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ASSISTANT SECRETARY OF DEFENSE
2600 DEFENSE PENTAGON
WASHINGTON, DC 20301-2600
ACTION MEMO

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OFFICE OF THE
SECRETARY OF DEFENSE



HOMELAND
DEFENSE

25 OCT 2004

2004 OCT 29 PM 2:02

FOR SECRETARY OF DEFENSE

DepSecDef 11/9/04

USD(P) [Signature]

I# 04/012316

ES-1147

FROM: Paul McHale, Assistant Secretary of Defense (Homeland Defense)

SUBJECT: Memorandum of Agreement (MOA) Between the Department of Defense and Department of Homeland Security for the Inclusion of the US Coast Guard in Support of Maritime Homeland Defense Missions

- The Maritime Homeland Defense (MHL D) mission requires the full integration of national maritime resources. The proposed MOA at TAB A establishes a formal working relationship between DoD and DHS and a joint command and control (C2) structure for the conduct of MHL D operations under the authority and control of DoD. Upon signature, the MOA will enable the expeditious transfer of Coast Guard forces to USNORTHCOM and USPACOM.
- Annex A provides for the transfer of USCG forces to USNORTHCOM through the Joint Force Maritime Component Commander (JFMCC NORTH). Annex B provides for the transfer of USCG forces to USPACOM through the Commander, Pacific Fleet.
- The MOA has been approved, but not yet signed, by the Secretary of Homeland Security. Additionally, it has been endorsed by the Secretary of the Navy; the Chief of Naval Operations; the commanders of Fleet Forces Command, USPACOM and USNORTHCOM; the Commandant, USCG; and the Director of the Joint Staff.

RECOMMENDATION: Approve the MOA at TAB A. The MOA will be sent to the Department of Homeland Security for Secretary Ridge's signature and returned to DoD for signature by SecDef.

COORDINATION: TAB B

SecDef Decision: Approved [Signature] Disapproved _____

Attachment:
As stated

NOV 11 2004

Prepared by: CAPT Soloduk, OASD(HD), 614-8485

TSA SD	11/1
SRMA SD	[Signature]
MA SD	[Signature]
EXEC SEC	11/1 11/9



OSD 17248-04

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MEMORANDUM OF AGREEMENT
BETWEEN
THE DEPARTMENT OF DEFENSE AND
THE DEPARTMENT HOMELAND SECURITY
FOR THE INCLUSION OF THE U.S. COAST GUARD IN SUPPORT OF
MARITIME HOMELAND DEFENSE

PURPOSE

1. To establish the Department of Defense (DoD) Joint Command and Control (C2) structure for Maritime Homeland Defense (MHL) operations that include U.S. Coast Guard forces, and to identify and document appropriate roles, missions and functions for the U.S. Coast Guard in support of MHL operations.

AUTHORITY

2. The 2002 Unified Command Plan established Commander, U.S. Northern Command (USNORTHCOM) and realigned other combatant commanders including Commander, U.S. Pacific Command (USPACOM). The FY 2003 Interim Forces For Unified Commands assigned the Flag Officer serving as Commander, U.S. Atlantic Fleet (CLF) to serve separately as Commander, U.S. Naval Forces North (COMUSNAVNORTH), the Navy Component Commander to USNORTHCOM. Secretary of Defense Operation Noble Eagle Execute Order (EXORD), 1115002 FEB 2003 directed the establishment of the Joint Force Maritime Component Command (JFMCCNORTH) to USNORTHCOM. It further directed the establishment of U.S. Navy Northern Fleet East (USNAVNORTHFLTEAST) and U.S. Navy Northern Fleet West (USNAVNORTHFLTWEST). In accordance with the Forces For Memorandum the Commander, U.S. Pacific Fleet (CPF) remains the designated Navy Component Commander to USPACOM.

3. The Coast Guard is at all times a military service and a branch of the armed forces of the United States (14 USC 1 and 10 USC 101). It is required to maintain a state of readiness to function as a specialized service in the Navy in time of war (14 USC 2). It is also specifically authorized to work closely, and cooperatively with the Navy during peacetime (14



USC 145), and assist the DoD in performance of any activity for which the Coast Guard is especially qualified (14USC 141).

