

UNITED STATES MARINE CORPS
MARINE CORPS CIVIL-MILITARY OPERATIONS SCHOOL
WEAPONS TRAINING BATTALION
TRAINING COMMAND
2300 LOUIS ROAD (C478)
QUANTICO, VIRGINIA 22134-5043

STUDENT OUTLINE

NON-COMBATANT EVACUATION OPERATIONS

0531-CAS-119

CIVIL AFFAIRS NON-COMMISSIONED OFFICER COURSE

M02AAPD

SEPTEMBER 2015

LEARNING OBJECTIVES

a. **TERMINAL LEARNING OBJECTIVE**. Given mission and Commander's intent, support Non-Combatant Evacuation Operations (NEO), to ensure the State Department and MAGTF plans for NEO are supportive, coordinated, integrated, and complete. (CACT-EXEC-2011)

b. **ENABLING LEARNING OBJECTIVES**

(1) Without the aid of references, identify CA responsibilities during NEO, in accordance with JP 3-68, Ch 2. (CACT-EXEC-2011a)

(2) Without the aid of references, identify interagency responsibilities during NEO, in accordance with JP 3-68, Ch 2. (CACT-EXEC-2011b)

(3) Without the aid of references, identify the phases of a NEO, in accordance with JP 3-68, Ch 2. (CACT-EXEC-2011c)

1. **NON-COMBATANT EVACUATION OPERATION (NEO)**. Operations directed by the Department of State (DoS) or other appropriate authority, in conjunction with the Department of Defense (DoD), whereby non-combatants are evacuated from foreign countries when their lives are endangered by war, civil unrest, or natural disaster to safe havens as designated by the Department of State. Below is a list of real world evacuations:

- a. **1950 South Korea (Hungnam Harbor)**
- b. **1965 Dominican Republic**
- c. **1975 Vietnam and Cambodia**
- d. **1981 Liberia**
- e. **1991 Philippines, Somalia, Haiti and Zaire**
- f. **1992 Sierra Leone**
- g. **1994 Rwanda**
- h. **1996 Liberia**
- i. **1997 Albania, Zaire, Sierra Leone, Cambodia**
- j. **1998 Kenya, Tanzania, Eritrea, Guinea Bissau**
- k. **2002 Sierra Leone**
- l. **2003 Turkey**
- m. **2004 Bahrain**
- n. **2006 Lebanon**

2. **CA RESPONSIBILITIES DURING NEO**. By the nature of their mission, CA forces may assist in planning and coordinating a NEO. Military support to a NEO involves contact with civilians (foreign nationals and U.S. citizens). Activities that support NEO include, but are not limited to:

- a. Conducts an initial civil-military operations (CMO) assessment of the operational area.
- b. Advises the commander 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 MAGTF in accomplishing its mission by obtaining civil or indigenous support for the NEO.

e. Assists DoS in the identification of U.S. citizens and others to be evacuated.

f. Communicate with potential evacuees via the "Warden System". The Warden System is a notification system used to communicate to the U.S. population through the 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. During the evacuation, each warden receives and distributes messages, keeping individuals informed about the evacuation, and other relevant information.

g. Assists embassy personnel in receiving, screening, processing, and debriefing evacuees.

3. U.S. AGENCIES AND RESPONSIBILITIES

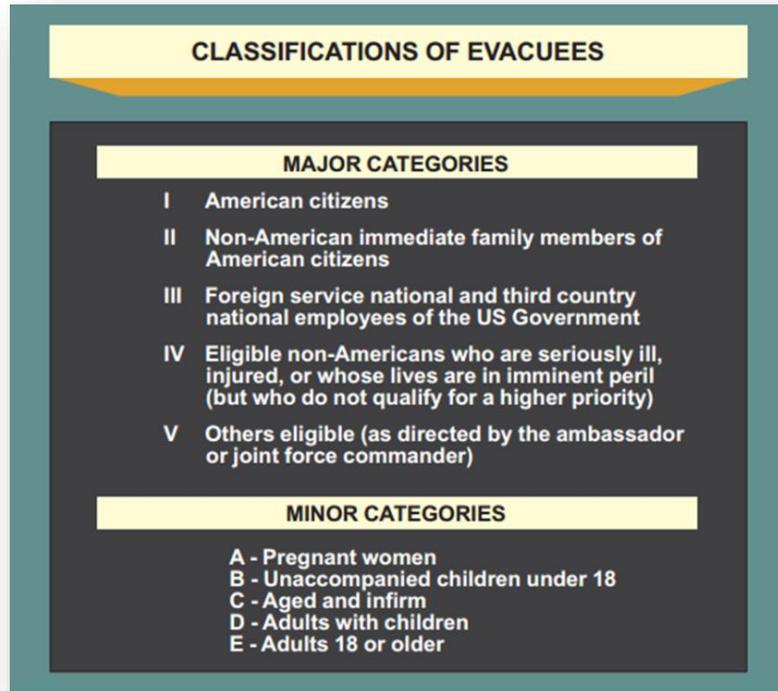
a. Department of State (DoS). The Chief of Mission (COM), normally the U.S. Ambassador or other principal DoS Officer-In-Charge, has the primary responsibility for conducting an evacuation.

