

Defense Support of Civil Authorities During Hurricane Sandy

Overview, Observations, & Lessons Learned

Col John Yurcak
United States Marine Corps
Emergency Preparedness Liaison Officer
FEMA Region II

AGENDA

- DSCA Definition, Events, Natural Disasters and CBRNE
- Support Principles, Considerations and Evaluation Criteria
- Reserve Activation
- Posse Comitatus Act
- Immediate Response Authority
- Fire and Emergency Services Authority
- Mission Assignment (MA) Process
- BSIs and ISBs
- Hurricane Sandy Timeline
- Pre-Landfall Mission Assignments
- Federal Military Force Involvement
- Hurricane Impact
- Federal Military Force Response Efforts
- Observations and Lessons Learned
- Questions

Defense Support of Civil Authorities (DSCA)

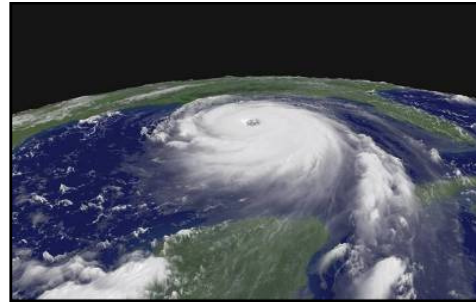
- Defense Support of Civil Authorities (DSCA) is provided when:
 - A **federal agency** requests Dept. of Defense (DoD) assistance or;
 - When DoD is directed to provide assistance to a federal lead agency by the President or the Secretary of Defense
 - NOTE - DSCA does not include those DoD missions (i.e., Homeland Defense [HD]) directed by the President, under Constitutional Article II authority in his role as Commander-In-Chief, to defend the country against threats



DSCA EVENTS



- TERRORISM
- INSURRECTION
- CIVIL DISTURBANCE
- EARTHQUAKE
- FIRE
- FLOOD
- TSUNAMI
- METEOR IMPACT
- CHEMICAL HAZARD
- SPACE DEBRIS IMPACT
- ANIMAL DISEASE
- MASS IMMIGRATION
- NATIONAL SPECIAL SECURITY EVENT



- HURRICANE/TYPHOON
- EXPLOSION
- VOLCANIC ERUPTION
- LANDSLIDE
- MUDSLIDE
- RADIOLOGICAL EVENT
- SNOWSTORM/SEVERE FREEZE
- DROUGHT
- OIL SPILL
- TORNADO
- EPIDEMIC
- AVIATION ACCIDENTS
- POSTAL WORK STOPPAGE

TYPICAL DOD SUPPORT IN RESPONSE TO NATURAL DISASTERS

- Aviation
- Maritime
- Communications
- Force Protection/Security
- Operations & Command Centers



- Medical
- Threat reduction
- Logistics
- Survey support
- Essential services



DSCA SUPPORT PRINCIPLES

- Local authorities and state resources used first
- Only essential DoD resources provided
- Posse Comitatus Act (PCA) applies to active duty personnel
 - NOTE: Does not apply to National Guard while working under governor's authority
- Avoid competition with commercially-available services or assets

BOTTOM LINE - DoD: “LAST IN, FIRST OUT”

DSCA REQUEST EVALUATION CRITERIA

- Evaluation Criteria Review (CARRLL)

- COST:

- What is the funding source?
 - What is the impact on the DoD budget?



- APPROPRIATENESS:

- Is the requested mission in the interest of DoD?
 - Should we be doing this (common sense approach)?

- READINESS:

- How does the mission impact the DoD's ability to perform its primary mission?
 - Operational missions
 - Training impact
 - Maintenance issues



DSCA REQUEST EVALUATION CRITERIA (cont.)

- Evaluation Criteria Review (CARRLL) (cont.)

- RISK:

- Are DoD forces in harm's way?

- LEGALITY:

- Does the mission comply with the law?

- LETHALITY:

- Potential use of lethal force by or against DoD forces

- Other questions/concerns:

- Has CONTRACTING been explored?

- We do not compete with the civilian sector for business

- Are DoD assets being used for “show the flag” missions?



OTHER CONSIDERATIONS FOR DSCA

- DoD resources should be used only when response & recovery requirements are beyond the capabilities of civil authorities for emergency response
- Specialized DoD capabilities requested for DSCA are used efficiently
- DSCA is not the primary mission for DoD, unless otherwise directed by SECDEF
- National Guard, under state orders, have primary responsibility for providing assistance to state & local government agencies in civil emergencies
- DoD ordinarily provides resources in response to civil emergencies on a cost reimbursable basis (Stafford or Economy Act)



Posse Comitatus Act

(U.S. Code Title 18 Section 1835)

Whoever, except in cases and under circumstances expressly authorized by the Constitution or Act of Congress, willfully uses any part of the Army or the Air Force as a posse comitatus or otherwise to execute the laws shall be fined under this title or imprisoned not more than two years, or both.

- Ft. Rucker/Sampson AL shooting incident



IMMEDIATE RESPONSE (IR) AUTHORITY

- Immediate response by military commanders is authorized by DoD in “imminently serious situations resulting from any civil emergency or attack”
- Response must be required to:
 - Save lives
 - Prevent human suffering
 - Deter or prevent great property damage
- Only justified when time does not permit prior approval from higher command authorities or responsible officials

IR AUTHORITY (cont.)

