



COMDTINST M3010.14
27 MAY 1986

COMMANDANT INSTRUCTION M3010.14

Subj: Civil Disturbances Support Plan, Coast Guard (COGARD GARDEN PLOT)

Ref: (a) COMDTINST M3010.4 (series), Civil Disturbances Plan (GARDEN PLOT),
Department of the Army (NOTAL)

1. PURPOSE. This manual instruction provides policy and guidance for the preparation and execution of plans to support the Army in executing its Civil Disturbance Plan (GARDEN PLOT) (reference (a)).
2. DIRECTIVES AFFECTED. CG-368-1, Coast Guard Civil Disturbances Preparedness Plan (COGARD-CDPP), is canceled.
3. DISCUSSION.
 - a. The department of the Army Civil Disturbance Plan (DA GARDEN PLOT), promulgated in reference (a), is the governing publication for planning, deployment, employment, and redeployment of federal military resources involved in countering domestic civil disturbances. Coast Guard units may be placed within a Department of Defense (DOD) task force under operational control of the designated task force commander in GARDEN PLOT operations.
 - b. The secretary of the Army is the Executive Agent for DOD in matters pertaining to civil disturbances. The U. S. Army Director of Military Support (DOMS) is the action agent and the DOD point of contact in all such matters.
 - c. The Coast Guard, as well as the other Services, is required to maintain support plans to reference (a). GARDEN PLOT is the name applicable to such service plans. This manual will constitute the Coast Guard support plan to reference (a). Standard Operating Procedures (SOPs) of operational commanders should reflect guidance herein. Military assistance to civil authorities is a peacetime matter, not to be confused with military support of civil defense (MSCD), which is a wartime function.
 - d. GARDEN PLOT operations for the Coast Guard can essentially fall into 3 categories:

3. d. (1) Inclusion of Coast Guard units in a DOD task force specifically organized to counter civil disturbances;
 - (2) Protection of Coast Guard property from illegal incursions and damage during civil disorder; and
 - (3) Fulfillment of statutory responsibilities in the maritime environs during civil disorder, during which time DOD forces may become involved. For the Coast Guard this last is not truly a GARDEN PLOT operation, but may potentially coincide with DOD GARDEN PLOT operations. An example is Coast Guard security duties during SSBN launchings. Here civil disturbances and damage to government property are prevented rather than combatted. However, the prospects of a worst case situation involving DOD services can easily be envisioned, whereby the Coast Guard will at least cooperate with DOD services conducting GARDEN PLOT Operations.
 - e. DOD task force operations to quell civil disturbances off military property can be initiated only by Presidential order. Cases of such initiation in the past occurred during the urban political and racial unrest in the Vietnam era when federal troops were deployed on a number of occasions. GARDEN PLOT operations may include terrorist incidents, though the FBI, not the Army, will then be the lead agent.
 - f. The Coast Guard's role in civil disturbances outside regular statutory responsibilities is defined and limited by Memorandum of Understanding (MOU) between the U. S. Army and the U. S. Coast Guard (see enclosure)
 - (1) THE Coast Guard is to provide transportation on a not-to-interfere basis with regular statutory duties.
 - g. In the event of civil unrest upon the high seas and waters subject to the jurisdiction of the United States, where in the Coast Guard has standing statutory responsibility, Coast Guard units will in all likelihood be legitimately involved in law enforcement operations well before any Presidential invocation of civil disturbance plans. The Coast Guard character for law enforcement and cooperation with civil authorities is much broader than that of DOD services. DOD services are subject to law enforcement restrictions that are not applicable to the Coast Guard. For policy reasons (i.e., to ensure unity of command and control), there may be instances when these restrictions are imposed upon Coast Guard personnel under a DOD task force commander's operational control.
 - h. Cooperation with other services in GARDEN PLOT operations is paramount and requires particular understanding of task force constitution and chains of command. Civil disturbance planning cannot be deliberate in that force mix and locales are obviously indeterminate. Guidance herein will provide a basis for Coast Guard participation and related area and district supplemental instructions or other directives. Actual Coast Guard participation will in all likelihood be the logical extension of traditional law enforcement functions.
4. ACTION. This is effective for planning, assigning, training, equipping, and employing authorized civil disturbance control forces. Direct liaison is

4. (cont'd) authorized, where indicated, between the appropriate Coast Guard commanders and equivalent commanders of other military services, DOD agencies, and civil law enforcement and planning authorities. All messages and correspondence pertaining to civil disturbances plans and operations covered by this instruction will be identified by including the code word "GARDEN PLOT." Coast Guard area and district commanders are responsible for developing procedures for the employment of Coast Guard forces in support of reference (a). The Coast Guard will support the U. S. Army in accordance with the Memorandum of Understanding Concerning Civil Distbance between the Department of the Army and the U. S. Coast Guard (enclosure (1)).

a. The Commandant will:

- (1) Maintain liaison with Department of the Army, Director of Military Support (DOMS) and Commander, U. S. Army Forces Command (FORSCOM). Commandant (G-REP) will be the point of contact for planning and the headquarters coordinator for GARDEN PLOT operations. Executions duties will be effected by Commandant (G-O) and (G-W) staffs with (G-REP) in a advisory capacity.
- (2) Maintain liaison with U. S. Readiness Command through assigned Coast Guard liaison officer.
- (3) Act on requests for Group I resources (military ordnance and munitions) forward by area commanders and commanding officers, headquarters units. (See Chapter 2, paragraph E). Commandant (G-TGC) and (G-REP) will take appropriate actions in notifying cognizant Headquarters Staff components.
- (4) Increases as necessary distribution of reference (a) within the Coast Guard and of this document externally.

b. Area commanders shall:

- (1) Establish and maintain liaison with the commanding generals of the applicable numbered continental U. S. Armies, and the Navy components of appropriate unifies commands.
- (2) Provide available resources as required to assist DOD elements in GARDEN PLOT operations. Upon Presidential direction and establishment of a DOD task force, determine the chain of command for Coast Guard forces within the DOD civil disturbance task force.
- (3) Forward requests for Group I resources to Commandant (G-TGC) and (G-REP), who will take appropriate action in notifying cognizant Headquarters Staff wcomponents.
- (b) Act on requests for Group II resources (secondary military supplies such as riot control chemicals and concertina wire) and Group III resources (protective shields, ambulances, fire-fighting equipment, etc.) received from units under his operational control. (See Chapter 2, paragraph E).
- (5) Publish command guidance on civil disturbances in the form of a supplemental instruction in accordance with guidance provided herein. This supplement instruction may be an annex SOP.

