

Joint Publication 3-68



Noncombatant Evacuation Operations



22 January 2007



PREFACE

1. Scope

This publication provides doctrine for conducting joint noncombatant evacuation operations throughout the range of military operations. Specific information on repatriation operations also is provided.

2. Purpose

This publication has been prepared under the direction of the Chairman of the Joint Chiefs of Staff. It sets forth joint doctrine to govern the activities and performance of the Armed Forces of the United States in operations and provides the doctrinal basis for interagency coordination and for US military involvement in multinational operations. It provides military guidance for the exercise of authority by combatant commanders and other joint force commanders (JFCs) and prescribes joint doctrine for operations and training. It provides military guidance for use by the Armed Forces in preparing their appropriate plans. It is not the intent of this publication to restrict the authority of the JFC from organizing the force and executing the mission in a manner the JFC deems most appropriate to ensure unity of effort in the accomplishment of the overall objective.

3. Application

a. Joint doctrine established in this publication applies to the commanders of combatant commands, subunified commands, joint task forces, subordinate components of these commands, and the Services.

b. The guidance in this publication is authoritative; as such, this doctrine will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise. If conflicts arise between the contents of this publication and the contents of Service publications, this publication will take precedence unless the Chairman of the Joint Chiefs of Staff, normally in coordination with the other members of the Joint Chiefs of Staff, has provided more current and specific guidance. Commanders of forces operating as part of a multinational (alliance or coalition) military command should follow multinational doctrine and procedures ratified by

the United States. For doctrine and procedures not ratified by the United States, commanders should evaluate and follow the multinational command's doctrine and procedures, where applicable and consistent with US law, regulations, and doctrine.

For the Chairman of the Joint Chiefs of Staff:

A handwritten signature in black ink, appearing to read 'W. Sharp', written in a cursive style.

WALTER L. SHARP
Lieutenant General, USA
Director, Joint Staff

SUMMARY OF CHANGES
REVISION OF JOINT PUBLICATION 3-68 (FORMERLY 3-07.5)
DATED 30 SEPTEMBER 1997

- **Pub renumbered as Joint Publication 3-68**
- **Updated the description of the term noncombatant evacuation operation (NEO)**
- **Discusses the forward-deployed amphibious expeditionary strike group/ Marine expeditionary unit (special operations capable)**
- **Expands the discussion of the Washington Liaison Group**
- **Adds coverage of the role of the United States Citizenship and Immigration Services**
- **Updates the discussion of the responsibilities of the combatant commanders**
- **Adds a discussion of the role of the host nation**
- **Expands the discussion of multinational NEO**
- **Updates the coverage of intelligence sources**
- **Adds a discussion of repatriation considerations**
- **Adds a discussion of information operations**
- **Covers the use of the NEO tracking system**
- **Adds appendices on Repatriation Processing Center Processing and Operational Risk and Safety**
- **Establishes new definitions for the terms “authorized departure,” “Automated Repatriation Reporting System,” “dependents/immediate family,” “emergency action committee,” “force sequencing,” “foreign service national,” “geospatial-intelligence contingency package,” “joint reception coordination center,” “ordered departure,” “regional liaison group,” and “Washington Liaison Group”**
- **Modifies significantly the definitions for “NEOPACK” and “noncombatant evacuees”**

Intentionally Blank

TABLE OF CONTENTS

	PAGE
EXECUTIVE SUMMARY	ix
CHAPTER I	
OVERVIEW	
• Introduction	I-1
• Terminology	I-2
• Special Nature of Evacuation Operations	I-2
• Operational Environments	I-3
• Military Planning and Forces	I-4
CHAPTER II	
ROLES, COORDINATION, AND INTERACTION	
• Introduction	II-1
• Department of State	II-1
• US Embassy Representatives	II-3
• Other Agencies	II-7
• Secretary of Defense, Combatant Commanders, and US Military Commands	II-7
• Host Nation	II-9
• Nongovernmental and Intergovernmental Organizations	II-9
• Multinational Noncombatant Evacuation Operation	II-10
CHAPTER III	
COMMAND AND CONTROL	
• Introduction	III-1
• Command Relationships	III-1
• Command and Control	III-3
• Joint Task Force Organization	III-7
CHAPTER IV	
CONTINGENCY AND PREDEPLOYMENT PLANNING CONSIDERATIONS	
• US Embassy and Consulate Plans	IV-1
• Military Planning — Combatant Command Plans	IV-1
• Intelligence Sources	IV-2
• Notification Procedures	IV-3
• Notification Phases	IV-4
• Evacuee Identification	IV-6

• Coordination With Senior In-Country Military Officials	IV-7
• Embassy Security and Operations	IV-8
• Repatriation Considerations	IV-9

CHAPTER V

EMPLOYMENT AND EVACUATION OPERATION PROCEDURES

• Evacuation Plan Implementation	V-1
• Advance Party	V-1
• Joint Task Force Main Body Organization and Missions	V-12
• General Considerations	V-17

CHAPTER VI

EVACUEE PROCESSING

• Evacuation Control Center	VI-1
• Evacuation Control Center Flow Chart	VI-1
• Evacuee Processing	VI-1
• Evacuation Control Center Organization and Operations	VI-3
• Classification, Priorities, and Considerations for Evacuees	VI-9

CHAPTER VII

INTERMEDIATE STAGING BASE AND SAFE HAVEN OPERATIONS

• Intermediate Staging Base	VII-1
• Temporary Safe Haven Site	VII-3
• Alternate Safe Haven	VII-4
• Organization and Functional Considerations	VII-5

APPENDIX

A Rules of Engagement and the Law of War	A-1
B Legal Considerations	B-1
C Psychological Operations Considerations	C-1
D Noncombatant Evacuation Operations Planning Considerations	D-1
E Sample Emergency Action Plan Checklists	E-1
F Sample Notice Forms	F-1
G Repatriation Processing Center Processing Sheet	G-1
H Operational Risk and Safety	H-1
J References	J-1
K Administrative Instructions	K-1

GLOSSARY

Part I	Abbreviations and Acronyms	GL-1
Part II	Terms and Definitions	GL-5

FIGURE

I-1	Objectives Concerning Protection and Evacuation of US Citizens and Other Designated Personnel	I-1
II-1	Members of the Country Team	II-6
III-1	Noncombatant Evacuation Operations/Repatriation Operations Organization Chain of Command	III-2
IV-1	Contents of Emergency Action Plans	IV-2
IV-2	Notification Phases	IV-4
V-1	Forward Command Element Tasks	V-9
V-2	Joint Task Force Main Body	V-13
VI-1	Evacuation Control Center Flow Chart	VI-2
VI-2	Classifications of Evacuees	VI-10
VII-1	Advantages of an Intermediate Staging Base	VII-2
F-1	Sample Stand Fast Notice	F-1
F-2	Sample Leave Commercial Notice	F-2
F-3	Sample Evacuation Notice	F-3
F-4	Sample Embassy/Post Closing Notice	F-5
F-5	Sample Waiver of Evacuation Opportunity	F-6
G-1	Department of Defense Form 2585, Repatriation Processing Center Processing Sheet	G-1

Intentionally Blank

EXECUTIVE SUMMARY

COMMANDER'S OVERVIEW

- **Provides an Overview of Noncombatant Evacuation Operations (NEOs)**
- **Discusses NEO Roles, Coordination, and Interaction**
- **Covers NEO Command and Control**
- **Discusses Contingency and Predeployment Planning Considerations**
- **Covers Employment and Evacuation Operation Procedures**
- **Provides Guidance on Evacuee Processing**
- **Discusses NEO Intermediate Staging Base and Safe Haven Operations**

Overview

A noncombatant evacuation operation (NEO) is conducted to evacuate US citizens whose lives are in danger.

Noncombatant evacuation operations (NEOs) are conducted to assist the Department of State (DOS) in evacuating US citizens, Department of Defense (DOD) civilian personnel, and designated host nation (HN) and third country nationals whose lives are in danger from locations in a foreign nation to an appropriate safe haven. Although normally considered in connection with hostile action, evacuation may also be conducted in anticipation of, or in response to, any natural or man-made disaster.

NEOs have special characteristics.

The command and control structure and the political and diplomatic factors involved in timing the execution of the military support of NEOs make them different from other military operations. During NEOs the US ambassador, not the combatant commander (CCDR) or subordinate joint force commander (JFC), is the senior United States Government (USG) authority for the evacuation and, as such, is ultimately responsible for the successful completion of the NEO and the safety of the evacuees. The decision to evacuate a US embassy and the order to execute a NEO is political.

The geographic combatant commander (GCC) may decide to create a joint task force (JTF) to conduct a NEO or may task a component commander to conduct the NEO.

Rules of engagement may be such that the JTF should be prepared to protect personnel (military and evacuees) from a wide variety of threats while not necessarily having the authority to preempt hostile actions by proactive military measures.

NEOs may occur in permissive, uncertain, or hostile environments.

Evacuation operations are characterized by uncertainty and may be directed without warning because of sudden changes in a country's government, reoriented diplomatic, or military relationships with the United States, a sudden hostile threat to US citizens from a force within or external to a HN, or a devastating natural or man-made disaster. The three key factors in noncombatant evacuation planning are: situational awareness; a correct appraisal and understanding of the changing diplomatic, political, and military environment in which the evacuation force will operate; and preparation of the evacuation force for a situation that may rapidly move from permissive to uncertain or hostile. Alternative plans should be developed for permissive, uncertain, and hostile environments.

Command and Control

Within the country, the ambassador has been designated as the responsible authority for the operation.

The US ambassador, with the approval of the Under Secretary of State for Management, can order the evacuation of USG personnel and dependents other than uniformed personnel of the Armed Forces of the United States and designated emergency-essential DOD civilians who are not under the authority of the US ambassador. While the ambassador cannot order the departure of private US citizens and designated other persons, the ambassador can offer them USG evacuation assistance. Normally an evacuation starts in accordance with the embassy's emergency action plan (EAP); using scheduled airlines, chartered flights, or surface transportation.

Subject to the overall authority of the ambassador, responsibility for the conduct of military operations in support of an evacuation and security of personnel, equipment, and installations within the designated operational area is vested with the JFC.

Joint task force organization.

The supported CCDR has the authority to organize forces to best accomplish the assigned mission based on the concept of operations (CONOPS). As such, the supported CCDR could decide to assign the NEO mission to a Service component or establish a JTF. The JFC is responsible for all phases of the operation to include the intermediate staging base (ISB) and temporary safe haven (if located outside the United States and within the joint operations area [JOA]). An ISB or temporary safe haven outside the JTF JOA falls under the responsibility of the supported CCDR. The NEO JTF

is typically responsible for support and transport of the evacuees to ISBs and safe havens outside the JOA. The JFC exercises operational control over assigned and attached forces with the authority to organize forces to best accomplish the assigned tasks based on the CONOPS.

Contingency and Predeployment Planning

Emergency action plans.

US embassies and consulates are required to have EAPs for the area under their cognizance. The ambassador is responsible for the preparation and maintenance of EAPs, one section of which addresses the military evacuation of US citizens and designated foreign nationals. The GCC is responsible for reviewing and commenting on EAPs. EAPs are not tactical operation plans in the sense that military planners think of, but they are the reference materials that support the formulation of an operation plan. The CCCR should review the adequacy of the EAP to support military operations. A copy of the current EAP should be on file and maintained at the appropriate CCCR's headquarters (HQ).

Combatant command plans.

Predeployment planning begins when the subordinate JFC receives the warning order from the CCCR and lasts until the evacuation force deploys to either an ISB or the evacuation site. Prior coordination with the staffs of the GCC and embassy can significantly improve planning for the JFC. The CCCR and staff can provide the JFC with information to begin planning, such as the general contingency plans.

Notification procedures.

To develop a realistic evacuation plan, the JTF staff should know how long it will take to assemble the evacuees once the decision to evacuate has been made. Communications with potential evacuees may be via a **warden system**, which is a notification system used to communicate to the US population through wardens using telephones, faxes, emails, and direct personal contact. A warden coordinator prepares lists of wardens and other contacts to cover areas of assigned responsibilities. The wardens prepare, update, and maintain a list of phone numbers and addresses of US citizens residing in their assigned areas.

There are several groups of evacuees, some of whom the ambassador may direct to evacuate and some whom the ambassador cannot.

The first question most often asked by both diplomatic and military planners is, "Who are the evacuees, and how many of them will there be in a crisis?" Understanding how evacuees are organized, notified, and moved to assembly areas helps in determining the number of potential evacuees and assembly time estimates.

The report of potential evacuees, also known as the “F-77 Report,” identifies the numbers of potential evacuees at each embassy. Each embassy or consulate is required to submit to the DOS an annual report, on 15 December, of the estimated number of potential evacuees in its assigned area. These counts, however, are only yearly estimates. The accuracy of the estimate will vary with the speed and severity of the crisis.

Embassy Security and Operations

Security outside the embassy is the responsibility of the host nation (HN), while security of the ambassador and embassy grounds is the responsibility of the regional security officer.

In many cases, US embassies do not have security forces or personnel. If security is provided, the regional security officer (RSO) has DOS security personnel and a small Marine Security Guard (MSG) detachment to accomplish this mission. During the evacuation, the MSG detachment personnel receive their orders from the RSO, while JTF personnel receive their orders from the JFC. JTF personnel do not receive orders from the RSO. These command relationships can potentially cause problems, especially when MSG personnel and JTF personnel work together during the evacuation operation. It is vital that the JTF staff work out missions and command relationships before the operation. The JFC must understand the ambassador’s security plan and integrate the joint forces as smoothly as possible.

In some cases local contract guards control the perimeter of each embassy. These personnel may or may not be armed. Quality of the local guard force varies by country. Some local guards are professional and staffed with personnel who have proven their loyalty to the embassy’s staff. These local guards can be very useful in assisting US forces assigned to perimeter security duty.

MSGs control access into critical facilities where classified material is processed and stored. MSGs have reaction plans to defend these facilities and destroy or evacuate sensitive material or equipment, if necessary.

Employment and Evacuation Procedures

Once the Secretary of State approves an evacuation, the ambassador has the authority to implement the plan in a crisis.

The DOS, acting on the advice of the ambassador, will determine when US noncombatants and foreign nationals are to be evacuated. When unexpected violence flares up or appears imminent and communications with the DOS are cut off, the ambassador may invoke such elements of the plan and initiate such actions as the situation warrants.

Advance party.

As early as possible in the planning, the JFC forms the advance party and requests permission to send it to the site of the operation. The advance party may consist of two elements: the forward command element (FCE) and the evacuation site party. In a permissive or uncertain environment, the FCE should be inserted before any evacuation site parties. In a hostile environment, the ambassador's decision will probably be to insert the entire evacuation force to immediately commence the operation.

Forward command element.

The FCE coordinates with the ambassador and members of the country team for information and assistance. The FCE normally submits situation reports to the JFC. When the main body enters the country, the FCE rejoins the evacuation force and continues operations with the JTF HQ.

Evacuation site party.

The evacuation site party identifies and, where possible, establishes the assembly areas, evacuation sites, and the evacuation control center (ECC) site. When the evacuation force enters the country and the evacuation commences, the evacuation site party becomes the operations center and/or section of the ECC.

Main body.

A JTF "main body" will deploy to conduct the on-scene evacuation process. After insertion of the main body, each element prepares for its part in the operation. As the advance party rejoins the main body, the main body may consist of a HQ, marshalling element, security element, logistic element, and special operations forces. The size of the main body depends on the number of evacuees, evacuation sites, assembly areas, and the tactical situation.

Evacuee Processing

Evacuation control center.

The ECC supports the DOS, which conducts processing, screening, and selected logistic functions associated with emergency evacuation of noncombatants. The JTF should, however, be prepared to perform functions that are DOS responsibilities, if required. Size and composition of the ECC will be determined by the number of evacuees, evacuation environment, and location of the evacuation area. Of primary importance is the nature of the emergency causing the evacuation; it may be natural, political, or military based.

Evacuee processing may take place in-country at an air terminal, onboard ship, or at a temporary safe haven site. Regardless of location, a comprehensive plan for reception and care of evacuees should be implemented. The JFC's primary duties include maintaining order at

the evacuation site and supporting the ambassador's efforts to care for noncombatant evacuees.

Guiding principles for the evacuation control center.

The three guiding principles for any ECC are accuracy — all personnel are accounted for; security — evacuees and the evacuation force are safeguarded from all threats; and speed — processing must be accomplished quickly and efficiently. As the marshalling teams bring the evacuees to the ECC, the processing center assumes control of the evacuees. The purpose is to prepare the evacuees for eventual overseas movement to a temporary safe haven or the United States. All evacuees should be screened to certify identification and to ensure that documentation is accurate and all information provided is current. The processing center performs the necessary screening, registration, medical, and transportation functions to ensure an orderly evacuation.

Intermediate Staging Base and Safe Haven Operations

An intermediate staging base is a temporary location used to stage forces prior to inserting the forces into the HN.

Use of an ISB during deployment provides the JFC many advantages over deploying directly from the home station. The ISB becomes more important as the distance from the home station increases and the likelihood of hostilities increase. The ISB may be located in another country close to where the evacuation is taking place or may be any ship under US control. Ideally, the ISB will also function as a temporary safe haven, if one is required. The ISB may also serve as an airfield for support forces, such as additional airlift for unforeseen movement requirements and/or combat forces (such as air units capable of offensive attacks and airborne infantry units) in the event that a forcible entry is required.

Temporary safe haven site.

A temporary safe haven, designated by DOS, is a location in an area or country to which evacuees may be moved quickly and easily. Ideally, the safe haven will be in the United States; however, circumstances may exist that require an intermediate or temporary safe haven. Adequate transportation may not be available to move all evacuees directly from the evacuation sites to the United States. An intermediate safe haven may be a US Navy ship; however, the evacuees should be removed from the ship to land-based safe havens (in the United States or a third country) as quickly as possible. If a temporary safe haven is required, the DOS coordinates with the government where it will be located. Coordination for the use of facilities, customs requirements, security, transportation, and billeting is required.

CONCLUSION

This publication provides doctrine for conducting joint NEOs throughout the range of military operations. Specific information on repatriation operations also is provided.

Intentionally Blank

CHAPTER I OVERVIEW

“The people’s safety is the highest law.”

Legal and Political Maxim

1. Introduction

a. **Noncombatant evacuation operations (NEOs)** are conducted to assist the Department of State (DOS) in evacuating US citizens, Department of Defense (DOD) civilian personnel, and designated host nation (HN) and third country nationals (TCNs) whose lives are in danger from locations in a foreign nation to an appropriate safe haven. Although normally considered in connection with hostile action, evacuation may also be conducted in anticipation of, or in response to, any natural or man-made disaster.

b. **US Policy.** Pursuant to Executive Order 12656, *Assignment of Emergency Preparedness Responsibilities* (as amended), the DOS is responsible for the protection or evacuation of US citizens and nationals abroad and for safeguarding their overseas property abroad, in consultation with the Secretaries of Defense and Health and Human Services. The US policy has resulted in the *Memorandum of Agreement Between Departments of State and Defense on the Protection and Evacuation of US Citizens and Designated Aliens Abroad*, the objectives of which are summarized in Figure I-1.

c. **Characteristics.** NEOs have humanitarian, military, diplomatic, and political implications. NEOs usually involve swift insertion of a force, temporary occupation of an objective, and a planned withdrawal upon completion of the mission.

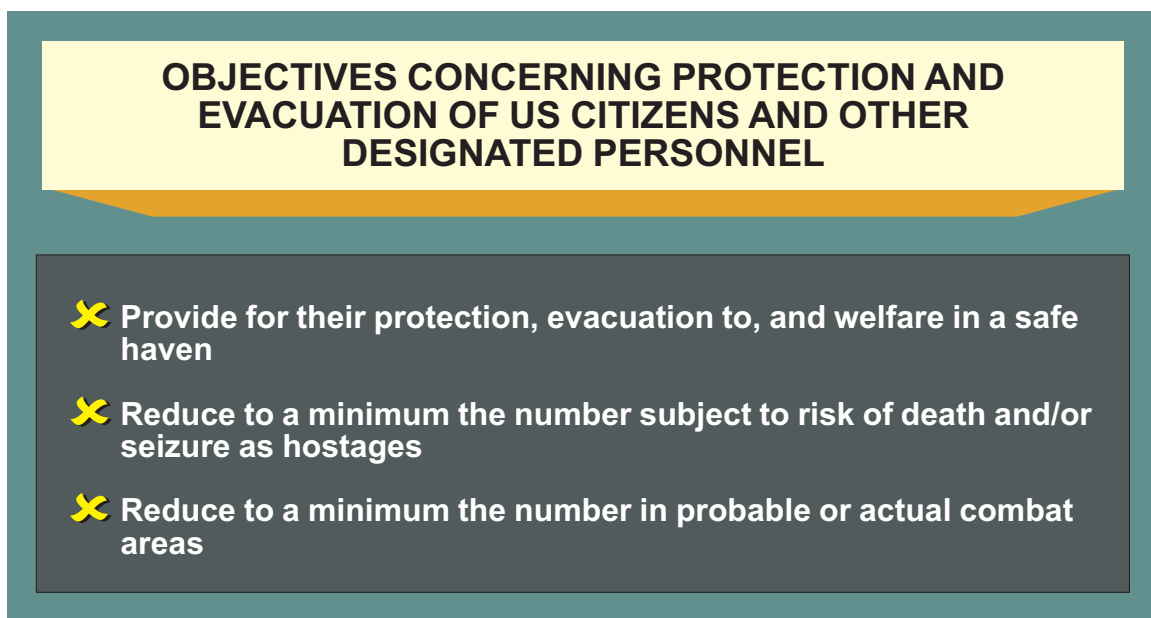


Figure I-1. Objectives Concerning Protection and Evacuation of US Citizens and Other Designated Personnel

2. Terminology

For the purpose of simplification, the term “ambassador” is used throughout this publication. An ambassador is a diplomatic agent of the highest rank. Variations of the title ambassador or other titles referring to the senior DOS diplomatic agent or chief of mission (COM) (e.g., charge d’affaires, consul general) at a particular diplomatic post could be interchanged throughout this publication and not change its relevancy.

3. Special Nature of Evacuation Operations

a. The command and control (C2) structure and the political and diplomatic factors involved in timing the execution of the military support of NEOs make them different from other military operations. During NEOs the US ambassador, not the combatant commander (CCDR) or subordinate joint force commander (JFC), is the senior United States Government (USG) authority for the evacuation and, as such, is ultimately responsible for the successful completion of the NEO and the safety of the evacuees. The decision to evacuate a US embassy and the order to execute a NEO is political. The order to evacuate may not be given at the most opportune time, but rather may be delayed until the last possible moment to avoid actions that may be viewed as a tacit admission of political failure.

b. The geographic combatant commander (GCC) may decide to create a joint task force (JTF) to conduct a NEO or may task a component commander to conduct the NEO.

c. Rules of engagement (ROE) may be such that the JTF should be prepared to protect personnel (military and evacuees) from a wide variety of threats while not necessarily having the authority to preempt hostile actions by proactive military measures. The JFC influences the ROE to provide maximum flexibility to the JTF so as to not unduly restrain use of force. The JFC should be given sufficient ROE to ensure the successful accomplishment of the mission. ROE must ensure that the military commander has the authority to protect civilians while demonstrating restraint and, when appropriate, using force proportional to the threat.

See Appendix A, “Rules of Engagement and the Law of War,” for additional guidance concerning ROE.

(1) Dissemination and use of clearly defined ROE are critical within all components of the JTF. Although the objectives (diplomatic and military) are not to destroy enemy forces, and armed conflict should be avoided whenever possible, an appropriate and proportional use of force may become necessary. ROE must be as precise as practical; however, ROE must never deny the use of appropriate self-defense measures.

(2) The JFC shall discuss the ROE with the ambassador as early and as frequently as required. Modifications to the ROE must be made and approved by the appropriate authorities, via the supported CCDR.

4. Operational Environments

a. **General.** Evacuation operations are characterized by uncertainty and may be directed without warning because of sudden changes in a country's government, reoriented diplomatic or military relationships with the United States, a sudden hostile threat to US citizens from a force within or external to a HN, or a devastating natural or man-made disaster. The three key factors in noncombatant evacuation planning are: situational awareness; a correct appraisal and understanding of the changing diplomatic, political, and military environment in which the evacuation force will operate; and preparation of the evacuation force for a situation that may rapidly move from permissive to uncertain or hostile. Alternative plans should be developed for permissive, uncertain, and hostile environments. Additionally, the impact of introducing US forces into an already unstable environment could be further destabilizing. As a result, a primary planning limitation may be direction from DOS to maintain a small footprint, thus limiting the level of forces or activity to the minimum required.

b. **Permissive Environment.** Under this condition, no resistance to evacuation operations is expected, and thus the operation would require little or no assembly of combat forces in country. Evacuees may or may not have been processed and assembled at designated assembly areas, evacuation points, and sites. In such an environment, a JTF can expect HN concurrence and possible support. The JTF's primary concerns may be logistic functions involving emergency medical treatment, transportation, administrative processing, and coordination with DOS and other agencies involved in the evacuation. While a minimum number of security forces may be used, prudent preparations should be in place to enable the force conducting the NEO to respond to threats as required.

c. **Uncertain Environment.** An operational environment in which host government forces, whether opposed or receptive to the NEO, do not have total effective control of the HN territory and population. Because of the uncertainty, the JFC may elect to reinforce the evacuation force with additional security units or a reaction force. Approved ROE are disseminated early to ensure that the joint force has knowledge of and is sufficiently trained and proficient in application of the ROE. Planning for NEOs conducted in an uncertain environment must always include the possibility for escalation to a hostile environment.

d. **Hostile Environment.** Noncombatants may be evacuated under conditions ranging from civil disorder, to terrorist action, to full-scale combat. Under such conditions, the JTF must be prepared for a wide range of contingencies. The JFC may elect to deploy a sizable security element with the evacuation force or position a large reaction force, either with the evacuation force or at an intermediate staging base (ISB). In addition to normal functions associated with noncombatant evacuations (embarkation, transportation, medical, and services), the JTF may be required to conduct a forcible entry operation, establish defensive perimeters, escort convoys, participate in personnel recovery (PR) operations, and perform the screening of evacuees normally accomplished by DOS officials.

5. Military Planning and Forces

a. Department of Defense Directive (DODD) 3025.14, *Protection and Evacuation of US Citizens and Designated Aliens in Danger Areas Abroad*, assigns the responsibility to plan and conduct NEOs in support of DOS to the GCCs. Actual evacuation assistance can only be provided upon the request of the Secretary of State (SECSTATE) to either the Secretary of Defense (SecDef) or the President. Once requested, approved, and directed; the CCDR will order assigned and/or attached forces to conduct evacuation operations in support of DOS and the US ambassador. The ambassador is not in the military chain of command, but as the senior US official on scene is responsible for the NEO and protection of US citizens, citizens of the HN, or TCNs who have been designated for evacuation. It is imperative that the ambassador's evacuation plan and the JFC's plan for the NEO be supportive, coordinated, and fully integrated.

b. **Military Response.** Normally, the JFC receives authorization from the supported CCDR before using any forces and facilities in a foreign country for protection and evacuation. However, if a JFC receives a request from the ambassador or responsible US diplomatic representative to provide assistance and the delay in obtaining authorization would jeopardize the safety of US citizens, the JFC should respond to the extent deemed necessary and militarily feasible.

c. Force Options and Considerations

(1) **Force options** to conduct a NEO may, first and foremost, **depend on the operational environment** in which the NEO will be conducted. Many of the GCC's components are capable of conducting a NEO in a permissive environment. However, a NEO in an uncertain or hostile environment may require formation and deployment of a JTF. An exception to this is the forward-deployed amphibious expeditionary strike group (ESG)/Marine expeditionary unit (special operations capable) (MEU(SOC)). The ESG/MEU(SOC)'s organic combat, combat support, and combat service support forces are trained and certified to conduct NEO.

(2) **The HN's support capabilities may play a major role** in determining courses of action (COAs) for the conduct of NEOs. The supported CCDR should consider a flexible force option that provides both early response to a developing situation and a capability to quickly expand should the operational environment become hostile. To provide the smallest opportunity to a potential adversary, **evacuation forces entering foreign territory should be kept to the minimum number required** for self-defense and for extraction and protection of evacuees.

(3) **Command of the Joint Task Force.** Military forces employed in a NEO may be comprised of units from more than one Service. Once ordered to support a NEO and following the supported CCDR's decision to employ a JTF, **a JFC will be designated to exercise overall control of operations.**

For additional guidance on JTF headquarters (HQ) functions, refer to Joint Publication (JP) 3-33, Joint Task Force Headquarters.



As the operational environment dictates, the joint force commander may task security forces to assist in the evacuation of noncombatants.

(4) **Force Sequencing.** Force sequencing is the phased introduction of forces into and out of the operational area. **Force sequencing provides the JFC with the option to provide a flexible and rapid response to a NEO** through employment of forward-deployed forces, which may form the nucleus for a larger tailored force to be deployed from an ISB. Effective force sequencing requires detailed knowledge of available Service, joint, and multinational military capabilities. Force sequencing is frequently discussed in terms of the time-phased force and deployment data (TPFDD). The TPFDD contains time-phased force data, movement data, non-unit related cargo and personnel data for the operation plan (OPLAN).

d. **Multinational Forces (MNFs).** In planning for a NEO, the ambassador, CDR, and JFC may consider the possibility of operating with MNFs. However, the approval for US participation in a multinational NEO will come only from the President of the United States. Under an emergency situation involving the safety of human life or the protection of property, offers of voluntary service from other countries may be accepted prior to Presidential approval.

(1) Many situations that would cause the United States to initiate a NEO would likely cause other countries to react similarly. **It may be politically or militarily expedient to employ a MNF in conducting the operation.** These may be either HN forces cooperating in the evacuation or third nation forces whose citizens are also threatened.

(2) The use of an MNF in a potential NEO should be a planning consideration. If seriously contemplated, detailed multinational planning and rehearsal are important factors in

ensuring a successful operation. **The difficulties of obtaining unity of effort within a MNF may cause serious difficulties in a time-sensitive NEO.**

(3) Other nations' forces need not be integrated with US forces unless diplomatic considerations recommend such action or in the event that the other nations' forces have trained and operated with US forces. Although the United States may elect not to operate with MNFs directly, coordination and deconfliction with other countries involved in NEOs is essential. The JFC should consider an exchange of liaison officers (LNOs) with all other countries involved in their own NEO to facilitate coordination and deconfliction of effort.

CHAPTER II

ROLES, COORDINATION, AND INTERACTION

“There are some militarists who say: ‘We are not interested in politics but only in the profession of arms.’ It is vital that these simple-minded militarists be made to realize the relationship that exists between politics and military affairs. Military action is a method used to attain a political goal. While military affairs and political affairs are not identical, it is impossible to isolate one from the other.”

Mao Tse-tung, 1937

1. Introduction

This chapter discusses the roles and responsibilities of principal persons and organizations, whether governmental, civil, intergovernmental, or military, with whom the JFC may interact while planning or executing a NEO. Additionally, specific roles and responsibilities that these organizations may have for repatriation operations are found later in this chapter and Chapter III, “Command and Control.”

For further information on other USG, nongovernmental, and intergovernmental organizations’ (IGOs’) roles and responsibilities, refer to JP 3-08, Interagency, Intergovernmental Organization, and Nongovernmental Organization Coordination During Joint Operations.

2. Department of State

a. At all levels, DOD and DOS personnel need to cooperate to successfully execute the NEO. This is most important at the ambassador and JFC level and includes their staffs and all other personnel. While the protection of US citizens being evacuated remains paramount, NEOs will probably be conducted in an environment where political concerns and constraints are key considerations. In most cases, the United States may not be actively engaged militarily against the forces posing a threat to the noncombatants. Military action may therefore be limited by the situation. Political and diplomatic constraints may also be imposed on the introduction of military personnel into a country prior to an evacuation operation, thus hampering planning and preparation. The JFC will fully support the ambassador’s plans and cooperate with DOS and embassy personnel without compromising mission requirements. The DOS and embassy personnel will keep the JFC fully apprised of the on-scene conditions and are influential for coordinating actions that greatly affect the NEO. These actions include political and diplomatic influences on the JFC’s legal issues, agreements, rights, privileges, and immunities (if any) within the HN, the ISB, and the safe haven.

b. **Washington Liaison Group (WLG).** The SECSTATE and SecDef established the WLG to ensure coordination of the work of their departments in fulfilling their responsibilities for protection and evacuation of US citizens abroad. **The WLG is responsible for coordination and implementation at the national level of all emergency and evacuation plans by DOS and DOD and by other USG agencies as appropriate.** The WLG is chaired by a DOS representative. The WLG may invite representatives of other USG departments and agencies

(e.g., Department of Health and Human Services [DHHS], Department of Homeland Security [DHS] [US Coast Guard], Federal Bureau of Investigation, Central Intelligence Agency, United States Agency for International Development [USAID]) to participate in its meetings or attend as observers. To fulfill its responsibilities, the WLG:

(1) Recommends the establishment of such regional liaison groups (RLGs) as are advisable, along with their terms of reference, to the SECSTATE.