- General rules:
 - Predominantly executed ***prior*** to any declaration of disaster
 - Primarily executed by ***local*** military commanders based solely on their estimate of the situation
 - Permission from higher authority is ***not*** a requirement to implement this authority
 - Action taken using this authority ***must be based on a request from local officials***
 - Does not normally exceed ***72 hours***

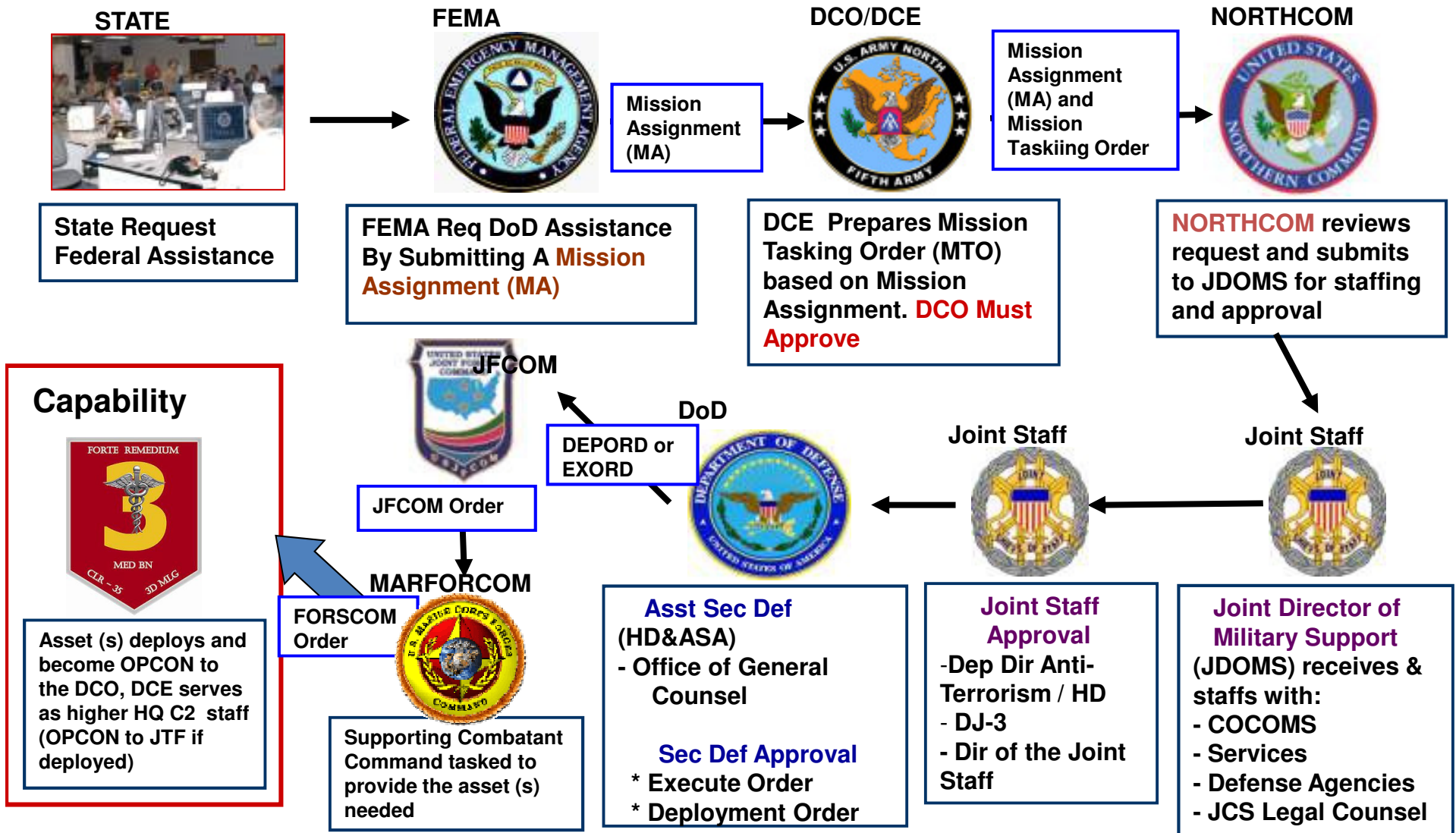
IR AUTHORITY (cont.)

- Immediate Response may include:
 - Rescue, evacuation, & emergency medical treatment of casualties, maintenance or restoration of emergency medical capabilities, & safeguarding the public health
 - Emergency restoration of essential public services (including firefighting, water, communications, transportation, power, & fuel)
 - Emergency clearance of debris, rubble, & explosive ordnance from public facilities & other areas to permit rescue or movement of people & restoration of essential services
 - Recovery, identification, registration, & disposal of the dead
 - Monitoring & decontaminating radiological, chemical, & biological effects; controlling contaminated areas; & reporting through national warning & hazard control systems.
 - Roadway movement control & planning
 - Safeguarding, collecting, and distributing food, essential supplies, and materiel on the basis of critical priorities
 - Damage assessment
 - Interim emergency communications
 - Facilitating the reestablishment of civil government functions

