

Subject: The Center for Excellence in Disaster Management and Humanitarian Assistance Training and Education program

October 8, 2018

REFERENCES:

- A. U.S. Department of Defense 2018 National Defense Strategy, Summary, Jan 2018
- B. Department of Defense Directive 5100.46 Foreign Disaster Relief (FDR), 06 Jul 2012
- C. United States Code (USC) Title 10, §182 – Center for Excellence in Disaster Management and Humanitarian Assistance, 7 Jan 2011
- D. The Assistant Secretary of Defense for Special Operations/Low-Intensity Conflict (ASD SO/LIC) Memo, “Policy Guidance to the Center Excellence in Disaster Management and Humanitarian Assistance,” 23 Sep 2016
- E. Memorandum of Understanding Between United States Pacific Command and Center for Excellence in Disaster Management and Humanitarian Assistance FY17, Oct 2016
- F. United States Indo-Pacific Command (USINDOPACOM) Theater Campaign Order (TCO) FY 18/19, 3 Aug 2017
- G. U.S. Indo-Pacific Command Foreign Humanitarian Assistance (FHA) Concept of Operations (UNCLASSIFIED) 19 Nov 2014

PURPOSE:

The purpose of this paper is to provide a guide for The Center for Excellence in Disaster Management and Humanitarian Assistance (CFE-DM) in the development, refinement, and delivery of training and education programs and activities.

SUMMARY:

While U.S. military units are consistently involved in Foreign Humanitarian Assistance (FHA) and Foreign Disaster Relief (FDR) operations, there is a lack of Department of Defense (DoD) standardized training and education programs for DoD personnel oriented on these operations. CFE-DM is directed by United States Code (USC) Title 10, §182, to train and educate the DoD joint force in FHA and FDR. Although the Center has the authority and the capability, the absence of a mandate with respect to FHA/FDR training has resulted in a range of training options for those in need. For example, since the introduction of the USAID OFDA Joint Humanitarian Operations Course (JHOC) in 2004, OFDA conducts over 100 JHOCs annually to several thousand DoD students. Similarly, CFE-DM conducts 8-12 HART courses annually that reach less than 500 personnel in resident and another 10,000-15,000 on-line. Service schools and exercise train-up periods provide another, yet very informal, version of FHA and FDR training to military forces.

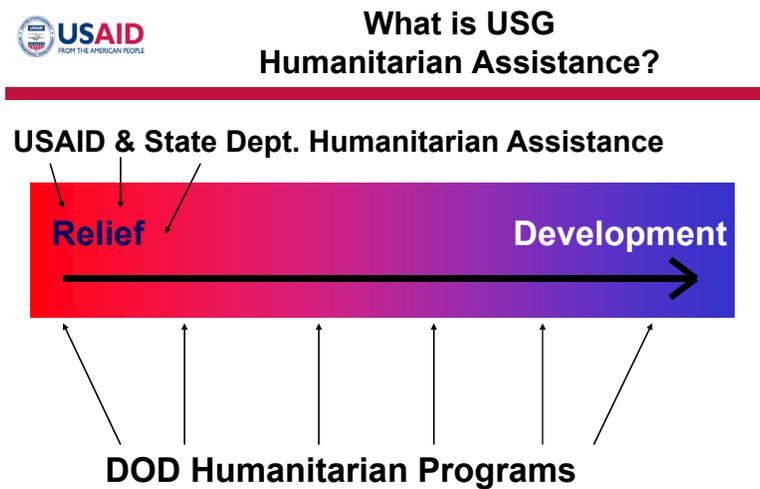
Based on the number of offerings provided, some would argue that OFDA has indirectly become the primary means for educating DoD personnel on FDR and FHA. However, the JHOC objectives focus narrowly on understanding OFDA and its role as the lead agency in FDR. While these are critical learning objectives, the foundation of the course is not DoD joint doctrine or operational lessons learned.

This paper offers a foundation for how the Center intends to deliver quality training and education (TE) programs to effectively meet current and emerging requirements of the U.S. Joint Force. The goal is to develop and refine an education program within the Center that is based on rigorous analysis, research, and operational observations. This initiative will inform changes in the Center’s organization, processes, resources, and programs. CFE-DM remains creative and agile and operationally efficient while leveraging technology and partners.