(2) Provides advice on evacuation planning and protection of US citizens and nationals and designated other persons to RLGs, US diplomatic and consular posts, and military commands in-country.

(3) Monitors the activities of the RLGs and provides direction as required through appropriate channels.

(4) Periodically reviews protection and evacuation capabilities relative to the number of US citizens and nationals and designated other persons throughout the world.

(5) Coordinates operations of DOD and DOS incident to the evacuation and/or in-place protection of US citizens and nationals and designated other persons abroad. Upon activation of the SecDef Crisis Coordination Center and/or the Joint Chiefs of Staff crisis response elements within the National Military Command Center during an emergency or actual evacuation, the WLG's responsibilities for coordination of the operations of DOD and DOS during crisis may be discharged through these elements together with the respective task force or working group within the DOS Operations Center.

c. Regional Liaison Groups. The SECSTATE and SecDef have established RLGs collocated with combatant commands as necessary to ensure coordination of emergency and evacuation planning by their departments in the field. Each RLG is chaired by a DOS representative. Membership includes representatives of the appropriate CCDR and any subordinate component commands as desired. The RLG may invite representatives of other USG departments and agencies to participate in their meetings when appropriate and useful. The chairperson of each RLG receives instructions from SECSTATE. Each RLG performs the following functions:

(1) Provides support to officials at diplomatic and consular posts and military commands within its region by:

(a) Providing liaison between the WLG and the posts.

(b) Ensuring coordination exists between the various posts, and between the posts and appropriate military commands.

(c) Assisting posts and appropriate military commands in planning for the evacuation and/or in-place protection of US citizens, HN nationals or TCNs, and designated other persons in an emergency.

(d) Reviewing the emergency action plans (EAPs) prepared by posts and forwarding them to DOS for approval and distribution to ensure the information contained therein is adequate to meet the requirements of DOS and DOD, post plans and US and allied military OPLANs do not conflict, and plans of all posts in the area are coordinated when necessary.

(2) Refers to the WLG relevant issues that cannot be resolved.

d. Emergency Action Committee (EAC). This organization is established at a foreign service post by the ambassador for the purpose of directing and coordinating the post's response to contingencies. The EAC is the focal point for DOS and DOD evacuation site interface. Another important aspect of the EAC mission is to brief, coordinate, and plan for the evacuation or protection of US noncombatants and certain TCNs or HN nationals in a crisis, whether by regular commercial, chartered, or US military transportation. The EAC normally is comprised of representatives of each USG and foreign affairs agency present at the post or under the authority of the ambassador, but normally includes the defense attaché (DATT) and/or the chief of the military mission.

3. US Embassy Representatives

a. Joint forces involved in NEOs should familiarize themselves with the duties of the following positions normally found at US embassies and/or missions.

b. Ambassador. The ambassador is the personal representative of the President to the government of the foreign country or to the IGO to which he or she is accredited and, as such, is the COM, responsible for recommending and implementing national policy regarding the foreign country or IGO and for overseeing the activities of USG employees in the mission. The President with the advice and consent of the Senate appoints the ambassador. The ambassador has extraordinary decision-making authority as the senior USG official on the ground during crises.

c. Deputy Chief of Mission (DCM). The DCM is chosen from the ranks of career foreign service officers through a rigorous selection process to be the principal deputy to the ambassador. Although not appointed by the President with the advice and consent of the Senate, the DCM wields considerable power, especially when acting as the COM while in chargé status.

d. United States Defense Representative (USDR). The USDR will normally be the senior military official assigned to permanent duty with the mission. The USDR is the in-country focal point for planning, coordinating, and executing support to USG officials for in-country US defense issues and activities that are not under the purview of the parent DOD components. The USDR is also the in-country representative of the SecDef, the Chairman of the Joint Chiefs of Staff (CJCS), and the GCC and is responsible (under the direction of the

COM) for coordinating administrative and security matters for all DOD elements assigned to the country, except those under the control of a CCDR.

e. **Security Assistance Officer (SAO).** The SAO maintains liaison with the HN military forces and is authorized by law to perform certain military functions with the HN military. The advance party forward command element (FCE) should coordinate with the SAO. JFCs should be cognizant that not all embassies have an SAO; rather, some may have a defense attaché office (DAO) or no military personnel at all. In many countries, security assistance functions are performed within the DAO, and the DATT may also serve as the SAO. The SAO — which may comprise a military assistance advisory group, another military activity, or a SAO — operates under the direction of the COM but reports administratively to the CCDR and is funded by the Defense Security Cooperation Agency. The SAO assists HN security forces by planning and administering military aspects of the security assistance program. The SAO also helps the country team communicate HN assistance needs to policy and budget officials within the USG. In addition, the SAO provides oversight of training and assistance teams temporarily assigned to the HN.

f. **Chief of Station (COS).** As the senior intelligence adviser to the ambassador, the COS is an excellent source of information on the country and the current situation. As senior intelligence adviser, the COS should provide an updated threat description for the proposed NEO.

g. **United States Defense Attaché Office (USDAO).** The USDAO is an office of Service attachés managed by the Defense Intelligence Agency. A US DATT heads the DAO in country and is a member of the country team. The DATT is normally the senior Service attaché assigned to the mission. The attachés serve as liaisons with their HN counterparts and are valuable sources of information for the COM and CCDR on the military affairs of the HN. The DATT may be accredited to more than one country. The Service attachés report to the ambassador, but coordinate with and represent their respective Military Departments on Service matters. The attachés assist in the foreign internal defense program by exchanging information with the CCDR's staff on HN military, political, humanitarian, religious, social, and economic conditions and interagency coordination.

h. **Administration Officer.** The administration officer is responsible for various activities at the embassy compound(s), which may include security at small posts; running the commissary, motor pool, and maintenance activities; and handling monetary aspects of embassy business, including foreign service national payroll, cash collection, and the budget. At a small post with no security officer assigned, the administration officer assumes the functions of the post security officer and has operational control (OPCON) of the Marine Security Guard (MSG) detachment. Because of their frequent dealings with HN business people, the administration officer is an excellent source of information on local indigenous personnel.

(1) **General Services Officer (GSO).** The GSO works for the administration officer and is responsible for buildings, grounds, construction, vehicles, and maintenance.

(2) **Information Management Officer (IMO).** Formerly called the communications project officer, the IMO runs the post communications center, processes and tracks all classified pouch material, and oversees the computer system at the embassy. The IMO is the point of contact (POC) concerning the communication capabilities available at the post.

i. **Political Officer.** The political officer reports on political developments, negotiates with the host government, and represents views and policies of the USG. The political officer maintains regular contact with host government officials, political and labor leaders, and other influential citizens of the HN, as well as other countries' diplomats. The political officer is a major contributor to the overall intelligence picture.

j. **Commercial and/or Economic Officer.** The commercial and/or economic officer analyzes, reports on, and advises superiors, DOS, and DOD personnel on economic matters in the HN. Economic officers also negotiate with the host government on trade and financial issues.

k. **Consular Officer.** The consular officer's major role is to screen, process, and grant US passports and visas. Other responsibilities the consular officer may be assigned include attending to the welfare of US citizens and administrative tasks such as maintaining a census of US nationals within the HN. The consular officer provides the requisite number of personnel needed to screen documents of all potential evacuees during a NEO and provides instructions to any evacuation control center (ECC) personnel needed to staff processing stations. In countries where thousands or tens of thousands have to be evacuated in a short period due to high risk, the US embassy will not have adequate in-house consular capabilities. The US embassy may have to request support from the DOS to obtain additional consular personnel to assist in processing. This is in addition to task organizing embassy personnel to fulfill requirements.

l. **Regional Medical Officer.** The regional medical officer is qualified for general practice and is trained to set up triage, trauma, and mass casualty operations. The regional medical officer may also advise the JFC on indigenous diseases and proper preventative procedures for forces executing the NEO.

m. **Regional Security Officer (RSO).** The RSO is a DOS security officer responsible for the security functions of all US embassies and consulates in a given country or group of adjacent countries. The RSO provides direction to the MSG detachment via the detachment commander. The RSO oversees the following personnel:

(1) **Post Security Officer (PSO).** Posts with no RSO have a PSO. The PSO has general security duties at a specific embassy (or consulate) and is usually the administration officer.

(2) **Mobile Security Division (MSD).** The MSD consists of DOS employees of the Diplomatic Security Service who respond to crises in foreign countries. The MSD is trained to respond to increased threats or critical security needs at an embassy, provide additional security, and provide immediate response to a security-related incident.

n. **Public Affairs Officer (PAO).** The PAO is the ambassador's adviser concerning public affairs (PA) and overseer of US cultural center operations. The PAO will be responsible for all press releases and press inquiries for information directed to the embassy. The PAO usually speaks at press conferences that the ambassador cannot attend.

o. **United States Marine Corps Security Guard Detachment.** A MSG detachment will have a minimum of six Marines, with the maximum number assigned dictated by need. The Marine detachment commander is normally a member of the EAC and is responsible to the RSO or PSO for internal security and protection of classified material and US personnel assigned to the embassy. Administrative control of detachment Marines is through the regional Marine officer (RMO). This detachment remains part of the embassy security force and normally will not be subsumed under JFC control.

p. **Country Team.** The interdepartmental country team consists of key members of the US diplomatic mission or embassy that work directly with the HN government. Its purpose is to unify the coordination and implementation of US national policy within each foreign country under direction of the ambassador. The country team meets regularly to advise the ambassador on matters of interest to the United States and reviews current developments in the country.

(1) The country team members usually include those shown in Figure II-1.

(2) One aim of the country team focus is to direct attention toward identification of potential sources of conflict and threats to US interests in a country and to minimize problems by introducing programs designed to assist the economy, enhance medical care, and improve the infrastructure of the country.



Figure II-1. Members of the Country Team

4. Other Agencies

a. During NEOs, the JFC will probably be required to coordinate with agencies outside DOS. Other agencies that may have important responsibilities during NEOs include the following:

b. **US Agency For International Development.** USAID is an autonomous agency under the policy direction of SECSTATE. It plays a vital role in promoting US national security, foreign policy. USAID promotes peace and stability by fostering economic growth, protecting human health, providing emergency humanitarian assistance, and enhancing democracy in developing countries. Administratively, it functions within DOS and operates under an administrator who also serves as the special coordinator for international disaster assistance. USAID administers and directs the US foreign economic assistance program and acts as the lead federal agency (LFA) for US foreign disaster assistance. USAID works largely in support of DOS and manages a worldwide network of country programs for economic and policy reforms that generates sound economic growth, encourages political freedom and good governance, and invests in human resource development. Responding to natural and man-made disasters is one of USAID's primary missions.

c. **Department of Health and Human Services.** By law (Title 42 US Code, Section 1313) and Executive Order 12656, "Assignment of Emergency Preparedness Responsibilities," the DHHS is the LFA for the reception of all evacuees in the United States. DHHS personnel meet and assist evacuees at the US port of entry. Their plans rely on state and local governments to carry out the operational responsibilities of repatriation. In wartime, the *DHHS Repatriation Plan* as governed by Executive Order 12656 will be implemented. In nonemergency conditions, the embassy and DOS will coordinate DHHS assistance rendered to evacuees.

d. **United States Citizenship and Immigration Services (USCIS).** The USCIS is part of the DHS. If the United States is designated as the safe haven, the USCIS may meet evacuees at the port of entry. USCIS representatives in-country can assist in identifying the foreign nationals to be evacuated. Responsibilities of the USCIS include the following:

(1) Facilitate the entry of legally admissible persons as visitors or as immigrants to the United States.

(2) Adjudication of immigrant visa petitions.

(3) Adjudication of naturalization petitions.

(4) Adjudication of asylum and refugee applications.

5. Secretary of Defense, Combatant Commanders, and US Military Commands

a. **Secretary of Defense.** SecDef advises and assists SECSTATE and the heads of other Federal departments and agencies, as appropriate, in planning for the protection, evacuation,

and repatriation of US citizens in overseas areas. SecDef has primary responsibility for the protection and evacuation of US noncombatants at the US Naval Base, Guantanamo Bay, Cuba.

b. **Chairman of the Joint Chiefs of Staff.** When authorized by SecDef, CJCS coordinates the deployment and employment of US forces in support of a NEO and monitors CCDR's and Military Services' participation in the protection and evacuation of noncombatants. CJCS also recommends transportation movement priorities to the SecDef and the use of United States Transportation Command (USTRANSCOM) to provide the appropriate transportation resources in support of DOS requests. In addition, the CJCS coordinates with the Secretaries of the Military Departments and CCDRs on personnel accounting actions.

c. **The Department of the Army, Deputy Chief of Staff for Personnel** is responsible for the reception and repatriation of all DOD family members, nonessential employees and DOD contractors in accordance with (IAW) DODD 3025.14, *Protection and Evacuation of US Citizens and Designated Aliens in Danger Areas Abroad*.

d. **Geographic Combatant Commanders.** The GCCs are tasked to maintain contingency plans for the support of DOS should such assistance be ordered by SecDef. These plans include support for the evacuation of noncombatants. When a situation develops where US military assistance might be needed in a NEO, SecDef will designate the supported and supporting CCDRs for planning purposes. Upon request by the ambassador, the GCC in whose area of responsibility (AOR) the embassy is located, and who is the supported CCDR, will dispatch a small advance liaison team to maintain contact with the embassy staff and coordinate the initial military effort. The team will have the communications equipment needed to maintain effective contact between the GCC, subordinate JFC, and the embassy staff.

e. **Special Responsibilities of the Commander, US Northern Command (CDRUSNORTHCOM), Commander, US Pacific Command (CDRUSPACOM), and Commander, US Southern Command (CDRUSSOUTHCOM).** Under conditions of a nonemergency evacuation, CDRUSNORTHCOM, CDRUSPACOM, and CDRUSSOUTHCOM are the safe haven commanders for DOD repatriation in their respective AORs. Additionally, CDRUSPACOM is responsible for repatriation operations in Hawaii and US territories in the Pacific. While the Department of Army is the DOD Executive Agent for repatriation of DOD noncombatant evacuees, CDRUSNORTHCOM may provide repatriation services to non-DOD personnel for the continental United States (CONUS). CDRUSSOUTHCOM is responsible for repatriation operations for the Caribbean and US territories within its AOR.

f. **Commander, US Coast Guard Atlantic Area, and Commander, US Coast Guard Pacific Area.** Due to its reputation as a humanitarian Service, the Coast Guard may be called upon to play a vital role in certain emergency evacuation situations. The relatively nonbelligerent nature of Coast Guard cutters and aircraft make them an option in cases where a DOD presence may exacerbate a potentially hostile situation.

g. **Special Responsibilities of the Commander, United States Special Operations Command (CDRUSSOCOM).** As a member of the WLG, the special operations forces (SOF)

representative coordinates with DOS, the GCCs, and the Services to ensure the adequacy and timeliness of special operations planning and coordination in support of NEOs.

h. **Commander, US Transportation Command.** The strategic mobility requirements for evacuation of noncombatants requires coordination with USTRANSCOM.

i. **Marine Corps Security Force Battalion (MCSFB).** The MCSFB has two fleet antiterrorism security team (FAST) companies totaling eleven platoons of two officers and 50 enlisted personnel each. These FAST platoons can provide a rapidly deployable augmentation of the MSG, providing the CDR and ambassador with a low visibility reinforcement capability. MCSFB and its assets are OPCON to respective fleet commanders if currently deployed. If not deployed, all MCSFB assets fall under Marine Forces Command.

j. **Regional Marine Officer.** The RMO is the company commander of the MSGs within a specific geographic region.

6. Host Nation

a. **Political and Legal Considerations.** Coordination and interaction with the HN and en route HN governments will be required to determine, among other things, legal authority to conduct a NEO, overflight rights, ROE constraints due to HN laws, status of international agreements (e.g., status-of-forces agreement [SOFA], memorandums of understanding [MOUs]), and the legal status of evacuation force personnel. The outcome of this effort will influence the level of freedom and ease with which the evacuation force may execute its mission.

See Appendix B, “Legal Considerations,” for further guidance.

b. **Actions.** The response and activities of the HN during a NEO likely will be determined by the existing operational environment — permissive, uncertain, or hostile. The HN may assist the NEO by providing security outside the embassy property, around evacuation sites, and along evacuation routes. Continuous liaison and coordination between the embassy RSO and local police/military force commanders likely will be required to ensure this support is established and maintained. The HN also may be capable and willing to provide interpreters and intelligence, logistic, and communications support to the embassy staff and evacuation force. Other host-nation support (HNS) such as traffic control, airspace control, and port operations likely will be vital to NEO execution relieving the burden on the evacuation force.

7. Nongovernmental and Intergovernmental Organizations

a. JP 3-08, *Interagency, Intergovernmental Organization, and Nongovernmental Organization Coordination During Joint Operations*, provides a summary of nongovernmental organizations (NGOs), regional organizations, and IGOs.

b. NGOs are organizations that may be in a country providing humanitarian assistance or relief when an evacuation takes place. They also may voluntarily assist dislocated civilians

during all or selected stages of NEO. Approximately 350 agencies capable of conducting some form of humanitarian relief operation are registered with USAID. USAID publishes a yearly report, titled “Voluntary Foreign Aid Programs,” that describes the aims and objectives of the registered organizations. The JTF should be cautioned that personnel working for these organizations cannot be ordered to leave a country. However, they may be able to provide valuable up-to-date information as to the location of US citizens. Some of these agencies or organizations may not support US goals. An early determination of their position in relation to US policy is essential.

c. **Regional and Intergovernmental Organizations.** Regional organizations or IGOs may provide assistance to refugees during a US evacuation from a foreign country.

8. Multinational Noncombatant Evacuation Operation

a. **Initiation.** Multinational evacuations involve multiple nation diplomatic initiatives—with coalition/combined forces conducting a NEO in a supporting role. A political decision from each of the participating nations is required to conduct a NEO with a MNF. Should the political powers decide on a requirement for a multinational NEO, an initiating directive (ID) should be issued to enable detailed operational planning to commence. The ID establishes the authority and parameters for the NEO. An ID normally includes guidance regarding the situation, political objectives, mission, participating nations, and timing. Specific guidance on conducting NEOs within North Atlantic Treaty Organization (NATO) is provided in Allied Joint Publication (AJP)-3.4.2, *Allied Joint Doctrine for Noncombatant Evacuation Operations*.

b. Command and Control

(1) Subject to the overall authority of the ambassador(s), the multinational force commander (MNFC) is responsible for the conduct of military operations in support of an evacuation, and for the security of personnel, equipment, and installations within the assigned operational area. Although the ambassador(s) is the responsible national authority for a NEO, during a multinational NEO the MNF conducts operations in response to ID guidance — the ambassador(s) does not exercise military command over the MNF. In those cases when significant differences between the MNFC and an ambassador becomes an obstacle to success of the operation, they will seek resolution from their respective superiors.

(2) The primary goal of the MNFC is to support the ambassadors’ plans and cooperate with the diplomatic missions without compromising military mission requirements. The diplomatic missions can keep the MNF apprised of the on-scene conditions and can be influential for coordinating actions that may affect the NEO. These actions may include political or diplomatic constraints on the joint force, legal issues, agreements, rights, privileges, and immunities (if any) within the HN, an ISB, and a temporary safe haven, if established.

(3) Depending on the magnitude and anticipated duration of a NEO, the alliance/coalition may request designation of a **coordinated lead diplomatic mission** within the HN. Such a request would need to be discussed and agreed within the national foreign ministries. A

designated coordinated lead diplomatic mission should have sufficient personnel and C2 assets to serve as a focal point for coordinating NEO efforts among the alliance/coalition and other diplomatic missions included for evacuation. The intent of creating a coordinated lead diplomatic mission is to foster a degree of unity of effort and lessen the liaison burden on the MNF.

c. **Liaison.** A MNF LNO and reconnaissance team (i.e., FCE) should be deployed to act as a link between the MNFC and the ambassador and gather information. In addition to information gathering, the early deployment of LNOs to the HN should be considered to:

- (1) Brief the ambassador(s) on NEO procedures, the likely forces involved, and other military considerations.
- (2) Coordinate with the military attachés and staffs, the diplomatic mission staffs, HN military, and the military personnel or forces of other nations deployed in the operational area.
- (3) Review the evacuation plans and coordinate with military plans.
- (4) Commence NEO planning including initiating the commander's estimate and OPLAN on behalf of the MNFC and the tactical planning for the MNF components.
- (5) Compile local information not otherwise available.
- (6) Test or provide a communications system at the diplomatic mission.

d. Organization

(1) **General Composition.** The MNF will be a task-organized tailored force whose composition will be determined mostly by the needs of the entry/withdrawal and supporting operations within the overall NEO. Typically, the MNF will consist of a MNF HQ and functional components.

(2) **Operational Elements.** The MNF likely will task organize to form an **advance HQ, main body, and evacuation force**. The advance HQ coordinates with the ambassador(s) and diplomatic mission staff(s) for information and assistance. The advance HQ reports to the MNFC. The MNF "main body" HQ joins the advance HQ as operations continue and it coordinates and directs the MNF components during the NEO. The LNOs continue to coordinate directly with the diplomatic missions and other agencies as required. **In most instances, the evacuation force is established from a designated MNF component, with other MNF components in a supporting role.** For instance, if the NEO is permissive or uncertain with noncombatants departing primarily by air, the joint force air component commander may be designated the evacuation force commander.

(3) **Noncombatant Evacuation Operation Coordination Center (NEOCC).** Depending on the magnitude and duration of the multinational NEO, the MNFC might consider establishing a NEOCC within the MNF HQ. The purpose of the NEOCC would be to create a

centralized focal point providing a conduit for information exchanges between the various diplomatic missions and the MNF.

e. Planning

(1) Review all available evacuation contingency plans.

(2) Perform a commander's estimate. Note: A sample NEO estimate is contained in Annex B, "Sample Noncombatant Evacuation Operations Estimate Format," of AJP-3.4.2, *Allied Joint Doctrine for Noncombatant Evacuation Operations*.

(3) Obtain through direct liaison(s) the unique constraints and restraints (e.g., regarding the use of force), security plans, procedures for "walk-ins," and plans for the protection/evacuation/destruction of classified material from the ambassador(s) relevant to the MNF's assistance.

(4) Develop/modify an OPLAN through the appropriate alliance/coalition process.

f. **Execution.** A multinational NEO may be conducted in four phases — **preparatory operations, preliminary operations, evacuation operations, and withdrawal and recovery**. These phases are usually sequential, but may have significant overlap.

(1) **Preparatory Operations.** Activities during this phase include gathering intelligence, generating the MNF, training and rehearsals, logistic build-up, and other administrative preparations.

(2) **Preliminary Operations.** During this phase the MNF will likely deploy to a secure ISB(s), identify evacuation points, and assist in the establishment of the ECC as required. If the NEO is conducted in a hostile environment this phase may include forcible entry operations or operations to shape the operational environment.

(3) **Evacuation Operations.** The main effort during this phase is the safe and swift evacuation of evacuees enabled by a rapid insertion of the MNF. The MNF should secure vital areas; support reception centers, ECCs, and embarkation points; evacuate the noncombatants; and provide force protection.

(4) **Withdrawal and Redeployment.** The military end state for a NEO is the safe evacuation of all noncombatants to designated safe havens and the withdrawal of the MNF. Thereafter, redeployment to home station or to other tasks will normally occur.

g. Logistics

(1) **Support.** NEOs, by their very nature, normally occur in nations where there seldom is a logistic support structure established by one or any of the allies or coalition partners. Therefore, **the only guarantee of sufficient logistic support is if the MNF provides its own or makes solid short-notice, in-country support arrangements**. A logistic estimate must be

conducted to ascertain requirements. Although not an exhaustive list, some of the support arrangements that could be established are as follows:

(a) If a legitimate government exists, and there is sufficient time to negotiate an agreement, the implementation of HNS under an umbrella MOU can be arranged.

(b) In cases where a HNS agreement is not practical, resources may still be obtained locally. In-country resources, in the form of local contracts, can be made between the MNF and individual civilian providers, rather than the national government acting as a guarantor of support.

(2) **Organization.** The allies or coalition partners normally are expected to provide all the personnel and equipment required to conduct their portion of the NEO. Further, nations may be required to transfer some level of authority over their national logistic force contributions at an agreed time for a specified period. In an extensive NEO, the MNFC may establish a multinational logistic command, which may consist of an operational element and a multinational joint logistic center, as its core.

h. **Terminology.** When planning a multinational NEO, some differences in terminology used by the alliance or coalition nations and that used in this publication will become evident. Annex I, “NATO/National NEO Terminology,” of AJP-3.4.2, *Allied Joint Doctrine for Noncombatant Evacuation Operations*, provides some examples.

Intentionally Blank

CHAPTER III

COMMAND AND CONTROL

“Your greatness does not depend upon the size of your command, but on the manner in which you exercise it.”

Marshal Ferdinand Foch

1. Introduction

a. The US ambassador, with the approval of the Under Secretary of State for Management, can order the evacuation of USG personnel and dependents other than uniformed personnel of the US Armed Forces and designated emergency-essential DOD civilians who are not under the authority of the US ambassador. While the ambassador cannot order the departure of private US citizens and designated other persons, the ambassador can offer them USG evacuation assistance. Normally an evacuation starts IAW the embassy’s EAP; using scheduled airlines, chartered flights, or surface transportation.

b. Military assistance is provided in a variety of circumstances, not just when requirements exceed the capability of the diplomatic mission. When SECSTATE requests military assistance from DOD, approval and the military response is directed by the President or SecDef through CJCS to the appropriate CDR, who will initiate military operations. When hostilities or disturbances occur with complete surprise or appear imminent, the ambassador may invoke such elements of the EAP as the situation warrants, including requesting assistance of the appropriate military commander, while simultaneously informing the DOS.

2. Command Relationships

a. Within the country, the ambassador has been designated as the responsible authority for the operation. Subject to the overall authority of the ambassador, responsibility for the conduct of military operations in support of an evacuation and security of personnel, equipment, and installations within the designated operational area is vested with the JFC. Figure III-1 depicts the chain of command for a NEO.

b. **Decisions During Planning.** Due to time constraints and the unusual command relationship with respect to NEOs, operational planning and decision-making must be based on a foundation of common understanding of perspectives (political and/or military) concerning the situation, mission, objectives, procedures, and free exchange of information. In those cases when significant differences between the JFC and ambassador become obstacles to the success of the operation, they are referred to their respective superiors for resolution.

c. **Consultation Between the Ambassador and JFC.** In the course of planning and executing a NEO, the ambassador obtains and considers the opinions and professional judgment of the JFC. This requirement, however, in no way limits the ambassador’s overall responsibility.

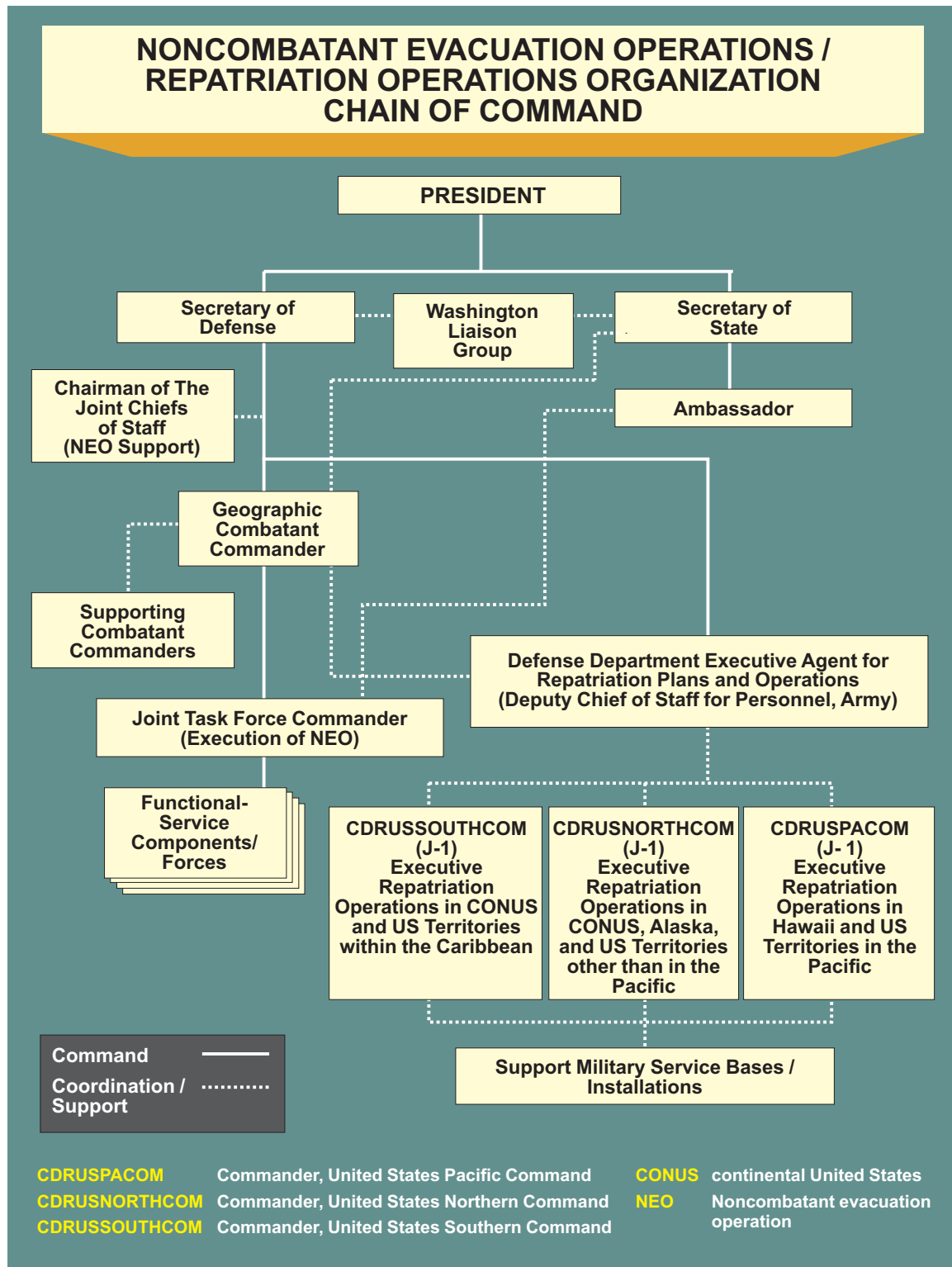


Figure III-1. Noncombatant Evacuation Operations/Repatriation Operations Organization Chain of Command

d. **Direction to Personnel.** All necessary orders from either the ambassador or JFC to corresponding personnel are, insofar as possible, issued through the appropriate chain of command. In the event communications cannot be established with higher authority or if the situation deteriorates to one of combat operations rather than a NEO (regardless of the environment) and US lives are at risk, the JFC takes whatever action is necessary to protect the lives of US personnel, informs the ambassador of actions taken, and requests guidance through the DOD chain of command.

3. Command and Control

a. Guidance provided by higher authority normally covers areas of key concern to the President and SecDef and provides the supported CCDR with an overview of the diplomatic and political context within which the NEO is being considered. The scope and objective of US involvement in a developing situation requiring a military response is often provided in general terms to allow maximum flexibility in the preparation of appropriate COAs. The CJCS warning order defines command relationships, the anticipated mission, and any planning constraints. The warning order also identifies available forces and strategic mobility resources and establishes tentative timing for execution or requests that the GCC develops as part of his COA.

b. **Chairman of the Joint Chiefs of Staff.** CJCS is responsible for the following:

(1) When authorized by the SecDef, coordinate the deployment and employment of US forces in support of the NEO.

(2) Appoint the CJCS representative of the WLG to coordinate the execution of NEO responsibilities.

(3) Monitor the participation of military forces in the protection and evacuation of noncombatants.

(4) Recommend to SecDef transportation movement priorities and USTRANSCOM taskings to provide the appropriate transportation resources in support of DOS requests.

(5) As a member of the WLG, coordinate with the DOS, CCDRs, and the Services in the recommended designation of temporary safe havens and ISBs.

(6) When conditions of potential hazard warrant, recommend to the Assistant Secretary of Defense (Force Management and Personnel) that the movement of noncombatants into affected countries be suspended.

(7) Periodically evaluate overseas command procedures for NEOs, particularly during scheduled CJCS exercises.

c. **Secretary of the Army.** The responsibilities of the Secretary of the Army include the following:

(1) Appoint the Army member of the WLG.

(2) Act as the designated DOD executive agent for repatriation planning and operations, and coordinate within DOD and other Federal agencies (as well as state and local agencies) in planning for the reception and onward movement of DOD family members, nonessential DOD civilians, US nationals, and designated aliens evacuated during a NEO.