4. c. District commanders shall:

- (1) Establish and maintain liaison with numbered continental U. S. Armies, Army commands within district boundaries, state area commands (STARCs) and designated task force commanders, assigned objective areas within the district.
- (2) Forwarded requests for Group I resources to Commandant (G-TGC) and (G-REP) who will notify cognizant headquarters staff components.
- (3) Act on requests for Group II and III resources received from units under his operational control.
- (4) Coordinate with the appropriate army command, plans and procedures for reinforcement of district units and headquarters units within the district.
- (5) Plan for the augmentation of active duty with reserve forces where applicable. Ensure proper training in security and law enforcement for reserve personnel who are assigned for duty connected with civil disturbance situations.
- (6) Ensure that Coast Guard personnel assigned to civil disturbance operations are thoroughly trained for all missions they may be required to perform.
- (7) Publish command guidance on civil disturbances in the form of a supplemental instruction in accordance with guidance provided herein. This supplemental instruction may be an annex in district SOP.

d. Commanding officers, headquarters units shall:

- (1) Train, organize, and equip assigned personnel to protect Coast Guard facilities.
- (2) Maintain liaison with local civil authorities for external protection Coast Guard property.
- (3) Coordinate, through the applicable district commander, plans and procedures for requesting U. S. Army reinforcements should they become necessary.
- (4) Forward requests for Group I resources to Commandant (G-TGC) and (G-REP), with information copy to geographical district commander. Commandant (G-TGC) and (G-REP) will notify cognizant staff components.

e. Commanding officers, field unit shall:

- (1) Train, organize, and equip assigned personnel to protect Coast Guard facilities.
- (2) Carry out dictates of the district commander concerning civil disturbance mission planning and operations.

5. Reports.

- a. Situation Reports. District commanders and commanding officers of headquarters units shall submit situation reports (SITREPS) in accordance with COMDTINST 16125.1 (series) and Chapter II of this Support Plan
- b. After Action Reports. Area commanders, district commanders via area commanders and commanding officers, headquarters units shall submit After Action Reports upon conclusion of civil disturbance operations. Guidance is provided in Chapter II of this support plan.

/s/ A. D. BREED

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- A. General. The Secretary of the Army as the DOD Executive Agent, will, in the event of a civil disturbance within CONUS, exercise through the Chief of Staff, U.S. Army, the direction of those forces committed to him by the military services. In the event of civil disturbances in U. S. territories and possessions and the Commonwealth of Puerto Rico outside CONUS, the DOD Executive Agent exercises the direction of those forces assigned or committed to the commanders of unified or specified commands.
- B. Specific Relationships.
1. Planning. For planning purposes Coast Guard commanders and equivalent commanders of other military services, DOD agencies and civil law enforcement planning authorities are authorized direct liaison. Area and district SOPS and other directives and individual unit organization and bills shall reflect GARDEN PLOT requirements as per reference (a).
 2. Deployment/Redeployment of forces. DOD military forces are placed under the operational control of Commander in Chief, U. S. Readiness Command (USCINCREC) in CONUS or the unified commander outside CONUS for deployment to and redeployment from civil disturbance objective areas. Coast Guard forces will normally remain under the operational control of their regularly assigned commander for the deployment/redeployment phases of civil disturbance operations. However, Area commanders may, where it is desirable, plan for Coast Guard forces to be placed under the operational control of USCINCREC or a unified commander as appropriate, during these two phases of civil disturbance operations.
 3. Employment of Forces. Coast Guard forces will be placed under the operational control of the task force commander or designated commander during the employment in GARDEN PLOT civil disturbance operations. Area and district commanders' SOPs will include change of operational control instructions for assigned units which could be placed in the DOD tasks force.

A. General.

This chapter provides guidance to major subordinate commanders concerning employment of Coast Guard resources in support of civil disturbance operations. SOP annexes, plans, directives and bills shall be prepared as indicated.

B. Planning Responsibilities.

1. Area and district commanders shall prepare Civil Disturbance Preparedness Plans, SOP annexes and other instructions as necessary, for their areas of responsibility. Plans will be consistent with and based on reference (a). Copies of area and district civil disturbance support plans shall be forwarded to Commandant (G-REP-1) for review and retention.
2. Individual Coast Guard units shall prepare the directives and bills necessary to support assigned civil disturbance plans.

C. Coordinated Army - Coast Guard Planning. The Coast Guard-Army Memorandum of Understanding (enclosure (1)) permits mutual operational and logistical support of forces engaged in civil disturbance operations. This support may be requested by either service from the other, depending upon the particular situation. Therefore, prior to commitment of forces, it is necessary to coordinate civil disturbance planning between the two services. Commandant (G-REP) will coordinate all civil disturbance planning for the Coast Guard. The objectives of coordinated Coast Guard-Army civil disturbance planning are to:

1. Establish procedures for shifting operational control of civil disturbance forces during deployment, employment and re-deployment phases of civil disturbance operations.
2. Establish procedures for exchanging and employing specialized equipment, munitions, and technical personnel when required.
3. Establish communications particulars (frequencies, call signs, and procedures) applicable in the various civil disturbance situations anticipated.
4. Establish reporting requirements.
5. Establish specialized training requirements and training assistance when applicable.
6. Establish procedures for requesting Army assistance in situations (protection of federal property) where a civil disturbance objective area has not been established.
7. Apprise Army commanders of those Coast Guard units available to support civil disturbance operations, while at the same time emphasizing the Coast Guard does not maintain civil disturbance ground forces except for the protection of Coast Guard installations.
8. Specifically outline the responsibilities for each service for the civil disturbance operations contemplated.

2.C.9. Resolve such other matters as may arise prior to commitment of forces in actual civil disturbance operations.

D. Coast Guard Input to Army Civil Disturbance Plans.

1. The Coast Guard's input to most Army civil disturbance plans will consist of information about civil disturbance capabilities of Coast Guard forces. This input is provided by area and district Commanders to Army commands within geographic boundaries of their area or district.
2. When specific Coast Guard units have been tasked to support Army civil disturbance forces, support plans are required. Area commanders, after coordination with numbered armies, shall direct the appropriate district commander to prepare the required support plan in direct coordination with the unified command service component, CONUS army, or task force being supported.