FIRE & EMERGENCY SERVICES (F&ES) AUTHORITY

- General description:
 - Authorizes *installations* to enter Mutual Aid Agreements (MOU/MOA) with local officials for the mutually supporting employment of fire and emergency services assets and capabilities

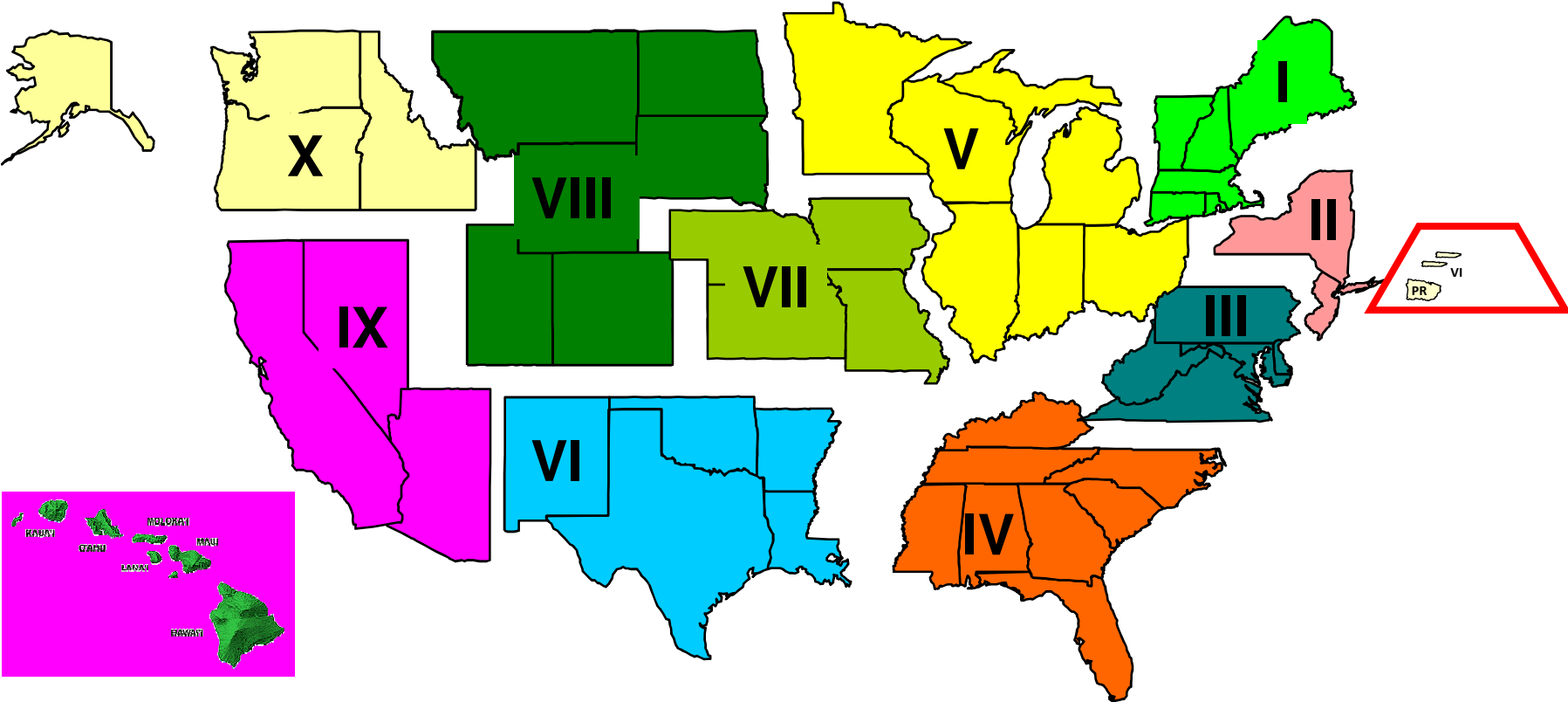
MISSION ASSIGNMENT PROCESS (Bottom Up)



BSIs & ISBs

- Base Support Installation (BSI):
 - Any federal installation tasked by DoD to support DCO/E & committed Title 10 forces in disaster relief or other emergency roles
 - Intended to facilitate transport of personnel, equipment and material, improve communications and provide infrastructure support of personnel involved in disaster recovery operations
- Incident Support Base (ISB):
 - Temporary federal site location for positioning resources to be assigned/transferred to state or local points of distribution (PODs), usually within a *12-24 hour period of receipt* at the staging area. Staffed and manned by regional logistics cadre.
 - ISBs can be directed on DoD sites as approved through the RFA process.