(3) Establish and operate a joint reception coordination center (JRCC).

(4) Ensure the procedures are in place to meet the needs of DOD noncombatants at safe haven locations.

(5) Ensure that procedures are in place to collect valid personnel data from evacuees during the safe haven period and ensure this data is distributed to other DOD agencies as appropriate.

(6) As specified in the *Joint Plan for DOD Noncombatant Repatriation*, manage all requirements identified in support of DOD noncombatants.

(7) As required, provide support for Army dependents evacuated as noncombatants.

d. **Secretary of the Navy.** The responsibilities of the Secretary of the Navy are as follows:

(1) Appoint the Navy and Marine Corps members of the WLG.

(2) Provide for the designation and training of port LNOs.

(3) When requested, provide augmentation support to the JRCC, including appropriate Marine Corps and (if OPCON is delegated to the Navy) Coast Guard assets.

(4) As required, provide support for evacuated Navy, Marine Corps, and Coast Guard dependents evacuated as noncombatants.

e. **Secretary of the Air Force.** The responsibilities of the Secretary of the Air Force are as follows:

(1) Appoint the Air Force member of the WLG.

(2) Provide augmentation support to the JRCC, when requested.

(3) As required, provide support for Air Force dependents evacuated as noncombatants.

“Fighting with a large army under your command is nowise different from fighting with a small one: it is merely a question of instituting signs and signals.”

Sun Tzu
The Art of War,
c. 500 BC

f. **Geographic Combatant Commanders.** The responsibilities for the commanders of geographic combatant commands are as follows:

(1) Prepare and maintain plans for the protection and evacuation of US noncombatants IAW the DOS and DOD MOU.

(2) Cooperate with the ambassador and principal officers in the preparation of a consular or the embassy’s evacuation plan, contained in the EAP.

(3) Appoint the military members to the RLGs.

(4) Review all DOS EAPs for countries and consular districts in their AOR or where they might logically participate in NEOs. If during the review of EAPs any of the criteria are not met, corrective action should be requested via the appropriate ambassador. Criteria to evaluate includes the following:

(a) Adequate provisions to protect and evacuate noncombatants.

(b) Accurate references to the use of US military facilities.

(c) Accuracy of specific planning guidance.

(d) Distribution lists for subordinate and adjacent military commands and joint forces.

(e) Procedures for periodic review.

(5) Provide guidance to the USDR of the local EAC regarding the inclusion of military personnel in consular and embassy plans.

(6) Ensure that plans are prepared for evacuation of military personnel not included in the embassy, staff, and emergency essential civilians operating in support of combat units who will be evacuated after the NEO is executed.

(7) When conditions of potential hazard warrant, recommend to SecDef that movement of DOD noncombatants into countries or areas be suspended. Also, recommend evacuation of DOD noncombatants if conditions warrant.

(8) If time precludes adequate communication with the DOS or DOD and upon request of the ambassador, provide assistance for the protection and evacuation of noncombatants. If timely communication with the ambassador or the senior DOS representative is not possible, take proper actions necessary to secure the safety of participating personnel as well as other US personnel and foreign nationals who request assistance.

(9) Upon completion of an evacuation involving DOD resources or personnel, provide the SecDef with an after action report containing a summary of the activities and recommendations for improving future operations.

(10) Determine lift requirements; if they exceed theater capabilities, coordinate the request for, and the tasking of, common-user airlift and sealift to support the NEO. Strategic airlift and aeromedical evacuation (AE) is requested through USTRANSCOM. The use of “common-user airlift” is associated with channel airlift. Requests for channel airlift go through USTRANSCOM first for validation, prior to action being taken by Air Mobility Command (AMC).

(11) Maintain geospatial-intelligence contingency packages (GCPs) covering those nations or areas for which the CDR would be involved in emergency operations. The National Geospatial-Intelligence Agency (NGA) provides all organizations with NEO responsibilities with GCPs, which contain specific maps, charts, and other geographic material to support evacuation planning and operations.

(12) Request assistance from US Special Operations Command and other geographic combatant commands, as appropriate, when requirements exceed the capabilities of the theater personnel.

(13) Designate a JFC, as required.

(14) Arrange for overflight and access agreements within their AORs to support en route activities and provide transportation and other force and asset requirements as requested by the supported GCC.



The successful, safe, and orderly evacuation of noncombatants largely depends on the geographic combatant command's ability to coordinate the operation with the Department of State and supporting commands.

(15) Ensure the capabilities are in place to track evacuees (NEO Tracking System).

g. **US Special Operations Command.** The responsibilities of CDRUSSOCOM are as follows:

(1) Be prepared to provide SOF in support of NEOs conducted by GCCs.

(2) Appoint the SOF representative of the WLG.

h. **US Transportation Command.** The responsibilities of the Commander, USTRANSCOM include providing common-user transportation to meet requirements as requested by the JFC and validated by the supported GCC.

i. **US Strategic Command.** The responsibilities of the Commander, United States Strategic Command (USSTRATCOM) are to function as the single POC for military space operational matters, except as otherwise directed by SecDef. USSTRATCOM's Joint Space Operations Center (JSPOC) serves as the POC for GCCs for military space operational matters. JFCs and their components should request space support early in the NEO planning process to ensure effective and efficient use of space assets. USSTRATCOM provides space force enhancement operations such as weather data, strategic warning, communications, navigation, and intelligence in support of military operations. The JSPOC can also provide necessary coordination for space support from national, civil, and commercial agencies.

4. Joint Task Force Organization

a. The supported CCDR has the authority to organize forces to best accomplish the assigned mission based on the concept of operations (CONOPS). As such, the supported CCDR could decide to assign the NEO mission to a Service component or establish a JTF. If a JTF is formed, it will be established and organized IAW JP 0-2, *Unified Action Armed Forces (UNAAF)*, and JP 3-33, *Joint Task Force Headquarters*. The JFC is responsible for all phases of the operation to include the ISB and temporary safe haven (if located outside the United States and within the joint operations area [JOA]). An ISB or temporary safe haven outside the JTF JOA falls under the responsibility of the supported CCDR. The NEO JTF is typically responsible for support and transport of the evacuees to ISBs and safe havens outside the JOA. The JFC exercises OPCON over assigned and attached forces with the authority to organize forces to best accomplish the assigned tasks based on the CONOPS.

b. **Composition.** The JTF's composition is delineated in the establishing directive. The JFC exercises OPCON over assigned forces and normally over attached forces through designated component commanders. Other forces may operate in support of or under tactical control of the JFC, as directed by the CCDR.

c. **Joint Task Force Headquarters Organization.** The JFC organizes the JTF staff. The JTF HQ composition, location, and facilities may have a major influence on what the JFC and staff can accomplish. An afloat JTF HQ may have limitations that could affect staffing levels and equipment capabilities. A JTF HQ located in a neighboring country may not have restrictions on space or amount of equipment. However, such a JTF HQ may encounter restrictions resulting from increased distances, political sensitivities (of the neighboring country), and other types of limitations.

OPERATION ASSURED RESPONSE

In 1996, the US Military assisted in safeguarding and evacuating Americans from Liberia when that nation's civil war reignited into factional fighting and general violence. During the first week of April 1996, as a result of intense street fighting during the ongoing civil war, about 500 people sought refuge on American Embassy grounds and another 20,000 in a nearby American housing area. On 6 April, the President approved the US ambassador's request for security, resupply, and evacuation support.

Elements of the USS Guam amphibious ready group and the 22nd Marine Expeditionary Unit (Special Operations Capable) [MEU(SOC)], were ordered to the vicinity of Monrovia, Liberia. Upon arrival, the 22d MEU(SOC) commanding officer assumed command of Joint Task Force-Assured Response (JTF-AR) which included Air Force, Navy, and Marine forces.

Between 9 April and 18 June 1996, JTF-AR evacuated 2444 people (485 Americans and 1959 citizens of 68 other countries). Initially, Navy-Marine Corps forces provided embassy security and evacuated 309 noncombatants including 49 US citizens. The bulk of noncombatants were evacuated by Air Force forces from Special Operations Command Europe. On April 9, less than 72 hours after the decision to deploy US forces, the first MH-53 helicopter landed in Monrovia to begin operations. Air Force KC-135 tankers and C-130 transports were put on alert in Europe to support 24-hour operations, while other mobility aircraft began to deliver critical medical supplies, food, water, fuel, and communications gear.

Those evacuated continued on US helicopters through Freetown, Sierra Leone, then on MC-130s to Dakar, Senegal, all under the cover of AC-130 gun ships. Throughout the rest of the week, the evacuation continued, as well as airlift of critical supplies to sustain the effort. By April 14, the evacuation was essentially complete, however, security and sustainment operations continued through 3 August.

While still conducting this operation, elements of JTF-AR were ordered to Bangui, Central African Republic, to conduct similar operations. A special purpose Marine air-ground task force, embarked on the USS Ponce and with 10 days' notice, relieved the USS Guam task force and assumed the duties of Commander, JTF-AR. This was done to allow the Guam ready

group and the 22nd MEU(SOC) to return to the Adriatic Sea and provide US European Command's desired over-the-horizon presence during the Bosnian national elections.

SOURCE: GlobalSecurity.org

Intentionally Blank

CHAPTER IV

CONTINGENCY AND PREDEPLOYMENT PLANNING CONSIDERATIONS

“The essential thing is action. Action has three stages: the decision born of thought, the order or preparation for execution, and the execution itself. All three stages are governed by the will. The will is rooted in character, and for the man of action character is of more critical importance than intellect. Intellect without will is worthless, will without intellect is dangerous.”

Hans von Seek
Thoughts of a Soldier

1. US Embassy and Consulate Plans

a. **Emergency Action Plans.** US embassies and consulates are required to have EAPs for the area under their cognizance. The ambassador is responsible for the preparation and maintenance of EAPs, one section of which addresses the military evacuation of US citizens and designated foreign nationals. The GCC is responsible for reviewing and commenting on EAPs. EAPs are not tactical OPLANs in the sense that military planners think of, but they are the reference materials that support the formulation of an OPLAN. The CCDR should review the adequacy of the EAP to support military operations. A copy of the current EAP should be on file and maintained at the appropriate CCDR’s HQ. EAPs include, but are not limited to, the information shown in Figure IV-1.

b. **Emergency Planning Handbook (EPH).** The DOS Emergency Planning Handbook (EPH), Volume 12, Foreign Affairs Handbook-1 (12 FAH-1) is a consolidated source of guidance for foreign service posts for planning and dealing with certain emergency situations. The EPH serves as the principal reference for posts in preparing and revising the EAP. Every foreign service post is required to have an operative EPH designed to provide procedures to deal with foreseeable contingencies. This handbook provides a detailed agenda to be addressed by the ambassador and the emergency team for planning an evacuation operation. It also provides a two-page “Military Implementation Checklist” of questions most often asked by military commanders and planners concerning an impending evacuation operation. Appendix E, “Sample Emergency Action Plan Checklists,” provides an example of a checklist for a US military assisted evacuation.

2. Military Planning — Combatant Command Plans

Predeployment planning begins when the subordinate JFC receives the warning order from the CCDR and lasts until the evacuation force deploys to either an ISB or the evacuation site. Prior coordination with the staffs of the GCC and embassy can significantly improve planning for the JFC. The CCDR and staff can provide the JFC with information to begin planning, such as the general OPLANs. See Appendix D, “Noncombatant Evacuation Operations Planning Considerations.”

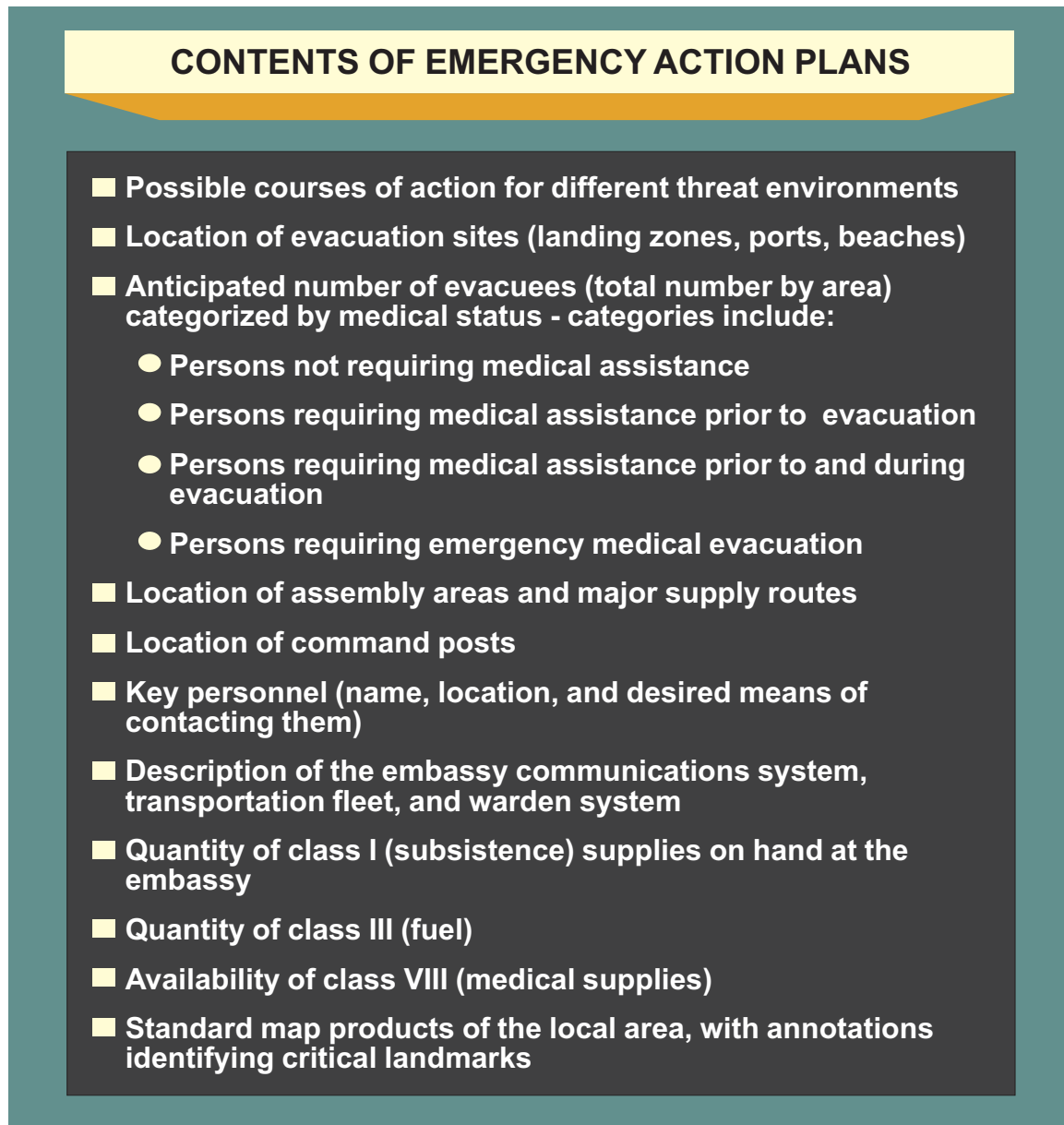


Figure IV-1. Contents of Emergency Action Plans

3. Intelligence Sources

a. The NGA produces the GCPs which contain specific maps, charts, imagery, and other geospatial products to support evacuation planning and operations. GCPs are replacing the NEO Package for each country when updated.

b. The Defense Intelligence Agency maintains various databases which provide details on diplomatic facilities and associated areas for use in evacuation planning and execution.

c. Marine Corps Intelligence Activity produces joint expeditionary support products containing maps, charts, imagery, point of debarkation and route studies for use during expeditionary operations including evacuation planning and execution.

d. USTRANSCOM maintains the port and airfield collaborative environment website which provides detailed overviews of ports and airfields worldwide.

e. Each GCC's joint intelligence operations center (JIOC) maintains websites and databases that provide varying degrees of intelligence support for particular countries.

4. Notification Procedures

a. To develop a realistic evacuation plan, the JTF staff should know how long it will take to assemble the evacuees once the decision to evacuate has been made. Communications with potential evacuees may be via a **warden system**, which is a notification system used to communicate to the US population through wardens using telephones, faxes, emails, and direct personal contact. A warden coordinator prepares lists of wardens and other contacts to cover areas of assigned responsibilities. The wardens prepare, update, and maintain a list of phone numbers and addresses of US citizens residing in their assigned areas. During an evacuation, each warden receives and distributes messages, keeping individuals informed about the evacuation, and other relevant information.

b. **Shortwave Radio and Commercial Telephone.** Frequently, US citizens and foreign nationals reside outside the large population centers (for example, capitals, large cities, and



Emergency action plans will vary considerably, depending upon the embassy's physical characteristics, its proximity to populated areas, and its security configuration.

military bases). Embassy contact with these individuals is often restricted to shortwave radio and commercial telephone systems, which are seldom secure. Shortwave radio and commercial telephone should be used to notify these individuals only if better means are not available. However, only the minimum unclassified information necessary should be transmitted. Significant delays can occur in notifying these citizens that an evacuation has been ordered. This can result in one group of evacuees being at the assembly area while another has yet to be notified of the evacuation.

c. **Recall.** In some cases, a recall system for embassy or consulate personnel is a citizens' band radio system tied to a telephone recall. It is usually fast, reliable, and efficient.

d. **Runners.** In the event of a severe communications outage, personnel acting as runners may be the only way to pass information.

5. Notification Phases

a. Understanding the phases in which potential evacuees are notified is essential in developing a sensible evacuation plan. Figure IV-2 delineates typical notification phases.

b. **Drawdown.** The basic options for drawdown are authorized departure and ordered departure. The embassy, referred to as the post, is required to prepare lists of personnel to remain at the post in an emergency situation. The list of employees to remain will include those needed to manage an eventual evacuation of US citizens.

(1) **Authorized Departure.** The ambassador must request authorized departure status from the DOS. Employees who wish to leave the post must obtain approval from the ambassador. Family members who wish to leave the post as an official evacuee must also obtain approval from the ambassador. Family members who wish to leave the post not as an official evacuee may do so at any time. When the authorized departure status is terminated, the official evacuees must return to the post.

(2) **Ordered Departure.** The ambassador may determine that a situation has deteriorated to a point that family members and certain employees should leave the post for their safety. Ordered departure is not optional; family members and employees will be issued orders to leave. When the ordered departure status is terminated, official evacuees must return to the post.

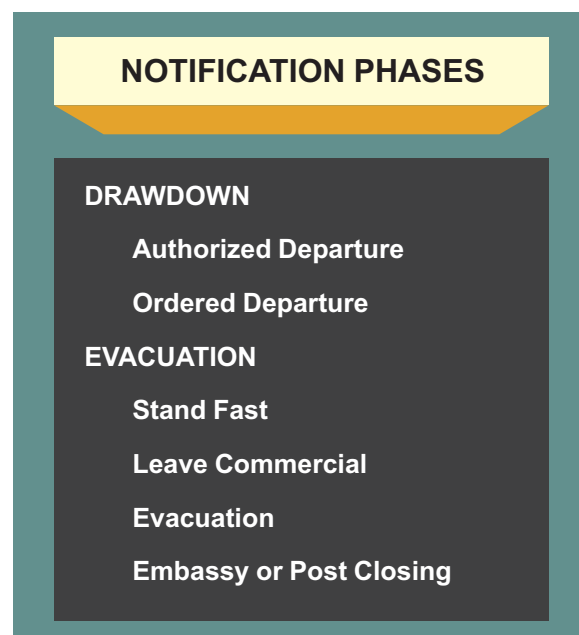


Figure IV-2. Notification Phases

c. **Evacuation.** The decision to evacuate personnel assumes that the decision to draw down, at least in part, has been made. When feasible, notification of potential evacuees involves communicating via the established warden system. As a rule, written messages are more reliable than oral messages and should be used whenever possible. There are four notification phases for an evacuation.

(1) **Stand Fast.** When a country's political or security environment has deteriorated and it is perceived that US citizens are threatened, but an evacuation is either not required or is temporarily impossible, all US citizens are requested to "stand fast" and are given preliminary instructions for preparing to evacuate the country. The embassy identifies the wardens and activates its emergency action organization. The embassy's personnel review the evacuation plans, options, and support requirements, and the ambassador may consider requesting military assistance. The supported CCDR may direct the deployment of a liaison team, activate crisis action response teams, and assign a subordinate JFC as appropriate. For a sample "stand fast" notice, see Appendix F, "Sample Notice Forms."

(2) **Leave Commercial.** Due to the gravity of the situation, nonessential US citizens may be told to leave by commercial transportation as soon as possible. If commercial transport will not be available or adequate, the US embassy may coordinate for increased commercial flights or contract flights to assist US citizens departing voluntarily. The following other actions may take place. The embassy's internal security force may be reinforced by additional MSGs and/or DOS security personnel, or a JTF may be formed to assist in the evacuation. The ambassador might request the deployment of a small JTF liaison team to the embassy to assist in evacuation planning and in anticipation of the requirement for military assistance to conduct the evacuation. For a sample leave commercial notice, see Appendix F, "Sample Notice Forms."

(3) **Evacuation.** When the political or security environment is believed to have deteriorated to the point that the safety of US citizens is threatened, the ambassador (with DOS approval) orders the departure of the personnel listed below in subparagraph 6c, keeping only essential personnel of the country team. The embassy would assemble, document, and begin assisting in the movement of US citizens HN nationals, and TCN to designated safe haven sites. A mix of commercial charter, private, or military transport might be necessary, depending on the availability of scheduled commercial transportation. At some point in this phase, the ambassador might request military assistance, either because the transportation means are inadequate or because of the severity of the threat to the evacuees. Once requested, the supported CCDR, upon direction from SecDef through CJCS, commences military evacuation operations. These may range from simple transportation support to the deployment of a JTF. A sample evacuation notice is provided in Appendix F, "Sample Notice Forms."

(4) **Embassy or Post Closing.** The situation may deteriorate to the point that the embassy must close and all remaining US citizens and embassy employees must be evacuated. This will not include private US citizens and their dependents who desire to remain in the country. A list of personnel who cannot be ordered to depart a country is provided below in subparagraph 6c. Military assistance might not be required until this phase of the evacuation. JTF operations could range from removing the remainder of the country team to full-scale evacuation operations. A sample embassy or post closing notice is provided in Appendix F, "Sample Notice Forms."

6. Evacuee Identification

a. The first question most often asked by both diplomatic and military planners is, “Who are the evacuees, and how many of them will there be in a crisis?” There are several groups of evacuees, some of whom the ambassador may direct to evacuate and some whom the ambassador cannot. Understanding how evacuees are organized, notified, and moved to assembly areas helps in determining the number of potential evacuees and assembly time estimates.

b. **Report of Potential Evacuees.** The report of potential evacuees, also known as the “F-77 Report,” identifies the numbers of potential evacuees at each embassy. Each embassy or consulate is required to submit to the DOS an annual report, on 15 December, of the estimated number of potential evacuees in its assigned area. A copy of the most recent report must be filed with the EAP. F-77 reports are available on the SECRET Internet Protocol Router Network (SIPRNET) at <http://ses.state.sgov.gov/f77/>.

(1) The accuracy of the report depends on the general level of interest in the potential for an evacuation. The fear that an evacuation may be required is often the most powerful motivator to get an accurate evacuee estimate.

(2) These counts, however, are only yearly estimates. The accuracy of the estimate will vary with the speed and severity of the crisis. If the whole population of a country suddenly perceives a deadly threat, evacuee numbers and panic will be abnormally high. Evacuee estimates will probably be fairly accurate if the period preceding the evacuation has allowed for an orderly assembly of people who want to get out and the perceived threat at the time of the evacuation remains relatively constant. Note, too, that the estimate may be high or low due to seasonally-dependent tourism.

c. Personnel Eligible For Evacuation Assistance

(1) The following categories of personnel are eligible for evacuation assistance and can be ordered to depart.

(a) US civilian employees of all USG agencies (except DOD employees of military commands who have been designated as “emergency essential”).

(b) US military personnel assigned to the embassy (e.g., DAO, security assistance personnel, MSGs).

(c) Peace Corps volunteers.

(d) US citizens employed on contract to a USG agency if the contract so provides.

(e) Family members of those above.

(f) Family members of all other US military personnel (command and noncommand sponsored).

(2) The following categories of personnel are entitled to evacuation assistance, but cannot be ordered to depart. If these individuals refuse to evacuate, the JTF marshalling team should obtain their signature on the “Waiver of Evacuation Opportunity” (see Figure F-5), which should be forwarded to the embassy. If they depart the country, they may return at their discretion and at their expense. These personnel are as follows:

(a) US citizens employed by non-USG organizations (e.g., World Health Organization).

(b) US citizens employed by or assigned to IGOs and NGOs (e.g., United Nations [UN] Disaster Relief Coordinator, UN High Commissioner for Refugees, International Medical Corps).

(c) US citizens employed on contract directly by the host government, even though the contract may be funded by the USG.

(d) US citizens employed by private entities, such as relief organizations, even though the employer may receive some USG funding.

(e) Fulbright grantees and US citizens in comparable roles.

(f) Other private US citizens.

(g) Family members of private US citizens, to include alien spouses, children, and other bona fide residents of the household.

(3) The category of non-US citizens seeking assistance can be the largest and most difficult to control during a fast-moving evacuation in an uncertain or hostile environment. The ambassador should establish the policy identifying who will receive evacuation assistance. While the United States does not have agreements that guarantee evacuation assistance to any nation, the DOS can grant evacuation assistance to citizens from third countries following the initiation of an evacuation.

7. Coordination With Senior In-Country Military Officials

a. The JFC should establish and maintain close liaison with the USDR, who is usually the DATT or the SAO. The USDR will be able to assist in the coordination of JTF activities with the embassy and to assist the JFC in obtaining the ambassador’s evaluation of the situation. Additionally, the USDR is able to provide information on the general scope of in-country activities for all DOD noncombatant command elements, including missions, locations, organizations, and unique security requirements.

b. As part of the planning process, the JFC prepares a commander's estimate covering the various options deemed feasible and any pros and cons relating to each, including political constraints. The CJCS or CCCR warning order will normally provide the JFC with a concise statement of the US national interests at stake in the NEO to include:

- (1) The safety and welfare of US citizens.
- (2) The continued stability of the local government.
- (3) The maintenance of a firm posture against terrorism.
- (4) A demonstration of support for international commitments.
- (5) The probable environment in which the NEO will be conducted.

c. The ambassador should summarize the political objectives and constraints relevant to the JTF's assistance, the nuances involved, and any constraints on the use of force that might be appropriate. While these may be obvious to those intimately involved with the situation, the JFC will be better prepared to comply effectively with a request for help if the reasons have been clearly explained.

8. Embassy Security and Operations

a. Security outside the embassy is the responsibility of the HN, while security of the ambassador and embassy grounds is the responsibility of the RSO. In many cases, US embassies do not have security forces or personnel. If security is provided, the RSO has DOS security personnel and a small MSG detachment to accomplish this mission. During the evacuation, the MSG detachment personnel receive their orders from the RSO, while JTF personnel receive their orders from the JFC. JTF personnel do not receive orders from the RSO. These command relationships can potentially cause problems, especially when MSG personnel and JTF personnel work together during the evacuation operation. It is vital that the JTF staff work out missions and command relationships before the operation. The JFC must understand the ambassador's security plan and integrate the joint forces as smoothly as possible.

b. The embassy evacuation plans may not provide for the embassy site to be a primary assembly area or evacuation site. However, past experience shows that during times of crisis large numbers of US citizens, citizens of the HN, and TCNs will go to the US embassy. These people will be frightened and may want to leave the country, but may not have been included in the notification plan or could not reach the designated assembly area or evacuation site. Separate plans should be developed to deal with these crowds, both as a threat to the embassy and as evacuees.

c. Local citizens wishing to volunteer information may arrive at the embassy perimeter without prior notice. These individuals are called "walk-ins." Embassies have standing operating

procedures (SOPs) on the treatment of walk-ins designed to ensure quick and secure access to the appropriate embassy officers. JTFs should familiarize themselves with these SOPs.

d. In some cases local contract guards control the perimeter of each embassy. These personnel may or may not be armed. Quality of the local guard force varies by country. Some local guards are professional and staffed with personnel who have proven their loyalty to the embassy's staff. These local guards can be very useful in assisting US forces assigned to perimeter security duty. Planning must consider that some or all local loyal contract guards may desire to be evacuated. Planning for numbers to be evacuated should include this additional group. In addition, in the event these guards desire to be evacuated at the last minute, consideration must be made for replacement security.

e. MSGs control access into critical facilities where classified material is processed and stored. MSGs have reaction plans to defend these facilities and destroy or evacuate sensitive material or equipment, if necessary.

9. Repatriation Considerations

a. **General.** Repatriation is the procedure whereby US citizens are officially processed back into the United States following evacuation from overseas. Although repatriation is not part of, but subsequent to a NEO, the information provided below should be understood by the NEO JFC and other key joint force members.

b. Plans

(1) **DODD 3025.14, *Noncombatant Evacuation Operations*, designates the Secretary of the Army as the designated DOD executive agent for repatriation planning and operations.** They are responsible for repatriation of DOD noncombatants. When requested, the Army shall also provide repatriation services to non-DOD personnel. Consequently, **the Army has developed the *Joint Plan for DOD Noncombatant Repatriation (Non-Emergency)*** (<http://www.army.g1.army.mil/MilitaryPersonnel/neo/jointPlan.html>).

(2) All GCCs must plan for possible repatriation contingencies.

c. Coordination

(1) Commander, **USTRANSCOM, along with the supported GCC and the JRCC**, coordinates the flow of evacuees to ports of debarkation.

(2) The **JRCC** maintains oversight of the entire repatriation operation and keeps DOD and other federal agencies informed about repatriation matters.

d. **Funding.** The **Services and DOD agencies** provide funding for safe haven expenses for their respective evacuees. The Service components have the authority to provide special allowances for their Service members and family members under an authorized or ordered

evacuation from an overseas location. Federal employees and their family members are also authorized pay and special allowances. Financial entitlements include, but are not limited to, advance payments (when authorized by sponsor), travel, safe haven allowances, and subsistence expense allowances to authorized individuals, and legal claims settlements when authorized by SecDef and/or parent organization.

e. **Public Affairs.** The **Office of the Assistant SecDef (Public Affairs)** supervises the PA aspects of all repatriation operations and approves the proposed PA guidance submitted by subordinate DOD organizations and commands.

f. **Evacuee Information Documentation**

(1) **Instrument.** Department of Defense (DD) Form 2585, “Repatriation Processing Center Processing Sheet,” is the standard form used to document the movement of an evacuee from a foreign country to an announced safe haven. **DD Form 2585 should be provided to the evacuees and completed by them prior to their arrival at the repatriation center.**

(2) **Purpose.** DOS uses the information for evacuation management and planning purposes. The American Red Cross requires the data for communication evacuation information to sponsors remaining in theater. USCIS uses the information for tracking foreign nationals evacuated to the United States. DHHS uses it to facilitate delivery of personal and financial services, to recoup those costs and to identify individuals who might arrive with an illness requiring quarantine. Additionally, state and local health departments need and use the information to further implement the quarantine of an ill individual. Finally, DD Form 2585 provides a basic data source for the information recorded in the noncombatant evacuation operation tracking system (NTS) and the Automated Repatriation Reporting System. Information in these two automated systems is routinely used to inform evacuee’s family members of their current location and final destination.

g. **Family Assistance.** DOD family centers provide assistance for DOD and/or non-DOD civilian employees and family members affected by an authorized or ordered departure from an overseas country throughout the entire safe haven period. These family centers provide essential services during the repatriation operation and follow-on assistance and aide when families reach their final safe haven destinations.

h. **Pet Care.** Veterinary assistance will be made available at the repatriation site. Any boarding of pets at a local kennel or quarantine costs will be the responsibility of the pet owner.

CHAPTER V

EMPLOYMENT AND EVACUATION OPERATION PROCEDURES

“A prince or general can best demonstrate his genius by managing [an operation] exactly to suit his objectives and his resources, doing neither too much nor too little.”

Carl von Clausewitz

1. Evacuation Plan Implementation

a. While the military may play a key role in planning and conducting the operation, it is most often viewed as the last resort in a series of evacuation options. It is important for the JFC and staff to understand this role when preparing a plan for the evacuation. It might be quite natural to assume that the evacuation is a unilateral military operation and prepare the evacuation plan in a vacuum, ignoring the ambassador’s requirements and perspective for the NEO. The military and DOS representatives must therefore conduct extensive coordination to ensure the development of a feasible and supportable military plan that supports the ambassador’s requirements and objectives.

b. **Evacuation Site Operations.** Operations at the evacuation site are clearly delineated between those performed by DOS personnel and those performed by the JTF. However, in cases of emergency the JTF should be prepared to perform functions that are normally executed by embassy staff. This includes an awareness of movement plans using commercial and private aircraft, ships, and vehicles and all COAs being considered by the ambassador.

c. **Authority to Invoke.** Once the SECSTATE approves an evacuation, the ambassador has the authority to implement the plan in a crisis. The DOS, acting on the advice of the ambassador, will determine when US noncombatants and foreign nationals are to be evacuated. When unexpected violence flares up or appears imminent and communications with the DOS are cut off, the ambassador may invoke such elements of the plan and initiate such actions as the situation warrants.

