

UNCLASSIFIED

HEADQUARTERS, US PACIFIC COMMAND
Camp H.M. Smith, HI 96861-4013
19 Nov 2014

Subject: U.S. PACIFIC COMMAND FOREIGN HUMANITARIAN ASSISTANCE (FHA)
CONCEPT OF OPERATIONS (CONOPS)

References:

- A. Unified Command Plan, April 2011, Change 1 of 12 Sep 2011
- B. Department of Defense Directive 5100.46 Foreign Disaster Relief (FDR), 06 Jul 2012
- C. U.S. Joint Publication 3-08 Interagency, Inter-organizational Coordination During Joint Operations (Vol. 1 & 2), 24 June 2011
- D. U.S. Joint Publication 3-16, Multinational Operations, 16 July 2013
- E. U.S. Joint Publication 3-29, Foreign Humanitarian Assistance, 03 January 2014
- F. U.S. Agency for International Development (USAID)/Office of Foreign Disaster Assistance (OFDA) Guidance for Disaster Planning and Response – FY 2012
- G. USPACOM Theater Campaign Plan (TCP) 5000-20, All Hazards sub campaign
- H. USPACOM Theater Campaign Order (TCO) FY15
- I. Department of Defense Joint Task Force Commander Handbook for Humanitarian Operations
- J. CJCSI 3121.01B, U.S. Standing Rules of Engagement (SROE)/Standing Rules for the use of Force (SRUF) 13JUN2005.
- K. CDRUSPACOM Theater Specific ROE 181904ZJUN2008.
- L. United Nations Office for the Coordination of Humanitarian Affairs, Guidelines on the Use of Military and Civil Defense Assets in Disaster Relief (Oslo Guidelines), November 2006 with Revision 1.1 in November 2007
- M. United Nations Office for the Coordination of Humanitarian Affairs, Guidelines on the Use of Military or Armed Escorts for Humanitarian Convoys, 14 September 2001
- N. United Nations Guidance on the Use of MCDA, March 2003 and revised January 2006
- O. Red Cross/Red Crescent Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance (IDRL Guidelines), 30 November 2007
- P. Multinational Force Standing Operating Procedures (MNF SOP version 2.9), October 2013
- Q. Guidelines for Information Support to Military Disaster Relief Operations (Asia Pacific Intelligence Chiefs Conference)
- R. Asia-Pacific Regional Guidelines for the Use of Foreign Military Assets in Natural Disaster Response Operations, 1 January 2014
- S. Multinational Communications Interoperability Guide (MCIG) 2014
- T. USAID “Field Operations Guide for Disaster Assessment and Response” Version 4.0, November 2005

Enclosure:

- (1) FHA Operations Support Template
- (2) C2 Models & Force Capabilities

UNCLASSIFIED

Executive Summary.

This document is a comprehensive revision and supersedes the FHA CONOPS dated 22 October 2013. The USPACOM FHA CONOPS is the authoritative reference for USPACOM FHA operations, actions and activities (OAA). This document builds the strategic and operational construct for planning, preparing executing, and assessing FHA operations, and will be applied in situations when United States Government (USG) agencies request DOD assistance (e.g., foreign disaster relief (FDR), pandemic and emerging infectious diseases (PEID) and chemical, biological, radiological and nuclear (CBRN) accidents). This CONOPS provides:

- a. Prescriptive USPACOM guidance to military commanders performing FHA operations.
- b. A framework to inform partner nations on USPACOM support during FHA operations.
- c. A baseline for the development and conduct of training to prepare USPACOM commanders and forces to execute FHA operations.

Humanitarian Assistance. Humanitarian assistance is undertaken to save lives and alleviate suffering during, and in the aftermath of an All Hazards event, per references L through S. Figure 1 highlights the relationships between the Affected State (AS), International Humanitarian Community, and military approaches. Rescue, relief and recovery phases may overlap during an operation, both among the various response disciplines (e.g. shelter, food and water) in a geographic area, and/or among the various affected geographic areas. While the Humanitarian Community accepts two general phases (emergency response and recovery/development), the military support which typically occurs during the “emergency response” phase is further divided into three arbitrary stages:

- a. Rescue. Life-saving actions. This phase includes the Immediate Response Authority (IRA) granted to local commanders for up to 72 hours after an event.
- b. Relief. Support the provision of basic survival needs (shelter, food, water, medical treatment) and prevention of secondary effects such as disease.
- c. Recovery (long-term). Assist the AS in rebuilding damaged infrastructure to pre-crisis levels and restoring societal and economic norms.

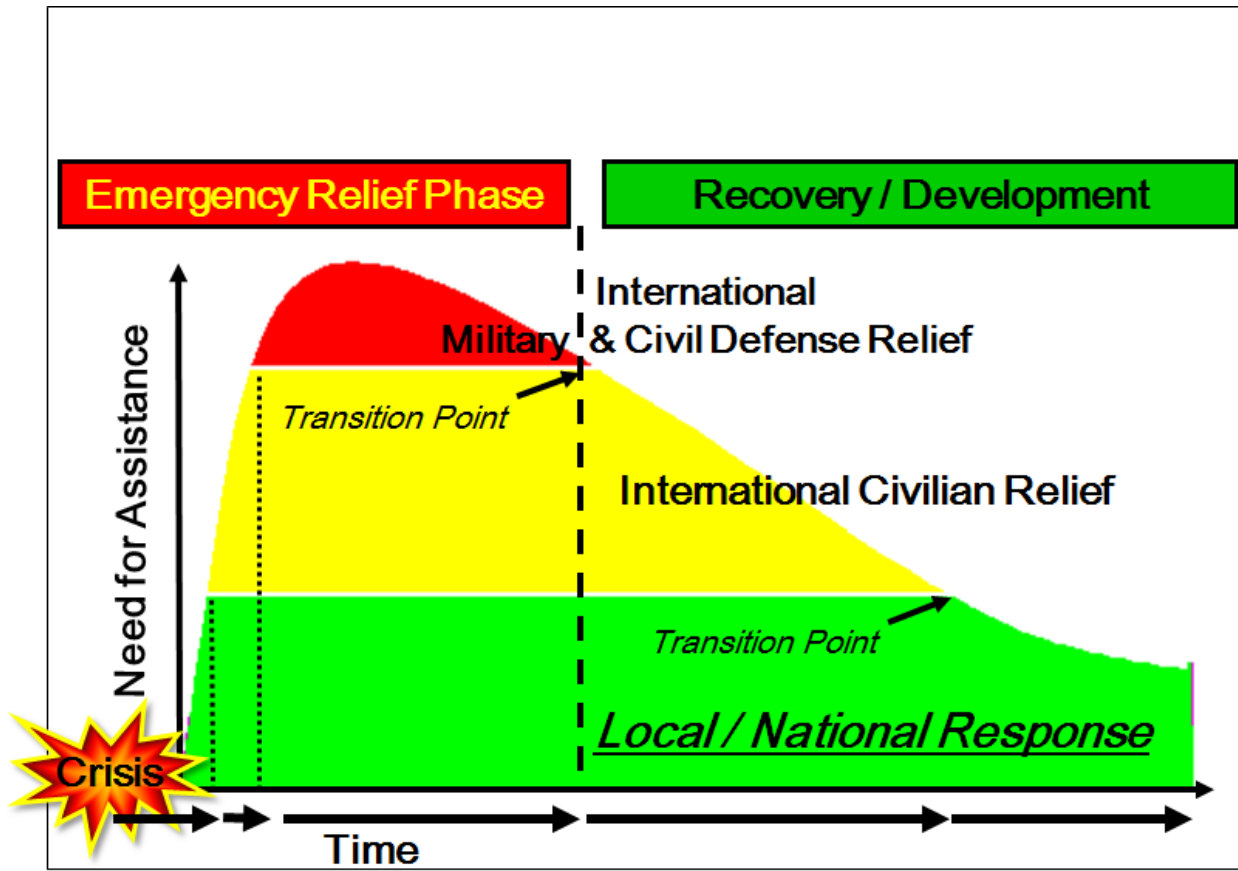


Figure 1: Aligning UNOCHA and DOD Phases/Stages (original source - OCHA)

1. Situation.

a. General. The Asia Pacific Region is highly susceptible to a wide range of severe natural and man-made hazards. When the Affected State (AS) requests or consents to external support because its internal capacity has been overwhelmed, the United Nations (UN) Office for the Coordination of Humanitarian Affairs (OCHA) may coordinate international humanitarian assistance from assisting nations, including the USG. All assisting nations support the AS under bilateral agreements as coordinated through the AS. When the USG provides support to the AS the Department of State (DOS) may request DOD support. As part of routine evaluations and assessments, USPACOM maintains visibility on Asia-Pacific nations most likely to need/ask for assistance to inform training, capacity building and contingency planning. Where and when requested, USPACOM will plan and execute support operations as part of the USG response, using focused information and assessment collection and normally coordinated through the AS-led Multinational Coordination Center (MNCC).

(1) U.S. Government (USG) Framework. Within the USG Strategic Response Framework, USAID/OFDA is assigned as the Lead Federal Agency (LFA) for providing FHA and coordinating USG responses internationally. USAID/OFDA has numerous response options outside DOD to provide immediate support, including money, resources, commodities, deployable humanitarian experts and advisors, and reach back across the USG. Figure 2 demonstrates the USG process for receiving a Request for Assistance (RFA) from an AS, and processing RFAs between USG departments and agencies to coordinate a whole of government response. Each requested department or agency will evaluate and fulfill validated requirements based on capability and availability.

