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ANNEX 3-27 HOMELAND OPERATIONS

HOMELAND DEFENSE PLANNING PURPOSE AND SUPPORT

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Planning, execution, and assessment are critical to success in any endeavor. In relation to [homeland operations](#), all three phases require an understanding of the threat, as well as the roles of various other government agencies. It is also important to understand the Air Force's role is broader than just air actions. The Service can employ a variety of other capabilities to support operations within the homeland.

The defense of the homeland is not entirely unique, and should primarily follow established warfighting doctrine. However, the command structure for homeland operations is more complex than in most areas of responsibility. [North American Aerospace Defense Command](#) (NORAD) and [US Northern Command](#) (USNORTHCOM) both have responsibilities within the same US air domain. The commander, USNORTHCOM and the commander, [US Pacific Command](#) (USPACOM) are geographic combatant commanders (GCC), each with a chain of command through the Secretary of Defense (SecDef) to the President. NORAD is a binational command, with two chains of command. One chain of command goes to the Canadian Prime Minister and the other to the US President. As a result, command and control (C2) relationships should be emphasized in planning to ensure people understand their chain of command, and who they take orders from during certain events.

Alaska in particular is an environment that requires C2 clarity. Air Force forces there are assigned to USPACOM, while the defense of Alaska is a USNORTHCOM responsibility. Clarity of command is provided through Alaskan Command. Similarly, while Hawaii, Guam, and other US territories in the Pacific are a part of the homeland, the commander of USPACOM is the GCC responsible for those locations.

The airpower tenet of [centralized control and decentralized execution](#) remains relevant in homeland operations. **Due to a variety of legal and political factors, homeland operations will very likely lean in the direction of "centralized execution" more than in operations outside the homeland.** Senior decision makers continually balance the need for aggressive and effective operations with the need to minimize collateral damage and casualties. They most effectively accomplish this through applying risk management controls and processes.

When execution is more centralized, the ability to engage fleeting targets decreases. One compensatory measure is to have well established and understood [rules of](#)

[engagement](#) (ROE) and [rules for the use of force](#) (RUF). ROE apply to air and sea forces in homeland defense whereas RUF apply to ground forces. To be effective, the ROE/RUF should be clearly understood and rapidly executable. For example, in a [counterair](#) role the shooter must receive approval in time to destroy the target. ROE/RUF should be clearly defined for the full spectrum of potential response actions.

DEFENSE SUPPORT OF CIVIL AUTHORITIES

Many of the capabilities inherent in air forces can also provide for rapid response to support civil authorities in cases of domestic emergencies and disasters. **In providing defense support of civil authorities and National Guard civil support, Air Force forces support federal, state, or local civil authorities in cases of natural or man-made domestic emergencies, civil disturbances, or authorized law enforcement activities.** Planning for and responding to these events should be a Total Force effort.

Acts of [terrorism](#), natural disasters, and accidents involving hazardous materials can stretch local and state emergency response resources to the limit, and sometimes beyond. For acts or threats of terrorism in the US, the [Department of Justice](#), acting through the [Federal Bureau of Investigations](#), is the lead agency. When disasters or accidents occur, local authorities lead the effort and request assistance from state or federal agencies as needed. In both instances, regular and Reserve military units, including Air Force civilian personnel, may be tasked to assist in response and recovery efforts. In all cases, the Air Force is prepared to support homeland operations through intelligence and information sharing.

Installation commanders plan for situations that would require assigned units to assist local authorities. They and their staffs should be aware of the various industries or other facilities in the surrounding community, and should assess what potential hazard or threat these industries and facilities may pose to the installation. They should also determine what type of assistance each may require in the event of an emergency. The risk management process should be integral to any planning related to homeland operations. Installation commanders should also be aware of critical dependencies on the surrounding community and work with involved agencies to ensure the installation is capable of continuing minimum essential functions in an emergency. **Coordinated planning between the installation and the community is critical to a successful emergency response and should take into account the need to preserve the installation's ability to project and protect its forces when and where needed.** What occurs in the community may affect the installation's ability to perform its mission. In addition to providing support, Air Force installations should have plans and procedures in place for receiving aid and assistance from DOD or civil agencies when needed.

Memoranda of agreement or understanding (MOA/MOU) with the surrounding communities can clarify such issues as response procedures and capabilities, and reimbursement of costs. MOA and MOU provide a means to answer numerous questions before a disaster or accident occurs, and allow for planning as to how military

units will respond and what local authorities expect of them. Governors may also have emergency management assistance compacts.

Key agencies for planning include local fire, medical, and police forces. During off-base emergency situations, the Air Force may be able to provide assistance fighting fires, treating the injured, evacuating buildings, and establishing cordons. However, these should not be confused with law enforcement actions.

The [national response framework](#) (NRF) contains detailed guidance and planning considerations, and should be the primary reference in developing MOA/MOU. Refer to the NRF and take the following into consideration when drafting an MOA/MOU:

- ✦ **Installation commanders may provide immediate response to save lives, prevent human suffering, or mitigate great property damage resulting from any civil emergency or attack.** Immediate response authority only applies when local capability is overwhelmed, triggered by a request from civil authorities, under imminently serious conditions, and with no time to seek approval from higher authority. The requirement to employ assets under immediate response authority should be reassessed at least every 72 hours. Otherwise, SecDef approval is required prior to providing Air Force support. Commanders acting under immediate response authority notify the joint director of military support through command channels. In cases other than immediate response, installation commanders should seek legal advice before providing support as approval at SecDef level may be required.
- ✦ Circumstances should be identified under which mutual response will be requested and provided between the parties named in the memorandum. The circumstances vary from installation to installation depending on available capabilities for both the off-base and on-base organizations, as well as what types of industries are located in the off-base communities. Common examples of requested assistance are firefighting, [explosive ordnance disposal](#), or hazardous materials handling.
- ✦ There should be a written set of instructions that civil authorities can follow when requesting assistance. This will standardize request procedures and clarify requirements for both the military and civilian organizations involved.
- ✦ Legal authority for [Department of Defense](#) (DOD) participation varies by the nature and severity of the incident, e.g., declaration of a major disaster, a request under the Economy Act, or a mutual aid request permitted by a specific regulation. These triggers are important, ensuring all parties understand when the MOA/MOU will apply and ensuring proper expenditure of DOD funds.
- ✦ Specific procedures should be provided for use by responding units when reporting to the scene of an emergency. Specify how the military organization will integrate with the civil authorities. A section within a MOA/MOU should also

include frequencies for radios, how to obtain spectrum support, radio procedures, equipment requirements, personnel requirements, force protection requirements, etc.

- ✦ A section within a MOA/MOU should contain instructions on how to track costs and request reimbursement. It applies to both the military and civilian agencies since most MOA/MOU are mutual response agreements.
 - ✦ A MOA/MOU should specify such things as minimum notification time before assistance is withdrawn, maximum amount of time assistance can be provided, and procedures for transferring responsibilities to relieving units.
 - ✦ Procedures for conducting joint exercises to familiarize all parties with the command structure and the scenarios in which assistance might be rendered should be incorporated into a MOA/MOU.²⁵
 - ✦ A section in a MOA/MOU should describe efforts to bring all DOD installations clustered in one greater community together into an integrated, community-wide support plan.
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²⁵ See AFI 10-2501, [Air Force Emergency Management \(EM\) Program Planning and Operations](#), for emergency management, off-base exercise, and coordination requirements with local communities.