BACKGROUND

4. The conclusion of the Cold War and the recent terrorist attacks directed against the U.S. mainland have led to certain restructuring of the Federal Government to address the full range of current and future threats most effectively. The protection of U.S. territory, sovereignty, domestic population and critical infrastructure is of paramount concern to the U.S. Government.

5. The Department of Homeland Security (DHS) was established by the Homeland Security Act of 2002 (P.L. 107-296) to coordinate the capabilities of numerous Federal agencies to protect the United States from terrorist attacks, reduce America's vulnerability to terrorism and other threats, and minimize damage and recover from attacks that occur. Following the events of September 11, 2001, the U.S. Coast Guard was designated as the Lead Federal Agency (LFA) for Maritime Homeland Security (**MHLS**). Since March 1, 2003, the Coast Guard has operated within the Department of Homeland Security in support of the National Security Strategy, while maintaining its identity as an armed force.

6. Maritime Homeland Defense missions require flexibility, time-critical response, and immediate access to a broad spectrum of capabilities and associated forces to ensure mission success. This agreement establishes a standing DoD/DHS working relationship and operational C2 construct for conducting MHL D missions under the authority and command of DoD.

ACTION

7. The Secretary of Defense and the Secretary of Homeland Security agree to the following:

- a. The Chief of Naval Operations and the Commandant of the Coast Guard will jointly review service capabilities to identify and document appropriate CG roles in support of Maritime Homeland Defense (**MHL D**).
- b. Coast Guard MHL D roles, missions and functions shall be documented and updated as necessary in the annexes of this MOA. The annexes shall be individually approved and signed by the Chief of Naval Operations and the Commandant of the Coast Guard. The Commandant of the Coast Guard shall keep the Secretary of Homeland Security apprised of the contents of the annexes to this

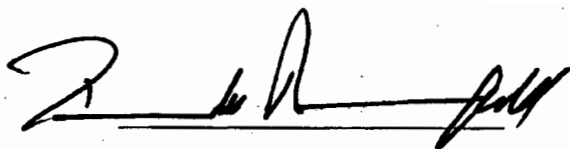


MOA. Likewise, the Chief of Naval Operations will keep the Secretary of the Navy apprised, who in turn will apprise the Secretary of Defense

- C. This MOA constitutes inter-departmental recognition that the Coast Guard, as a military service with prescribed capabilities, has an essential role to play in the overall maritime defense of the United States and shall therefore be included in the Maritime Homeland Defense C2 structure; it does not, however, impose programming or budgeting obligations on either Department.
- d. In the event of an MHL D mission, as ordered, expeditious transfer of forces will be essential. This MOA recognizes the establishment of C2 structures that will meet the need of the Joint Force Commanders while maintaining the tactical and operational integrity of the Departmental organizations. Assignment of Coast Guard forces for MHL D missions under these C2 structures shall be executed in accordance with this MOA. Authority to transfer and control those U.S. Coast Guard forces required for execution of specified MHL D missions is effective upon declaration of an MHL D mission.

EFFECTIVE DATE

8. This agreement is effective upon signature. It may be amended by mutual written agreement between the Secretary of Defense and the Secretary of Homeland Security. It terminates upon notification by any signatory of the intent to cease all obligations pursuant to this MOA. The annexes to this MOA may be amended and revised by mutual written agreement between the Chief of Naval Operations and the Commandant of the Coast Guard.



SECRETARY OF DEFENSE

SECRETARY OF HOMELAND SECURITY

NOV 11 2004





MEMORANDUM OF AGREEMENT
BETWEEN
THE DEPARTMENT OF DEFENSE AND
THE DEPARTMENT OF HOMELAND SECURITY
FOR THE INCLUSION OF THE U.S. COAST GUARD IN SUPPORT OF
MARITIME HOMELAND DEFENSE

PURPOSE

1. To establish the Department of Defense (DoD) Joint Command and Control (C2) structure for Maritime Homeland Defense (MHL) operations that include U.S. Coast Guard forces, and to identify and document appropriate roles, missions and functions for the U.S. Coast Guard in support of MHL operations.