2. Advance Party

a. As early as possible in the planning, the JFC forms the advance party and requests permission to send it to the site of the operation. The advance party may consist of two elements: the FCE and the evacuation site party. In a permissive or uncertain environment, the FCE should be inserted before any evacuation site parties. In a hostile environment, the ambassador’s decision will probably be to insert the entire evacuation force to immediately commence the operation. **The FCE coordinates with in-country DOS personnel and HN authorities (when authorized by the DOS) and establishes a communication link among the JFC, supported CCDR, and DOS. Additionally, the supported CCDR may want direct representation with the ambassador during a NEO. The evacuation site party conducts reconnaissance to determine and establish assembly areas and evacuation sites.** If the JFC elects not to

deploy an evacuation site party, the FCE is responsible for performing all of the responsibilities normally assigned to the evacuation site party.

b. Preparation and Planning. Deployment of the advance party depends on the mission, enemy, terrain and weather, troops and support available, time available, and political considerations. The least conspicuous method is for the advance party to arrive in the HN in civilian clothes on civilian aircraft. This is possible only if the necessary passport and visa arrangements can be made and the environment is permissive. An uncertain or hostile environment may require forcible entry. Use of military aircraft allows the advance party to carry additional equipment that may be needed in setting up the evacuation site and establishing communication and liaison. The following advance party tasks should be accomplished during this phase:

(1) Request permission from the ambassador for the advance party to enter the country. The number of FCE members allowed and the insertion method should be requested.

(2) Deploy as soon as possible, and in advance of the main body, to allow maximum time for coordination and to determine external support requirements.

(3) Develop and brief a communication plan for the advance party.

(4) Acquire and review appropriate maps.

(5) Review the embassy's EAP and the EAP checklists, examples of which are provided in Appendix E, "Sample Emergency Action Plan Checklists."

(6) Assemble and inspect required equipment.

(7) Develop and brief a PR plan for the advance party.

(8) Obtain visitor visas for all members of the advance party.

(9) Due to possible sensitivity of the political situation in the HN, determine whether the advance party should deploy in civilian clothes.

(10) Consider weapon and ammunition requirements based on the threat assessment.

(11) Examine the need for specialized equipment; for example, ordnance to assist DOS officials in destruction of classified equipment and documents or sufficient satellite communications (SATCOM) systems to establish communications with the JTF or combatant command HQ.

(12) Determine the medical requirements.

(13) Identify translator and linguistic requirements.

(14) In coordination with the embassy, request overflight and landing rights for appropriate countries IAW DOD 4500.54-G, *Department of Defense Foreign Clearance Guide*.

(15) Review all available intelligence on the proposed NEO; obtain assistance to create requests for information to fill gaps created by missing data.

(16) Assess news media interest in the situation and activities of the JTF and its involvement in the evacuation.

c. **Forward Command Element.** The FCE coordinates with the ambassador and members of the country team for information and assistance. The FCE normally submits situation reports (SITREPs) to the JFC. When the main body enters the country, the FCE rejoins the evacuation force and continues operations with the JTF HQ.

d. **Forward Command Element Composition.** The JFC in coordination with the ambassador or his designated representative determines the size and composition of the FCE. The FCE may include the following personnel:

(1) **Officer In Charge (OIC).** Provides direct liaison with the senior DOS official at the embassy to ensure orders of the JFC and the desires of DOS are accomplished.

(2) **Intelligence Officer**

(a) Provides a conduit for intelligence directly from the embassy and evacuation sites.

(b) Coordinates with the DAO, COS, and RSO to provide the evacuation force updated intelligence estimates. The DAO can facilitate access to the daily embassy SITREPs and other intelligence.

(c) Obtains information and intelligence products, including GCPs to satisfy JTF intelligence requirements from the country team and other embassy sources.

(d) Considers the following when evaluating the intelligence picture and developing priority intelligence requirements and other intelligence requirements:

1. Climatological, tidal, astronomical, and lunar phase data.

2. Intelligence on assets, characteristics, and capabilities of ports, airfields, beaches, helicopter landing zones (HLZs) and drop zones (DZs), and key facilities of the HN government for communications, utilities, and health services.

3. Identification of hostile and potentially hostile forces and threat systems, including local government forces, rebel groups, dissident forces, student groups, and unorganized

mob action, with the focus on location and capabilities of potential threat forces to become organized.

4. Identification of any third parties (i.e., external countries) that may attempt to hinder evacuation operations.

5. Identification of friendly third parties that could assist the NEO.

6. Potential for hostile infiltration of evacuees.

7. Imagery of required areas (if available).

8. Liaison with intelligence representatives of other US, third country, and HN agencies as appropriate.

9. Need for linguists to assist with debriefings or conduct liaison with foreign nationals as required.

(e) Provide pertinent medical intelligence in support of NEO to medical staff.

(3) Operations Officer

(a) Briefs DOS representatives on the capabilities of the advance party and the JTF.

(b) Answers operational questions concerning the evacuation plan. Briefs the OIC concerning any information the embassy presents that may affect the evacuation plan.

(c) Ensures that support is provided to manifest noncombatant evacuees.

(d) Assesses the requirement for deployment of combat forces.

(e) Defines and identifies strategic and/or theater lift requirements.

(4) Logistics Officer

(a) Coordinates HN transportation assets needed by the advance party and JTF.

(b) Arranges for supplies the JTF needs but cannot bring (such as water, fuel, medical supplies, and rations).

(c) Coordinates nonorganic JTF heavy equipment and materials handling equipment support.

- (d) Provides on-site logistic assistance to facilitate the evacuation.
- (e) Coordinates and/or executes contractual HNS agreements.
- (f) Reviews strategic and/or theater lift requests for logistic constraints and feasibility.

(5) Security Officer

- (a) Coordinates with the USDR, RSO, PSO, and/or MSG on security matters.
- (b) Determines and advises the OIC on security requirements before and during the NEO.

(6) Communications Detachment

- (a) Sets up and operates necessary communications equipment.
- (b) Determines areas of compatibility between military and DOD and/or DOS on-site communications equipment.
- (c) Resolves any frequency problems that may occur.
- (d) Determines if HN communications equipment is similar to, or compatible with, US equipment.
- (e) Ensures that required single-channel communications equipment is planned for and deployed (high frequency, very high frequency, ultrahigh frequency, and SATCOM).
- (f) Develops an understanding of the operation of the HN's phone system. Existing domestic telephone lines can be used to back up the military communication systems. Although telephone lines are not secure, manual encryption devices may be used to pass classified traffic and should be planned for. Telephone lines may be the most reliable form of communication, especially to remote evacuation sites. Communications personnel should verify the serviceability of these lines, record numbers, and ascertain dialing procedures for possible use during execution of the NEO.
- (g) Establishes reliable and redundant communication links and procedures among the diplomatic mission, supported CCDR, and JFC. Communications must be established between the embassy and JFC so diplomatic and politically sensitive situations can be controlled.
- (h) Identifies sensitive equipment and/or material that will need to be evacuated or destroyed.

(7) Medical Team

(a) Advises the OIC of medical considerations that affect the NEO to include recommendations for emergent and urgent medical evacuation (MEDEVAC)/transport.

(b) Provides immediate medical assistance as required.

(c) Determines characteristics of the evacuation area that are related to the cause and spread of disease; such as terrain, soil, climate, animals, plants, sanitary standards of the native population, and endemic and epidemic diseases present.

(d) Determines the need for special preventive medicine units.

(8) Air Officer

(a) Coordinates both fixed- and rotary-wing aircraft support.

(b) Determines air traffic control requirements.

(c) Provides advice concerning the number and type of air assets required, the technical aspects of HLZs and DZs (including the type of security required), fixed-wing landing strips, and air evacuation routes.

(d) Selects landing zones (LZs).

(e) Provides interface for air-to-ground operations.

(f) Surveys air facilities for possible use to support follow-on forces for conduct of defensive combat operations.

(9) Air and Naval Gunfire Liaison Officer and/or Fire Support Officer

(a) Identifies and confirms prospective targets to support the NEO (uncertain and/or hostile environments).

(b) Coordinates targets with appropriate embassy personnel.

(c) Provides initial terminal guidance support and supporting arms control as required.

(10) Public Affairs Officer

(a) Advises and assists the OIC on matters concerning the news media.

(b) Serves as a liaison between the OIC and ambassador for PA.

(c) Works with the embassy PAO to publicize evacuation efforts in an effort to generate confidence in and a positive perception of the operation. This is always accomplished in close coordination with the embassy's staff and within the guidelines of approved DOD PA policy.

(d) Provides clear, concise, and timely information through the combatant command PA staff to senior DOD PA agencies. Provides information to the PAOs at the temporary safe havens concerning media opportunities prior to the arrival of evacuees.

(e) Provides security review of media products to ensure that operations security (OPSEC) is not compromised.

(f) Establishes an effective command information program.

(11) Psychological Operations (PSYOP) Officer

(a) Advises the OIC on PSYOP-related matters.

(b) Serves as liaison between the OIC and the supporting PSYOP organization commander/OIC.

(c) Coordinates and monitors execution of PSYOP operations to support the NEO.

(d) Coordinates with the JTF PAO, embassy PAO, and embassy information officer to ensure that themes and messages are congruent.

(e) Validates the PSYOP plan.

(f) Obtains the ambassador's approval for PSYOP products and execution of the PSYOP plan. If a hostile environment exists, the approval authority for PSYOP products and execution is SecDef, unless authority has been delegated to the supported CCDR.

(12) Civil Affairs (CA) Officer

(a) Conducts an initial civil-military operations (CMO) assessment of the operational area to validate information and assumptions of the CMO estimate and advise the OIC of CMO related issues affecting the NEO.

(b) Advises the OIC on how to minimize population interference with evacuation operations.

(c) Maintains close liaison with embassy officials to ensure effective interagency coordination and delineation of CA responsibilities and activities.

(d) Assists the JTF in accomplishing its mission by obtaining civil or indigenous support for the NEO.

(e) Assisting in the identification of US citizens and others to be evacuated.

(f) Assists embassy personnel in receiving, screening, processing, and debriefing evacuees.

(13) Legal Adviser

(a) Advises the OIC on such legal issues as may arise on scene in preparation for and during execution of the NEO.

(b) Reviews and assists in preparing instruction packages on ROE, use of force, use of riot control agents, applicable SOFAs, HN laws, weapons confiscation, search and seizures, and civilian detention.

(c) Conducts liaison with embassy and local officials as required.

(14) Explosive Ordnance Disposal (EOD) Technician

(a) Advises the OIC and embassy staff on bomb identification measures.

(b) Inspects the embassy and potential ECC sites.

(15) Religious Support Team (RST)

(a) Advises the FCE OIC on religious support requirements of evacuees that may impact the evacuation process.

(b) Advises the FCE OIC on HN religious issues which may impact the evacuation process.

(c) Provides immediate religious support to military personnel, their dependents and other authorized recipients, as required.

(d) Provides liaison to HN religious leaders and/or government cultural/religious affairs officials for assistance to the evacuation.

(e) Provides liaison to religion-based NGOs for assistance to the evacuation.

e. **Forward Command Element Tasks.** FCE tasks are shown in Figure V-1.

FORWARD COMMAND ELEMENT TASKS

- ☑ Initiate liaison with the diplomatic mission:
 - ✓ Brief Department of State (DOS) representatives on the capabilities and missions of the advance party and the joint task force (JTF)
 - ✓ Establish a forward command post that can be expanded to the JTF headquarters staff
- ☑ Provide a continuing presence for planning and ensure a complementary role with DOS personnel
- ☑ Determine whether the operational environment is permissive, uncertain, or hostile
- ☑ Advise the joint force commander (JFC) regarding the size and composition of forces required. If specified in the initiating directive, determine whether the JTF is appropriate for the mission
- ☑ Advise the JFC regarding the time, place, and method for the arrival of the evacuation force
- ☑ Determine existing political and sociological considerations
- ☑ Determine attitude of the local population
- ☑ Establish communications between the forward command element and the JFC:
 - ✓ Make the communication link to JFC available to the senior DOS representative
 - ✓ Maintain continuous communications for exchange of planning and intelligence information

Figure V-1. Forward Command Element Tasks

f. **Evacuation Site Party.** The evacuation site party identifies and, where possible, establishes the assembly areas, evacuation sites, and the ECC site. When the evacuation force enters the country and the evacuation commences, the evacuation site party becomes the operations center and/or section of the ECC. Additional information explaining ECC operations can be found in Chapter VI, “Evacuee Processing.”

g. **Evacuation Site Party Composition.** The composition of the evacuation site party is determined by the JFC; however, the size may be limited by the ambassador. It may consist of the following personnel:

- (1) HQ commandant or OIC.
- (2) Operations officer.
- (3) Intelligence officer.
- (4) Communications and/or electronics officer.
- (5) Personnel officer.
- (6) Logistics officer.
- (7) Security officer.
- (8) CA officer.
- (9) PSYOP officer.
- (10) PA officer.
- (11) Legal adviser.
- (12) Air officer.
- (13) Medical officer.
- (14) RST.
- (15) Engineer officer.

h. Evacuation Site Party Tasks

- (1) Plan, organize, and establish the ECC in preparation for the main body.
- (2) Provide direct liaison with the chief of the embassy consular office.
- (3) Maintain liaison with civilian or HN government agencies involved in the evacuation.
- (4) Conduct ground reconnaissance of proposed assembly areas, evacuation sites, beaches, HLZs and/or DZs, airports, and ports; obtain photographs, where possible. To ensure that aircraft configurations are taken into account, the air officer will be fully aware of the requirements of potential pickup and delivery sites.

(a) Recommend and/or confirm assembly areas, evacuation sites, and HLZs and/or DZs. If required to move assembly area operations, coordinate approval with the ambassador.

(b) Prepare initial evacuation site defensive plan and evacuation security requirements.

(c) Plan and coordinate emergency AE operations for evacuees with serious medical problems.

(d) Plan and coordinate operations of assembly areas and evacuation areas with DOS representatives.

(5) Conduct initial preparation of assembly areas and evacuation sites to include the following:

(a) Clear minor obstacles.

(b) Plan and layout assembly areas and evacuation sites.

(c) Plan and provide for initial terminal guidance at beaches and HLZs and/or DZs.

(6) Collect essential planning information that includes the following:

(a) Assessment of hostage threat.

(b) Number and categories of evacuees.

(c) Medical status of evacuees.

(d) Temporary safe havens determined by the DOS.

(e) Political constraints.

(f) Number of HN personnel and TCNs to be evacuated.

(7) Assist DOS personnel with news media.

(8) Establish and maintain communications with the FCE and embassy.

(9) Coordinate additional security requirements the HN police may be able to provide.

(10) During permissive NEOs, coordinate for overflight rights. In uncertain or hostile environments, consider the need for OPSEC and airspace coordination prior to coordinating overflight rights.

(11) Initiate PSYOP operations.

(12) Plan and coordinate health care needs of the evacuee population. Determine endemic disease and environmental threats to the population at risk, mission, and operational commander. Plan for the health care needs of evacuees in transit to safe havens in concert with joint, other US Government, intergovernmental, and multinational agencies as necessary.

i. **Deployable Joint Task Force Augmentation Cell.** A GCC may elect to stand up a deployable joint task force augmentation cell (DJTFAC), a liaison and augmentation asset that can be deployed in advance of a JTF advance party. The DJTFAC can serve as both the JFC's advance party and the CCDR's liaison until the JTF advance party is deployed and operational.

j. **Standing Joint Force Headquarters Core Element (SJFHQ[CE]).** A GCC may utilize a SJFHQ(CE) as an advance party to a JTF. The SJFHQ(CE) provides the CCDR with a trained, standing joint C2 capability to accelerate the formation of a JTF HQ.

For additional information on SJFHQ(CE), refer to JP 3-0, Joint Operations, and USJFCOM's Web-based Common Joint Task Force Headquarters Standing Operating Procedure.

3. Joint Task Force Main Body Organization and Missions

a. A JTF "main body" will deploy to conduct the on-scene evacuation process. After insertion of the main body, each element prepares for its part in the operation. As the advance party rejoins the main body, the main body may consist of a HQ, marshalling element, security element, logistic element, and SOF. The size of the main body depends on the number of evacuees, evacuation sites, assembly areas, and the tactical situation. Figure V-2 depicts the JTF main body. Overall, the JTF organization will comply with JP 0-2, *Unified Action Armed Forces (UNAAF)*.

b. JTF HQ. The JTF HQ coordinates and directs the evacuation.

(1) **Forward Command Element.** The FCE joins the evacuation force and continues operations with the JTF HQ. Effective liaison with the embassy will be made by the FCE.

(2) **Liaison Team.** The liaison activities continue with the embassy, supported CCDR, and other agencies as required.

(3) **Administrative Team.** The administrative team joins the evacuation site party to form the ECC. The administrative team is responsible for the smooth operation of the ECC processing center. Processing center operations are discussed in Chapter VI, "Evacuee Processing."

c. **Marshalling Element.** The marshalling element moves to and secures predesignated assembly areas, brings evacuees to the assembly areas, and escorts them to the ECC. The size of the marshalling force depends on the number of sites and evacuees.

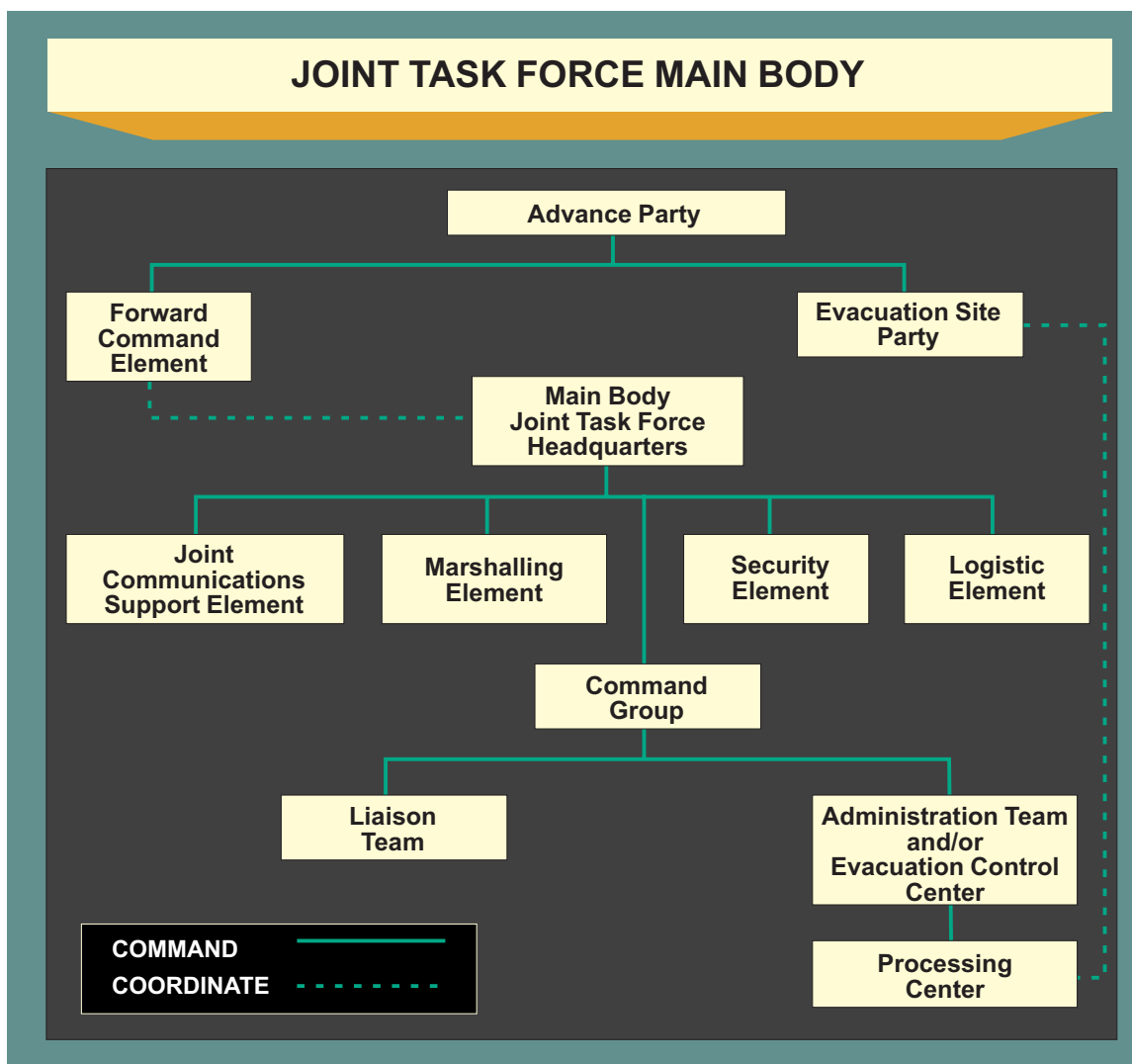


Figure V-2. Joint Task Force Main Body

(1) **Marshalling Team.** One marshalling team controls an assembly area and evacuates the citizens in that area. The marshalling team should be large enough to organize into two sections that consist of search squads and security squads. Search squads may not be needed if the embassy's evacuation plan has been successfully implemented and all evacuees have been notified. If it has been determined that all evacuees have been informed, then search squads should not leave the assembly area except in emergency cases.

(a) The search squads locate evacuees and escort them to the assembly area. Each search squad should have an interpreter and, if possible, a guide. A lost squad in a potentially hostile environment can create significant problems for the evacuation force. Interpreters may be required to assist the search squads in moving from the assembly areas and to locate evacuees who are not at home or whose addresses are incorrect.

(b) A security squad provides security to the team during movement and in the assembly area.



In accordance with mission priorities and available assets, noncombatant evacuation operations may use a number of transportation modes, to include small craft sea transportation.

(c) Consideration should be given to attachment of one to three member tactical PSYOP teams, with their organic loudspeakers, to the marshalling teams. The organic loudspeakers can facilitate communication with the local populace and noncombatant evacuees. Additionally, dependent upon the country, PSYOP personnel may be able to provide interpreters.

(2) **Marshalling Force Operations.** The marshalling team locates evacuees and moves them to assembly areas and eventually to the ECC. The marshalling team may have several search squads under the control and direction of the team's OIC. The following should be considered during marshalling operations:

(a) Sufficient transportation for the search and/or security squads and evacuees. All evacuees should be prepared to evacuate by helicopter, small boat or craft, and tracked or wheeled vehicles. Other considerations include:

1. The use of local drivers, if available, because of their experience and familiarity with the local road network.
2. Availability of sufficient mechanics for emergency repairs.
3. Briefing of military drivers on the HN traffic laws and customs.

(b) **Movement control** requires:

1. Identifying primary and alternate routes and checkpoints.
2. Having local road maps available for each driver.
3. Planning for convoy control and security.
4. Identifying safe houses or areas if vehicles break down or become separated or lost.
5. Ensuring that adequate communications equipment is available for convoys.

(c) **Assembly area operations** include:

1. Establishment of perimeter security, even in a permissive environment.
2. Sufficient transportation available to move evacuees to the ECC. Vehicles belonging to the evacuees may be used to transport personnel to the ECC.

(d) **Search squad operations** include:

1. Obtaining a list of potential evacuees from the consular officer.
2. Obtaining copies of the instructions given to each potential evacuee.
3. Having copies of the “Waiver of Evacuation Opportunity” readily available (see Appendix F, “Sample Notice Forms”) for evacuees who refuse to leave.
4. Briefing each evacuee on the baggage limitations set by the embassy, positive identification requirements at the ECC, and restricted items that may not be transported.
5. Recording the name, sex, age, potential medical problems, and citizenship of each evacuee.
6. Escorting evacuees from the vehicle parking area to the ECC (evacuees may drive their vehicles directly to the ECC, and search personnel should note the individual’s name and intent).
7. Identifying evacuees not on the list provided by the embassy.

d. **Security Element.** Security forces are used as necessary at the evacuation sites, ECC perimeter, LZs, aircraft, staging and/or parking areas, and landing sites for naval landing craft.

Security forces can also provide a reaction force if a marshalling team or other unit encounters difficulty or requires assistance. To determine the size of the security force, consider the following:

- (1) Enemy threat to evacuation operations.
- (2) Anticipated response of HN police, military forces, and other friendly forces in and around the evacuation objective area.
- (3) Crowd control requirements at each site.
- (4) Number of evacuees.
- (5) Number of marshalling and search teams required to search for evacuees.
- (6) Number of evacuation sites.
- (7) Size of the ECC.
- (8) Transportation available to cover the assigned areas.
- (9) Personal security of the ambassador.
- (10) Type of resources used to evacuate personnel.

e. **Logistic Element.** The logistic support provided should be limited to the minimum essential support required for the evacuation. Consideration should be given to the following factors in determining requirements for logistic support of the JTF:

- (1) Characteristics of the evacuation area.

- (a) Resources available:

1. Existing and potential facilities for support to the JTF, such as facilities for the storage and distribution of supplies, transportation means, airfields, fuel points, medical facilities, medical supplies, and other facilities.

2. Food, water, fuel, and consumables.

- (b) Climate, weather, and terrain.

- (c) Number of evacuees and their needs.

- (2) Potential threats to the evacuation.

- (a) Adversary and/or potential adversary strength and activity.
- (b) Disposition and location.
- (3) Strength and composition of the JTF.
 - (a) Total troop strength.
 - (b) Composition of the JTF in terms of ground, air, and maritime combat forces, combat support, and combat service support units.
 - (c) Logistic support capabilities of each component and separate unit.
- (4) Time constraints and duration of operation.
- (5) Logistic support required by the embassy and evacuees.
- (6) Availability and suitability of HNS as an alternative to deploying US military logistic support.
- (7) Prearranged HNS and/or inter-Service support agreements as appropriate.
- (8) Capabilities and dependability of the HN transportation system to provide rapid evacuation of combat and noncombat casualties.

4. General Considerations

a. **Medical and Dental.** During evacuation operations, it may be difficult to insert and establish the medical support function for the JTF because of time and operational constraints. Comprehensive and detailed casualty and medical support planning should be implemented to cover immediate medical and surgical treatment points. Special units organized for this purpose may save lives and permit a more expeditious evacuation. Depending on the size and scope of the evacuation operation, there may be the potential for large numbers of both military and civilian casualties. The JFC's staff should identify tailored medical packages to treat disease and nonbattle injuries, and to identify and mitigate potential environmental health threats.

(1) The **theater patient movement requirements center (TPMRC)** is a joint agency established to regulate and monitor the overall flow of patients to medical treatment facilities. The TPMRC matches patients with the most appropriate medical treatment facility based on patient needs and bed availability in the area of operations. The **Global Patient Movement Requirements Center** at Scott Air Force Base, IL, is used for combatant commands without a TPMRC.

(2) **Primary casualty receiving and treatment ships (PCRTSs)** may provide medical treatment resources offshore. The classes of ships with this capability include: general purpose

amphibious assault ship, general purpose amphibious assault ship (with internal dock), and amphibious assault ship.

(3) **AE** is the movement of patients under medical supervision to and between medical treatment facilities by air transportation. The Air Force is responsible for operating a common-user, fixed-wing AE system. HQ AMC is responsible for serving as the single AE proponent for the Air Force, managing and operating the intertheater and CONUS AE systems. Intratheater AE is a responsibility of the GCC. USTRANSCOM will task HQ AMC to provide AE forces to airfields in theater, to evacuate casualties between theaters (intertheater), or from a theater of operations to CONUS reception airfields. Distribution of patients within CONUS from these airfields is a HQ AMC responsibility. Intratheater common-user AE will be provided using a combination of theater-assigned AE units and/or deployment of theater-specific AE elements. Refer to JP 4-02, *Health Service Support*, for additional information on AE.

(4) Other considerations for medical staffs planning NEOs include the following:

(a) Experience has shown that the common medical complaints of personnel being evacuated are nausea, dehydration, and diarrhea. Most frequently, sick evacuees will be children.

(b) Particularly effective medical staffs during NEOs include general medical officers, family practitioners, pediatricians, internists, and psychiatrists and/or psychologists. Additionally, there are usually requirements for medical support staff; including physician assistants, nurse practitioners, nurses, medical corpsmen and/or technicians, and public health officers.

(c) Well-established liaison with local hospitals or medical centers and ambulance service is essential.

(d) A separate area close to the disembarkation point should be designated to perform medical assessments, dispense medication, and conduct patient staging.

(e) Medical staff should consider wearing distinctive clothing or markings to aid in identification.

(f) Medical staffs may anticipate medicinal requests that include antibiotics, antidiarrheals, pain relievers, antibacterial creams, eye and ear drops, cough and cold formulas, high blood pressure medications, and insulin.

(g) Special plans and attention to the situation will be required to move and evacuate personnel hospitalized in HN medical facilities.

(h) AE missions may require movement of urgent or priority patients in aircraft not completely filled. Due to patients' severe conditions, the aircraft will normally not be delayed for nonmedical evacuees to be moved to the airfield in order to fill the aircraft to maximum capacity.

(i) Preventive environmental health services are particularly necessary in some locales to minimize acquiring diseases while waiting in relatively unprotected circumstances.

b. **Personnel Recovery.** If the NEO environment becomes uncertain or hostile, the JFC may need to establish a joint PR center to plan and coordinate PR missions. While primarily organized to recover US military or DOD civilians and contractors, authority also may be granted by the President or the SecDef to recover other US or foreign nationals who have become isolated during the NEO.

For further guidance on planning, coordinating, supporting, and executing a PR mission, refer to JP 3-50, Personnel Recovery.

c. **Mortuary Affairs.** Mortuary affairs personnel ensure proper and dignified treatment of human remains. The JTF should plan for mortuary affairs for both military personnel and evacuees. Even in a permissive NEO environment, deaths among elderly, critically ill, or newborn evacuees may be encountered. The decision to transport remains is dependent on but not limited to the specifics of the situation, to include the tactical environment, weather, and capacity of receiving ships and aircraft. (Note: PCRTSs are outfitted with limited morgue facilities.) Under no circumstances should remains be transferred before all evacuees have been safely transported.

For guidance and information pertaining to the search, recovery, evacuation, and identification of the dead or temporary burial of remains in theaters of operations, refer to JP 4-06, Mortuary Affairs in Joint Operations.

d. **Public Affairs.** The JFC will ensure accurate and timely release of information about the operation is made to the media to the maximum extent possible consistent with OPSEC and the safety of personnel involved. Speed of media transmission makes it probable that a worldwide audience will have immediate access to information about the conduct of the operation and its participants. To ensure that the media does not provide intelligence to persons hostile to the operation, the PAO working with embassy personnel needs to manage PA through accurate and timely releases concerning the NEO. During NEOs, the JTF PAO needs to ensure that all PA announcements have been approved by the ambassador or the designated representative. Additional PAO responsibilities include the following:

- (1) Advise the JFC on all aspects of PA.
- (2) Develop a PA plan that coordinates all public (media and general public) and command (internal) information functions, including publication of JTF bulletins, newsletters, video tapes, web pages, and press releases.
- (3) Review materials prior to public release.
- (4) Establish procedures IAW guidance promulgated by higher authority.
- (5) As required, obtain appropriate clearances for press releases.

(6) Distribute information pertaining to the JTF and its operations IAW established command security policies.

(7) Serve as liaison and escort for civilian and military information media representatives. In anticipation of, and prior to operations:

(a) Ensure that the information plan is updated daily.

(b) Determine PA personnel and equipment requirements.

(c) Obtain a current list of legitimate media representatives in country to coordinate release of information during a crisis.

(8) Determine and disseminate JFC guidance on the release of public information.

(9) Provide civilian and military media office space, to include press room or news center near the proposed command post, emergency operations center, or ECC.

(10) During operations:

(a) Establish a press conference schedule and conduct press briefings.

(b) Provide rapid response to press queries.

(c) Disseminate a daily JTF information news bulletin.

(d) Disseminate news to subordinate units as appropriate.

e. **Information Operations (IO).** IO are the integrated employment of the core capabilities of electronic warfare, computer network operations, PSYOP, military deception, and OPSEC, in concert with specified supporting and related capabilities, to influence, disrupt, corrupt, or usurp adversarial human and automated decision-making while protecting that of friendly forces. During a NEO, there may not be an identified adversary, and some of the capabilities listed above may not be appropriate or relevant. However, the fluid situation often present during a NEO, as well as the frequent occurrence of NEOs with other military operations, necessitate the coordination of the appropriate capabilities listed above through the joint IO cell. OPSEC cannot be over emphasized, especially in a nonpermissive environment. It greatly contributes to the protection of forces and the personnel being evacuated.

