



SECRETARY OF DEFENSE
1000 DEFENSE PENTAGON
WASHINGTON, DC 20301-1000

APR 12 2010

MEMORANDUM FOR: SEE DISTRIBUTION

SUBJECT: Interim Recommendations of the Ft. Hood Follow-on Review

I have reviewed the report, "Protecting the Force: Lessons Learned from Fort Hood," and have determined that the Department shall take the following immediate actions to address identified gaps and deficiencies:

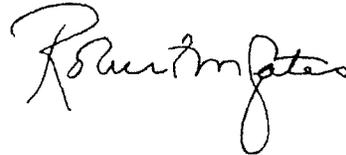
- (1) Expand the pilot program to fully deploy eGuardian as the DoD-wide force protection threat reporting system to handle suspicious incident activities.
- (2) Complete the deployment of the Law Enforcement Defense Data Exchange system allowing all DoD law enforcement agencies to share criminal investigation and other law enforcement data.
- (3) Establish the Assistant Secretary of Defense for Homeland Defense and Americas' Security Affairs (ASD(HD&ASA)) as the DoD lead for the FBI's Joint Terrorism Task Force program.
- (4) Strengthen significantly DoD's antiterrorism training program by incorporating Department of Homeland Security best practices on workplace violence, and law enforcement active shooter awareness training.

Further detail on these actions and additional near-term steps the Department will take is included in the attachment, which describes the interim results of the Fort Hood Follow-on Review, and which I approve in their entirety.

The Fort Hood Follow-on Review will complete its work in June and will recommend proposed corrective actions associated with the remainder of the Independent Review Panel's recommendations. Concurrent with the Follow-on Review, the Military Departments and Components are conducting "deep dive" reviews to assess those organizations' ability below the headquarters level to identify internal threats and force protection and emergency response programs, policies, and procedures. The results of both sets of reviews will better position the Department to prevent and respond to future incidents.



To ensure the Department maintains an enduring focus on eliminating the gaps and deficiencies identified in "Protecting the Force," I am also directing that the ASD(HD&ASA) lead the effort to monitor the implementation of measures I approve and those measures approved by the Military Department Secretaries and Combatant Commanders following their independent internal reviews. The ASD(HD&ASA) will provide regular implementation progress reports to me, until such point that he advised that implementation of each recommendation is sufficiently underway to render further monitoring unnecessary.



Attachments:
As stated

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DIRECTORS OF THE DOD FIELD ACTIVITIES

**Department of Defense Implementation of Recommendations
from the Independent Review Related to Fort Hood**

Recommendation 2.3: Recognition of Individuals as Ecclesiastical Endorsers of Chaplains

The Independent Review found that DoD standards for denying requests from organizations that want recognition as an ecclesiastical endorser are inadequate. An ecclesiastical endorser issues and withdraws credentials given to individuals to perform religious services in accordance with the practice of the granting organization. DoD Instruction (DoDI) 1304.28 (*Guidance for the Appointment of Chaplains for the Military Departments*) provides the Department with broad authority to deny recognition to individuals as ecclesiastical endorsers while also ensuring the ability of military members to exercise freedom of religion. Although this policy is appropriate, the Department will review and update existing policy to ensure effective implementation, including periodic reviews of religious organizations seeking to endorse religious ministry professionals as military chaplains.

- The Under Secretary of the Defense for Personnel and Readiness will review DoDI 1304.28 to ensure it includes effective implementation procedures, and update the instruction as appropriate by September 2010.

Recommendation 2.5.d: Review Policies Governing Sharing Health Care Assessments with Commanders

The Independent Review found that appropriate commanders, supervisors, and other authorities do not always receive information about individuals who may commit violent acts because they may not have sufficient access to health care assessments. A significant body of policies already exists within DoD to ensure that commanders and supervisors do receive appropriate health care-related information about their subordinates. However, these policies are spread across multiple regulations, memoranda, and instructions. A number of these policies have not been reviewed in more than 10 years and may need to be updated.

- The Under Secretary of Defense for Personnel and Readiness will review existing policies and guidance to evaluate their content, and update them as necessary by September 2010.

Recommendation 2.8: Provide Guidance for Counterintelligence Awareness

The Independent Review found that DoDI 5240.6 (*Counterintelligence (CI) Awareness, Briefing, and Reporting Programs*) provides guidance to conduct defense CI and counterterrorism awareness briefings to DoD personnel, but does not thoroughly address emerging threats, including self-radicalization, which may contribute to an individual's potential to commit violence.

