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**DOMESTIC ENGAGEMENT:
CIVIL-MILITARY COOPERATION
IN THE UNITED STATES**

BY

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Reviews the domestic civil-military mission from a historical point of view and considers the perspectives of Congress, Department of Defense and the American public. A guideline proposal is made for missions that match military training requirements with civil agency needs, with comments on the advantages and disadvantages of these types of missions. The point is made that military leadership will be required if this tasked mission is to succeed in strengthening the civil-military bond, along with addressing specific needs of various governmental agencies as they deal with infrastructure problems in urban and rural America.

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DOMESTIC ENGAGEMENT: CIVIL-MILITARY COOPERATION IN THE UNITED STATES

An Individual Study Project

by

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Introduction

"Our great Nation stands at a crossroads in history. America has fateful choices to make. We can choose to lead the world into this most historic of transformations, or we can choose, as we have earlier in this century, to turn inward, abandon our leadership role and accept whatever results may follow."¹

The message is clear. As the world changes, we will also change, but leadership is still the key to our successful transition. With the loss of the monolithic Soviet threat, capable of decisively striking the United States, our attention is turning towards the next order of national business, economic security. Here the U.S. military leadership also has "fateful choices to make." They can choose to lead America, in domestic engagement, with civil-military cooperation a part of the economic transformation, or they can chose as they did earlier in this century, and as some current detractors suggest,² to turn inward, isolate themselves from new realities, abandon their leadership role and accept whatever results may follow. The U.S. military is reducing, service roles and missions are under review to reduce duplication and new, more cost effective ways of administering and maintaining forces have been implemented, but these are only efforts do the same with less money. The U.S. military is not addressing the economic concerns of America, they are only handing back funds and implying that economic concerns are not a military problem. What should be happening is military leadership stepping up to the challenge and confronting enemy's of the United States, both foreign and domestic. National leadership has made a call for domestic civil-military

cooperation and the American public is ready for additional help. It is a mission the U.S. military has successfully accomplished in the past, but disregarded or ignored after World War II, and it is a new opportunity to serve America in the future. In short, the military will either be part of the domestic social and economic problem or the solution, and only leadership, or lack thereof, will determine which.

Historical Perspective

Historically, domestic civil-military action played an important part in the U.S. development. On the Western frontier, the Army often represented the only organized government available. In addition to their ongoing missions of providing local and regional security, surveying and mapping new areas, building roads and government facilities, the Army often provided civil administration for new territories. From the Lewis and Clark expedition to construction of coastal lighthouses, and from inland waterways development to construction of the Cumberland road, the Army participated civil-military projects as a routine peacetime mission.³ Throughout the 1800's frontier installations were garrisoned with soldiers who brought basic civilian skills that helped develop the surrounding communities. Soldiers constructed buildings, dammed, farmed, raised cattle, carried mail, held religious services, provided medical support and taught school both on and off post.⁴ Army engineers, often on loan to private companies, have assisted in the survey and

construction of the national rail system, starting in 1827 with the Baltimore and Ohio Railroad and continuing until rails connected the country from East to West. Always building on the frontier, one of the last projects was the Alaska Railroad, which was completed after World War I.⁵ The most extensive civil-military mission occurred in 1933 when President Roosevelt ordered the Army to provide design assistance and supervise construction for the Works Progress Administration (WPA) and to organize and administer the Civilian Conservation Corps (CCC) as part of the Federal Government's response to depression era unemployment. The Corps of Engineers developed the District Engineer system, to administer design and construction supervision of the massive Federal building program, and successfully executed almost \$500 million worth of construction in the first two years of the program.⁶ To administer the CCC, the Army established 1,315 work camps across the country and had over 300,000 men enrolled and working within seven weeks of its initiation. Most military training came to a halt for the Army, until members of the Organized Reserve Corps could be called to replace the regular forces. Senior Army leadership vigorously objected to the mission; however, it was successfully accomplished.⁷ More recently, in view of its successes in foreign civil-military operations, the Army established precedence for new civil-military cooperation with a Domestic Action Program as authorized in Army Regulation 28-19, dated 15 July 1975. The regulation authorized Army installations to

develop a decentralized program with the local community to address specific civic needs using Army resources within general guidelines.⁸ Although formally recognizing the value of participating in the local community, the program was of low priority and the regulation was rescinded in 1988.