1. Environment

The DoD has a well-established track record of conducting FHA during a wide-range of military operations. Since the end of the Cold War, U.S. forces have conducted numerous FHA operations in response to natural disasters and conflict (e.g., Operation SEA ANGEL, 1991, Operation SUPPORT HOPE, 1994, Operation JOINT GUARDIAN, 1999, Operation UNIFIED ASSISTANCE, 2004, Operation TOMODACHI, 2011, Operation SAHAYOGI HAAT, 2015).

While the DoD has much experience with FDR and FHA, there is a “lack of institutionalized education and training for HADR and there are no formally recognized requirements specifying how best to train and prepare for FDR and FHA.”¹ Adding to this shortfall is the broad framework DoD uses for humanitarian assistance.



Policy wise, the DoD considers aid for FDR missions, stability operations, and steady-state security cooperation activities all “humanitarian assistance.” This necessitates that FHA training and education activities cover a wide-range of operating environments and military operations and activities. The DoD’s range of humanitarian assistance outlined in DoD joint doctrine and Title 10 USC, Chapter 20 is illustrated best by the Office of U.S. Foreign Disaster Assistance (OFDA) as a spectrum that goes from relief to development (left).² The spectrum has “relief” associated with foreign disaster relief on the left and goes

through stabilization and towards steady state, non-emergency aid, security cooperation activities as “development.”

Traditionally, CFE-DM TE activities have focused narrowly on preparing DoD personnel to support civilian-led natural disaster relief operations and on providing niche FDR subject matter expertise support to exercises conducted by USINDOPACOM and its components. Since 2017, CFE-DM has broadened its TE program to address a broader range of FHA civil-military coordination activities. It is worth noting that two topics CFE-DM incorporates in education activities – civil-military coordination and relations -- are cross-cutting functions that exist across the DoD FHA spectrum; from FDR to Stabilization as well as Phase 0 activities.

The 2018 National Defense Strategy (NDS) offers significant implications for FHA/FDR training and education activities as it emphasizes “the central challenge to U.S. prosperity and security is the reemergence of long-term, strategic competition by what the National Security Strategy classifies as revisionist powers.”³ The strategic focus on inter-state conflict and peer competitors speaks to a renewed focus on core warfighting capabilities. Foreign Disaster Relief is not a DoD core competency. However, the NDS also speaks to leveraging security cooperation to “strengthen alliances as we attract new partners.”⁴ Fortunately, FDR and FHA are often central features of security cooperation activities with partner nations, particularly those with which more kinetic activities are sensitive or prohibited.

The 2018 NDS goes on to offer that “we will support U.S. interagency approaches and work by, with, and through our allies and partners to secure our interests and counteract this coercion.” This speaks to DoD support to the U.S. interagency in FDR and stability operations and support to organizations like the North Atlantic Treaty Organization (NATO) and the Association Southeast Asian Nations (ASEAN). Not only does the new NDS imply lower demand for training on FDR, regional partners and organizations in Indo-Asia-Pacific are increasingly developing capabilities to respond to natural disasters.

While DoD has supported USAID OFDA with over 40 natural disasters and complex emergencies over the last 10 years, this number represents less than 10% of the U.S. government declared disasters abroad during the period. In Africa, the percentage of DoD support to USAID OFDA is even lower.



JHOC Course Objectives

- **Become familiar with OFDA – structure, mandate, role, HA/DR responsibilities**
- **Identify areas of coordination & cooperation between USAID and the U.S. military**
- **Develop knowledge of USG offices and personnel that work with the U.S. military during HA/DR operations**
- **Identify other USG organizations, IOs, and NGOs that have a role in HA/DR operations, and understand their roles as they relate to USAID and the U.S. military**
- **Identify OFDA’s best practices on appropriate use of U.S. military assets**

While there are limited DoD HA/DR education and training platforms, the current educational landscape includes approximately 100 USAID OFDA Joint Humanitarian Operations Course (JHOC) offerings annually.⁵ OFDA conducts the course globally. The JHOC is intended for U.S. DoD personnel to increase familiarity with OFDA, areas of coordination with OFDA, and interagency work during HA/DR operations. The JHOC and related educational content is provided to Geographic Combatant Commands, the Marine Expeditionary Unit certification process, forward elements like JTF-Bravo in Honduras and JTF-Horn of Africa, and

Professional Military Education (PME) courses like the Marine Corps University School of Advanced Warfare (SAW) and Command Staff College (CSC).