AUTHORITY

2. The 2002 Unified Command Plan established Commander, U.S. Northern Command (USNORTHCOM) and realigned other combatant commanders including Commander, U.S. Pacific Command (USPACOM). The Fiscal Year (FY) 2003 Interim Forces For Unified Commands assigned the Flag Officer serving as Commander, U.S. Atlantic Fleet (CLF) to serve separately as Commander, U.S. Naval Forces North (COMUSNAVNORTH), the Navy Component Commander to USNORTHCOM. Secretary of Defense Operation Noble Eagle Execute Order (EXORD), 1115002 FEB 2003 directed the establishment of the Joint Force Maritime Component Command (JFMCC NORTH) to USNORTHCOM. It further directed the establishment of U.S. Navy Northern Fleet East (USNAVNORTHFLTEAST) and U.S. Navy Northern Fleet West (USNAVNORTHFLTWEST). In accordance with the Forces For Memorandum the Commander, U.S. Pacific Fleet (CPF) remains the designated Navy Component Commander to USPACOM.

3. The Coast Guard is at all times a military service and a branch of the armed forces of the United States (14 USC 1 and 10 USC 101). It is required to maintain a state of readiness to function as a specialized service in the Navy in time of war (14 USC 2). It is also specifically authorized to work closely, and cooperatively with the Navy during peacetime (14



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USC 145), and assist the DoD in performance of any activity for which the Coast Guard is especially qualified (14 USC 141).

BACKGROUND

4. The conclusion of the Cold War and the recent terrorist attacks directed against the U.S. mainland have led to certain restructuring of the Federal Government to address the full range of current and future threats most effectively. The protection of U.S. territory, sovereignty, domestic population and critical infrastructure is of paramount concern to the U.S. Government.

5. The Department of Homeland Security (DHS) was established by the Homeland Security Act of 2002 (P.L. 107-296) to coordinate the capabilities of numerous Federal agencies to protect the United States from terrorist attacks, reduce America's vulnerability to terrorism and other threats, and minimize damage and recover from attacks that occur. Following the events of September 11, 2001, the U.S. Coast Guard was designated as the Lead Federal Agency (LFA) for Maritime Homeland Security (MHLA). Since March 1, 2003, the Coast Guard has operated within the Department of Homeland Security in support of the National Security Strategy, while maintaining its identity as an armed force.

6. Maritime Homeland Defense missions required flexibility, time-critical response, and immediate access to a broad spectrum of capabilities and associated forces to ensure mission success. This agreement establishes a standing DoD/DHS working relationship and operational C2 construct for conducting MHLA missions under the authority and command of DoD.

ACTION

7. The Secretary of Defense and the Secretary of Homeland Security agree to the following:

- a. The Chief of Naval Operations and the Commandant of the Coast Guard will jointly review service capabilities to identify and document appropriate Coast Guard roles in support of Maritime Homeland Defense (MHLA).
- b. Coast Guard MHLA roles, missions and functions shall be documented and updated as necessary in the annexes of this Memorandum of Agreement (MOA). The annexes shall be individually approved and signed by the Chief of



Naval Operations and the Commandant of the Coast Guard. The Commandant of the Coast Guard shall keep the Secretary of Homeland Security apprised of the contents of the annexes to this MOA. Likewise, the Chief of Naval Operations will keep the Secretary of the Navy apprised, who in turn will apprise the Secretary of Defense.

