS in time of conflict. The HN provides the types and volume of support IAW these bilateral agreements and the laws of the HN, based on its capability to provide such support. The United States and HN agree on reimbursement for support during the negotiation process.

Civil-Military Cooperation

CIMIC includes all actions and measures taken between NATO and national commands and/or headquarters and HN civil authorities during peace, conflict, or war. It also includes the relationship between allied forces and the government authorities of the respective nations on whose territory armed forces are stationed and will be employed.

CIMIC stems from the need to uphold and respect the sovereignty of the NATO nations and from constraints in the forward basing of U.S. and other sending state units. CIMIC missions vary according to the location of forces in the COMMZ, RCZ, and FCZ.

In NATO, logistics remain a national responsibility. During war, the acquisition of HNS under CIMIC consists of two types of support-preplanned and ad hoc. Preplanned HNS is negotiated during peace and culminates in a formal, signed document. It outlines the support agreed to by the HN as “reasonably assured” during war. Ad hoc requests are anything outside the signed agreement. Normally these requests are presented to the HN during war, but the support cannot be “reasonably assured.”

10-3
Friendly and Allied Nation Support

PACOM CA assets developed a data base system for FANS. The system assesses all types of support potentially available for acquisition by U.S. forces deployed anywhere in PACOM. The system is transportable and user-friendly. FANS can meet joint service requirements as easily as U.S. Army requirements. The successful FANS program integrates all supply and materiel codes used within the supply system. If the user has a valid supply number, he can access the information requested. FANS requires ongoing resource surveys for each country within PACOM. Because infrastructure assessments are part of CA area studies, CA elements can provide this service.

Central Command FNS

CENTCOM stores HNS resources data, similar to PACOM’s FANS, in a central commercial data base system. To match needs with available resources, the system assesses all types of CENTCOM resources potentially available and the TA’s critical requirements. It includes every aspect of CSS including foreign personnel, housing, food, water, transportation, and port facilities.

Southern Command FNS

CA teams support SOUTHCOM by reinforcing the joint U.S. SAOs in Latin America. These CA teams help further U.S. objectives that are consistent with bilateral agreements with each individual HN. Their FNS role is to—

- Secure air, water, and land transit authorization for U.S. and other forces.
- Secure supplies to support U.S. and other forces.
- Secure temporary basing authorization for U.S. and other forces.

Planning Requirements

The warfighting commander’s priority is combat forces. Sustaining combat operations on foreign soil most likely will require additional resources. To reduce the tail of the logistics system and to better meet the need for U.S. personnel and materiel, senior Army commanders must—

- Determine specific CS, CSS, and rear operations needs that can be met through the use of foreign resources.
- Assess and identify available assets for use during operations.
- Integrate this support into the overall C2 systems.
- Designate POCs at each required command level to coordinate the acquisition of resources during peace, during mobilization stages (transition to war), and during war.

For all levels of conflict, the commander’s logistics staff determines whether there is a shortfall in CSS capabilities. The CA staff analyzes the local environment and recommends suitable FNS functions and tasks for local sources. In a developed theater, CA elements may follow regional guidance and established HNS agreements to devise a set of preplanned HNS requests. In such high-troop density environments, CA operators routinely coordinate with proper HN agencies for the acquisition and delivery of HNS. HNS arrangements may range from an absence of any agreement to preplanned requests for specific services and supply quantities. The less developed the agreement, the more the CA element must assess and identify the resources.

For contingency operations, the commander has limited prior information to determine suitable and desirable FNS. Since there is rarely a total lack of usable local resources, imaginative use of available FNS assets increases the commander’s logistical support without unduly depriving the local populace. Airlift constraints and the local infrastructure influence the degree of reliance that can be placed on local support. Similarly, if the projection of U.S. force proceeds in stages such as “base case,” “deterrence case,” and initial employment for warfighting, the demands on CA acquisition of FNS will also differ. The role of the G5, S5, or civil-military officer is to identify and coordinate acquisition of support from foreign resources. CA personnel in a friendly country aid the FNS process by providing liaison with local authorities.
or military forces. In a developed theater, CA elements provide the single point of contact between U.S. forces and the foreign source of goods and services or a government representative responsible for such support. In less developed theaters, CA elements identify FN resources. They act as an intermediary to introduce logistics personnel to providers of goods and services. For areas in which there is no CA presence, CA area studies include an assessment of the availability of personnel and resources to support U.S. operations. Without a bilateral agreement by which a FN provides support to U.S. forces, the area assessment becomes the primary source of information on available foreign support.

The CA staff must analyze the overall situation to determine what FNS is appropriate. Before using FNS resources for specific missions, CA staff must evaluate or consider the following factors:

- Capability, dependability, and willingness of the nation to provide and sustain identified resource needs.
- Shortfalls in U.S. force structure as well as areas where the need for CSS units can be reduced by using FNS.
- Effect of FNS on the morale of U.S. soldiers and on the psychological condition of the local populace.
- OPSEC and reliability.
- Capability of U.S. forces to accept and manage FNS resources.
- Inherent risk that during war FNS may not be available in the type and quantity needed.

The use of FNS in contingencies require broad planning. Various situations may arise and several countries may become involved either as coalition partners or as sources of support. Some nations will consider support agreements not in their best interests or will be incapable of administering them. In such instances, peacetime planning for local resources may still be required to accomplish missions assigned to U.S. forces. The risk that FNS will not be available is a big factor in planning for such support.

Contingency planners will identify those areas in which conflicts are likely to occur. When the planners have identified those areas and nations, they request CA area studies. DOS, DOD, USAID, and other agencies can provide studies to analyze a country’s capability to provide FNS.

Contingency plans for countries that have neither FNS plans nor agreements should provide for CA personnel to be among the first to arrive. They must rapidly identify locally available support and then help coordinate and integrate FNS into the logistics plan. Once FNS agreements have been concluded, CA personnel continue to serve as the link between the local activity and the supported units.

**Sources of FNS**

Once resource shortfalls and requirements have been identified, CMO staff officers then search out sources to fill those requirements. HN sources include government agencies and private citizens in the theater of operations. These sources include those discussed below.

**Government Agency Support**

Local government agencies build, operate, and maintain facilities and systems that can support U.S. requirements. Examples of such systems include utilities and telephone networks. Police, fire companies, and border patrols may also be available to support U.S. forces.

**Civilian Contractors**

Local national, third country, or U.S. contractors employing indigenous or third country personnel may provide supplies and services such as laundry, bath, transportation, labor, and construction.

**Local Civilians**

U.S. manpower needs range from laborers, stevedores, truck drivers, and supply handlers to more highly skilled equipment operators, mechanics, computer operators, and managers. The foreign national labor pool may provide personnel with those skills.

**Type B U.S. Units**

These units may be assigned to help perform FNS-type functions. They are configured to conserve U.S. manpower by substituting non-U.S. personnel in specified positions of selected units. The KATUSA
program is part of an FNS agreement in Korea and an example of a type B U.S. unit.

**Indigenous Military Units**
Local military or paramilitary units can support U.S. needs in war in functions such as traffic control, convoy escort, installation security, or cargo and troop transport and logistics area operations.

**Local Facilities**
U.S. forces may use local buildings or facilities for such things as hospitals, headquarters, billets, maintenance shops, or supply. These facilities maybe nationalized, come under local government control, or be provided by contractual agreement.

**Area Support**
A nation performs particular functions in a designated area or for a particular organization within its boundaries. Some examples are rail operations; convoy scheduling; air traffic control; smoke, decontamination, and NBC reconnaissance; and harbor pilot services. These services normally operate under government control by authority of national power acts.

**Employment and Supervision of FNS**
The senior U.S. Army headquarters normally supervises the employment of FNS through its subordinate C2 headquarters. The degree of C2 U.S. forces exercise over FNS depends on the type of FNS, the location, the tactical situation, the political environment, and the provisions of technical agreements. Some local military personnel rather than civilians may perform FNS functions because of the proximity of combat operations.

