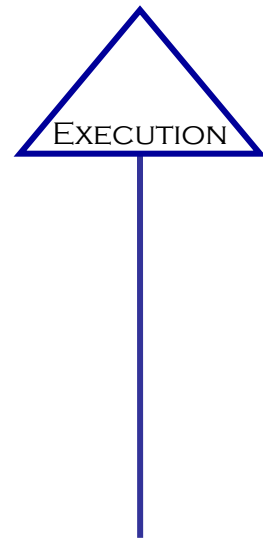


## THE AUXILIARY CONTINGENCY PLANNING PYRAMID A CONCEPT MODEL FOR N-TRAIN 2006

In contingency planning, our motto should be “plan for the worst, hope for the best”. We all recognize that in a time of national emergency or surge operations, our ability to execute the mission and integrate into the broader picture of a unified command is critical. Mission execution, is in fact, the “pointy end of the stick”. But the pointy end of the stick must be supported by many critical building blocks of infrastructure.

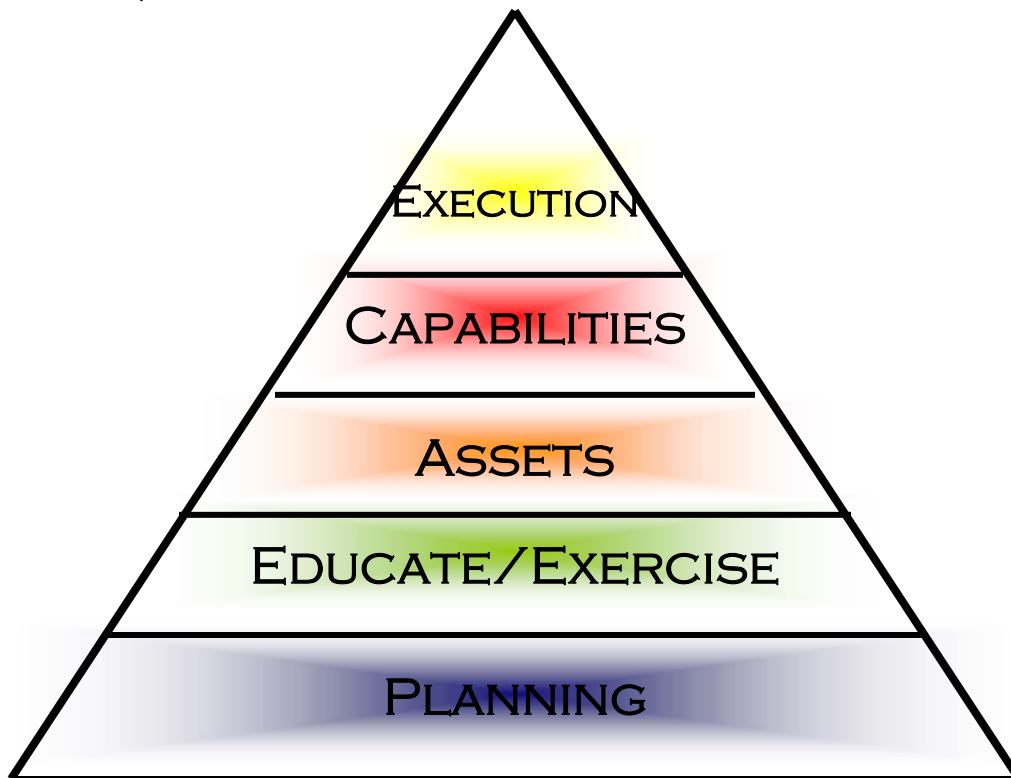


We need to build the contingency plans on a firm base to support the successful execution of the mission.

Contingency planning is being undertaken in Auxiliary districts, regions and other levels of the organization.

*Local conditions demand that we be flexible. To this end, the contingency planning pyramid is a job aid for CG Auxiliary planning.* Let's take a look at what the building blocks are that support each element of this concept.

