



SECRETARY OF DEFENSE
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WASHINGTON, DC 20301-1000

JUL 20 2012

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARY OF DEFENSE FOR ACQUISITION,
TECHNOLOGY AND LOGISTICS
UNDER SECRETARY OF DEFENSE COMPTROLLER/CHIEF
FINANCIAL OFFICER
UNDER SECRETARY OF DEFENSE FOR POLICY
UNDER SECRETARY OF DEFENSE FOR PERSONNEL AND
READINESS
COMMANDER, U.S. NORTHERN COMMAND
COMMANDER, U.S. PACIFIC COMMAND
COMMANDER, U.S. TRANSPORTATION COMMAND
CHIEF OF THE NATIONAL GUARD BUREAU
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE
DIRECTORS OF THE DEFENSE AGENCIES

SUBJECT: Actions to Improve Defense Support in Complex Catastrophes

In a domestic complex catastrophe, with effects that would qualitatively and quantitatively exceed those experienced to date, the demand for Defense support of civil authorities would be unprecedented. Meeting this demand would be especially challenging if a cyber attack or other disruption of the electrical power grid creates cascading failures of critical infrastructure, threatening lives and greatly complicating DoD response operations.

DoD must be prepared to help civilian authorities save and protect lives during a complex catastrophe. To this end, I directed the Under Secretary of Defense for Policy (USD(P)), in coordination with the heads of other DoD Components, to provide me with recommendations on how to improve DoD's ability to support civil authorities in a complex catastrophe without requiring additional force structure.

I have carefully considered the proposed recommendations, and direct the Department to implement the attached Actions to Improve Defense Support in Complex Catastrophes. The heads of DoD Components will consult with the Under Secretary of Defense (Comptroller) if implementation of these actions drives an increase in cost to the Department's budget. I am also directing USD(P) to establish a Senior Steering Group to keep me informed of progress towards the timely and effective implementation of these actions. The Senior Steering Group will serve as long as necessary to implement these actions.

Attachment:
As stated



OSD007796-12

ACTIONS TO IMPROVE DEFENSE SUPPORT IN COMPLEX CATASTROPHES

PART I: LEVERAGE A BROADER RANGE OF DOD FORCES AND CAPABILITIES

1. Define Complex Catastrophe

1a. Finalize Definition of Complex Catastrophe: By August 1, 2012, the Under Secretary of Defense for Policy, in coordination with the Chairman of the Joint Chiefs of Staff, shall define the term “complex catastrophe.” This definition shall 1) represent an event that is of strategic consequence to the Nation, with potentially wide-spread effects that will inhibit the response itself, such as (but not limited to), the consequences of a cyber attack on the electric power grid and the cascading effects on other critical infrastructure sectors; 2) reflect the strategic assumption, consistent with existing guidance, that the magnitude of prevention, consequence management and mitigation requirements in a catastrophic incident may temporarily exceed civil authorities’ capabilities to respond – potentially from the outset; and 3) outline decision criteria and triggering thresholds to determine when a complex catastrophe has occurred.

1b. Use Interim Definition: Until DoD finalizes a definition of complex catastrophes, the Department will use the definition of a “catastrophic event” provided by Joint Publication (JP) 1-02, *DoD Dictionary of Military and Associated Terms*. JP 1-02 defines a catastrophic event as “any natural or man-made incident, including terrorism, which results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions.”

2. Expedite Access to Army, Navy, Marine Corps, and Air Force Reserves

2a. Publish Interim Guidance to Expedite Access to the Army, Navy, Marine Corps, and Air Force Reserves for Domestic Incident Response: By August 1, 2012, the Under Secretary of Defense for Personnel and Readiness, in coordination with the Under Secretary of Defense for Policy, the Chairman of the Joint Chiefs of Staff, and the Secretaries of the Military Departments, shall publish interim guidance to enable the rapid order to active duty of the Army, Navy, Marine Corps, and Air Force Reserves for domestic incident response. Consistent with title 10 U.S. Code, Section 12304a, this guidance shall provide for rapid mobilization of the Army, Navy, Marine Corps, and Air Force Reserves for complex catastrophes.

2b. Publish Final Guidance to Expedite Access to the Army, Navy, Marine Corps, and Air Force Reserves for Domestic Incident Response: By September 30, 2013, the Under Secretary of Defense for Personnel and Readiness shall publish comprehensive guidance enabling rapid access to the Army, Navy, Marine Corps, and Air Force Reserves.