In 2017, CFE-DM sponsored a training and education coordination and synchronization workshop, FOCUS-IN, with partners to ensure consistency of message across curriculum, identify gaps among programs, and determine ways to improve collaboration for training. The workshop resulted in increased coordination between CFE-DM, USAID OFDA, and the United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA), thus providing a better aligned and more effective FHA/FDR based TE program. A key objective of this meeting that was met was to ensure that the CFE-DM sponsored FHA/FDR courses complimented the other efforts; potential gaps in instruction were addressed; and the demand for increased training was discussed. CFE-DM began incorporating feedback from OFDA and UN OCHA into the HART course in 2017. CFE-DM began broadening the TE program in 2017 to include greater focus on civil-military coordination and foreign humanitarian assistance in a wide range of military operations.

2. CFE-DM Authority to conduct training and education

CFE-DM's legal authority, policy guidance and direction, and combatant command tasks to conduct FHA/FDR training and education are contained in the following documents (bold italicized font added specifically for training and education references):

Title 10, §182 – Center for Excellence in Disaster Management and Humanitarian Assistance

- ...The Center shall be used to provide and facilitate education, training, and research in civil-military operations, particularly operations that require international disaster management and humanitarian assistance and operations that require coordination between the Department of Defense and other agencies.
- ...The Center shall be used to provide and facilitate education, training, interagency coordination, and research on the following additional matters: ... Appropriate roles for the reserve components in the management of such consequences and in disaster management and humanitarian assistance in response to natural disasters.
- Pub. L. 107–248, Title VIII, §8093, Oct. 23, 2002, 116 Stat. 1558, provided that: “During the current fiscal year and hereafter, under regulations prescribed by the Secretary of Defense, the Center of Excellence for Disaster Management and Humanitarian Assistance may also pay, or authorize payment for, the expenses of providing or facilitating education and training for appropriate military and civilian personnel of foreign countries in disaster management, peace operations, and humanitarian assistance.”

ASD SOLIC Memo, “Policy Guidance to the Center for Excellence in Disaster Management and Humanitarian Assistance,” 23 September 2016

- ...Partner with the Uniformed Services University of the Health Sciences’ Center for Global Health Engagement and the U.S. Army Peacekeeping and Stability Operations Institute to support efforts by the office of the DASD/SHA and Under Secretary of Defense for Personnel and Readiness in institutionalizing foreign disaster relief education and training across DoD (e.g. , for pre-deployment training, professional military education, exercises, etc.)
- ...Develop collaborative partnerships with foreign military institutions to strengthen disaster management training and education.

USINDOPACOM Theater Campaign Order (TCO) FY 18/19 Excerpt (CFE-DM), 3 August 2017

- ...The CFE-DM will enhance disaster management and humanitarian assistance (DMHA) capacity within U.S. forces and partner national militaries, conduct crisis response training and engagements in the Asia Pacific Theater, introduce advanced on-line course, and offer an International Humanitarian Assistance Response Training (HART) course for USPACOM priority countries and align with the All Hazards LOE.
- ...Educate and train US Forces Korea (USFK) and Combined Forces Command (CFC), including Republic of Korea (ROK) military forces on complex civil-military operations, humanitarian assistance, and civil-military coordination in permissive and non-permissive environments.

“Memorandum of Understanding Between United States Pacific Command and Center for Excellence in Disaster Management and Humanitarian Assistance,” October 2016

- ...conduct capacity building education and training activities with regional allies and partners.
- ...Develop annual support plan of education, training seminars, conferences, and exercise support.

U.S. Indo Pacific Command Foreign Humanitarian Assistance (FHA) Concept of Operations (UNCLASSIFIED) 19 Nov 2014

- ...Enable USPACOM and Service Component education and training for potential FHA Operations as requested.

