

## **Implementation Recommendations for Defense Support in Complex Catastrophes**

### **Recommendation #1: Develop specific DoD planning documents that will strengthen preparedness for complex catastrophes**

The Chairman of the Joint Chiefs of Staff Standing Defense Support of Civil Authorities (DSCA) Execute Order (EXORD) would not enable sufficiently rapid sourcing to provide for the reception, staging, onward movement, and integration of forces for a domestic complex catastrophe. The Supported Combatant Commands, in accordance with the 2010 Joint Strategic Capabilities Plan (JSCP), will update their DSCA Contingency Plans (CONPLANS) to include a domestic complex catastrophe. A Standing Catastrophic EXORD will provide an interim solution until these CONPLANS are updated.

#### **➤ Actions to develop a specific DoD planning document that will strengthen preparedness for complex catastrophes:**

- OUSD(P) will, within 120 days after completion of the Joint Force Headquarters-State (JFHQs-State) pilot program (see Recommendation #2), develop an issuance that provides policy guidance for the integration of federal, regional and state military planning efforts for complex catastrophes.
- OUSD(P) will, within 180 days, assess the use and effectiveness of the DoD prescribed mission assignments. Upon completion of this assessment, OUSD(P) will convey those findings to FEMA.
- The Joint Staff will, within 180 days, issue a Standing Catastrophic EXORD to provide an interim solution to address DoD support in a complex catastrophe until the CONPLANS 3501 and 5001 are updated to include detailed planning for catastrophes in accordance with the 2010 JSCP.
- U.S. Northern Command, and U.S. Pacific Command will, within 1 year, develop Defense Support Annexes for each of the Federal Emergency Management Agency (FEMA) federal department and agency plans and in each of the FEMA regional plans.
- U.S. Northern Command will, within 2 years, update CONPLAN 3501, DSCA, with detailed planning to address catastrophes in accordance with the 2010 JSCP.
- U.S. Pacific Command will, within 2 years, update CONPLAN 5001, DSCA, with detailed planning to address catastrophes in accordance with the 2010 JSCP.

### **Recommendation #2: Enable JFHQs-State to be a key planning node**

DoD Directive 5105.83 directs the National Guard JFHQs-State to develop plans to support civil authorities and to coordinate these plans through the Joint Staff, National Guard Bureau, and with the appropriate Combatant Commander.

- **Actions to enable the JFHQ-State to be a key planning node:**
  - OUSD(P) will, within 120 days, institute a pilot program at five designated JFHQs-State to develop methods to improve coordination between federal and state planning efforts. On completion of the pilot program, make recommendations on how to expand the program to the remaining states and territories.
  - U.S. Northern Command and U.S. Pacific Command will, in coordination with National Guard Bureau, develop processes and procedures to annually assess the effectiveness of coordination and integration of federal and state planning efforts.

### **Recommendations #3: Improve DoD's Support to National Preparedness**

Military readiness plays an integral part of DoD support in complex catastrophes and to its overall role in supporting national preparedness. The current readiness system however is not designed to assess and sustain readiness for domestic complex catastrophes.

- **Actions to improve DoD's support to national preparedness:**
  - OUSD(P) will, within 90 days, identify best practices for preparedness and response across DoD Components. Once identified, publish guidance on the promotion of these best practices within the Department. This guidance will include ways to incentivize best practice implementation and recognize outstanding achievement in their implementation. OUSD(P) will annually update these best practices and recognize DoD Component achievement.
  - OUSD(P&R) will, within 120 days, develop recommendations for how installation commanders will report DoD readiness for capabilities other than operational forces to the Commanders, U.S. Northern Command and U.S. Pacific Command.
  - OUSD(P&R) will, within 120 days, develop recommendations for assessing DoD support of national preparedness.
  - OUSD(P&R) will, within 180 days, develop assessment criteria and a process to assess preparedness within DoD.

### **Recommendation #4: Identify and facilitate DoD senior-leader decisions that will enable a faster DoD response**

DoD senior leaders must make a broad range of decisions required to initiate and maintain a large-scale, rapid DoD response to domestic incidents. In order to do this successfully, leaders must have shared situational awareness and anticipate requirements for DoD support. The primary focus of this efforts will be on supporting senior DoD leadership decision making. This effort will also make recommendations to guide subsequent work to ensure that the DoD senior leader situational awareness initiative will be aligned with other key federal and state situational awareness improvement efforts currently underway.