E. Classification of Military Resources. Military resources are classified into three groups:

1. Group ONE. Personnel, arms, ammunition, boats and aircraft. Requests for Group I resources should be forwarded to Commandant (G-TGC) and (G-REP) who will coordinate with appropriate staff components.
2. Group TWO. Riot control agents, concertina wire, and other such equipment to be employed in control of civil disturbances not included in Group ONE.
3. Group THREE. Firefighting resources (to include operating personnel); equipment of a protective nature (such as masks, helmets, body armor vests); other equipment not included in Groups ONE or TWO (such as clothing, communications equipments, searchlight); and the use of Coast Guard facilities.
4. These resources will be pre-identified and those quantities essential to a command or units mission shall be reserved to prevent inadvertent release to civil authorities except as authorized below.

A. General.

1. When federal forces are employed in an objective area, an active general/flag officer will be designated the task force commander. He will be delegated control of all attached military forces committed to the operation. See figure 3-1.
2. The Coast Guard does not maintain ground forces for employment in civil disturbance operations except for protection of Coast Guard property, personnel and functions. However, the Coast Guard has agreed to furnish and operate such waterborne and airborne resources as are available to support federal forces committed to civil disturbance operations.

B. Protection of Federal Property and Functions.

1. The right of the United States to use federal forces to protect federal property and functions is an accepted principle of our government. However, this use of federal forces is warranted only when the need for protection of Federal property or functions clearly exists and State or local authorities cannot or will not give adequate protection.
2. The protection of any property is an inherent right and responsibility of ownership. Coast Guard personnel may be deployed beyond the limits of Coast Guard property only for the purpose of protecting that property during civil disturbances. Additionally, Coast Guard personnel may be deployed beyond federal property limits when:
 - a. Federal intervention has been directed by the President. Then Coast Guard forces may support the U.S. Coast Guard Memorandum Agreement and supporting civil disturbance plans.
 - b. Conducting port security, law enforcement, or other operations.
 - c. In the opinion of the on scene commander, immediate action will avoid a major calamity, loss of life, or similar grievous conditions. Such action is permissible whether federal property is involved or not.

C. Protection of Coast Guard Property.

1. Coast Guard Leased Property.
 - a. Coast Guard activities occupying leased space under the control of GSA will be guided by and support GSA plans, policies, and procedures.
 - b. Protection of private premises within which the Coast Guard occupies space is the responsibility of the owner and local civil authorities.
 - c. Under all circumstances, where the Coast Guard occupies leased property, whether in Federal buildings (GSA buildings) or private buildings, it has a responsibility to protect Coast Guard personnel, materials and functions including special equipment and classified material. The responsibilities

3.C.1. c. (cont'd) of both the Coast Guard and the building owner/manager shall be delineated in the lease contract, separate security agreement or similar type document.

2. Coast Guard Property.

a. U.S. Coast Guard Regulations state: "The Commanding Officer shall ensure that an organized force is always present at the ship or station. Consistent with the operational status, mission, and location of the unit this force shall be sufficient to effectively respond to an emergency and be capable of ensuring security of the unit." Thus, installation security is a function of command. However, protection of an installation during a civil disturbance is quite different from the normal day to day security function. Among the many variables are size and topography of the area to be defended, size and make-up of the dissident elements, physical condition of installed restraining equipment (fences, gates, etc), importance of continuing the particular unit's mission, and, of greatest concern, the number of trained and equipped personnel available to perform anti-civil disturbance functions.

b. The responsibility for unit security rests with the unit's commanding officer. The commanding officer shall fulfill responsibilities in accordance with the policies and procedures set forth in this plan.

c. Policy.

(1) Commanding officers of Coast Guard installations have the authority to control who may enter their installation and what conduct and activities may take place thereon. To protect the installation and the mission thereof, the commanding officer may take such actions as are reasonably necessary and lawful in accordance with applicable regulations.

(2) Commanding officers shall establish procedures for obtaining assistance from local and state authorities for controlling and dispersing persons engaged in civil disturbances outside Coast Guard installations, when such disturbances are directed against the installation, or may cause damage to Coast Guard property or interfere with normal coast Guard operations. The use of Coast Guard personnel outside Coast Guard property for this purpose is not authorized without prior approval of the Commandant.

(3) Local law enforcement authorities do not have jurisdiction on Coast Guard property unless there is concurrent and not exclusively federal jurisdiction. Plans to protect the installation should be based on the premise that physical security efforts by civil authorities will take place outside, rather than inside, the installation. However, when local civil authorities reveal willingness to exercise legal authority on Coast Guard property where they have concurrent jurisdiction, it will normally be preferable for them to do so. In such case, installation civil disturbance planning shall take into account the amount of onstation assistance pledged by civil authorities.

- 3.C.2.c. (3) (cont'd) Whether inside or outside a Coast Guard installation, Coast Guard commissioned, warrant, and petty officers may make an arrest without a warrant for any offense against the United States committed in the officer's presence or for a felony, cognizable under the laws of the United States committed outside the officer's presence if the officer has reasonable grounds to believe that the person to be arrested has committed or is committing a felony.
- (4) Force or other coercive means will not be used to prevent unauthorized entry to Coast Guard property except as a last resort and after all other efforts, including assistance from local, state or other Federal law enforcement authorities, have been unsuccessful. Any force used protecting Coast Guard property must be in accordance with the Commandant's use of force and weapons policy.
- (5) Persons committing unlawful acts on Coast Guard property may be arrested and detained for a reasonable time. Civilians must then be turned over to civil authorities for trial or other legal proceedings. Military personnel may be held for proceedings in accordance with the UCMJ.

d. Special Cases. This document cannot - nor can any other - cover every difficulty. There is no intention in this document to attempt to provide a written method for meeting every situation. Within the spirit of guidance provided herein, commanders will be required to fulfill their missions as best they can.