Congressional Perspective

Congress also has taken note of the military's success in a wide array of foreign civil-military nation building operations and has asked why not here also? A proposal for Civil-Military Cooperative Action Program was unveiled by Senator Sam Nunn, Chairman, Senate Armed Services Committee, in remarks to the Senate on the 23rd of June, 1992.⁹ His proposal provided guidelines for the program, including the following principles:

1. Any such project must be undertaken in a manner that is consistent with the military mission of the unit in question.
2. The project must fill a need that is not otherwise being met, and must not compete with the private sector or with services provided by other government agencies.
3. The program cannot become a basis for justifying additional overall military expenditures or for retaining excess military personnel. Projects should be undertaken only with personnel, resources, and facilities that exist for legitimate military purposes.

And six objectives, including:

1. Enhancing individual and unit training and morale through meaningful community involvement.
2. Encouraging cooperation between civilian and military sectors of our society.
3. Advancing equal opportunity in the nation and helping to alleviate racial tension and conflict and strife and misunderstandings in our nation.
4. Enriching the civilian economy by transfer of technological advances and manpower skills.
5. Improving the ecological environment and economic and social conditions of the areas that are within the reach of our existing military base structure.
6. Increasing the opportunities for disadvantaged citizens, particularly children, to receive employment, training, education, as well as recreation.

The Senator went on to indicate that the Assistant Secretary of Defense for Force Management and Personnel would have broad supervision responsibility for the program and that local commanders should have flexibility to implement a program that is responsive to their local area needs. He indicated that to insure projects meet important community needs, but do not compete with the private sector or other government organizations, local installations would establish an Advisory Council on Civil-Military Cooperation, that would represent federal, state and local governments, civic and social service organizations, and private sector labor and businesses. Senator

Nunn went on to describe some of the special capabilities of military units, with examples of their application, including; role models, rehabilitation and renewal of community facilities, youth corps programs, summer programs, job training and education, medical transport, public health outreach, and nutrition.

According to Senate Armed Services staffer, Mr John Hamre, Senator Sam Nunn's remarks on Civil-Military Cooperation were developed in the context of providing a visible public benefit from existing military capability without degrading readiness. Although faced with substantial force reductions, the U.S. military is highly regarded by the public and is considered one of the best functioning sections of the Government. Civil-Military Cooperation should not become a primary mission, but in a diminished security threat environment, it would add justification to maintaining a credible force structure, while doing missions that add value to communities and link the military with the public. There is concern that Civil-Military Cooperation could become a political "football," but it is an opportunity for the military to be proactive as a part of the solution. Unfortunately, in today's limited fiscal climate, the military must relate to contemporary issues, at least until the next Desert Storm develops on the security horizon.¹⁰

Senator Nunn's proposal was expanded, in the National Defense Authorization Act for Fiscal Year 1993, with the additional guidance, by the Senate Armed Services Committee,

requiring the Secretary of Defense to issue regulations governing the Civil-Military Cooperation program. Specifically, the Act requires Department of Defense (DoD) to develop:

1. Rules governing the types of assistance that may be provided.
2. Procedures governing the delivery of assistance so that if possible, the assistance is provided in conjunction with civilian efforts.
3. Procedures for coordination with civilian agencies to ensure that the assistance does not duplicate other public services and meets a valid need.
4. Procedures to provide assistance that does not compete with the private sector.
5. Procedure to minimize assistance in which DoD resources are the only resources used for assistance.
6. And finally, develop standards to ensure that assistance is provided in a manner that is consistent with the military mission of the organization providing the assistance.

The Committee went on to indicate that the developed rules were to provide maximum decentralization and minimum approval requirements so that the program is not strangled by coordination and paperwork requirements.¹¹

Media and Public Perception

If any nation on earth can be said to have a people's army,

it is the United States. It is their sons and daughters in voluntary, patriotic service to their country, and in return, the country is enamored with their military, showing it the highest regard and trust of any government organization.¹² These are America's "good kids," and even though the threat may be changing, new uncertainties and missions may be on the horizon, the public's perception is that their military can and will successfully defend the country against all enemys; foreign or domestic. What constitutes a domestic enemy is the starting place for the Civil-Military mission. Prior to Senator Nunn's Domestic Civil-Military actions proposal, the issue of additional humanitarian civic action missions for the military was viewed as reasonable for both maintaining a significant military force and for keeping them relevant in world events.¹³ Successful humanitarian assistance missions around the world have been acknowledged as the constructive way to demonstrate U.S. military capability, with even the soldiers preferring the mission of helping instead of harming.¹⁴ Formal military training for disaster response, as a part of the military's mission refocus, has been suggested under the assumption that the military, with it's speed, ability and discipline, is best able to handle the job. These domestic engagement, civil-military actions are viewed as a win-win situation for the military and the population it serves, plus they strengthen the military's constituency in this time of transition.¹⁵ In a review of suitable National Guard roles and missions, the National Guard Association of the