**Functions Not Appropriate for FNS**
Some activities cannot be accomplished through FNS. For security reasons and the need for U.S. national control, only U.S. assets will perform the following services and functions:

- C' of medical supply, service, maintenance, replacements, and communications.
- Triage of casualties for evacuation.
- Veterinary subsistence inspection.
- Law and order operations (U.S. forces).
- Control and maintenance of U.S. nuclear and chemical ammunition.
- U.S. military prisoner confinement operations.
- Accountability for and security of EPWs retained in U.S. custody.
- Medical supply accountability.
- Identification and burial of U.S. dead.
- Repair of U.S. nuclear weapons delivery sites.
- Patient administration.

**Training**
U.S. personnel, in particular CA personnel, must be trained in FNS procedures. Foreign language expertise for personnel performing FNS maybe required if not, it is definitely encouraged. U.S. personnel must also be familiar with SOFAS and other agreements as well as command directives regarding behavior and relationships in the HN. They must be aware that their actions can enhance and promote FNS. They must also be cautioned against those actions that detract from a positive relationship.

**POPULACE AND RESOURCES CONTROL**
Civilian and military authorities exercise PRC. PRC operations provide security for the populace, deny personnel and material to the enemy, mobilize the population and material resources, and detect and reduce the effectiveness of enemy agents. Populace controls include curfews, movement restrictions, travel permits, registration cards, and resettlement of villagers. Resources control measures include licensing, regulations or guidelines, checkpoints (for example, road blocks), ration controls, amnesty programs, and inspection of facilities. Most military operations will employ some type of PRC measures. Although PRC measures may be employed by the services and other government agencies, CA personnel are also trained to support these agencies in PRC. Two subdivisions of PRC operations are DC operations and NEO.
Dislocated Civilian Operations
DC operations are special category of PRC. Planning and conducting DC operations is the most basic collective task performed by CA personnel. As a combat support task, the goal is to minimize civilian interference with military operations and to protect civilians from combat operations. The availability of military resources will probably be minimal. Therefore, additional agencies, including nonmilitary sources such as international aid organizations, may help CA personnel in DC operations. The use of multinational and voluntary organizations lessens the need for military resources.

Civilians
The control of civilians is essential during military operations. Commanders must segregate civilians from enemy EPWs and CIs to protect them as required by international law. Uncontrolled masses of people can seriously impair the military mission. According to U.S. policy, the area population, including DCs, is the responsibility of the civil government of the country in which they are found.

Legal Obligations
All commanders are under the legal obligations imposed by international law, including the Geneva Conventions of 1949, to provide a minimum standard of humane care and treatment for all civilians, to establish law and order, and to protect private property in their geographic area of responsibility. FM 27-10 and the SJA can provide additional information.

Categories of Civilians
U.S. forces must be prepared to deal with two distinct types of civilians during military operations: those who stay put and those who are dislocated.

The first category deals with those indigenous to the area and the local populace, to include civilian citizens from other countries. These civilians may or may not need help. If they can care for themselves, they should be told to stay put, or stand fast.

DCs are people who left their homes for various reasons. Their movement and physical presence can hinder military operations. They most likely require some degree of aid such as medicine, food, shelter, clothing, and similar items. DCs may not be native to the area (local populace) or to the country in which they reside. DC is a generic term that is further subdivided into five categories. These subcategories are defined by legal and political considerations:

- **Displaced person** —a civilian who is involuntarily outside the national boundary of his country in time of war.
- **Refugee** —a civilian who because of real or imagined danger has left home to seek safety.
- **Evacuee** —a civilian removed from his place of residence by military order.
- **Stateless person** —a civilian who has been denationalized or whose country of origin cannot be determined or who cannot establish his right to the nationality claimed.
- **War victim** —a classification created during the Vietnam era to describe those civilians suffering injuries, loss of a family member, or damage to or destruction of his home as a result of war. He may be eligible for a claim against the United States under the Foreign Claims Act.

The theater commander will define the above categories in coordination with the DOS, UN, allies, and the HN. Subordinate commanders must ensure that civilians within the AO are not erroneously treated as EPWs.

MP units have the responsibility of establishing routes, camps, and services for EPWs and CIs. CIs are those individuals who are considered security risks or need protection because of committing an offense against the detaining power (for example, insurgents, criminals, and other persons). CA units are responsible for DCs and must coordinate with the MP units to ensure separation of DCs from EPWs and CIs as directed by the Geneva Conventions.

Objectives and Principles of DC Operations
The primary purpose of DC operations is to minimize civilian interference with military operations. DC operations are also designed to—

- Protect civilians from combat operations.
- Prevent and control the outbreak of disease among DCs, which could threaten the health of military forces.
Relieve, as far as is practicable, human suffering.

Centralize the masses of DCs.

Although the G5 or S5 is the primary planner of DC operations, all military planners must consider DC operations in their planning. The following are principles of DC operations:

- The G5 or S5 must assess the needs of the DCs to ensure they receive adequate and proper help. He must also consider their cultural background and that of the country in which they are located.

- All commands and national and international agencies involved in DC operations must have clearly defined responsibilities within a single overall program.

- The planning and actual task accomplishment for DCs differ with each level of command.

- Coordination should be made with DOS, the UNHCR, and HN civil and military authorities to determine the appropriate levels and types of aid required and available.

- Outside contributions to meet basic needs are reduced as the DCs become more self-sufficient. DCs must be encouraged to speed this process.

- The G5 or S5 must constantly review the effectiveness of the humanitarian response and adjust relief activities as necessary, CA personnel must make maximum use of the many U.S., HN, third nation, and international assistance organizations (IRC, UNICEF, CARE, and other organizations). Their use not only capitalizes on their experience, it also reduces requirements placed on U.S. military forces in meeting the commander’s legal obligations.

- Under international law, DCs have the right to freedom of movement, but in the case of mass influx, security considerations and the rights of the local population may require restrictions.

**DC Operations Planning**

Depending on the command level, the scope of planning and actual task implementation will differ. Except as specifically noted, planning considerations discussed in this chapter are applicable to any tactical scenario, including logistic operations for units located in the COMMZ.

The theater commander provides directives covering policies and procedures for the care, control, and disposition of DCs. This guidance will be based on national policy directives and other political efforts. At the corps level, the commander integrates the theater commander’s guidance with the corps’ ground tactical plan. The driving force for DC planning must be generated at corps level. At division, COSCOM, and other subordinate command levels, the DC plan must—

- Allow for accomplishing the tasks assigned by the higher command echelon.

- Be within the restrictions imposed by the higher headquarters.

- Guide the subordinate commands in the handling and routing of DCs.

- Ensure that all concerned parties, including the fire support coordination center and S3 and G3 air, receive information on DC plans, routes, and areas of concentration.

DC plans support the OPLAN. As a minimum, DC plans must address—

- Authorized extent of migration and evacuation.

- Minimum standards of care.

- Status and disposition of all DCs.

- Designation of routes and control measures for movement control.

- Cultural and dietary considerations.

- Designation and delegation of responsibilities.

**Handling Considerations**

Care and control of DCs fulfill a double purpose. Care for humanitarian concerns is important to ensure the DCs receive at least the minimum essentials to subsist (for example, food, water, clothing, emergency medical aid). Movement control enables maximum mobility of tactical forces and minimizes civilian interference with military operations. CA personnel must establish movement control early, CA and other military units can use the techniques described below.

**Standfast or Stayput Policy**

 Civilians must remain in the vicinity of their homes, and their movement is controlled. This policy assumes
a capability for enforcement, information dissemination, and emergency services. The standfast or stayput policy is not within the authoritative capability of U.S. forces. A HN may have one that we would support, but we do not have the authority or the right to enforce it.

**Civilian Collection Point**
The purpose of the CCP is to establish control and direction over the movement of the civilian populace. It is the primary control measure used to gain initial control over DCs. A CCP is temporary for small numbers of DCs until they can return to their homes or, if the tactical situation requires, move to a safer area.