All U.S. Embassies and consulates are required to maintain an Emergency Action Plan (EAP) for their area of responsibility. The COM is responsible for preparing and maintaining the EAP to include the potential use of military forces. The EAP consists of evacuation sites, number of evacuees (total and by area), assembly areas, command posts, and the roles of key personnel. However, the GCC, or supporting military commander is responsible for the actual planning and implementation of the military's role in the operation. For the GCC, the EAP should be reviewed not as an OPLAN for the execution of a NEO but more as a reference document to support the formulation of an OPLAN. The Embassy is responsible for:

- (1) Evacuating U.S. citizens abroad
- (2) Maintaining an EAP

(3) Determining the eligibility of those to be evacuated

(a) The DoS will provide guidance to DoD regarding who is eligible to depart the area in conflict. The chart below provides a very rudimentary snapshot of how the DoS would go about classifying potential evacuees.



b. **Department of Defense (DoD).** The Department of Defense is responsible for providing U.S. military forces and equipment to conduct a NEO. Due to their forward deployed status, the MEU will normally conduct a NEO. Military assistance is provided in a variety of circumstances not just when requirements exceed the capability of the diplomatic mission. When the Secretary of State requests military assistance from DoD, approval and the military response are directed by the President or SecDef through CJCS; the appropriate GCC 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 DoS.

The senior Department of State official in country remains in charge of the evacuation. It should be noted that NEO plans consider host nation assets as the primary source of security, transportation, and temporary facilities. When host nation

assets are inadequate or unavailable, DoD assets are used to fill the shortfall.

c. **Department of Health and Human Services (HHS)**. The HHS is the Lead Federal Agency (LFA) for the reception of all evacuees in the United States. HHS personnel meet and assist evacuees at the U.S. port of entry. Their plans rely on state and local governments to carry out the operational responsibilities of repatriation.

d. **United States Transportation Command (USTRANSCOM)**. Through its mobility components, USTRANSCOM can leverage its ability to obtain commercial lift by using existing service contracts. At a minimum, the strategic lift requirements for evacuation of non-combatants should be coordinated with USTRANSCOM. If the need for additional airlift and sealift becomes a reality, USTRANSCOM can arrange for additional resources through two unique programs.

(1) **CRAF**. Civil Reserve Air Fleet is comprised of approximately 1000 aircraft from over 40 different carriers including Delta Airlines, United Airlines, Southwest Airlines, UPS, and FEDEX.

(2) **VISA**. Voluntary Intermodal Sealift Agreement is comprised of approximately 130 Ships of varying capability. Participants include Maersk Line Limited, Farrell Lines, and Hapag-Lloyd USA, LLC.

4. **OPERATIONAL ENVIRONMENTS**. There are three environments in a NEO: Permissive, Uncertain and Hostile.

a. **Permissive**. In a permissive environment, there is no apparent physical threat to evacuees; the political environment is stable.

The host government is either in support of, or will not oppose the orderly departure of evacuees. If military assistance is required, it is generally limited to support and security functions such as additional transportation assets or military police for security functions.

This type of operating environment often occurs in connection with serious natural or man-made disasters.

An example of this type of an environment occurred in 1991 with Operation Fiery Vigil, where military personnel and their

dependents were evacuated from Clark Air Force Base and Subic Bay Naval Station in the Philippines because of the eruption of Mount Pinatubo. While not popular with the local population, this evacuation was unopposed and took place in a permissive environment.

b. **Uncertain**. In an uncertain environment, the degree of danger is not known. The host government may or may not be in control, but cannot ensure the safety of U.S. citizens.

Possible opposition may come from the host nation government, an opposition force, outside force, or all three. Due to the uncertainty, the military commander may elect to reinforce the evacuation force with additional security.

An example of this type of environment occurred in 1991 with Operation Eastern Exit. In this operation, U.S. citizens were evacuated from Somalia because the civil war had escalated to the point that the collapsing Somali government could no longer guarantee their safety.

c. **Hostile**. In a hostile environment the host government or other forces are expected to oppose evacuation and U.S. military assistance. Forced entry by U.S. military into the AO may be required to secure some evacuees and follow-on combat operations may be required.