- By June 2010, the Under Secretary of Defense for Intelligence will update DoDI 5240.6 with a list of potential behavioral indicators with a nexus to international terrorism and

language directing CI entities to disseminate other reported behaviors to command authorities and/or to law enforcement agencies. By June 2010, the Under Secretary of Defense for Policy will commission a multi-disciplinary study to identify behavioral indicators of violence and self-radicalization and update DoDD 2000.12 (*DoD Antiterrorism (AT) Program*), DoDO 2000.12-H (*DoD Antiterrorism Handbook*), and DoDI 2000.16 (*DoD Antiterrorism (AT) Standards*) as appropriate.

Recommendation 2.10: Establishment of Consolidated Law Enforcement Database

The Independent Review recommended establishing a consolidated database to enable organizations across the Department to query, retrieve, and post criminal investigation and law enforcement data in a single repository. In August 2008, the Secretary of Defense directed that the existing Naval Criminal Investigative Service system be used as the basis for establishing a consolidated Law Enforcement Defense Data Exchange (D-DEX). Each of DoD's thirteen law enforcement agencies are participating in the development of D-DEX.

- The Under Secretary of Defense for Personnel and Readiness, in coordination with the Military Departments and other Defense Law Enforcement Agencies, will complete development of D-DEX and identify program funds to deploy D-DEX DoD-wide in FY2011.

Recommendation 2.14: Publish Cyberspace Policy for Identifying Potential Threats to DoD Personnel, Information, and Facilities

The Independent Review found that the Department does not have a comprehensive and interagency-coordinated cyberspace counterintelligence (CI) activities policy. DoD has started drafting DoDI 5240.mm to address this shortfall. This interagency coordinated policy will provide comprehensive guidance for CI activities in cyberspace to all Military Departments and Defense Agencies. This policy will not address law enforcement activities but will compel defense CI components to alert DoD investigative organizations of non-foreign intelligence threat information discovered during authorized CI activity.

- The Under Secretary of Defense for Intelligence in coordination with all interagency partners will publish DoDI 5240.mm by August 2010 to ensure DoD CI activities in cyberspace effectively counter espionage and support force protection.

Recommendation 2.15: Prohibited Activities

The Independent Review found that DoD policy governing prohibited activities is unclear and does not provide commanders and supervisors the guidance and authority to act on potential threats to good order and discipline. DoD policy on prohibited activities is limited and only addresses active participation in groups that may pose threats to good order and discipline. Current DoD policy on prohibited activities appropriately balances personal expression against actions that undermine good order and discipline. DoDI 1325.06 (*Handling Dissident And Protest Activities Among Members of the Armed*

Forces) and Article 134, Uniform Code of Military Justice, define actions that are detrimental to good order and discipline and empowers commanders to act in these instance. However, further clarification is necessary to illustrate more effectively what constitutes associational, advocating, supremacist and extremist behavior.

- The Under Secretary of the Defense for Personnel and Readiness will review DoDI 1325.06 to ensure guidance is actionable and to provide behavior examples, guidance on how to respond to uncertain situations, and update the instruction as appropriate by September 2010.

Recommendation 3.3 (a, b, c): DoD Joint Terrorism Task Force Participation

The Independent Review found that DoD's commitment to Joint Terrorism Task Forces (JTTFs) is inadequate. Issues include the lack of a single agency appointed to lead DoD's efforts in JTTFs, inconsistent memoranda of understanding between FBI and DoD that govern activities of the Department and DoD Agencies, and a possible under commitment or misalignment of DoD resources supporting JTTFs.

- The Under Secretary of Defense for Policy (USD(P)) will serve as the DoD lead for oversight, providing policy guidance and developing DoD-wide goals and objectives for JTTFs collaboration. By September 2011, USD(P) will begin drafting and coordinating one consolidated Memorandum of Understanding (MOU) between the FBI and DoD, including the DoD Inspector General's Defense Criminal Investigative Service, to clarify responsibilities and ensure consistency among all agencies. This JTTF MOU will be developed within the context of a January 2009, White House-directed, Under Secretary of Defense for Intelligence (USD(I))-drafted, Information Sharing MOU between DoD and FBI (staffing will begin by June 2010). Finally, USD(P) will review personnel and data from a resource study provided by the USD(I) to ensure the commitment of resources to JTTFs meets DoD requirements. Resource and organizational requirements, including requests for additional manpower, will be determined no later than October 2010, and the realignment plan, if required, will be completed by October 2012.