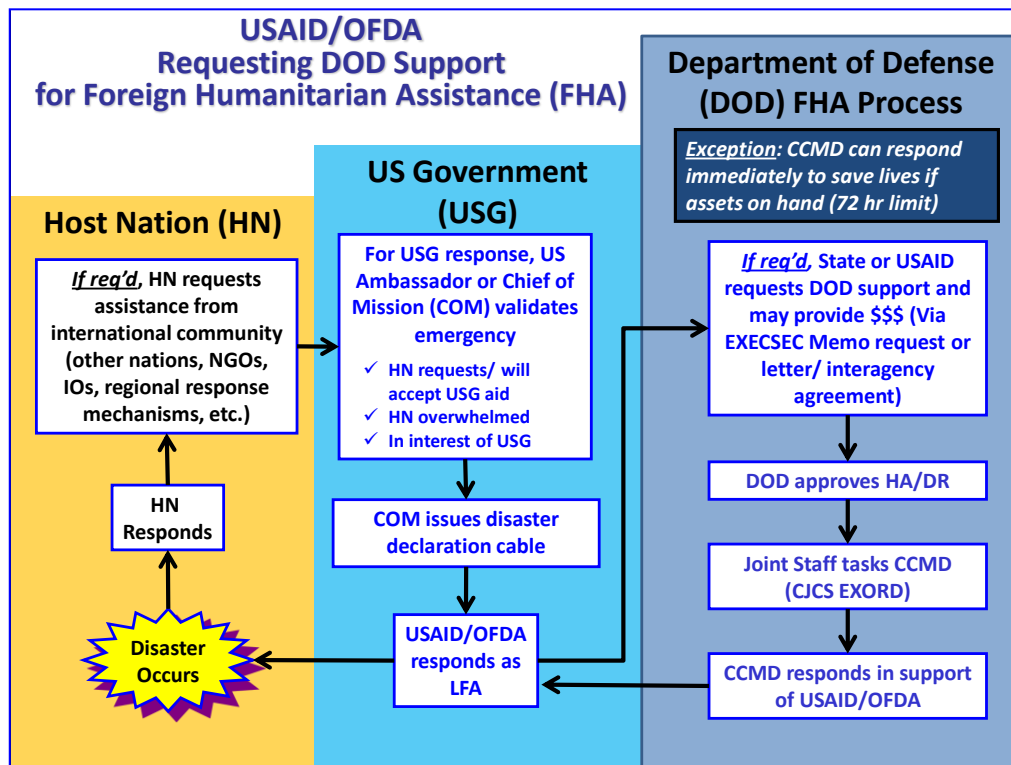


Figure 2: U.S. Government Strategic Response Framework, reference F

b. Area of Concern.

(1) Area of Responsibility. The USPACOM Area of Responsibility (AOR) as delineated in reference A, encompasses the Pacific Theater outside of the United States (US) homeland and territories.

(2) Area of Interest. Foreign nation-states and protectorates within the USPACOM AOR.

(3) Joint Operational Area. The Joint Force Commander (e.g. CDRUSPACOM) may establish a Joint Operational Area (JOA) during the execution of FHA operations. Considerations for the establishment of a JOA may include the AS and adjacent areas critical to mission success (e.g. staging bases, transit routes).

c. Resiliency and Mitigation. USPACOM method to increase disaster resiliency and response capabilities with nation-state partners throughout the AOR to reduce disaster impacts and necessity for U.S. DOD involvement in disaster management and humanitarian assistance (DMHA) operations is provided IAW references G through I.

d. Operating Environment. Per reference B, FHA operations will typically be executed in permissive environments where there is low to moderate threat to U.S. forces. USPACOM J2/JIOC will update threat assessments as required and prior to the deployment of forces. The most prevalent threats to military support effectiveness include growing internal instability, internally displaced persons (IDP), refugees, maritime piracy, terrorism, unresolved border claims, territorial disputes, and the potential for dramatic changes in the defense postures. Additionally, infectious disease and other communicable health risks are always a concern in FHA operations.

(1) Political. A permissive political environment is critical to the successful deployment and employment of DOD forces during an FHA response. A permissive political environment is one where the AS government remains intact and capable of coordinating the response and open hostilities are not expected. A permissive environment is a primary consideration in order to not place DOD personnel at undue risk and to provide the best conditions for mission success. It is unlikely that USPACOM forces would execute FHA operations in a politically non-permissive environment.

(2) Social. The degree of threat will also depend on such factors as internal social stability and the degree to which infrastructure has been damaged or destroyed. This could range from total societal support of relief efforts, to one where societal norms fail and belligerent/uncooperative actors (e.g., gangs, rebels, criminals) disrupt humanitarian efforts for political or personal gain.

(3) Health. Given the likely disruption to normal services, like health care and sanitation in the affected area, the potential for disease and the large-scale spreading of communicable pathogens is possible. Constant monitoring and evaluation is required to detect emerging health

issues as early as possible to minimize the impact on USPACOM forces and the affected population.

(4) Violent Extremist Organizations (VEO). Local and international VEOs may attempt to take advantage of an unstable environment to conduct activities that further erode stability in the region, or promote their cause.

e. Friendly Forces.

(1) Affected State (AS). The AS will lead and coordinate the humanitarian response with assisting governments, agencies, and organizations in support. Any U.S. military contingent will support AS efforts through the assigned USG LFA (OFDA) and the AS-led MNCC. USPACOM country capability development for phase 0 preparedness, and capability and capacity objectives are defined in reference G.

(a) A Disaster Management System for coordinating the response. This varies from nation to nation and could be a dedicated national emergency organization, the military, or an identified government department that becomes the central body for organizing all response efforts. Normally, the USG LFA (OFDA) will be the representative within this system with the DOD supporting the USG effort through assigned tasks. A typical national emergency system will likely include:

1 National Disaster Management Organization (NDMO) is a generic term for the AS government organization that will coordinate the national response effort and integrate international support (e.g. UN, Red Cross and other Humanitarian Organizations). The US equivalent is the Federal Emergency Management Agency (FEMA).

2 National Emergency Operation Center (NEOC) supports the National Disaster Response Cell (NDRC) to coordinate emergency operations. One or more District/Provincial/State Disaster Response Organization(s) focusing on identifying regional issues and efforts to the national level such as identifying needs, recommending priorities, and the operation of regional centers.

3 Local/city disaster response organizations that identify local needs and manage reception/distribution centers.

4 An AS sponsored information platform may also be established as the "home of the national response" to share information and maintain common situational awareness. Where the AS creates this system, it shall be the system of choice for U.S. situational awareness.

5 A MNCC may also be established by the AS military to effectively coordinate and provide common situational awareness on AS military and multinational military activities supporting the relief effort. This becomes a key enabler to the efficient use of military support locations, capabilities and coordination. The USPACOM On-Scene Commander (OSC) may enable, assist, and participate in an AS MNCC construct.

UNCLASSIFIED

(b) Police and Security Forces. AS security organizations remain responsible for civil order within the AS: they will normally be charged with security and policing throughout the affected area, including the protection of the humanitarian response effort. The OSC will leverage existing police and security forces assets and SOPs to the greatest extent possible.

(c) Affected State Armed Forces. The AS Armed Forces are important resources for any humanitarian response and their effectiveness is critical to overall mission success. Any USPACOM military support to the AS military for humanitarian support will be validated with the USG LFA and then coordinated through the AS-led MNCC. Where appropriate, military-to-military (Mil-Mil) requests/agreements to support the existing capabilities of the AS military contributing to the response may be included and may require coordination with the USG LFA. When Mil-Mil support is provided to the AS, without validation by the USG LFA, Overseas Humanitarian Disaster and Civic Aid (OHDACA) funding may not be used to reimburse OAA, regardless of application to the humanitarian response effort.

(2) Humanitarian Community. Members of the Humanitarian Community are guided by, and operate under the fundamental principles of Humanity, Neutrality, Impartiality, Independence, and Do No Harm, per reference L. During FHA operations, members of the Humanitarian Community will expect that assisting militaries respect these humanitarian principles. The USPACOM OSC will not normally be the senior USG representative to the overall US response effort. The OSC must understand the dynamics of humanitarian systems supporting the AS to better align their support to the response effort. While each response will be different, the following sub-paragraphs highlight non-AS government organizations (or mechanisms) that may assist the AS to coordinate the broader international humanitarian response effort:

(a) United Nations (UN).

1 The Interagency Standing Committee (IASC) is a standing body, authorized by UN resolution as the primary inter-agency forum for coordination of policy development and decision-making involving key UN and non-UN humanitarian partners.

2 Office for the Coordination of Humanitarian Affairs (OCHA) coordinates international humanitarian assistance in support of the AS. As agreed/ requested by the AS, OCHA will likely augment in-country assets and organizations with:

a A UN Disaster Assessment and Coordination (UNDAC) Team that can support the AS and UN effort with technical, coordination, and information services. The Resident Coordinator/Humanitarian Coordinator (RC/HC) can also be augmented with a Senior Emergency Officer (SEO).

b An On-Site Operations Coordination Center (OSOCC) supports AS coordination of incoming international disaster relief assistance. The OSOCC facilitates information exchange between international and national relief actors, and provides a platform for planning/coordinating international relief.

UNCLASSIFIED

c Web-based, unclassified information sharing portals called the Virtual On-site Operations Coordination Center (VOSOCC) and Relief Web contain details of the humanitarian response from a UN perspective, using multiple sources (<http://vosocc.unocha.org> and <http://reliefweb.int>). Visibility of these sites by all levels within USPACOM is particularly important early, as assisting nations are considering their level of involvement and identifying their information needs.

3 In-Country UN Resources/Capabilities.

a Resident Coordinator/Humanitarian Coordinator (RC/HC) functions as the leader of the UN Country Team and is responsible for assisting and advising the AS in coordinating in-country and international response efforts.

b Humanitarian Country Team (HCT) works with the RC/HC and consists of UN agencies, funds and programs other humanitarian agencies that normally work in the AS. While primarily focused on the conduct of development work, HCT can support emergency response efforts.

c The UN Cluster Approach is a civilian – civilian coordination mechanism used by most nations with the designation of AS cluster leads from line ministries alongside the HCT/IASC. Normally, USAID/OFDA will represent USG at these meetings but military representatives may be invited as the situation demands. Figure 3 is a listing of Clusters and HCT/IASC Cluster Leads.

4 Common UN Services also available to support an AS request:

a UNOCHA Civil-Military Coordination (UN CMCoord) officer who conducts civil-military coordination efforts between the UN, AS, other humanitarian actors, and supporting foreign nation military assets (including U.S. forces). This capability would normally be part of the AS-led organization to affect coordination between the Clusters and MNCC.

b The UN Humanitarian Air Service (UNHAS) operated by the World Food Program (WFP) to provide UN and other humanitarian organizations with safe and reliable air transport during emergencies.

c *Humanitarian Response* is a collaborative inter-agency website managed by UNOCHA to enhance humanitarian coordination within the cluster approach and support the exchange of information at the country level. A specific disaster site from the homepage (<https://humanitarianresponse.info>) will be created within 24 hours, linked to the AS Information Platform, and can be a useful tool for creating shared understanding.