- (1) Small units.
- (a) Throughout the Coast Guard there are small independent units which, realistically, would not be defensible in a civil disturbance situation of any magnitude. This is true, primarily because sufficient personnel would not be available.
- (b) The primary protection for small installations will be external to the installation and come from local civil authorities. Where local authorities cannot, or will not, provide this protection, the evacuation of the installation, including removal of arms, ammunition and classified material may be the most desirable course of action.
- (c) The operational commander shall determine the extent to which small installations will be defended or evacuated. Since this decision will depend on the then existing circumstances, plans for either eventuality should be prepared.
- (2) Tenant Units. Various Coast Guard units are located on military installations for which another military service or host activity has defensive civil disturbance responsibility. These tenant units shall coordinate their defensive civil disturbance requirements with those of the host activity. These Coast Guard units shall support the host activity as agreed upon by both parties.

3.C.2. e. Action.

- (1) District commanders shall:
 - (a) Assist, as requested, commanding officers of district units and headquarters units within district boundaries to:
 1. Assess their defensive civil disturbance needs.
 2. Prepare as necessary.
 - (b) Designate those small units and tenant units under this command which fall within the provisions of paragraph 2.3(1) and (2). above.
 - (c) Effect appropriate planning liaison as per Chapter 7.
 - (d) Include Headquarters units within their districts in plans coordinated with U.S. Army commands for reinforcements of Coast Guard unit security forces.
 - (2) Unit commanding officers shall:
 - (a) Maintain emergency bills necessary to insure the security of their units.
 - (b) Augment as necessary regular security forces to maintain the integrity of the installation, to insure continuation of the unit's missions, and to protect Coast Guard personnel.
 - (c) Establish procedures for obtaining both off-station and on-station civil disturbance control assistance from local civil authorities.
 - (d) When civil disturbance threatens or occurs, keep their operational commander informed via timely situation reports. Include as information addresses: COMDT COGARD (G-REP), HQDA WASH DC//DAMO-ODS//.
- f. Army reinforcement. Prior to the designation of a civil disturbance objective area and employment of federal forces by Presidential order, the Army may reinforce other federal forces defending federal property. Requests for Army reinforcement of Coast Guard installations will be made to the appropriate Army commander by the Coast Guard district commanders. The district commander shall coordinate with the appropriate numbered U. S. Army. The Commandant shall be kept informed of the progress of any civil disturbance developments and actual or anticipated requests for Army assistance.

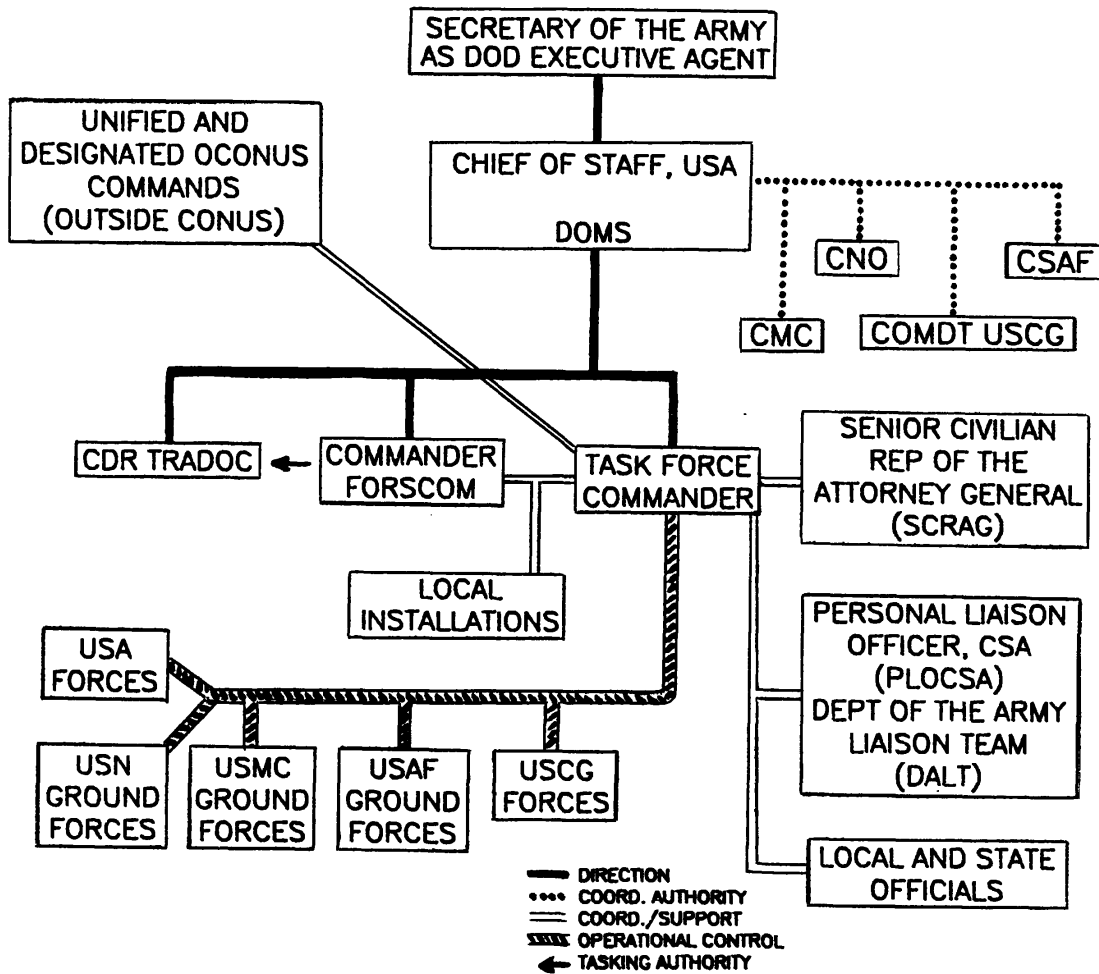


FIGURE 3-1

FIGURE 3-1

A. General.

1. Elements of the U. S. Army Intelligence and Security Command (USAINSCOM) maintain liaison with federal, state, and municipal investigative and police agencies and on order of Department of the Army, collect and report civil disturbance information in response to requests from DA, the Personal Liaison Officer for the Chief of Staff, Army (PLOCSA), task force commanders, CONUS Army commanders, and other specified commands.
2. Commandant (G-OIS) and the Intelligence Coordination Center (ICC) maintain liaison with other military and federal law enforcement agencies for the purpose of exchanging intelligence related to civil disturbances.

