Department of Defense

INSTRUCTION

NUMBER 1400.32

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USD(P&R)

SUBJECT: DoD Civilian Work Force Contingency and Emergency Planning Guidelines and Procedures

References: (a) DoD Directive 1400.31, "DoD Civilian Workforce Contingency and Emergency Planning and Execution," April 28, 1995

(b) DoD Instruction 1400.32, "Mobilization Preparedness Planning for the DoD U.S. Citizen Civilian Workforce," January 15, 1987 (hereby canceled)

(c) Section 403 of title 50, United States Code, "National Security Act of 1947," as amended

(d) Sections 2061-2069 of title 50, Appendix, United States Code, "Defense Production Act of 1950," as amended

(e) through (u), see enclosure 1

1. REISSUANCE AND PURPOSE

This Instruction implements policy, assigns responsibilities and prescribes procedures under reference (a) and replaces reference (b) to update emergency planning and preparedness, and management functions of the DoD civilian work force under references (c), (d), 50 U.S.C. 2251-2297 (reference (e)), and E.O. 12656 (reference (f)).

2. APPLICABILITY AND SCOPE

This Instruction:

2.1. Applies to the Office of the Secretary of Defense (OSD); the Military Departments, including the Coast Guard when operating under the Department of the Navy; the Chairman of the Joint Chiefs of Staff; the Inspector General of the Department of Defense; the Unified Combatant Commands; and the Defense Agencies

(hereafter referred to collectively as "the DoD Components").

2.2. Applies to DoD civilian work force preparedness for and participation in support of humanitarian missions, disaster relief, restoring order in civilian disorders, drug interdiction, operations, contingencies, emergencies, and war (hereafter referred to collectively as "contingencies and emergencies" as defined in JCS Pub. 1-02 (reference (g)).

2.3. Applies to the entire DoD civilian work force (see paragraph 3.1., below), excluding contractor employees of the Department of Defense. Contractors are covered by DoD Directive 3020.37 (reference (h)).

2.4. Applies to Red Cross and United Service Organizations (USO) personnel when deployed to assist military and DoD civilian personnel in contingencies and emergencies.

2.5. Does not apply to United Nations, Department of State (DoS), other Federal employees, nor other U.S. or foreign national citizens.

3. DEFINITIONS

3.1. DoD Civilian Work Force. U.S. citizens or foreign nationals hired directly or indirectly to work for the DoD, paid from appropriated or nonappropriated funds under permanent or temporary appointment. This includes employees filling full-time, part-time, intermittent, or on-call positions. Specifically excluded are all Government contractor employees. Contingency and emergency planning for contractor employees is covered by DoD Directive 3020.37 (reference (h)).

3.2. DoD Installation. Any post, camp, station, depot, base, laboratory, or similar activity of the DoD Components that employs members of the DoD civilian work force in peacetime or will employ them in the event of mobilization.

3.3. Local Employment Office (LEO). A local office of the State employment security agency with responsibility for job placements and other employment issues. LEOs are frequently referred to as Job Service Offices.

3.4. Recruiting Area. The geographic area that an installation normally defines for local recruitment of employees. Distance, geography, traffic, and other conditions determine the recruiting area of an installation. Generally, the area within a 50-mile radius of the installation is considered a recruiting area.

4. POLICY

It is DoD policy under reference (a) that the DoD civilian work force shall be prepared to respond rapidly, efficiently, and effectively to meet mission requirements for all contingencies and emergencies.

5. RESPONSIBILITIES

5.1. The Under Secretary of Defense for Personnel and Readiness shall monitor compliance with this Instruction and reference (a).

5.2. The Heads of the DoD Components shall:

5.2.1. Develop, maintain, and exercise civilian contingency and emergency plans and procedures (e.g. staffing arrangements, standby emergency implementing documents) to implement the latest Defense planning guidance and DoD policy. Such plans and procedures shall prepare the civilian work force for employment and deployment to support all contingencies and emergencies rapidly, efficiently, and effectively. Plans and procedures shall be coordinated with other DoD Components, if they are affected.

5.2.2. Establish and maintain civilian work force operations plans that include, at a minimum, the following:

5.2.2.1. Procedures to implement theater admission requirements. (See paragraph 6.1., below).

5.2.2.2. Procedures for required training, processing, and support to be provided to civilian employees remaining in or deploying to a theater of operations.

5.2.2.3. Organizational and staffing arrangements that will manage rapid, efficient, and effective civilian work force support to all contingencies and emergencies.

5.2.3. Establish civilian work force accountability procedures (i.e., names, numbers, locations, status, etc.) for civilian employees in theaters of operations.