3. Better Leverage Immediate Response Authority

3a. Publish Interim Guidance for Installation Commanders and Other DoD Officials to Provide Immediate Response Assistance for Complex Catastrophes: By January 31, 2013, the Under Secretary of Defense for Policy, in coordination with the Under Secretary of Defense for Acquisition, Technology, and Logistics; the Secretaries of the Military Departments; and the Chairman of the Joint Chiefs of Staff, shall review and, if necessary, amend existing policy and guidance to enhance DoD officials' ability to use the immediate response authority described in DoD Directive 3025.18 for complex catastrophes, including by clarifying time and geographic limitations pertaining to DoD officials' exercise of the immediate response authority. Specifically, the Under Secretary of Defense for Policy shall:

- i. Clarify policy guidance to address the geographic scope and duration of immediate response for installation commanders and other DoD officials to employ capabilities to save and sustain lives, including events involving large-scale disruption of the power grid and other critical infrastructure;
- ii. Provide policy guidance for Defense Coordinating Officers and Emergency Preparedness Liaison Officers to coordinate information about Military Service life-saving and life-sustaining capabilities that could be made available during a complex catastrophe under immediate response authority; and
- iii. Provide policy guidance for DoD officials to coordinate a request for immediate response assistance, at a minimum, with the Installation Emergency Management Working Group.

3b. Publish Final Guidance for DoD Officials to Conduct Immediate Response based upon Combatant Commander Planning and Assessment: By September 30, 2013, the Under Secretaries of Defense for Policy and Acquisition, Technology, and Logistics, in coordination with the Chairman of the Joint Chiefs of Staff, shall replace, or as appropriate obtain approval of, the interim guidance with final, comprehensive policies and procedures for improving the ability of DoD officials to provide DoD capabilities using immediate response authority, including, but not limited to, revisions of DoDD 3025.18, *Defense Support of Civil Authorities*, DoDI 3025.16, *Defense Emergency Preparedness Liaison Officer Programs*, and DoDI 6055.17, *Installation Emergency Management Programs*.

4. Enable Effective Access to and Use of All Defense Capabilities

4a. Improve Access to Defense Agency Capabilities for DoD Support to Civil Authorities in Complex Catastrophes: The Under Secretary of Defense for Policy, in coordination with the Under Secretary of Defense for Acquisition, Technology, and Logistics; the Chairman of the Joint Chiefs of Staff; the Commanders of U.S. Northern Command and U.S. Pacific Command; and the Directors of the Defense Agencies shall:

- i. Conduct a review of authorities, policies, and protocols governing access to, and employment of, the capabilities of Defense Agencies in responses to complex catastrophes, and provide recommendations to the Secretary of Defense by September 30, 2013; and
- ii. Following completion of Combatant Commander-approved contingency planning, assess the feasibility and suitability of Defense Agencies to contribute capabilities to DoD's effort to support civil authorities in responses to complex catastrophes and, as appropriate, provide findings and recommendations to the Secretary of Defense, including recommendations on specific core contributing capabilities, methods to catalogue these capabilities, and any changes necessary to facilitate planning and/or access to these capabilities.

4b. Improve Access to Military Installation Capabilities for DoD Support to Civil Authorities in Complex Catastrophes: The Under Secretary of Defense for Policy, in coordination with the Secretaries of the Military Departments, the Chairman of the Joint Chiefs of Staff, and the Commanders of U.S. Northern Command and U.S. Pacific Command, shall:

- i. Conduct a review of current authorities, policies, and protocols governing access to, and employment of, the capabilities of military installations in the areas of responsibility of U.S. Northern Command and U.S. Pacific Command by September 30, 2013, in responses to complex catastrophes; and
- ii. Following completion of Combatant Commander-approved contingency planning, assess the feasibility and suitability of military installations to contribute capabilities to DoD's effort to support civil authorities in responses to complex catastrophes and, as appropriate, provide findings and recommendations to the Secretary of Defense, including recommendations on specific core contributing capabilities, methods to catalogue these capabilities, and any changes necessary to facilitate planning and/or access to these capabilities.

