

DEPARTMENT OF THE ARMY
CORPS OF ENGINEERS, PORTLAND DISTRICT
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CENWP-OP-E
Regulation
No. 500-1-2

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Emergency Employment of Army and Other Resources
OPERATIONS UNDER THE FEDERAL RESPONSE PLAN

History. This printing establishes a new Portland District regulation.

Summary. This regulation provides a macro view of Federal Response in the event of a major disaster. It briefly notes other agency roles and outlines the Corps missions, management concept, and organizational impacts. This regulation incorporates information on certain new Corps initiatives regarding disaster planning and response. More detailed information is contained in the threat specific operations plans.

1. PURPOSE. This regulation outlines the district's broad responsibilities and requirements under the Federal Response Plan (FRP) for performing Emergency Support Function #3 (ESF #3), Public Works and Engineering. It is not intended to be an operations plan.
2. APPLICABILITY. This regulation is applicable to the Portland District.
3. REFERENCES.
 - a. Federal Response Plan (FRP), April 1992.
 - b. ER 500-1-28, Response Planning Guide, 1 June 1992.
 - c. NPDR 500-1-2, Natural Disaster Procedures Operations Under the Federal Response Plan, 31 May 1996.
4. SCOPE. The Federal Response Plan contains the concept, and is the mechanism by which the Federal Government provides support to states and communities in the aftermath of declared disasters. The Corps of Engineers is an important part of that Federal response due to its capability to plan, contract and execute assigned missions.

5. OTHER AGENCIES.

a. States. The state in which a disaster occurs is the lead agency, and has the option to request Federal support if it cannot cope with the response and recovery requirements. If the request for Federal assistance is granted, FEMA will establish a single Disaster Field Office, and activate those other Federal agencies it feels are needed to respond to the disaster and perform the expected missions. The Federal response effort, which may include the Corps of Engineers, is always viewed as supplemental to the state. The State Governor does not relinquish control to FEMA; and FEMA, in turn, should not be viewed as being "in charge."

b. Federal Emergency Management Agency. The FEMA Region in which the disaster occurs usually establishes the Disaster Field Office (DFO) and directs the Federal Response. In the northwestern states, that is FEMA Region X in Bothell, Washington. The DFO will be established close to the State Emergency Management Office, or collocated if possible. The Corps of Engineers, if activated, provides a staff to the DFO. FEMA officials have the authority and funding to task other Federal agencies to perform disaster missions.

c. Department of Defense. In addition to making a Federal Disaster Declaration, (which automatically activates the FRP), the President has the option of directing the DOD to respond to disasters. The FRP, when written, did not envision a DOD response and does not cover how they fit into the overall scheme. Generally, a DOD response can be viewed as yet another ESF, albeit one without definition in the FRP, but with extraordinary capabilities to effect rapid response. A DOD presence is significant to the Corps since we may work jointly on mission assignments. However, their presence does increase the possibility of duplication of effort between the two entities. This can be minimized by proper coordination, best achieved by an exchange of liaison (a division responsibility) with the military headquarters that has command of the troops on the ground. DOD presence in disaster response is viewed as a temporary measure, expected to last about a week. The official channel for requesting DOD support is the office of the Defense Coordinating Officer (DCO) at the DFO.

d. State Military Forces. In major disasters the Governor will activate the State National Guard. They are of course a state resource, and will be employed as the state sees fit. It is *not* expected that the Guard will be Federalized. Therefore, those forces will *not* be under control of DOD. Nevertheless, they are yet another entity on the ground and may be directed to perform missions that impinge on either DOD or the Corps unless coordination is maintained with that purpose in mind. If liaison with the State Military Forces is deemed necessary, that liaison is a district responsibility.

6. MISSIONS AND MISSION ASSIGNMENTS.

a. Upon full or partial activation of ESF #3, the district will serve in the lead role for the Corps response to ESF #3 missions within the boundaries prescribed -- probably the State of Oregon. This assumes that the district itself is not a "victim" and is still functional. If the district is not functional, Northwestern Division will direct another district (probably Walla Walla District) to assume this district's emergency missions, at least for an interim period.

b. Implementation of the FRP authorizes the Corps to undertake missions assigned by FEMA. It is expected that these missions will be "within the scope" of ESF #3, but FEMA has broad authority to task Federal agencies and can task the Corps to perform any mission within our capability. A list of potential ESF #3 mission assignments is at Appendix C.