5.2.4. Request or provide support under inter-Service support agreements (ISSAs) when necessary to ensure that all deploying civilian employees are trained and

supported in theater. ISSAs will specifically address accountability procedures (see paragraph 5.2.3., above) and assignment of UICs.

5.2.5. Ensure that all civilian employees understand the contingency and emergency missions of the Department of Defense and the possible support each employee may be directed to provide to those missions.

5.2.6. Designate employees as emergency-essential under DoD Directive 1404.10 (reference (i)) and take all authorized actions to ensure their retention in, or deployment to, theaters of operations to provide critical support during contingencies and emergencies.

5.2.7. Ensure that non-essential civilian employees who are evacuated from areas of contingencies or emergencies are, to the maximum extent possible, expeditiously reassigned. DoD Components shall follow the non-combatant evacuation operations (NEO) procedures in DoD Directive 3025.14 (reference (j)) and make use of the NEO tracking system operated for USD(P&R) by the Defense Manpower Data Center (DMDC).

5.2.8. Maintain cognizance of the Component's civilian work force contingency and emergency requirements, identify shortfalls, and undertake remedial actions.

5.2.9. In cooperation with USD (P&R), ensure that DoD civilian employees who are Ready Reservists or military retirees are screened annually in accordance with DoD Directives 1200.7 and 1352.1 (references (k) and (l)).

5.2.10. Plan for personnel peacetime assignments, training, and cross-training, as needed, to ensure that all contingency and emergency civilian work force requirements are met.

5.2.11. Ensure that local installation contingency and emergency plans include a civilian personnel annex. The annex will provide an installation staffing plan for the contingency or emergency civilian work force, as well as methodologies to accomplish expeditious detail, reassignment, recruitment, and training of employees, as necessary, to satisfy the operational mission requirements.

5.2.12. Ensure that headquarters, major command, subordinate command, and installation commanders designate a civilian personnel representative for assignment to command centers during exercises, contingencies, and emergencies.

5.2.13. Ensure participation of headquarters, major commands, subordinate commands, and installations in periodic exercises to test civilian contingency and emergency planning and preparedness.

5.2.14. Ensure that where two or more DoD installations share a common recruiting area, a representative from each installation participates in the peacetime coordination and planning activities and the established post-contingency and emergency procedures via an existing peacetime interagency committee, such as the Federal Executive Boards. (See paragraph 6.2., below)

5.3. The Chairman of the Joint Chiefs of Staff shall:

5.3.1. Incorporate guidance for theater admission requirements for civilian employees into JOPES Volumes I and II. The basic reference for such requirements is DoD 4500.54-G, (reference (s)). This policy shall be supplemented in contingencies and emergencies by additional guidance in Commander In Chief concept plans and Chairman of the Joint Chiefs of Staff deployment orders (personnel annexes) as described in JOPES Volume I. As a minimum, follow procedures and guidance for theater admission. (See paragraph 6.1., below).

5.3.2. Direct that summaries of civilian work force status by the DoD Components shall be published in the situation reports (SITREPs) of Combatant and Subordinate Commanders.

5.3.3. Monitor the execution of civilian work force operations plans during contingencies and emergencies.

5.4. The Commanders of the Unified Combatant Commands shall:

5.4.1. Expeditiously issue theater admission requirements for civilians. (See paragraph 6.1., below). Furnish additional guidance, as required, in CINC concept plans.

5.4.2. Designate a civilian personnel representative for assignment to command centers during exercises, contingencies, and emergencies, where appropriate.

5.4.3. Include summaries of civilian work force status in their SITREPs. Such summaries shall draw upon data from the civilian work force accountability procedures jointly established by the Heads of the DoD Components. (See paragraph 5.3.3., above).

5.4.4. Establish accountability procedures for joint task force (JTF) civilian employees in coordination with the Heads of the DoD Components assigned to the JTF.

5.4.5. Follow the guidance for Heads of the DoD Components (see subsection 5.2., above), where appropriate.

6. PROCEDURES

6.1. Theater Admission Procedures In issuing and implementing theater admission requirements to a possible theater of operations for civilian employees, the Chairman of the Joint Chiefs of Staff, the Commanders of the Unified Combatant Commands and Subordinate Commanders, and appropriate Heads of the other DoD Components shall include the following:

6.1.1. Civilian employees shall be issued Component, or, when implemented, DoD standard identification cards, and, if it is not covered on the identification card, a Geneva Conventions identification card.

6.1.2. Training for civilian employees on their responsibilities; e.g. standards of conduct, as well as coping skills if they become Prisoners Of War.

6.1.3. Civilian employees should be issued, and trained in the use of uniforms, other equipment and the same protective gear as is issued to military personnel in theater, to include lens inserts, if required.