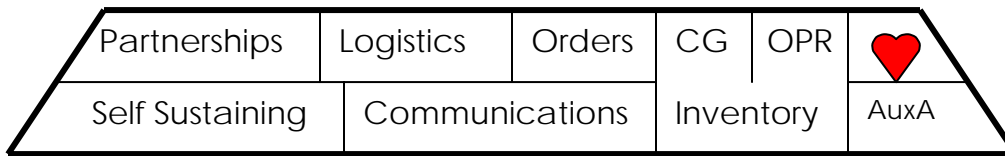
Notice that the first letter of each element, read from the bottom up, forms the word “PEACE”, a handy memory aid of our object to “plan for the worst, hope for the best”.



# THE ELEMENTS OF AUXILIARY CONTINGENCY PLANNING

## PLANNING

The planning for a contingency is the foundation of readiness. We must assess our needs and capabilities, form the necessary civilian and military partnerships and plan not only for the mission, but plan to be both self supported and self sustaining. *All of this planning effort needs to be done as an integrated and joint effort with the local Coast Guard unit.*



*Partnerships:* Important partnerships include Police, Fire, EMS, Red Cross, CG, Civil Air Patrol, Department of Natural Resources, and others. Identify what the CG Auxiliary needs would be in an actual disaster. Identify what credentials or other materials would be needed to allow Auxiliary access to achieve mission execution. Determine if other agencies have resources that Auxiliary members might require (i.e. grief counseling, etc.). Insure that partnerships/MOUs are in place.

*Self Sustaining/Self Supported:* Plan for scenarios that are prolonged. Identify how housing, food, water, sanitation will be arranged for near term response (ICS logistics branch could be overwhelmed with active duty/reserve mobilization). *Assets (i.e. communications, vessels) needed at the start of a surge event should be self sustaining for at least a few days.*

*Logistics:* Logistics is about how to get what you need and where to put it once you get it. Identify where logistic support will be needed (i.e. not simply at dead center of the event). Management of personnel, assets and those items that sustain them are critical. Planning efforts will need to include those mobilized for backfill or “specialty” skills (i.e. computer support, medical personnel, etc.).

*Orders:* Permissive orders and “pocket orders” will be essential in the near term response, however the checks and balances of the system (i.e. POMS, etc.) will need to be brought on line ASAP to insure that records are maintained and expenses are covered consistent with policy (i.e. for catastrophic claims, etc.). It is likely that a consolidated approach to orders might be needed (i.e. at the level of DIRAUX) as smaller units may be overwhelmed with response efforts.

*CG and OPR Inventories:* These two initiatives are fundamental to planning. The CG inventory is a local needs analysis. There must be a careful assessment of station/sector needs in an emergency. These needs might be specific to a type of emergency, or might be generic. OPR III resource information and an employment core function survey are important to determine Auxiliary capability as well as to identify critical personnel should an emergency arise.



This symbol stands for the health and welfare of the member. Members who will be deployed in the target area will need to be identified and determined to be capable for the mission. This includes, but is not limited to physical capability and capacity, flexibility, reliability and interoperability. Deployment of someone who is not physically or mentally prepared to accept the mission, even though they have volunteered, is irresponsible. These members must have received routine vaccinations (tetanus, Hepatitis A, Hepatitis B) and any other medically necessary preventive measures prior to activation. A plan for post deployment physical and mental health monitoring should also be developed.

*AuxA:* Meeting the financial needs of the members who respond or are victims in the primary emergency can be assisted via the generosity of fellow Auxiliary members in through Operation Life Ring. The Executive Director of the Auxiliary Association manages Operation Life Ring. This is a noble effort and it deserves our support.

*Communications:* Communications planning on **ALL** levels is critical to response. Some of the challenges include interagency communication, leadership briefing, disaster response communications, logistics and response preparations (i.e. getting crews together, bringing vessels to the response site, etc.), reporting and recording of critical information and much more. Communication plans must account for loss of traditional methods (i.e. cell phone, email, etc.) and recognize that typical VHF-FM radio transmission is limited by line of sight transmission. In addition to how we communicate, plans should describe what and to whom we communicate. *The communication scheme for Auxiliary volunteers to be recruited and deployed and the channels of communication between Auxiliary leaders and the Coast Guard or other agencies (including the Incident or Unified Command) must be described, tested and promulgated so that the individual member understands and can follow the procedures.*

## EDUCATE and EXERCISE

The individual member or unit must have the knowledge and skill sets needed for an appropriate response. Whether responding in the target area or providing backfill, these critical building blocks help to insure smooth integration, interoperability and advanced capability to the event.