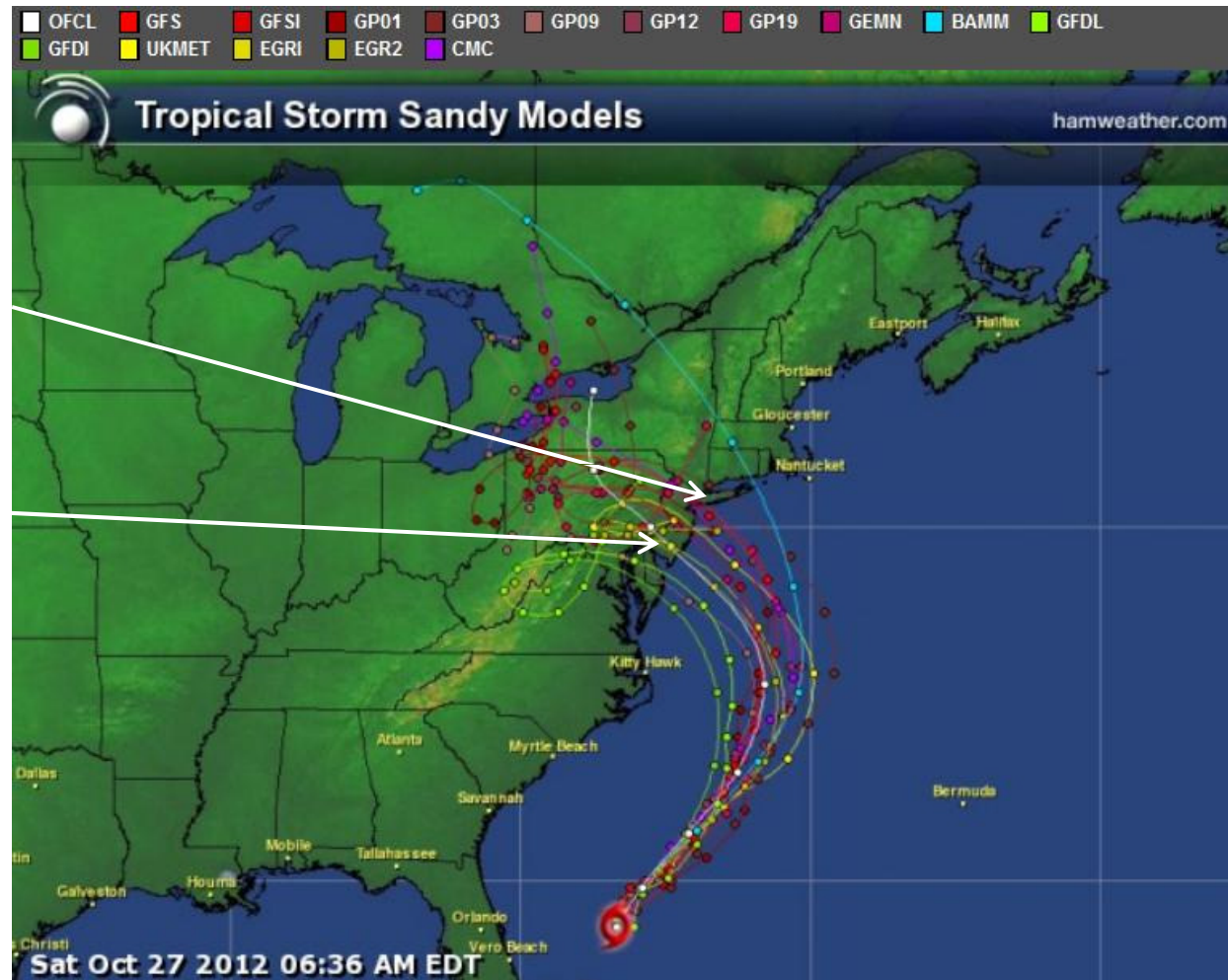
FEMA REGIONS



Hurricane Sandy L-72

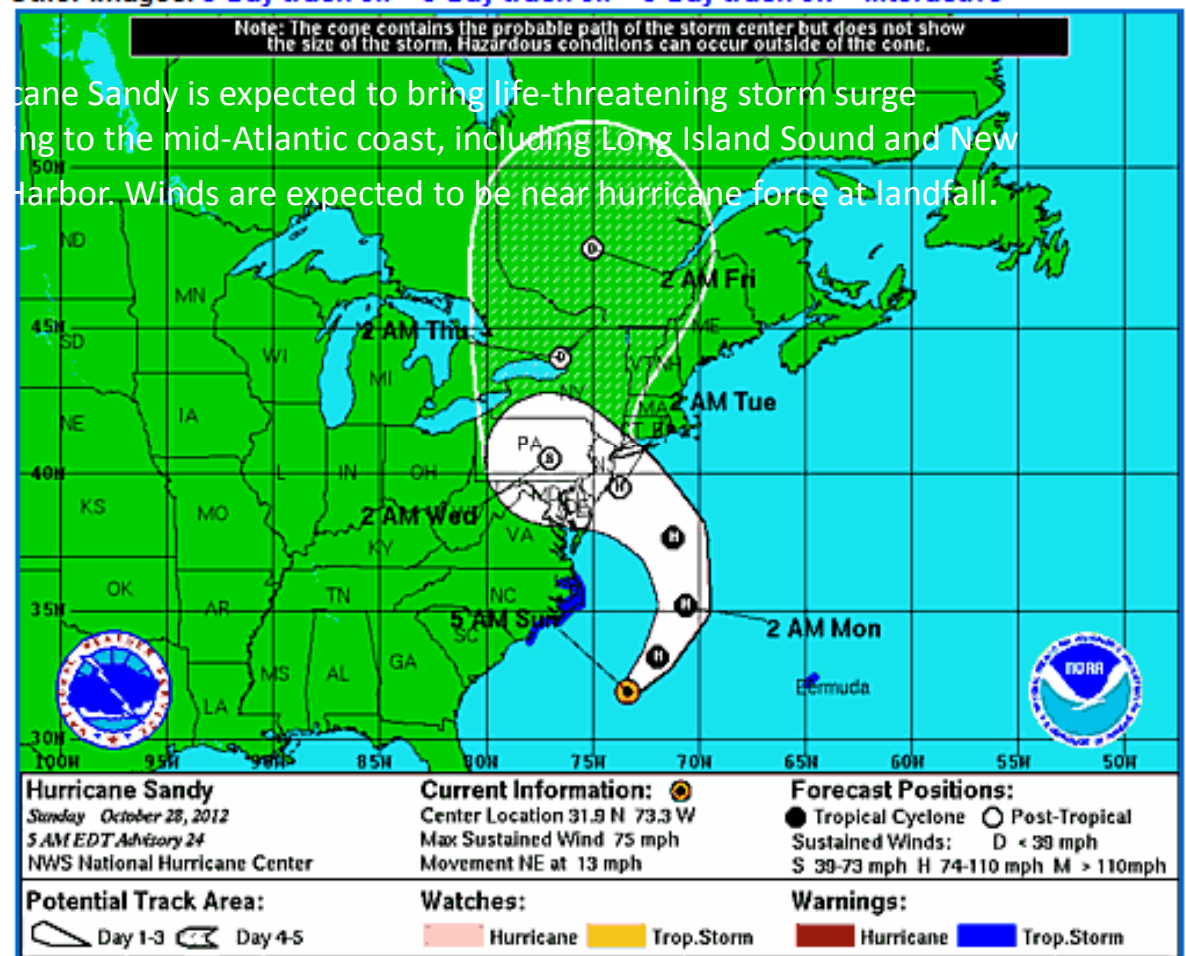
Divergent Models

- US modeling projecting Long Island, NY landfall
- European modeling favoring a Southern NJ landfall



Hurricane Sandy L-48

- NY and NJ Declarations
- Mandatory Evacuations Ordered
- National Guard Mobilizations
- Mass Transit System Shutdown
- Airports and Seaports Closed
- Pre-Landfall DoD Mission Assignments
- NORTHCOM Prepare to Deploy Orders (PTDOs)