- **Actions to identify and facilitate DoD senior-leader decisions that will enable a faster DoD response:**
  - OUSD(P) will, within 90 days, develop a decision matrix to expedite staffing processes during disasters.
  - OUSD(P) will, within 180 days, develop recommendations to remedy gaps and shortfalls in common situational awareness for domestic disasters and events, including complex catastrophes.

### **Recommendation #5: Identify new options for providing forces to the Supported Combatant Commander**

DoD has made significant investments over the past several years in developing and refining Global Force Management processes. These processes are well-suited for rotational deployments abroad. However, DoD must consider innovative options for force generation to meet the anticipated requirements of a domestic complex catastrophe.

- **Actions that identify new options for providing forces to the Supported Combatant Commander:**
  - The Joint Staff will, within 90 days, identify procedural changes and technological improvements that would improve the responsiveness of the emergent allocation portion of the Global Force Management process.
  - The Joint Staff will, within 120 days, improve the Total Force sourcing process for domestic crises by increasing the priority of geographic location of forces and the time required to reach an incident as selection criteria. Improvements must consider capabilities responding to an incident under immediate response authority, existing alert forces, and those forces capable of responding from the sea.

### **Recommendation #6: Prepare for activation of the Reserve Component**

The Fiscal Year 2012 National Defense Appropriations Act gave the Secretary of Defense the statutory authority to utilize the Reserve Component for domestic incidents (Title 10 United States Code, § 12304(a)). While policies governing the mobilization of Reservists exist, DoD must review the processes and structures required to use these policies for DSCA in response to natural disasters, including hurricanes and no-notice events.

- **Actions to prepare for activation of the Reserve Component**
  - OUSD(P&R) will, within 120 days, refine policies and processes for large-scale, involuntary activation of the Reserve Component for domestic incidents.
  - OUSD(P&R) will, within 120 days, provide options to facilitate the voluntary activation of Reservists and provide options to better access those volunteers. Options should consider individual volunteers, volunteer units, and pre-arranged voluntary service agreements.

### **Recommendation #7: Improve DoD's ability to provide immediate life-saving capabilities during a complex catastrophe**

The first 72 hours after a complex catastrophe represent the greatest opportunity to save lives. Leveraging the capabilities nearest the scene of the event will improve DoD's ability to save lives, prevent human suffering, or mitigate great property damage.

- **Actions to improve DoD's ability to provide immediate life-saving capabilities during a complex catastrophe:**
  - OUSD(AT&L) will, within 90 days, develop recommendations for the DoD Installation Emergency Management Program to improve coordination of installation response in a complex catastrophe.
  - The Joint Staff will, within 240 days, exercise a large-scale immediate response in conjunction with another pre-planned exercise, and develop a list of recommendations to further improve DoD's ability to provide immediate life-saving capabilities.

### **Recommendation #8: Identify the installation capabilities that DoD can utilize to provide mass care and emergency sheltering to an affected civilian population during a complex catastrophe**

A complex catastrophe will substantially impact the civilian population and create a significant demand on the Nation to provide mass care and support to the affected population. DoD installations may be requested to support civil authorities with temporary sheltering, mass evacuation, mass feeding, and emergency first aid until civil authorities are able to increase their capacity in these areas.

- **Actions to identify the installation capabilities that DoD can utilize to provide mass care to an affected civilian population during a complex catastrophe:**
  - U.S. Northern Command and U.S. Pacific Command will, within 90 days, develop a concept of operations for DoD to provide mass care support on and off DoD installations in a complex catastrophe. The concept of operations should include plans to transition DoD's mass care to civil authorities as soon as possible.
  - OUSD(AT&L) will, within 180 days, update appropriate policy issuances with improvements that govern DoD installation provision of mass care support in a complex catastrophe identified in the concept of operations above.

### **Recommendation #9: Identify methods for DoD's civilian personnel, either in an official capacity or volunteer capacity, to provide their services in a complex catastrophe**

The Civilian Expeditionary Workforce (CEW) Program, although designed for prolonged missions abroad, should be considered part of a DoD response to a complex catastrophe. Similarly, DoD civilians both on local DoD installations or facilities, and nationally, could provide assistance in a volunteer capacity.