United States (NGAUS) points to the traditional national defense requirements, plus domestic disaster preparedness and emergency response, and engaging in domestic missions that "contribute to the moral and social fabric of the nation."¹⁶ From Drug interdiction, to disaster response, to emergency medical transport, to community action projects, to youth camps and role models, increased Civil-Military actions appears to be an acceptable "peace dividend" for the public consumption; however, as with any new or evolving program, both public opinion and the media perception will be critical to the military's success or failure in domestic engagement. Typical distrust of the Federal Government, plus historical precedence of using military forces for any non-emergency operation in the civil sector, demands immediate answers to: Who are these people, why are they here, what are they doing and who is in charge? This is where the military Public Affairs Office (PAO), working in concert with their civil agency counterparts, must provide that critical communications link with the media, to inform the public and develop support and understanding of the combined civil-military mission. The media is always attracted to a military presence, so the PAO must be prepared to act as the central spokesperson for all agencies, with equal emphasis on the civil side of the mission. The PAO must be involved in all phases of the developing project to insure that misunderstanding, rumors and misconceptions are dealt with effectively and immediately. If civil affairs units are critical to the success of civil-military

operations overseas, public affairs offices are just as critical to mission success on the domestic scene.

Department of Defense Perspective

Policy in evolution is the best description for the wide range of missions described as peacetime engagement, operations short of war, humanitarian civic action (HCA) and nation building, all of which previously have been a part of the Low Intensity Conflict (LIC) doctrine. Adding a domestic objective to this evolution has not helped the "alternate missions for the military" debate become any more focused. Beyond the minimum impact of the rescinded AR 29-19, the question of domestic civil-military actions appears in both official and unofficial writings. Army Field Manual 100-1 indicates that domestic peacetime engagement involves contributions to the general welfare, within the limits of the law. This includes counter-drug operations, disaster relief, flood control, assistance to civil authorities and support to civic action programs.¹⁷ Brian Ohlinger's Strategic Studies Institute review of peacetime engagement offers an excellent definition of the military mission, indicates the types of projects and operations that meet objectives, addresses relevant issues in a positive manner and suggests that interagency government cooperation is a must for success.¹⁸ By removing the international flavor of the study, the mission matches much of the Civil-Military Cooperation Action Program's intent. Cole Kingseed's Parameters article on

peacetime engagement addresses some of the same issues as Ohlinger, but adds that coordination responsibility should rest outside the Department of Defense to emphasize the civil part of peacetime engagement.¹⁹ Taking an even bolder step in the direction of domestic Civil-Military action, Regina Gaillard's Military Review article on separating civic actions from military operations suggests that the military's humanitarian-civic action mission should be performed by a "Development Corps," which could also serve as the nucleus for a new CCC to address the decaying urban and rural infrastructure within the U.S., while helping to retain military force structure and facilities.²⁰ Using a twist on the media's terminology, Lt Colonel Richard Rinaldo's Military Review article, on using the capabilities of the Army as a peace dividend, recommends that the Army take those domestic missions that support the national welfare, well-being and security, while maintaining readiness to do the primary mission of national defense.²¹ Finally, Colonel Philip Brehm and Major Wilbur Gray's Strategic Studies Institute review of alternative missions for the Army concludes that the U.S. military has the expertise, assets, organization and facilities to effectively address a wide range of physical and social infrastructure problems at the Federal, state and local level. They further suggest that both active and reserve components should engage in the domestic nation assistance projects, but the lead should be by the reserve components since they are widely located in communities across the nation.²² Clearly, the message is there: the military must

make itself as relevant to the issues of peace as it has to the issues of war.