7. CONCEPT OF OPERATIONS.

a. Conduct of disaster response, including FRP response, is normally viewed in three phases as follows:

(1) Phase I - Preparation. This phase is the time period prior to the event. It includes all preparedness activities undertaken to ensure an immediate response.

(2) Phase II - Response. At the onset of the emergency the district must quickly posture itself for the execution of response missions; both those missions within its own authorities and those tasked by FEMA. Depending on the nature of the emergency, this may involve mustering employees and establishing (or re-establishing) the headquarters, and the EOC operation, as a prelude to any effective response. The particular plan being executed will have specific phase II requirements relative to organizing and dispatching teams, establishing liaison or providing personnel to staff the ESF #3 cell at the DFO. In major disasters, the district will require significant augmentation in order to operate properly and staff the Field Offices that will be required to execute long term FEMA missions.

(3) Phase III - Recovery. The transition from Phase II and Phase III - (Response to Recovery), is more important to state and local governments than it is to the Corps of Engineers, since it involves their cost sharing agreement with FEMA. Response is normally the first few days following a disaster when emphasis is on immediate measures to protect lives and property. Recovery is the remaining period of disaster activities. Missions assigned by FEMA will be continued to completion without regard to phase.

b. Management Concept. Within Portland District, PPMD will manage all FEMA missions, particularly those that require engineering, contracting, or construction expertise; and

those that require a multi-disciplinary approach to resolve. There may be exceptions. If a mission is strictly a procurement function, it may be appropriate to allow LMO to execute it. If a mission is strictly a levy for people, such as DSR inspectors, it may be appropriate for Emergency Management Branch to manage, in concert with the Human Resource Office.

c. Internal Operations. The district will operate the EOC, perhaps on a 24-hour basis, for as long as necessary. Teams have been formed to provide EOC staffing and to respond to requests for assistance from local communities. The EOC will be the central point for all matters related to the response. FEMA missions will be managed by personnel from Programs and Project Management Division.

d. Field Organizations. FEMA missions following a major earthquake are apt to be much more extensive and last much longer than missions resulting from a major flood event. The district will establish Field Offices near or in the most heavily damaged areas to properly execute these missions. These Field Offices will require a staff of perhaps 20-30 persons (or more) of several different specialties. It is difficult to know in advance exactly where and how many Field Offices will be required, but in the case of a subduction earthquake, major damage is expected in communities along the Oregon coast and along the I-5 corridor. It may be necessary to establish one or more Area Offices to oversee a group of Field Offices.

8. RESPONSIBILITIES. Detailed (functional) staff responsibilities are listed in the threat specific plans such as the Flood Response or Earthquake Response Plan so they are not repeated in this document. However, the requirement to quickly locate, establish and staff several Field Offices is significant, and requires forethought and pre-planning. There is currently no specific staffing guide for Field Offices. Nevertheless, experience of other districts has shown that to function properly these offices often require a "full service" organization. They require administrative, construction, contracting, engineering, information management, logistics, safety, security, and perhaps other components. Some of these functions may not require a full time position at each office but may require oversight or regular visits by those functions.

FOR THE COMMANDER:

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APPENDIX A

Readiness 2000 Concept

1. HQUSACE has initiated a new concept for FRP response. Traditionally, districts have responded to FEMA mission assignments in the same manner as flood response. That is, the impacted district has taken the lead, augmenting itself with TDY personnel as necessary. For FRP response this has led to uneven results from district to district. Additionally, reductions in Corps strength have made it increasingly difficult to respond in this manner.
2. The new concept envisions sharing the load of FRP response more broadly, rather than placing all of the burden on a single district during any given disaster. Specialized teams, called Planning and Response Teams, will be created throughout CONUS and will be trained to handle *the common* FEMA missions. These teams will be centrally managed by higher headquarters and are available within hours to any impacted district. There will be several teams created for each FEMA mission. This redundancy is intentional to even out the workload and provide greater flexibility. Geographical distribution has been factored into team locations. Each district will have responsibility to form and maintain at least one team. Portland District has been assigned responsibility for a debris team.
3. The teams, once operational, will be on-call to deploy anywhere within their region, or nationally, if needed. Teams, once deployed, will be under the Operational Control of the impacted district. Their function is to provide expertise to the district staff, and execute that mission for the impacted district. The overall responsibility for mission accomplishment resides with the impacted district.
4. Another aspect of the Readiness 2000 concept is to purchase and outfit a fleet of vehicles, which will provide a mobile command post for any impacted district. These vehicles (with communications and support personnel) will be pre-positioned throughout CONUS at selected districts. It is planned to have three large units and several smaller (RV size) vehicles. Portland District will be the base for one of the smaller vehicles.
5. There are other aspects of Readiness 2000 that affect Emergency Management, which do not relate directly to FRP response so are not explained here.