*ICS*: The Auxiliary operational support and leadership components must be ready to participate as needed in a domestic incident and training in the Incident Command System and National Incident Management System is vital to our safe, effective and timely response. Auxiliary leadership, working with Coast Guard commands, must make every effort to bring the Auxiliary membership to this new level of readiness.

ICS NIMS Training Schedule		
<i>Course</i>	<i>Active Duty Deadline</i>	<i>Auxiliary Deadline</i>
ICS 100	31 March 06	30 June 06 (a)
ICS 200	30 June 06	30 Sept 06 (b)
ICS 210 (c)	unknown	unknown
IS 700	31 March 06	30 June 06 (a)
IS 800	30 June 06	30 Sept 06 (b)

- a. Failure of any auxiliary member to meet 30 June 06 deadline will make them ineligible to participate in a CG exercise, drill or response event. After deadline, trainees will not be certified as qualified in an Aux Operational program unless courses completed. This course is intended for all CG Auxiliary personnel who are determined to be "Direct Operational" during the PSI process.
- b. This deadline is strongly encouraged. There is no consequence for not completing course until 30 December 2007 when member will be considered REWK if courses not completed. This course is intended for all CG Auxiliary personnel potentially involved in response to incidents in a leadership role (see below for definition).
- c. This is a four-hour course which basically covers the paperwork completion part of ICS 300. ICS 210 is still under construction and not available at this time.

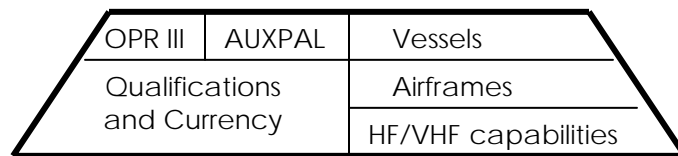
A leadership role is described as, but not limited to, all incident commanders, command staff, general staff, branch directors, supervisors, unit leaders, etc, leaders of single resources, task forces, and strike teams (i.e. aircraft commanders, coxswains, boarding officers, LE and HAZMAT team leaders, federal on-scene coordinator).

*Trident PQS/OPS Qualification:* Trident and the Operations program provide the trained manpower for the response. Both programs train to a set of "Auxiliary" qualifications and offer the opportunity to train to CG standards to improve direct augmentation (i.e. AUXPAL). These are critical competencies for maximizing Auxiliary capability.

*CG and AUX Exercises and Drills:* Practicing the plan is essential to hone skills, identify planning shortfalls and determine system failures. The use of drills and exercises helps us to ascertain our readiness and capacity. Drills and exercises can take many forms. They can be short term or longer term, tabletop or full scale, Auxiliary only or multi-agency. Regardless of the scope or size, the local unit must practice the plan as it is a critical lynchpin for mission execution. This includes testing the communications plans described above.

**ASSETS**

The Coast Guard Auxiliary brings force multiplication to the Coast Guard in support of an event or emergency. This is done with our volunteers, who bring their skills and/or their facilities to bear. Identifying personnel and facilities, conducting an inventory of their qualifications as well as their personal and professional skill set is critical to an understanding of our capability.



*OPR III:* As previously described, OPR III helps decision makers identify the right person or asset for the job and describes the location of the asset. This can be very valuable in determining not only the availability of personnel and assets, but also the additional skills (computer skills, mechanic, medical personnel, etc.) that might be available as the situation dictates.

*AUXPAL:* AUXPAL helps to identify CG staffing needs for missions that are low risk and offers the opportunity to train to CG standards to augment in Coast Guard programs. Targeted recruiting to find the "right" person for these positions is a feature of AUXPAL. Augmentation via the AUXPAL program can provide valuable support, especially for backfill, in the event of a disaster or surge event.