The Evolving Civil-Military Cooperation Mission

For U.S. military forces, specifically engineers and medical units, Civil-Military cooperation projects can enhance the public's view of the military by supporting state and local officials in addressing the priority problems within the community. In addition to fostering goodwill, these projects allow units to be a positive partner in developing the solutions to state and local needs. For active duty personnel, who generally have state affiliation elsewhere, these projects will develop a sense of belonging to the local community, as well as the communities's sense that the military personnel on the installation are also a part of the community. These missions will expose forces to a variety of projects or operations, providing excellent hands-on training opportunities. By working remote from their normal duty facilities, Civil-Military projects can provide meaningful deployment and technical skill training for most units, provided the project is matched to the training needs of the unit, i.e. engineering units do construction training, medical units do medical training, etc. Senior and junior leaders gain experience in their jobs and the staff functions with the full range of planning and coordinating requirements. Units could also use these projects to exercise their mobility plans, correct readiness problems and work real

world issues that must be solved to accomplish the mission, including supply, food service, billeting, transportation, logistics, support and communications. Medical personnel can train while providing medical services and addressing basic medical problems for those who need them most. Engineers can train and learn contemporary construction techniques using local materials and methods, while providing much needed assistance in construction, repair and maintenance of local public facilities. Junior and senior military leaders develop by learning how to get organized, take care of their personnel and to deal with civilian agency personnel in working project problems with new and creative solutions. Every mission will require unit and project security, equipment, transportation, supplies, materials, etc., and good, effective planning, followed by successful execution, is the best in readiness training for any unit.

Typical engineering projects that provide the best variety of skill training are those that require smaller unit elements, but for longer periods of time. With ten to twenty personnel the maximum number that can work effectively on any one vertical construction project and forty to sixty personnel normal for a larger horizontal project, platoon and company equivalent sized deployments are generally the most effective, with construction effort lasting from four to eight weeks. Typical medical missions could be accomplished by a section, supplemented with dental and veterinary skills if required, that operate for several days in each region needing assistance. Small unit

operations, of this nature, build unit self sufficiency and provide outstanding NCO and junior leader training and experience. For longer duration missions, units can rotate personnel by platoon, squad or section, which will keep unit integrity while maximizing participation. Continuity personnel must be provided to allow for a smooth rotation and maintain operational knowledge during the transition. Good training projects can be used by both active duty and reserve component units, provided specific personnel are assigned coordination and management responsibilities for the overall mission. Finally, deployment mission duration can be from two weeks to thirty days, dependent on the needs of the participating units, but deployment must mean operating away from the normal garrison environment. Transportation could be by plane, bus or truck, but the unit must function remote from their own military installation. With creative community support, billeting, food service, secure storage, administrative space and other necessities to support deployed personnel can be arranged, making any community or region in the country able to support a civil-military project. Remote deployments also require a wider range of military specialties including, public affairs, security, food service, supply, communications, transportation and administration, plus engineer deployments require medical support and medical units need engineering support. Potentially, medical and engineering elements could combine as a community action task force, and be mutually supporting under one command. Flexibility is a must in

matching units, missions and community needs. In fact, the military unit's organization could be the framework for integration of other civil or private agencies into the mission or project.

In addition to adding immediate value to the state and local communities, domestic engagement projects demonstrate new relevance for the military, in the eyes of the American public. Also, as in overseas civil-military projects, soldiers find these operations some of the most rewarding experiences for their military career. They can enhance unit morale, recruiting and retention. For the State or local government, these projects build trust of U.S. military, with their commitment for community involvement in problems. Military members can demonstrate a positive role model for disadvantaged youth and stress the importance of education, discipline, worthwhile goals and self-confidence in their personal lives. Military leaders can help by bring together the various government agencies and private organizations in an effort to effectively solve problems, address issues and gain a firm commitment for action by all participants. For financially stressed communities, these projects can get the most out of limited available resources, while multiplying the effect with widespread community involvement.

A Civil-Military Cooperation Proposal

In keeping with the intent of Congress, decentralized control of civil-military cooperation projects could be

accomplished using existing state agencies and other Federal Government departments. Approval of requested projects could be vested in a lead military agency within a region, or with the National Guard's State Adjutant General's office, to insure the project falls within established criteria parameters and provides valid military training. Requests for civil-military projects or operations could be submitted through the State Governor, or his designated representative, with certification that the requested project or operation will provide a benefit for the overall community and that adequate resources are not available to accomplish the project or operation by other means. The Governor could also verify that private sector entities have no objection to military forces participation in the project or operation, and that no individual or private company will receive selective benefit from the project or operation. The requested project or operation could then be considered by the regional active installation commander or the State Adjutant General for planning and execution. Valid projects that require additional units or military skills outside of the state or regional area could be submitted to a central office within the Department of Defense, who could assist in obtaining additional military resources. Several DoD offices have the capability to effectively review, select and recommend additional resources for civil-military project requests, including DoD Public Affairs, Legislative Liaison, Department of the Army Medical and Corps of Engineers, and the National Guard Bureau. Also, other Federal agencies,