In this environment, the focus may shift from evacuation to retrograde combat operations. Because all commanders must be prepared to deal with large numbers of displaced civilians and noncombatants, the presence of civil affairs assets is critical.

An example of this type of environment occurred in 1975 with the evacuation of the U.S. Embassy in Saigon, Vietnam. A similar example would be Operation Urgent Fury in 1983, in which medical students were evacuated from the island of Grenada.

5. **PHASES OF A NEO**. There are three phases of notification in a NEO: Travel Warning, Drawdown and Evacuation.

a. **Travel Warning**. The first phase of evacuation is the travel warning. The travel warning is used to discourage additional travel into a potentially hazardous location and encourage early departure. This advisory may cover an entire country or just a particular region. The travel advisory may be short-term such as in anticipation of a particular event, like

an election, or a precursor to a more serious long-term situation.

b. **Drawdown**. The basic options for drawdown are authorized departure and ordered departure. Departure may be authorized or ordered when it is of national interest to require the departure of some or all employees and their eligible family members, or if there is imminent danger to the life of the employee or the lives of the immediate family of the employee. When a drawdown is necessary to protect the lives of U.S. citizens, the COM may act on his or her own authority. In all other circumstances, however, prior approval from the DOS must be obtained. 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 U.S. citizens.

(1) **Authorized Departure**. The authorized departure must be requested, by the Ambassador, from the DoS. The authorized departure encourages departure of additional nonessential staff, dependents, and U.S. citizens. Employees and their family members who wish to leave the post must obtain approval from the Ambassador. Non-select U.S. citizens will be encouraged and assisted to depart, but will not be reimbursed by the USG for their travel. Authorized non-combatants are those who may be ordered to depart by the ordering authority, such as the COM.

(2) **Ordered Departure**. Mandatory departure of staff ordered (essential embassy staff remains). A chartered or military transport may be required.

c. **Evacuation**. There are four phases for an evacuation: Stand Fast, Leave Commercial, Evacuation and Embassy Closing.

(1) **Stand Fast**. A stand fast advisory may be issued at any time during an authorized or ordered departure phase. This will occur if the situation deteriorates to the point that it is deemed too hazardous for U.S. citizens to move about the country. The stand fast advisory encourages U.S. citizens to stay in their homes or other safe places and wait for further instructions. At this point, the Ambassador may consider requesting military assistance.

(2) **Leave Commercial**. The leave commercial advisory is issued because of the gravity of the situation. Non-essential U.S. citizens may be told to leave by commercial transportation as soon as possible. It is assumed commercial transportation

will be available and adequate. When this advisory is issued other actions may take place. The Embassy's internal security force may be reinforced by additional Marine Corps and/or DoS security personnel, or a joint task force (JTF) may be assembled to assist in the evacuation.

(3) Actual Evacuation. The actual evacuation advisory is issued when the political or security environment is believed to have deteriorated to the point that the safety of U.S. citizens is threatened. With DoS approval, the Ambassador orders the departure of the personnel listed in the Report of Potential Evacuees, keeping only essential country team members. The embassy would assemble, document, and begin assisting in the movement of U.S. citizens and third and host country nationals to designated assembly areas. Depending on the situation, a mix of commercial, charter, private or military transportation might be necessary.

(4) Embassy Closing. The final element of an evacuation is the closing of the embassy. With the embassy closing, the situation has deteriorated to the point that the U.S. flag is taken down and all the remaining U.S. citizens and embassy employees are evacuated. This does not include private U.S. citizens and their dependents that desire to remain in country. Military assistance might not be required until this phase of evacuation.

6. **PLANNING CONSIDERATIONS**. Because DoD assets may be tasked to support the DoS through all phases of a NEO, it is important that they coordinate with the embassy staff. CA Marines will play a major role in the planning process, starting with the preparation or review of existing evacuation plans and continuing through execution. The EAP should be reviewed not as an OPLAN for the execution of a NEO but more as a reference document to support the formulation of an OPLAN. NEOs (like DC operations) are a subset of Populace and Resource Control (PRC). The following are factors considered during contingency planning:

a. **Political impact of conducting a NEO**. (A NEO is a political last step, sending a signal to the world that the United States has lost faith in the ability of the foreign government to protect U.S. personnel.)

b. **Potential Rules of Engagement**

c. **Accurate and timely intelligence**

- d. Designation and number of evacuees
- e. Presence of dissidents
- f. Political and military situation (types of environment)

REFERENCE:

JP3-68 Noncombatant Evacuation Operations