(b) Red Cross/Red Crescent Movement. The Red Cross/Crescent Movement is a key organization during a response, helping to enable the overall relief effort. The following branches of the movement may be providing assistance:

1 Each nation will normally have a National Red Cross or Red Crescent Society (NRCS) to coordinate and manage emergency relief services for disaster victims, contribute to

promoting and improving health conditions, preventing diseases, and reducing suffering. The NRCS is a member of the AS NDRC.

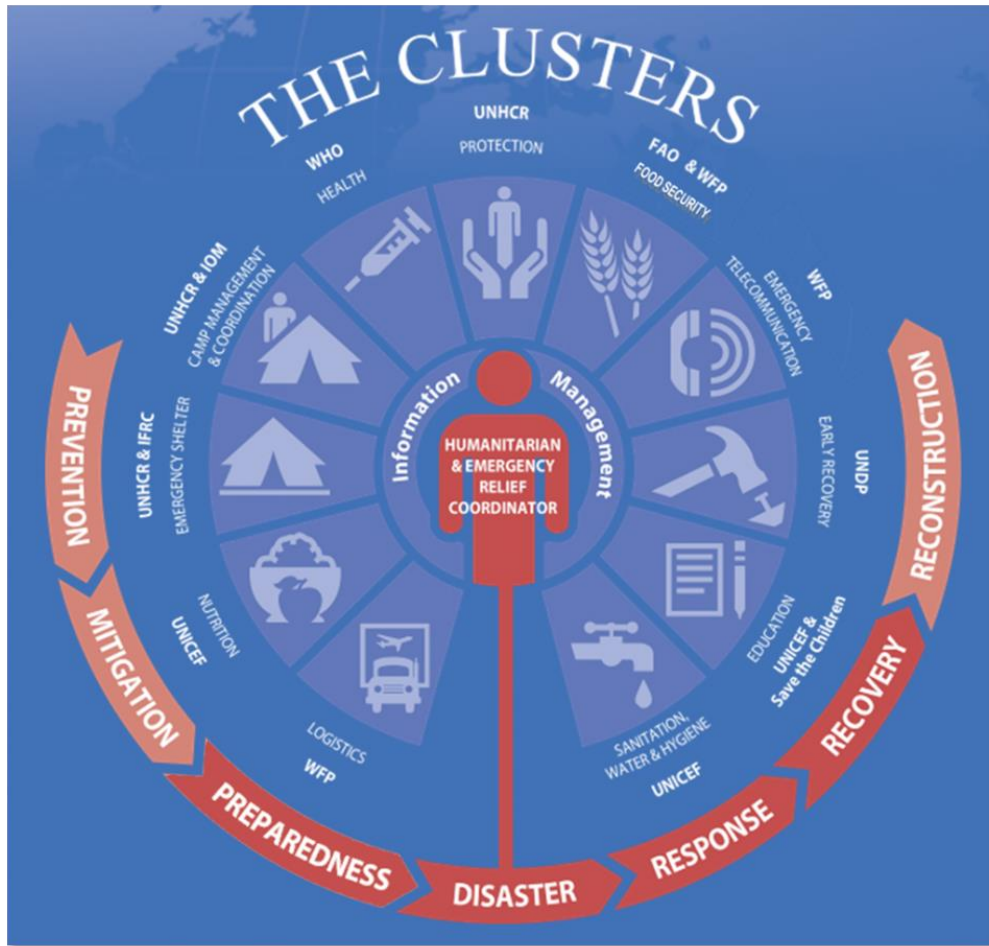


Figure 3. UN Clusters System

2 International Federation of the Red Cross and Red Crescent Societies (IFRC) is mandated to coordinate the efforts of its member societies during a natural disaster. The nearest regional delegation will normally assist the AS through the national society.

3 International Committee of the Red Cross (ICRC) is an independent humanitarian organization whose mandate is to provide protection and assistance for victims of armed conflicts and other situations of violence. They may or may not be active in the area depending on the pre-existing or evolving conflict conditions. During disasters, ICRC can provide family reunification programs.

(c) Non-Governmental Organizations (NGO). NGOs are legally constituted organizations, based nationally or internationally, created by private persons or organizations, without relationship to or representation of any government. Their willingness to engage/work with military forces varies greatly, but they should be serious candidates for transition of DOD tasks. Commanders should leverage USG and Office of Foreign Disaster Assistance (OFDA)

expertise to identify potential NGO partners. For reference, a group of 180 member U.S. NGOs have formed an organization called InterAction (www.interaction.org).

(3) U.S. Government.

(a) Department of State (DOS). DOS coordinates the necessary diplomatic arrangements for the conduct of assistance operations, access, and protection of U.S. personnel and equipment. All requests for DOD support, regardless of requesting USG Agency, must be formally staffed through a DOS Executive Secretariat memorandum to SecDef.

1 U.S. Embassy (USEMB). The USEMB will typically initiate and provide the overall local oversight of the USG response. A USG foreign humanitarian response operation is usually initiated when the USEMB declares a disaster via a Disaster Declaration Cable (DDC). The DDC is transmitted to DOS and USAID/OFDA for validation and action. Specific embassy assets include:

a U.S. Ambassador (USAMB). The USAMB will normally be assigned as the Chief of Mission (COM) for the USG disaster response. However, U.S. National leadership may appoint another person as the overall leader for the USG response.

b Mission Disaster Relief Officer (MDRO). The MDRO is responsible for maintaining the Emergency Action Plan. During an event, the MDRO serves as the USEMB's focal point with the AS leadership.

c Defense Attaché (DAT) Team. The Defense Attaché Team is the resident expert for interfacing with the AS military and understanding local civil-military dynamics. They are key military engagement assets to warn of potential requests from or receive formal Mil-Mil requests for assistance.

(b) U.S. Agency for International Development (USAID)/Office of Foreign Disaster Assistance (OFDA). As the assigned USG LFA:

1 OFDA Regional Offices provide advice and guidance to USG leadership on humanitarian issues and represent the USG regarding humanitarian issues in the AS. During an international disaster, core regional office staffs are responsible for advising the USAMB/COM on grants, commodities, and technical expertise.

2 OFDA Disaster Assistance Response Team (DART) deploys expeditionary assets to collect critical information for USG decision-makers. The DART supports the USAMB/COM by gathering information about the disaster situation, assessing the effectiveness of the overall humanitarian response (including USG-funded relief activities), identifying gaps in the response, and managing overall USG field relief activities. OSC and DART coordination is essential to the successful execution of a cohesive USG response.

3 USAID/OFDA Humanitarian Assistance Advisors to USPACOM are primary Points of Contact (POC) for articulating initial operational-level humanitarian requirements

during an event and coordinating pre-disaster training. These advisors are permanently assigned to USPACOM to provide input to the Command's Operational Planning Team (OPT), and are key enablers for training and exercise events.

(c) U.S. Department of Defense (DOD). Where U.S. military assets are deployed, the military force will support U.S. civilian-led efforts and coordinate through the USG LFA to ensure that the most effective and appropriate response assets are deployed. Separate from USPACOM-assigned forces, supporting DOD capabilities/organizations include:

1 USTRANSCOM. This functional combatant command (FCC) offers strategic deployment and distribution capabilities for the movement and sustainment of USPACOM forces, when necessary. Moreover, the Joint Enabling Capabilities Command (JECC) has personnel ready to provide staff and planning augmentation support. Early consideration of JECC support is encouraged as a key enabler for command and control. The presence of a USTRANSCOM Liaison within USPACOM Headquarters allows for immediately planning and coordination integration. Multinational and interagency synergy is achieved through use of the Coalition Mobility System (CMS) (<https://www.coalitionmobility.com>). CMS is an unclassified, internet-based USTRANSCOM-developed tool that provides a worldwide accessible platform to facilitate multinational and interagency information sharing in support of humanitarian and coalition logistics operations. It allows: a) logistics data sharing with coalition partners; b) mission partners to create, monitor, and share air, vessel, rail, and convoy mission data; c) facilitation and synchronization of force movements with contingency participants; and, d) logistics data sharing with multinational and interagency partners.

2 Combat Support Agencies (e.g., Defense Logistics Agency, National Geospatial-Intelligence Agency). These agencies provide critical support to USPACOM and the OSC to ensure the proper levels of sustainment and products. These entities will be integral contributors to USPACOM planning through their LNOs.

3 Attachments, Detachments and Augmentation. Additional force capability requirements will be identified during planning and reconnaissance to include augmentation from service components, Direct Reporting Units (DRU) and supporting commands. USPACOM may also assign/dispatch LNOs to key government departments, allies and partners and the AS, as needs are identified.

(d) Foreign Militaries. Participation by other militaries to support the AS remains a bilateral national decision between governments. Most military contributions will also remain under their own national command, responding to national direction to support the AS. Having said this, there remains a coordination requirement to optimize supporting capabilities and align efforts wherever possible. To this end, USPACOM has instituted an International Coordination Team (ICT).

1 ICT. USPACOM has developed an ICT as an integral capability within the headquarters, consisting of USPACOM staff and LNOs. The ICT's role during FHA operations is to inform the command of Allies and Partner's activities; in effect, the ICT seeks to create military efficiencies and assists in developing shared situational awareness and messaging

among all participants. Additionally, the ICT may assist the AS in establishing the MNCC by providing advice, expertise, and resources.

f. Facts.

(1) The AS must formally request or be willing to accept USG assistance through the USEMB/DOS.

(2) A Disaster Declaration Cable (DDC) from the responsible USAMB or designated representative is normally required before FHA is provided by the USG.

(3) Requests for DOD assistance will be forwarded as an official request from the appropriate department or agency Executive Secretariat to OSD.

(4) DOD does not have direct legal or fiduciary authority to initiate emergency FHA operations with one limited exception: Immediate Response Authority (IRA) by in-place DOD assets in the first 72 hours after the event.