3. CFE-DM Training and Education Goals

As CFE-DM continues to broaden TE activities across the spectrum of FHA, the TE program is focused on a resource informed balanced training approach. CFE-DM TE priorities remain most likely USINDOPACOM disaster response forces; III Marine Expeditionary Force, 3d Marine Expeditionary Brigade, and the 36th Contingency Response Group. CFE-DM TE goals are to:

- Train and educate the U.S. Joint Force in FDR, FHA, and Civil-Military Coordination
- Be the chosen organization for DoD FHA, FDR, and Civ-Mil Coordination training and education
- Be an innovative, agile, collaborative, and efficient training and education organization
- Be supportive of and collaborative with the U.S. interagency, particularly USAID OFDA
- Be an academic platform for key stakeholders in training and educating the DoD Joint Force: UN OCHA, IFRC/ICRC, USAID OFDA
- Support GCC security cooperation activities and exercises

4. Customers

Key customers of CFE-DM TE activities are Geographic Combatant Commands (GCC), their components, and Professional Military Education (PME) institutions. The target student audience is mid-level DoD personnel, senior noncommissioned officers and commissioned officers, at the operational level that are likely to support FHA and FDR operations.

As noted above, DoD conducts FHA across a broad spectrum from civil-military operations and stability operations to foreign disaster relief and steady-state security cooperation programs. CFE-DM training audiences and content change slightly for each.

CFE-DM priority TE audiences are:

- U.S. Joint Forces most likely to respond to foreign natural disasters (Marine Expeditionary Forces, Air Force Contingency Response Groups, U.S. Army South, U.S. Army Africa, etc.)
- Geographic Combatant Commands (GCC) and component staff and planners:
 - GCC planners, current operations staff that plan and manage FDR operations
 - GCC security cooperation staff and exercise staff that may utilize an FDR/FHA scenario
 - DoD personnel planning and managing security cooperation programs and exercises
 - DoD personnel and foreign military participating in combined exercises
- Civilians, individuals, and organizations that interact with or are stakeholders of the U.S. military during FDR and FHA operations (IFRC, ICRC, UN, NGOs, etc.)
- Foreign military partners with whom the U.S. and GCCs are actively working with to build partner capacity and stronger partnerships
- Other organizations, institutions, and program managers that train and educate U.S. joint forces on FDR, FHA, CMO, and civil-military relations or that have equities in it (OSD-P, U.S. interagency, U.S. professional military institutions, DoD institutions and centers)

Due to resource limitations, it is recommended that CFE-DM balance DoD Professional Military Education institutions with other educational lines of effort, Humanitarian Assistance Response Training (HART) course mobile training and Health Emergencies in Large Populations (HELP) course.

For a comparison, in fiscal year 2018, CFE conducted eleven HART courses and trained approximately 350 DoD personnel. Approximately 30% (120) of the HART students were the rank of O4-O5. HART courses usually require 3-4 CFE-DM TE instructors and often times travel expenses. CFE-DM conducted HART-like training at the Marine Corps University Command and Staff College (CSC) in May 2018 with just two TE instructors. The Marine Corps CSC class size was 213 O4 students. The comparison indicates that conducting education activities at PME institutions is more efficient than HART course mobile training. The implication is that mobile training courses should be reserved for the highest priority units that have the most likely chance of supporting disaster response operations; III MEF in Okinawa, the 36th CRG in Guam, and GCC staff headquarters such as US INDOPACOM, US AFRICOM, and US SOUTHCOM.

5. CFE-DM Training and Education Content

CFE-DM core TE content can be derived directly from 10 USC Section 182 (10 USC§ 182): “to provide and facilitate education, training, and research in civil-military operations, particularly operations that require international disaster management and humanitarian assistance and operations that require coordination between the Department of Defense (DoD) and other agencies.”⁶ The following is a refined list with corresponding joint doctrine that serves as the foundation of CFE-DM TE content:

- Foreign Disaster Relief – GTA 90-01-030, DoD Support to Foreign Disaster Relief, Jul 13, 2011
- Foreign Humanitarian Assistance – DoD JP 3-29, Foreign Humanitarian Assistance, Jan 3, 2014
- Civil-Military Coordination – DoD JP 3-08, Interorganizational Cooperation, Oct 12, 2016
- Civil-Military Operations – DoD JP 3-57, Civil Military Operations, Sep 11, 2013
- Stability Operations – DoD JP 3-07, Stability, Sept 29, 2011
- Security Cooperation – DoD JP 3-20, Security Cooperation, May 23, 2017
- Multinational Operations – DoD JP 3-16, Multinational Operations, July 16, 2013

CFE-DM TE content is developed from hundreds of sources including DoD doctrine, non-governmental reports and analyses, international norms and guidelines, United Nations guides and lessons, Think Tank reports, Congressional Research Services (CRS) reports, DoD and USG lessons learned and analyses, etc. The foundation for CFE-DM TE content is U.S. DoD joint doctrine; however, doctrine is updated and informed by operational observations and feedback.