B. Policy.

1. Coast Guard intelligence resources shall not be used to collect civil disturbance intelligence unless directed by the Commandant (G-OIS).
2. Appropriate commanders at all organizational levels shall maintain liaison with the federal, state, and local law enforcement agencies in their areas for the purpose of exchanging civil disturbance intelligence.
3. Civil disturbance intelligence received by the Commandant (G-OIS) and the ICC will be transmitted to affected commands.
4. When federal intervention in civil disturbances is authorized, Coast Guard intelligence forces may support Army civil disturbances intelligence collection efforts.
5. Unsolicited Sources:
 - a. So called walk-in sources who volunteer civil disturbances intelligence will be referred to appropriate local police or FBI officers. If the source refuses such referral, the information will be obtained and immediately passed to the proper agency.
 - b. Information received from anonymous telephone callers or in written messages will be passed to the local police and FBI office.
6. When dictated by deteriorating social conditions, Coast Guard commands shall continuously monitor the public news media to obtain information about civil disturbances or potential civil disturbances which could affect them.
7. Coast Guard forces committed to civil disturbance control operations in support of federal task force shall submit intelligence reports as directed by the task force commander.

- A. General. The Coast Guard communications system supports command, control, and communications (C3) and coordination of Coast Guard operations. The systems provides adequate intra-Coast Guard communications capacity for civil disturbance operations.

- B. Action. Area and district commanders shall:
 - 1. Coordinate with applicable Army commanders to establish procedures for fulfilling communications requirements for Coast Guard forces assigned missions which support federal civil disturbances task forces.
 - 2. Publish in communications plan the frequencies, procedures and other communications particulars applicable to civil disturbances operations.
 - 3. Ensure units under their command have sufficient communications capabilities to permit conducting civil disturbances operations commensurate with their assigned missions.

- A. Active Duty Personnel. There are no restrictions on assigning active duty personnel to civil disturbance forces. This duty may be assigned in the same manner as any other duty permitted by existing regulation. Administration of active duty personnel shall be in accordance with Personnel Manual (COMDTINST M1000.6 (series)).
- B. Ready Reserve Personnel. Ready Reserve Personnel may be called to active duty for civil disturbance operations. Ready Reserve personnel may be assigned to civil disturbance forces in the same manner and under the same conditions as "Active Duty Personnel." Administrative procedures for inactive duty reservists who volunteer for active duty are contained in the Coast Guard Reserve Administrative Manual (COMDTINST M1000.26 (series)).
- C. Civilian Personnel. Civilian personnel will not normally be assigned to civil disturbance support except in the case of specially trained security forces whose main function is protection of the installation. The installation's regularly assigned personnel may be organized to augment this regular security force.
- D. Auxiliarists. Coast Guard Auxiliarists by law may be assigned to any direct law enforcement role. Moreover, it is Coast Guard policy not to assign Auxiliarists to any civil disturbance operation or to law enforcement support roles which are likely to expose them to potentially hostile or violent action. Auxiliary facilities and crews may be used to perform SAR and other non-law enforcement functions which can release active duty personnel for assignment to civil disturbance operations.

- A. Commandant (G-REP). Maintain liaison with Chief of Staff, U. S. Army through the Director of Military Support (DOMS) and Commander, U. S. Readiness Command.
- B. Area commanders. Maintain liaison with:
 - 1. Commanding general, (Numbered) U. S. Armies.
 - 2. Navy component, unified command for applicable areas outside CONUS.
- C. District commanders. Maintain liaison with:
 - 1. U.S. Army commands within the district boundaries.
 - 2. Designated task force commander (when applicable).
 - 3. State area commands (STARCs).
 - 4. Headquarters units located within their boundaries.
- D. Area and district commanders may authorize liaison by subordinate commands.
- E. Commanding officers, headquarters units shall maintain liaison with district commanders responsible for geographic area in which they are located, local military installations, and local civil authorities.
- F. U. S. Readiness Command Liaison Officer. The Coast Guard liaison officer to U.S. Readiness Command will maintain liaison to ensure Coast Guard involvement in the planning and execution phases of civil defense operations is understood. The Coast Guard Liaison Officer will receive instructions and guidance from Commandant (G -REP) and make reports as directed.

- A. General. All personnel involved in GARDEN PLOT operations must have prior training. Employment in civil disturbance missions will probably require the same seamanship, law enforcement and port security skills required of the Coast Guard everyday, but under more volatile conditions.
- B. Sources of Training.
1. Local Police and Fire Departments. Unit commanding officers are urged to cooperate fully with local authorities in preparing plans for defense of Coast Guard installations.
 2. Army and Air Force National Guard. National Guard units receive civil disturbance training. They have developed training manuals, have trained instructors and have an extensive inventory of training aids. Unit commanding officers should maintain liaison with local National Guard units and take advantage of instruction they can provide.
 3. Regular Army. District commanders shall maintain liaison with the applicable CONUS army commander in order to:
 - a. Determine specialized training required for Coast Guard personnel assigned Federal task force support missions and coordinate civil unrest and response.
 - b. Determine training available from Army commands. The Sixth U. S. Army has established mobile civil disturbance training teams. Coast Guard units in the Pacific Area involved in missions which could include civil support operations should use such teams for training when they are available.
 4. U. S. Army Military Police School. The U. S. Army Military Police School, Fort McClellan, Alabama conducts Civil Disturbance training. Specific training offered varies depending upon civil climate, national, situation, and service needs. Navy masters-at-arms receive a bloc of instruction at this command. Queries to the U. S. Army Military Police School may be made as to availability and applicability of instruction in coordination with G-PTE.
- C. Training Responsibility. Area and district commanders, shall ensure training and general orientation to reference (a) is conducted at the individual and unit level to prepare units to execute assigned civil disturbance support missions for execution of the Army's plan. Additional training needs shall be forwarded to Commandant (G-REP) for coordination with appropriate headquarters division.

- A. General. This chapter establishes logistics responsibilities, policies, and procedures applicable to the Coast Guard units with civil disturbance support missions.

- B. Concept of Logistical Functions.
 - 1. Current logistic policies and directives apply unless otherwise specified herein.
 - 2. The Coast Guard retains responsibility for logistical support of Coast Guard forces committed to civil disturbance operations except as stated below.
 - 3. The Coast Guard will furnish logistical support to other federal civil disturbance forces when requested and able to do so.