like the Department of Interior, Housing and Urban Development, Veteran's Administration, etc, could work directly with DoD in requesting domestic engagement projects on other federal property or installations to meet the same types of community needs. Decentralized administration and requests with a centralized authority for requesting additional resources would insure valid projects are prioritized by the requestor and allow a centralized agency to disperse inter-service military resources to those projects or operations that demonstrate to most need and best training opportunities. A proposed diagrams of active and reserve component command/agency relationships is shown at Appendix 1.

For effectiveness, the rules of engagement should insure that the operation or project supports objectives in a comprehensive program for the state or federal agency and participation by military forces will meet the military service training, deployment and exercise objectives. Military liaison personnel, working with those responsible state or federal agencies, are the key to successful application and mutual understanding of the capabilities, requirements and limitations of military units requested in support of a project. In addition, operations or projects should be sized and selected for accomplishment based on available time frames and forces, without creating excessive expectations. Within reason, joint participation by the local community is ideal for enhancing civil-military relations and sharing credit for solving community

problems or improving local conditions. Other Federal agencies, state or local governments should provide or obtain required funding for all expended project or operation resources, including materials, supplies, rental equipment, specialized work vehicles and provide coordinating personnel for the project or operation. Military units should provide personnel, transportation, communications, vehicles, equipment, subsistence and quartering of personnel. If several units will be involved, or the project will take more than a few weeks, continuity personnel must be provided to insure smooth transition from one unit to the next and to maintain personnel contacts with other agencies. Finally, the military public affairs office should be involved in each phase of the project to insure correct and timely information is provided to the media and the public.

The strategy for execution of civil-military cooperation activities should start with near term requirements of mutual trust and organizational understanding of the agencies involved at the federal, state and local levels. As indicated by Senator Nunn's proposal, this could be accomplished by the local or regional civil-military advisory council. By including experienced military liaison personnel as a part of the civil-military advisory council, regional or local community need projects can be identified as suitable candidate projects that match military training requirements with needs and local resources. Projects should be forwarded to the active installation commander or the state adjutant general for

consideration, based on the availability of units, supporting equipment and personnel for the proposed mission. If the project meets training goals and is executable within DoD guidelines, the commander or Adjutant General, would assign a host unit to plan and support the mission, and identify all additional military units that may participate in the mission. The host unit would provide a deployment commander and the planning staff, including all the functions necessary to accomplish the mission. The planning staff, working with personnel from other involved civil agencies and with local or regional community leadership, develops detailed project plans, designs, materials lists, equipment and vehicle requirements, transportation, billeting, food service, supply and security requirements for the mission. If additional military resources, funding, personnel or equipment are required, the planning staff passes those extra requirements back to the commander or adjutant general for additional resourcing of units, equipment, etc. Otherwise, all other requirements are worked between the host unit planning staff, other civil agencies and the local/regional community. The planning staff becomes the operational staff of the deployment commander for execution of the mission. The planning staff must match functional areas to the requirements of the project, but for efficiency, the staff should be kept to the minimum size required to develop, coordinate and then execute the operation, in support of however many engineer/medical teams that will be working various projects. The planning staff must be a "joint"

staff, including not only other services if appropriate, but also civil agencies as full partners. As with any military operation, effective planning is a must for success.

Just as foreign civil-military action projects have been generally administered by the in theater, active component, domestic projects and operations should be led by the reserve components through existing state or local government agencies. Control by a civilian agency will insure that the public will view the project as community assistance and not unwarranted military incursion. The National Guard has both the state affiliation and the military organization available to host domestic civil-military projects, along with the most experience in the domestic military missions.