Key CFE-DM TE thematic areas include, but are not limited to:

- Affected Population / Affected State (Women, Peace, and Security, Protection and Access)
- Assisting States / Use of Foreign Military Assets
- Comparative disaster management systems (partner nations)
- Complex Emergencies (trends, dynamics, intrastate conflict)
- Disasters and Disaster Management
- DoD Lessons (case studies: Haiti ‘10, Japan ‘11, Philippines ‘13, Liberia ‘14, Nepal ‘15)
- DoD Role in Foreign Assistance and Humanitarian Assistance
- DoD policy guidance
- Established USG and DoD processes for responding to a disaster
- Existing memorandums of agreement/understanding
- FDR Planning Considerations
- HA/DR Information Sharing
- Humanitarian Community and International Humanitarian Guidelines (Oslo, UN-CMCoord)
- Humanitarian Intervention (case studies: Somalia, Rwanda, Bosnia, Kosovo)
- Humanitarian Principles, Humanitarian Logistics, Humanitarian Coordination
- IFRC / ICRC Overview and International Humanitarian Law
- OHDACA / DoD authorities
- Protection of Civilians
- Role of USAID OFDA as Lead Federal Agency in foreign disaster relief
- Stabilization (case study: OEF-Afghanistan Stability Operations)
- Strategic Communications

6. Methods

The 2018 National Defense Strategy references the need for innovative ways of improving the workforce as it offered, “Professional Military Education has stagnated, focused more on the accomplishment of mandatory credit at the expense of lethality and ingenuity.”⁷

CFE-DM uses face-to-face and online training and education delivery. Instructional methods include classroom lectures, case studies, small group discussions, and practical exercises. The ongoing challenge with face-to-face instruction is moving away from PowerPoint and one-way lectures to active learning activities like small groups, case studies, and practical exercises. CFE-DM generally subscribes to Edgar Dale's "Cone of Learning" framework for passive and active learning where students remember 10-20% of what they read and hear and 70-90% of what they say and do.

CFE-DM will increasingly tailor face-to-face education activities for the unit and personnel attending the program. One of the benefits of the current CFE-DM mandate, curriculum, and authority is our agility and flexibility to tailor content to a specific audience, be it a 3.5-day full HART course, a 2-day mini-program, or a 3-hour Senior Leader Seminar.

In 2019, the Center will take a deep-dive into the current TE instructional model, with the intent to further develop content, understand evolving customer training needs, select and match delivery methods, and resource a better adapted TE program in 2020 and beyond. This process will start with an assessment of the DoD and broader academic environment (described below).

7. DoD Training and Education Assessment

While CFE-DM understands its current TE program direction, content, and audience, the Center will continue to gain more insight and data on other programs, customer needs, and operational challenges and lessons to remain effective and efficient. In 2019 the Center will dedicate resources to complete a training needs assessment. At a minimum, the assessment will:

- Review past performance of current CFE-DM programs such as HART, HART On-line, exercise support training, seminars, and other tailored events to define a baseline of the current state, gather and compare metrics, attendance numbers, and the range of training opportunities utilized; from full HART courses to unit-specific training for a given exercise.
- Conduct a review of tasks executed by joint forces in previous responses; including DR operations such as Operation Tomodachi and complex emergencies such as Syria.
- Survey the academic, civilian, interagency, and military training fields. Generate/update a list of current course offerings, frequency, target audience, and objectives.
- Conduct a survey of commands, components, staffs, and FHA/FDR response forces for specified and anticipated tasks in this type environment.
- Research the CFE-DM framework for the audience and content specific to CFE-DMs mission (i.e., adult learners taught using blended learning, interactive on-line, mobile training teams)
- Develop recommendations for enhancing the CFE-DM training program from 2020-2023
 - Policy recommendations for defining DoD-wide training requirements
 - Content, customers, format and methodology, frequency of training, etc.
 - Organizational recommendations and resourcing requirements to adjust to any policy decisions to increase training content, audience, or frequency

8. CFE-DM T&E Lines of Effort and Resources

CFE-DM has had a consistent level of human resources since 2014. The Training and Education Branch has maintained a consistent number of full time instructor staff to support programs and activities.