*Qualification and Currency:* Essential to a coordinated and sustained response is the ability to have enough personnel. This involves attracting personnel to the qualification programs, providing the training and support needed for qualification and certification and continuing to hone skill sets via recurring currency maintenance. Whether an Auxiliary member qualifies in the Trident program, the boat crew program, the aviation program, the communications program or any one of the "specialty programs" (chef program, dive program, etc.), the process of qualification, certification and currency maintenance is integral to having a ready and responsive volunteer workforce. Planners must also recognize that an event might pull personnel from other regions or districts to support response efforts. *Provisions for providing "temporary certification", area familiarization and orders to duty should be well worked out.*

*Vessels:* Similar to personnel, Auxiliary surface facilities must be inventoried, accepted for use and well maintained. Each of these is important, but special emphasis needs to be paid to having the "right" facility for type of work required by the response. Close attention must be paid to how a given facility will be employed. Larger vessels may be needed for logistics and personnel transport. Smaller, faster and more nimble vessels may be used to provide search and rescue capability and/or backfill response. Attention to details such as trailer ability, fuel consumption, protection of the crew from the elements, provisioning and fatigue factors will dictate the inventory needed for a given response scenario. As discussed previously, some Auxiliary vessels, particularly those deployed at the start of a disaster response, should be self sustaining (i.e. food, water, sleeping quarters, sanitation, etc.).

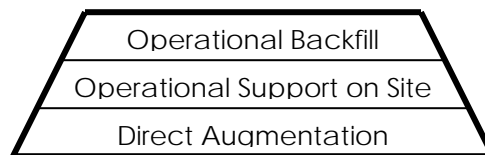
*Airframes:* The AUXAIR crews and assets have proven their worth in multiple recent events. These airframes can be used to support observation/photography missions, personnel transport, logistics, and backfill. Operating at a fraction of the cost of CG Air Assets, AUXAIR is generally called upon in the initial phases of response. Planners should identify the possible roles and requirements for AUXAIR and coordinate efforts to recruit and train pilots and crew as needed to support a potentially prolonged response.

*HF and VHF Capabilities:* Critical to response in the wake of destruction of the normal infrastructure is effective communications. The experiences of September 11<sup>th</sup> and Hurricane Katrina demonstrated that HF capability is vital to any communications plan where infrastructure has been eroded. The Auxiliary brings expertise in both VHF and HF communications. In

particular, a viable HF communications network is needed to provide “on scene” communications with responders, leadership and for handling logistics (such as getting crews in and out of the primary response site). As we work with CG 62 and the NTIA to access national CG Auxiliary HF frequencies, individual districts should work out a district plan to use CG frequencies in the event of a disaster response. Once again, on-scene communications should be self sustaining and Auxiliary supported, including but not limited to, appropriate antennae arrays, HF equipment, food, water and berthing for the communications personnel and adequate shelter.

## CAPABILITIES

Planning should also involve a serious analysis of the components of Auxiliary service during a major response scenario. In general, Auxiliary response can be categorized into three general areas.



*Direct Augmentation:* Direct augmentation describes those individuals who are *qualified* to participate in Coast Guard missions to replace or augment unit manpower. *This is in distinction to an Auxiliarist who qualifies in a CG Auxiliary program and is employed in an Auxiliary mission (like an Auxiliary surface patrol).* Individual Auxiliarists are augmenting the Coast Guard in many capacities, including Marine Safety augmentation, communications and OPCEN watchstanding, boat crew augmentation and cutter augmentation. Members who qualify in these programs are qualified in the respective CG program using CG standards. These members work directly with active duty and reserve members after rigorous, Coast Guard supervised qualification.

At the direction of the command, these individuals could be deployed to the primary response effort, especially if the event were local. Deployment to a site with an active duty unit would be handled on a case by case basis by the augmented unit. All individual readiness measures (medical, training, etc.) must be met and the mission can not involve law enforcement or military response. Given the nature of disaster response, it is not likely that Auxiliary members will be deployed in this manner.

*Operational Support at the Site of the Primary Event:* This is the more traditional Auxiliary role. In this capacity, Auxiliarists bring their skills and facilities to an event, exercise or crisis. Auxiliarists qualify in the *Auxiliary* Trident, Boat Crew, Aviation, Communications or Aid Verifier programs and participate as a force multiplier for the Coast Guard. This is most successfully done for major events (i.e. Super Bowl, national political conferences) where pre-planning and role definition is carefully worked out. Although Auxiliary Operational forces have been both essential and effective in response to major crisis situations, the precipitous nature of these events have often caused a "disconnect" between those who want to assist and the Incident Command. Additionally, concerns about medical issues, lodging, civilian work conflicts, crew endurance and facility maintenance may arise when confronted with hazardous work conditions, such as hurricane relief or a major pollution incident.