Recommendation 3.5.a: Adopt a Common Force Protection Threat Reporting System

The Independent Review found that DoD did not have direct access to a force protection threat reporting system for suspicious incident activity reports. DoD agrees with this finding. In an August 2007 memo, the Deputy Secretary directed termination of DoD's only Force Protection Threat Information (FPTI) Reporting system, which was called the Threat and Location Observation Notice (TALON) reporting system. He further directed the Assistant Secretary of Defense for Homeland Defense and Americas' Security Affairs to propose a long-term solution for DoD suspicious activity reporting that ensures appropriate privacy protection.

- After two years of analysis and a successful pilot program completed in June 2009, the Department has selected the Federal Bureau of Investigation's (FBI) eGuardian system for DoD unclassified threat reporting. The eGuardian system, which is FBI-owned and maintained, provides an unclassified, secure web-based, capability to report suspicious activity and will contribute to our overall force protection threat information structure.

The eGuardian system will appropriately safeguard civil liberties, while enabling information sharing among Federal, State, local, and tribal law enforcement partners, including interagency fusion centers.

- By no later than June 30, 2010, the Under Secretary of Defense for Policy will establish a plan and issue policy and procedures for the implementation of the eGuardian system as DoD's unclassified suspicious activity reporting system. Use of eGuardian will begin no later than September 2010.

Recommendation 3.8: Review the Need for a DoD Privately Owned Weapons Policy

The Independent Review found that the Department does not have a policy governing Privately Owned Weapons. In the absence of such policy, the individual Services have established Privately Owned Weapons policies, which set minimum standards and task installation commanders to establish installation-specific requirements. These policies do not apply to personnel who live off installation.

- The Under Secretary of Defense for Intelligence will prepare and coordinate a Secretary-issued Department-wide Interim Guidance Message by June 2010. By early 2011, the interim guidance will be incorporated into a revision of DoD 5200.08-R (*Physical Security Program*).

Recommendation 4.1.a: Establish Milestones for Compliance with the Installation Emergency Management Program

The Independent Review found that the Military Departments are not fully interoperable with all military and civilian emergency management stakeholders. Additionally, some DoD installations have not implemented procedures that are consistent with the National Incident Management System (NIMS). DoD has instructed the Military Departments to develop Initial Operational Capability (IOC) by January 13, 2011, and to have Full Operational Capability (FOC) by January 13, 2014, for NIMS-consistent procedures. However, DoD guidance was unclear on what constitutes IOC and FOC consistency.

- The Under Secretary of Defense for Acquisition, Technology and Logistics has issued interim guidance on tasks required for IOC and FOC, and will update DoDI 6055.17 (*DoD Installation Emergency Management Program*) by June 2010.

Recommendation 4.3 (b, c, d): Develop Law Enforcement Practices for Active Shooter Threat

The Independent Review found that DoD policy does not currently take advantage of successful models for active shooter response, use the same minimum training standards for both civilian and military law enforcement units on DoD installations, or incorporate Department of Homeland Security (DHS) best practices for workplace violence into DoD Antiterrorism Level 1 training. Responding officers at Fort Hood attributed their actions during the incident to a new active response training protocol instituted last year by the Fort Hood Department of Emergency Services.

Note: In March 2010, DoD incorporated a new training module addressing active shooter threats into the Antiterrorism Level 1 online training.

- The Under Secretary of Defense for Acquisition Technology & Logistics will issue changes to DoDI 6055.17 (*DoD Installation Emergency Management (IEM) Program*) by June 2010 directing commanders to incorporate the “Active Shooter” scenario, lessons learned from Fort Hood, and other workplace violence case studies into their Installation Emergency Management training programs. The Under Secretary of Defense for Personnel and Readiness will investigate the implementation of minimum standards for military police (and equivalents) by June 2010 and draft a change to DoDI 5210.90 (*Minimum Training, Certification, And Physical Fitness Standards For Civilian Policy And Security Guards (CP/SGs) In The Department Of Defense*) or draft a new instruction by September 2010.

Recommendation 4.7: Review Installation Emergency Management Programs to Ensure Appropriate Interaction with Mutual Aid Agreements

The Independent Review found that the Mutual Aid Agreements (MAAs) between DoD installations and civilian support agencies are not current and need to be updated. There is no overarching guidance regarding the maintenance, frequency of review, and tracking of MAAs. DoDI 6055.17 (*DoD Installation Emergency Management Program*) tasks installations to develop resource management objectives that address partnership agreements essential to Installation Emergency Management.

- The Under Secretary of Defense for Acquisition, Technology, and Logistics will review DoDI 6055.17 to clarify oversight and exercise requirements, including annual reviews, integrating tracking, exercising, and inspections of MAAs, and update the instruction as appropriate by June 2010.