The CCP is established as far forward as possible during the flow of battle. Since it is temporary, screening will be quick. It may include screening for intelligence information and emergency assistance. Screening to segregate EPWs or allied soldiers from DCs must take place. Local civilians or civilian agencies (police, firemen) under the supervision of tactical or support troops or CA personnel could operate the CCP. MP become involved in DC operations when maneuver force mobility is threatened by refugee congestion along MSRs. They will be the first U.S. elements to address DC problems and will initiate actions aimed at restoring force mobility (Figure 10-3).

**Assembly Areas**
An assembly area is a temporary holding area for civilians prior to their return to their homes or movement to a more secure area. Assembly areas are usually located in a secure, stable environment and may include buildings such as schools, churches, hotels, and warehouses. A consideration in selecting a specific area should include the ability to provide overnight accommodations for several days. Here, more detailed screening or segregation of the different categories of DCs takes place. Local civilians may operate an assembly area under the supervision of tactical or support troops or CA personnel.

**DC Movement**
In handling masses of DCs, directing and controlling their movement are vital. The G5 and/or HN authorities are responsible for mass DC operations. The MP may help direct DCs to alternate routes. If possible, HN assets should be incorporated in the planning and
used in implementation. At least five considerations with respect to movement are discussed below.

**Selection of routes.** All DC movements take place on designated routes that are kept free of civilian congestion. When selecting routes for civilian movement, CA personnel must consider the types of transportation common to the area. They coordinate these routes with the traffic circulation plan proposed by the transportation officer and military police.

**Identification of routes.** After designating the movement routes, CA personnel mark them in languages and symbols the civilians, U.S. forces, and allied forces can understand. U.S. PSYOP units, local agencies to include HN military, and other allied military units can help in marking the routes.

**Control and assembly points.** After selecting and marking the movement routes, CA and HN authorities establish control and assembly points at selected key intersections. The G5 or S5 coordinates with the provost marshal, MCC, and G4 for the locations of these points for inclusion in the traffic circulation plan (see Figure 10-3, page 10-9).

**Emergency rest areas.** CA personnel setup emergency rest areas at congested points to provide for the immediate needs of the DCs. These needs include water, food, fuel, maintenance, and medical services.

**Local and national agencies.** Use of local and national agencies is essential for three reasons. First, it conserves military resources. Second, civilian authorities normally have legal status and are best equipped to handle their own people. Third, the use of local personnel reduces the need for interpreters and/or translators.

**Evacuation Planning**

Evacuation creates serious problems and should only be considered as a last resort. U.S. doctrine states that only a division or higher commander can order an evacuation. When the decision is made to evacuate a community, CA planners must make detailed plans to prevent uncontrolled groups from disrupting the movement of military units and supplies. Mass evacuation planning includes:

- **Transportation.** CA planners plan for the maximum use of civilian transportation.
- **Security.** CA personnel help the G2 in security screening and documentation of evacuees. Since the civilians are being removed from the area where they can best take care of themselves, the military provides security for them after evacuation. The military also provides for the security of all civilian property left behind, including farm animals, pets, and other possessions.
- **Documentation.** In some circumstances, evacuees may need identification documents showing, as a minimum, name and locality from which they were evacuated. CA personnel manifest evacuees for movement as a control technique.
- **Briefing.** Before movement, the movement control officer briefs evacuees. The briefer uses leaflets, loudspeakers, posters, or other means available. This briefing explains the details of the move, such as restrictions on personal belongings, organization for movement, and movement schedules.
- **Rations.** For a movement lasting no more than two days, supply personnel issue rations to each evacuee at the time of departure or at designated points en route.
- **Health care.** The public health team makes maximum use of civilian medical personnel, equipment, and supplies to care for the health and physical well-being of the evacuees. Military medical personnel, equipment, and supplies can be used as supplements, if necessary. The public health team or surgeon’s staff takes proper steps before the movement to prevent the spread of infectious diseases.
- **Return.** Evacuation plans also provide for the evacuees’ eventual return and criteria for determining the duration of their absence.

**Facilities**

When large groups of civilians must be quartered for a temporary period (less than 6 months) or on a semipermanent basis (more than 6 months) CA units establish camps. HN personnel usually direct the administration and operation of a camp. CA units provide technical advice, support, and assistance
depending on the requirements. They may also furnish additional detachments and functional teams or specialists to resolve public health, public welfare, or public safety problems at any particular camp. Minimum considerations include—

- Camp control, construction, administration, screening, medical care, and sanitation.
- Security.
- Supply.
- Transportation.
- Information dissemination.
- Liaison with other agencies.

**Camp Control**

Control of the people is the key to successful camp operations. To meet U.S. obligations under international law, CA personnel ensure the efficient and effective administration of camps. Camp control also includes efforts to reduce waste and avoid duplication of effort. CA personnel must quickly and fairly establish and maintain discipline when administering DC camps. They must publish and enforce rules of conduct for the camp as necessary. Camp administrators will serve as the single POC and/or coordinate all camp matters within the camp and with outside organizations or agencies. Camp rules should be brief and kept to a minimum (Figure 10-4).

**Barracks Rules**

1. Barracks are assigned by the area teams. No changes in barracks are allowed except with the approval of the U.S. center's administrative staff. If you desire to change barracks, ask at the area office for permission. Do not move without permission.

2. Occupants of the barracks have the responsibility for maintaining sanitary conditions and physical condition of the barracks. Barracks chiefs will organize the residents to perform these tasks.

3. Trash cans must be emptied daily into the trash receptacles (dumpster) in the barracks areas and washed daily.

4. No food or cooking utensils are allowed in the barracks. Food cannot be taken from the mess halls (other than baby food and fruit).

5. No weapons of any sort are allowed in the camp.

6. No pets are allowed in the camp.

7. Barracks indoor lights will be turned out at 2300 each night. No radios, record players, or tape recorders will be played after 2300.

8. Children should not play on the fire escape; this practice is very dangerous.

9. Children should be watched and not allowed to wander out of the residence area.

10. Diapers and sanitary napkins should not be thrown in the toilets. They should be placed in the trash cans.

11. Children should not chase or play with the small animals seen in the center. These animals can bite and may carry diseases.

12. Barracks supplies can be obtained by the barracks chief from the area supply.

13. No smoking, electrical heating or cooking equipment, or open fires are allowed in the barracks.

NOTE: Similar rules were used in August 1975 at Indiantown Gap, Pennsylvania, in support of "Operation New Arrivals" and paralleled those rules posted in support of Panama's "Just Cause/Promote Liberty."

**Figure 10-4. Sample barracks rules.**

**DC Camp Location and Construction**

The most manageable number of persons in a camp is 5,000. This number of people helps to enforce control measures. It also lets CA personnel efficiently administer the camp and its population. The location of the camp is extremely important. Engineer support and military construction materials are required when camps are located in areas where local facilities such as hotels, schools, halls, theaters, vacant warehouses, unused factories, or workers' camps are not available. CA personnel must avoid those sites in the vicinity of vital communication centers, large military installations, or other potential military targets. The location of the camp also depends on the availability of food, water, power, and waste disposal. Additional considerations include the susceptibility of the area to natural or man-made
disasters (for example, flooding, pollution, fire), and the use of camp personnel as a source of local labor support. The camp’s physical layout is important. The main principle is to subdivide it into sections or separate compounds to ease both administration and camp tension. Each section can be used as an administrative subunit through which camp business will be transacted. The major sections normally include camp headquarters, hospital, mess, and sleeping areas. The sleeping areas must be further subdivided into separate areas for unaccompanied children, unattached females, families, and unattached males. CA personnel must also consider cultural and religious practices and make every effort to keep families together. Figure 10-5, page 10-13 shows a sample generic camp schematic.

CA personnel must also consider the type of construction. The specific type of construction needed to satisfy the needs of the particular DC operation varies according to the—

- Local climate.
- Anticipated permanency of the camp.
- Number of camps to be constructed.
- Availability of local materials.
- Extent of available military resources and assistance.

Whenever possible, DCs themselves or local agencies or government employees should construct the camp. Local sources will provide materials whenever possible IAW legal limitations. The supporting command’s logistic and transportation assets will be used to acquire and transport required resources to build or modify existing facilities for DC operations. The supporting command will also furnish medical, dining, and other supporting assets to establish DC camps.