➤ **Actions to identify methods for DoD’s civilian personnel, either in an official capacity or volunteer capacity, to provide their services in a complex catastrophe:**

- OUSD(P&R) will, within 180 days, identify resource gaps in the core capabilities of the Federal Interagency Operational Plans that could be filled by DoD civilians operating under the CEW or as volunteers. Revise appropriate policy guidance to allow DoD civilians, operating under CEW or as volunteers, to fill interagency resource gaps.
- OUSD(P&R) will, within 90 days, issue a memorandum to the DoD Components on relevant civilian personnel policies that enable the utilization of civilian personnel in an official capacity or volunteer capacity during domestic incidents.

**Recommendation #10: Identify shortfalls and requirements for coordination and liaison support for steady state preparedness activities and response actions for a complex catastrophe**

DoD has made significant investments to ensure that its capabilities are integrated, when requested, into the overall national response. Effective organization of coordination and liaison personnel working closely with Federal, State, and local officials is critical to this effort.

➤ **Actions to identify shortfalls and requirements for coordination and liaison support for steady state preparedness activities and response actions for a complex catastrophe:**

- OUSD(P&R) will, within 90 days, conduct manpower reviews and staffing needs assessments for steady state preparedness activities and response actions for a complex catastrophe for the following elements:
  - Defense Coordinating Officer/Defense Coordinating Element
  - Military Emergency Preparedness Liaison Program
  - Joint Regional Medical Planning Officer Program
  - JFHQs-State
- OUSD(P&R) will, within 240 days, conduct manpower reviews and staffing needs assessments for coordination and liaison elements at Federal department and agencies and at the local level for steady state preparedness activities and response actions for a complex catastrophe

**Recommendation #11: Identify ways to make coordination and liaison support to civil authorities more effective for steady state preparedness activities and response actions for a complex catastrophe**

DoD can enhance the effectiveness of coordination and liaison personnel by developing clear requirements. Joint duty positions can also enhance effectiveness by placing coordination and liaison officers directly under U.S. Northern Command and U.S. Pacific Command.

- **Actions to identify ways to make coordination and liaison support to civil authorities more effective for steady state preparedness activities and response actions for a complex catastrophe:**
  - U.S. Northern Command and U.S. Pacific Command will, within 90 days, conduct a Commander's Estimate to determine the appropriate functional requirements (operational, organizational, and personnel) to the Military Departments for coordination and liaison personnel.
  - OUSD(P&R) will, within 90 days, determine the feasibility and effectiveness of making DoD coordination & liaison billets joint.
  - OUSD(P&R) will, within 90 days, develop recommendations following the completion of designated manpower reviews and staffing needs assessments.
  - OUSD(P) will, within 180 days, develop processes and procedures to manage the increased volume of requests for assistance in a complex catastrophe.

**Recommendation #12: Align DoD and interagency policy, doctrine, and terminology for domestic incidents**

DoD policy, doctrine, and terminology for the support of civil authorities must be consistent with interagency policy, doctrine, and terminology.

- **Actions to align DoD and interagency policy, doctrine, and terminology for domestic incidents:**
  - The Joint Staff and the Military Departments will, within 90 days, review appropriate military policy and doctrine, including the use of terminology, as it applies to support of civil authorities, to ensure consistency and interoperability with the interagency. Provide the results of this review to OUSD(P) upon completion of this assessment.

**Recommendation #13: Develop specific officer and enlisted professional development programs for DSCA that include a skill identifier and specific DSCA assignments**

Military Departments must promote professional development that better prepares personnel for domestic response in support of civil authorities and identifies DSCA expertise as a special skill.

- **Actions to develop specific officer and enlisted professional development programs for DSCA that include a skill identifier and specific DSCA assignments:**
  - OUSD(P&R) will, within 90 days, determine the feasibility of a domestic operations additional skill identifier and coding positions on unit organizational documents as such.
  - OUSD(P&R) will, within 180 days, conduct an assessment of existing training and exercises conducted for domestic incidents to determine their capability to fulfill requirements for preparedness and response to complex catastrophes.

**Recommendation #14: Identify and improve coordination of DSCA-related training and exercises**

Military Departments must provide individual and collective DSCA training at the earliest opportunity for all DoD personnel. Domestic response exercises vary in scope and complexity and are sponsored by several entities across DoD.

- **Actions to identify and improve coordination of DSCA-related training and exercises:**
  - The Joint Staff will, within 90 days, develop guidance for DoD components that consolidates all DSCA-related exercises and promotes common exercise scenarios and objectives; ensure that guidance is linked to, chemical, biological, radiological, and nuclear exercises, the National Level Exercise Program; and other related FEMA exercises.