(5) SecDef must approve all DOD FHA operations (less Immediate Response Authority) prior to execution.

g. Assumptions.

(1) Any DOD deployment will be part of a wider USG response, with the closest U.S. diplomatic mission providing interface and diplomatic support.

(2) Any DOD response will be bilateral in nature between USG and the AS, but will work in conjunction with allies and partners.

(3) DOS will facilitate the timely approval of diplomatic agreements (e.g., Status of Forces Agreements (SOFA), Memorandums of Understanding (MOU), and Rules of Engagement (ROE), medical treatment, customs, etc.) and access clearances (e.g., diplomatic clearances for over flights and landings, access, basing) with the AS that will not delay the requested DOD response.

(4) DOD will not normally be the first responder (except where Immediate Response Authority applies) but may be requested to contribute during all stages of a humanitarian response.

(5) SecDef authorization will direct the use of discreet military capabilities that are not readily available through the AS or international community.

h. Limitations.

(1) Constraints.

UNCLASSIFIED

(a) U.S. military movement and response activities in the AOR will be coordinated with DOS and authorized by CDRUSPACOM.

(b) Forces generated for any response will be based on currently available DOD resources, and shall not affect ongoing training and deployments for operational commitments unless authorized by CDRUSPACOM.

(c) DOD response personnel and assets will remain under CDRUSPACOM combatant command (COCOM) at all times.

(d) The DOD response will be scalable and modular to meet the validated needs of the mission.

(e) Any DOD deployment must be self-sustaining.

(f) FHA response information and correspondence will be unclassified to the greatest extent possible.

(g) Intelligence sharing shall be executed in accordance with reference N.

(2) Restraints.

(a) Combined/coalition command and control arrangements require SecDef authorization.

(b) USPACOM deployed forces shall not compete against services available from other USG agencies or civilian organizations.

(c) Authority to transport non-USG personnel requires SecDef approval, except for actions taken under the IRA.

(d) USPACOM deployed forces will not provide clinical care to civilians unless authorized by the SecDef.

(e) DOD Equipment/Supplies will not be provided to the AS without SecDef authorization.

(f) DOD War Reserve Materiel (WRM) will not be used by DOD forces without CDRUSPACOM or SecDef authorization.

i. Legal Considerations. Significant and complex legal issues surround DOD assistance to USG agencies in FHA operations (e.g., FDR, PEID, and CBRN) requiring an understanding of international and domestic legal principles. With the exception of immediate response to prevent loss of life, military commanders normally conduct FHA to an AS in support of USAID/OFDA or the DOS as directed by the SecDef. Such assistance is limited in scope and duration and is conducted to alleviate the immediate suffering of foreign disaster victims. FHA typically

UNCLASSIFIED

depends on a whole-of-government approach for success and must be carried out in coordination with USAID/OFDA, the COM, and the Defense Security Cooperation Agency (DSCA).

(1) Domestic law.

(a) Domestic law surrounding FHA consists of statutes, annual appropriations, policies, regulations, and directives that may be confusing. The USPACOM Staff Judge Advocate (SJA) should be consulted and involved in the planning and execution of FHA missions.

(b) Statutory authority for USG departments and agencies to provide FHA is contained in the Foreign Assistance Act (FAA) of 1961, as amended, in Title 22, USC. This legislation provides a blueprint for USG engagement with other nations. The FAA designated DOS to provide policy guidance and supervision of programs created within the FAA. Various sections of Title 10, USC, and Title 22, USC, provide specific authorizations for various types of assistance. In addition, the annual DOD appropriation acts provide funding levels for various authorizations. Taken together, these provisions are very narrow in scope and generally still require prior coordination with DOS and/or USAID/OFDA. Other sections of the FAA may provide authorization for expenditures by other USG departments and agencies that may involve joint force distribution or coordination. One example is international development accounts, which permit donations of foodstuffs by the U.S. Department of Agriculture on an emergency basis.

(2) International Law. International law issues include the law of war, the law of the sea, the status of persons encountered during the mission, ROE, and host nation law.

(a) Affected State Law. Absent international agreement provisions to the contrary, members of FHA forces both military and civilian, and activities of the FHA force, are most likely subject to AS law and jurisdiction. For example, the FHA force might be subject to AS import laws; duties and taxes; procurement laws; prohibitions or restrictions on carrying and use of weapons; and health, safety, and labor laws. Members of the FHA force are subject to actions in AS criminal and civil courts, unless a SOFA or other international agreement limits AS jurisdiction.

(b) Rules of engagement (ROE). CJCS Standing ROE, reference J and theater specific ROE, reference K, remain in effect and are the baseline for deployments. The threat assessment and diplomatic arrangements will determine whether security will be provided by the AS or by the OSC and/or accompanying DOD security elements. Where DOD members are authorized to carry personal weapons, specific ROE will be developed and issued. The OSC may forward a ROE request (ROEREQ) to CDRUSPACOM at any time. As required, all USPACOM deployed personnel will receive an ROE briefing.

(c) Status of forces and other agreements (SOFA). A SOFA defines the legal status of a military force when deployed in the territory of a friendly state. A SOFA does not itself authorize the presence or activities of those forces. The purpose of a SOFA during FHA operations is to define how the sending and receiving states will share their sovereign

prerogatives. SOFAs seek to define the rights, immunities, and duties of the force and its members. If no treaty or SOFA exists with the affected country, DOD must become involved in establishing the status of US forces. Authority to negotiate and conclude SOFAs must be obtained from DOS under its Circular 175 Procedure (US Department of State Foreign Affairs Manual, Volume 11, Political Affairs, chapter 720). These agreements/arrangements should be in place in each country where forces will transit and/or stage in support of FHA operations. In cases where time or circumstances do not permit the negotiation of a full SOFA, adequate protection for US forces may be obtained by an exchange of diplomatic notes between the US and the AS. The DOS will have the lead for this action.

2. Mission. On order, USPACOM supports U.S. Government efforts, led by USAID/OFDA and DOS, to provide foreign humanitarian assistance to the AS by conducting relief and support operations to save lives, alleviate human suffering, and mitigate significant critical infrastructure damage.

3. Execution.

a. Commander's Intent.

(1) Purpose. To save lives and alleviate human suffering while increasing the effective response of USPACOM forces and other assisting militaries.

(2) Method.

(a) Rapid Assessments. Quickly gain and maintain situational clarity by engaging with DOS and USAID/OFDA, gathering USPACOM and other humanitarian community information sources, and, as required, sending a tailored assessment team to the AS (embedding with the USEMB country team and OFDA DART).

(b) Aggressively pursue unity of effort between in-theater USG response elements between DOS (USAOD/OFDA), DOD, AS military, and other assisting militaries.

(c) Closely work with U.S. Country Team (DOS) and USAID/OFDA to identify the best entry and operating conditions/locations (e.g., facility access, resources within the region, country clearances, status of forces agreements (SOFA), memorandums of understanding (MOU), and rules of engagement (ROE) requirements).

(d) Quickly establish transition conditions.

(e) Apply tailored, modular and self-sustaining joint military capabilities in support of FHA operations in close coordination with, and in support of USAID/OFDA. Selection of a command element and supporting joint forces and capabilities will be first driven by effectiveness – speed of response and alignment of capability and need – and then by efficiency in order to tailor the response force to the need without adding burden to the AS. Standing planning guidance will focus crisis action planning on identifying the optimal available joint

solution and fully consider combined and interagency integration, with speed of response always as a primary consideration.

(f) In coordination with the COM and USAID/OFDA, support the development and execution of a Communication Synchronization effort that promotes the AS-led response and actively informs local and international audiences of effective relief efforts.

(g) USPACOM deployed forces will be configured and prepared to live in austere, field deployment conditions for the duration of the deployment. Austere field conditions can include living and working in tents, eating field rations, and having improvised latrine and shower facilities.

(3) End State. Lives are saved, human suffering and damage to critical infrastructure are mitigated, AS/International Community effectively assumed all relief/response efforts, and public perception of DOD efforts is positive.

b. Operational Framework.

(1) General. The priority focus must be to support the delivery of humanitarian assistance to the AS and/or the affected population. Historically, DOD assistance has four lines of effort captured in the USPACOM FHA Operational Design at Figure 4: Humanitarian Support; Mil-Mil Support; Security Support; and Strategic Communication (SC) coordination. Additionally, one cross-cutting theme will be applied throughout the response: transition of assigned tasks. Any DOD response will align with the established and accepted AS mechanisms for dealing with the response, as coordinated by the LFA (USAID/OFDA) and AS military. The OSC will minimize the footprint of response forces. Further, USPACOM response forces must be self-sufficient to avoid competing for resources with the humanitarian response effort, and should not create dependencies on the USG/DOD by the affected population.

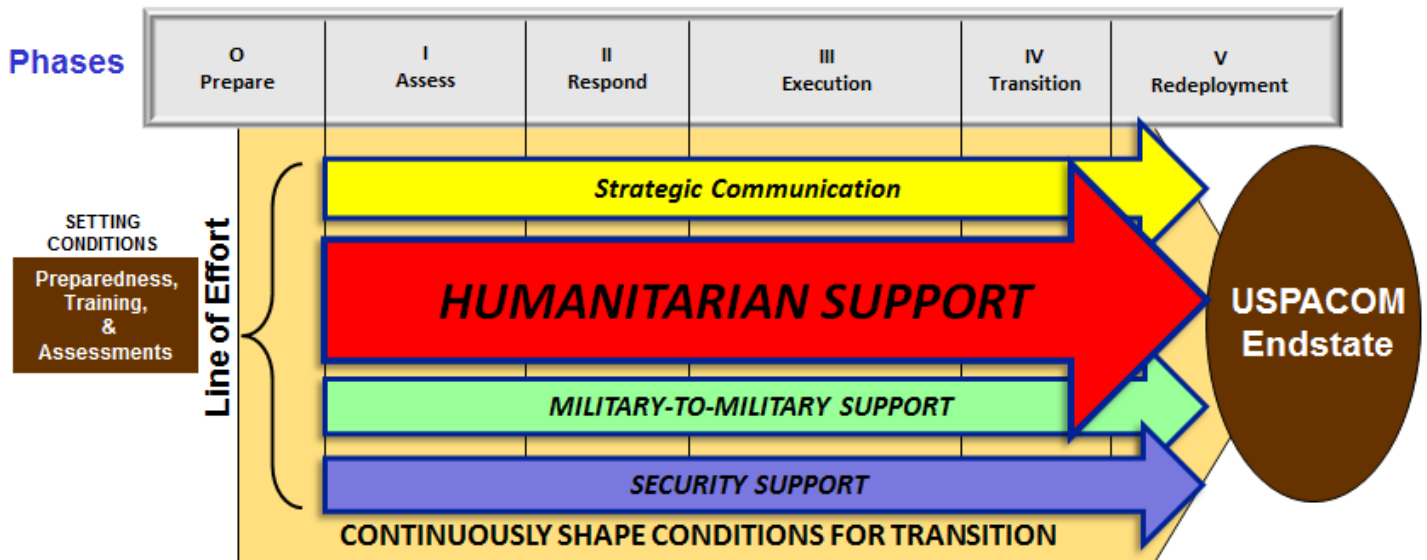


Figure 4: USPACOM FHA Operational Framework

(2) Lines of Effort (LOE) and Cross-cutting Themes. Four LOEs and one cross-cutting theme focus USPACOM planning and execution. While the weight of effort allocated to each line may vary or shift during the life of the operation, the main effort will be support to the humanitarian effort. Each LOE and theme is outlined below.