Problems and Concerns

Potential Problem Areas are the matching of military skills and capabilities with meaningful projects or operations that can be successfully accomplished in the time frames allowed. Also, insuring that projects or operations are done well. If the effort is questionable, it should not be undertaken, since failure is worse than doing nothing. Domestic engagement requires flexibility and creativity to successfully deliver the results or a completed project and host units should strive for maximum participation by both active and reserve component units. Military participants must avoid false expectations by promising something that cannot be delivered or doing something and not

following up to insure completion. Liability will always be a concern when more than one agency is involved on a project, but careful review by both military and agency legal staffs, plus clear lines of responsibility and authority should minimize confusion, while protecting participants from the unexpected. Critical to success is developing and maintaining understanding between the state or local government staff and the military for coordination of funding, forces, plans and approvals. Military liaisons to the civil-military advisory councils must understand the capabilities and specialties of each of the services. Army, Air Force, Marine and Navy engineer and medical units are similar in many respects, but they also are complementary in some skills and capabilities. With flexibility, inter-service support will greatly enhance the overall mission. Air Force services can support Army engineers; Army medical can support Navy Seabee units, etc. All military units within a reasonable geographic area should be considered when developing the civil-military mission project.

The civil agencies within the state should recognize their lack of military expertise in this area and the necessity to take the civil lead in effective application of civil-military operations, even if they operate within the military organization framework. Transportation of personnel and equipment becomes expensive at greater distances, but good training is worth the cost. Finally, all construction must be permanent and within the maintenance resources of the local area. Medical, dental and

veterinary follow on must be within the state or local area medical capabilities or the efforts must be repeated on a regular basis. Local construction and medical businesses, as well as labor unions, may be concerned about the program's impact on their livelihood or about the perceived cost advantage from using military labor. The advisory council must make special point to include these interests in their actions and include their abilities in the recommended projects. Emphasis must be on community wide action and community wide benefit, not special interests. There are also legal concerns about using active duty military personnel from Title 10 United States Code (USC), in a domestic engagement, civil-military role. Various sections of Title 10 USC provide requirements for authorization and specific limitations on the use of military equipment, participation by military personnel, collection of information on civilians, reimbursement and application of the counter-drug program.²³ In addition, Title 18 USC, Posse Comitatus, limits active duty military participation in law enforcement activities.²⁴

Military Leadership

Whenever change is on the horizon, leadership is that one element that consistently makes the difference in how change will affect any organization. The pressure from Congress and the public for domestic engagement, civil-military actions are no different. There are opportunities, just as there are problems, issues and limitations, but the military's attitude must be one

of helpful involvement, with communication and commitment fundamental to success in this evolving mission. As Joint Chiefs of Staff Publication 2 succinctly puts it, the primary mission of the military is to successfully fight wars, which must be the focus of operations, training and readiness; however, within the collateral functions of the military, there is room for "Certain other civil activities prescribed by law."²⁵ It is the responsibility of military leadership to determine how to best accomplish this mission without jeopardizing the basic capability to effectively accomplish the primary mission. Matching training requirements with projects that add value to the civilian communities means that both the communities and the military wins. Communicating training needs, capabilities and limitations to civil agencies will not be easy, since few organizations have any experience in dealing with the military, but mutual respect and understanding through military liaisons, can develop the relationships that allow success. Leaders must acknowledge the opportunities and set the goals for their organizations. Personnel must know not only what they are doing, but also why they are doing a civil-military project. Teamwork is critical, since civil agencies have the primary responsibility and the military is there to help. Finally, flexibility coupled with tenacity will get the job done right, bringing credit to a civil-military partnership that supports and serves the public.

Conclusion

Increased support for state and local governments through civil-military and nation building operations are responsive, efficient and effective applications of a selective peacetime engagement strategy. Domestic engagement is also a military mission that is consistent with the American ethic. If they are designed, implemented, and coordinated to avoid potential contradictions, civil-military actions can answer some pressing state and local problems and issues. They also develop experience and precedent for U.S. military personnel in successful methods of operational applications.²⁶ Domestic peacetime engagement, as a valid military mission in the U.S. national interest, is acceptable to the U.S. leadership and the public because it supports activities, under State and local government guidance. Civil-military cooperation is here to stay because it is proactive and cost effective for both the state, local governments and U.S. military forces as a training tool. It answers the requirement to do something, if applied with careful intent, and it is a powerful tool for the state governor's program, serving valid state and local interests. What is needed now is a new focus and development, by Department of Defense, of the domestic peacetime engagement doctrine, to acknowledge the broader aspects of U.S. military interests, that will answer both policy and guidance questions. Department of Defense also has the responsibility to produce the general guidance that will allow forces from each service to work jointly

and effectively in domestic engagement, letting each unit with special skills do those things they do best. Finally, DoD can provide reasonable guidelines for decentralized control to prevent the program from being lost in excess paperwork and a tedious coordination process. Safeguards are necessary, but decentralization of authority to the lowest possible level is critical to the success of this program and preventing it from becoming just another square to be filled. Another immediate need is to develop and incorporate a serious, effective inter-government agency coordination method, with approval and overall responsibility for these missions assigned to one federal department. Finally, all agencies should consider using liaison personnel to better understand organization, mission and methods of the cooperating partners. These actions are critical for making domestic engagement a successful and effective operation, while bringing the best military organization in modern history, closer to the American public they serve.