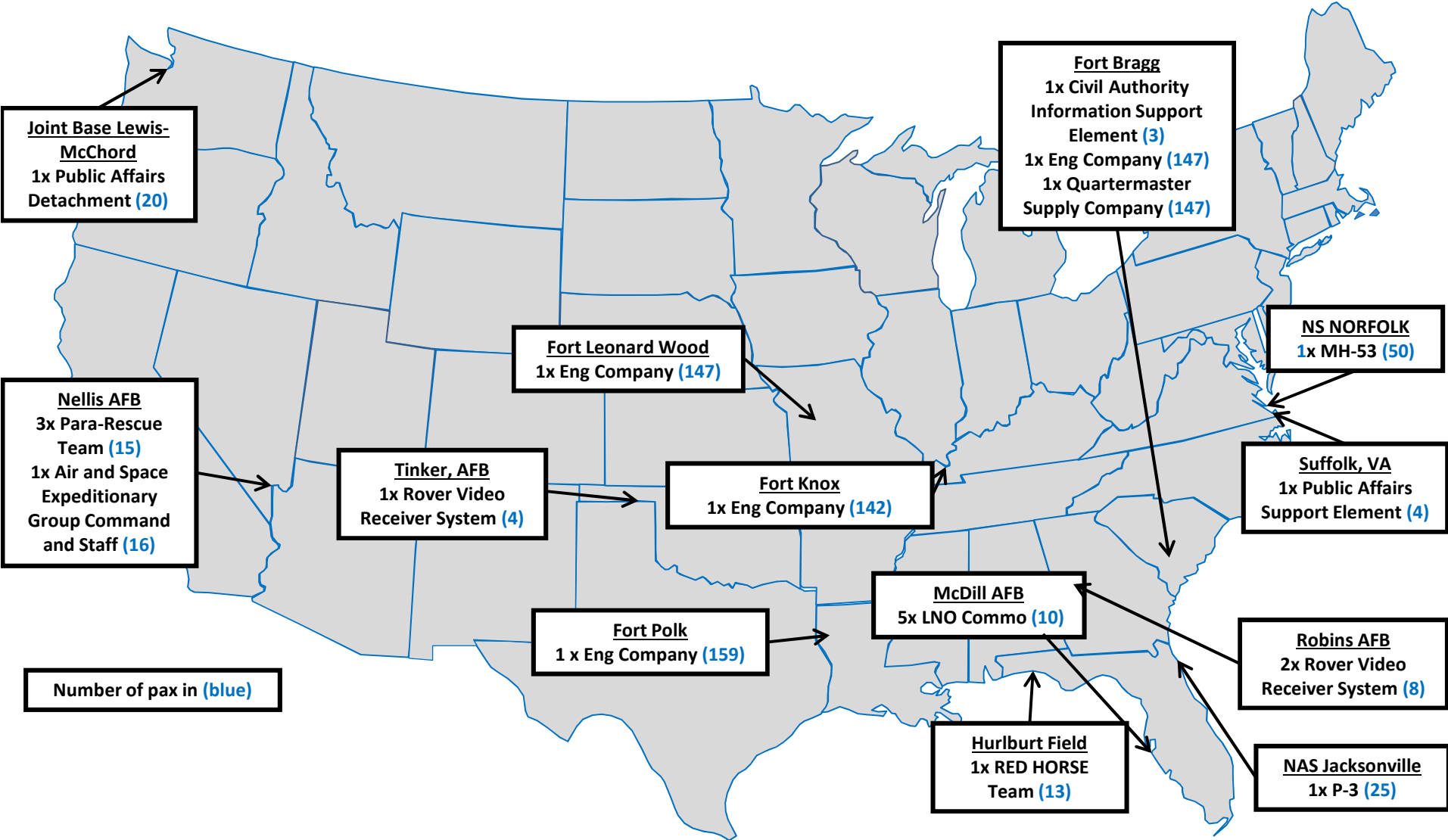


Pre-Landfall Mission Assignments

- 25 OCT 12 – Defense Coordinating Element (DCE) Activation
- 26 OCT 12 – Joint Base McGuire/Dix/Lakehurst (JB MDL) designated a FEMA Incident Support Base (ISB)
- 27 OCT 12 - Civil Air Patrol (CAP) Imagery
- 28 OCT 12 - JB MDL Federal Team Staging Area (FTSA)

UNCLASSIFIED

T 10 Forces Prepared to Deploy



Hurricane Sandy Landfall

- Landfall Vicinity
Atlantic City, NJ
- 1100 miles wide
- 90-110 MPH
Winds
- 9-12' Storm
Surge
- Full Moon and
High Tide
- Combined with
Low Pressure
from Midwest



Region II Sandy Damage – By the Numbers

\$62 Billion Estimated Damage

- 126 US fatalities (34 NJ/60 NY)
- 4.9 million customers without power (2.7 NJ/2.2 NY)
- 100,000 homes/businesses destroyed
- 250,000 automobiles destroyed; 3,468 automobiles & 46 boats removed
- 2 oil pipelines damaged
- 7 oil refineries damaged
- 60M gallons water in World Trade Center 9/11 site
- 100s of millions of gallons of sea water pumped out of the subway tunnels
- 3M+ cubic yards of debris removed
- 3,560,192+ meals served