- C. Responsibilities. District commanders shall:
 - 1. Plan for and provide logistical support for District forces assigned a civil disturbance mission.
 - 2. Provide logistical support for district and headquarters Units assigned to support federal civil disturbance task forces.
 - 3. Coordinate with CONUS arm and task force commanders for interservice logistical support for civil disturbance forces.

- A. General. The Department of the Army will provide supplies, equipment, and services to units of the Coast Guard within existing capabilities from available resources and as authorized for components of the Department of Defense to the limit that provision of such support does not jeopardize accomplishment of the mission of the U. S. Army.
- B. Negotiating Agreements. Commanding officers of Coast Guard field are encouraged to make local arrangements and enter into mutual support agreement with nearby Army commands in consonance with agreements in place with higher authority.
- C. Emergency Support. Support required on an emergency basis will be provided by any U. S. Army activity without the prior establishment of a formal agreement. Emergency support is that support which has an effect on the safety or health of personnel, the safeguarding of property, or the accomplishment of essential U. S. Coast Guard missions. Emergency support may be subject to reimbursement, but will not be delayed due to improper or missing funds citation.

- A. General. GARDEN PLOT reports which may be applicable to Coast Guard units are discussed in Annex J to reference (a). The commander of Coast Guard personnel employed in support of U. S. Army civil disturbance forces shall submit reports as required by the task force commander. Area and district commanders, through coordination with applicable Army commands, shall determine reporting requirements. Standard procedures for submission of Army reports shall be included in applicable civil disturbance plans.
- B. Situation Reports (SITREPS).
1. Preparing Unit. District commanders and commanding officers of headquarters units in the vicinity of civil disturbance operations shall submit situation reports to the Commandant (G-TGC) and to the area commander using a standard SITREP format. Commanding officer of a headquarters unit should include the commander of the district in which that unit is geographically located as info addee.
 2. Frequency. At least twice daily or as often as circumstances warrant.
 3. Submission. Reports will in all cases be prepared as of 0000Z and 1200Z. Reports will cover forces under the operational control of the commander and those forces placed in the commander's task force but remaining under administrative control of parent command.
 4. Preparation Instruction. Reports will use the standard format in COMDTINST 16125.1 (series), Situation Reports (SITREPs). Ensure that the following topics are addressed: reporting period; forces involved; action taken; action taken; action contemplated; and assistance required.
- C. After Action Reports.
1. Preparing Units. Area commanders, district commanders via the area commander, and commanding officers of headquarters units will submit After Action Reports to provide a historical summary of actions related to civil disturbances. These will provide a summary of lessons learned.
 2. Report Submission. After Action Reports will be prepared and submitted to the Commandant (G-REP), copy to (G-ODO), within 10 days of completion of civil disturbance operations.
 3. Preparation Instructions.
 - a. Reports shall be prepared in letter form with Subject: "After Action Report - Civil Disturbance Operations, (inclusive dates)." The report will be arranged as follows:
 - (1) Enclosure (1), Title: Significant Activities. This section will be historical, a chronological narrative of the events surrounding GARDEN PLOT operations, to include planning, preparations, deployment, conduct of operations and redeployment.

11.C.3. a. (2) Enclosure (2), Title: Problem Areas/Lessons Learned. Subtitle/Category Heading: Personnel, Operations, Training, Intelligence, Logistics, Organization, and Other. Paragraph Headings under each subtitle/Category: Observation, Discussion and Recommendation/Action.

(3) Enclosure (3), Incremental Costs. This section will include a breakdown of costs of GARDEN PLOT operations to include TDY costs, civilian overtime, billeting costs, subsistence costs, assistance to DOD components and other agencies, support to National Guard in states status, support to civilian law enforcement agencies (identified separately), construction costs, material and supplies, and procurement items (identified separately).

b. Commanders submitting reports should give special emphasis to noting shortcomings, and successes, which contribute to a lesson learned and which indicate a need for changes in doctrine, training, or procedures. Successes should also be studied.

A. General.

1. Coast Guard policy is to provide to the public prompt, responsible and accurate information. This is done through cooperation with and service to news media representatives.
2. When Coast Guard units are engaged in supporting the Department of the Army in civil disturbance operations, public information releases will usually be referred to or coordinated with the Army and will emphasize one of the following as applicable:
 - a. The Secretary of the Army as DOD Executive Agent has been assigned the mission, assisted by the military services as appropriate, to protect property and human life and maintain order.
 - b. A Coast Guard installation commander has the authority and the responsibility to protect federal property, maintain law and order on the installation, and support Department of the Army in civil disturbance control operations.
3. Public Information releases will also emphasize that civil disturbance missions are accomplished using the minimum force required.
4. Maximum disclosure of accurate information concerning the situation in the disturbance area will be made. Such information will be restricted only by security and operational requirements.
5. While information concerning the presence of federal military forces may have a salutary effect on public morale, publicity programs, especially at the unit level, are undesirable and should be avoided.
6. News media representatives will be allowed freedom of movement provide they do not interfere with the security or execution of the assigned mission.
7. The press will not be furnished transportation or telephone service except when the military is the only source capable of providing such service.
8. The Assistant Secretary of Defense (Public Affairs) ASD(PA) is designated official responsible for all DOD public affairs related to civil disturbances. The ASD(PA) provides direction and guidance to the DOD Executive Agent on all aspects of public release material relating to GARDEN PLOT operations and will provide advice and guidance to task force commanders.

B. Responsibility.

1. Coast Guard area and district commanders are responsible for supervising the public information programs for Coast Guard civil disturbance forces under their operational control.