(a) LOE 1 - Humanitarian Support (MAIN EFFORT (Fig 5). This LOE is characterized by the provision of Humanitarian Support activities as coordinated by the USG LFA and the AS NDMO. As demonstrated at Figure 5, this LOE is highlighted by USPACOM providing capabilities to cover identified humanitarian gaps and deployed force activities supporting other humanitarian organization efforts or, as required and requested, provide direct humanitarian support to the affected population. The identified lines of operation (LOO) have been developed based on the most requested capabilities from past events but should not be considered all-inclusive, or that all activities will be required for every mission. Key considerations for effective military support to the humanitarian effort are: the coordination with the LFA; avoiding mission evolution beyond disaster relief; provide discrete military capabilities not available by the AS or international community; and timely handover of all activities to trusted agents (AS, IO, NGO, contractors).

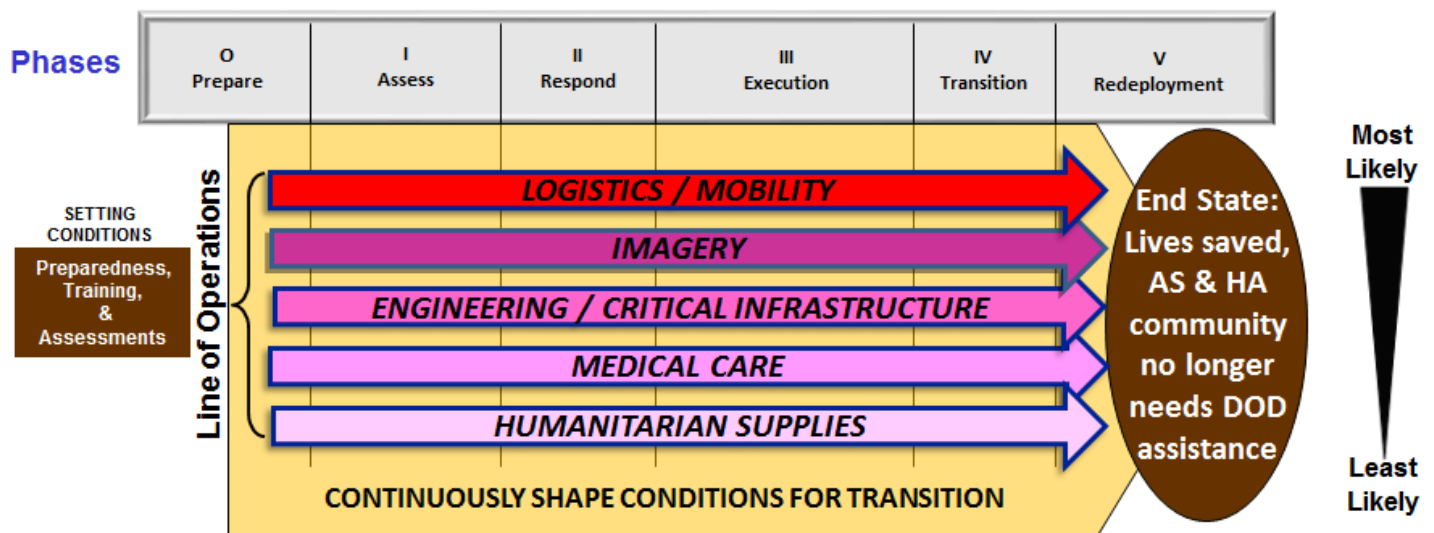


Figure 5: FHA Line of Effort 1 - Humanitarian Effort

(b) LOE 2 - Military-to-Military Support (Fig 6). Support to the AS military and Mil-Mil coordination are important considerations for effective response support. This LOE is characterized by DOD support to the AS military that will enable them to conduct relief operations. Our support cannot be interpreted as providing humanitarian support but that we are enabling the AS military to do so (e.g., US fixes AS lift to move supplies, or U.S. lift moves soldiers/relief workers to a distribution point to conduct relief). Key considerations for effective support to the AS military are: coordination with the U.S LFA, focus solely on enabling AS military support to disaster relief (avoiding mission creep), and clearly identified transition back to AS military. When Mil-Mil support is provided to the AS without validation by the USG LFA, OHDACA funding may not be used to reimburse these activities.

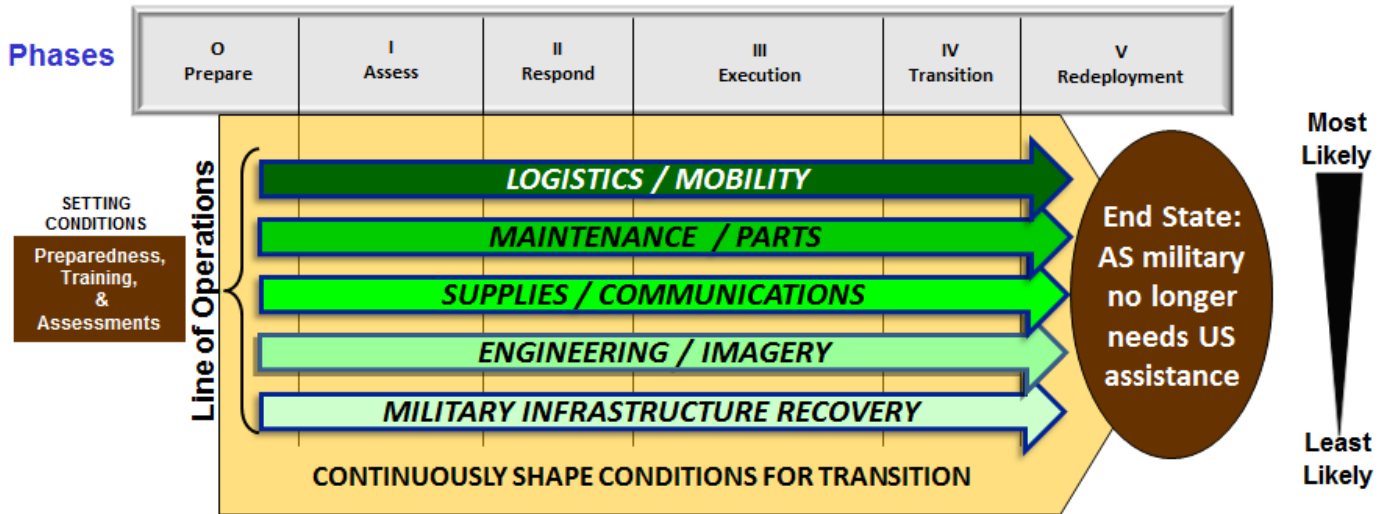


Figure 6: Line of Effort 2 - Military-to-Military Support

(c) LOE 3 - Security Support (Fig 7). The Security Support LOE is a supporting effort for the OSC. However, security of USPACOM deployed forces remains a primary concern for all planning and activity considerations, risk must be constantly evaluated. Overall, the AS security system remains the lead for security throughout the disaster area, and their nation. OSC support to AS-led security will focus on filling gaps for protecting relief operations, and maintaining stability for response organizations to work. As required, the OSC may be required to protect and/or evacuate American Citizens. Key considerations for effective security are: coordinating all security requirements with AS security organizations; ensuring AS organizations are present for, and lead all civil policing and protection type activities; force protection is adjusted as required but maintains an acceptable national minimum standard; and any security tasks performed by USPACOM forces are transitioned to AS security forces as quickly as possible. Organizations at all levels will maintain awareness of potential threats by working closely with the AS security apparatus to minimize the impact to operations.