For further guidance on IO, refer to JP 3-13, Information Operations.

f. **Psychological Operations.** PSYOP can greatly facilitate NEOs in uncertain or hostile environments. PSYOP efforts and assets can execute programs and disseminate products that induce an attitude and/or behavior of noninterference toward the NEO among the local populace. Prudent employment of PSYOP can prevent the degeneration of a permissive or uncertain

environment into a hostile environment. JFCs should begin PSYOP planning as early as possible to ensure approval for execution in support of operations. See Appendix C, “Psychological Operations Considerations,” for PSYOP capabilities and planning considerations.

EASTERN EXIT

In early January 1991, US military forces executed Operation EASTERN EXIT, a noncombatant evacuation operation (NEO) of the US Embassy in Mogadishu, Somalia. The primary forces involved in this ten-day operation were US Navy and US Marine Corps forces diverted from Operation DESERT SHIELD.

EASTERN EXIT was conducted on the eve of the war with Iraq, and thus received relatively little attention. In other circumstances, such a short-notice and high-risk operation might have garnered front page headlines around the world. The NEO evacuated 281 people from over 30 nations, including 12 heads of diplomatic missions and 39 Soviet citizens from amidst a bloody civil war.

The military operation itself might seem more like a Hollywood script than reality. Little over two days after leaving the North Arabian Sea, USS Trenton launched two CH-53Es with a 60-man combined SEAL and Marine evacuation force. The launch occurred in the middle of the night, over 450 miles from Mogadishu. En route, the two helicopters conducted two nighttime aerial refuelings. On arrival off the coast, the two CH-53Es descended to 25 feet and sped over the city, landing in the Embassy compound even as looters were at its walls.

The 60-man evacuation force quickly moved into fighting positions to protect the Embassy and the two CH-53Es soon took off with the first 61 evacuees. Despite intermittent harassing fire, the evacuation force held its fire during the 17 hours it spent on the ground. US forces, using night vision devices, conducted the final evacuation in the middle of the night with the support of ten CH-46s operating from USS Guam.

SOURCE: Siegel, Adam B., EASTERN EXIT: The Noncombatant Evacuation Operation (NEO) From Mogadishu, Somalia, in January 1991, Center for Naval Analyses, October 1991

Intentionally Blank

CHAPTER VI

EVACUEE PROCESSING

“ . . . there must be a clear-cut, long-term relationship established between operational intentions and administrative resources. Successful administrative planning is dependent on anticipation of requirements.”

**Montgomery of Alamein
Memoirs, 1958**

1. Evacuation Control Center

The ECC supports the DOS, which conducts processing, screening, and selected logistic functions associated with emergency evacuation of noncombatants. The JTF should, however, be prepared to perform functions that are DOS responsibilities, if required. Size and composition of the ECC will be determined by the number of evacuees, evacuation environment, and location of the evacuation area. Of primary importance is the nature of the emergency causing the evacuation; it may be natural, political, or military based.

2. Evacuation Control Center Flow Chart

Figure VI-1 contains a recommended ECC flow chart.

3. Evacuee Processing

a. Evacuee processing may take place in-country at an air terminal, onboard ship, or at a temporary safe haven site. Regardless of location, a comprehensive plan for reception and care of evacuees should be implemented. The JFC's primary duties include maintaining order at the evacuation site and supporting the ambassador's efforts to care for noncombatant evacuees.

b. **Procedures During Processing.** At an air terminal, port, or beach, the evacuee processing should be located in a building, tent, or other appropriate place to provide shelter and safety to the evacuees. The area should be staffed with security, interpreter, local immigration, embassy, support liaison, and medical personnel. The following procedures should be considered:

- (1) Use military police when available.
- (2) Use easily recognizable markings on US personnel, vehicles, and equipment.
- (3) Disarm evacuees prior to evacuation processing.
- (4) Establish a policy concerning responsibility to secure evacuee valuables during processing to include pets (if allowed).
- (5) Provide interpreters for bilingual information at control sites.

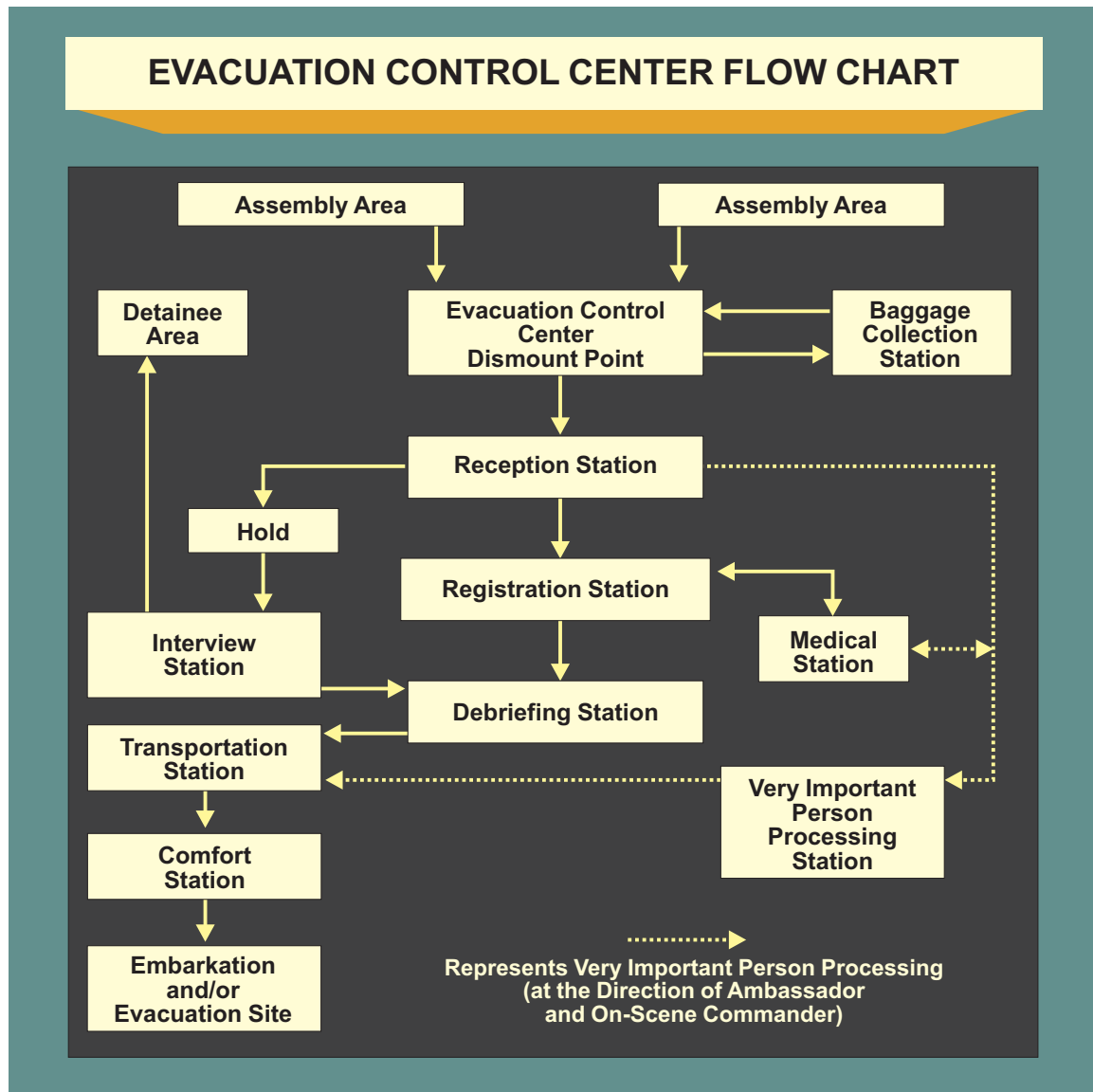


Figure VI-1. Evacuation Control Center Flow Chart

- (6) Upon initial screen, use tags for visual identification.
- (7) Establish provisions for searching women, children, and disabled and/or injured.
- (8) Use DOS personnel of the same sex as evacuees to conduct searches.
- (9) Have medical personnel present.
- (10) Have RST personnel present.
- (11) Establish procedures for very important persons (VIPs), government officials, and TCNs.

(12) Have counterintelligence personnel present.

(13) Organize evacuees and ensure the following:

(a) Establish a single POC between the evacuee group and the JFC.

(b) Contact civic officials to increase control and response for the evacuation.

(14) Request additional diplomatic license plates for authorized use by JTF personnel during the operation.

(15) Determine the need for EOD personnel (HN or US military).

c. **Onboard Ship.** Should the environment on land preclude the use of an in-country ECC, evacuees may be processed onboard a ship. If it is a US Navy ship, the responsibility for processing evacuees rests with the ship's commanding officer.

d. **Minimum Processing Requirements.** Minimum processing requirements are used in those cases when there is a concern for the protection and safety of evacuees and the evacuation force. The procedures used will meet the following guidelines:

(1) Force protection will not be compromised to expedite processing.

(2) Processing of persons with life threatening medical problems will be expedited.

(3) All evacuees will be screened for verification of identity and documentation as well as prioritization. Classification, priorities, and considerations for evacuees are explained in paragraph 5 of this chapter.

(4) Prior to implementation, the ambassador and the JFC will coordinate procedures for minimum evacuee processing.

4. Evacuation Control Center Organization and Operations

a. The three guiding principles for any ECC are accuracy — all personnel are accounted for; security — evacuees and the evacuation force are safeguarded from all threats; and speed — processing must be accomplished quickly and efficiently. As the marshalling teams bring the evacuees to the ECC, the processing center assumes control of the evacuees. The purpose is to prepare the evacuees for eventual overseas movement to a temporary safe haven or the United States. All evacuees should be screened to certify identification and to ensure that documentation is accurate and all information provided is current. Representatives from the embassy's consular affairs office should be in the ECC to assist in determining the eligibility of questionable evacuees. If evacuees arrive without escort, processing personnel should verify their identity and eligibility for evacuation prior to allowing the evacuees to enter the ECC. The processing center performs

the necessary screening, registration, medical, and transportation functions to ensure an orderly evacuation and consists of the following:

b. **Headquarters Section.** The HQ section is responsible as follows:

- (1) Plans, organizes, and supervises the operation of the ECC.
- (2) Maintains liaison with local representatives of the DOS and other agencies involved in the evacuation.
- (3) Advises the JFC on the progress of the evacuation.
- (4) Maintains communications with all elements of the evacuation force to include ships, controlled aircraft, remote sites, evacuation vehicles, DOS personnel, HN security forces, and the ECC.

c. **Reception Station.** The reception station personnel collect all available information from the marshalling teams who escort the evacuees. Information from the marshalling team's log book is valuable because it may reduce the processing time. The evacuees should be moved into a holding area where the following should be accomplished:



Successful evacuee processing begins with the initial briefing from senior Department of State representatives, which provides sufficient information to ease fears about the evacuation process.

(1) Receive, search, segregate, and brief incoming evacuees in conjunction with DOS representatives. The initial briefing should provide sufficient information to ease fears about the evacuation process. It should include the following:

- (a) Summary of the reasons for the evacuation.
- (b) Stations through which the evacuees will process.
- (c) Need for an inspection of personnel and baggage.
- (d) What support to expect at the temporary safe haven.
- (e) What to expect upon arrival in the United States.
- (f) What the repatriation center will provide.
- (g) Amnesty opportunity for any restricted items.

(2) Organize evacuees into groups (maintain family integrity where possible). Maintain a roster of each evacuee, with nationality, date of birth, evacuation classification, profession, destination, and name, address, and/or phone number of a POC in the United States for notification.

(3) Provide an escort for groups of personnel going through the processing center. The escort should be furnished a list of names for those in their group for control purposes. VIPs and emergency medical cases should be provided individual guides if available.

(4) Inspect for restricted items. Each evacuee and all baggage should be inspected at the conclusion of the briefing. Areas used for individual inspections should be screened. Hand-held metal detectors and/or explosive detectors can expedite the inspections. All restricted items should be confiscated.

(5) Many foreign countries sell drugs over the counter that US law requires a prescription to obtain. Medical personnel on the inspection team can aid in identifying these drugs.

(6) All weapons, excluding those of authorized USG personnel, will be impounded and receipts issued to the owners. Embassy or customs officials should be consulted about the disposition of these weapons. Unless the weapons are illegal in the United States, they will be returned to the owners at the repatriation center.

(7) The persons, property, papers, and families of foreign ambassadors authorized to go to the US are exempt from search under any circumstances without specific direction from the DOS.



The Evacuation Control Center supports the Department of State in processing evacuees accurately, securely, and in a quick and efficient manner.

(8) The persons, property, papers, and families of foreign diplomats (other than ambassadors) authorized passage to the United States are exempt from search. However, personal baggage may be searched if there is reasonable cause to believe that the baggage contains restricted items. All searches should be conducted in the presence of the diplomats or their authorized agent.

(9) Diplomatic pouches will not be searched.

(10) Based on reasonable belief, the JFC may refuse to evacuate any baggage suspected of containing weapons or explosives.

(11) Evacuees suspected of being enemy agents or criminals should be segregated and escorted to the screening station. The screening should be voluntary, but considered a prerequisite to evacuation. At the conclusion of the interviewing, the evacuees will be allowed to continue the processing, set free, or placed in a detainee area.

d. **Registration Station.** Evacuees should complete all administrative paperwork required to evacuate. When the situation allows, risks are few, and time is available, the evacuee should complete all required forms prior to leaving the ECC. However, when the security situation requires rapid movement, only the minimum essential administrative paperwork may be completed. **There should be no requirement for evacuees to complete all administrative paperwork as a precondition for evacuation.** Foreign nationals must either be on the list of potential evacuees provided by the embassy, or secure approval from the US embassy before

they can continue processing. The ambassador or designated DOS representative will be the final authority on acceptability of evacuee identification. If there are doubts about a person's identity, the matter should be turned over to the DOS and the person should be evacuated. Registration station personnel should ensure that foreign nationals are supervised until they are cleared for evacuation or escorted outside the ECC. Military police should be available to react to any hostile incidents. Each evacuee should do the following:

(1) Prove identity by presenting a passport, dependent identification card, seaman's paper, or anything that unquestionably establishes US citizenship.

(2) Provide information to the registration clerks concerning background and personal history. The DOS's EPH provides for a standard one-page OF [Optional Form]-28, Evacuee Documentation Card, that has three carbon copies. All critical information is recorded on the form, to include personal data, health and citizenship status, privacy warning, and promissory note. The original of the form remains at the ECC while the copies can be used as boarding passes for evacuation transportation and for in-processing at the temporary safe haven.

(3) Receive a copy of DD Form 2585, Repatriation Processing Center Processing Sheet, (Appendix G) which should be completed before arrival at the repatriation center. A complete listing and explanation of all suggested NEO packet items, to include all of the documentation required for each evacuee and/or family to receive proper safe haven entitlements and process through the repatriation center expeditiously, may be found in the *Joint Plan for DOD Noncombatant Repatriation*.

e. **NEO Tracking System.** The NTS is an automated data processing hardware and software package designed to assist JFCs in maintaining visibility and accountability of noncombatant evacuees as they proceed through the evacuation pipeline. The NTS uses the paradigm of assigning a bar code to a package and then tracking the package through to its delivery. The NTS provides real time accountability of evacuees by enabling operators to create and maintain a database of information (bar code) for each evacuee (to include pets) as they enter, proceed through, and finally exit the NEO process at a repatriation site or other exit point. Operators input data by hand into the NTS from sources such as the DD Form 2585, Repatriation Processing Center Processing Sheet, or data is electronically transferred from military identification cards and passports that meet current electronic transfer standards. The NTS collects data from "smart cards" and other electronic data sources and is capable of exchanging data with other DOD systems such as the global transportation network and the Automated Repatriation and Recording System. Web based access is possible. A deployable NTS should be located at the ECC processing center, unless lack of time and inadequate security preclude its use.

f. **Debriefing Station.** This station is optional, depending on the situation and the time available to conduct the evacuation. It should be staffed by counterintelligence personnel who are able to speak the local language. Each evacuee should be debriefed to obtain information that may affect the evacuation force, its mission, the evacuees, or other USG activities in the country. Areas of interest might include the following:

- (1) Locations of other potential evacuees.
- (2) Changes in the political situation.
- (3) Movements and activities of indigenous groups, entities, and parties that might oppose the evacuation.
- (4) The true intent of a threatening third party — consider the following:
 - (a) Capability and likelihood of carrying out a threat.
 - (b) Can the third party be influenced?
 - (c) Can the potential threat be stopped or countered?

g. **Medical Station.** The medical station provides emergency medical treatment and immunizations required by the safe haven country. As required, injured or ill evacuees may proceed through the medical station for first aid and to identify medical conditions that may have an effect on the evacuation process. Serious medical cases receive top priority for evacuation. However, the medical officer ensures that any seriously ill, injured, or wounded persons complete processing. Medical personnel should:

- (1) Screen to determine if an evacuee requires emergency medical treatment or evacuation.
- (2) Perform emergency treatment as required.
- (3) Isolate persons infected with contagious diseases.
- (4) Perform disease and annoyance vector control.

h. **Chemical, Biological, Radiological, and Nuclear (CBRN) Medical Management.** The medical management of casualties resulting from use of CBRN weapons and, in particular, biological agents, is a problem of managing large numbers of individuals with infectious disease or exposure to chemical agents and/or toxins and injuries resulting from nuclear weapons. Medical units dealing with CBRN effects will require significant augmentation to care for the resultant casualties.

For additional information on the unique aspects of CBRN medical management, including decontamination and triage, collective protection, and patient evacuation; refer to JP 3-11, Joint Doctrine for Operations in Nuclear, Biological, and Chemical (NBC) Environments.

i. **Transportation Station.** Transportation personnel prepare each group of evacuees for embarkation aboard aircraft, ships, or surface vehicles. Some considerations are as follows:

(1) Coordinate surface and/or air transportation to include movement of personnel to the evacuation area, transportation of evacuees to designated aircraft and/or landing craft, and internal evacuation site requirements.

(2) Provide loading control personnel to supervise loading of personnel aboard vehicles, aircraft, and/or landing craft.

(3) Maintain roster of all embarked personnel showing destination and identifying information.

(4) Organize evacuees into transportation groups (“chalks”), issue boarding passes for aircraft, and verify baggage tags.

(5) Ensure that information on the passenger manifest agrees with information provided on the evacuee register.

(6) Ensure sufficient transportation assets to transport evacuees and their baggage to the point of embarkation.

j. **Comfort Station.** The comfort station is a temporary waiting area for evacuees until they board evacuation transportation. Comfort station personnel should make the evacuees’ stay as untroubled as possible and provide some degree of privacy. Some considerations are as follows:

(1) Sufficient shelter, cots, blankets, food, water, and infant supplies.

(2) Sufficient sanitation facilities.

(3) Senior personnel, medical personnel, and RSTs available to counsel evacuees, especially families with young children.

(4) Male and female personal items.

5. Classification, Priorities, and Considerations for Evacuees

a. **General.** For organizational purposes all evacuees receive a number priority and classification designator. These categorizations are critical to the smooth execution and success of the operation and are used when identifying, moving, and locating evacuees. The JTF staff should keep abreast of changes in the total numbers of potential evacuees by receiving periodic updates from the embassy’s staff. These updates will be provided in the form of a total number for all evacuees and number by category.

b. **Classification.** The following system, shown in Figure VI-2, governs priorities of evacuations. A priority designator includes a combination of a Roman numeral and capital letter indicating major and minor priorities assigned to each individual. Designated other persons for

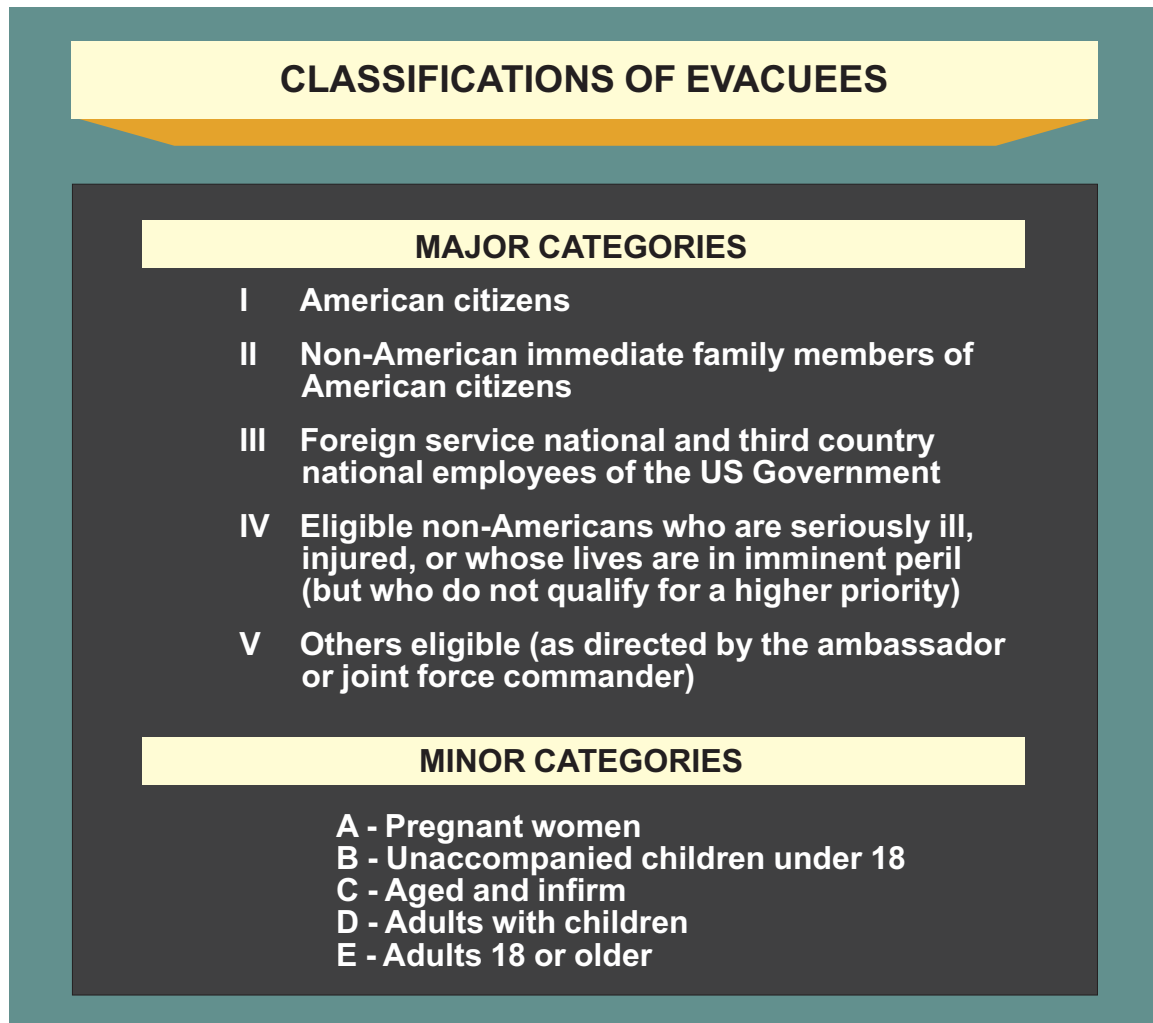


Figure VI-2. Classifications of Evacuees

whom the US provides evacuation assistance are classified using applicable criteria within major and minor categories.

c. **First Priority.** US citizens in the following order:

(1) Those with current identification such as passports, birth certificates, DOD identification cards, seaman's papers, air crew cards, and anyone designated as first priority by the ambassador, regardless of national affiliation. The ambassador is the final authority.

(2) Those with expired US passports less than 10 years old.

(3) Those with expired US passports over 10 years old.

d. **Guidelines.** Some guidelines for interaction with evacuees are as follows:

(1) Evacuees are not detainees.

(2) The minimum force required should be used.

(3) Evacuation can be an unsettling experience, especially for children and families who have become separated. As a rule, presenting a patient, courteous, and professional attitude will do much to calm the situation and all evacuees.

(4) Depending on the situation, personal baggage may be limited.

(5) People should not be separated from their baggage.

(6) Baggage will be searched for firearms, explosives, ammunition, or items declared to be restricted items. Be considerate but firm; the safety of personnel is paramount.

(7) The ambassador should establish a policy concerning pets. Whenever possible, allow pets to accompany evacuees except in situations where lives will be jeopardized or security compromised. If pets arrive for evacuation, a pet control facility will need to be established. Although DOD authorities have gone to great effort to make plans to evacuate pets, this may not be feasible in all evacuations and families must make plans for their pets to stay behind or be transported out commercially. The costs of any commercial transport of pets must be borne by the family. If DOD can accommodate the transportation of pets through a military or chartered aircraft, families must bring the following with their pets to the assembly area.

(a) Separate airline-approved pet containers for each animal except those with nursing litters. NOTE: Crates with watering bowls and limited towels and/or blankets are preferred. Do not include rawhide chew toys. Dog and cat food will be available at intermediate staging areas and US repatriation sites.

(b) Movement orders and health and vaccination certificates should be attached in a waterproof bag to the outside of the crate. Written medication or special care instructions should be provided to personnel at the assembly point.

(c) Dog and cats should wear collars with owner identification.

(d) Pets other than dogs or cats also must be in airline-approved crates. Families should secure all permits required to import the pet to the safe haven. A copy of the permit plus any health or vaccination certificates should be attached to the crate in a waterproof bag. Additionally, special food requirements sufficient to cover the duration of the evacuation process must accompany the pet.

(8) Personnel must not accept gifts, tips, or bribes. All personnel must be aware of this prohibition.

(9) All questions about an evacuee should be referred to the DOS representative.

(10) Persons of higher priority may elect evacuation in a lower priority to avoid separating families. **If it is necessary to MEDEVAC a member of a family, the entire family will be evacuated medically** (dependant on time constraints and space availability).

(11) Well-established liaison with local airport security and ambulance service is essential.

(12) Medical personnel and RST personnel should consider wearing distinctive clothing or markings to aid in identification.

(13) When possible, patients should be given written instructions for medical care, especially care for children.

e. **Request For Political Asylum or Temporary Refuge.** International law and customs have long recognized the humanitarian practice of providing temporary refuge to anyone, regardless of nationality, who may be in imminent physical danger. It is the policy of the US to grant temporary refuge in a foreign country to nationals of that country or to TCNs solely for humanitarian reasons when extreme or exceptional circumstances put in imminent danger the life or safety of a person, such as pursuit by a mob. The officer in command of an aircraft, ship, station, or activity decides which measures can prudently be taken to provide temporary refuge. No information shall be released to the media concerning requests for political asylum until cleared by DOS. Any requests by foreign governments for the return of an individual must be reported to the DOS representative. Until determination is made by DOS, safeguard those who have requested political asylum or temporary refuge. Do not release personnel against their will to a third party force. The safety of JTF personnel and security of the unit must be taken into consideration along with the following:

(1) Grant temporary refuge in cases where the requesting individual is in imminent danger, irrespective of whether political asylum or temporary refuge is requested.

(2) Let DOS representatives handle political asylum requests through the appropriate channels.

(3) Establish procedures to notify the CDR of actions taken in cases of requests for political asylum.

CHAPTER VII

INTERMEDIATE STAGING BASE AND SAFE HAVEN OPERATIONS

"The work of organization is never done, and the structure has to be continually adapted to new and anticipated conditions."

Ralph J. Cordiner

1. Intermediate Staging Base

a. An ISB is a temporary location used to stage forces prior to inserting the forces into the HN. Use of an ISB during deployment provides the JFC many advantages over deploying directly from the home station. The ISB becomes more important as the distance from the home station increases and the likelihood of hostilities increase. The ISB may be located in another country close to where the evacuation is taking place or may be any ship under US control. Ideally, the ISB will also function as a temporary safe haven, if one is required. The ISB may also serve as an airfield for support forces, such as additional airlift for unforeseen movement requirements and/or combat forces (such as air units capable of offensive attacks and airborne infantry units) in the event that a forcible entry is required.

b. **Advantages.** Those items shown in Figure VII-1 can be accomplished at the ISB.

c. **Coordination.** When an ISB is located in a country other than the United States, the DOS is responsible for coordinating with the government of that country. If the ISB is an established US base in a foreign country, using the ISB as a staging point for launching forces into another country can pose significant political problems. Since ISBs are typically airfields or seaports, the supported GCC should query USTRANSCOM for on-hand information related to facilities and sites being considered as likely ISBs.

d. **Selection Criteria.** Selecting an ISB for the NEO is a time-sensitive issue. DOS will inform the JFC of the location and availability of countries for establishment of possible ISBs. The JFC should ensure the ISB meets operational requirements and advise the DOS of these requirements. The ISB should meet the following criteria:

- (1) Be capable of handling the aircraft or ships used in the evacuation.
- (2) Possess effective communication with JTF and combatant command HQ, advance party, ECC, temporary safe haven, ISB, and the embassy.
- (3) Have adequate facilities for billeting, messing, and sanitation for the evacuation force and evacuees if used as the temporary safe haven.
- (4) Possess repair and refuel capability for aircraft.
- (5) Have storage facilities for perishables; petroleum, oils, and lubricants; medical supplies; and ammunition.

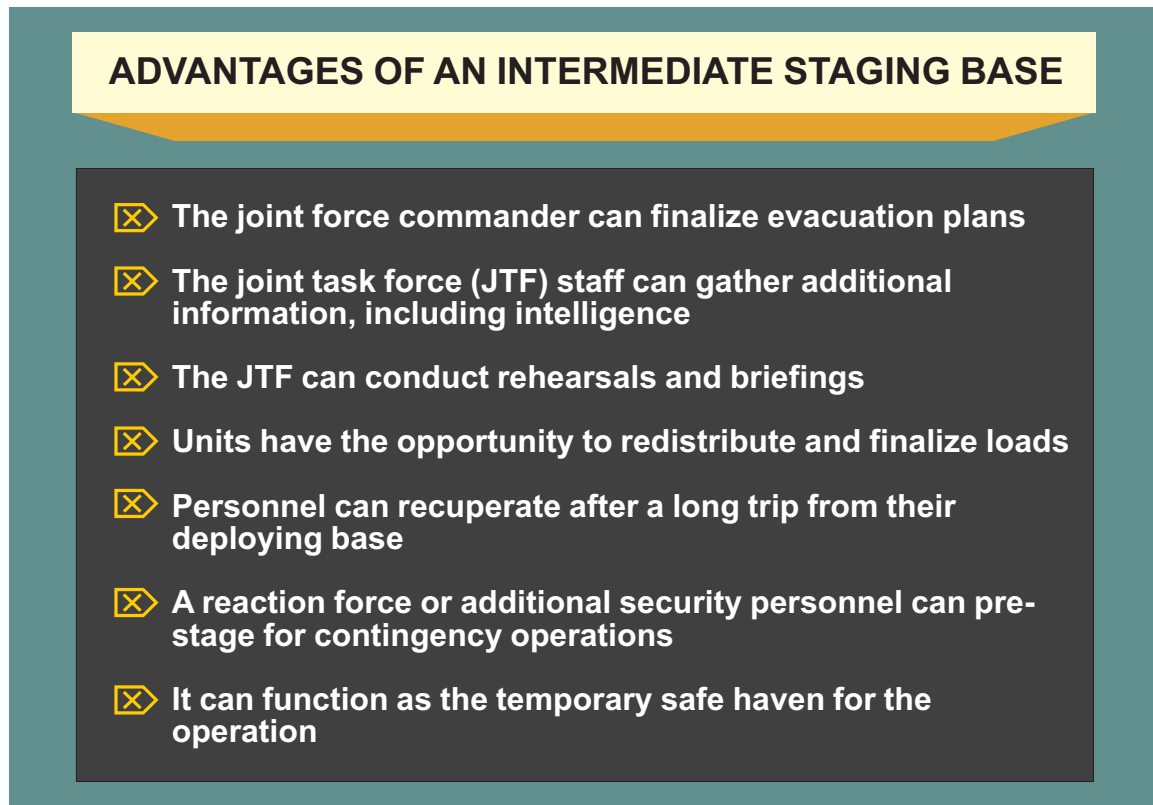


Figure VII-1. Advantages of an Intermediate Staging Base

- (6) Be close to major medical facilities, if possible.
- (7) Be located to provide maximum possible OPSEC.
- (8) Have overflight and access rights IAW DOD 4500.54-G, *Department of Defense Foreign Clearance Guide*.
- (9) Have a PA contingency plan for planned or “no-notice” media presence.
- (10) Be close enough to the evacuation site that aircraft or ships used in the evacuation can transit without refueling.
- (11) Have adequate local and area security forces to protect US personnel and equipment. This protection could be accomplished either by the HN or by security forces from the deployed ISB support element.

e. **Composition.** The composition of the ISB force depends on what support is required and what is already on site at the ISB. An ISB at an established, modern facility requires substantially less than one at a lesser developed location. Some considerations for the ISB force are as follows:

- (1) Maintenance and service personnel for aircraft.