6.1.4. Civilian employees shall receive the same immunizations as given to military personnel in theater. (Refer to DoD Foreign Clearance Guide (reference (m)) for specific immunizations required for a particular country.)

6.1.5. Civilian employees shall be provided appropriate cultural awareness training for the theater if such training is being provided to military personnel.

6.1.6. Civilian employees shall be issued passports, visas, and country clearances in accordance with reference (m). When theater conditions necessitate different requirements, the theater Commander will notify the appropriate Heads of DoD components expeditiously.

6.1.7. Civilian employees shall be issued any required security clearances expeditiously. Components deploying Red Cross and/or USO personnel shall provide

travel orders and appropriate clearances, including interm clearances, based on the "need to know".

6.1.8. Civilian employees will fill out DD Form 93, "Record of Emergency Data." The Components will establish procedures to store and access civilian DD 93s that are the same as or parallel to those for military personnel.

6.1.9. Components will set up procedures for civilian casualty notification and assistance that parallel those for military personnel as far as is legally permissible.

6.1.10. Provisions shall be made for medical care of civilian employees in a theater of operations. They shall be HIV-tested before deployment, if the country of deployment requires it. All DoD-sponsored non-military personnel PCS or TDY outside the United States and its Territories shall have panarex or DNA samples taken for identification purposes. Dental x-rays may be substituted when the ability to take panarex or DNA samples is not available. Civilians may also be issued "dog tags" for identification purposes. Components shall establish procedures to store and access such identification data that are the same as or parallel to those for military personnel.

6.1.11. Civilians shall receive medical and dental examinations and, if warranted, psychological evaluations to ensure fitness for duty in the theater of operations to support the military mission. During a contingency or emergency, civilian employees returning to the United States and its Territories from a theater of operations shall receive cost-free military physical examinations within 30 days if the medical community decides it is warranted, or required for military personnel.

6.1.12. Civilians shall carry with them a minimum of a 90-day supply of any medication they require.

6.1.13. Civilians with dependents who are in or deploying to a theater of operations are encouraged to make Family Care Plans.

6.1.14. Civilians killed in a theater of operations shall be processed by Graves Registration personnel with procedures parallel to those for the military personnel. An escort officer for the remains of civilians killed is authorized; and a flag shall be purchased for the casket at Government expense.

6.1.15. Civilians deploying to or in a theater of operations shall be furnished the opportunity and assistance with making wills and any necessary powers of attorney.

6.2. Civilian Contingency and Emergency Considerations

6.2.1. Overview This section provides a broad overview of the major planning considerations that are the basis for developing specific plans and procedures for civilian work force contingency and emergency preparedness and execution. Refer to DoD 1100.18-H, "Mobilization Handbook for Installation Manpower Planners," reference (n) and DoD 1100.19-H, "Wartime Manpower Program Guidance," reference (o).

6.2.2. Preparedness Planning and Procedures

6.2.2.1. Requirements Planning

6.2.2.1.1. Plans and procedures for the civilian work force during contingencies and emergencies shall be based on sound assessments of the number of employees, skills, experience and geographical dispersion required to perform essential operational missions.

6.2.2.1.2. Operations planners, manpower planners, functional managers, and civilian personnel specialists must work together to systematically project, compute, engineer, and define civilian workforce requirements for contingencies and emergencies.

6.2.2.2. Planning for the Contingency and Emergency Civilian Work Force During Peacetime Plans for the civilian work force during contingencies and emergencies shall include assessments and alternatives for:

6.2.2.2.1. The loss of civilian employees who are Reservists or retired from Military Service and who are recalled to active duty.

6.2.2.2.2. The loss of civilian employees who may be drafted into Military Service.

6.2.2.2.3. The preassignment, training, and cross-training of existing staff so that individual skills will be optimally employed performing the highest priority operational missions.

6.2.2.3. Planning for Recruitment During Contingencies and Emergencies

6.2.2.3.1. To ensure proper planning and preparedness to increase the civilian work force to the number of employees and the skills needed during

contingencies and emergencies, individual installations must consider all factors (including local factors such as the proximity of other DoD installations, DoD contractors, and large private sector employers) that affect the ability to recruit needed skilled and unskilled employees.

6.2.2.3.2. Local recruitment planning shall include establishment and testing of emergency recruitment procedures with OPM and LEO.

6.2.2.3.3. Installation planning for civilian workforce expansion and recruitment during contingencies and emergencies shall include, as appropriate, consideration of:

6.2.2.3.3.1. The availability and use of DoD civilian retirees.

6.2.2.3.3.2. The placement of military retirees not normally subject to military recall (those over age 60 or prevented from recall by serious disability).

