

DEFENSE SUPPORT OF CIVIL AUTHORITIES

QUICK REFERENCE GUIDE FOR NAVY COMMANDERS

INTEGRATING MILITARY SUPPORT TO DOMESTIC DISASTERS

PURPOSE

This guide is intended to assist Navy 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 Navy 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 SEVEN SECTIONS

- DSCA Overview
- Support of Civil Authorities
- Assessment and Preparation/Mobilization
- Deployment
- DSCA Legal Framework
- Terms and Definitions
- Resources and Training

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distribution is unlimited
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DSCA operations are conducted in the U.S. homeland, while foreign humanitarian assistance (FHA) is conducted outside the United States. While many tasks at the small-unit level remain the same, there are different conditions and command and control (C2) and approval processes that must be understood.

- Federal and state 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 can continue without military support.
- Military forces must document costs of all direct and indirect support provided.

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

Familiarize yourself with the critical mission assignment process (page 8). Mission assignments are FEMA directives tasking other federal agencies with providing assistance. They are coordinated through the chain of command to assign appropriate DoD support to validated requests from state, local, and interagency partners. Units and personnel cannot commence work without an approved mission assignment.

- The C2 environment in a DSCA operation may be unfamiliar to most commanders.
- Identify and establish contact with stakeholders in your Navy and DSCA C2 structures (dual-status commander (DSC), FEMA, defense coordinating officer (DCO)/defense coordinating element (DCE), etc.).
- Under Service authorities, units may initially deploy and conduct immediate response authority operations (e.g., search and rescue). Units will transition to DSCA C2 to execute mission assignments.
- Expect tactical control (TACON) of Navy forces to shift to the DSC or the joint task force (JTF) once forces are ashore.

POINTS OF CONTACT

[illegible]

[illegible]

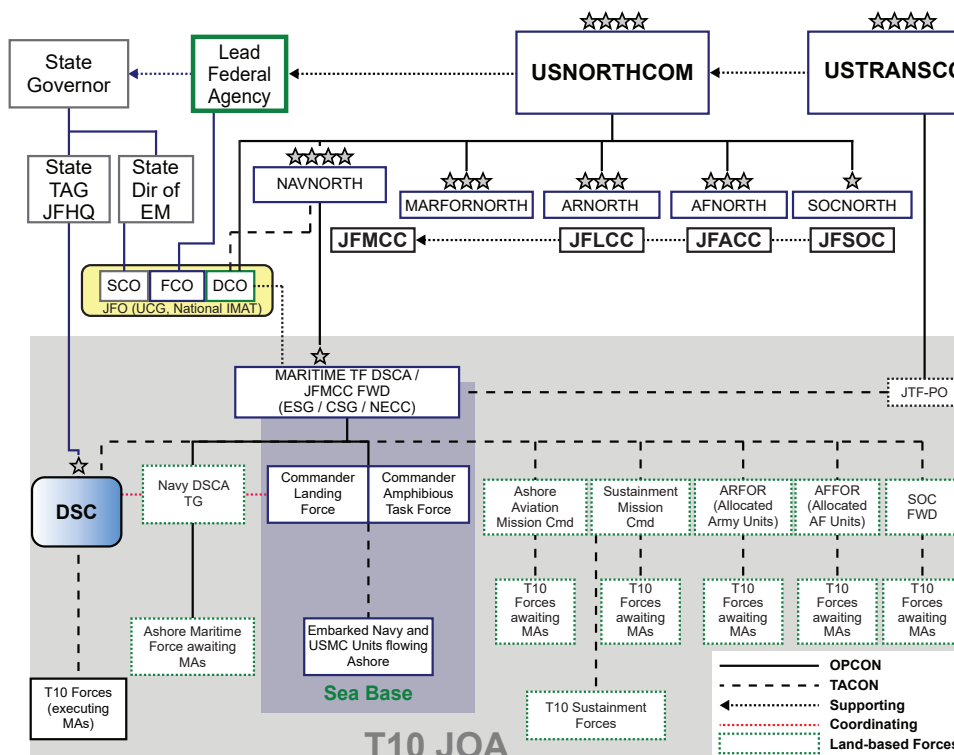
Note: This notional C2 diagram is generic and may change based on disaster type, location, and commands involved (e.g., NORTHCOM/USFF, PACOM/PACFLT). This C2 diagram depicts a JFLCC led JTF/TF.