4c. Identify Capability Requirements for General Purpose Forces During a Complex Catastrophe: By January 31, 2013, the Under Secretary of Defense for Policy, in

coordination with the Chairman of the Joint Chiefs of Staff; informed by the planning efforts of the Commander, U.S. Northern Command; the Commander, U.S. Pacific Command; and the Secretaries of the Military Departments, shall conduct a review of the core capabilities for the response mission area outlined in the *National Response Framework* and *Federal Interagency Response Operations Plan* developed under *Presidential Policy Directive 8, National Preparedness*, to identify the specific capabilities that general purpose forces could contribute to respond to a complex catastrophe. Upon completion of the review, the Under Secretary of Defense for Policy should make recommendations to the Secretary of Defense that would outline the ability of general purpose forces to provide a core capability, and the key considerations that should guide the decision to approve a request for assistance for their use in a complex catastrophe.

4d. Improve Access to Civilian Capabilities for DoD Support to Civil Authorities in Catastrophic Response Operations: By January 31, 2014, the Under Secretary of Defense for Personnel and Readiness, in coordination with the Under Secretary of Defense for Policy; the Under Secretary of Defense for Acquisition, Technology, and Logistics; and the Secretaries of the Military Departments, shall:

- i. Publish policy guidance on the use of DoD civilian employees, including volunteers, to support civil authorities in response to complex catastrophes; and
- ii. Publish policy and guidance implementing the changes to title 10 U.S. Code, Section 1094, enacted by Section 713 of the National Defense Authorization Act for Fiscal Year 2012 (medical licensure for DoD health care professionals).

PART II: DEVELOPMENT OF PLANS, POLICIES, AND FORCE MANAGEMENT TOOLS FOR COMPLEX CATASTROPHES

5. Update DoD Planning Documents to Include Preparedness for Complex Catastrophes

5a. Recommend Revisions to DoD Policy and Planning Guidance for Complex Catastrophes: By August 1, 2012, the Under Secretary of Defense for Policy, in coordination with the Chairman of the Joint Chiefs of Staff, shall review existing policy and planning guidance, identify any gaps related to DoD preparedness to respond to complex catastrophes in the United States, and recommend revisions for Secretary of Defense approval.

5b. Mitigate Near-Term Risk while Conducting Planning in Support of Complex Catastrophes. The Chairman of the Joint Chiefs of Staff shall retain Category 4 (Large-Scale Response Capabilities) in the Standing Defense Support of Civil Authorities Execute

Order to mitigate the associated risk until U.S. Northern Command and U.S. Pacific Command update their plans to include support during a complex catastrophe.

5c. Prioritize DoD Planning by Highest Risk. By August 1, 2012, the Under Secretary of Defense for Policy, in coordination with the Chairman of the Joint Chiefs of Staff, the Commanders of U.S. Northern Command and U.S. Pacific Command, and the Chief, National Guard Bureau, shall identify the scenarios and potential threats that pose the highest risk to the Nation for appropriate incorporation into DoD's planning guidance for a complex catastrophe. The identification of these scenarios shall be informed by the Strategic National Risk Assessment, the Federal Emergency Management Agency's (FEMA) ongoing planning activities, and the catastrophic scenarios identified within the FEMA regions and States.

5d. Better Understand Cascading Effects of Critical Infrastructure Failure, and Implications for Civil Support Requirements and Joint Reception, Staging, Onward Movement, and Integration (JRSOI). By August 1, 2012, the Under Secretary of Defense for Policy, in coordination with the Chairman of the Joint Chiefs of Staff, the Commanders of U.S. Northern Command and U.S. Pacific Command, and the Chief, National Guard Bureau, shall ensure plans account for the potential threats to public health and safety caused by critical infrastructure failures, and the potential effects that the disruption of transportation, communication networks, and other infrastructure and critical services would have on the JRSOI for civil support forces.

5e. Develop a Decision Matrix: By January 31, 2013, the Under Secretary of Defense for Policy shall draft a decision matrix for use by senior DoD leaders and their staffs to expedite DoD support of civil authorities during a domestic complex catastrophe. This decision matrix shall identify vital senior leader decisions and the effects and risks resulting from those decisions.