Aviation assets, because of their cost effectiveness, range and rapid availability are often the first Auxiliary resources to be called up for a response scenario. Auxiliary surface facilities that are local to the area may also respond, depending on the nature of the incident. However, adverse local conditions (i.e. hurricane response) may preclude an effective regional Auxiliary surface fleet response.

Members with other specialized skill sets may be called upon to provide their services as well. These members have often been identified to a command and been integrated into the system prior to the event. Some examples of these skills include, *but are not limited to*, chef's program, computer/information systems support, public affairs support, Aids to Navigation assistance, medical/dental/EMT personnel relief, administrative, telecommunications and engineering support.

*Operational Backfill:* This represents the most realistic and feasible mechanism for the use of Auxiliary operational support during a response to a man made or natural crisis. In this capacity, Auxiliary members/facilities will provide an element of force support to a CG unit which may either be local or some distance from the event. Auxiliary members trained in one of the 17 PQS's that make up the TRIDENT program can provide excellent support to Prevention efforts, greatly increasing local capacity for determining facility compliance and other functions. Auxiliary operational facilities and crews provide manpower for the "day to day" response activities of the local Coast Guard unit, such as search and rescue. This allows the active duty and reserve components to be deployed to the theatre, while maintaining the mission capability at

the unit. Since they remain in the local area, Auxiliary crews and facilities are familiar with the waterways and require no orientation. In many cases, they have developed a relationship with the command that can accurately assess their operational capabilities. Lodging is usually not an issue, but boat crews may be transiently located at the station or sector as determined by local need. Additional gear (pumps, PPE) may be needed, but local inventories (with the exception of dry suits or other individual issue items) are usually sufficient. Since the Auxiliary member is not placed in a "high exposure" or hazardous environment, medical support (vaccinations, etc.) is not needed.

In addition, many members who provide *Direct Augmentation* to a unit may be called upon to increase their contribution to replace active duty or reserve members who are deployed to the primary crisis site. Since these individuals typically "work" for the command on a regular basis, they provide a rich pool of talent for backfill needs.

## CULTURE OF DISASTER RESPONSE

Underscoring an Auxiliary response to any disaster is the need to be flexible. Individuals responding must be trained, both in their function and in response framework, such as ICS. Even as an Auxiliary member is willing and feels that they are prepared to respond, they may not be deployed. This is especially true when the primary scene harbors potential dangers, like pollution, hazardous materials, electrical hazards, or lawlessness. *Auxiliary members must recognize that being denied deployment to the primary event is not a rebuke of their offer, but rather the recognition that a volunteer is to be valued and not placed in harm's way.*

## SUMMARY

The contingency planning process involves accounting for a wide range of variables. Assessing, inventorying, training, qualifying, exercising and finally writing are all needed to provide the appropriate support for a coordinated response. This is an "all hands on deck" evolution. Writing a plan in the void of data, developing a plan without testing the components, and shelving the plan without exercising are all prescriptions for disaster. It is not possible to plan for every contingency. It is possible, however to develop a contingency response structure that is flexible and scalable, as long as it is based in reality, not conjecture and wishful thinking. The Contingency Planning Pyramid can be a useful tool to trigger discussion and serve as a job aid for planning on the part of Auxiliary leadership.

Consistent, capable Auxiliary utilization in surge events is predicated on:

1. accurate local assessment of Auxiliary capability and local Coast Guard needs
2. effective communication with the Coast Guard, community leaders and Auxiliary members
3. early involvement of qualified Auxiliarists in Coast Guard planning and effective integration of Auxiliary contingency plans in the plans of local CG units and
4. frequent drills and exercises to test the plans.

The Auxiliary, now more than ever, stands Ready, Responsive and Resolute to assist the Coast Guard in responding to any measure of need. But we must plan for the worst while we hope for the best or our efforts to assist will fall short of expectations for mission execution...the "pointy end of the stick".