- c. This MOA constitutes inter-departmental recognition that the Coast Guard, as a military service with prescribed capabilities, has an essential role to play in the overall maritime defense of the United States and shall therefore be included in the Maritime Homeland Defense C2 structure; it does not, however, impose programming or budgeting obligations on either Department.
- d. In the event of an MHL D mission, as ordered, expeditious transfer of forces will be essential. This MOA recognizes the establishment of C2 structures that will meet the need of the Joint Force Commanders while maintaining the tactical and operational integrity of the Departmental organizations. Assignment of Coast Guard forces for MHL D missions under these C2 structures shall be executed in accordance with this MOA. Authority to transfer and control those U.S. Coast Guard forces required for execution of specified MHL D missions is effective upon declaration of an MHL D mission.

EFFECTIVE DATE

8. This agreement is effective upon signature. It may be amended by mutual written agreement between the Secretary of Defense and the Secretary of Homeland Security. It terminates upon notification by any signatory of the intent to cease all obligations pursuant to this MOA. The annexes to this MOA may be amended and revised by mutual written agreement between the Chief of Naval Operations and the Commandant of the Coast Guard.



SECRETARY OF DEFENSE

SECRETARY OF HOMELAND SECURITY



NOV 11 2004



ANNEX A TO MEMORANDUM OF AGREEMENT BETWEEN
THE DEPARTMENT OF DEFENSE AND THE DEPARTMENT OF HOMELAND
SECURITY FOR THE INCLUSION OF THE U.S. COAST GUARD IN
SUPPORT OF MARITIME HOMELAND DEFENSE

MARITIME HOMELAND DEFENSE COMMAND AND CONTROL STRUCTURE FOR
THE USNORTHCOM AOR

DISCUSSION

USNORTHCOM's Maritime Homeland Defense (MHL) Command and Control (C2) structure must include U.S. Coast Guard capabilities. This will ensure USNORTHCOM, through the Joint Force Maritime Component Commander (JFMCC NORTH), is able to effectively bring all available resources to bear in conducting operations to deter, detect and defeat threats and aggression against the U.S., its territories, and interests within its assigned Area of Responsibility (AOR).

ACTIONS

The U.S. Navy and U.S. Coast Guard agree to the following:

- a. The C2 structure depicted in Figure 1 of this annex, establishes USNORTHCOM, JFMCC NORTH, Navy and Coast Guard command relationships to support execution of MHL missions in the USNORTHCOM AOR. This C2 structure allows USNORTHCOM, through JFMCC NORTH, rapidly to employ the appropriate force structure needed to respond to specific MHL threats.
- b. The flag officer serving as Commander, Coast Guard Atlantic Area shall serve separately as Commander, Coast Guard Defense Force East (CGDEFOR EAST). Additionally, Commander, Coast Guard Pacific Area shall serve separately as Commander, Coast Guard Defense Force West (CGDEFOR West). Both CGDEFOR East