Administration of DC Camps

Because of the large numbers of DCs for whom control and care must be provided, using HN civilians as cadre for the camp administration is preferred. DCs should be involved in the administration of the camp. Past military experience in DC operations shows that about six percent of the total number of DCs should reemployed on a full-time basis. If possible, CA personnel organize and train the cadre before the camp opens. Whenever possible, civilians should be obtained from public and private welfare organizations and employed under military supervision. Another point of emphasis concerns the problems that might stem from the state of mind of the DCs. The difficulties they have experienced may affect their acceptance of authority. They may have little initiative or be uncooperative because of an uncertain future. They may be angered because of their losses or resort to looting and general lawlessness because of their destitution. The camp administrator can minimize difficulties through careful administration and by—

- Maintaining different national and cultural groups in separate camps or sections of a camp.
- Keeping families together while separating unaccompanied males, females, and children under the age of 18 (or abiding by the laws of the HN as to when a child becomes an adult).
- Furnishing necessary information regarding the status and future of DCs.
- Making it possible for DCs to speak freely to camp officials.
- Involving the DCs in camp administration, work, and recreation.
- Quickly establishing contact with agencies such as UNHCR and the IRC for aid and family reunification.

Screening

Screening is necessary to prevent infiltration of camps by insurgents, enemy agents, or escaping members of the hostile armed forces. Although intelligence or other type units may screen DCs at first, friendly and reliable local civilians under the supervision of CA personnel can perform this function. They must carefully apply administrative controls to prevent infiltration and preclude alienation of people who are sympathetic to U.S. objectives. The insertion or the development of reliable informants is important in all but the most temporary camps. Intelligence collection by CA personnel would be under the staff supervision of the G2. The screening process also identifies skilled technicians and professional specialists to help in camp administration. Doctors, dentists, nurses, lawyers, schoolteachers, policemen, mechanics, carpenters, and cooks are but a few of the essential people needed.
Figure 10-5. Generic camp schematic.
Medical Care and Sanitation
The need for medical care and sanitation intensifies in camp environments because of the temporary nature of the facilities and the lack of sanitation by the people. Enforcement and education measures must ensure the camp population complies with basic sanitation measures.

Supply
The camp supply officer or CA civilian supply specialist must coordinate in advance for food, water, clothing, fuel, portable shelter, and medical supplies. CA supply personnel must ensure that all food and water is inspected by U.S. medical personnel. The principle is to make maximum use of civilian and captured stocks. Where the United States is providing aid to the country, USAID, SAOs, or missions can be helpful. International organizations such as UNHCR and voluntary relief groups may also be useful. Support from U.S. military stocks should only be considered as a last resort and should not be relied upon.

Security
The camp security officer, supervised by the public safety team, provides camp security and enforces law, order, and discipline. Sources for security officers include local police forces, HN paramilitary or military forces, or U.S. military forces. Another potential source may be from the camp population itself. Police personnel within the population could be used to supplement any of the preceding groups or to constitute a special camp police force if necessary. It is necessary to maintain both internal and external patrols; however, security for a DC facility should not give the impression that it is a prison.

Transportation
The efficient administration of a DC camp requires adequate transportation assets. The camp movement officer or CA transportation specialist determines the type and number of vehicles required and makes provisions to have them on hand. He uses civilian or captured enemy vehicles whenever possible.

Information Dissemination
In the administration of any type of camp, dissemination of instructions and information to the camp population is vital. Communications can be in the form of notices on bulletin boards, posters, public address systems, loudspeakers, camp meetings and assemblies, or a camp radio station. CA civil information teams and area PSYOP units may be able to help.

Liaison
Liaison involves coordination with all interested agencies. USG and military authorities, allied liaison officers, and representatives of local governments and international agencies such as the UN and IRC will be involved in relief and assistance operations.

Disposition
The final step in DC operations is the ultimate disposition of the DCs, although it must be considered early in the planning phase. The most desired disposition is to return them to their homes.

Allowing DCs to return to their homes as quickly as tactical considerations permit lessens the burden on the military and the civilian economy for their support. It also lessens the danger of diseases common among people in confined areas. When DCs return to their homes, they can help restore their towns and better contribute to their own support.

If DCs cannot return to their homes, they may be resettled in their country or in a country that will accept them. Guidance concerning the disposition of DCs must come from higher authority and be coordinated with U.S. forces, national authorities, and international agencies (for example INS).

Noncombatant Evacuation Operations
The USG’s policy is to protect U.S. citizens from the risk of death, injury, or capture when the host government is no longer able to provide adequate protection. In addition, the United States will attempt to provide protection and evacuation to certain designated aliens. The United States will employ military assets in an evacuation only when civilian resources are inadequate. NEO remove threatened civilians from locations in a FN and/or HN to safe areas or to the United States. Such operations are conducted under the direction of the DOS. DOS may request help in conducting evacuations to—

- Protect U.S. citizens abroad.
- Reduce to a minimum the number of U.S. citizens at risk.
• Reduce to a minimum the number of U.S. citizens in combat areas so as not to impair the combat effectiveness of military forces.

Evacuation, as referred to above, is the ordered or authorized departure of noncombatants from a specific area by the DOS, DOD, or the appropriate U.S. military commander. Although normally considered in connection with combat, evacuation may also be conducted in anticipation of, or in response to, any natural or man-made disaster.

CA forces are well suited for planning and conducting NEO by the nature of their mission. Military support of NEO involves contact with civilians, domestic and foreign—the key to most CA activities. CA activities in support of NEO include but are not limited to—

• Advising the commander of the CA aspects and implications of current and proposed NEO plans. Included are the writing of a CA annex to the U.S. Embassy NEO plan and respective theater plans.
• Supporting operation of evacuation sites, holding areas for non-U.S. nationals denied evacuation, and reception and/or processing stations,
• Assisting in the identification of U.S. citizens and others to be evacuated.
• Screening and briefing evacuees.
• Performing liaison with the embassy, to include acting as a communications link with U.S. forces in the operational area.
• Recommending actions to the commander to minimize population interference with current and proposed military operations.

Agency Roles
Support of NEO involves coordination with government agencies. The roles of these agencies are significant to the overall evacuation effort. The roles of several of these agencies are discussed below.

Department of State
DOS is the lead agency for planning and conducting NEO. The COM or other principal DOS officer-in-charge will have the primary responsibility for conducting evacuation operations. Every U.S. embassy is required to maintain a NEO plan. A copy of these plans is maintained by DOS in Washington, DC. The Washington Liaison Group will coordinate evacuation planning between DOS, DOD, and other affected agencies.

Department of Defense
A request to commit U.S. forces to conduct NEO would go from the ambassador or COM to the President. The senior DOS official in country would remain in charge of the evacuation.

Department of Health and Human Services
Under emergency conditions, DHHS is the lead federal agency for the reception and onward movement of all evacuees in the United States. Under less than emergency conditions and if requested by DOS, DHHS will provide support for non-DOD evacuees.

Noncombatant Status
DOD defines noncombatants as U.S. citizens who may be ordered by competent authority to evacuate. Noncombatants include—

• Military personnel of the U.S. Armed Forces specifically designated for evacuation as noncombatants.
• Dependents of members of the U.S. Armed Forces.
• Civilian employees of all agencies of the USG and their dependents, except as noted in the second bullet of the next paragraph.

Also classified as noncombatants are U.S. (and non-U.S.) citizens who may be authorized or assisted in evacuation (but not necessarily ordered to evacuate) by competent authority. This classification of noncombatant includes—

• Private U.S. citizens and their dependents.
• Civilian employees of USG agencies and their dependents who are residents in the country concerned on their own volition but express the willingness to be evacuated.

Other classifications of noncombatants include military personnel and dependents of members of the U.S. Army Forces outlined above, short of an ordered evacuation and designated aliens, including dependents of persons listed above, as prescribed by the DOS.
Environments
NEO may be ordered for implementation in any one of three environments. The categories of these environments are described below.