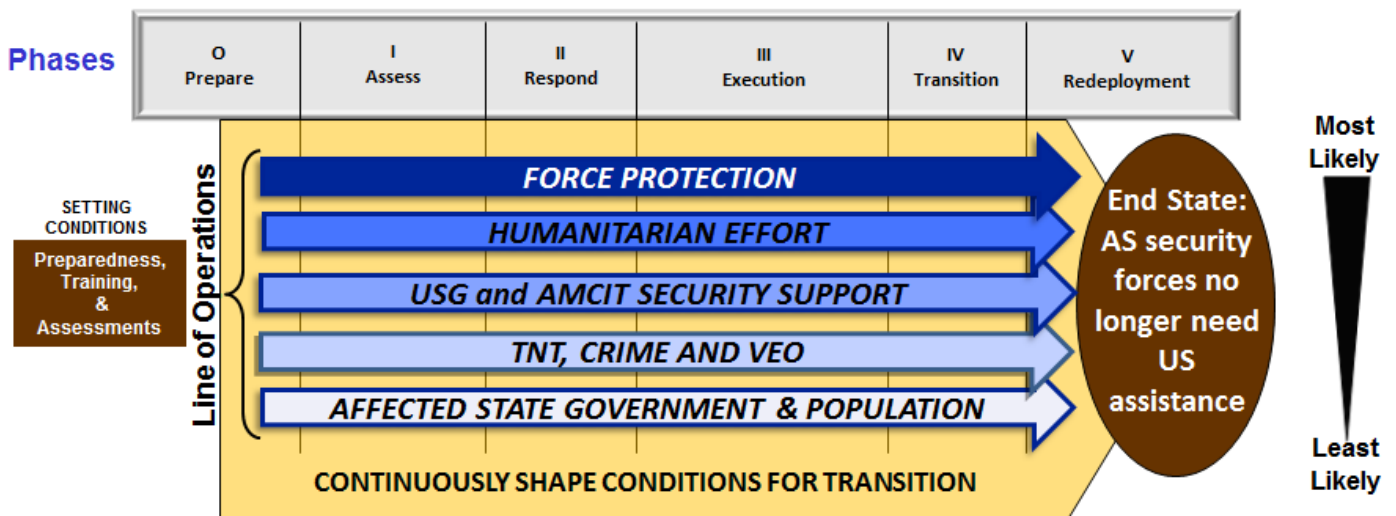


Figure 7: Line of Effort 3 - Security Support

(d) LOE 4 - Strategic Communication Coordination. Effective and coordinated messaging is critical to overall mission success, promoting a positive perception at home and abroad and creating an informed population for expectation management. Key actions in this LOE to promote successful messaging include: integrated, aligned and consistent messaging (both horizontally and vertically) between all responders and with the AS, informing the affected population of relief efforts and locations, and supporting the AS leadership in helping its own people. Further details are found in the coordinating instructions of this CONOPS and specific direction will be issued with any event driven USPACOM EXORD.

(e) Cross-cutting Theme – Transition of Assigned Tasks. Planning for transition will begin as soon as possible after arrival and continue to be refined and modified throughout the mission. This theme will be conducted in cooperation with the LFA to effectively hand over or terminate the tasks being performed by the OSC to a trusted source (AS agency or humanitarian). More frameworks for this activity are found in the coordinating instructions of this CONOPS, and specific direction will be issued with an event driven USPACOM EXORD.

(3) Phasing. FHA occurs in six phases per figure 4 (Prepare, Assess, Respond, Execution, Transition and Redeployment). Due to the nature of FHA operations, more than one phase may be in execution concurrently.

(a) Phase 0 - Prepare. This phase is characterized by OAAs conducted by USPACOM and subordinate units to mitigate risk, increase capacity and improve resiliency throughout the USPACOM AOR. These actions are informed by the Theater Campaign Plan and Theater Campaign Order and are executed by participating in All Hazards conferences, training, and exercises.

(b) Phase I - Assess. This phase is characterized by the receipt of a formal request for DOD support from the LFA. Focused Situational Awareness efforts coordinated by USPACOM staff and JIOC. Concurrently, USPACOM may initiate response actions, reconnaissance and planning support (e.g., Deployable Joint Task Force Augmentation Cell (DJTFAC) MNCC experts) within the Immediate Response Authority (IRA) 72-hour rule for DOD to take action to save lives, while alerting and posturing additional forces/staff as appropriate. As requirements solidify, a USPACOM-led planning process (reference G) will identify the DOD response in formal direction. Phase I:

1 Begins with the identification of a major crisis and USG indications that DOD support is likely required.

2 Ends with the publication of a USPACOM EXORD. The order should be developed and coordinated with OSD/JS, DOS, and USAID/OFDA.

(c) Phase II - Respond. Phase II activities taken for the assignment, assembly and movement of USPACOM forces to support USG relief efforts. This deployment phase also includes information gathering and establishing liaison support to increase the response effort – particularly providing support to the AS military for establishing the MNCC. This Phase:

UNCLASSIFIED

1 Begins with the publication of an order to deploy forces in support of USAID/OFDA for FHA operations.

2 Ends when all forces are postured to conduct operations.

(d) Phase III - Execution. This phase includes the conduct of support operations to the USG Lead Agency, the AS-led MNCC, and Mil-Mil support (non-relief/FHA) to the AS military. Phase III:

1 Begins with the declaration of initial operational capability (IOC) by the OSC to USPACOM.

2 Ends when DOD FHA support is no longer requested by the COM and USAID/OFDA.

(e) Phase IV - Transition. The plan should be developed in coordination with USAID/OFDA and the Embassy (or Regional Bureau of DOS). Transition is characterized by the flexible and modular handover of DOD tasks to other trustworthy agents as soon as they are able. Planning and coordination should start as soon as USPACOM forces arrive in the affected area but will evolve multiple times as the dynamics of the response mature. The aim of transition is to free USPACOM elements and resources from response support activities so they are available for re-tasking or redeployment. Phase IV:

1 Begins with the initial transition of relief tasks to AS or competent authority.

2 Ends when DOD tasks are assumed by other trusted partners and the USAMB/COM declares that U.S. forces are no longer required.

(f) Phase V – Redeployment. The redeployment of USPACOM forces can be by element or capability as tasks are completed or transitioned to a trusted agent, and can occur concurrently during any other phase. The OSC will continually evaluate mission requirements and redeploy unnecessary forces as soon as possible. The Redeployment Phase:

1 Begins as forces start to redeploy.

2 Ends when all USPACOM deployed assets return to home station, or are reassigned to another area.

c. Tasks.

(1) CG USARPAC, COMMARFORPAC and COMSOPAC.

(a) Maintain general preparedness of forces and capabilities listed in enclosure (2) for FHA operations.

UNCLASSIFIED

UNCLASSIFIED

(b) Prepare, man and train a humanitarian assistance survey team (HAST) per reference H.

(c) On order, dispatch a tailored element as part of a USPACOM HAST to support awareness and military understanding of the area in concert with the USG LFA.

(d) Participate in USPACOM crisis action planning, monitoring, assessing, and coordination efforts.

(e) Be prepared to (BPT) lead a potential FHA response.

(f) BPT contribute individuals to the AS-led Multinational Coordination Cell (MNCC) and the USPACOM ICT as directed.

(g) BPT relinquish OPCON of forces to the OSC as directed.

(2) COMPACFLT and COMPACAF.

(a) Maintain general preparedness of forces and capabilities listed in enclosure (2) for FHA operations.

(b) Participate in USPACOM crisis action planning, monitoring, assessing, and coordination efforts.

(c) BPT contribute individuals to the AS-led Multinational Coordination Cell (MNCC) and the USPACOM ICT as directed.

(3) HAST.

(a) When deployed, engage the country team, USAID/OFDA and AS military to gain situational awareness, support initial assessments, assist in coordinating any initial emergency military response (72 hours) activities, and facilitate USPACOM planning and posturing.

(b) During the initial assessment, advise USAID/OFDA on the application of unique military capabilities appropriate to a DOD response effort, such as: movement/mobility, engineering, imagery support, supply & logistics, and subject matter expert support.

(4) On-Scene Commander.

(a) Receive OPCON/TACON of assigned/attached forces, as directed.

(b) Provide DOD-specific input to the civilian-led and coordinated assessment.

(c) Exchange liaisons/representatives with the civilian response organizations as required by the USG LFA.

UNCLASSIFIED

UNCLASSIFIED

(d) Participate in any Mil-Mil coordination groups created by the AS, including an AS-led MNCC.

(e) Establish operational and logistical frameworks to rapidly execute and sustain military relief operations.

(f) Conduct relief operations in support of the AS Government. Validate all support requests with the USG LFA.

(g) Identify US security concerns to the AS in the disaster areas and maintain force protection in concert with AS security forces.

(h) In concert with the USPACOM J2 and J6, contribute to and monitor existing international and national disaster information-sharing networks.

(i) In concert with the AS-MNCC and USPACOM J6, contribute to the AS-MNCC in developing command, control, communications and cyber (C4) networks specifically for multinational C4 interoperability.

(j) Integrate strategic messaging and media lines with the USG team.

(k) BPT support AS-led air and sea traffic management/coordination as directed.

(l) ICW the USPACOM J83, assess progress towards achievement of USPACOM objectives and relief conditions.

(m) In coordination with the Country Team, transition military relief activities to responsible agencies/organizations as soon as practical, ensuring continuity of required relief activities in the transition.

(n) On order, redeploy DOD assets.

(o) Identify potential Theater Campaign All Hazards capacity building and interoperability opportunities for inclusion in future engagement plans.

(p) Conduct after action and lessons learned (LL) reporting.

(5) Center For Excellence (CFE).

(a) Support the J2/JIOC, J5 and USG agencies, in maintaining a theater overview of nation's that will likely require/request assistance due to an All Hazards event.

(b) In concert with AS and USG agencies, create and maintain country-specific disaster management reference handbooks as directed by USPACOM.

UNCLASSIFIED

UNCLASSIFIED

(c) With AS and USG agencies, provide updated and specific AS disaster management organizations and capabilities at the start of USPACOM crisis planning.

(d) Enable USPACOM and Service Component education and training for potential FHA operations as requested.

(e) Support USPACOM planning, monitoring, assessing, and coordination efforts by participating in Boards, Bureaus, Centers, Cells, and Working Groups (B2C2WG) such as the Joint Planning Group (JPG), Operational Planning Group (OPG), Strategic Assessments Working Group (SAWG), Interagency Coordination Cell (ICC), and International Coordination Team (ICT).

(f) Work with the LFA (USAID/OFDA) to identify UN cluster leads and other major organizations assisting the AS in disaster recovery, and progress in more areas; this will help inform commands' transition planning with potential humanitarian organizations.

(g) BPT support the OSC as directed by USPACOM.

(h) BPT participate in the After Action and Lessons Learned process as directed.

(6) HQ USPACOM Directors.

(a) Support FHA battle rhythm, planning, directing, monitoring, and assessing (PDMA) operations activities as required.

(b) Contribute personnel with required capabilities for deployment with the USPACOM Deployable Joint Task Force Augmentation Cell (DJTFAC).

(c) Participate in ICT via the USPACOM battle rhythm as required.

(7) J07.

(a) Assess force health protection threats and requirements.

(b) Manage theater health service coordination for US forces and support of FHA operations.

(8) J1.

(a) Manage USPACOM personnel reporting.

(b) BPT support manning documentation development.

(9) J2/JIOC.

UNCLASSIFIED

UNCLASSIFIED

(a) With CFE, J5 and USG agencies, assist in maintaining a theater overview of nations likelihood of needing and requesting assistance due to an all hazards event.