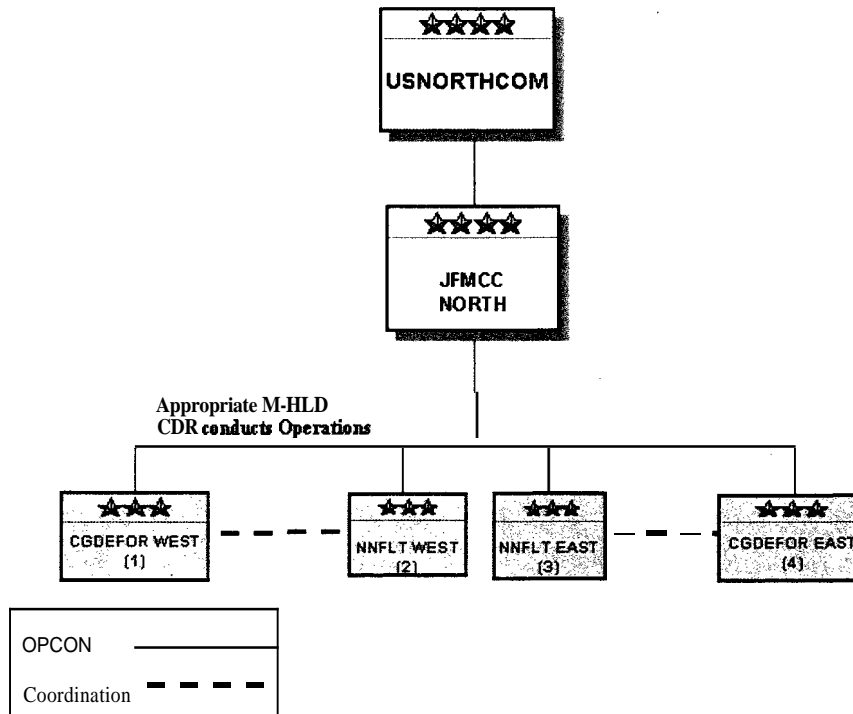


and CGDEFOR West shall report to JFMCC NORTH, establishing the C2 connectivity for assigned Coast Guard units for operational tasking.

- c. Commanders, CGDEFOR East/West shall continuously exist as entities within the DoD chain of command, under JFMCC NORTH, but will have no allotted forces until assigned. Upon declaration of an MHL D mission, Coast Guard Area Commanders shall assign appropriate Coast Guard forces to the combatant commander.
- d. To prepare for MHL D missions, CGDEFOR East and West shall work in conjunction with JFMCC NORTH and their respective NAVNORTHFLT (NNFLT) EAST/WEST Commanders for planning, training and exercises. To ensure optimal employment of forces from both the Navy and the Coast Guard, it is desirable that JFMCC NORTH and associated MHL D staffs be comprised of members from both the Navy and the Coast Guard to conduct advanced planning and execution of MHL D missions.
- e. Coast Guard Area Commanders, when acting as CGDEFOR East and West, will maintain their normal relationship with the Commandant, U.S. Coast Guard, for service support and the performance of statutory functions.
- f. All pertinent Joint Doctrine, Joint Operational Plans, service instructions, memberships in HLD/HLS-related organizations and other applicable documents related to the planning, training and execution of MHL D operations will be appropriately updated to reflect implementation of this MHL D C2 structure.



USNORTHCOM USN/USCG MHL D C2 STRUCTURE



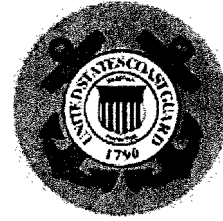
1. Flag Officer serving as Commander, U.S. Coast Guard Pacific Area serves separately to JFMCC NORTH as CGDEFOR West to exercise C2 of assigned forces.
2. Flag Officer serving as Commander, U.S. Third Fleet serves separately to JFMCC NORTH as NNFLT West to exercise C2 of assigned forces.
3. Flag Officer serving as Commander, U.S. Second Fleet serves separately to JFMCC NORTH as NNFLT East to exercise C2 of assigned forces.
4. Flag Officer serving as Commander, U.S. Coast Guard Atlantic Area serves separately to JFMCC NORTH as CGDEFOR East to exercise C2 of assigned forces.

Figure 1

Chief of Naval Operations

Commandant of the Coast Guard





ANNEX B TO MEMORANDUM OF AGREEMENT BETWEEN
THE DEPARTMENT OF DEFENSE AND THE DEPARTMENT OF HOMELAND
SECURITY FOR THE INCLUSION OF THE U.S. COAST GUARD IN
SUPPORT OF MARITIME HOMELAND DEFENSE

MARITIME HOMELAND DEFENSE COMMAND AND CONTROL STRUCTURE FOR
THE USPACOM AOR

DISCUSSION

USPACOM's Maritime Homeland Defense (MHL) Command and Control (C2) structure must include U.S. Coast Guard capabilities. This will ensure USPACOM, through the Commander, Pacific Fleet (COMPACFLT), is able to bring all available resources to bear effectively in conducting operations to deter, detect and defeat threats and aggression against the U.S., its territories, and possessions within its assigned Area of Responsibility (AOR).