Endnotes:

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See sections: 371, Use of Collected Information on Civilians
372, Use of Military Equipment and Facilities
373, Training and Advising Civilian Law Enforcement
374, Maintenance and Operation of Military Equipment
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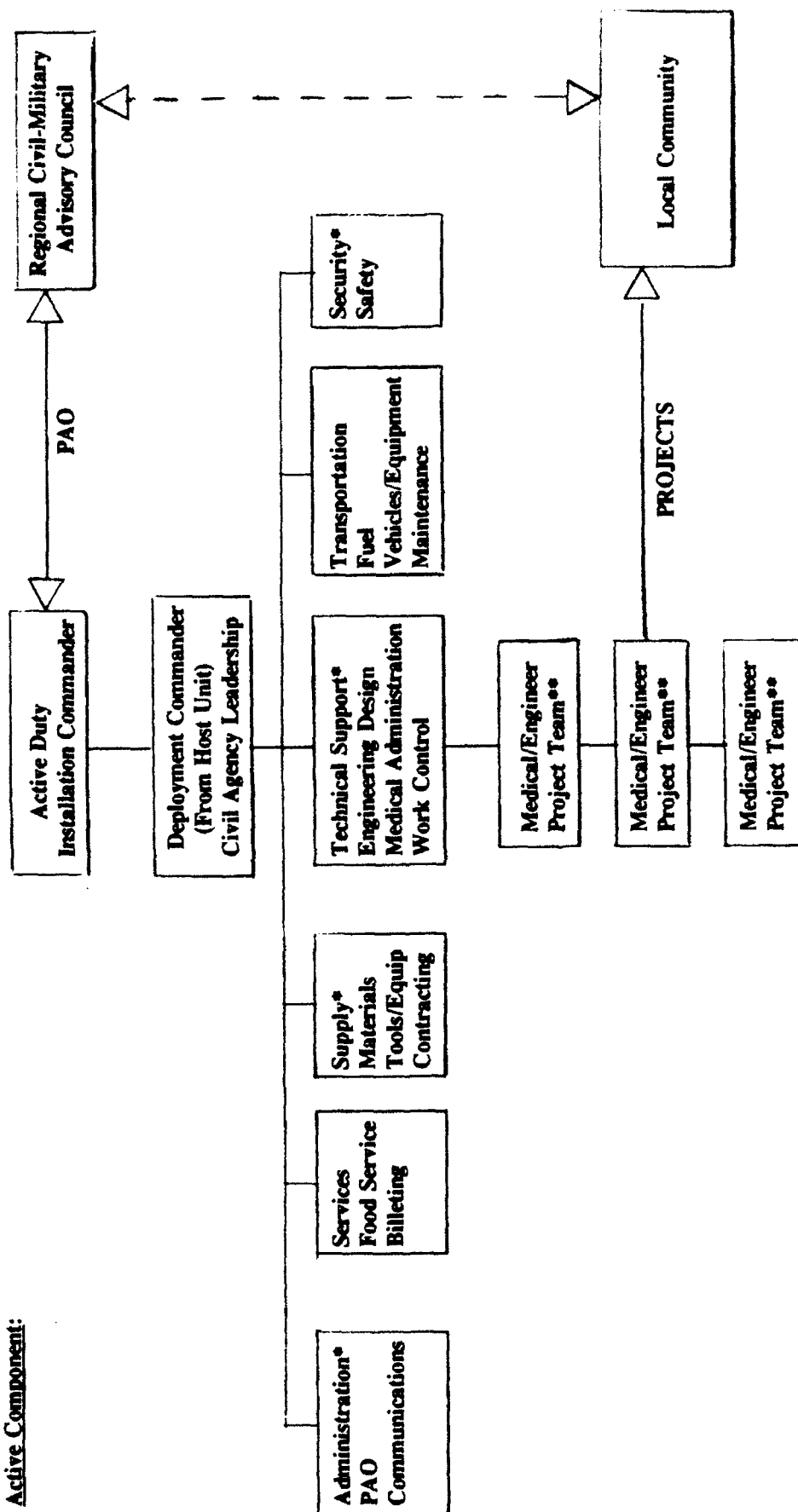
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PROPOSED COMMAND/AGENCY RELATIONSHIP