(b) Focus intelligence integration into operations using Priority Intelligence Requirements (PIR) based on Commander's decision points. PIRs will be managed by intelligence planners.

(c) ICW J6, define the structure and process to facilitate the collection and rapid dissemination of information (e.g. forecasting, imagery, and damage assessments) applicable to FHA operations.

(d) Ensure staff situational awareness of potential political, social and VEO threats, both in the JOA and throughout the theater.

(e) Conduct threat analysis to USPACOM forces conducting relief operations.

(10) J3 (Includes tasks previously assigned to J7).

(a) Maintain the readiness of the USPACOM DJTFAC, including AS-led MNCC support enablers.

(b) Maintain the USPACOM FHA CONOPS and conduct periodic review as necessary.

(c) On behalf of the J02, manage USPACOM Battle Rhythm activities, the OPG, and ICT operations.

(d) BPT conduct crisis action planning and issue necessary orders, per SecDef direction, for a USPACOM disaster response operation.

(e) Recommend a C2 structure and optimal joint force for USPACOM disaster response operations, per enclosure 2.

(f) Coordinate the deployment, employment and redeployment of the USPACOM response force.

(g) Maintain a common operating picture (COP) to improve awareness of All Hazards events and their impact on USPACOM forces.

(h) Coordinate the USPACOM response.

(i) Using this CONOPS and the MNF SOP as the key baseline references, support training, readiness and interoperability of components, Allies and partners for FHA operations.

(j) BPT deploy subject matter experts to support the establishment of the AS-led MNCC, including appropriate technical teams to support common-user software such as APAN.

UNCLASSIFIED

UNCLASSIFIED

(k) Identify potential opportunities for future FHA training and engagement that align with the USPACOM TCP - All Hazards sub-campaign.

(l) BPT support operational forces as directed by USPACOM.

(m) Conduct Joint Lessons Learned and Issue Resolution (JLL&IR) activities in support of FHA operations.

(11) J4.

(a) BPT coordinate appropriate deployment and distribution requirements in support of FHA operations, including support to Allies and Partners as requested.

(b) BPT provide subject matter experts to support the AS-led MNCC as directed.

(c) Participate in ICT efforts that leverage country desk knowledge and contacts.

(d) Coordinate and synchronize theater sustainment requirements for U.S. forces and participate in USPACOM Crisis Battle Rhythm as necessary.

(e) Participate in planning to identify the longer term impacts of the event on TCP country security cooperation plans (CSCP), make recommendations to mitigate impacts/risks, and adjust USPACOM CSCP as necessary.

(12) J5.

(a) Participate in, and BPT co-lead, ICT efforts that leverage country desk knowledge and contacts.

(b) Conduct planning to identify the longer term impacts of the event on TCP country plans, and make recommendations to mitigate impacts/risks and to adjust USPACOM engagements as necessary.

(c) BPT stand up a Joint Planning Group (JPG) during an all hazard crisis.

(13) J6.

(a) ICW J2/JIOC, define the structure and process to facilitate the collection and rapid dissemination of information (e.g., forecasting, imagery, and damage assessments) applicable to FHA operations.

(b) BPT deploy communications subject matter experts to support the AS-led MNCC and to support re-establishment of host nation communications capabilities.

(c) BPT participate in Mil-Mil coordination groups created by the AS, or AS led MNCC, to support multinational communications interoperability requirements for FHA activities.

UNCLASSIFIED

UNCLASSIFIED

(d) Provide direction to supporting organizations for defense in depth of critical systems and networks supporting FHA, such as APAN.

(14) J8.

(a) Manage the USPACOM assessment efforts for phases 3 (Execution) and 4 (Transition). Coordinate operational assessments with the OSC.

(b) Provide updates on progress towards achieving strategic and operational objectives.

(c) Support USPACOM Crisis Battle Rhythm as necessary and assist in the management of funding mechanism for FHA activities.

(d) Assist in management of FHA funding mechanisms.

(15) J9.

(a) Engage with other USG agencies to coordinate USPACOM support to the overall WOG response.

(b) Facilitate diplomatic approvals, clearances and arrangements (through DOS) with the AS for successful military support operations.

(c) Participate in the ICT to identify issues of national diplomatic concern and facilitate those engagements.

(16) USPACOM Foreign Liaison Officers (FLO).

(a) Participate in the ICT and perform duties as requested.

(b) Represent national intentions and plans to improve common situational awareness and operational alignment.

(c) Identify potential support requests to USPACOM.

d. Coordinating Instructions.

(1) Timing.

(a) W Day. Date the USG receives a bona fide request for FHA from the AS or the date that the DART (USAID/OFDA Recon team) is dispatched on a fact finding mission.

(b) M Day. Date the SecDef authorizes USPACOM to support USG humanitarian operations in the AS.

UNCLASSIFIED

UNCLASSIFIED

(c) D Day. Date that disaster relief operations commence.

(2) Notice to Move (NTM). NTM postures are as follows:

(a) Service Component HAST are at 24 hours NTM from their home base(s) to the Air Port of Embarkation (APOE).

(b) USPACOM alert forces postured to respond to crises (e.g., QRF, RRF, ACM, DJTFAC) per reference H, may be tasked to support FHA operations.

(3) Deployment Duration. Elements should deploy equipped for 30-days of in-theater operations. Actual deployment length will depend on achieving termination criteria.

(4) Immediate Response Authority (IRA). Per reference B, Immediate Response Authority applies to forces in the immediate geographic vicinity of the affected area that may conduct life-saving relief operations for 72 hours of an all hazards event. In cases in which this authority is invoked, the OSC should obtain the concurrence of the AS and COM to the AS before committing forces and report the action taken immediately to CDRUSPACOM and request guidance. CDRUSPACOM will inform SecDef within 72 hours after the start of relief operations to secure approval for continuing assistance.

(5) Information Requirements. Enclosure 1 contains the standing information requirements for anticipating potential FHA Operations. This list is based on historical events that have prompted DOD involvement but are not all-inclusive.

(6) Preliminary Moves and Force Posturing. All preliminary moves shall be directed / approved by CDRUSPACOM.

(7) Requests and Offers of Assistance. All requests/offers shall be referred to, and processed by the USG LFA (USAID/OFDA).

(8) ISR. USPACOM will utilize the USPACOM Foreign Disclosure Office for all releasable ISR products in support of an FHA event and will implement collection priorities and airborne priorities to support an FHA event through the USPACOM Joint Collection Working Group (JCWG) and Joint Collection Management Board (JCMB).

(9) Force Protection (FP). As an FHA response is typically executed in a permissive operational environment, the arming of personnel will be continually assessed and dependent on AS approval. Primary security will usually be provided by local law enforcement agencies and/or the AS military. Complementary security elements may be employed based on continual assessment of the OSC, but should not be the first-line security force. Weapons posture guidance will be addressed in a USPACOM EXORD.

(10) Detainee Handling. A detainee is a person who is not consensually in the custody, care, or control of DOD elements. During FHA operations, USPACOM forces conducting FHA will not normally detain individuals and should not create a situation of mid or long-term custody. Host nation/AS law enforcement authorities have primary responsibility for enforcing

UNCLASSIFIED

their domestic laws. Any detention of individuals in the AS should be conducted in consultation /coordination with the AS's law enforcement authorities and handed over to them as quickly as possible. However, while conducting operations, it may be necessary to temporarily detain individuals for reasons of self-defense, force protection or mission accomplishment.

(a) As a minimum, DOD personnel will treat all detainees humanely and to the standard set for prisoners of war in the third Geneva Convention of 1949.

(b) Training on the handling of detainees is mandatory for those that may be required to perform such duties. It is the duty of DOD personnel to report any actual or suspected mistreatment of detainees.

(c) In all circumstances where individuals are placed under the custody, care or control of USPACOM forces, the OSC shall immediately advise CDRUSPACOM (USPACOM CCIR).

(d) Specific authority to detain, and directions on detainee handling, will be provided through CDRUSPACOM specific guidance for the mission.

(11) Strategic Communication (SC) Framework. USPACOM, in coordination with USG agencies, will identify SC Intent, Objectives, Themes, and Messages. The OSC, in coordination with USPACOM, will adopt a proactive communication approach with respect to the AS's efforts, targeting both internal and external audiences using appropriate products.

(a) USPACOM Strategic Narrative. Natural and man-made disasters regularly impact the stability of the Asia-Pacific as a consequence of unstable geological fault lines, annual tropical depressions, and over-burdened coastal environments. When called upon, USPACOM will extend assistance in support of other U.S. government agencies and international organizations, to victims of natural or man-made disasters and support efforts to reduce risk to vulnerable populations.

(b) USPACOM Strategic Themes.

1 The U.S. remains engaged in the Pacific with our friends and neighbors across the full spectrum on common issues and concerns, including natural disasters or man-made disasters.

2 USPACOM supports the foreign humanitarian assistance and disaster response efforts of the U.S. Department of State and the U.S. Agency for International Development (USAID). USPACOM, as directed, will protect the stability, security, and prosperity of the Asia-Pacific region and our allies and partners.

3 When called upon, USPACOM will extend assistance to victims of natural or man-made disasters and support efforts to reduce risk to vulnerable populations.

(c) USPACOM Strategic Messages.

1 The role of U.S. military forces during any foreign humanitarian assistance event is to respond rapidly and to help alleviate human suffering, prevent further loss of life, and mitigate further property damage.

2 During humanitarian relief missions, US Pacific Command forces are part of a larger United States “whole of government” effort led by the U.S. Agency for International Development, Office of U.S. Foreign Disaster Assistance and Department of State that supports AS government, if requested, during a time of need.

3 One of the key pillars of U.S. defense strategic guidance is to build partner capacity. The military conducts Humanitarian Assistance and Disaster Response exercises in multi-lateral environments to build partner capacity so when disaster strikes, we are better prepared to work together.

(12) Public Affairs (PA). Mission-specific PA guidance will be directed in concert with USPACOM, relevant USG Agencies and the COM.