5f. Joint Staff Issue a Planning Order (PLANORD) to the Commanders of U.S. Northern Command and U.S. Pacific Command to Incorporate Complex Catastrophes into Current DSCA Concept Plans (CONPLANS): By August 1, 2012, the Chairman, Joint Chiefs of Staff, shall issue a PLANORD to Commander, U.S. Northern Command, and Commander, U.S. Pacific Command, to update their CONPLANS (USNORTHCOM: by September 30, 2013, USPACOM: by September 30, 2014) to address preparedness for a complex catastrophe. These plans shall:

- i. **Prioritize planning** by highest risk as identified by FEMA Regions within the U.S. Northern Command or U.S. Pacific Command area of responsibility;
- ii. **Identify specific contributions to the core capabilities** for the response mission area outlined in the *National Preparedness Goal*;

- iii. **Integrate planning with Federal and State civil authorities** using the following organizations: Defense Coordinating Elements, Homeland Response Forces, FEMA Regions, and National Guard Joint Force Headquarters-State (JFHQ-State) within the U.S. Northern Command or U.S. Pacific Command area of responsibility;
- iv. **Address the geographic proximity** of DoD forces and installations to the anticipated event as a means to speed response and use installation capabilities during a complex catastrophe;
- v. **Maximize the use of all DoD capabilities**, including those that have had a previously limited role in supporting civil authorities, such as the Army, Navy, Marine Corps, and Air Force Reserves, Defense Agencies, DoD installations, and civilian employees, particularly the Civilian Expeditionary Workforce;
- vi. **Develop recommendations to address** the integration of units responding under immediate response authority into the deliberate response; and
- vii. **Identify the appropriate functional requirements (operational, organizational, and personnel)** to the Military Departments for coordination and liaison personnel for future review and implementation.

6. Integrate and Synchronize DoD Planning with Federal, Regional, and State Partners

6a. Publish Policy Guidance for the Integration of DoD Planning Efforts at the Federal, Regional, and State Levels: By January 31, 2014, the Under Secretary of Defense for Policy, informed by the plans developed to respond to a complex catastrophe, in coordination with the Chairman, Joint Chiefs of Staff, shall publish policy guidance on integrating DoD planning efforts at the Federal, Regional, and State levels. The guidance should include but not be limited to:

- i. Roles and responsibilities of planning, coordination, and liaison personnel;
- ii. Integration between Joint Force Headquarters-State, DoD installations, Homeland Response Forces, Defense Coordinating Officers, Defense Coordinating Elements, U.S. Northern Command, U.S. Pacific Command, and the Military Departments;
- iii. Integration with civilian authorities (Federal, State, and local); and
- iv. Mechanisms to measure the successful integration of Defense plans.

6b. Enhance Coordination of State National Guard and DoD Planning Activities: By October 1, 2012, the Chief, National Guard Bureau, in coordination with the Under Secretary of Defense for Policy, the Chairman of the Joint Chiefs of Staff, and the Commanders of U.S.

Northern Command and U.S. Pacific Command, shall standardize planning activities within the Joint Force Headquarters-State (JFHQ-State) for a complex catastrophe response. Among the planning activities, the JFHQ-State shall consider response coordination and integration with the Army, Navy, Marine Corps, and Air Force installations, both Active and Reserve, residing within their State. This coordination shall include the National Guard Bureau, the Joint Staff, and appropriate Combatant Commanders, as directed in DoD Directive 5105.83, *National Guard Joint Force Headquarters-State (NG JFHQs-State)*. By September 30, 2013, the Chief, National Guard Bureau, in coordination with the Under Secretary of Defense for Policy, the Chairman, Joint Chiefs of Staff, and the Commanders of U.S. Northern Command and U.S. Pacific Command, shall provide an assessment of JFHQ-State response planning and integration activities to the Secretary of Defense.

6c. Recommend Appropriate Staffing to Support DoD Coordination and Liaison

Requirements: By September 30, 2013, the Under Secretary of Defense for Personnel and Readiness, in coordination with the Under Secretary of Defense for Policy and the Chairman of the Joint Chiefs of Staff, based on the requirements of the Commanders of U.S. Northern Command and U.S. Pacific Command, shall identify requirements and make recommendations to the Secretary of Defense to support effective DoD coordination and liaison with DoD's Federal, Regional, and State partners on complex catastrophe preparedness and response. As part of this effort, the Under Secretary of Defense for Personnel and Readiness shall consider the feasibility of joint billets for Defense Coordinating Officers, Defense Coordinating Elements, Emergency Preparedness Liaison Officers, Joint Regional Medical Planning Officers, and JFHQs-State.

6d. Review Pre-scripted Mission Assignments: By September 30, 2013, the Under Secretary of Defense for Policy, in coordination with the Chairman of the Joint Chiefs of Staff and the Commanders of U.S. Northern Command and U.S. Pacific Command, shall develop recommendations to improve the effectiveness of DoD pre-scripted mission assignments in a complex catastrophe. The product of this effort shall be presented to the appropriate officials at FEMA for their consideration.