Active Component:



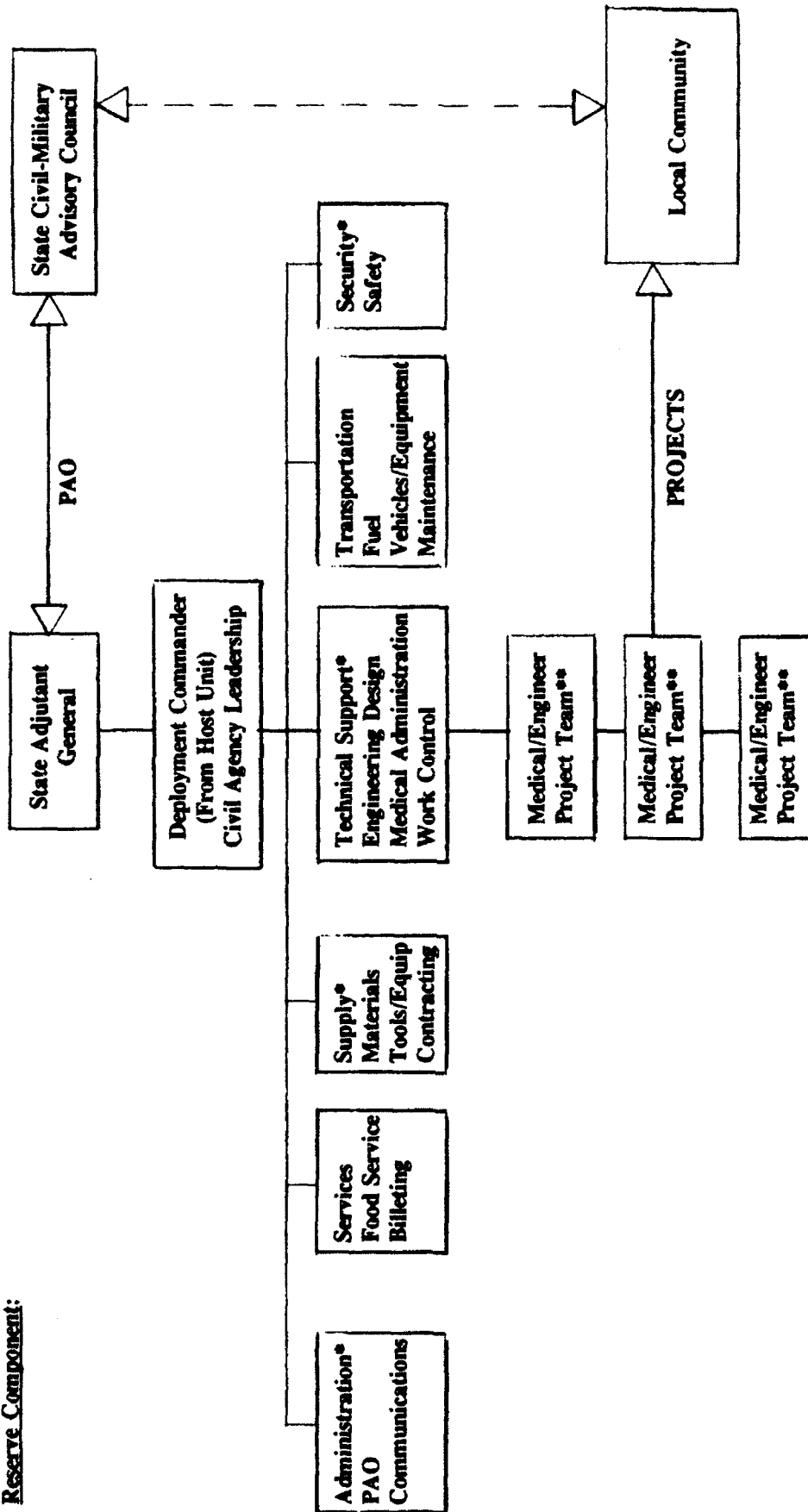
Plus any other staff functions required by the mission tasks

* Could include other civil agency personnel

** Number of project teams determined by the mission

PROPOSED COMMAND/AGENCY RELATIONSHIP

Reserve Component:



Plus any other staff functions required by the mission tasks

* Could include other civil agency personnel

** Number of project teams determined by the mission