APPENDIX B

Catastrophic Disaster Response Planning (CDRP)

1. The Corps has directed that scenario specific response plans be developed for certain major disasters. Formerly, the approach had been for each district to develop separate plans for those threats within its boundaries. Yet, the nature of certain events such as a New Madrid earthquake or a subduction earthquake in the northwest, impacts more than a single district, thereby requiring a regional approach to planning. Furthermore, major disasters may exhaust the resources of the impacted districts, or render them ineffective for a protracted period.
2. In response to this void in regional planning, HQUSACE instituted Catastrophic Disaster Response Planning, wherein a lead division is given responsibility to develop a concept (and eventually a set of plans), for response to a specific disaster. As part of concept development, divisions state their requirements for support from other divisions if needed. The concept also deals with the case wherein one or more districts (or divisions offices if appropriate), are themselves vulnerable to being victims, and rendered incapable of effect response. HQUSACE approves all concepts of the lead division and will approve the final Operations Plans.
3. Northwestern Division was tasked in July 1997 to develop the concept for a subduction earthquake of magnitude 8 - 8.5 in the northwest region, otherwise referred to as the Cascadia Subduction Earthquake. That concept allows NWD to call on the assets of SPD as a supporting command. NWD's concept was submitted to HQUSACE in October 1997 and approved on 19 March 1998. NWD issued a Planning Directive to its districts and to SPD in July 1998, to commence preparation of Operations Plans. The total effort will take about two years.
4. CDRP plans will adhere to the Operation Plan format used by the military services. This method of planning will partially solve two perennial problems.
 - a. First is the matter of victim districts or divisions, a term used to describe the case where a command is so impacted by the disaster, it is incapable of effective response. That determination must be made early in a disaster, usually by a higher commander. Under CDRP, another district or division will have a standby plan, to execute the response missions of the victim district (less the normal Civil Works tasks), at least for an interim period.
 - b. The second issue concerns how best to augment the impacted district. Traditionally, the Corps' method has been to request TDY personnel from other districts in the numbers and specialties needed. This procedure is administratively cumbersome and often slow. Impacted districts will surely require significant augmentation. CRDP offers the opportunity to identify that augmentation by pre-identifying groups of people needed, such as one or more complete Field Offices, or some number of dam safety inspection teams. Once defined, supporting districts will prepare standby plans to provide that support. This will not completely eliminate the need to request augmentation personnel, but it will reduce it.

APPENDIX C

ESF #3 Mission Assignments

1. The Federal Response Plan defines the scope of ESF #3 support as; providing technical advice and evaluations, engineering services, construction management and inspection, emergency contracting, emergency repair of water and wastewater treatment facilities, provision of potable water, provision of emergency power, real estate support, and equipment for the stated purposes. This scope includes:

- a. Pre-positioned teams and equipment.
- b. Participating in needs/damage assessment immediately following the disaster.
- c. Incorporate and support mitigation actions during response and recovery.

2. Specific mission assignments include:

- a. Emergency debris clearance to enable emergency access.
- b. Debris removal and disposal.
- c. Temporary repair or replacement of emergency access routes including damaged streets, roads, bridges, ports, waterways, airfields, or other transportation infrastructure.
- d. Emergency restoration of critical public facilities including temporary restoration of water supply and wastewater treatment systems.
- e. Emergency demolition or stabilization of damaged structures.
- f. Emergency contracting for potable water, ice, temporary housing and the like.
- g. Structural inspection of private residences, commercial buildings and other structures.
- h. Preparation of Damage Survey Reports (DSRs).
- i. Support to other agencies as required.