Permissive
In a permissive environment, NEO are with the full help and cooperation of the affected nation. Evacuation of noncombatants is mutually beneficial to friends and allies. The political stability of nations granting authority to evacuate noncombatants is secure. An example of a permissive NEO was the evacuation of Subic Bay and Clark Air Base in the Philippines after the eruption of Pinatubo volcano.

Semipermissive
In a semipermissive environment, NEO are conducted where there is some overt or covert opposition to the evacuation. This opposition may come from the “host” government, from opposition forces, outside forces, or from all three. Usually, show of force (military) will be sufficient to maintain control of the situation.

Nonpermissive
An environment in which operations to prevent or destroy the NEO are occurring or can be expected to occur is nonpermissive. Forced entry by military forces into the AO maybe required, and as a minimum, combat operations to secure some evacuees can be anticipated. A good example of nonpermissive evacuation happened at the U.S. Embassy in Saigon, RVN, in 1975.

Embassy Evacuation Plan
There are usually five distinct phases involved with a U.S. embassy evacuation plan. They are shown in Figure 10-6.

- **Warning**
  Turbulence is evident and U.S. citizens are alerted to the deteriorating situation. The situation could be the result of political or military events, or a natural disaster.

- **Standfast**
  U.S. citizens are warned to stay inside their residences and consider preparing for possible evacuation. The unified military commander prepares to direct response teams as appropriate.

- **Evacuation Initiated**
  U.S. citizens begin movement to their designated assembly areas and eventually reach the evacuation site.

- **Evacuation Completed**
  All nonessential personnel have departed the HN. A skeleton embassy crew remains to protect U.S. property.

- **Embassy Closing**
  The U.S. colors are hauled down and all remaining U.S. citizens are evacuated.

**Figure 10-6. Embassy evacuation plan phases.**

Priorities of Evacuation
Personnel who require immediate medical attention always have the first priority. Priorities by groups and within groups are shown in [Figure 10-7], page 10-17. The cardinal rule of an evacuation operation is not to break up the family unit if at all possible. Exceptions may have to be granted to maintain family integrity. For example, if a pregnant woman (Category B) insists on remaining with her husband (Category E), it is advisable to place the husband in the higher category.

Planning Considerations
NEO should be considered as a political last step because they send a signal to the world that the United States has lost faith in the ability of the HN government to protect U.S. personnel. The U.S. military only plays a supporting role in the implementation of NEO. Military commanders have primary responsibility for the military involvement of the operation. This involvement could include support during all phases of NEO. Therefore, military planners must include elements of
intelligence as to terrain, weather, hydrography, designation and number of evacuees, and other information on the infrastructure of the area, to include dissidents. CA planners should play a major role in the planning process, stating with the preparation or review of existing evacuation plans and continuing through to implementation if necessary. CA operations can enhance the military efforts in support of NEO. NEO resembles DC operations, and the same planning principles apply. The major difference is that in NEO the DCs are U.S. citizens to be accounted for, protected, and evacuated to CONUS or other designated safe areas.

### Priorities by Groups

<table>
<thead>
<tr>
<th>Group I</th>
<th>Group II</th>
<th>Group III</th>
</tr>
</thead>
<tbody>
<tr>
<td>U.S. citizens, officials, dependents, tourists, business persons, and non-U.S. family members in which the father, mother, husband, or wife is a U.S. citizen.</td>
<td>Foreign nationals holding diplomatic papers, visas, or passports who have received DOS approval for evacuation.</td>
<td>All others, to include HN citizens who do not fall into the first two categories.</td>
</tr>
</tbody>
</table>

### Priorities within Groups

<table>
<thead>
<tr>
<th>Category</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Category A</td>
<td>Persons of national importance.</td>
</tr>
<tr>
<td>Category B</td>
<td>Pregnant women.</td>
</tr>
<tr>
<td>Category C</td>
<td>Women with children, children under the age of 18 with their designated sponsor, and unaccompanied children under the age of 18.</td>
</tr>
<tr>
<td>Category D</td>
<td>Aged and infirm.</td>
</tr>
<tr>
<td>Category E</td>
<td>Family groups.</td>
</tr>
<tr>
<td>Category F</td>
<td>Unaccompanied adults.</td>
</tr>
</tbody>
</table>

**Figure 10-7. Evacuation priority categories.**

### Humanitarian Assistance

HA encompasses short-range programs aimed at ending or alleviating present suffering. HA is usually conducted in response to natural or man-made disasters, including combat. See [Chapter 8](#) for CA planning and preparation for disaster relief. HA is designed to supplement or complement the efforts of the HN civil authorities or agencies that have primary responsibility for providing HA. This type of assistance must complement without duplicating other forms of assistance provided by the USG.

The Office of the Secretary of Defense, Office of Humanitarian Assistance, executes a number of humanitarian and relief programs. Some forms of HA may not extend to individuals or groups engaged in military or paramilitary activities. HA is directed from
the strategic level, coordinated and managed at the operational level, and conducted at a tactical level. HA programs may be in support of MCA projects. HA is carried out through several programs such as disaster relief, NEO, H/CA, nation assistance, and DC operations. The CA community, having multiple masters, can assume the lead in initiating and coordinating these programs or assuming the role of facilitator. The U.S. military and the CA community can play an important role toward enhancing U.S. national security while improving international relations through DOD programs such as those described in the following paragraphs.

**Title 10 Humanitarian and Civic Assistance**

Title 10, USC, is the permanent authority for H/CA. In the past, the GAO reported to Congress that some H/CA conducted by the military was outside the authority of the law. As a result, the Stevens Amendment was enacted in 1985 and clarified conduct of H/CA as incidental to JCS-directed military exercises. Congress lifted some of the restrictions imposed by the Stevens Amendment in 1986. Title 10 now authorizes H/CA in conjunction with U.S. military operations whereas the Stevens Amendment is still restricted to JCS-directed exercises. Congress lifted some of the restrictions imposed by the Stevens Amendment in 1986. The guidance and restrictions for H/CA as they exist at this printing are found in Chapter 20, Title 10, shown in Figure 10-8, page 10-19.

The objectives of H/CA programs are to serve the basic economic and social needs of the people of the HN and at the same time promote the support of the HN civilian leadership. To help achieve these objectives, CA planners must ensure that programs nominated have a benefit for a wide spectrum of the country in which the activity occurs and are self-sustaining or supportable by HN civilian or military. H/CA projects can help eliminate some of the causes of civilian unrest by providing needed health care; constructing or repairing schools, clinics, or community buildings; or by building roads that permit farmers to get their products to market.

The Title 10 H/CA program is administered by the regional commanders directly, with coordination and approval authority vested in the Office of Humanitarian Assistance. H/CA project nominations can originate in several ways. They can be nominated by U.S. military engineers or medical and CA personnel or be locally generated by the HN via the country team. Nominations are forwarded to the theater Title 10 H/CA representative for review and management control. Project nominations are consolidated at the theater level and forwarded to the SECDEF for approval. Stevens Amendment and Title 10 H/CA both require formal nomination and approval prior to implementation. (For sample H/CA project nominations, see Figure 10-8, page 10-19.)

The project nominated must be reviewed by the HN and USAID. Both must certify that the project complements and does not duplicate other forms of social or economic assistance.

**Stevens Amendment**

The Stevens Amendment provides specific authority to use O&M funds to conduct H/CA only during JCS-directed or coordinated exercises overseas. Fuerzas Unidas Panama 90 was a prime example of an approved JCS exercise that received funding through enactment of the Stevens Amendment.

**De Minimus Activities**

De minimus or the “lowest level” funding provides authority to use unit operational monies to support local civic need when operating in the field. There is no specific dollar ceiling on the definition of De minimus. For example, a unit doctor could examine villagers for a few hours or administer several shots and some medicines; however, operations would not include dispatch of a medical team for mass inoculations.

**Denton Amendment**

The Denton Amendment is the only legal means for U.S. military aircraft to transport private cargo at no cost. This program is under Title 10, USC, Section 402 [Figure 10-8]. It authorizes DOD to provide transportation throughout the world, as space is available, of goods and supplies donated by a nongovernment source intended for HA. Specifically excluded are supplies furnished to any group, individual, or organization engaged in military or paramilitary activities. The law has been interpreted to apply only to U.S. donors. Most requests for this type
CHAPTER 20, TITLE 10, U.S. CODE—
HUMANITARIAN AND OTHER ASSISTANCE

Sec. 401. Humanitarian and civic assistance provided in conjunction with military operations.
Sec. 402. Transportation of humanitarian relief supplies to foreign countries.