ACTIONS

The U.S. Navy and U.S. Coast Guard agree to the following:

- a. The C2 structure depicted in Figure 1 of this Annex, establishes USPACOM, COMPACFLT, Navy and Coast Guard command relationships to support execution of MHL missions in the USPACOM AOR. This C2 structure allows USPACOM, through COMPACFLT, rapidly to employ the appropriate force structure needed to respond to specific MHL threats.
- b. The flag officer serving as Commander, Coast Guard Pacific Area shall serve separately as Commander, Coast Guard Defense Force West (CGDEFOR WEST). CGDEFOR West shall report to JFMCC NORTH for missions within the NORTHCOM AOR and separately to COMPACFLT for missions within PACOM's AOR, establishing

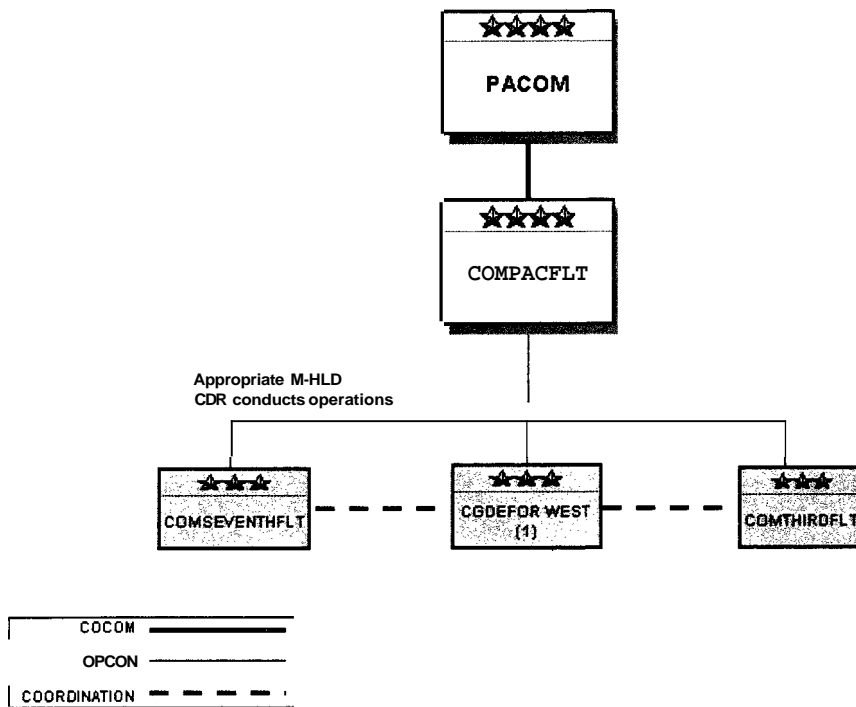


requisite C2 connectivity for assigned Coast Guard units for operational tasking.

- c. Commander, CGDEFOR West shall continuously exist as an entity within the DoD chain of command, under USNORTHCOM and USPACOM, but will have no allotted forces until assigned. Upon declaration of an MHL D mission, Commander, Coast Guard Pacific Area shall assign appropriate Coast Guard forces to the designated combatant commander.
- d. To prepare for MHL D missions, CGDEFOR West shall work in conjunction with COMPACFLT and Commanders, Third Fleet and Seventh Fleet for planning, training and exercises. To ensure optimal employment of forces from both the Navy and the Coast Guard, it is desirable that COMPACFLT and associated MHL D staffs be comprised of members from both the Navy and the Coast Guard to conduct advanced planning and execution of MHL D missions.
- e. Commander, Coast Guard Pacific Area, when acting as CGDEFOR West, will maintain the normal relationship with the Commandant, U.S. Coast Guard for service support and the performance of statutory functions.
- f. All pertinent Joint Doctrine, Joint Operational Plans, service instructions, memberships in HLD/HLS-related organizations and other applicable documents related to the planning, training and execution of MHL D operations will be appropriately updated to reflect implementation of this MHL D C2 structure.



USPACOM USN/USCG M-HLD C2 STRUCTURE



1. Flag Officer serving as Commander, **U.S.** Coast Guard Pacific Area serves separately to COMPACFLT as CGDEFOR West to exercise C2 of assigned forces.

Figure 1

Chief of Naval Operations

Commandant of the Coast Guard