Breezy Point, NY



Breezy Point, NY

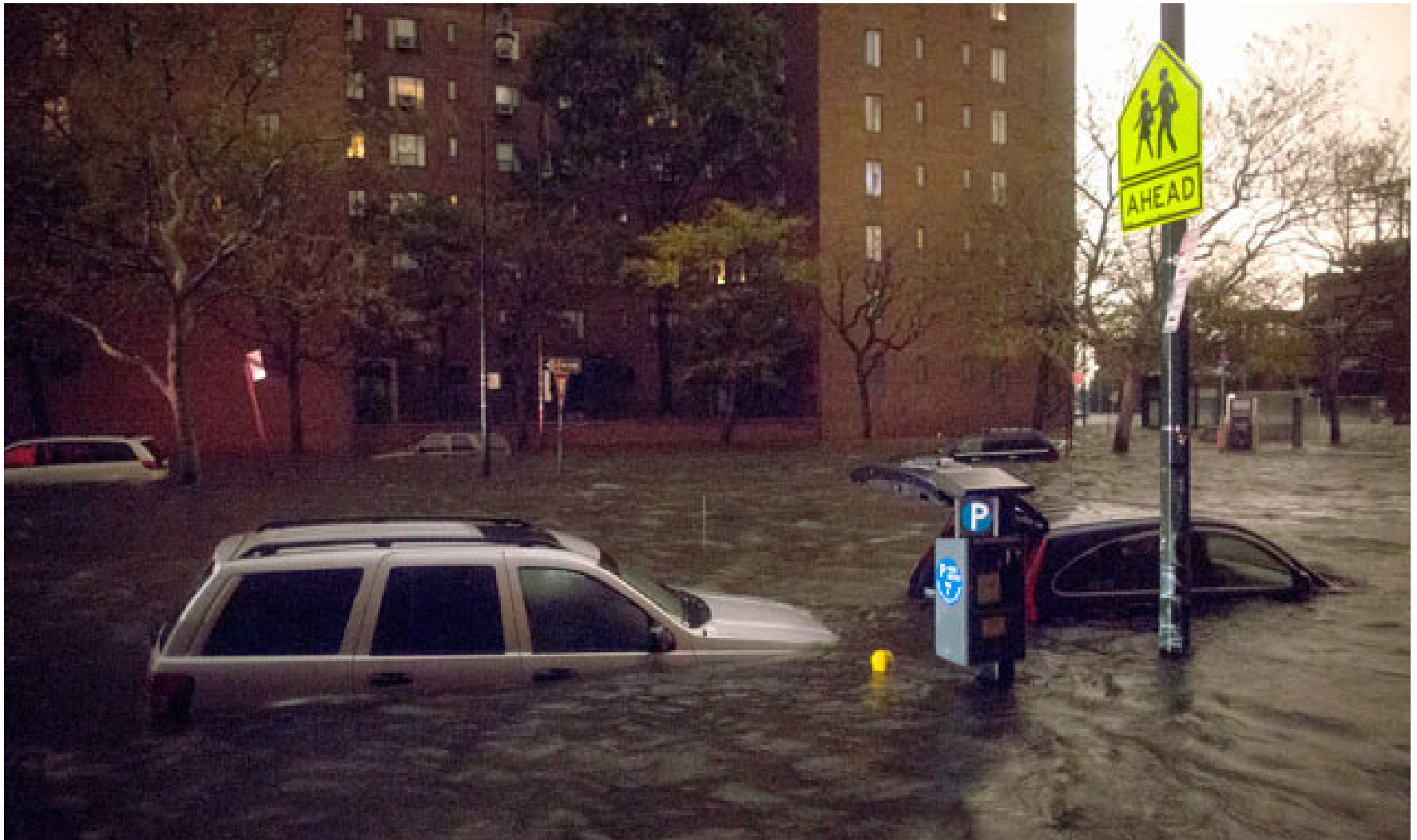


Lower Manhattan Power Outage



Manhattan

14th Street Con-Ed Building



World Trade Center Site Flooding



NYC Metro Flooding



Staten Island, NY Flooding



Sandy Inundation Map NJ



New Jersey Shore Boardwalks Destroyed



New Jersey Shore Flooding



New Jersey Shore Flooding



New Jersey Shore Flooding



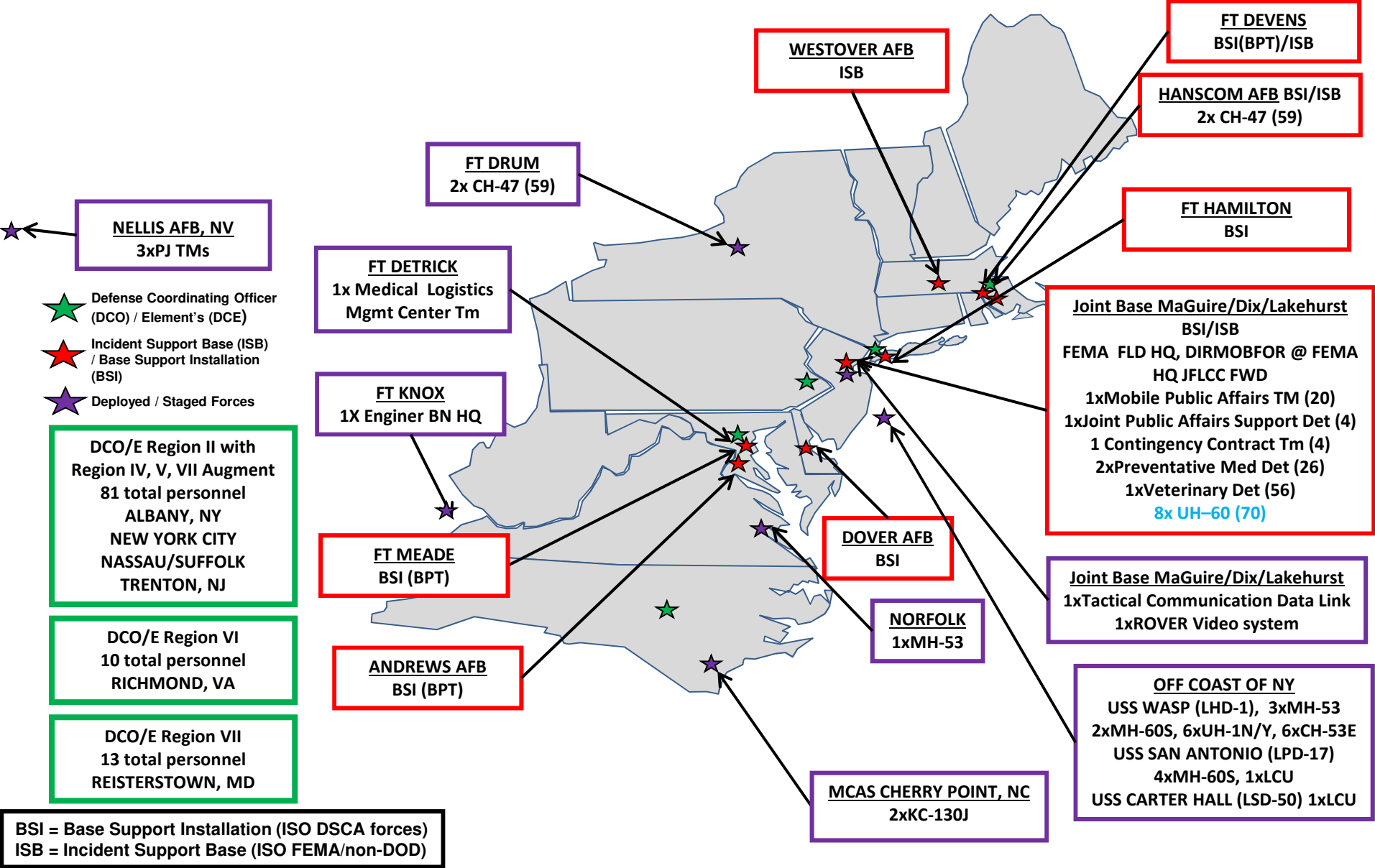
Hoboken, NJ Taxi Yard



Atlantic City, NJ Flooded



DoD Support Title 10 Forces



T-10 Mission Performed

25 OCT 12 to Present

1. Strategic lift (Commodities, Blankets, Power Repair Crews, Federal Teams)
2. Medium/Heavy Lift Rotary Wing
3. Un-watering Operations
4. Civil Air Patrol Imagery
5. DLA Fuel Support and Distribution
6. DLA Food Support
7. DoD Planning Assistance
8. DCO/E/U Activation & Support R II, IV, V, VI, VII)
9. Combat Camera (COMCAM)
10. BSI/FTSA Establishment (JB MDL, FT Hamilton, USMCR Brooklyn)