§ 401. Humanitarian and civic assistance provided in conjunction with military operations.
(a)(1) Under regulation prescribed by the Secretary of Defense, the Secretary of a military department may carry out humanitarian and civic assistance activities in conjunction with authorized military operations of the armed forces in a country if the Secretary concerned determines that the activities will promote—
   (A) the security interests of both the United States and the country in which the activities are to be carried out; and
   (B) the specific operational readiness skills of the members of the armed forces who participate in the activities.
(2) Humanitarian and civic assistance activities carried out under this section shall complement, and may not duplicate, any other form of social or economic assistance which may be provided to the country concerned by any other department or agency of the United States. Such activities shall serve the basic economic and social needs of the people of the country concerned.
(3) Humanitarian and civic assistance may not be provided under this section (directly or indirectly) to any individual, group, or organization engaged in military or paramilitary activity.
(b) Humanitarian and civic assistance may not be provided under this section to any country unless Secretary of State specifically approves the provision of such assistance.
(c)(1) Expenses incurred as a direct result of providing humanitarian and civic assistance under this section to a foreign country shall be paid for out of funds specifically appropriated for such purpose.
(2) Nothing in this section may be interpreted to preclude the incurring of minimal expenditures by the Department of Defense for purposes of humanitarian and civic assistance out of funds other than funds appropriated pursuant to subsection (a).
(d) In this section, the term “humanitarian and civic assistance” means—
   (1) medical, dental, and veterinary care provided in rural areas of a country;
   (2) construction of rudimentary surface transportation systems;
   (3) well drilling and construction of basic sanitation facilities; and
   (4) rudimentary construction and repair of public facilities.

§ 402. Transportation of humanitarian relief supplies to foreign countries.
(a) Notwithstanding any other provision of law, and subject to subsection (b), the Secretary of Defense may transport to any country, without charge, supplies which have been furnished by a nongovernmental source and which are intended for humanitarian assistance. Such supplies may be transported only on a space available basis.
(b)(1) The Secretary may not transport supplies under subsection (a) unless the Secretary determines that—
   (A) the transportation of such supplies is consistent with the foreign policy of the United States;
   (B) the supplies to be transported are suitable for humanitarian purposes and are in usable condition;
   (C) there is a legitimate humanitarian need for such supplies by the people for whom they are intended;
   (D) the supplies will in fact be used for humanitarian purposes; and
   (E) adequate arrangements have been made for the distribution of such supplies in the destination country.

Figure 10-8. Extract from Chapter 20 of Title 10, USC.
of assistance come during times of crisis and during the Christmas holiday season. This amendment is administered by the USAID Office of Private Voluntary Cooperation.

**Excess Property Program**
Congress gave the SECDEF authority to donate nonlethal DOD excess property to foreign governments for humanitarian purposes. This program is basically supply driven what comes into the supply system limits what is donated. All property is initially consigned to the DOS on arrival. Items such as clothing, tents, medical equipment and supplies, heavy equipment, trucks, and food are available through this program.

**The McCollum Amendment**
The McCollum Amendment authorizes the transportation and distribution of humanitarian relief for displaced persons or refugees. Section 2547 of Title 10, USC, and the DOD Appropriation Act give DOD the authority and funding to donate and transport humanitarian relief supplies on a worldwide basis. The Office of Humanitarian Assistance, while often formulating its own programs, responds to, and must coordinate with, the DOS to gain its formal tasking for all shipments. Initial inquiries concerning the applicability of transportation funds should be made to the Office of Humanitarian Assistance. These inquiries include information concerning the-

- Requirements identified by the COM.
- Damage and disruption suffered by the economy and institutions of the area.
- General welfare of the people.
- CA assets available.

The level of support rendered is tailored to meet the needs of the existing situation. In no case will it exceed—

- The foreign nation’s request for help.
- Applicable international treaties and agreements.
- Limitations imposed by the law of land warfare.

**Commander’s Legal Obligations**
Regardless of the circumstances under which U.S. forces are employed, international law obligates the commander concerning civilians, governments, and economics. Requirements are usually specified in agreements or the law of land warfare. Treaty obligations are set forth in the Hague Conventions of 1907, the four Geneva Conventions of 1949, and other documents. FM 27-10, DA Pam 27-1, and other service publications explain the commander’s legal obligations.

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**MILITARY CIVIC ACTION**

MCA projects are designed and intended to win support of the local population for government objectives and for the military. Properly planned and executed MCA projects result in popular support. MCA employs predominately indigenous military forces as labor and is planned as short-term projects. MCAs are essentially U.S. military-to-HN-military projects where U.S. personnel are limited to a training and advisory role. The projects should be useful to the local populace at all levels in fields such as education, training, public works, health, and others contributing to economic and social development. Improving the standing of the military with the civilian populace is a positive by-product of MCA. MCA provides commanders greater flexibility than Title 10 H/CA.

The scope of MCA projects can be expanded to include military and paramilitary forces as benefactors of U.S. support in foreign countries. U.S. forces may support MCA projects in either of two general categories-mitigating or developmental.

**Mitigating MCA Projects**
Mitigating MCA projects emphasize the short-term benefits to the populace. This type of MCA is associated with emergency aid or assistance following natural disaster or combat. These projects usually involve medical care, food distribution, and basic construction. A single unit can support these projects with its own organic resources.
Developmental MCA Projects

Developmental MCA projects require continuous support from government sources to be effective. Because of their long-term nature, developmental MCA projects involve interagency cooperation and usually exceed the organic capabilities of a single unit. A tactical unit will conduct tasks or unit missions under a general HA program. Developmental MCA projects result from a request for assistance from a foreign country. This type MCA focuses on the infrastructure of a developing nation and is long-term.

Developmental MCA projects maybe supported by Title 10 H/CA funds if the intent of Chapter 20, USC, is not violated. Operational and tactical commanders have the flexibility to use military resources provided to support their mission and training when the MCA project has a direct effect on the military mission.

MCA must address the need of the local people while gaining their support. The criteria and courses of action must be evaluated for each project. Figure 10-9, pages 10-22 and 10-23, provides a matrix for analysis of COAs based on the selected criteria.

CIVIL DEFENSE

Civil defense is primarily the responsibility of government agencies. Civil-military problems are reduced when the government can control and care for its people. The effectiveness of civil defense plans and organization has a direct impact on other CMO. Support of civil defense maybe conducted as MCA, HA in civil defense planning aids military support during disaster relief.

Civil Defense in the United States

In the United States, civil defense is a government responsibility at all levels. The federal government provides planning advice and coordinates research, equipment, and financial aid. State and local governments determine the allocation of these resources. In the event of an emergency, U.S. forces must be prepared to help civil authorities repair essential facilities and, if necessary, to take such actions as directed to ensure national survival.

Conditions for the employment of AC and RC military forces are governed by federal statutes and military regulations. See FM 20-10 for a detailed discussion. DOD components develop appropriate contingency plans for major disaster assistance operations and ensure they are coordinated with appropriate federal, state, and local civil authorities and other DOD components. When a disaster is so serious that waiting for instructions from higher authority causes unwarranted delays, a military commander takes action as maybe required and justified to save human life, prevent human suffering, or mitigate major property damage or destruction. The commander must promptly report the action taken to higher authority. He must also request appropriate guidance if continued support is necessary or beyond his capability to sustain.