(13) Assessment. An initial assessment template (see Encl 1) is provided to streamline the execution of both the operational and strategic assessments. The template provides a menu of key tasks along FHA LOEs and pre-crafted conditions for assessing objective achievement. During event planning, specific criteria (conditions, measures of effectiveness [MOEs], measures of performance [MOPs]), and a framework will be developed with the OPT and deploying USPACOM forces to assess progress towards objectives outlined in the EXORD. This includes assessing the conditions that allow a handover from the OSC to other organizations.

(14) Task Transition. DOD transition planning and coordination must start immediately upon receipt of the SecDef authorization to support relief operations. In cooperation with DOS/USAID, the OSC will plan and coordinate the hand-over or termination of tasks as soon as possible, while ensuring the continuity of relief during transition. Each unique capability will be transitioned (together or separately) via one of three options:

- (a) AS assumes direct responsibility.
- (b) USAID/OFDA coordinates for another USG Agency/UN Agency/International Organization(s) (IOs)/NGO or a civilian contractor (preferably from the AS) to assume the task.
- (c) DOD completes the unique task and the capability is no longer required.

(15) Information Sharing. Information sharing for intelligence based products should be conducted IAW with reference Q. Classification of products should be UNCLASSIFIED to maximize sharing with international humanitarians, the AS, other militaries, and USG agencies. Over-classification will hinder achieving unity of effort.

(16) Branch Planning. An all hazards event may require USPACOM to conduct concurrent military operations such as the evacuation of US citizens, designated foreign

nationals, Foreign Consequence Management (FCM), and Pandemic Emergent Infectious Disease (PEID) response. These operations may require a separate planning effort, but must be aligned with the general principles of this CONOPS.

4. Administration and Logistics.

a. Concept of Support. Deployed USPACOM forces should be self-sufficient to the maximum extent possible to avoid competing for logistics resources. All DOD capabilities shall deploy with an initial supply and support set with regular sustainment commencing as soon as possible, but within five days after arrival. The deployment of habitual support elements will be considered during planning and coordination. Planners must consider the capability and capacity of a force to accomplish multiple mission requirements to reduce the size of support force required to deploy. Missions could include providing reception, staging and onward movement and integration (RSOI), administration, sustainment engineering (bed down), transport, supply, military police, and limited health services for the sole purpose of supporting the force versus providing humanitarian assistance. Support for USPACOM deployed forces will be coordinated between of the OSC and USPACOM, supported by the lead service/functional component and force providers. Support to deployed forces remains the responsibility of the Service Component unless directed by USPACOM as part of an overseas contingency operation.

b. Supply. Deploying elements shall be self-sufficient to the maximum extent to alleviate any burden on the AS and ensure that logistics resources are fully employed in the relief effort rather than sustaining USPACOM forces. Response forces should deploy with a 7 day supply of field rations, water, medical supplies (for DOD use only) and 21 days of supply of general and technical stores, and spare parts. Augmentation of sustainment organizations may be required to provide additional supply, transportation, and maintenance capabilities depending on the deployment scheme developed by the OSC. Additionally, USPACOM ICW the OSC will assess and deploy appropriate sustainment forces necessary to meet requirements.

c. Weapons. Commanders must balance their obligations to protect their forces with the operational environment in which the FHA mission is conducted. When entering a sovereign nation (e.g., Affected State), that nation's laws apply and there must be coordination early in the process between the OSC, the USEMB/COM, and the AS to facilitate and expedite agreements regarding weapons and ammunition for force protection purposes. Information regarding any agreements with the AS shall be promulgated by the sending unit. All units must be trained on ROE/RUF and escalation of force (EOF).

d. Ammunition. Where the deployment of weapons and ammunition is authorized, USPACOM forces will deploy with basic and sustainment loads for personal weapons as per standing scales. Any additional ammunition types require USPACOM J3 authorization, in consultation with the OSC and components/services.

e. Transportation. Upon activation of any response, identified personnel will deploy to designated Air or Sea Port of Embarkation (APOE/SPOE). In conjunction with the assigned OSC and Service Component movement officers, USPACOM J463 Logistics Operations Branch will monitor the deployment of all USPACOM personnel and equipment ICW the Deployment Management Team (DMT – J35) and with the support of Service Components and other

organizations as required. Deployment, sustainment and redeployment will be by the most effective means available, as determined by USPACOM and the OSC. Personnel will generally be moved by military aircraft, but movement by commercial means may also be authorized. Movement of equipment will normally be by military airlift/sealift as appropriate. Sustainment resources may arrive on either military, contracted, or commercially available airlift. USPACOM J4 in coordination with the DMT will provide overall strategic movement control throughout the operation and coordinate movement control at the APOE/SPOE and the aerial/sea ports of debarkation (APOD/SPOD) until completion of the operation.

f. Funding. Overseas Humanitarian, Disaster, and Civic Assistance (OHDACA) funding is provided to USPACOM to support SecDef-approved FHA Operations. The amount of OHDACA provided to USPACOM is based on the cost estimate developed during the planning process and is provided to support the approved CONOPS. OHDACA funding is maintained at USPACOM and provided to supporting commands after completion of the operation. Supporting commands will fund all incremental costs during a FHA Operation with current fiscal year appropriations and receive reimbursement for all validated costs. USPACOM will provide cost reporting formats and reimbursement procedures. The USPACOM EXORD will provide specific guidance on cost reporting procedures and OHDACA funding guidance.

g. Food Services, Sales and Donations. USPACOM intent is to keep USPACOM forces on military rations throughout any deployment. Food purchased with public funds (either fresh or combat rations) is intended solely for personnel who are entitled to receive rations. If proper feeding plans are in place, surplus food should be the exception.

(1) Publicly owned food will not be donated or sold to non-entitled persons or agencies without specific and prior SecDef approval. Any requests for such donation or sale are to be submitted to the USPACOM J4 and include health risk assessment from the deployed forces health staff. No special authority is required for feeding personnel admitted to deployed DOD hospitals.

(2) When donation of food products is authorized, the OSC must ensure that all U.S. health regulations applicable to food and established procedures for safe food handling are applied. Furthermore, DOD must ensure the food is fit for human consumption and inform the recipient of any relevant handling requirements.

h. Health Service Support (HSS). Primacy for health services will be to support the deployed forces in retaining its effectiveness. Where appropriate, a dedicated medical element may be deployed to provide humanitarian health relief based on a validated requirement. The following provides guidance on the use of medical assets during FHA:

(1) HSS to the Task Force. Effective and responsive HSS will be provided to the OSC through a combination of integral and external resources. Role 1 will be delivered by integral resources while Role 2 may be provided through a combination of integral HSS elements, allied military agencies or designated civilian healthcare facilities. Role 3 will generally be provided at U.S. facilities at home station. A combination of land, sea and/or aero-medical evacuation (AE) will be used as appropriate and coordinated by the OSC. DOD may use civilian HSS resources on a case-by-case basis but only as a last resort and approved by the forward deployed Surgeon,

when no other options are available. DOD will not, whenever possible, distract the AS's healthcare facilities from treating disaster victims.

(2) HSS to the Affected Population. DOD provision of direct healthcare is a resource of very last resort. Where there is a validated requirement, a separate HSS force will be deployed to provide the requested medical services. The OSC is also authorized to employ excess HSS capability to conduct surge medical relief efforts as coordinated with OFDA. When needed, the provision of health/medical care to civilians will comply with International Humanitarian Law and be guided by medical ethics and principles. Medical care will be limited to those functions specified in a validated requirement and authorized under current guidance. Civilian casualties shall be transferred to local health facilities as soon as practical. Interaction and communication with national and international medical participants is essential to overall response effectiveness. Guidelines at references L, R, and T articulate accepted medical response principles, participation, and the UN Cluster Approach to emergency response.”

5. Command, Control and Communication. USPACOM is the supported commander, all other theater functional, component, subordinate unified commanders, and direct reporting units (DRUs) are supporting. During a crisis, CDRUSPACOM will provide specific C2 direction based on operational planning by the J3.

a. CDRUSPACOM may designate a supported operational commander, and/or an OSC along theater functional or service component lines, or designate a JTF. The supported operational commander and/or OSC will be determined based on which commander has the best situational awareness, ability to respond, and with the preponderance of force. Assigned as the operational commander, personnel and capabilities may be OPCON to an OSC or JTF CDR upon arrival in-theater and until redeployment. The supported operational commander and/or OSC will normally be given authority to coordinate the activities of USPACOM forces within an assigned area of operation.

b. The AS will determine the appropriate coordination structure for managing the response and how assisting militaries support those efforts. Normally, all military activities will be coordinated through a central organization such as:

(1) Multinational Coordination Cell (MNCC). The AS may establish an MNCC to facilitate military coordination. The AS-MNCC goal is not to create a parallel response network, but to facilitate coordination and information sharing amongst the AS and all responding foreign militaries. The AS-MNCC should enable Mil-Mil information sharing, C4 interoperability and provide the most effective military support to the response, especially where capabilities are scarce. Reference P contains detailed guidelines on the MNCC organization and procedures.

c. Communication. Overall USPACOM intent is to operate on unclassified communications with AS and other multinational participating countries as quickly, and as widely as possible to maximize information sharing. Non-secure interoperability with the AS, other military forces, and civilian partners is the expected norm during FHA operations. USPACOM J65 will provide the required C4 planning to support DOD deploying contingents with C4 capabilities (voice, data, and video) for both secure and non-secure US requirements.

(1) Non-secure Communications. The primary means of communication between military forces, other USG Agencies, the AS, UN and other international and nongovernmental organizations participating in the relief operations will be non-secure voice and data communications.

(a) All Partners Access Network (APAN). APAN is the DOD-designated unclassified network for information sharing and collaboration for use in FHA operations. USPACOM allies and friendly nations who are members of USPACOM's Multinational Communications Interoperability Program (MCIP) are trained or are familiar with use of APAN.

(2) Secure Communications. Deployed forces shall maintain the capability to communicate with USPACOM over secure voice, data, and video formats. Requirements for intra theater secure communications will be established by the OSC according to the lowest requirements.

6. This document will be reviewed annually by J35 and updated as required.

Mark Montgomery
Rear Admiral, U.S. Navy
Director for Operations, J3

Enclosure:

- (1) FHA Operations Support Template
- (2) C2 Models & Force Capabilities