Recommendation 4.8.a: Develop Core Service Elements of a Family Assistance Center

The Independent Review found that lessons from the terrorist attacks in 2001 resulted in sufficient policy guidance for implementing day-to-day support programs and baseline family support services. However, the policy guidance has not been updated nor does it clearly delineate a specific structure for how these services integrate in support of a crisis or mass casualty incident. As a result, Military Department-level planning lacks consistency and specificity, which leads to variation in the delivery of victim and family care.

- The Under Secretary of Defense for Personnel and Readiness will identify Military Department best practices by June 2010 and revise DoDI 1342.22 (*Family Centers*) by December 2010.

Recommendation 4.9 (a, b): Ensure Religious Support in Mass Casualty Incidents

The Independent Review found no comprehensive instructions that address religious support, planning, or integration requirements in response to a mass casualty incident. This results in inconsistencies in Military Department policies on integrating religious

support into emergency management, and could lead to inadequate planning and coordination for religious support resources.

- The Under Secretary of Defense for Personnel and Readiness, with the advice and assistance of the Armed Forces Chaplains Board and the Armed Forces Chaplains Center, will review Military Department policies and civilian sector programs and identify best practices for religious support to mass casualty incidents by June 2010. USD(P&R) will begin to update guidance for policy additions or revisions to applicable policy governing installation emergency management and response to disasters or incidents by September 2010.

Recommendation 4.10: Review Mass Casualty Incident Response Training in the Chaplain Basic Officer Courses

The Independent Review found inconsistencies among Military Department entry-level chaplain training programs, which can result in inadequate religious support during a mass casualty incident. The newly established Armed Forces Chaplaincy Center (AFCC) is comprised of the Army, Navy, and Air Force Chaplain Schools. The Department will obtain advice from the AFCC and the Armed Forces Chaplains Board on an optimal manner of introducing mass casualty incident training into the basic course and/or other training opportunities for newly commissioned chaplains can develop enhance counseling and care skills consistent with their knowledge, skills, and abilities.

- The Under Secretary of Defense for Personnel and Readiness will publish a policy by July 2010 directing that new chaplains get mass casualty incident training at the earliest point.

Recommendation 4.11: Develop Standardized Policy Guidance on Memorial Service Entitlements

The Independent Review found that DoD has not published guidance regarding memorial service travel and transportation benefits authorized for certain survivors of deceased service members enacted in section 631 of Public law 111-84, the national Defense Authorization Act for Fiscal Year 2010. DoD guidance is necessary to ensure this benefit is administered consistently throughout the Department.

- The Under Secretary of Defense for Personnel and Readiness will establish interim guidance by April 2010 and incorporate its content in the pending revision of DoDD 1300.22 (*Mortuary Affairs Policy*), which will be published as a new DoDI with the same title, *Mortuary Affairs Policy*, during calendar year 2010.

Recommendations 5.2 (a, b, d): Create Policies to Measure Health Care Provider Readiness

The Independent Review found that the Department does not endorse a program encompassing all of the desired attributes of a health care provider readiness strategy. Although the Independent Review found the Department has evolving collaborations

between DoD entities and civilian organizations to support health care providers, it suggested that DoD should further develop formal collaboration relationships with the civilian sector to share best practices and ongoing research outcomes.

Note: This finding is partially approved for parts “a” and “b” because the necessary policies to ensure health care provider readiness already exist. They are not, however, fully integrated and current.

- The Under Secretary of Defense for Personnel and Readiness will review existing policies and guidance, establish a Directive-Type Memorandum related to civilian resiliency resources, and update and integrate policies as necessary by September 2010.

Recommendation 5.3 (a, c): Ensure Integrated Policies to Sustain High Quality Care and De-stigmatize Health Care Providers Who Seek Treatment

The Independent Review found that increasing demands on health care support will make it difficult to sustain high-quality care due to the high operational tempo and work-related stress on caregivers. The Department needs to develop a deployment model that provides sufficient recovery and sustainment for health care providers, and de-stigmatizes health care providers who seek treatment for stress. DoD also needs to integrate the existing body of policies, processes, procedures, and programs to ensure consistency and a comprehensive approach.

- The Under Secretary of Defense for Personnel and Readiness will review and update existing policies and guidance, to ensure they are integrated and provide appropriate guidance to sustain high quality care, and complete the conversion of an anti-stigma DoDI based on DTM 09-006 (*Revising Command Notification Requirements to Dispel Stigma in Providing Mental Health Care to Military Personnel*), by September 2010.