Federal forces used in disaster relief will be under command of, and directly responsible to, their military superiors. Use of military resources and other military participation in disaster relief operations will be on a minimum essential basis and end at the earliest practicable time,
## PROPOSED COURSE OF ACTION

<table>
<thead>
<tr>
<th>Other Functional Areas As Required</th>
<th>Agriculture</th>
<th>Public Health</th>
<th>Education</th>
<th>Transportation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Build farm to market roads</td>
<td>Build irrigation systems</td>
<td>Establish dispensaries</td>
<td>Begin immunization program</td>
<td>Build schools</td>
</tr>
<tr>
<td>Improve farming methods</td>
<td>Improve education programs</td>
<td>Provide roads</td>
<td>Transport equipment</td>
<td>Improve airfields</td>
</tr>
<tr>
<td>Repair/improve harbors</td>
<td>Repair/improve harbors</td>
<td>Repair/improve harbors</td>
<td>Repair/improve harbors</td>
<td>Repair/improve harbors</td>
</tr>
</tbody>
</table>

### CRITERIA

<table>
<thead>
<tr>
<th>Desirability</th>
<th>Question</th>
</tr>
</thead>
<tbody>
<tr>
<td>Will the population support it?</td>
<td></td>
</tr>
<tr>
<td>Will the military support it?</td>
<td></td>
</tr>
<tr>
<td>Will other agencies support it?</td>
<td></td>
</tr>
<tr>
<td>Will the government support it?</td>
<td></td>
</tr>
<tr>
<td>Can it be started immediately?</td>
<td></td>
</tr>
<tr>
<td>Will it have immediate impact?</td>
<td></td>
</tr>
<tr>
<td>Will it benefit a majority of the people?</td>
<td></td>
</tr>
<tr>
<td>Will it have a favorable psychological effect?</td>
<td></td>
</tr>
<tr>
<td>Is it amenable to public exploitation?</td>
<td></td>
</tr>
<tr>
<td>Will it improve the government image?</td>
<td></td>
</tr>
<tr>
<td>Will it improve civil-military relations?</td>
<td></td>
</tr>
<tr>
<td>Will it lend itself to self help?</td>
<td></td>
</tr>
<tr>
<td>Will it contribute to the stabilization of society?</td>
<td></td>
</tr>
<tr>
<td>Does it jeopardize primary mission accomplishment?</td>
<td></td>
</tr>
<tr>
<td>Does it have full approval and support of the civilian leadership in the community?</td>
<td></td>
</tr>
<tr>
<td>Will the civilians in the community work along with the military?</td>
<td></td>
</tr>
<tr>
<td>Does it infringe upon private enterprise?</td>
<td></td>
</tr>
<tr>
<td>Will it require future Army maintenance?</td>
<td></td>
</tr>
<tr>
<td>Will it benefit a wide spectrum of the community?</td>
<td></td>
</tr>
<tr>
<td>Is it discriminatory?</td>
<td></td>
</tr>
<tr>
<td>Will it be fully coordinated with all appropriate levels of authority?</td>
<td></td>
</tr>
<tr>
<td>Is it in consonance with the country's national objectives and interests?</td>
<td></td>
</tr>
<tr>
<td>Is it in support of the commander's politico-military mission?</td>
<td></td>
</tr>
<tr>
<td>Does it compromise civilian authority and responsibility?</td>
<td></td>
</tr>
</tbody>
</table>

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Figure 10-9. Sample military civic action worksheet.

10-22
Commanders ensure that personnel participating in U.S. authorized domestic assistance programs are not in violation of the provisions of the Posse Comitatus Act. This act prohibits the use of federal military personnel in enforcing federal, state, or local laws unless expressly authorized by the Constitution or by an act of Congress. The act does NOT apply to state NG troops unless they have been federalized. Measures to ensure continuity of operations, troop survival, and the rehabilitation of essential military
bases will take precedence over military support of civil defense. Requests for support placed upon the military will normally be accepted only on a “mission type” basis. The decision rests with the military commander as to the necessity, amount, duration, and method of employment of support rendered. USAR units or individual reservists may perform disaster relief operations under any of the following conditions:

- When ordered to active duty as a result of a presidential declaration of national emergency IAW Title 10, USC, Sections 672 and 673.
- When ordered to active duty by the DA on recommendation of the CONUS Army commander and CGFORSCOM as annual training.
- When approved by CINCFORSCOM and ordered to active duty in a voluntary ADT status.

However, the following considerations will apply:

- Commitment of USAR volunteers must be consistent with Army policy for military assistance.
- Civil authorities have made a firm commitment to repay all ADT costs.
- State and local assets, including the NG, have been committed, or the assistance requested is clearly beyond state and local capabilities.
- Authority to commit USAR volunteers may be delegated no lower than CONUS Army.
- Commitment of volunteers must be coordinated with the proper CE district or division to avoid duplication of effort.

USAR commanders may approve voluntary USAR participation during imminently serious conditions in a nondrill, nonpay status. USAR members taking part in such support are performing official duty. However, unit commanders—

- May not order members of the USAR to participate.
- May approve voluntary USAR participation only when time or conditions do not permit seeking guidance from higher headquarters.

- Should ensure that reasonably available state and local assets are fully committed or the help requested is clearly beyond the ability of the state and local assets.
- Will provide support on a minimum essential basis. Support will end when adequate state and local assets become available.

**Federal Emergency Management Agency**

The FEMA is the executive agency that serves as the single POC within the USG for emergency management within the United States. It establishes and maintains a comprehensive and coordinated emergency management capability in the United States. Its function is to plan and prepare for, respond and recover from, and most important, mitigate the effects of emergencies, disasters, and hazards ranging from safety and protection in the home to nuclear attack. Under Executive Order 12148 of July 20, 1979, the President transferred all functions previously assigned to the Defense Civil Preparedness Agency within the DOD to the newly created FEMA. The FEMA is the command and control agency for all emergency planning and for the Office of Civil Defense. Within FEMA, the two primary departments that provide civil defense plans and guidance are the Plans and Preparedness Department and the Disaster Response and Recovery Department.

**FEMA Plans and Preparedness Department**

The FEMA Plans and Preparedness Department develops and implements overall concepts and policy guidance and directs activities for nationwide plans and preparedness for emergencies during peace and war. It develops guidance for federal emergency plans and state and local response capabilities, including requirements for communications, warning and damage assessment systems, and tests and exercises. It also develops—

- Plans, systems, and capabilities for protection of the U.S. populace, government, and industry.
- Plans, systems, and capabilities for resources management and stabilization of the economy in time of emergency.
• Policy guidance for stockpiling strategic materiel.

**FEMA Disaster Response and Recovery Department**

The FEMA Disaster Response and Recovery Department provides direction and overall policy coordination for federal disaster assistance programs delegated to the FEMA director. It advises the FEMA director on the mission, organization, and operation of the agency's disaster assistance program and the total federal disaster response and recovery capability. It administers federal disaster assistance and provides overall direction and management of federal response and recovery activities. It also develops summaries of existing situations to support the director's recommendation to the President on a state governor's request for a presidential declaration of a major disaster or an emergency.

**FEMA Command and Control**

The FEMA is divided into ten regions and serves as the command and control agency for all emergency planning and for the Office of Civil Preparedness [Figure 10-10 page 10-27]. Below the FEMA level, state and local civil defense agencies still remain intact. The FEMA advises, assists, and guides the states and their political subdivisions in developing their respective emergency preparedness programs. All of the planning guidance for civil defense operations remains in force, as it did prior to 1979.

Federal agencies, including CA civil defense elements, work with the states and their political subdivisions through channels established in state emergency plans. The state civil defense agency or emergency services and disaster agency and the local civil defense organizations serve their respective chief executives as coordinators of emergency operations [Figure 10-11 page 10-28], depicts the FEMA regional boundaries and field installations within the United States.

The SECDEF has been tasked to coordinate and assist the FEMA in providing emergency and disaster relief. In turn, the Secretary of the Army has been designated executive agent for DOD in all matters pertaining to the planning, deployment, and use of military resources in the event of a relief operation in the United States.

The Secretary of the Army coordinates the activities of all the military services in this area, while the secretaries of the other services provide such assistance as maybe requested.

The director of military support commands the U.S. Army Military Support Agency. This agency develops and disseminates policy, develops procedures, and employs and monitors DOD resources provided to civil authorities in connection with disaster relief operations.