- (2) Liaison with the embassy and civilian agencies (police, military, customs, and others as required).
- (3) Interpreters.
- (4) Facilities for maintenance, refueling, billeting, messing, and sanitation.
- (5) Contracts for local services and supplies.
- (6) Local security.
- (7) Air traffic control and airfield management.
- (8) Movement control.
- (9) HN medical infrastructure.
- (10) Overflight rights.

2. Temporary Safe Haven Site

a. A temporary safe haven, designated by DOS, is a location in an area or country to which evacuees may be moved quickly and easily. Ideally, the safe haven will be in the United States; however, circumstances may exist that require an intermediate or temporary safe haven. Adequate transportation may not be available to move all evacuees directly from the evacuation sites to the United States. An intermediate safe haven may be a US Navy ship; however, the evacuees should be removed from the ship to land-based safe havens (in the United States or a third country) as quickly as possible. If a temporary safe haven is required, the DOS coordinates with the government where it will be located. Coordination for the use of facilities, customs requirements, security, transportation, and billeting is required.

b. The following factors should be considered when selecting a site:

- (1) OPSEC before and during the evacuation operation to ensure mission success and prevent undue pressure against the temporary safe haven government.
- (2) Capability to communicate with the ECC, JTF HQ, and the embassy.
- (3) Airfield or port capacity suitable for the aircraft or ships being used, both for the evacuation and later onward movement for the evacuees. Consideration should be given to the following:
 - (a) Twenty-four-hour operations for the airfield and port.

(b) Availability of HN controllers to control the airfield and the requirement for JTF controllers.

(c) Balance of airflow restrictions against anticipated dates and timing of anticipated air flow.

(d) Total numbers and types of aircraft involved in the operation.

(e) Condition of aircraft parking areas.

(f) Length, width, and condition of runways and taxiway.

(g) Airfield search and rescue, security, fire fighting, and logistic support.

(h) Airfield maintenance support.

(i) Capabilities of airfield facilities.

(j) Channel and harbor depth.

(k) Berthing space, pier information, and location of anchorages.

(l) Types and capabilities of tugs.

(m) Availability of equipment to load and/or offload ships, if required.

(n) Climatological, meteorological, and oceanographic considerations.

(4) Proximity to major transportation hubs.

(5) Adequate billeting, rations, and potable water for evacuees and the temporary safe haven force.

c. Although the temporary safe haven operates under the authority of the host government, it may not have the goodwill of the local population. It may be a prime target for terrorism and riots. The JFC should plan for such situations and protect the evacuees and the JTF personnel.

3. Alternate Safe Haven

a. During a NEO, evacuees may prefer to reside somewhere other than the designated safe haven (normally CONUS). Most often the request is for the family to reside overseas in the spouse's native country. At the time of the evacuation, the Office of the Secretary of Defense will designate the individual with the authority to approve requests for alternate safe havens.

b. Families who seek alternate safe havens should be cautioned that, as temporary residents in foreign safe haven locations, they do not have official status with the HN. They may enter the HN as tourists, and may need visas or be required to pay taxes on their personal property. Sponsors should be advised that the SOFA is for the sponsor and accompanying family members, not for isolated family members. Additionally, family members who choose a safe haven in a foreign country are no longer command sponsored and may not be authorized to use exchange or medical facilities, DOD schools, base housing, or US mail services. The sponsor's request for an alternate family safe haven therefore must be justified and must show why the designated safe haven is not suitable for the evacuees.

4. Organization and Functional Considerations

a. The temporary safe haven force, organized similarly to the ECC's processing section, operates under the control of the JFC in coordination with the appropriate DOS representative. It should deploy no later than the evacuation force; however, logistic requirements to support a large number of evacuees may require that it deploy earlier. A limited security force can provide necessary internal and perimeter security. The force may consist of the following elements:

b. **Command Group.** The command group coordinates the overall operation and should consist of the commander, executive officer, staff noncommissioned officer in charge, communications officer, family center staff, chaplain, LNOs, and interpreters. The family center staff provides and coordinates human and social service support for evacuees. The RST personnel plan and coordinate comprehensive religious support for the safe haven force and evacuees. The LNOs and interpreters maintain contact with the US embassy and the host government. The command group is responsible for the following:

- (1) Plans, organizes, and supervises the operation of the temporary safe haven.
- (2) Maintains liaison with local DOS representatives and other agencies that may be involved with the operation.
- (3) Advises the JFC on the progress of the temporary safe haven operations.
- (4) Establishes procedures for government officials and TCNs if not previously established by the JTF.
- (5) Establishes provisions for searching women and children as well as disabled and injured persons.

c. **Reception Team.** This team consists of a briefing section and a PA section.

(1) **Briefing Section.** This section should brief the evacuees on their arrival concerning the following:

- (a) Current political situation in the HN.

- (b) Description and operation of the temporary safe haven.
- (c) Further traveling options and arrangements.
- (d) Customs requirements in the temporary safe haven.
- (e) Projected departure times for flights to the United States.
- (f) Restrictions applicable to evacuees while at the temporary safe haven.

(2) **Public Affairs Section.** PAO, working with the HN embassy personnel, releases accurate and timely information to the media. However, release of information on the NEO or temporary safe haven operations within each country is the responsibility of the ambassador. The temporary safe haven PAO has the same responsibilities as the JTF PAO, which are provided in Chapter V, “Employment and Evacuation Operation Procedures.” Temporary safe haven PAO responsibilities are as follows:

- (a) Advise the temporary safe haven commander on all aspects of PA.
- (b) Coordinate and supervise all PA and PA-related command information functions, to include planning and production of bulletins, newsletters, and other information media.
- (c) Keep the JTF PAO advised on all aspects of PA.
- (d) Distribute information pertaining to the temporary safe haven and its operations to the news media per JTF policies.
- (e) Escort civilian and military news media representatives.
- (f) Ensure that appropriate guidelines are in place for news media to protect the privacy of evacuees in billeting areas.
- (g) Ensure that interviews of JTF personnel and evacuees are held only with the permission of the JFC and the individual concerned.
- (h) Determine and disseminate JTF guidance on the release of information to the public.

d. **Processing Team.** This team does not duplicate processing completed at the ECC, but should verify that all information obtained from the evacuees is complete and correct.

(1) **Administrative Section.** This section registers and accounts for all evacuees and ensures that all information required by the DOS or the JTF has been collected. The administrative section should have legal personnel advise evacuees on claims procedures and assist in relations

between evacuees, safe haven personnel, and HN nationals. The following should be accomplished:

(a) Receive and register incoming evacuees in conjunction with DOS representatives.

(b) Maintain a roster of each evacuee who passes through the temporary safe haven. It should list the nationality, date of birth, evacuation classification, profession, destination, and name, address, and/or phone number of a POC in the United States for notification.

(c) Provide escorts for groups of personnel. VIPs and emergency medical cases should be provided individual guides if available.

(d) Provide for safekeeping and security of valuables while evacuees wait for onward transportation to the United States.

(e) Provide assistance as needed in locating separated family members.

(2) **Transportation Section.** The transportation section is responsible to assist in the onward movement of evacuees to their final destination. The USG does not provide for the movement of persons other than US employees and family members (those listed in Chapter IV, “Contingency and Predeployment Planning Considerations,” subparagraph 6c). Nongovernment employees evacuated by US-funded charter, whether commercial or military, are asked to sign promissory notes to cover the cost of transportation. The following transportation functions should be considered to ensure an orderly movement:

(a) Coordinate surface or air transportation for the movement of evacuees to the United States.

(b) Coordinate movement flow of evacuees with the JRCC.

(c) Provide loading control personnel to supervise loading of personnel aboard aircraft, ships, or vehicles.

(d) Maintain a roster of all embarked personnel showing destination and identifying information.

(e) Expedite the departure of all evacuees who are sick, injured, or wounded.

(3) **Intelligence Section.** This section may debrief each evacuee if it was not conducted at the JTF ECC. If the temporary safe haven is also acting as a temporary ISB, intelligence personnel should arrange to pass information gained from evacuees to the combatant command JIOC to advise those forces who are returning to a threat area for follow-on operations.

(4) **Medical Section.** The medical section provides support to the temporary safe haven force. Additionally, this section may need to conduct evacuee medical screening if this was not performed at the ECC. Medical services may include any or all of the following functions:

- (a) Determine if an evacuee requires emergency medical treatment.
- (b) Perform emergency treatment as required or coordinate with a local hospital to perform the treatment.
- (c) Advise the temporary safe haven OIC on hygiene and preventive medicine.
- (d) Inspect food and water obtained from local sources.
- (e) Evaluate the general health of the evacuees, particularly in regard to pregnancies and the possibility of communicable diseases.

e. **Comfort Team.** This team provides logistic support for the operation. It is responsible for supplies, billeting, sanitation facilities, food, and local transportation. A contracting or purchasing officer should be assigned to coordinate services with the HN. Some considerations are as follows:

(1) Billeting is ideally accomplished through facilities or hotels provided by or contracted from the temporary safe haven country. However, the JTF may be required to establish a tent city. In this event, the temporary safe haven force arrives early enough to accomplish this before evacuees begin arriving. The JFC may consider contracting locally for the labor and sanitation facilities.

(2) Because evacuees will normally leave the HN with little or no food supplies of their own; meals, ready to eat can be used as a temporary solution. However, the temporary safe haven OIC should be prepared to establish a food service section to provide special diets to personnel involved in the evacuation.

(3) If the climate of the country is substantially different from the evacuee's former residence, the team may need to provide adequate clothing.

(4) Due to the situation, evacuees may have not had the opportunity to pack personal, comfort, or hygiene items prior to arriving at the evacuation site. The following is a partial list of items the evacuees may need:

- (a) Baby formula.
- (b) Trash bags.
- (c) Baby food and/or juice.

- (d) Diapers.
- (e) Toilet paper.
- (f) Feminine hygiene supplies.
- (g) Toothpaste and/or toothbrush.
- (h) Soap.
- (i) Shampoo.
- (j) Razors.
- (k) Washing powder.
- (l) Sheets.
- (m) Towels.
- (n) Blankets.
- (o) Wash bucket.

f. **Scheduling Team.** This team coordinates and plans the departure of evacuees from the temporary safe haven. The scheduling team should do the following:

- (1) Coordinate with the transportation section for arrangements made for leaving the temporary safe haven.
- (2) Coordinate with the comfort team to transport evacuees to the points of embarkation.
- (3) Manifest authorized passengers aboard military or commercial charter flights.

g. **Security Team.** This team provides, or arranges for, adequate security at the temporary safe haven site.

h. **Religious Support Team.** This team performs or provides for comprehensive religious support for the temporary safe haven site.

Intentionally Blank

APPENDIX A

RULES OF ENGAGEMENT AND THE LAW OF WAR

1. Rules of Engagement

a. The ROE for NEOs reflect the limited military objective to be accomplished. NEO ROE limit the use of force to that force which is necessary to successfully complete the mission and provide for the self-defense of US military personnel and defense of noncombatant evacuees. Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 3121.01B, *Standing Rules of Engagement/Standing Rules for the Use of Force for US Forces*, is the basic source for standing rules of engagement (SROE)/standing rules for the use of force, and Enclosure G specifically governs actions to be taken by US forces conducting a NEO. The SROE reflect the limited objective of NEO and provide the baseline from which all supplemental ROE are drafted and approved.

b. Upon receipt of an ID or warning order, the JFC immediately reviews the ROE to evaluate their impact on evacuation operations. Normally, the JFC is told in the warning order that the SROE will apply, and is instructed to request specific supplemental measures as the mission dictates. Potential problems should be identified, and requests for deletion or modification of ROE are forwarded via the CCDR to the issuing authority. ROE must be tailored to support mission accomplishment and may impact the choice of a CONOPS.

c. Commanders have an inherent right and obligation to use all necessary means available and to take all appropriate actions in the self-defense of their unit and other US forces in the vicinity. ROE do not diminish this right and obligation, but govern the use of force for mission accomplishment.

(1) Defensive Actions

(a) Conducted only as aggressively as necessary to protect US lives (and those of designated TCN evacuees, as authorized and tasked), property, and equipment. The use of force should be sufficient to respond decisively to hostile acts or demonstrations of hostile intent. Such use of force may exceed the means and intensity of the hostile act or hostile intent, but the nature, duration, and scope of force used should not exceed what is required.

(b) May include pursuit only until the attacker is no longer a threat to US personnel (and designated TCN evacuees), property, and equipment.

(2) Subordinate commanders should ensure that personnel are thoroughly trained in the need to use only necessary force. All personnel must be instructed as to the importance of good order and discipline when conducting NEOs.

(3) Commanders at all levels should exercise caution to use only the force necessary to provide for the successful defense of evacuees and complete the mission.

d. Ideally, ROE should allow for approval of requests to employ nonlethal weapons and for joint fire support (such as naval surface fire support and close air support). The use of joint fires, the ability to act in defense of non-US persons, and the use of riot control agents (RCAs) should be addressed in the ROE. As stated in CJCSI 3110.07B, *Nuclear, Biological, and Chemical Defense; Riot Control Agents; and Herbicides*, the use of RCAs is restricted to US bases, posts, or US controlled portions of foreign installations where the authority to approve peacetime employment of RCAs resides with the CCDR. Use of RCAs outside of these parameters requires SecDef approval. Additionally, authority for the use of RCA may be obtained pursuant to Enclosure I to CJCSI 3121.01B, *Standing Rules of Engagement/Standing Rules for the Use of Force for US Forces*.

e. The use of force is normally a measure of last resort. When time and circumstances permit, forces committing hostile acts or demonstrating hostile intent should be warned and given the opportunity to withdraw or cease threatening actions. Employment of PSYOP assets and capabilities should be considered toward this end.

2. Law of War Principles

It is DOD policy that law of war principles govern actions to be taken by JTF personnel in defense of US personnel, selected HN personnel, and property and equipment. Some of the law of war principles to be considered during the planning process are as follows:

a. **Military Necessity.** The principle of military necessity authorizes that use of force required to accomplish the mission. However, this principle is not applied in a vacuum. It must be applied in conjunction with other law of war principles. Military necessity generally prohibits the intentional targeting of protected persons (civilians, hostile personnel who have surrendered or are otherwise “out of combat”, etc.) and places (objects or places that are used for purely civilian purposes, such as hospitals, schools, and cultural property that have not been converted to or for military/hostile use) because they do not constitute legitimate military objectives in furtherance of the accomplishment of the mission.

b. **Unnecessary Suffering.** This principle applies to the legality of weapons and ammunition. Generally, weapons and ammunition that have been issued by DOD have been reviewed to ensure compliance with the law of war and this principle. However, approved weapons and ammunition also may not be used in a way that will cause unnecessary suffering or injury. A weapon or munition would be deemed to cause unnecessary suffering if, in its normal use, the injury caused by it is disproportionate to the military necessity for it, that is, the military advantage to be gained from its use.

c. **Distinction.** This principle requires that combatants be distinguished from noncombatants, and that military objectives be distinguished from protected property or protected places. Parties to a conflict shall direct their operations only against combatants and military objectives. Military objectives are combatants and those objects which by their nature, location, purpose, or use make an effective contribution to military action and whose total or partial destruction, capture or neutralization, in the circumstances ruling at the time, offer a definitive military advantage.

d. **Proportionality.** The anticipated loss of life and damage to property incidental to attacks must not be excessive in relation to the concrete and direct military advantage expected to be gained. Proportionality is a way in which a military commander must assess his or her obligations as to the principle of distinction, while avoiding actions that are indiscriminate.

Intentionally Blank

APPENDIX B

LEGAL CONSIDERATIONS

This appendix provides general information and guidance for handling legal matters that may arise during a NEO. The JFC and subordinate commanders of the evacuation and ISB should have a legal adviser attached to their staffs to advise on military and international legal matters.

1. General

a. The JFC and subordinate commanders must ensure that JTF personnel abide by the standards of international law, including the applicable law of war and Uniform Code of Military Justice (UCMJ), as well as the provisions of the operation's ROE. The JFC should establish procedures and policies for immediately reporting and investigating violations of these standards. The JFC must report all possible, suspected, or alleged violations IAW applicable DOD and Service regulations, and should notify the embassy of a suspected violation within 24 hours of learning about its occurrence.

b. **Role of JTF Legal Adviser.** The JTF legal adviser will provide guidance on legal issues involving the NEO, in coordination with higher HQ, USG agencies, NGOs, IGOs, foreign governments, and the HN government. The key emphasis will be on assisting with interpretation of and compliance with applicable US laws and regulations; relevant international agreements, including any pertinent SOFAs; and multilateral and bilateral transit agreements impacting on NEO.

c. **Legal Imperatives.** When planning and conducting a NEO, commanders must be cognizant of legal imperatives derived from US domestic law, international agreements, and customary international law; and they should consider HN law. In view of this governing framework of laws and regulations, as well as the complexity of legal issues relating to NEO, commanders must obtain legal guidance at all phases of NEO planning and execution, particularly during the early planning stage.

d. **Legal Input for Operational Planning.** Commanders should ensure that legal advisers at all levels are full participants in all aspects of NEO planning, operational guidance and decisions, and national policy directives. Additionally, OPLANs, warning orders, commander's estimates, ROE, operation orders, executive orders, and other operational documents should be systematically reviewed by the JTF legal adviser to ensure compliance with applicable law and regulations.

2. Specific Guidance and Terminology

a. **Foreign Diplomat.** A foreign diplomat of an embassy staff authorized to go to the United States for evacuation is entitled to special treatment IAW international law. Ideally, the individual as well as personal effects and papers are not to be searched, detained, or seized. Family members are also entitled to the same immunity unless they are citizens of the United

States. The diplomatic pouch of a diplomatic courier from a state recognized by the United States shall also be immune from any search, inspection, detention, or seizure by US personnel. However, foreign diplomats may be subject to inspection, under certain circumstances, for weapons or other dangerous materials prior to boarding any vehicle, ship, or aircraft. Refusal to submit to inspection may result in the individual being barred from boarding.

b. Political Asylum or Temporary Refuge. JTF commanders may not grant political asylum to any foreign national. They may grant temporary refuge under emergency conditions when there is imminent danger to the safety, health, or life of any person. Commanders must understand that if temporary refuge is granted, Service Secretary approval is necessary to release the individual. All requests for asylum should be referred to the embassy or senior DOS representative available. CJCSI 3121.01B, *Standing Rules of Engagement/Standing Rules for the Use of Force for US Forces*, includes a specific section addressing protection and disposition of foreign nationals in the custody of US force.

c. Status-of-Forces Agreement. Any SOFA between the HN and the United States should be reviewed to determine how it applies, if at all, to the current situation involving the NEO. If time permits, it should be modified as necessary prior to the JTF arrival. If no agreement exists, the embassy may negotiate a temporary agreement with the HN, if time permits, covering criminal jurisdiction, procurement, customs, and other legal matters. DOS is responsible for negotiating any SOFA changes. Given the emergency nature of the NEO, however, it is likely that no special SOFA provisions will be negotiated.

d. Detainee Treatment. The embassy should determine the disposition of a detainee in advance of the JTF deployment. In the absence of this determination, it is US policy to treat all detainees humanely and IAW US law, including the law of war, and applicable US policy. Anyone detained by US forces in an attempt to deter or in response to hostile action will be provided with the protections of the Geneva Convention Relative to the Treatment of Prisoners of War of 1949, until some other legal status is determined by competent authority. The embassy, with the HN, will negotiate the disposition of the detainee.

e. Claims. The JTF legal adviser or designated claims officer shall develop a plan for the processing and adjudication of claims against the United States. The plan will be coordinated with the appropriate embassy staff member.

f. International Legal Considerations

(1) **Law of War.** Traditional legal issues associated with the law of war will not normally arise in the context of NEO, as NEOs typically occur during times of escalating confrontation short of international armed conflict. However, the protections afforded civilians, the sick, and/or the wounded under the law of war are almost universally accepted humanitarian norms respected in many cases despite the absence of international armed conflict. NEO planning and execution should adhere as closely as possible to international law principles as a matter of consistent practice.

(2) **National Sovereignty.** Commanders must ensure that the NEO planners are aware of sovereignty of other foreign nations and do not violate the sovereignty of any nation other than the HN. NEO planners and operators must be cognizant of the potential impact of operations on relations with other nations and of all relevant international agreements, including pertinent SOFAs and multilateral and bilateral transit agreements.

g. **Legal Assistance.** Implementing plans should provide for preventive law programs designed to avoid sudden and overwhelming demands for emergency legal assistance when evacuation becomes imminent or is implemented. To the extent practical and authorized, legal assistance and advice will be made available to eligible beneficiaries at safe haven points and collection processing points, in coordination with the US diplomatic mission.

h. **Military Justice.** Military justice will be administered IAW the UCMJ, JP 0-2, *Unified Action Armed Forces (UNAAF)*, and JP 1-04, *Legal Support to Military Operations*.

i. **Reporting Violations of the Law of War.** All possible, suspected, or alleged violations of the law of war, for which there is credible information, including conduct that would constitute a violation of the law of war if it occurred during an armed conflict, shall be reported promptly, investigated thoroughly, and, where appropriate, remedied by corrective action, as follows:

(1) With respect to possible, suspected, or alleged violations of the law of war committed by or against members of, or persons accompanying or serving with, their commands, commanders should promptly investigate, collect and evaluate evidence, and report IAW applicable DOD and Military Department guidance. Additionally, forward reports immediately through command channels. Ensure alleged law of war violations are reported by appropriate law enforcement investigators.

(2) With respect to possible, suspected, or alleged violations of the law of war committed by or against allied military or civilian personnel, commanders should conduct appropriate preliminary investigation to determine involvement of JTF personnel and report as required through US operational channels. Once a determination is made that the JTF was not involved, further US investigation will be undertaken only at the direction of the supported CCDR.

(3) In all instances of reported law of war violations, make immediate message notification to the appropriate CCDR. Service component commanders should provide such notification as soon as the tactical situation permits, rather than awaiting complete investigation. Additional details may be supplied by supplemental reports.

j. **Host-Nation Support**

(1) Commanders must be aware of applicable basing rights and the status of US forces within the country when planning and executing a NEO. Advance coordination should be made to ensure necessary landing, embarkation, and transit rights are in place to support a given operation.

(2) Additionally, the changing political and military situation must be taken into account prior to relying on previously negotiated HNS agreements. Liaison with DOS officials responsible for the particular NEO site must be accomplished in a timely manner.

k. **Legal Review of Rules of Engagement.** In all cases in which use of force is a possibility, legal advisers shall be consulted in the planning or preexecution phases to determine the legal basis for intervention and use of force, shall review proposed ROE, and shall assess the legal risks and potential liabilities entailed under international law.

l. **Applicable Rules of Engagement.** Commanders at every level must ensure understanding of ROE by all personnel. Requests for supplemental ROE must be handled IAW the SROE.

m. **War Powers Resolution.** Operations conducted may require consultation with, or reporting to, Congress consistent with the War Powers Resolution. War Powers Resolution reports will be initiated, as required, by the DOS.

APPENDIX C

PSYCHOLOGICAL OPERATIONS CONSIDERATIONS

1. Purpose

This appendix provides guidance for the planning and execution of PSYOP in support of a NEO.

2. General

PSYOP are defined as planned operations to convey selected information and indicators to foreign audiences to influence their emotions, motives, objective reasoning, and ultimately, the behavior of foreign governments, organizations, groups, and individuals. The purpose of PSYOP is to induce or reinforce foreign attitudes and behavior favorable to the originator's objectives. The JFC should consider the early planning for and employment of PSYOP. PSYOP resources and capabilities provide the commander with a means of influencing hostile and potentially hostile personnel (combatant and noncombatant) through employment of appropriate media and using the appropriate language(s) and symbols and/or terms of reference. Judicious use of PSYOP can help preclude escalation from a permissive or uncertain to a hostile environment.

3. Psychological Operations Coordination

PSYOP efforts in support of NEO can produce the following results:

- a. Explain the purpose of the US action to counter disinformation, confusion, and rumor.
- b. Assist in establishing control of noncombatant evacuees, the neutral local populace, and other groups in the JOA to minimize casualties and to prevent interference with friendly military operations.
- c. Prevent or deter interference by hostile forces or other nations.
- d. Provide continuing analysis of political and cultural factors to maximize political and psychological effects of the operation.
- e. Exploit withdrawal of US forces while creating positive perceptions of US intent and goodwill.

4. Psychological Operations Forces, Capabilities, and Organization

a. All Active Army PSYOP units are subordinate to CDRUSSOCOM. The Army's US Army Reserve CA and PSYOP forces are subordinate to the United States Army Reserve Command. Other organizations from the Services have unique capabilities that can be employed to support PSYOP.

b. Military and civilian personnel include regional experts and linguists who understand the political, cultural, ethnic, and religious subtleties of the target audience. Also included are functional experts in technical fields such as broadcast journalism, radio operations, print, illustration, interviewing techniques, layout operations, and long-range tactical communications.

c. Principal capabilities of PSYOP forces are as follows:

(1) Analyze potential targeted audiences to identify critical communicators and media, cultural and language nuances, and applicable themes and symbols.

(2) Based on that analysis, develop programs and products that advocate the supported CDR's mission and objectives.

(3) Employ organic and nonorganic assets to develop, print, and disseminate photographic, audio, visual, and audio-visual products that support these programs.

d. During contingency operations, the senior PSYOP HQ is normally under the OPCON of the supported CDR.

5. Responsibilities

a. The CDR's PSYOP officer is responsible for preparing the PSYOP tab of the IO appendix to the operations annex to the CDR's NEO OPLAN. Authority for approval of PSYOP programs and products should be delegated to the JFC in the PSYOP tab of the IO appendix of the OPLAN. Additional responsibilities include the following:

b. Advise the commander on PSYOP-related matters.

c. Work under the staff supervision of the operations officer.

d. Prepare the PSYOP tab of the IO appendix to the operation plan or order.

e. Provide liaison on PSYOP-related matters, as required by the commander.

f. Coordinate and monitor PSYOP during the execution phase of the NEO.

g. Coordinate PSYOP with the appropriate staff and embassy personnel.

6. Psychological Operations

If the JFC desires to employ PSYOP, that decision should be coordinated with the ambassador and appropriate members of the embassy staff. DOS personnel should be able to provide JTF PSYOP personnel with valuable information about the target audience and any programs similar to PSYOP they may have been using in preparation for the NEO or the crisis that precipitated the NEO requirement.

APPENDIX D

NONCOMBATANT EVACUATION OPERATIONS PLANNING CONSIDERATIONS

This appendix provides questions that may be used to provide a common framework for evacuation planning and operations. These questions may serve as focus for the detailed planning and operational dialog between diplomats and military forces that must precede any successful evacuation operation. These questions also serve as a good starting point for GCC priority information requirement development.

1. Will the operational environment be permissive, uncertain, or hostile? If it is permissive, are unarmed hostilities expected? If it is uncertain or hostile, will pursuit forces be necessary? What is the likelihood of terrorist activities?
2. What MNFs, NGOs, or IGOs will be operating in the area?
 - a. Are MNFs integrated into the JTF plan?
 - b. How are plans being deconflicted if the evacuations are separate?
 - c. What are the appropriate C2 arrangements if the NEO is conducted as a multinational operation?
 - d. What support is available from other participating nations?
 - e. What support is required by other participating nations?
3. What is the current situation in the country? In the embassy? Near the US citizens? Near the TCNs and HN personnel to be evacuated?
4. Who is the senior US official in charge of the evacuation operation?
5. Who will give the JTF permission to complete the evacuation and to leave the evacuation site?
6. What is the chain of command for US military forces?
7. What is the relationship between the JFC and the ambassador?
8. Will all US mission and/or embassy officials be leaving? If not, who will remain?
9. Who will screen the evacuees?
 - a. Are there embassy personnel assigned to screen?

- b. Are there any evacuees (e.g., wardens) who will be able to help with processing and screening?
 - c. What are the JTF requirements for screening?
 - d. Who will be available to physically search female evacuees?
10. Who makes the final determination of evacuee accounting prior to final evacuation departure?
11. Is the embassy's EAP available? Is it up to date?
12. Who is the primary POC within the embassy to work with the JTF on details of the operation?
13. What steps are being taken by the embassy to get the evacuees ready for evacuation?
14. Are there any members of the JTF, or anyone reasonably available, who have been in the HN recently?
15. Is there any intelligence needed immediately from the evacuees?
16. Have the primary and alternate assembly areas, evacuation sites, and routes been verified and surveyed?
- a. Who provides country studies for JTF with information such as LZs, concentration of US citizens, port facilities, and landing beaches? How will this information be made available to the JTF?
 - b. What is the total number of US personnel to be evacuated?
17. Have the screening and processing areas been verified?
18. What action should be taken concerning individuals not on the list of evacuees (e.g., TCNs)? What is the total number of TCNs to be evacuated?
- a. Number per priority category.
 - b. Identification.
19. What will be the composition of the evacuees? Will there be a cross section of those listed in the EAP?
20. If families must be separated, is there a method of identifying unaccompanied children with parents/guardians during repatriation periods (e.g., matching numbered wrist bands if parent/guardian is with child at evacuation site, parent/guardian matching database)?

21. What discipline problems are expected from the evacuees? Who are the potential troublemakers? Do any present a possible/credible threat?
22. What action should be taken if there is an outbreak of violence among evacuees?
23. What action should be taken if someone asks for political asylum?
24. Who and how will the baggage and personal property of all evacuees be searched for weapons or explosives? It may be necessary to expedite this process in a nonpermissive or combat environment, but even in such an environment, consideration must be given to asymmetric threats.
25. What proof of US citizenship is acceptable?
26. Are there any changes in the standard priorities for evacuation?
27. Will the US embassy be able to assign evacuation priorities before it schedules evacuation?
28. What are the arrangements for evacuee housing, security, and transfer? Will protective clothing be required? Will food be required?
 - a. Type.
 - b. Quantity.
 - c. Location.
29. Are any animals (pets) prohibited from traveling on the designated transportation? Have restrictions concerning animals been identified at the safe haven location?
30. Will JTF search teams be sent after missing evacuees?
31. Is there any sensitive equipment or material that will need to be evacuated or destroyed? Will personnel with requisite clearances be required to assist in evacuating or destroying sensitive equipment or material?
32. Are there procedures to handle claims against US civilians?
33. If required, who will provide an emergency resupply of ammunition for the advance party?
34. What cultural nuances and customs should be known by the JTF evacuation force to avoid confrontation?
35. Who are the key HN personnel and what are their attitudes toward the evacuation?

36. What unusual environmental health conditions are likely to be faced by Service members and evacuees in this location? Will medical support be available from the embassy or HN? Have MEDEVAC procedures been coordinated with the HN? Where are the HN health services?

- a. Location.
- b. Availability.
- c. Capability.

37. What is the policy concerning seriously wounded evacuees? What is the physical condition of all evacuees? Are AE assets required? If so, is there a need to pre-stage those assets nearby, and what are the MEDEVAC procedures?

38. Where are the HN police forces?

- a. Location.
- b. Availability.
- c. Capability.
- d. Loyalty to the host government.
- e. Hostility to the United States.
- f. Factional infighting present.

39. Where are the HN fire services?

- a. Location.
- b. Availability.
- c. Capability.

40. Where are the HN military forces?

- a. Location.
- b. Availability.
- c. Capability.
- d. Loyalty to the host government.

- e. Hostility to the United States.
 - f. Factional infighting present.
41. Will the HN be providing any security for the assembly areas of evacuation sites?
- a. Location.
 - b. Unit.
 - c. Size of security force.
42. What is the potential threat?
- a. Size.
 - b. Activity.
 - c. Location.
 - d. Unit.
 - e. Time.
 - f. Equipment.
43. What are the possible enemy COAs?
- a. Delay.
 - b. Reinforce.
 - c. Attack.
 - d. Withdraw.
44. Will interpreter support be available from the embassy or the HN?
45. What communications support will be available from the embassy and how will the communication architecture be set up to support the operations (i.e., networks, frequencies, secure equipment availability, need for relays)?
46. Can portable communications equipment be sent to the embassy to facilitate improved and secure communication?

47. Will transportation support be available from the embassy or the HN?
 - a. Type. Note: If noncombatants will be transported via ESG ships, consider follow-on transportation requirements to move personnel out of theater if appropriate.
 - b. Location.
 - c. Capacity.
 - d. Condition.
 - e. Operators required.
48. Who will prepare the PA plan? How often will it be updated? Who is the lead PA director? Will media representatives be evacuated?
49. Are there areas from which the media are restricted access? Is there a media support plan?
50. What are the ROE for the JTF?
51. What is the guidance on the use of PSYOP?
52. What coordination has been made with the HN media to support the NEO and/or the NEO PSYOP plan?
53. Will the HN media provide support for the NEO and/or the NEO PSYOP plan?
54. What is the role of CA in NEO?
55. Does the JTF have permission to drop sensors and insert special operation forces?
56. Have all requirements for strategic transportation system been directed to the USTRANSCOM command center and/or crisis action team?
57. What is the best means of transportation to evacuate personnel?
 - a. Can commercial airlift provide more timely evacuation than deploying US military assets?
 - b. Have air requirements for units and equipment been identified in the Joint Operation Planning and Execution System?
 - c. Are US naval assets readily available to stage off the coast?
 - d. Would commercial air carriers be willing to add charter flights for the NEO?