Strategic Lift California Power Line Crews



Strategic Lift Seattle Power Repair Crews



DLA Fuel Delivery



Un-Watering Ops

401st QM Co – Breezy Point. NY



Un-Watering Ops

USAF Pump Units – Rockaways, NY



Un-Watering Ops

USMC, 8th Engineer Support Bn – Rockaways, NY



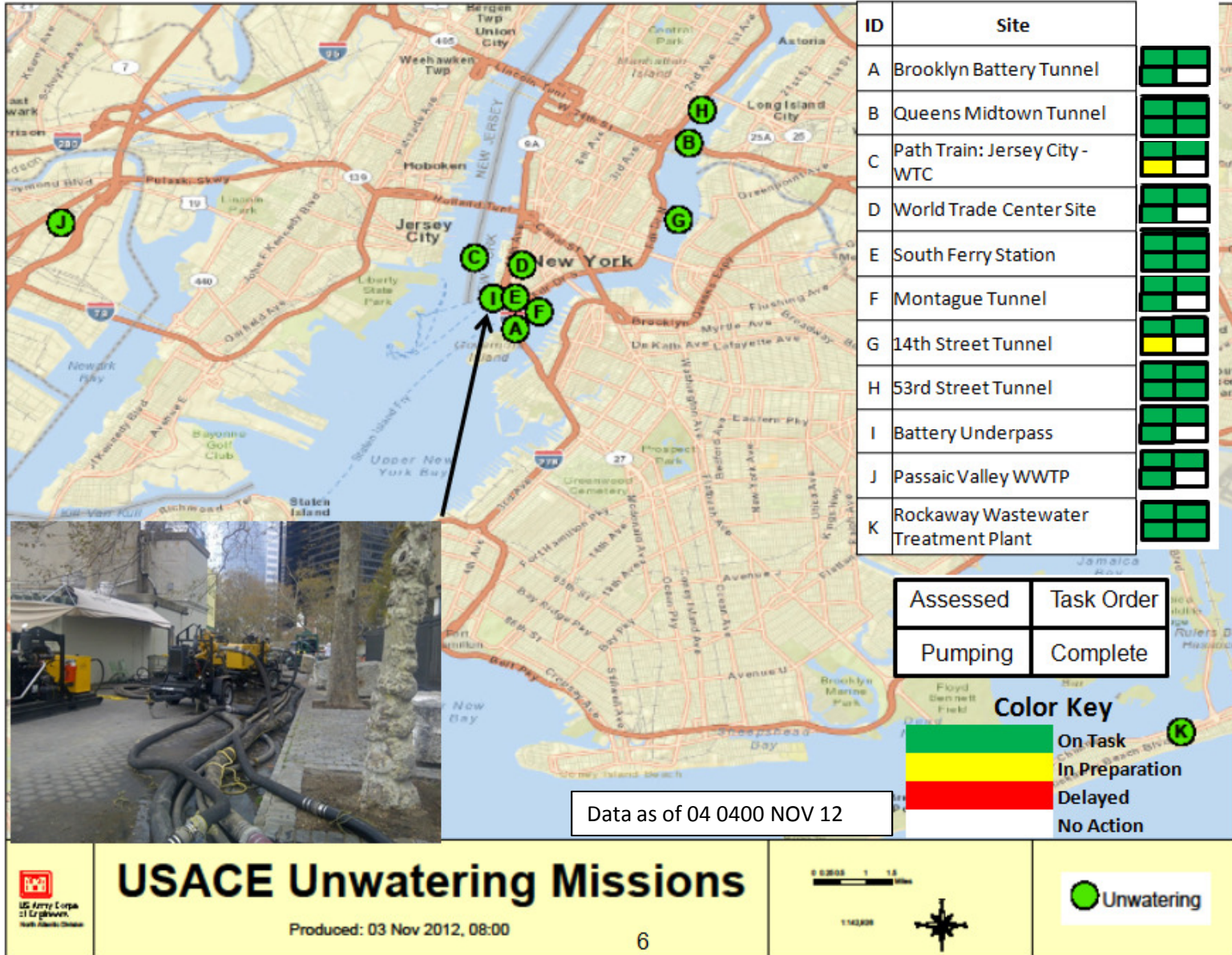
Debris Removal

USMC, 8th Engineer Support Bn – Rockaways, NY



Pier Repair, Hoboken, NJ - Naval Expeditionary Combat Command, Little Creek, VA





Observations/Lessons Learned

- Complex catastrophe versus traditional NRF (MA Process - Top-Down as well as Bottom-Up)
- Immediate Response Authority must be understood by all commanders
- Contingency basing is a reality
 - The traditional ISBs/BSIs may not be adequate
- Fuel Issues
- Coordination
 - Civilian to military
 - Civilian to civilian
 - Military to military
 - LNO positioning is critical
- Expectation management

QUESTIONS?