- 12.B.2. The DOD Public Affairs Chief is responsible for supervising the public information programs for all DOD and Coast Guard forces under the operational control of a designated federal civil disturbance task force commander.
 3. The Coast Guard area or district commander may designate a news center under control of Coast Guard public affairs personnel to which authorized news people may have access.
- C. Unit Orientation. Units assigned specific civil disturbance support functions under reference (a) will be given an orientation prior to commencing actual operations. This orientation will include but not be limited to:
 1. The background of the situation including the buildup of opposition and disturbances leading to the decision to employ Federal forces.
 2. The specific mission of the unit.
 3. The specific command structure for the operation, including commanders' names.
 4. A review of the role of the Coast Guard in civil disturbance support functions along with any special orders and the use of force policy in effect for the operation (unless otherwise directed the Coast Guard use of force policy will be the standard).
 5. An explanation that assigned duties should be executed firmly, but calmly, politely and respectfully.
 6. A reminder that action must be taken to protect citizens and their property.
 7. A description of the identification to be used by news media representatives.
 8. A statement that no effort will be made to control news media representatives who are properly identified, in their access to public property as long as they do not interfere with the security or execution of the unit's mission.
 9. Basic guidelines for responding to the press. Unless specifically authorized by appropriate military authority, personnel should respectfully decline request for their personal opinions about the disturbance. If the answer to a question is classified or if it might endanger the mission or those performing it, personnel should refer the questioner to their Commanding Officer or authorized public affairs personnel.
 10. An explanation of the leave and liberty policy and the reasons therefore.
 11. An explanation of the importance of politely declining requests to pose for
- D. Action.
 1. When civil disturbance support operations by Coast Guard units are impending, Coast Guardsmen shall make no voluntary public statement concerning preparations for operations prior to issuance of the Presidential Proclamation.

- 12.D.1. (cont'd) and Executive Order directing federal intervention, or commencement or operations when such Presidential action is not required. Queries concerning possible employment of Coast Guard forces will be answered: "Coast Guard policy is not to comment on plans concerning the possible employment of Coast Guard personnel."
2. During deployment of Coast Guard units from home stations but prior to shifting operational control to an army task force commander, queries may be answer by authorized personnel within the context of national releases. Queries which cannot be answered within these quidelines will be referred to the Commandant (G-BPA).
3. After transfer of operational control of Coast Guard units to federal task force commander, queries concerning deployed forces will be referred to the task force commander.

MEMORANDUM OF UNDERSTANDING
BETWEEN THE UNITED STATES ARMY AND THE UNITED STATES COAST GUARD
CONCERNING CIVIL DISTURBANCE PLANS AND OPERATIONS
INCLUDING TERRORIST INCIDENTS

DEPARTMENT OF THE ARMY
Washington, D.C. 20310

DEPARTMENT OF TRANSPORTATION
United States Coast Guard
Washington, D.C. 20593

This memorandum established policies, procedures, and guidelines relating to employment of elements of U.S. Coast Guard when Federal Forces are committed to civil disturbance operations, including terrorists incidents.

SECTION I

GENERAL

1. Civil Disturbances are defined as group acts of violence and disorders prejudicial to public law and order within the 50 states, District of Columbia, Commonwealth of Puerto Rico, U. S. possessions and territories, or any political subdivision thereof. Terrorist Incidents, a form of civil disturbance, are defined as distinct criminal acts committed or threatened to be committed by a group or single individuals in order to advance a political objective, and greatly endangering safety or property. For the purpose of this Memorandum of Understanding this definition does not include aircraft piracy emergencies which are governed by separate directives.
2. The operational missions of the Coast Guard are paramount; use of its resources in civil disturbance operations is contingent upon the ability of the Coast Guard to continue to perform its statutory duties.
3. In civil disturbance operations except those in which the Coast Guard has direct involvement because of its statutory duties, employed Coast Guard elements will be responsible to the policies and procedures established by the Department of the Army Civil Disturbance Plan.

SECTION II

RESOURCES TO BE EMPLOYED

1. The Coast Guard will furnish such waterborne and airborne resources as are reasonably available to assist in civil disturbance operations. The Coast Guard will not be expected to form or maintain ground forces for employment in civil disturbance operations except to protect its own land facilities.
2. The Coast Guard may request assistance as required from other Federal civil disturbance forces in order to carry out its statutory obligation of securing and protecting areas over which it has jurisdiction.
3. The Coast Guard will provide logistical support to other Federal civil disturbance forces within the limits of locally available resources.

Encl. (1) to COMTINST M3010.14

4. The Army will provide the Coast Guard with riot control munitions, loan of special equipment, and technical assistance if, when, and as required for civil disturbance operations.

SECTION III

COMMAND RELATIONSHIPS

The Federal civil disturbance task force commander will exercise operational control over Coast Guard elements committed to civil disturbance operations except those cases where the Coast Guard has paramount statutory responsibility. Control will be received from and returned to the appropriate Coast Guard Area or District Commander. Disputes, if any, concerning employment of resources will be referred to the Chief of Staff, United States Army, and the Commandant, United States Coast Guard, for resolution.

SECTION IV

PLANS

Coast Guard Area and District Commanders will prepare plane for employment of Coast Guard resources during civil disturbances. Coast Guard District Commanders will normally coordinate with designated task force commanders, Commanding General, Military District of Washington, and Commanding Generals of the United States numbered armies as appropriate. Coast Guard Area Commanders will normally coordinate with the Commander, U.S. Army Forces Command, Commanders in Chief of Unified Commands, and the Commanding Generals of the United States numbered armies as appropriate.

SECTION V

TRAINING

The Commandment, U.S. Coast Guard is responsible for the training of Coast Guard personnel for their civil disturbances role and will familiarize these personnel with the generally guidance concerning use of force and the conduct and deportment expected of individual members of the Federal Civil Disturbance Forces, as outlined in the DA Civil Disturbance Plan.

SECTION VI

REPORTS

The Commander of Coast Guard elements employed as part of a Federal Civil Disturbance Task Force will render reports as requested by the task force commander. A standing operating procedure for submissions of reports by Coast Guard elements will be included in the plan for employment Coast Guard resources.

SECTION VII

COSTS

1. Costs incurred will be borne by the respective Services.

2. Logistical support will be on a reimbursable basis and will, wherever possible, be based upon cross-service agreements.

Done this 23rd day of May 1974 at the City of Washington.

FOR THE UNITED STATES ARMY:

FOR THE UNITED STATES COAST GUARD

(Signature of Incumbent)

Major General, GS

Director of Military Support

(Signature of Incumbent)

Rear Admiral, U.S. COAST GUARD

Chief of Staff

SAMPLE CIVIL DISTURBANCE CHECKLIST FOR COAST GUARD INSTALLATIONS

BEFORE THE DISTURBANCE

SECURITY FORCES

- () Review and drill security forces on emergency plans for civil disorder, fire protection, first aid, riots, and bomb threats.
- () Organize a security reserve force for interior patrol, observation, and communications duties.
- () Arrange for extra guards and patrol dogs as needed.
- () Prepare sleeping quarters, dining facilities and general reception plan for extra watch and security forces who may have to remain on board.
- () Have the district legal officer provide brief to security guards and all concerned on the legal limits of their authority.
- () Obtain latest intelligence information from Coast Guard, other military and other law enforcement sources.
- () Monitor news media.
- () Ensure security/distribution provisions and accountability for small arms and ammunition.
- () Make provision for safety/evacuation of nonessential civilian personnel.
- () Distribute protective clothing (helmets, flak vests, gas masks as necessary).