7. Enable Fastest Identification of DoD Capabilities for Civil Support in Complex Catastrophes

7a. Recommend Improvements to Global Force Management (GFM) Tools: By January 31, 2013, the Chairman of the Joint Chiefs of Staff shall provide recommendations to the Secretary of Defense on options to automate the exchange of information between Service authoritative databases and the GFM execution tools/applications, in order to speed the force generation process. These recommendations shall address the exchange of information between Service databases and the Joint Capabilities Requirements Manager (JCRM) and between the JCRM and the Global Command and Control System - Joint.

7b. Geographic Proximity: By January 31, 2013, the Secretaries of the Military Departments shall update force provider guidance to include geographic proximity to an incident as a sourcing consideration, with the goal of reducing potential movement requirements and travel time.

PART III: UNITY OF EFFORT AND BROADER USE OF DOD FORCES IN COMPLEX CATASTROPHES: SITUATIONAL AWARENESS, EXERCISES, AND DOCTRINE

8. Strengthen Shared Situational Awareness

8a. Establish Critical Information Requirements: By January 31, 2013, the Under Secretary of Defense for Policy, in coordination with the Chairman of the Joint Chiefs of Staff, shall provide the Secretary of Defense with recommended critical information requirements for domestic disaster response to achieve shared situational awareness.

8b. Recommend Improvements to DoD Shared Situational Awareness Systems: By January 31, 2013, the Chairman of the Joint Chiefs of Staff, in coordination with the Under Secretary of Defense for Policy, the Commanders of U.S. Northern Command and U.S. Pacific Command, and the Chief, National Guard Bureau, shall evaluate current DoD shared situational awareness systems to identify which systems are capable of receiving, displaying, and utilizing common critical information. Based on those findings, the Under Secretary of Defense for Policy shall make recommendations by September 30, 2013, to the Secretary of Defense to remedy any gaps and shortfalls in shared situational awareness.

8c. Recommend Improvements for Federal and State Information-Sharing Procedures: By July 15, 2012, the Under Secretary of Defense for Policy shall provide recommendations on shared situational awareness for approval at the Council of Governors plenary meeting. These recommendations shall include Federal and State critical information requirements and standard operating procedures for sharing critical information between Federal and State governments.

9. Strengthen DoD Preparedness through Improvements to Doctrine, Exercises, Training, and Education

9a. Update Joint and Service Doctrine: By January 31, 2014, the Chairman of the Joint Chiefs of Staff and the Secretaries of the Military Departments, in coordination with the Commanders of U.S. Northern Command and U.S. Pacific Command, shall review and update Joint and Service doctrine to include the definition of complex catastrophes, and make necessary distinctions between routine DSCA and the response to a complex catastrophe. Among other considerations, updated Joint Doctrine should address the need to promote

unity of effort with the State National Guard response, and integrate the immediate response of DoD installations with the deliberate response of the Combatant Command.

9b. Make Recommendations on Exercise Integration: By January 31, 2013, the Chairman of the Joint Chiefs of Staff, in coordination with Commander, U.S. Northern Command; Commander, U.S. Pacific Command; the Secretaries of the Military Departments; the Directors of the Defense Agencies; and the Chief, National Guard Bureau, shall assess and make recommendations to the Under Secretary of Defense for Policy to improve the integration of DSCA-related exercises. The recommendations should leverage and support the National Exercise Program and address the ability of DoD to coordinate and integrate exercises of the State National Guard, the Military Departments, and Combatant Commands regionally. These recommendations shall also address ways to improve the unity of effort with the State National Guard response, and to integrate the immediate response of DoD installations with the deliberate response of the Combatant Command.

9c. Assess Training Requirements and Readiness Reporting for the DoD Role in Complex Catastrophes: By January 31, 2014, the Under Secretary of Defense for Policy, in coordination with the Under Secretary of Defense for Personnel and Readiness; the Under Secretary of Defense for Acquisition, Technology, and Logistics; the Chairman of the Joint Chiefs of Staff; the Commander, U.S. Northern Command; the Commander, U.S. Pacific Command; the Secretaries of the Military Departments; and the Chief, National Guard Bureau, shall make recommendations to the Secretary of Defense on how to improve and/or sustain mission capabilities in support of DSCA. This assessment should consider the utility of mechanisms such as the Civil Support Task List or Mission-Oriented Task Groupings to translate military capabilities into civilian support functions; the role of installations, Defense Agencies, and DoD civilians; and existing training and reporting requirements.