The Training and Education Branch has six Lines of Effort (LOEs):

- The Humanitarian Assistance Response Training (HART) course program
- Health Emergencies in Large Populations (H.E.L.P.) course and Health and Humanitarian Action in Emergencies (HHAE) Course
- Support to USINDOPACOM and component joint exercise programs and activities
- Develop and execute CFE-DM owned events (workshops and civ-mil events)
- Develop and conduct training and education support activities to other academic institutions, professional military education organizations, and universities
- Partner with military and civilian organizations to collaborate and develop training and education programs and activities

CFE-DM current resources and capabilities enable the TE branch to adequately develop and execute:

- HART course program (approximately 12 courses annually)
- H.E.L.P. course program (two courses annually, one in Hawaii and one international course) and H.H.A.E. (one course annually)
- USINDOPACOM joint exercise support (support varies from 2-6 major exercises and 2-4 component exercises annually)
- Develop and conduct 2-3 standalone security cooperation workshops and activities with partner nations in the USINDOPACOM AO
- Develop and maintain graduate-level training and education content to support programs and activities

Additional resources would be required to expand the TE portfolio. For example, adding three more full time instructors would enable another 8-12 HART courses annually.

9. CFE-DM Instructor Development

CFE-DM has a deliberate program to develop instructors. However, the outline here is intended to provide CFE-DM with a stronger approach to sustaining excellent instructors.

CFE-DM will develop and utilize internal policy and criteria to qualify internal and guest instructors to teach CFE-DM education and training programs and activities (HART, HELP, PME organizations). The following lists offer basic requirements and optional development opportunities that should be prioritized for instructors.

Required training courses:

- Humanitarian Assistance Response Training course (HART)
- USAID OFDA Joint Humanitarian Operations Course (JHOC)

Recommended training courses:

- United Nations Civil-Military Coordination Course (UN-CMCoord)
- Marine Corps Civil-Military Operations Planning Course (2-week course at Quantico, VA.)
- United Nations Special Skills Course (Switzerland)
- Other relevant FHA, FDR, and CMO courses
- Adult learning and instruction courses (e.g., Harvard online courses)
- APCSS Asia-Pacific Orientation Course (APOC)

Key aspects of the instructor development program are publishing an instructor guide and handbook, developing standards for instructors, and developing standards for new module content and curriculum.

- HART Instructor Certification/Training of Trainer/Instructor Handbook
- Develop HART Course Instructor Handbook and Certification Process
- Develop standards for instructors and provide guidance for instruction of new curriculum
- Establish process for recruitment, training and maintenance of HART instructors external to CFE-DM staff and partners
- Continue sending instructors to required and optional training courses

Bottom Line

Executing the specified and implied tasks in conducting a comprehensive needs assessment, married with instructor and program development, will enable CFE-DM to meet and exceed its DoD mandate in FHA and FDR training. The efforts undertaken in 2019 will enable the Center to develop content, format, and delivery modes that incorporate the latest in instructional expertise into a masterful program.

1 Office of the Secretary of Defense for Policy, Information paper: *Humanitarian Assistance / Disaster Relief Force Readiness*, June 2017.

2 USAID OFDA PPT slide on Humanitarian Assistance, presentation by USAID OFDA, Quantico, Virginia, November 28, 2017

3 DOD 2018 National Defense Strategy, Summary of the 2018 National Defense Strategy of the United States of America: Sharpening the American Military's Competitive Edge, Washington, D.C.: U.S. Department of Defense, January 2018, pg. 2

4 DOD 2018 National Defense Strategy, Summary of the 2018 National Defense Strategy of the United States of America: Sharpening the American Military's Competitive Edge, Washington, D.C.: U.S. Department of Defense, January 2018, pg. 5

5 Mr. Tom Frey, USAID OFDA, Briefing on OFDA JHOC course at the *CFE-DM Focus-In Training and Education Curriculum Comparison* working group. June 13-14, 2017.

6 10 U.S. Code - USC§ 182, Chapter 10, January 7, 2011. Online: <http://uscode.house.gov>

7 DOD 2018 National Defense Strategy, Summary of the 2018 National Defense Strategy of the United States of America: Sharpening the American Military's Competitive Edge, Washington, D.C.: U.S. Department of Defense, January 2018, pg. 7



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