The CINCFORSCOM is responsible for conducting U.S. Army disaster relief in CONUS. Acting for the Secretary of the Army, CINCFORSCOM has the delegated authority to task DOD components and MACOMs, consistent with defense priorities, for necessary resources to conduct disaster relief operations within CONUS. These commands must also be prepared to conduct the same type operations in Mexico and Canada when directed.

**State Organization**

All states have legislation authorizing a civil defense program. Each state has a civil defense director who advises the governor and other state officials on civil defense matters. He also assists each political subdivision of the state in establishing and maintaining a local organization. State AGs and their staffs prepare plans for military support of civil defense. In the event of an emergency (natural or man-made), a state AG and his military headquarters may be brought into active federal service. In the event the NG is not federalized, the state AG will then be under the command of the CONUS Army commander in whose area he is located. He will exercise OPCOM of the military support forces made available in his state.

**Emergency Warning and Communications Systems**

The civil defense warning system is a combination of federal, state, and local systems. The federal portion is termed the NAWAS and is an extension of the military warning and detection systems that feed into the operations center of the NORAD in Colorado Springs, CO. The NAWAS consists of three FEMA warning centers: NORAD combat operations center FEMA Region 6 Headquarters in Denton, TX; and FEMA Region 3 Headquarters in Washington, DC.
Backup centers are located at each of the other FEMA regional headquarters. All are linked by a special voice communications network to several hundred warning points throughout the nation. These warning points are located in key federal facilities, state capitals, and many cities and are manned on a 24-hour basis. Through a relay system, these warning points send information to local authorities who are responsible for warning the local populace.

The EBS, established by executive order, is designed to provide local, state, and national units of government with a means of communicating to the general public. The EBS plans for and coordinates the use of most of the facilities and personnel of the civilian broadcasting industry to operate a functional system during a national emergency.

**Domestic Support**

CA civil defense planning and operations conducted in CONUS involve DOD-sponsored military programs that support the people and the government at any level within the United States and its territories. These programs and operations are classified as domestic support. In all domestic support operations, the authority and responsibilities of the commander and members of his command are closely regulated by civil law and ARs.

Protecting life and property within the territorial jurisdiction of any state is the primary responsibility of state and local government and civilian authorities.

Generally, federal armed forces may be employed when—

- The situation is beyond the capabilities of state and local officials.
- State and local civil authorities will not take appropriate action.

**Capabilities of Army Organizations**

The capabilities of Army organizations to perform the various tasks required in military support of civil defense are shown in Table 10-1 pages 10-29 and 10-30.

CA civil defense teams rely on local resources when conducting civil defense activities. If, however, these resources are not available, military resources may be used. Availability of equipment will depend on the location, number, and type of military organizations supporting the civil defense effort. Army assets potentially available in time of emergency include—

- Radio equipment.
- Radiation and detection equipment.
- Generators and lighting equipment.
- Vehicles and maintenance/repair tool kits.
- Demolition equipment.
- Water purification equipment.
- Medical equipment.
- Heaters, stoves, and fire extinguishers.
- Engineer/construction equipment.
- Tentage.
Figure 10-10. FEMA headquarters organization.
Figure 10-11. FEMA regional boundaries and field installations.
<table>
<thead>
<tr>
<th>Type of Organization</th>
<th>Categories of Capabilities</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>A</td>
</tr>
<tr>
<td>Adjudant general</td>
<td>0</td>
</tr>
<tr>
<td>Air cavalry</td>
<td>0</td>
</tr>
<tr>
<td>Armor</td>
<td>X</td>
</tr>
<tr>
<td>Armored cavalry</td>
<td>X</td>
</tr>
<tr>
<td>Army aviation</td>
<td>0</td>
</tr>
<tr>
<td>Army intelligence and security</td>
<td>0</td>
</tr>
<tr>
<td>Army training centers</td>
<td>0</td>
</tr>
<tr>
<td>Arsenal and depots (not part of an installation)</td>
<td>0</td>
</tr>
<tr>
<td>Artillery</td>
<td>X</td>
</tr>
<tr>
<td>Chemical</td>
<td>0</td>
</tr>
<tr>
<td>Civil affairs</td>
<td>0</td>
</tr>
<tr>
<td>Engineer</td>
<td>X</td>
</tr>
<tr>
<td>Finance</td>
<td>0</td>
</tr>
<tr>
<td>Hospitals</td>
<td>X</td>
</tr>
<tr>
<td>Infantry (to include mechanized infantry)</td>
<td>X</td>
</tr>
<tr>
<td>Installations (excluding U.S. Army garrison units or Army training centers located thereon)</td>
<td>X</td>
</tr>
<tr>
<td>Maintenance battalions</td>
<td>0</td>
</tr>
<tr>
<td>Medical</td>
<td>0</td>
</tr>
<tr>
<td>Military police</td>
<td>X</td>
</tr>
<tr>
<td>Ordnance</td>
<td>X</td>
</tr>
<tr>
<td>Psychological operations</td>
<td>X</td>
</tr>
<tr>
<td>Quartermaster</td>
<td>X</td>
</tr>
<tr>
<td>Recruiting stations</td>
<td>0</td>
</tr>
<tr>
<td>ROTC detachments</td>
<td>0</td>
</tr>
<tr>
<td>Service schools</td>
<td>0</td>
</tr>
<tr>
<td>Signal</td>
<td>0</td>
</tr>
<tr>
<td>Special Forces</td>
<td>0</td>
</tr>
<tr>
<td>Supply and transport battalions</td>
<td>X</td>
</tr>
<tr>
<td>Transportation</td>
<td>X</td>
</tr>
<tr>
<td>U.S. Army garrison units</td>
<td>0</td>
</tr>
</tbody>
</table>

X = Particularly suited because of the skilled personnel or special equipment normally available in the unit, or a combination of both.

0 = Can provide this type of support based on the organized manpower normally available in the unit rather than on any special skills or equipment. Capabilities to support civil defense operations will vary widely according to the level of command of the particular unit; e.g., company, battalion, etc.

Table 10-1. Capabilities of Army organizations.
LEGEND

<table>
<thead>
<tr>
<th>Category</th>
<th>Capability</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>Emergency support of those tasks for which military personnel have an inherent capability to accomplish in varying degrees by virtue of their organization and general military training. Such tasks include but are not restricted to emergency clearance of debris and rubble from streets, highways, rail centers, dock facilities, airports, shelters, and other areas, as necessary, to permit rescue or movement of people; access to and recovery of vital resources; emergency repair or reconstitution of facilities; rescue, evacuation, and first aid treatment of casualties; maintenance of law and order, to include general police and law enforcement operations, emergency highway traffic control and supervision, security and protection of vital facilities and resources, and enforcement of economic stabilization measures; and recovery, collection, safeguarding, and issue of food, essential supplies, and critical items.</td>
</tr>
<tr>
<td>B</td>
<td>Restoration of public facilities and utilities, including transportation, communications, power, fuel, water, and other essential facilities.</td>
</tr>
<tr>
<td>C</td>
<td>Explosive ordnance disposal.</td>
</tr>
<tr>
<td>D</td>
<td>Medical treatment or hospitalization of casualties, recovery of critical medical supplies, and the safeguarding of public health. Medical treatment may involve sorting and treating of casualties and preventive measures to control the incidence and spread of infectious diseases.</td>
</tr>
<tr>
<td>E</td>
<td>Recovery, identification, registration, and disposition of deceased persons.</td>
</tr>
<tr>
<td>F</td>
<td>Radiation monitoring and decontamination, to include identifying contaminated areas.</td>
</tr>
<tr>
<td>G</td>
<td>Movement control, to include plans and procedures for essential movements.</td>
</tr>
<tr>
<td>H</td>
<td>Emergency provision of food and facilities for food preparation should mass or community subsistence support be required.</td>
</tr>
<tr>
<td>I</td>
<td>Damage assessment of facilities, utilities, and communications.</td>
</tr>
<tr>
<td>J</td>
<td>Provision of interim communications using available mobile military equipment to provide command and control.</td>
</tr>
<tr>
<td>K</td>
<td>Firefighting.</td>
</tr>
</tbody>
</table>

Table 10–1. Capabilities of Army organizations (continued).