- e. What commercial sealift assets are available?
 - f. What commercial transportation has the US embassy already contracted to assist US citizens if departing voluntarily?
 - g. At what point would commercial sea or air carriers cut back or halt operations?
 - h. What transportation is available on retrograde flights by USTRANSCOM controlled aircraft deploying forces to the AOR?
 - i. What is the maximum on ground capacity and fuel availability at possible evacuation airports?
 - j. Would the cost of meals, baggage handling, and other service requirements be incorporated into the contract?
 - k. Are emergency loading waivers required to load evacuees on cargo planes or surface vessels? NOTE: Emergency waivers are required from USTRANSCOM to load evacuees on military aircraft not configured for passengers or not for over-water flights. Emergency waivers are also required from the Commandant, US Coast Guard, to transport evacuees on cargo vessels not configured or equipped for passengers. Under emergency conditions, both of these options may need to be considered by transportation planners.
58. Who will provide climatological, meteorological, and oceanographic information?
59. What support is available from other US sources?
60. What support is required by other US agencies?
61. Are trained EOD personnel available through the HN?
62. Are map products of the JOA and the embassy compound available? What are the sources?
63. Who controls and ensures familiarity with GCPs and other geographic information?
64. Which evacuees have special medical needs such as pregnancy, infectious disease, exceptional family member, or pediatric health care problems?
65. Is an ISB available? Where? How extensive are its facilities and support capabilities?
66. Will the ambassador allow an FCE to deploy?
67. What HN religious events, holy days, festivals, celebrations, or other significant religious activities will occur during the evacuation that could adversely impact the operation?

68. What HN religious sites, shrines, buildings, facilities, or other locations do JTF marshalling teams need to be aware of to avoid desecrating them and antagonizing the populace?

Possible Dilemmas

Because each NEO is unique, situations may arise that require special considerations. JTF personnel should be briefed and prepared to deal with the following:

1. Questions concerning use of deadly force or a given weapon system in a given situation. When is deadly force authorized?
2. Interpretation of the ROE.
3. Hostile detainees who present themselves or are captured by the JTF.
4. Civil disturbance, from passive resistance or civil disobedience to violence.
5. Terrorism.
6. Bomb threats and/or suicide bombers.
7. Snipers, antitank guided missiles, etc.
8. Nonambulatory evacuees, to include those with contagious diseases or possible CBRN contamination.
9. Language problems.
10. Religious problems.
11. Potential evacuee's name not on list provided by the embassy but appearing to be a bona fide evacuee.
12. Deaths of evacuees and evacuation of remains.
13. Listed evacuees or unlisted potential evacuees with unknown identifications.
14. Evacuees carrying contraband and disposition of the contraband.
15. Overwhelming numbers of civilians coming to assembly areas or at the evacuation sites to request evacuation.
16. Listed evacuee refusing evacuation.
17. Evacuee attempting to give bribes to gain favor.

18. Inaccurate evacuation lists.
19. Large numbers of international journalists converging on the area.

Intentionally Blank

APPENDIX E

SAMPLE EMERGENCY ACTION PLAN CHECKLISTS

This appendix contains sample checklists from the DOS Emergency Planning Handbook, 12 FAH-1. Checklists similar to these are normally found in an embassy EAP.

CHECKLIST FOR US MILITARY ASSISTED EVACUATION

1. Name and title of American official in charge of the evacuation: _____
_____.
2. American officials remaining behind: (Attach list with names, means of contact).
3. Post officials available to assist in the processing and evacuation: (Attach list — see DOS Emergency Planning Handbook Exhibit 120 — update to show name, probable location, and means of identification and contact of officer performing each relevant function).
4. How many military personnel will be needed to assist in screening evacuees and where will they need to be located? _____
Who will assist the military? _____.
5. Is the operational environment permissive, uncertain, or hostile? _____.
6. Perimeter security needs: _____;
assembly areas and embarkation points: _____.
7. What security will the HN or controlling authority provide? _____
_____.
8. Are alternate evacuation, assembly, or reception sites available if required? _____
_____.
 - a. Where are the GCPs located and who has custody of them? _____
_____.
9. Could unauthorized and/or hostile persons forcibly or surreptitiously attempt to join the evacuation? If so, what action does the post recommend? _____
_____.
10. What action does the post propose if someone asks for political asylum? _____
_____.
11. Will the post's OIC vouch for the baggage and personal property of all or some evacuees or should a search for weapons and explosives be conducted? _____
_____.

12. Does the ambassador desire the military to physically search those evacuees that cannot be validated? _____.

13. If it becomes necessary to physically search a woman, who can conduct the search? _____.

14. If the evacuation priority is different than stated in the post plan, give the modified priority: _____.

15. Will food be required? _____ Total Meals: _____.

16. Is potable water available? _____.
Quantity of bottled water required: _____.

17. Does the post anticipate that any Americans will refuse evacuation? _____.

18. What is the policy on evacuees taking pets? _____.

a. If pets are allowed to be transported, have requirements such as customs and quarantine restrictions been considered to ensure the pets will be allowed into the safe haven? _____.

b. If pets are not allowed to travel, what will happen to the pets evacuees bring with them to the evacuation processing centers? _____.

19. Does the embassy anticipate that military personnel will be needed to search for missing evacuees? If so, in which areas are evacuees likely to be located? (Give radio call sign frequencies, if known.) _____.

20. Would a search operation meet armed resistance? _____.

21. Will the post need help to destroy sensitive materials or equipment? _____.

22. Portable radios available to assist in assembly, movement, and control of evacuees (consider all likely points):

How many sets? _____; Frequencies? _____; Additional needs? _____.

23. Who will prepare manifests of evacuees?

Embassy: _____.
Military: _____.

24. Under extreme circumstances families might be separated and there must be a method of identifying unaccompanied children with parents/guardians during repatriation periods, etc.
25. Other items that may affect NEO are:
- a. Travel restrictions, curfew, roadblocks.
 - b. Local military activities.
 - c. Political or security factors affecting evacuation.
 - d. PA considerations.
26. If interpreters are needed, can the embassy provide? _____.
27. Provide updated copies of the embassy's:
- a. EPH Section 1540 and exhibits for same.
 - b. Communications annex.
 - c. Logistics annex.
 - d. Transportation annex.
 - e. F-77 (Potential Evacuees) Report.
 - f. GCPs.
28. Give number of evacuees who are:
- a. Wounded, injured, or ill: litter _____.
 - b. Wounded, injured, or ill: ambulatory _____.
 - c. Pregnant: _____.
 - d. Any contagious diseases or infections present? _____.
29. What medical assistance (to include special equipment) will be required? _____
_____.
30. Breakdown of evacuees by age and sex:
- 0-7 years: male _____ female _____.

8-16 years: male _____ female _____.

17-20 years: male _____ female _____.

21+ years: male _____ female _____.

31. Will doctor(s) and nurse(s) be among the evacuees? _____.

32. Will any influential religious or community leaders be among the evacuees? _____.

33. Weight and volume of any sensitive materials or equipment requiring evacuation:
_____pounds _____ cubic feet

34. Attach an intelligence estimate of the local situation and HN military status, to include possible threats to transportation assets.

ASSEMBLY AREA

LOCATION: _____ DATE: _____

Assembly Area _____ Primary _____

Embarkation Point _____ Alternate _____

1. Location: _____.

2. Grid coordinates: _____.

3. Reference points: _____.

4. Size: _____ Estimated capacity: _____.

5. Shelter: _____.

6. Cooking facilities: _____ Water: _____.

7. Food Stocks: _____.

Estimated person/days on hand: _____.

8. Latrine and shower: _____.

9. Security: _____.

10. Control point: _____.

11. Telephone: _____ Radio call sign: _____.

12. Access, chokepoints: _____.

Alternates: _____.

13. Nearest police station: _____.

14. Nearest medical facility: _____.

15. Emergency power supply: _____.

16. Distances to embarkation points: _____.

17. If HLZ, identify: _____.

_____ Sketch attached _____ Video attached _____ Photo attached

18. Availability of fuel for surface vehicles: _____.

This report prepared by: _____.

HELICOPTER LANDING ZONE

LOCATION: _____ DATE: _____

1. Designator: _____.

2. Location: _____.

3. Grid: _____.

4. Reference point(s): _____.

5. Dimensions: _____.

6. Surface: _____.

7. Obstacles: _____

_____.

8. Recommended air approach(es): _____.

9. Recommended ground approach(es): _____

_____.

10. Distance(s) to assembly area(s): _____

_____.

11. Fuel availability: _____.

12. Comments: _____

_____.

This report prepared by: _____.

_____ Sketch attached _____ Video attached _____ Photo attached

AIRFIELD SURVEY

LOCATION: _____ DATE: _____

1. Name of airfield: _____.

2. Location (map coordinates): _____.

3. Fuel (type and availability): _____.

4. Materials handling equipment: _____.

5. Elevation: _____.

6. Runway length: _____.

7. Runway width: _____.

8. Surface composition and estimated single wheel loading factor: _____

_____.

9. Available parking area: _____.

10. Largest aircraft accommodated: _____.

11. Instrument approach facilities; navigation aids: _____.

12. Aircraft obstacles: _____

_____.

13. Are runways/taxiways lighted? _____.

14. Communications (frequencies, call signs used): _____

_____.

15. Physical security: _____.

16. Is the airfield under civilian or military control? _____

_____.

17. Status of commercial air traffic into and out of the airfield during the period in issue:

_____.

18. Does the airfield meet any USTRANSCOM accepted (e.g., International Civil Aviation Organization, NATO, Federal Aviation Administration) standards for signs, markings, and other applicable requirements? If so, which standards? _____

_____.

19. What is the availability of HN certified, civilian, or military air traffic controllers? _____

_____.

20. Key contacts: _____.

21. Distance from assembly area to airport:

Primary: _____ Secondary: _____.

22. Conditions of roads leading to airport: _____

_____.

23. Conditions and weight limits of bridges leading to airports: _____

_____.

24. On-site assembly areas and capacity: _____

_____.

25. Latrine and shower facilities: _____.

26. Feeding facilities and capacity: _____.

27. Text or copy of description in "Airfield and Seaplane Stations of the World": _____

_____.

This report prepared by: _____.

_____ Sketch attached _____ Video attached _____ Photo attached

Note: Complete a separate form for each airfield considered feasible for use during an evacuation.

SEAPORT SURVEY

LOCATION: _____ DATE: _____

1. Name of seaport: _____.

2. Location (map coordinates): _____.

3. Entrance restrictions and minimum anchorage: _____.

4. Channel depth, depending on season: _____.

5. Water depth at berths: _____.

6. Tide, depending on season: _____.

7. Pilots required or available: _____.

8. Navigational aids: _____.

9. Port or beach obstacles: _____.

10. Wharf (description and capabilities): _____.

11. Materials handling equipment: _____.

12. Fuel (type and availability): _____.

13. Physical security available and in use: _____.

14. Distance from post to seaport: _____.

15. Conditions of roads leading to the seaport: _____.

16. Condition and weight limit of bridges leading to seaport: _____.

17. On-site assembly areas and capacity: _____.

18. Dining facilities and capacity: _____.

19. Latrine and shower facilities: _____.

20. Location of nearest medical facility: _____.

21. Key contacts, key personnel: _____
_____.

This report prepared by: _____.

_____ Sketch attached _____ Video attached _____ Photo attached

Intentionally Blank

APPENDIX F

SAMPLE NOTICE FORMS

SAMPLE STAND FAST NOTICE

NAME OF POST: _____ DATE: _____

Because of the current local situation, this office recommends that Americans remain in their homes. Only the most essential outside activities should be conducted and public areas should be avoided until the situation improves. Since there is always the possibility the situation will deteriorate and you will be required to move elsewhere, this office recommends that you promptly take the following precautions:

1. Without hoarding, try to keep on hand a reasonable supply (7 to 10 days) of food, water, and fuel. If you have a personal automobile, be sure it is ready for immediate use; fill the gas tank and check the oil, water, tires, and battery.
2. If your passport, exit visa, or registration with this office is not current, contact us immediately at telephone _____.
3. Collect all important papers and documents, such as passports; birth, marriage, divorce, and naturalization certificates; inoculation cards; insurance policies; bank books; as well as US and local currency.
4. Make or update a complete inventory of your household effects in duplicate.
5. Prepare for each family member one suitcase (66 pounds or less) to contain, as applicable, warm clothing regardless of season, eyeglasses, babies' and children's supplies, and special medications.
6. Listen to the local media and Voice of America, US Armed Forces Radio, or the British Broadcasting Company closely for announcements from the local government or this office.

Your warden is _____.
who can be reached at _____.

We are monitoring the situation and will provide you with further guidance. Please pass the contents of this notice to other US citizens and keep it handy for reference.

Figure F-1. Sample Stand Fast Notice

SAMPLE LEAVE COMMERCIAL NOTICE

NAME OF POST: _____ DATE: _____

1. In view of the gravity of the current local situation, this office recommends that Americans whose presence in the country is not essential, depart by commercial transportation as soon as possible. If adult US citizens have compelling reasons for remaining in the area, we suggest that dependents depart with their pets while normal commercial facilities are still available.
2. American citizens with valid passports and foreign dependents with valid passports or visas should not come to this office for travel arrangements. Rather, they should make their own arrangements directly with transportation companies or travel agents.
3. Persons departing are requested to inform this office by telephone _____, or mail of their departure plans, providing the following information: name(s), date(s) and place(s) of issuance of passports, probable date(s) and mode(s) of transportation, and names and addresses of next of kin or other point of contact in the United States or travel agents.
4. This office cannot accept any personal or real property for protection, but will accept copies of inventories of property left in the country and attempt to arrange for protection of such property through the local authorities.
5. American citizens without valid passports or who are unable to arrange for their own travel or that of their dependents because of insufficient funds or other reasons should report to this office as soon as possible. They should bring with them:
 - a. American passports or other proof of US citizenship.
 - b. For non-American spouses, children, and dependents: passports or identification cards and proof of relationship (birth or marriage certificates).
6. Please pass the contents of this notice to other US citizens and keep it handy for reference.

Figure F-2. Sample Leave Commercial Notice

SAMPLE EVACUATION NOTICE

NAME OF POST: _____ DATE: _____

Because of the situation in this country, the ambassador has determined that the evacuation of all US citizens is advisable. As the operations of this office may be terminated with little or no advance warning, American citizens wishing US Government assistance should contact their wardens or this office immediately (telephone _____). The embassy/consulate is arranging chartered transportation to the United States or another safe haven. The issuance of tickets is not feasible and all persons being evacuated will be asked to sign promissory notes to cover the cost of their transportation. The Department of State will bill evacuees later for the costs incurred. (US Government personnel and their dependents travel on official orders and therefore their respective agencies, will be billed.) To provide proper protection and to help you leave safely, we ask you to follow these instructions:

1. Your warden is _____ and may be contacted at _____.
2. Your assigned assembly area is at _____.
 - _____ a. Please be there at _____.
 - _____ b. You will be told later when to report.
 - _____ c. Do not bring your vehicle to the assembly point.
 - _____ d. Bring enough food for each family member to have _____ meals.
 - _____ e. Cooking facilities are not available, so bring ready-to-eat food (canned items, sandwiches, etc.).
 - _____ f. Bring an unbreakable container with _____ quart(s) of water per person.
 - _____ g. Pets will be transported during this NEO and are allowed at the assembly point.

(Only checked items apply)

3. Prepare to bring with you all important personal papers (passports, inoculation cards, cash, credit cards, and checkbooks) and one suitcase (66 pounds or less) per person containing clothing suitable for the local climate as well as for a change of climate. Remember eyeglasses, special medicines, and baby/children supplies. Do not bring firearms or liquor. Pets are allowed only if specifically authorized above.

Figure F-3. Sample Evacuation Notice

SAMPLE EVACUATION NOTICE (cont'd)

4. Adult family members should consider the possibility of becoming separated temporarily. Problems can be avoided by exchanging data concerning bank accounts, addresses, and telephone numbers of relatives in the United States, and powers of attorney.

Figure F-3. Sample Evacuation Notice (cont'd)

SAMPLE EMBASSY/POST CLOSING NOTICE

NAME OF POST: _____ DATE: _____

The situation in this country is such that the US Government is closing its offices here effective _____.

The embassy of _____ located at _____ will protect US interests until further notice.

We recommend that American citizens leave the country immediately. Until this office ceases operations, we will make every effort to assist US citizens still wishing to depart. Those who plan to remain should provide their names, addresses, and next of kin so this office can pass the information to the Department of State and to the _____ embassy.

Please pass the contents of this notice to other US citizens and keep it handy for reference.

Figure F-4. Sample Embassy/Post Closing Notice

SAMPLE WAIVER OF EVACUATION OPPORTUNITY

1. Agreement made, this _____ day of _____, 20____, between _____ and the military forces of the United States.
2. Whereas the military forces of the United States agree to evacuate_____.
3. Said offer of evacuation is declined by the above named individual(s), with the understanding that the offer will not be repeated.
4. Evacuee Signature _____
Evacuee Signature _____
Evacuee Signature _____
Evacuee Signature _____

Figure F-5. Sample Waiver of Evacuation Opportunity

APPENDIX G

REPATRIATION PROCESSING CENTER PROCESSING SHEET

SECTION I - TO BE COMPLETED BY THE "RESPONSIBLE PERSON"	
ARE YOU ESCORTING UNACCOMPANIED MINOR CHILD(REN)? <i>(X one)</i> YES NO	
The designated escort is responsible for completing (to the best of their ability) a separate form for each family group they are escorting. If there is more than one child from the same family group, enter the information in Items 6 through 20 for the <u>eldest</u> child being escorted. Then, complete the family group information for each younger child in Items 23(a) through (d), as applicable. ADDITIONALLY, ESCORTS WILL FILL OUT A SEPARATE FORM FOR THEIR OWN FAMILY GROUP.	
SECTION II - TO BE COMPLETED BY THE "RESPONSIBLE PERSON"	
1. AIRLINE AND FLIGHT NUMBER	2. DATE OF ARRIVAL (YYYYMMDD)
3. REPATRIATION CENTER	
4. PROCESSING DATE (YYYYMMDD)	5. PROCESSING TIME (Military)
SECTION III - EVACUEE IDENTIFYING INFORMATION - TO BE COMPLETED BY THE "RESPONSIBLE PERSON"	
6. NAME OF EVACUEE <i>(Last, First, Middle Initial)</i>	
7. COUNTRY EVACUATED FROM	
8. DATE OF BIRTH (YYYYMMDD)	9. PLACE OF BIRTH <i>(City, State, and Country)</i>
10. COUNTRY OF CITIZENSHIP	
11. GENDER <i>(X one)</i> ☐ MALE ☐ FEMALE	12. SOCIAL SECURITY NUMBER
13. MARITAL STATUS <i>(X one)</i> ☐ SINGLE ☐ MARRIED ☐ WIDOWED ☐ SEPARATED ☐ DIVORCED	
14.a. PASSPORT NUMBER	b. COUNTRY OF ISSUE
15.a. ALIEN NUMBER	b. COUNTRY OF ISSUE

DD FORM 2585, AUG 2004

Page 5 of 10 Pages

Figure G-1. Department of Defense Form 2585, Repatriation Processing Center Processing Sheet

SECTION III - EVACUEE IDENTIFYING INFORMATION (Continued) (Read before completing Items 16 and 23)			
(Use these tables to complete Item 16 and Item 23 (Page 7.) Choose all that apply.)			
TABLE 1a - U.S. CITIZEN CLASSIFICATION NUMBER 1a DoD: Service Member b DoD: Service Member Dependent and/or Family Member (Command Sponsored Dependent) c DoD: Service Member Dependent and/or Family Member (Non-Command Sponsored Dependent) 2a DoD: Civilian Employee WITH Transportation Agreement b DoD: Dependent of Civilian Employee WITH Transportation Agreement c DoD: Civilian Employee WITHOUT Transportation Agreement d DoD: Dependent of Civilian Employee WITHOUT Transportation Agreement 3a Non-DoD U.S. Government (USG): Employee b Non-DoD USG: Employee Dependent and/or Family Member 4 Citizen Residing Abroad (Child, Student, Private Business) 5 Tourist 6 Citizen on Business-Related Travel 7 U.S. Government Contractor		TABLE 1b - FOREIGN NATIONAL CLASSIFICATION NUMBER 8 Adult Dependent of Repatriated U.S. Citizen (Foreign spouse or other adult dependent; not U.S. citizen) 9 Minor Dependent of Repatriated U.S. Citizen (Child born in foreign country, not U.S. citizen to date) 10 Non-Dependent of Repatriated U.S. Citizen (Extended family member, i.e. mother-in-law, cousin, etc.) 11 Non-U.S. Civilian Employee (Works for U.S. Government) 12 Citizen of Country Other Than U.S. 13 Other, None of the Above (Specify)	
		TABLE 2 AGENCY CODE A Army N Navy F Air Force M Marine Corps G Coast Guard D DoD Agency O Other U.S. Government Agency X Not Applicable	
16. CLASSIFICATION NUMBER(S) AND AGENCY CODE(S) (Enter all appropriate classification numbers and agency codes from Table 1 and Table 2 that are applicable to the person named in Item 6.)			
a. CLASSIFICATION NUMBER		b. AGENCY CODE	
c. CLASSIFICATION NUMBER		d. AGENCY CODE	
e. CLASSIFICATION NUMBER		f. AGENCY CODE	
17. NUMBER OF FAMILY MEMBERS WITH YOU ADULTS (Include yourself) CHILDREN (Include all children)			
18. NUMBER OF ANIMALS WITH YOU (If applicable)			
DOGS		CATS	
BIRDS		OTHER	
19. EMERGENCY CONTACT IN U.S. (For person named in Item 6 above)			
a. NAME (Last, First, Middle Initial)		b. ADDRESS (Street, City, State/Country, ZIP Code)	
c. HOME TELEPHONE NUMBER (Include Area Code)	d. WORK TELEPHONE NUMBER (Include Area Code)		
20. FINAL DESTINATION AND NAME OF POINT OF CONTACT (If applicable) (If same as Item 19, enter "SAME")			
a. NAME (Last, First, Middle Initial)		b. ADDRESS (Street, City, State/Country, ZIP Code)	
c. HOME TELEPHONE NUMBER (Include Area Code)	d. WORK TELEPHONE NUMBER (Include Area Code)		
21. IF U.S. DEPARTMENT OF DEFENSE MILITARY AND CIVILIAN EMPLOYEE DEPENDENTS (For escorted unaccompanied minor children enter the sponsor's (parent/guardian) information to the best of your ability.)			
a. BRANCH OF SERVICE/DOD AGENCY (X one)			
☐ ARMY	☐ NAVY	☐ AIR FORCE	☐ MARINE CORPS
☐ COAST GUARD	☐ DOD AGENCY		
b. NAME OF SPONSOR (Remaining in Country) (Last, First, Middle Initial)		c. SSN	d. RANK/GRADE
e. ORGANIZATION/ADDRESS AND MAJOR COMMAND (Include APO#/FPO#)			
22. ESCORT FOR UNACCOMPANIED MINOR CHILD(REN) (Complete if applicable)			
a. NAME OF ESCORT (Last, First, Middle Initial)		b. ADDRESS (Final Destination of Escort) (Street, City, State/Country, ZIP Code)	
c. HOME TELEPHONE NUMBER (Final Destination of Escort) (Include Area Code)	d. WORK TELEPHONE NUMBER (Escort) (Include Area Code)		

Figure G-1. Department of Defense Form 2585, Repatriation Processing Center Processing Sheet (cont'd)

SECTION III - EVACUEE IDENTIFYING INFORMATION (Continued)			
23. ACCOMPANYING EVACUEES (Fill out for each accompanying person.)			
a.(1) NAME (Last, First, Middle Initial)		(2) SSN	(3) DATE OF BIRTH (YYYYMMDD)
(4) GENDER (X one) ☐ MALE ☐ FEMALE		(5) RELATIONSHIP TO PERSON COMPLETING FORM (X one) ☐ SPOUSE ☐ SON/DAUGHTER ☐ PARENT ☐ OTHER	
(6) PLACE OF BIRTH (City, State, and Country)		(10) CLASSIFICATION NUMBER(S) AND AGENCY CODE(S) (Enter all appropriate classification numbers and agency codes from Table 1 and Table 2 (shown on Page 6) that are applicable to the person named in Item a.(1).)	
(7) COUNTRY OF CITIZENSHIP		(a) CLASSIFICATION NUMBER	(b) AGENCY CODE
(8) PASSPORT NUMBER	COUNTRY OF ISSUE	(c) CLASSIFICATION NUMBER	(d) AGENCY CODE
(9) ALIEN NUMBER	COUNTRY OF ISSUE	(e) CLASSIFICATION NUMBER	(f) AGENCY CODE
b.(1) NAME (Last, First, Middle Initial)		(2) SSN	(3) DATE OF BIRTH (YYYYMMDD)
(4) GENDER (X one) ☐ MALE ☐ FEMALE		(5) RELATIONSHIP TO PERSON COMPLETING FORM (X one) ☐ SPOUSE ☐ SON/DAUGHTER ☐ PARENT ☐ OTHER	
(6) PLACE OF BIRTH (City, State, and Country)		(10) CLASSIFICATION NUMBER(S) AND AGENCY CODE(S) (Enter all appropriate classification numbers and agency codes from Table 1 and Table 2 (shown on Page 6) that are applicable to the person named in Item b.(1).)	
(7) COUNTRY OF CITIZENSHIP		(a) CLASSIFICATION NUMBER	(b) AGENCY CODE
(8) PASSPORT NUMBER	COUNTRY OF ISSUE	(c) CLASSIFICATION NUMBER	(d) AGENCY CODE
(9) ALIEN NUMBER	COUNTRY OF ISSUE	(e) CLASSIFICATION NUMBER	(f) AGENCY CODE
c.(1) NAME (Last, First, Middle Initial)		(2) SSN	(3) DATE OF BIRTH (YYYYMMDD)
(4) GENDER (X one) ☐ MALE ☐ FEMALE		(5) RELATIONSHIP TO PERSON COMPLETING FORM (X one) ☐ SPOUSE ☐ SON/DAUGHTER ☐ PARENT ☐ OTHER	
(6) PLACE OF BIRTH (City, State, and Country)		(10) CLASSIFICATION NUMBER(S) AND AGENCY CODE(S) (Enter all appropriate classification numbers and agency codes from Table 1 and Table 2 (shown on Page 6) that are applicable to the person named in Item c.(1).)	
(7) COUNTRY OF CITIZENSHIP		(a) CLASSIFICATION NUMBER	(b) AGENCY CODE
(8) PASSPORT NUMBER	COUNTRY OF ISSUE	(c) CLASSIFICATION NUMBER	(d) AGENCY CODE
(9) ALIEN NUMBER	COUNTRY OF ISSUE	(e) CLASSIFICATION NUMBER	(f) AGENCY CODE
d.(1) NAME (Last, First, Middle Initial)		(2) SSN	(3) DATE OF BIRTH (YYYYMMDD)
(4) GENDER (X one) ☐ MALE ☐ FEMALE		(5) RELATIONSHIP TO PERSON COMPLETING FORM (X one) ☐ SPOUSE ☐ SON/DAUGHTER ☐ PARENT ☐ OTHER	
(6) PLACE OF BIRTH (City, State, and Country)		(10) CLASSIFICATION NUMBER(S) AND AGENCY CODE(S) (Enter all appropriate classification numbers and agency codes from Table 1 and Table 2 (shown on Page 6) that are applicable to the person named in Item d.(1).)	
(7) COUNTRY OF CITIZENSHIP		(a) CLASSIFICATION NUMBER	(b) AGENCY CODE
(8) PASSPORT NUMBER	COUNTRY OF ISSUE	(c) CLASSIFICATION NUMBER	(d) AGENCY CODE
(9) ALIEN NUMBER	COUNTRY OF ISSUE	(e) CLASSIFICATION NUMBER	(f) AGENCY CODE
NOTE: If there are more than 4 accompanying family members, use additional copies of Page 7.			

DD FORM 2585, AUG 2004

Page 7 of 10 Pages

Figure G-1. Department of Defense Form 2585, Repatriation Processing Center Processing Sheet (cont'd)

SECTION III - EVACUEE IDENTIFYING INFORMATION (SERVICES) <i>(Continued)</i>				
24. IF NO SERVICES ARE NEEDED, X THIS BLOCK 				
25. SERVICES NEEDED <i>(X all that apply)</i>				
	CLOTHING			
	HOUSING		PERMANENT	TEMPORARY
	MEDICAL			
	DOD INFORMATION			
	DOD LEGAL SERVICES			
	CHILD CARE			
	FEDERAL CIVILIAN PERSONNEL ASSISTANCE			
	LOCATOR ASSISTANCE FOR OTHER FAMILY MEMBERS			
	TRANSPORTATION TO ONWARD DESTINATION			
	FINANCIAL ASSISTANCE			
	MENTAL HEALTH			
	GENERAL INFORMATION			
	CHAPLAIN ASSISTANCE			
	FUNERAL ASSISTANCE			
	DOD RELOCATION INFORMATION			
	TRANSLATOR <i>(Indicate language)</i>			
	OTHER <i>(Specify)</i>			
26. ADDITIONAL REMARKS				
STOP HERE.				

DD FORM 2585, AUG 2004 Page 8 of 10 Pages

Figure G-1. Department of Defense Form 2585, Repatriation Processing Center Processing Sheet (cont'd)

SECTION IV (ITEMS 27 - 36) - TO BE COMPLETED BY REPATRIATION PROCESSING CENTER DEPARTMENT OF HEALTH AND HUMAN SERVICES (DHHS) STAFF					
27. IF NO SERVICES ARE REQUIRED/WERE PROVIDED, X THIS BLOCK 					
28. SERVICES PROVIDED BY DHHS					
(1) SERVICES		(2) COSTS		(3) TOTAL	
a. ONWARD TRANSPORTATION	PERSONS	X	DOLLARS	=	0.00
	PERSONS	X	DOLLARS	=	0.00
b. TEMPORARY LODGING AND PER DIEM	PERSONS	X	DAYS	X	DOLLARS
				=	0.00
c. MISCELLANEOUS (Specify)					
					=
					=
					=
					=
29. TOTAL COSTS				=	0.00
30. HAS EMERGENCY MEDICAL ASSISTANCE BEEN PROVIDED OFF-SITE? (X one) 				YES	NO
31. ADDITIONAL REMARKS					
SECTION V - CLOSING QUESTIONS - TO BE COMPLETED BY REPATRIATION PROCESSING CENTER DEPARTMENT OF HEALTH AND HUMAN SERVICES (DHHS) STAFF					
32. DOES THIS PERSON/FAMILY NEED A LOAN FOR TEMPORARY ASSISTANCE BECAUSE HE/SHE/THEY ARE WITHOUT RESOURCES IMMEDIATELY ACCESSIBLE TO MEET HIS/HER/THEIR NEEDS?				(X one)	
				YES	NO
33. HAVE YOU EXPLAINED TO THE REPATRIATE THAT THE INFORMATION OBTAINED IS PROTECTED UNDER THE PRIVACY ACT AND WILL BE USED SOLELY FOR THE PURPOSE OF ESTABLISHING ELIGIBILITY FOR AND ADMINISTERING THE U.S. REPATRIATION PROGRAM?					
34. HAS THE REPATRIATE SIGNED THE HHS REPAYMENT-LOAN AGREEMENT? (Agreement must be attached to file.)					
35. HAS THE REPATRIATE BEEN GIVEN INFORMATION/REFERRAL FOR ASSISTANCE AT THE FINAL DESTINATION?					
36. NAME OF INTERVIEWER (Last, First, Middle Initial)			37. TELEPHONE NUMBER (Include Area Code)		

Figure G-1. Department of Defense Form 2585, Repatriation Processing Center Processing Sheet (cont'd)

SECTION VI - ASSISTANCE PROVIDED DOD PERSONNEL - TO BE COMPLETED BY REPATRIATION PROCESSING CENTER			
38. IF NO SERVICES WERE PROVIDED, X THIS BLOCK 			
39. SERVICES PROVIDED (<i>X as applicable</i>)		40. COSTS	
a. TRANSPORTATION		a. TRANSPORTATION	
b. FINANCIAL (<i>Advance per diem</i>)		b. FINANCIAL (<i>Amount paid</i>) VOUCHER NUMBER (<i>for per diem</i>)	
c. AMERICAN RED CROSS (ARC)		c. AMERICAN RED CROSS (ARC)	
d. HOUSING		41. TOTAL COST	0.00
e. MEDICAL/OTHER			
f. LEGAL SERVICES			
g. CHAPLAIN ASSISTANCE			
h. FAMILY CENTER ASSISTANCE			
SECTION VII - EXIT INFORMATION - TO BE COMPLETED BY REPATRIATION PROCESSING CENTER			
42. EXIT FROM PROCESSING CENTER DATE (YYYYMMDD)	43. EXIT FROM PROCESSING CENTER TIME (Military)	44. DESTINATION (<i>City, State, Country</i>)	
45. TRANSPORTATION CARRIER(S)		46.a. ETA AT DESTINATION (<i>Military Time</i>)	b. DATE OF ARRIVAL AT DESTINATION (YYYYMMDD)
47. ADDITIONAL REMARKS			

Figure G-1. Department of Defense Form 2585, Repatriation Processing Center
Processing Sheet (cont'd)

APPENDIX H

OPERATIONAL RISK AND SAFETY

1. Risk Management

a. **Principles.** Risk management (RM) is the process of identifying, assessing, and controlling, risks arising from operational factors and making decisions that balance risk cost with mission benefits. Four rules can be used to guide the JFC's RM process:

- (1) Integrate RM into NEO planning.
- (2) Accept no unnecessary risks.
- (3) Make risk decisions at the proper command level.
- (4) Accept risk if benefits outweigh the potential losses.

b. **Process.** There are five steps to the joint RM process as follows:

(1) **Identify the Hazards.** This is begun during planning and continued throughout the NEO. Each operation has both general and unique hazards. Potential hazards for NEOs are discussed below.