6.2.2.3.3.3. The borrowing of employees from other Federal Agencies.

6.2.2.3.3.4. The use of contractors.

6.2.2.3.3.5. The use of overtime and temporary employees.

6.2.2.4. Local Area Coordination

6.2.2.4.1. In recruiting areas that include two or more DoD installations, existing peacetime interagency committees such as Federal Executive Boards shall ensure that area installations coordinate their recruitment efforts with OPM and LEO and develop joint contingency or emergency mission manpower requirements. The objective of peacetime committee activities is to accomplish sufficient planning to ensure a smooth transition to contingency or emergency procedures. Such procedures shall ensure the fill of contingency and emergency manpower requirements rapidly, efficiently, and effectively.

6.2.2.4.2. Committee members shall meet at least semi-annually in peacetime to establish emergency operating procedures and coordinate contingency and emergency planning for the rapid, efficient, and effective management of the civilian work force to support operational missions. Committee members shall coordinate and, to the extent possible, establish cooperative procedures for:

6.2.2.4.2.1. Allocation of scarce skills to highest priority missions.

6.2.2.4.2.2. Reassignment or detail of contingency or emergency excess employees from one installation to another installation in the area where those employees are most needed.

6.2.2.4.2.3. Plans for shared paid recruitment advertising.

6.2.2.4.2.4. Recruitment through private sector labor unions and professional organizations.

6.2.2.4.2.5. Use of DMDC listings of DoD civilian and military retirees in the area. The use of DMDC's dial-up Civilian Mobilization Network (CMN) is also mandated. Contract DMDC, Monterey, CA, for information on how to access the CMN.

6.2.2.4.2.6. Consolidation of recruitment procedures for efficiently using OPM and LEO inventory systems.

6.2.2.4.2.7. Shared applicant referrals from consolidated recruitment initiatives according to established priorities for required manpower.

6.2.2.4.2.8. Agreements to borrow employees from non-DoD Federal Agencies.

6.2.2.4.3. Commanders of each local installation shall designate a representative to an existing peacetime interagency committee to assume and/or delegate these planning responsibilities.

6.2.2.4.4. Committees shall establish their own ground rules, schedule, and agenda for contingency and emergency planning based on local needs and conditions.

6.2.2.5. Documentation and Implementation of Plans

6.2.2.5.1. Plans and procedures for the reorganization, expansion, and management of the civilian work force during contingencies and emergencies, including, when applicable, established protocols for installation participation in the local committees that do joint contingency and emergency planning, shall be

incorporated into an installation mobilization planning document, such as a civilian personnel annex to the installation mobilization plan. Planning documents shall be tested in appropriate exercises and updated as required.

6.2.2.5.2. Installations and local interagency committees shall use OPM-delegated authorities appropriate to the situation and implement established plans and procedures to expeditiously fill actual civilian manpower requirements.

7. EFFECTIVE DATE

This instruction is effective immediately.

Edwin Dorn
Under Secretary of Defense for
Personnel and Readiness

Enclosures - 1
1. References

E1. ENCLOSURE 1

REFERENCES, continued

(e) Sections 2251-2297 of Title 50, Appendix, United States Code, "Federal Civil Defense Act of 1950," as amended

(f) Executive Order 12656, "Assignment of Emergency Preparedness Responsibilities", November 18, 1988

(g) JCS Pub. 1-02, "Department of Defense Dictionary of Military and Associated Terms," December 1, 1989, authorized by DoD Directive 5000.9, March 23, 1981

(h) DoD Directive 3020.37, "Continuation of Essential DoD Contractor Services During Crisis," November 6, 1990

(i) DoD Directive 1404.10, "Emergency-Essential (E-E) DoD U.S. Citizen Civilian Employees," April 10, 1992

(j) DoD Directive 3025.14, "Protection and Evacuation of U.S. Citizens and Designated Aliens in Danger Areas Abroad (Short Title: Noncombatant Evacuation Operations)," November 5, 1990

(k) DoD Directive 1200.7, "Screening the Ready Reserve," April 6, 1984

(l) DoD Directive 1352.1, "Management and Mobilization of Regular and Reserve Retired Military Members," March 2, 1990

(m) "Department of Defense Foreign Clearance Guide", published annually in January with Supplements as required

(n) DoD 1100.18-H, "Mobilization Handbook for Installation Manpower Planners," October 1986, authorized by DoD Directive 1100.18, January 31, 1986

(o) DoD 1100.19-H, "Wartime Manpower Program Guidance," March 1990, authorized by DoD Instruction 1100.19, February 20, 1986