COMMUNICATIONS

- () Establish a security control center supplied with telephones with unlisted numbers, radios and/or runners, photographic equipment, administrative supplies, emergency repair tools and parts.
- () Arrange contact with local police and fire departments, utility companies, and other military installations.
- () Commence transmitting situation reports.

PERIMETER PROTECTION

- () Repair or strengthen any weaknesses in perimeter fences and entrance gates. Post "No Trespassing" signs.
- () Change locks on doors and windows. Check or install protective screens or grills on windows.

Enclosure (2) to COMDTINST M3010.14, CH-1
19 AUG 1986

- () Remove from the property any rocks, signposts, furniture, or other items that could be used as missiles, or be damaged or stolen.
- () Prepare a secure parking area for authorized vehicles.
- () Have concertina rolls of barbed wire on hand for emergencies.

FIRE PROTECTION

- () Check automatic sprinkler systems for closed valves and other unsafe conditions.
- () Check all fire extinguishers. Refill or repair those that have been used or are broken.
- () Place additional fire extinguishers near windows and on the roof where thrown fire missiles might land.
- () Check fire pumps. Make sure there is sufficient fuel or an alternative power source.
- () Have a supply of sand on hand to back up fire protection.

RECORDS PROTECTION

- () Keep vital records and computer tapes in fireproof containers away from windows.
- () Keep duplicate records and computer tapes in a bank vault or some other secure records storage area away from the installation.
- () Make provision for removal or destruction of classified material.

DURING THE DISTURBANCE

PREPARE INDUSTRIAL SHUTDOWN

- () Remove accumulations of flammables and rubbish. Check housekeeping.
- () Turn off all motors and machine tools. Remove paint booths. Pump out pits. Turn off supplies of oxygen and acetylene. Perform all similar tasks as related to general shutdown of industrial facilities.
- () Turn off utilities that will not be used.

Sample Civil Disturbance Checklist for Coast Guard Vessel/Security
Before the Disturbance

Security On Board

- _____ Establish special duty rosters.
- _____ Brief ship's company on situation, watch policy, duty rotation, changes to personnel.
- _____ Arrange for additional inport watch personnel as required.
- _____ Establish procedures for mutual cooperation with COTP, host command, base commander, or local port authorities as appropriate.
- _____ Evaluate quarterdeck access criteria and controls.
- _____ Identify all personnel, including contractors, visitors and vessels approaching the vessel. Inspect all deliveries including cargo.
- _____ Review and drill inport watch on emergency plans for civil disorder, first aid, bomb threat and unauthorized access from waterside areas (beaches, small watercraft, swimming).
- _____ Prepare/arrange sleeping quarters, food, and general reception plan for the extra watch and security forces.
- _____ Have the district legal staff provide all security forces and other personnel information on the legal limits of their authority.
- _____ Obtain latest intelligence information available from Coast Guard, other military and civil and Federal law enforcement sources.
- _____ Monitor news media. (information only)
- _____ Ensure distribution and accountability of B-Lights, ammunition and small arms issued to security forces.
- _____ Distribute protective clothing (helmets, flak vest and gas mask as necessary).

Communications

- _____ Establish a security control center (probably Damage Control Central or the Quarterdeck) equipped with emergency telephone numbers and telephones, hand held radios and runners.
- _____ Coordinate photographic equipment and photographer support from the district or nearest military service.

Enclosure (3) to COMDTINST M3010.14

- _____ Exchange information with other floating units.
- _____ As appropriate arrange contact with local officials and utilities company for utilities, law enforcement and fire protection as necessary.
- _____ Ensure the working order of all communications equipment.
- _____ Maintain a 24 hour log of events to include all emergency communications.
- _____ Ensure any SITREPS and OPREPS are submitted in a timely manner.

Vessel Protection

- _____ Develop in conjunction with other port/harbor authorities a list of ships authorized in the anchorage security zone.
- _____ Be prepared to get underway.
- _____ Make sure patrol boats and security personnel are equipped with high intensity illumination devices.
- _____ Request that COTP harbor patrols check approaches to CG vessels.
- _____ Ensure vessels moored or anchored are observed by waterside and dockside security patrols.
- _____ Ensure observance under piers and docks, especially where vessels are moored.
- _____ Maintain open channels of communications with patrol vessels.
- _____ Ensure back-up personnel for 24 hours operations are available onboard or by recall.
- _____ Ensure patrol vessels use high intensity illumination devices when conducting visual observation.
- _____ Ensure all vessels at dockside and within the anchorage security area employ the use of decklights to increase security efforts.
- _____ Vessel Captains will ensure vessel protection from small watercraft and swimmers.
- _____ Moored/anchorage vessels should check all lines, fenders, and sea ladders; withdraw from water when not in use. Floats with staging should be removed from alongside.
- _____ Boats not actually needed should be hoisted in or suspended above the water.

- _____ Booms should be rigged in to prevent access from waterside or watercraft.
- _____ Assign guards to topside decks as necessary.
- _____ Establish communications with the port security control center and with patrol boats.
- _____ Ensure a waterside watch to observe water areas around the vessel.
- _____ When available use sonar and radar to increase surveillance.
- _____ Maintain surveillance of any approaching vessels and swimmers.

Policy

- _____ Coordinate all news releases through command designated personnel or the Captain of the Port.
- _____ Plan all contingencies and tactics carefully before execution.
- _____ A quiet professional demeanor by security personnel is preferred to overt, aggressive action.
- _____ Brief all personnel on the use of force policy in effect, including procedures for repelling boarders.

NOTE: This checklist is generally applicable to vessels. It is not intended to serve as a standard checklist for all Coast Guard units, but rather as a guide in developing protective measures for Civil Disturbance Plans. Certain portions will not be appropriate to all; and each unit will have its own distinctive requirements.