(2) **Assess the Hazards.** Each hazard is analyzed to determine the probability of its causing a problem and the severity of the consequences should such a problem occur. This step concludes with a risk assessment that describes the impact of the combined hazards. The result is a statement that quantifies the risk associated with the NEO — extremely high, high, medium, or low.

(3) **Develop Controls.** Leaders at each command level weigh the risks against the benefits. The higher the risk the more likely a decision should be elevated. Ultimately, a commander will have to decide not to take risk in a particular area or establish controls that will mitigate the risk.

(4) **Implement Controls.** The commander then integrate specific controls into plans, orders, SOPs, training, and rehearsals. Knowledge of these controls must extend to each joint force member.

(5) **Supervise and Evaluate.** Finally, leadership at all levels must supervise to ensure compliance with the established controls. They also must reevaluate their effectiveness and make adjustments accordingly.

c. **Operational Environment.** The conditions that prompt a NEO present the joint force with difficult choices during execution. The force mix of combat, combat support, and combat service support depends upon a sound evaluation of the threat. Further, the operational

environment likely will be fluid and may change rapidly from permissive to hostile. Operating aircraft, ships, landing craft, and land vehicles under adverse weather conditions is inherently more hazardous. This situation can be exacerbated by the general unfamiliarity of joint force personnel with the operational area.

d. **Potential Hazards.** Hazards may be identified by brainstorming the possibilities within the categories of mission, adversary or enemy, terrain and weather, troops and support available, and time available. The following list contains typical hazards (not an exhaustive list) that should be considered when planning a NEO.

- (1) Accelerated deployment with short planning and preparation time.
- (2) Urban terrain — congestion, unfamiliar local customs/laws.
- (3) Temperature/humidity extremes.
- (4) Underdeveloped infrastructure — roads, ports, aircraft facilities, communications.
- (5) Water availability/contamination.
- (6) Disease vectors.
- (7) Fatigue due to jet lag or 24/7 operations.
- (8) HQ/command post facilities and location.
- (9) Chain of command clarity.
- (10) Local populace interference.
- (11) Spontaneous terrorism/insurgency activity.
- (12) Night operations.
- (13) Rotary-wing operating area characteristics — wires, LZ conditions, density altitude, forward arming and refueling points.
- (14) Vehicle operations — speed, loading and unloading noncombatants, overloading, bridge capacities, and escorts.
- (15) Weapons/ordnance handling.
- (16) Disabled vehicles/aircraft recovery.
- (17) PR.

(18) Ship/landing craft operations — slippery spots, tiedowns, flight deck operations, hearing, and head protection.

(19) Evacuation route characteristics — roadblock potential, trafficability, and threat exposure.

(20) Fratricide potential.

e. **Reaction Force.** Because the operational environment can change quickly, a reaction force capable of protecting the NEO force elements and noncombatants from adversary advances is imperative. This force should be on short-notice alert and positioned close to the operating area.

f. **Hazard Awareness.** While joint force members will be informed of the hazards and mitigating controls associated with the military operation, noncombatants likely will be unaware. Further, the general alertness of the noncombatants will be impaired (to some degree) by stress and fatigue resulting from their sudden departure.

2. Safety Considerations

a. **Command Evaluation.** All commanders involved in a NEO are responsible for the safety of their personnel. The JFC and subordinate and supporting commanders share responsibility for the safety of noncombatants with the ambassador, since the noncombatants will be in the physical custody of the joint force for hours or days and sometimes weeks. This unique situation requires that the commanders carefully evaluate the associated risks discussed below considering the general unfamiliarity of joint force personnel with the operation area and noncombatants unfamiliarity with military procedures and equipment. Thereafter, specific safety precautions should be briefed and implemented to mitigate the operational risks.

b. **Protecting the Force.** Before beginning any NEO, certain standard safety procedures should be implemented as follows:

(1) Brief joint force personnel on the safety aspects and necessary precautions that must be considered for safe operations. When more than one operation takes place in parallel, personnel should be assured that the hazards of any one operation will not inadvertently affect any of the other operations.

(2) Conduct an inspection to determine the physical condition of equipment.

(3) Ensure that personnel who have been instructed and/or given written instructions do, in fact, understand these instructions; ensure that certifications for all operations requiring certified operators are current.

(4) Exercise all equipment.

(5) Ensure that appropriate safety devices are used and worn and that safety procedures are followed.

(6) Brief all personnel on the special safety procedures to be taken when working near noncombatants.

(7) NEOs that involve operations on or near water can be particularly dangerous because of adverse weather, operational task hazards, and adversary action. The efficiency of an operation may also be seriously curtailed by carelessness of personnel who permit dangerous conditions to exist or fail to repair faulty equipment. The following special precautionary steps should be taken to prevent accidents.

(a) **Shipboard Safety.** Accidents aboard ship most frequently result from falls, explosions, falling objects, faulty electrical equipment, unsafe handling procedures, and lack of protection for the eyes and extremities. Life jackets are required during loading, transport, and unloading evolutions with landing craft. Landing craft should be equipped with swimmers qualified in lifesaving techniques. All lines on deck should be made up in such a manner that no one can get tangled in them or trip on them. Rigging must be properly stowed and frequently and properly inspected and maintained. All personnel should wear proper clothing and use correct tools and safety gear.

(b) **Bulk Petroleum Products.** Oil and grease spillage should not be allowed to accumulate on decks; spillage should be wiped up as it occurs. When fuel is being distributed, no bare lights, lighted cigarettes, or any electrical apparatus that have a tendency to spark should be permitted within 50 feet of an oil hose or fuel tank. Only spark-proof tools will be used to connect or disconnect fuel lines.

(c) **Fire Prevention.** “No Smoking” signs will be posted wherever potential fire hazards exist. Smoking will be permitted only in designated areas.

(d) **Embarkation and Debarkation.** Personnel embarkation and debarkation at ships moored offshore should only be conducted in sea state three or below.

(e) **Protective Gear.** Personnel should wear protective headgear and hearing protection. The ship’s officers should brief embarked military personnel and noncombatants on any special safety requirements.

c. **Protecting Noncombatants.** Although the ambassador is ultimately responsible for the safety of US citizens, the JFC shares that responsibility since the evacuees will be in the custody and direct control of the joint force during the military operation. The following considerations are provided to enhance the protection and safety of noncombatants.

(1) **Safety Briefing.** This brief should be part of the reception and search station brief described in paragraph 4c of Chapter VI, “Evacuee Processing.”

(2) **Manning and Expertise.** Adequate manning of the various NEO force elements and stations is key to help evacuees avoid hazardous situations. An adequate presence of embassy and joint force personnel in a supervisory role accompanied by interpreters aids communication with the evacuees enhancing their awareness of hazardous conditions and overall safety of the various movement and loading evolutions.

d. **Accident Reporting.** Procedures for reporting ground and aviation accidents are well established within Service chains of command. However, the JFC should establish temporary procedures (i.e., “Accident Reporting SOP”) that accommodate Service procedures and keep the JFC informed. Typically, there will be an initial telephonic report. Thereafter, a hard-copy report is forwarded up the chain of command. The content of each type of report should be specified in the joint force SOP.

Intentionally Blank

APPENDIX J

REFERENCES

The development of JP 3-68 is based upon the following primary references.

1. General

- a. Executive Order 12656, *Assignment of Emergency Preparedness Responsibilities*.
- b. Department of State *Emergency Planning Handbook*, 12 FAH-1.

2. Department of Defense

- a. *Memorandum of Agreement Between Departments of State and Defense on the Protection and Evacuation of US Citizens and Nationals and Designated Aliens from Threatened Areas Overseas*.
- b. DODD 2000.11, *Procedures for Handling Requests for Political Asylum and Temporary Refuge*.
- c. DODD 3025.14, *Protection and Evacuation of US Citizens and Designated Aliens in Danger Areas Abroad*.
- d. DOD 4500.54-G, *Department of Defense Foreign Clearance Guide*.
- e. *Joint Plan for Department of Defense Noncombatant Repatriation. (Non-Emergency)*, Headquarters, Department of the Army.

3. Chairman of the Joint Chiefs of Staff

- a. *Joint Strategic Capabilities Plan, (JSCP)*.
- b. JP 0-2, *Unified Action Armed Forces (UNAAF)*.
- c. JP 1-0, *Personnel Support to Joint Operations*.
- d. JP 2-0, *Intelligence Support*.
- e. JP 3-0, *Joint Operations*.
- f. JP 3-08, *Interagency, Intergovernmental Organization, and Nongovernmental Organization Coordination During Joint Operations*.
- g. JP 3-11, *Joint Doctrine for Operations in Nuclear, Biological, and Chemical (NBC) Environments*.

- h. JP 3-13, *Information Operations*.
- i. JP 3-17, *Joint Doctrine and Joint Tactics, Techniques, and Procedures for Air Mobility Operations*.
- j. JP 3-33, *Joint Task Force Headquarters*.
- k. JP 3-50, *Personnel Recovery*.
- l. JP 3-53, *Doctrine for Joint Psychological Operations*.
- m. JP 3-57, *Doctrine for Joint Civil-Military Operations*.
- n. JP 3-61, *Public Affairs*.
- o. JP 4-0, *Logistic Support of Joint Operations*.
- p. JP 4-02, *Health Service Support*.
- q. JP 4-06, *Mortuary Affairs in Joint Operations*.
- r. JP 6-0, *Joint Communications System*.
- s. CJCSI 3121.01B, *Standing Rules of Engagement/Standing Rules for the Use of Force for US Forces*.
- t. Chairman of the Joint Chiefs of Staff Manual (CJCSM) 3122.02C, *Crisis Action Time-Phased Force and Deployment Data Development and Deployment Execution*.
- u. CJCSM 3122.03B, *Joint Operation Planning and Execution System, Vol II: (Planning Formats)*.

4. Other

- a. AJP 3.4.2, *Allied Joint Doctrine for Noncombatant Evacuation Operations*.
- b. Field Manual 90-29, *Noncombatant Evacuation Operations*.
- c. Center For Naval Analysis 37 39-0003, *Noncombatant Evacuation Operations (NEOs): An Analyst's How-To Guide*.

APPENDIX K

ADMINISTRATIVE INSTRUCTIONS

1. User Comments

Users in the field are highly encouraged to submit comments on this publication to: Commander, United States Joint Forces Command, Joint Warfighting Center, ATTN: Joint Doctrine Group, 116 Lake View Parkway, Suffolk, VA 23435-2697. These comments should address content (accuracy, usefulness, consistency, and organization), writing, and appearance.

2. Authorship

The lead agent for this publication is the US Marine Corps. The Joint Staff doctrine sponsor for this publication is the Director for Operations (J-3).

3. Supersession

This publication supersedes JP 3-07.5, 30 September 1997, *Joint Tactics, Techniques, and Procedures for Noncombatant Evacuation Operations*.

4. Change Recommendations

- a. Recommendations for urgent changes to this publication should be submitted:

TO: CG MCCDC QUANTICO VA//DOC//(C42)//
JOINT STAFF WASHINGTON DC//J3//
JOINT STAFF WASHINGTON DC//J7-JEDD//
CDRUSJFCOM SUFFOLK VA//JT10//

Routine changes should be submitted electronically to Commander, Joint Warfighting Center, Joint Doctrine Group and info the Lead Agent and the Director for Operational Plans and Joint Force Development J-7/JEDD via the CJCS JEL at <http://www.dtic.mil/doctrine>.

- b. When a Joint Staff directorate submits a proposal to the Chairman of the Joint Chiefs of Staff that would change source document information reflected in this publication, that directorate will include a proposed change to this publication as an enclosure to its proposal. The Military Services and other organizations are requested to notify the Joint Staff/J-7 when changes to source documents reflected in this publication are initiated.

c. Record of Changes:

CHANGE NUMBER	COPY NUMBER	DATE OF CHANGE	DATE ENTERED	POSTED BY	REMARKS

5. Distribution of Printed Publications

a. This publication is not programmed for printing. However, if printed, additional copies of this publication can be obtained through the Service publication centers listed below (initial contact) or USJFCOM in the event that the joint publication is not available from the Service.

b. Individuals and agencies outside the combatant commands, Services, Joint Staff, and combat support agencies are authorized to receive only approved joint publications and joint test publications. Release of any classified joint publication to foreign governments or foreign nationals must be requested through the local embassy (Defense Attaché Office) to DIA Foreign Liaison Office, PO-FL, Room 1E811, 7400 Defense Pentagon, Washington, DC 20301-7400.

c. Additional copies should be obtained from the Military Service assigned administrative support responsibility by DOD Directive 5100.3, 15 November 1999, *Support of the Headquarters of Unified, Specified, and Subordinate Joint Commands*.

By Military Services:

Army:	US Army AG Publication Center SL 1655 Woodson Road Attn: Joint Publications St. Louis, MO 63114-6181
Air Force:	Air Force Publications Distribution Center 2800 Eastern Boulevard Baltimore, MD 21220-2896
Navy:	CO, Naval Inventory Control Point 5450 Carlisle Pike, Box 2020 Mechanicsburg, PA 17055-0788
Marine Corps:	Commander (Attn: Publications) 814 Radford Blvd, Suite 20321 Albany, GA 31704-0321

Coast Guard: Commandant (G-RPD)
US Coast Guard
2100 2nd Street, SW
Washington, DC 20593-0001

Commander
USJFCOM JWFC Code JW2102
Doctrine and Education Group (Publication Distribution)
116 Lake View Parkway
Suffolk, VA 23435-2697

d. Local reproduction is authorized and access to unclassified publications is unrestricted. However, access to and reproduction authorization for classified joint publications must be in accordance with DOD Regulation 5200.1-R, *Information Security Program*.

6. Distribution of Electronic Publications

a. The Joint Staff will not print copies of electronic joint publications for distribution. Electronic versions are available at www.dtic.mil/doctrine (NIPRNET), or <http://nmcc20a.nmcc.smil.mil/dj9j7ead/doctrine/> (SIPRNET).

b. Only approved joint publications and joint test publications are releasable outside the combatant commands, Services, and Joint Staff. Release of any classified joint publication to foreign governments or foreign nationals must be requested through the local embassy (Defense Attaché Office) to DIA Foreign Liaison Office, PO-FL, Room 1E811, 7400 Defense Pentagon, Washington, DC 20301-7400.

Intentionally Blank

GLOSSARY

PART I — ABBREVIATIONS AND ACRONYMS

AE	aeromedical evacuation
AJP	allied joint publication
AMC	Air Mobility Command
AOR	area of responsibility
C2	command and control
CA	civil affairs
CBRN	chemical, biological, radiological, and nuclear
CCDR	combatant commander
CDRUSNORTHCOM	Commander, United States Northern Command
CDRUSPACOM	Commander, United States Pacific Command
CDRUSSOCOM	Commander, United States Special Operations Command
CDRUSSOUTHCOM	Commander, United States Southern Command
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff instruction
CJCSM	Chairman of the Joint Chiefs of Staff manual
CMO	civil-military operations
COA	course of action
COM	chief of mission
CONOPS	concept of operations
CONUS	continental United States
COS	chief of station
DAO	defense attaché office
DATT	defense attaché
DCM	deputy chief of mission
DD	Department of Defense (form)
DHHS	Department of Health and Human Services
DHS	Department of Homeland Security
DJTFA	deployable joint task force augmentation cell
DOD	Department of Defense
DODD	Department of Defense directive
DOS	Department of State
DZ	drop zone
EAC	emergency action committee
EAP	emergency action plan
ECC	evacuation control center
EOD	explosive ordnance disposal
EPH	emergency planning handbook
ESG	expeditionary strike group

FAST	fleet antiterrorism security team
FCE	forward command element
GCC	geographic combatant commander
GCP	geospatial-intelligence contingency package
GSO	general services officer
HLZ	helicopter landing zone
HN	host nation
HNS	host-nation support
HQ	headquarters
IAW	in accordance with
ID	initiating directive
IGO	intergovernmental organization
IMO	information management officer
IO	information operations
ISB	intermediate staging base
JFC	joint force commander
JIOC	joint intelligence operations center
JOA	joint operations area
JP	joint publication
JRCC	joint reception coordination center
JSPOC	Joint Space Operations Center
JTF	joint task force
LFA	lead federal agency
LNO	liaison officer
LZ	landing zone
MCSFB	Marine Corps security force battalion
MEDEVAC	medical evacuation
MEU(SOC)	Marine expeditionary unit (special operations capable)
MNF	multinational force
MNFC	multinational force commander
MOU	memorandum of understanding
MSD	mobile security division
MSG	Marine Security Guard
NATO	North Atlantic Treaty Organization
NEO	noncombatant evacuation operation
NEOCC	noncombatant evacuation operation coordination center
NGA	National Geospatial-Intelligence Agency

NGO	nongovernmental organization
NTS	noncombatant evacuation operation tracking system
OIC	officer in charge
OPCON	operational control
OPLAN	operation plan
OPSEC	operations security
PA	public affairs
PAO	public affairs officer
PCRTS	primary casualty receiving and treatment ship
POC	point of contact
PR	personnel recovery
PSO	post security officer
PSYOP	psychological operations
RCA	riot control agent
RLG	regional liaison group
RM	risk management
RMO	regional Marine officer
ROE	rules of engagement
RSO	regional security officer
RST	religious support team
SAO	security assistance officer
SATCOM	satellite communications
SecDef	Secretary of Defense
SECSTATE	Secretary of State
SIPRNET	SECRET Internet Protocol Router Network
SITREP	situation report
SJFHQ(CE)	standing joint force headquarters (core element)
SOF	special operations forces
SOFA	status-of-forces agreement
SOP	standing operating procedure
SROE	standing rules of engagement
TCN	third country national
TPFDD	time-phased force and deployment data
TPMRC	theater patient movement requirements center
UCMJ	Uniform Code of Military Justice
UN	United Nations
USAID	United States Agency for International Development
USCIS	United States Citizenship and Immigration Services
USDAO	United States defense attaché office

Glossary

USDR	United States defense representative
USG	United States Government
USSTRATCOM	United States Strategic Command
USTRANSCOM	United States Transportation Command
VIP	very important person
WLG	Washington Liaison Group

PART II — TERMS AND DEFINITIONS

aeromedical evacuation. The movement of patients under medical supervision to and between medical treatment facilities by air transportation. Also called AE. (JP 1-02)

authorized departure. A procedure, short of ordered departure, by which mission employees or dependents or both, are permitted to leave post in advance of normal rotation when the national interests or imminent threat to life require it. (Approved for inclusion in the next edition of JP 1-02.)

Automated Repatriation Reporting System. The Defense Manpower Data Center uses this system to track the status of noncombatant evacuees after they have arrived in an initial safe haven in the US. (Approved for inclusion in the next edition of JP 1-02.)

combined force. A military force composed of elements of two or more allied nations. (JP 1-02)

counterintelligence. Information gathered and activities conducted to protect against espionage, other intelligence activities, sabotage, or assassinations conducted by or on behalf of foreign governments or elements thereof, foreign organizations, or foreign persons, or international terrorist activities. Also called CI. (JP 1-02)

country team. The senior, in-country, US coordinating and supervising body, headed by the chief of the US diplomatic mission, and composed of the senior member of each represented US department or agency, as desired by the chief of the US diplomatic mission. (JP 1-02)

dependents/immediate family. An employee's spouse; children who are unmarried and under age 21 years or who, regardless of age, are physically or mentally incapable of self-support; dependent parents, including step and legally adoptive parents of the employee's spouse; and dependent brothers and sisters, including step and legally adoptive brothers and sisters of the employee's spouse who are unmarried and under 21 years of age or who, regardless of age, are physically or mentally incapable of self-support. (Approved for inclusion in the next edition of JP 1-02.)

dislocated civilian. A broad term that includes a displaced person, an evacuee, an expellee, an internally displaced person, a migrant, a refugee, or a stateless person. Also called DC. See also evacuee. (JP 1-02)

emergency action committee. An organization established at a foreign service post by the chief of mission or principal officer for the purpose of directing and coordinating the post's response to contingencies. It consists of consular representatives and members of other local US Government agencies in a foreign country who assist in the implementation of a Department of State emergency action plan. Also called EAC. (Approved for inclusion in the next edition of JP 1-02.)

evacuation. 1. Removal of a patient by any of a variety of transport means (air, ground, rail, or sea) from a theater of military operation, or between health service support capabilities, for the purpose of preventing further illness or injury, providing additional care, or providing disposition of patients from the military health care system. 2. The clearance of personnel, animals, or materiel from a given locality. 3. The controlled process of collecting, classifying, and shipping unserviceable or abandoned materiel, US or foreign, to appropriate reclamation, maintenance, technical intelligence, or disposal facilities. 4. The ordered or authorized departure of noncombatants from a specific area by Department of State, Department of Defense, or appropriate military commander. This refers to the movement from one area to another in the same or different countries. The evacuation is caused by unusual or emergency circumstances and applies equally to command or non-command sponsored family members. (JP 1-02)

evacuee. A civilian removed from a place of residence by military direction for reasons of personal security or the requirements of the military situation. (JP 1-02)

force sequencing. The phased introduction of forces into and out of the operational area. (Approved for inclusion in the next edition of JP 1-02.)

foreign service national. Foreign nationals who provide clerical, administrative, technical, fiscal, and other support at foreign service posts abroad and are not citizens of the United States. The term includes third country nationals who are individuals employed by a United States mission abroad and are neither a citizen of the US nor of the country to which assigned for duty. Also called FSN. (Approved for inclusion in the next edition of JP 1-02.)

geospatial-intelligence contingency package. Preassembled package of selected maps, charts, and other geographic materials of various scales to support the planning and conduct of noncombatant evacuation operations in selected countries or areas. Also called GCP. NOTE: Geospatial-intelligence contingency packages are replacing NEOPACKs when updated. (This term and its definition modify the existing term “NEOPACK” and its definition and are approved for inclusion in the next edition of JP 1-02.)

hostile environment. Operational environment in which hostile forces have control as well as the intent and capability to effectively oppose or react to the operations a unit intends to conduct. (JP 1-02)

host nation. A nation that receives the forces and/or supplies of allied nations, coalition partners, and/or NATO organizations to be located on, to operate in, or to transit through its territory. Also called HN. (JP 1-02)

host-nation support. Civil and/or military assistance rendered by a nation to foreign forces within its territory during peacetime, crises or emergencies, or war based on agreements mutually concluded between nations. Also called HNS. (JP 1-02)

human resources intelligence. The intelligence derived from the intelligence collection discipline that uses human beings as both sources and collectors, and where the human being is the primary collection instrument. Also called HUMINT. (JP 1-02)

intermediate staging base. A temporary location used to stage forces prior to inserting the forces into the host nation. Also called ISB. (JP 1-02)

joint reception coordination center. The organization, established by the Department of the Army as the designated Department of Defense executive agent for the repatriation of noncombatants, that ensures Department of Defense personnel and noncombatants receive adequate assistance and support for an orderly and expedient debarkation, movement to final destination in the US, and appropriate follow-on assistance at the final destination. Also called JRCC. (Approved for inclusion in the next edition of JP 1-02.)

joint task force. A joint force that is constituted and so designated by the Secretary of Defense, a combatant commander, a subunified commander, or an existing joint task force commander. Also called JTF. (JP 1-02)

liaison. That contact or intercommunication maintained between elements of military forces or other agencies to ensure mutual understanding and unity of purpose and action. (JP 1-02)

multinational force. A force composed of military elements of nations who have formed an alliance or coalition for some specific purpose. Also called MNF. (JP 1-02)

multinational force commander. A general term applied to a commander who exercises command authority over a military force composed of elements from two or more nations. The extent of the multinational force commander's command authority is determined by the participating nations. Also called MNFC. (JP 1-02)

NEOPACK. None. (Approved for deletion from JP 1-02.)

noncombatant evacuation operations. Operations directed by the Department of State or other appropriate authority, in conjunction with the Department of Defense, whereby noncombatants are evacuated from foreign countries when their lives are endangered by war, civil unrest, or natural disaster to safe havens or to the United States. Also called NEOs. (JP 1-02)

noncombatant evacuees. 1. US citizens who may be ordered to evacuate by competent authority include: a. civilian employees of all agencies of the US Government and their dependents, except as noted in 2a below; b. military personnel of the Armed Forces of the United States specifically designated for evacuation as noncombatants; and c. dependents of members of the Armed Forces of the United States. 2. US (and non-US) citizens who may be authorized or assisted (but not necessarily ordered to evacuate) by competent authority include: a. civilian employees of US Government agencies and their dependents, who are residents in the country concerned on their own volition, but express the willingness to be evacuated; b. private US

citizens and their dependents; c. military personnel and dependents of members of the Armed Forces of the United States outlined in 1c above, short of an ordered evacuation; and d. designated personnel, including dependents of persons listed in 1a through 1c above, as prescribed by the Department of State. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

operational control. Command authority that may be exercised by commanders at any echelon at or below the level of combatant command. Operational control is inherent in combatant command (command authority) and may be delegated within the command. When forces are transferred between combatant commands, the command relationship the gaining commander will exercise (and the losing commander will relinquish) over these forces must be specified by the Secretary of Defense. Operational control is the authority to perform those functions of command over subordinate forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction necessary to accomplish the mission. Operational control includes authoritative direction over all aspects of military operations and joint training necessary to accomplish missions assigned to the command. Operational control should be exercised through the commanders of subordinate organizations. Normally this authority is exercised through subordinate joint force commanders and Service and/or functional component commanders. Operational control normally provides full authority to organize commands and forces and to employ those forces as the commander in operational control considers necessary to accomplish assigned missions; it does not, in and of itself, include authoritative direction for logistics or matters of administration, discipline, internal organization, or unit training. Also called OPCON. (JP 1-02)

operational environment. A composite of the conditions, circumstances, and influences that affect the employment of capabilities and bear on the decisions of the commander. (JP 1-02)

ordered departure. A procedure by which the number of US Government personnel, their dependents, or both are reduced at a foreign service post. Departure is directed by the Department of State (initiated by the chief of mission or the Secretary of State) to designated safe havens with implementation of the combatant commander noncombatant evacuation operations plan. (Approved for inclusion in the next edition of JP 1-02.)

permissive environment. Operational environment in which host country military and law enforcement agencies have control as well as the intent and capability to assist operations that a unit intends to conduct. (JP 1-02)

personnel recovery. The sum of military, diplomatic, and civil efforts to prepare for and execute the recovery and reintegration of isolated personnel. Also called PR. (This term and its definition are provided for information and are proposed for inclusion in the next edition of JP 1-02 by JP 3-50.)

procedures. Standard, detailed steps that prescribe how to perform specific tasks. (JP 1-02)

psychological operations. Planned operations to convey selected information and indicators to foreign audiences to influence their emotions, motives, objective reasoning, and ultimately the behavior of foreign governments, organizations, groups, and individuals. The purpose of psychological operations is to induce or reinforce foreign attitudes and behavior favorable to the originator's objectives. Also called PSYOP. (JP 1-02)

public affairs. Those public information, command information, and community relations activities directed toward both the external and internal publics with interest in the Department of Defense. Also called PA. (JP 1-02)

regional liaison group. A combined Department of State-Department of Defense element collocated with a combatant command for the purpose of coordinating post emergency evacuation plans. Also called RLG. (Approved for inclusion in the next edition of JP 1-02.)

repatriation. 1. The procedure whereby American citizens and their families are officially processed back into the United States subsequent to an evacuation. (JP 1-02)

risk management. The process of identifying, assessing, and controlling risks arising from operational factors and making decisions that balance risk cost with mission benefits. Also called RM. (JP 1-02)

rules of engagement. Directives issued by competent military authority that delineate the circumstances and limitations under which United States forces will initiate and/or continue combat engagement with other forces encountered. Also called ROE. (JP 1-02)

safe haven. 1. Designated area(s) to which noncombatants of the United States Government's responsibility and commercial vehicles and materiel may be evacuated during a domestic or other valid emergency. (JP 1-02)

signals intelligence. 1. A category of intelligence comprising either individually or in combination all communications intelligence, electronic intelligence, and foreign instrumentation signals intelligence, however transmitted. 2. Intelligence derived from communications, electronic, and foreign instrumentation signals. Also called SIGINT. (JP 1-02)

tactical control. Command authority over assigned or attached forces or commands, or military capability or forces made available for tasking, that is limited to the detailed direction and control of movements or maneuvers within the operational area necessary to accomplish missions or tasks assigned. Tactical control is inherent in operational control. Tactical control may be delegated to, and exercised at any level at or below the level of combatant command. When forces are transferred between combatant commands, the command relationship the gaining commander will exercise (and the losing commander will relinquish) over these forces must be specified by the Secretary of Defense. Tactical control provides sufficient authority for controlling and directing the application of force or tactical use of combat support assets within the assigned mission or task. Also called TACON. (JP 1-02)

tactics. The employment and ordered arrangement of forces in relation to each other. (JP 1-02)

techniques. Non-prescriptive ways or methods used to perform missions, functions, or tasks. (JP 1-02)

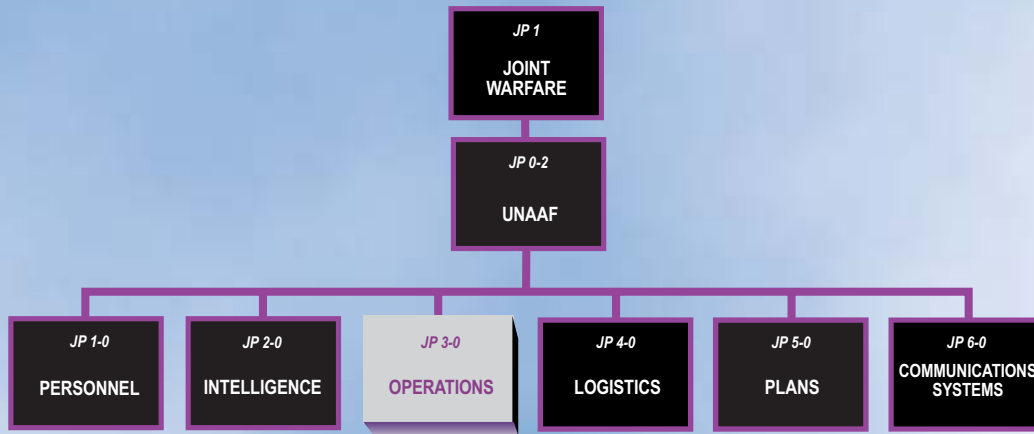
uncertain environment. Operational environment in which host government forces, whether opposed to or receptive to operations that a unit intends to conduct, do not have totally effective control of the territory and population in the intended operational area. (JP 1-02)

unified command. A command with a broad continuing mission under a single commander and composed of significant assigned components of two or more Military Departments that is established and so designated by the President, through the Secretary of Defense with the advice and assistance of the Chairman of the Joint Chiefs of Staff. (JP 1-02)

warden system. An informal method of communication used to pass information to US citizens during emergencies. (JP 1-02)

Washington Liaison Group. An interagency committee and/or joint monitoring body, chaired by the Department of State with representation from the Department of Defense, established to coordinate the preparation and implementation of plans for evacuation of United States citizens abroad in emergencies. Also called WLG. (Approved for inclusion in the next edition of JP 1-02.)

JOINT DOCTRINE PUBLICATIONS HIERARCHY



All joint doctrine is organized into a comprehensive hierarchy as shown in the chart above. **Joint Publication (JP) 3-68** is in the **Operations** series of joint doctrine publications. The diagram below illustrates an overview of the development process:

