

# DEFENSE SUPPORT OF CIVIL AUTHORITIES

## QUICK REFERENCE GUIDE FOR NAVAL COMMANDERS

### INTEGRATING MILITARY SUPPORT TO DOMESTIC DISASTERS

#### PURPOSE

*This guide is intended to assist tactical-level commanders and staffs in planning and executing defense support of civil authorities (DSCA) at Federal and State levels. While there are many potential missions for naval personnel as part of DSCA, the overarching purposes of all DSCA missions are to:*

**Save Lives • Alleviate Suffering • Protect Property**



#### APPLICABILITY

*This guide incorporates lessons learned and best practices from military responses to domestic disasters. It is based on current laws, regulations, policy, and doctrine.*

### THIS GUIDE HAS EIGHT SECTIONS

- DSCA Overview
- Assessment and Preparation/Mobilization
- Deployment
- Support of Civil Authorities
- Redeployment/Demobilization
- DSCA Legal Framework
- Terms and Definitions
- References

*Approved for public release;  
distribution is unlimited*



**March 2013**



### Military Response

Naval forces operating within the United States encounter very different operational environments than those faced outside the Nation's boundaries.

Although many of the small-unit tasks remain the same, there are important differences in the conditions associated with them. Principally, the roles of civilian organizations and the relationship of military forces to Federal, State, tribal, and local agencies are different. The support provided by naval forces depends on specific circumstances dictated by law. Naval forces and civilians need to understand domestic environments so they can employ naval capabilities efficiently, effectively, and legally.

While every domestic support mission is unique, four defining characteristics shape the actions of commanders and leaders. These characteristics are:

- State and Federal laws define how military forces support civil authorities. Your judge advocate is the best resource for you while navigating the complex legal and regulatory issues.
- Civil authorities are in charge and military forces support them.
- Military forces depart when civil authorities are able to continue without military support.
- Military forces must document costs of all direct and indirect support provided.



### Civil Authorities Are In Charge and Military Forces Support Them

A primary (or lead) civilian agency establishes the priority of effort for any domestic support mission. At the Federal level, this is typically the Federal Emergency Management Agency (FEMA).

At the State level, it is the State emergency management agency (formal names of these agencies vary by State) or its equivalent. However, civilian agencies do not issue orders to military units.

The command of military forces remains within military channels, but missions begin as requests for assistance from the supported civil authorities are received.

Familiarize yourself with the mission assignment (MA) process. The Support of Civil Authorities section of this guide provides a description of the MA process.

### Review and Understand Command and Control Structures

- The command and control (C2) environment in a DSCA operation may be unfamiliar to most commanders.
- Identify and establish contact with stakeholders in your naval C2 and DSCA C2 structures (dual status commander (DSC), FEMA, defense coordinating officer/defense coordinating element (DCO/DCE), etc.).
- For smaller scale events, units may remain under Service authorities and provide assistance in a supporting/supported relationship.
- Expect tactical control (TACON) of naval forces to shift to the dual status commander or the joint task force (JTF) once forces are ashore.

## NOTES

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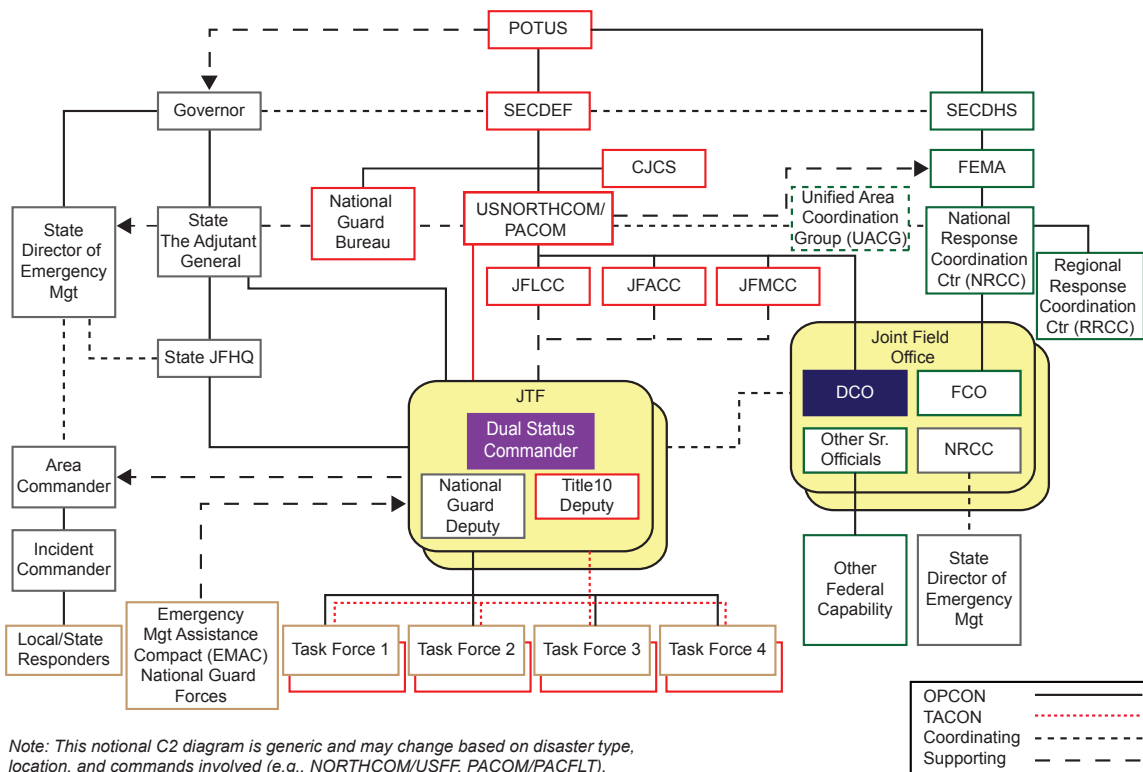
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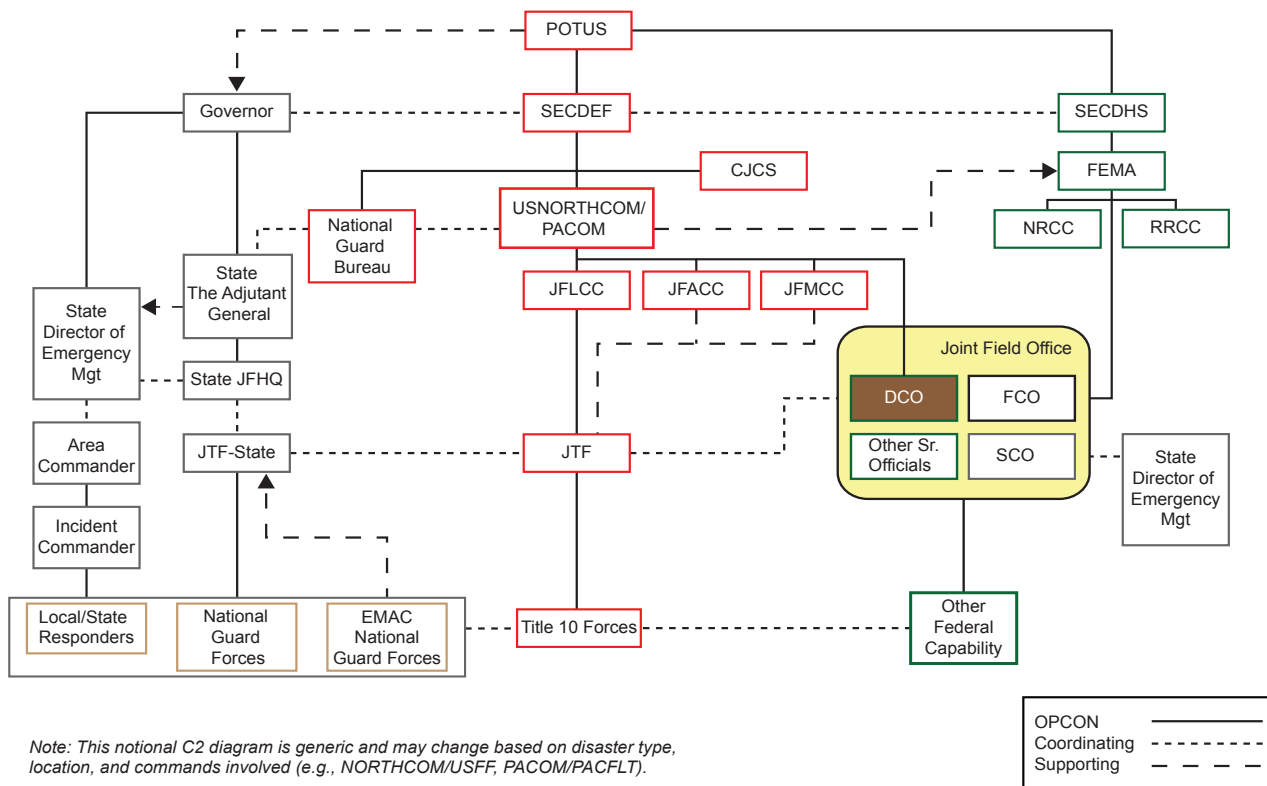
# DSCA OVERVIEW

## NOTIONAL DSCA C2 STRUCTURE WITH DUAL STATUS COMMANDER



Note: This notional C2 diagram is generic and may change based on disaster type, location, and commands involved (e.g., NORTHCOM/USFF, PACOM/PACFLT).

## NOTIONAL DSCA C2 STRUCTURE WITHOUT DUAL STATUS COMMANDER



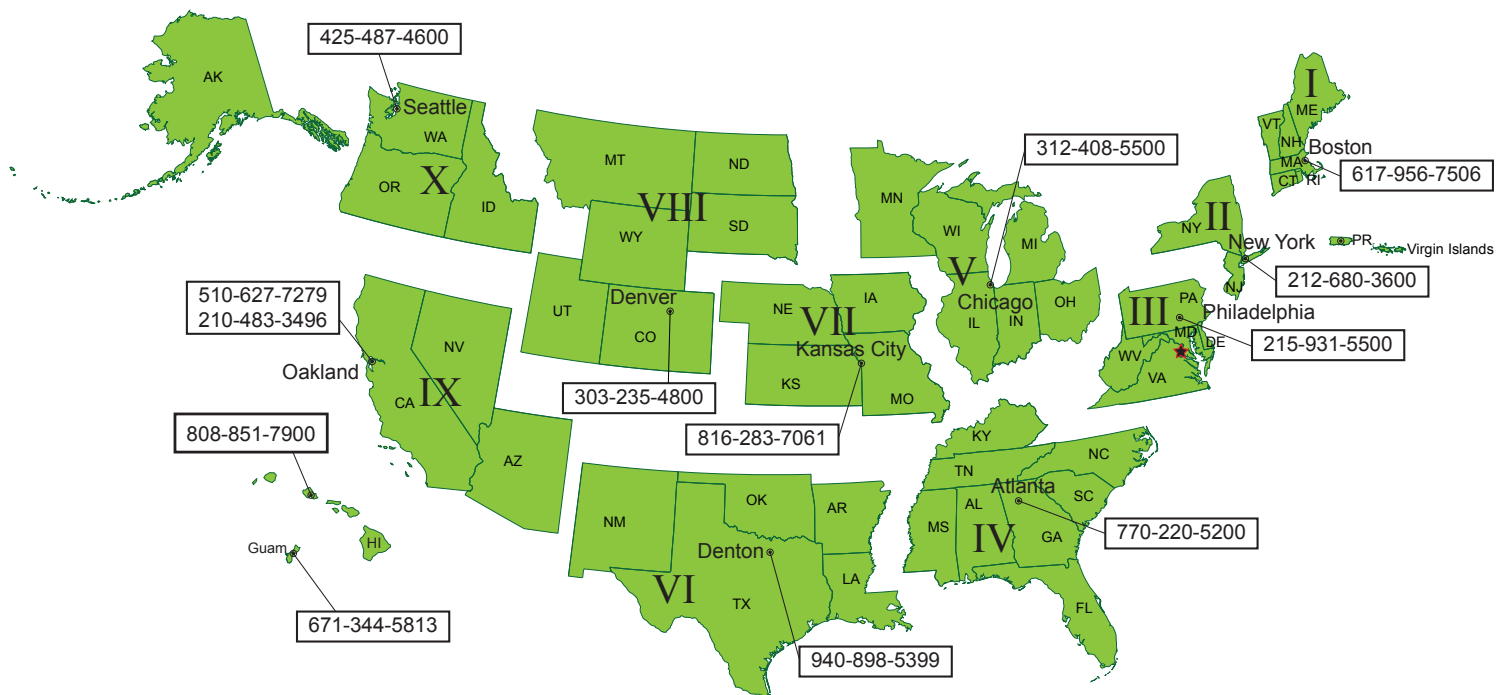
Note: This notional C2 diagram is generic and may change based on disaster type, location, and commands involved (e.g., NORTHCOM/USFF, PACOM/PACFLT).

# ASSESSMENT AND PREPARATION/MOBILIZATION

*Expect the first 48–72 hours of your response to be chaotic.  
Focus your initial response on initiative, collaboration, and cooperation.*

- Multiple entities will be involved in assessing the situation, needs, and vulnerabilities. Coordinate with the Navy emergency preparedness liaison officer (NEPLO) and the DCO/DCE to determine who they are, how to leverage their efforts, and partner to accomplish the mission.
- Upon coordination with higher headquarters, NEPLO, and the DCO/DCE, consider sending an advance team of subject matter experts for quick assessment of the actual situation.
- Develop situational awareness of the affected area. Determine if there is an existing common operational picture (official military, Federal, State, and local agency Internet sites) and see how and where you can plug in.
- Determine equipment, personnel, and qualification requirements.
- Identify which capabilities you have or require to best address identified needs/vulnerabilities.
- Understand the role of NEPLOs and use their preestablished relationships with government and nongovernmental agencies.
- Communicate your resource capabilities and limitations to assigned NEPLOs.
- Identify where you may need liaison officers (LNOs).
- Review lessons learned. E-mail Navy Warfare Development Command (NWDC), Navy Lessons Learned, for compilation of relevant lessons, at [navylessonslearned@navy.mil](mailto:navylessonslearned@navy.mil).
- Be prepared to provide metrics. This is important for situational reports and funding (refer to applicable fragmentary order or DSCA Handbook Annex J for examples).

## DCO/NEPLO CONTACT INFORMATION BY FEMA REGION





# DEPLOYMENT

*The Navy force is in a supporting role, responding to needs (and missions) determined by Federal, State, and local government/agencies.*

- Be flexible. In the early stages, operational guidance is usually broad and nonspecific.
- Begin formally tracking mission costs.
- Determine informational requirements, including commander's critical information requirements (CCIRs).
- Establish processes for handling requests for information and dissemination of information.
- Establish communications as soon as possible, afloat and ashore.
- Develop a communications plan that incorporates civilian communications capabilities (cell phones and commercial e-mail/Internet).
- Establish or integrate with reception, staging, onward movement, and integration (RSOI) process in operating area.
- Establish a self-sustaining supply chain.
- Plan on deploying with health service support.
- Conduct risk assessment and plan risk management.
- Brief personnel to establish a domestic response mindset. This is not a combat or foreign humanitarian assistance environment; you are here to help American citizens.
- Understand authorities and restrictions you will experience during your response, including the rules for use of force and other legal considerations (consult judge advocate).
- Deploy LNOs to key organizations (DSC, FEMA, DCO/DCE, etc.) to understand processes and facilitate/coordinate unit capabilities.
- Ensure liaison officers have appropriate rank, ability, and skill set for the location assigned.
- Obtain permission to operate aircraft and surface craft.
- Establish battle rhythm to synchronize staff planning and execution efforts.
- Comply with combatant command-directed public affairs guidance for all Title 10 forces.
- Organize forces as close to the scene as practical.
- Coordinate and use closest Department of Defense (DOD) base, facility, or Reserve center as headquarters and equipment staging area to minimize force impact on community and leverage existing DOD capabilities and services.



# SUPPORT OF CIVIL AUTHORITIES

*Do not use your forces as “free labor.”  
The urge to help may interfere with locally contracted efforts.*

- Comply with limitations under immediate response authority (see Legal Framework section).
- Ensure that forces are aware of limitations of civilian engagement (e.g., medical aid, looting, public disturbance, etc.).
- Use nonsecure/nonclassified communication networks.
- Leverage commercial e-mail and Internet services to the fullest extent.
- Determine how best to maintain situational awareness/common operational picture.
- Establish or contribute to an information-sharing and distribution network (e.g., incident-specific Web site, SharePoint, knowledge management).
- Communicate your capabilities and understand supported agency requirements.
- Create a line of effort based on functional capabilities (e.g., Task Force Pump, Task Force Generator, Task Force Medical, etc.).
- Liaise with NEPLOs and leverage their relationships with government and nongovernmental agencies.
- Employ your LNOs effectively; reposition them if necessary to obtain maximum benefit.
- Work with Federal, State, and local authorities to ensure safe air operations, especially when operating in high air traffic areas (assign LNOs to airports).
- The use of intelligence, surveillance, and reconnaissance assets to conduct incident assessment and awareness is restricted by law. (Consult your judge advocate; refer to JP 3-28.)
- Expect frequent, high-visibility, distinguished visitors.
- Know the established mission assignment approval process; know how to properly employ your Title 10 forces and resources (tasking will be promulgated by higher headquarters).
- Ensure all personnel understand what DSCA missions they can and cannot perform.
- Ensure naval forces know and understand how to effectively and properly speak to media and citizens in need: Why you are there? What you are doing? Who you are supporting? (See sample rules of assistance card on left.)

## SAMPLE RULES OF ASSISTANCE CARD

- Safety comes first—Do not endanger yourself or others to protect property.
- Do not go into buildings unless directed by city officials.
- Clear debris, but do not remove it.
- \_\_\_\_\_ and \_\_\_\_\_ are hazardous areas.
- If you are asked why you are here:  
*“We are here supporting Federal, State, and local agencies to get capabilities where they need to be, to reduce human suffering, remove water, restore power generation, and conduct other tasks we are assigned to support.”*

## DOD DEFENSE SUPPORT TO CIVIL AUTHORITIES AUTOMATED SUPPORT SYSTEM (DDASS)

DDASS is an unclassified Web-enabled Government software application which allows DSCA mission decision makers to collaborate, coordinate, and prioritize missions in real time. Requires account set up.

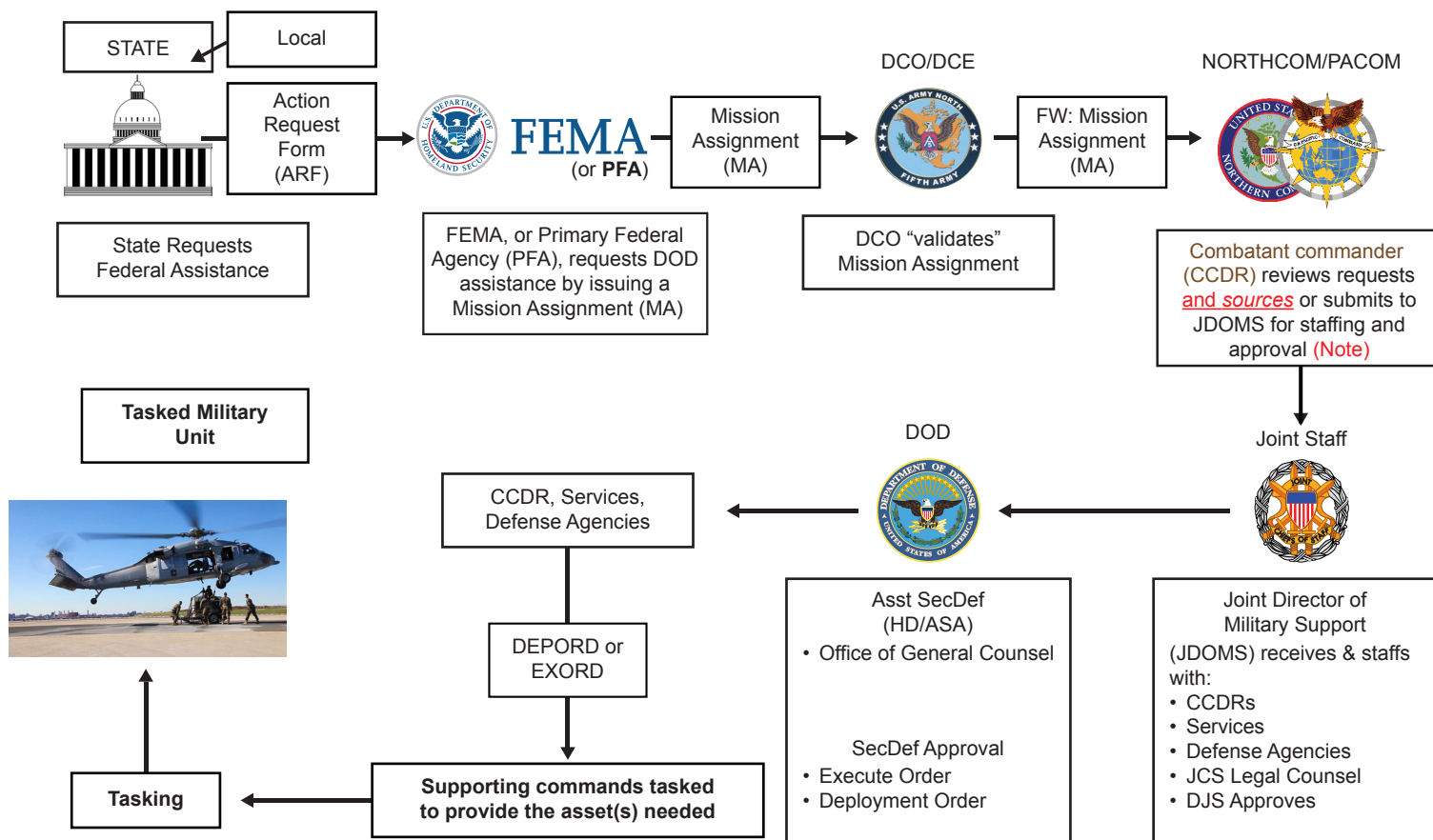
(<https://ddass.iec.belvoir.army.mil/DSCA/DDASS/DDASS.jsp>)





# SUPPORT OF CIVIL AUTHORITIES

## MISSION ASSIGNMENT PROCESS



## REDEPLOYMENT/DEMOBILIZATION

*Military involvement is meant to be temporary; redeployment must be part of the plan.*

- Plan for transition of functional responsibilities and redeployment at the start of operations.
- Close out with appropriate civil authority and higher headquarters before departing the area of operations.
- Follow established public affairs guidance as you redeploy.
- Forward after-action report and lessons learned through the chain of command to ensure continuous process improvement.
- Consolidate costs associated with execution of mission assignments and submit requests for reimbursement.
- Compile and provide all metrics data as directed.

*Consult your judge advocate early and often to understand legal authorities and impacts of decisions. Be familiar with the following directives, authorities, and acts.*

*Refer to: Domestic Operational Law Handbook for Judge Advocates and DSCA Handbook, Annex A.*

### **National Preparedness Goal**

Presidential Policy Directive (PPD–8) establishes policies to strengthen the preparedness of the United States to prevent and respond to threatened or actual domestic terrorist attacks, major disasters, and other emergencies. It requires a national domestic all-hazards preparedness goal, establishing mechanisms for improved delivery of Federal preparedness assistance to State and local governments, and outlining actions to strengthen preparedness capabilities of Federal, State, and local entities.

### **National Response Framework**

Presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies. It establishes a comprehensive, national, all-hazards approach to domestic incident response.

### **The Stafford Act**

(Disaster Relief and Emergency Assistance) Provides for assistance by the Federal Government to the States in the event of natural and other disasters and emergencies. The Stafford Act is the primary legal authority for Federal emergency and disaster assistance to State and local governments.

### **The Economy Act**

Permits Federal agencies to provide resources and services to other Federal agencies on a reimbursable basis. The Economy Act is also the basis for the general rule that DOD will not compete with commercial businesses.

### **Defense Support of Civil Authorities**

Support provided by U.S. Federal military forces, DOD civilians, DOD contract personnel, DOD component assets, and National Guard forces (when the Secretary of Defense, in coordination with the governors of the affected States, elects and requests to use those forces in Title 32 status) in response to requests for assistance from civil authorities for domestic emergencies, law enforcement support, and other domestic activities, or from qualifying entities for special events.

### **The Posse Comitatus Act**

Prohibits Federal, State, and local authorities from using Title 10 forces for any direct civil law enforcement activities unless a Constitutional or Act of Congress exception applies. The act does not apply to National Guard in State active duty or Title 32 status.

### **Immediate Response Authority**

In accordance with DODD 3025.18, a Federal military commander's, DOD component head's, and/or responsible DOD civilian official's authority temporarily to employ resources under their control, subject to any supplemental direction provided by higher headquarters, and provide those resources to save lives, prevent human suffering, or mitigate great property damage in response to a request for assistance from a civil authority, under imminently serious conditions when time does not permit approval from a higher authority within the United States. Immediate response authority does not permit actions that would subject civilians to the use of military power that is regulatory, prescriptive, proscriptive, or compulsory.

### **Standing Rules for the Use of Force**

Restrictive measures intended to allow only the minimum force necessary to accomplish the mission. Standing rules for the use of force (SRUF) are based on the U.S. Constitution and domestic law and provide guidance to DOD forces for the use of force against civilians on U.S. territory. Do not confuse SRUF with standing rules of engagement (SROE), which are permissive measures intended to provide maximum use of destructive combat power appropriate for a mission. SROE are based predominantly on international law and the law of armed conflict and provide guidance on how to engage the enemy in combat situations outside U.S. territory.





# TERMS AND DEFINITIONS

## **defense coordinating element (DCE).**

The DCO's staff and military liaison officers who facilitate coordination and support to activated emergency support functions (ESFs).

## **defense coordinating officer (DCO).**

A Title 10 active duty officer assigned to each FEMA region who serves as the single point of contact for DOD support.

## **dual status commander (DSC).**

A designated National Guard or Federal military officer who commands military personnel serving in a State active duty, Title 32, or Title 10 status.

## **dual status commander Title 10 deputy.**

Serves as the Federal or Title 10 deputy commander for the DSC to ensure proper execution of the DSC's orders to Title 10 forces. An advisor to the DSC on Title 10 matters.

## **emergency support function (ESF).**

The structure for coordinating Federal interagency support for a Federal response to an incident. Fifteen ESF functions are mechanisms for grouping functions most frequently used to provide Federal support to States and Federal-to-Federal support, both for declared disasters and emergencies under the Stafford Act and for non-Stafford Act incidents.

## **Federal coordinating officer (FCO).**

The focal point of coordination within the unified coordination group, ensuring overall integration of Federal emergency management, resource allocation, and seamless integration of Federal activities in support of, and in coordination with, State, tribal, and local requirements.

## **incident commander (IC).**

The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The incident commander has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

## **incident command system (ICS).**

A standardized emergency management concept specifically designed to allow the user to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents without being hindered by jurisdictional boundaries.

## **mission assignment (MA).**

The vehicle used by Department of Homeland Security/Emergency Preparedness Response/ Federal Emergency Management Agency to support Federal operations in a Stafford Act major disaster or emergency declaration. It orders immediate, short-term emergency response assistance when an applicable State or local government is overwhelmed by the event and lacks the capability to perform or contract for the necessary work.

## **National Incident Management System (NIMS).**

A national crisis response system that provides a consistent, nationwide approach for Federal, State, local, and tribal governments; the private sector; and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. All Federal departments and agencies are required to adopt the NIMS and use it in their individual domestic incident management activities, ensuring full and robust preparedness across the Nation.

## **Navy emergency preparedness liaison officer (NEPLO).**

Assigned and trained Navy Reservists who provide direct liaison to civil and Federal authorities to plan, prepare for, coordinate, and execute DOD civil assistance programs.

## **prescribed mission assignment (PSMA).**

FEMA has expanded the MA process to include PSMAs to facilitate a more rapid response. They specify type of assistance required (personnel and equipment), statement of work, and provide projected cost. PSMA's are not preapproved MAs.

## **unified command (UC).**

An incident command system application used when more than one agency has incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior person from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single incident action plan.

*(Note: the unified command concept utilized by civil authorities is distinct from the military unified (combatant) command concept.)*



# REFERENCES

## Documentation

*(Also available on attached mini-CD)*

- ADP 3-28, Defense Support Of Civil Authorities,  
[http://armypubs.army.mil/doctrine/DR\\_pubs/DR\\_a/pdf/adp3\\_28.pdf](http://armypubs.army.mil/doctrine/DR_pubs/DR_a/pdf/adp3_28.pdf)
- COMPACFLTINST 3440.2, PACFLT Defense Support of Civil Authorities Program
- DODD 3025.18, Defense Support of Civil Authorities (DSCA), 29 December 2010,  
<http://www.dtic.mil/whs/directives/corres/pdf/302518p.pdf>
- Domestic Operational Law, 2011 Handbook for Judge Advocates,  
[http://www.loc.gov/rr/frd/Military\\_Law/pdf/domestic-law-handbook-2011.pdf](http://www.loc.gov/rr/frd/Military_Law/pdf/domestic-law-handbook-2011.pdf)
- DSCA Handbook, Liaison Officer Toolkit (GTA-90-01-021), <https://rdl.train.army.mil>
- DSCA Handbook, Tactical-level Commander and Staff Toolkit (GTA 90-01-020), <https://rdl.train.army.mil>
- FEMA Incident Management Handbook, [http://www.aphis.usda.gov/emergency\\_response/](http://www.aphis.usda.gov/emergency_response/)
- Joint Staff/ICS Correlation Chart, United States Coast Guard Incident Management Handbook (2006)
- JOPES and ICS Interaction, U.S. Coast Guard Incident Management Handbook (2006)
- JP 3-28, Civil Support (2007), [https://ndls.nwdc.navy.mil/book\\_id/1042](https://ndls.nwdc.navy.mil/book_id/1042)
- National Response Framework, <http://www.fema.gov/national-response-framework>
- NTTP 3-57.2, Defense Support of Civil Authorities (DSCA) And Integrating With National Guard Civil Support, [https://ndls.nwdc.navy.mil/book\\_id/7832](https://ndls.nwdc.navy.mil/book_id/7832). *(Not included on attached mini-CD.)*
- NWP 3-29, Disaster Response Operations, [https://ndls.nwdc.navy.mil/book\\_id/9173](https://ndls.nwdc.navy.mil/book_id/9173)
- Presidential Policy Directive (PPD–8), National Preparedness,  
<http://www.dhs.gov/presidential-policy-directive-8-national-preparedness>
- Strategy For Homeland Defense and Defense Support of Civil Authorities (February 2013),  
<http://www.defense.gov/news/Homelanddefensestrategy.pdf>
- U.S. Coast Guard Incident Management Handbook 2006, <http://homeport.uscg.mil>

## Online Resources

- National Incident Management System, <http://www.fema.gov/national-incident-management-system>
- Navy Doctrine Library System (NDLS), <https://ndls.nwdc.navy.mil>
- Navy Lessons Learned Information System (NLLIS), <https://www.jllis.mil/navy>
- Navy Warfare Development Command (NWDC), <https://www.nwdc.navy.mil>

## Training

- FEMA Emergency Management Institute: IS–293, Mission Assignment Overview,  
<http://training.fema.gov/EMIWeb/IS/courseOverview.aspx?code=is-293>
- National Incident Management System courses, <http://training.fema.gov/IS/NIMS.asp>
- National Incident Management System Training Program,  
[http://www.fema.gov/pdf/emergency/nims/nims\\_training\\_program.pdf](http://www.fema.gov/pdf/emergency/nims/nims_training_program.pdf). *(Also on attached mini-CD)*
- T-US010, Defense Support of Civil Authorities (DSCA) Course Phase I, <http://jko.jten.mil>
- T-US522-13, Defense Support of Civil Authorities (DSCA) Phase II, Resident Course







For more information, please contact:  
NWDC Doctrine, DSN 341-4447; Comm: 757-341-4447  
NWDC Lessons Learned, DSN: 341-4721; Comm: 757-341-4721  
NWDC Quarterdeck, DSN: 341-4036; Comm: 757-341-4036

*Small and large versions of this quick reference guide are available for download from NDLS at [https://ndls.nwdc.navy.mil/book\\_id/11613](https://ndls.nwdc.navy.mil/book_id/11613)*