OPCON	—	FCO—Federal Coordinating Officer
TACON	—	IMAT—Incident Management Assist Team
Coordinating	- - -	SCO—State Coordination Officer
Supporting	- - -	UCG—Unified Coordination Group

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- NAVNORTH deploys command element to JOA, transferring TACON to the JTF's Maritime Component Commander
- NAVNORTH maintains OPCON of afloat Navy units via Maritime TF DSCA
- MARFORNORTH retains OPCON of sea based MAGTF which is TACON to NAVNORTH; retains OPCON of other land-based Marine Units which may be TACON to JFLCC, JFMCC or JTF.
- Maritime TF DSCA Commander postured ashore or afloat to C2 forces and execute JFMCC FWD responsibilities
- PHIBRON and SPMAGTF exercise standard amphibious support relationships depending on phase of operation
- TACON of specific units transfer to the DSC for execution of Mission Assignment

NOTIONAL JTF-NAVNORTH OR JFMCC AS SUPPORTED COMMANDER



- Limited scope event (i.e. USVI) and limited duration
- NAVNORTH / JFMCC receives OPCON & organizes C2 architecture for deploying T10 forces to enable tactical C2
- Maritime TF DSCA / JFMCC-FWD holds TACON of forces attached
- TACON of specific units transfer to the DSC for execution of Mission Assignments
- Command elements are required for ashore aviation, JOA logistics and sustainment, and service forces
- Transition to JFLCC or ground based JTF recommended upon buildup of joint forces ashore

The Navy force is in a supporting role, responding to mission assignments as determined by federal, state, and local government/agencies.

- Be flexible. In the initial stages, operational guidance is usually broad and nonspecific.
- Begin formally tracking mission costs.
- Determine informational requirements, including commander's critical information requirements.
- 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 email/internet).
- Establish or integrate with the reception, staging, onward movement, and integration process in the operating area.
- Establish a self-sustaining supply chain afloat and ashore.
- Plan to deploy 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 your judge advocate).
- Deploy LNOs to key organizations (DSC, FEMA, DCO/DCE, etc.) to understand processes and facilitate/coordinate unit capabilities. Request LNOs from key organizations.
- Ensure LNOs 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 the closest DoD base, facility, or Reserve center as headquarters and equipment staging area to minimize force impact on the community and leverage existing DoD capabilities and services.

"DOD forces should coordinate public affairs (PA) activities and comply with PA guidance from the Joint Information Center and if one is not set up, from the Joint Field Office."

- JP 3-28

REDEPLOYMENT/DEMOBILIZATION

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

- Plan for the 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 the execution of mission assignments and submit requests for reimbursement.
- Compile and provide all metrics data as directed.

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 the Legal Framework section).
- Ensure that forces are aware of limitations of civilian engagement (e.g., medical aid, looting, public disturbance, etc.).
- Use nonsecure/unclassified and unencrypted communication networks.
- Fully leverage commercial email and internet services.
- Determine how best to maintain situational awareness/common operational picture.
- Establish or contribute to an information-sharing and distribution network (e.g., incident-specific website, 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).
- Liaise with Navy emergency preparedness liaison officers (NEPLOs) and leverage their relationships with government and nongovernmental agencies.
- Employ your liaison officers (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, and distinguished visitors.
- Know the established mission assignment approval process; know how to properly employ your Title 10 forces and resources (higher headquarters promulgates tasking).
- Ensure all personnel understand what DSCA missions they can and cannot perform.
- Ensure Navy forces know and understand how to speak to the media and citizens in need: why you are there, what you are doing, and who you are supporting. (See sample rules of assistance card on the 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 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.”



Task in Progress

DoD DEFENSE SUPPORT TO CIVIL AUTHORITIES AUTOMATED SUPPORT SYSTEM (DDASS)

DDASS is an unclassified, web-enabled, Government software application that allows DSCA mission decision-makers to collaborate, coordinate, and prioritize missions in real time. Account set up is required.

United States Army Corps of Engineers: DDASS Website

ASSESSMENT AND PREPARATION/MOBILIZATION

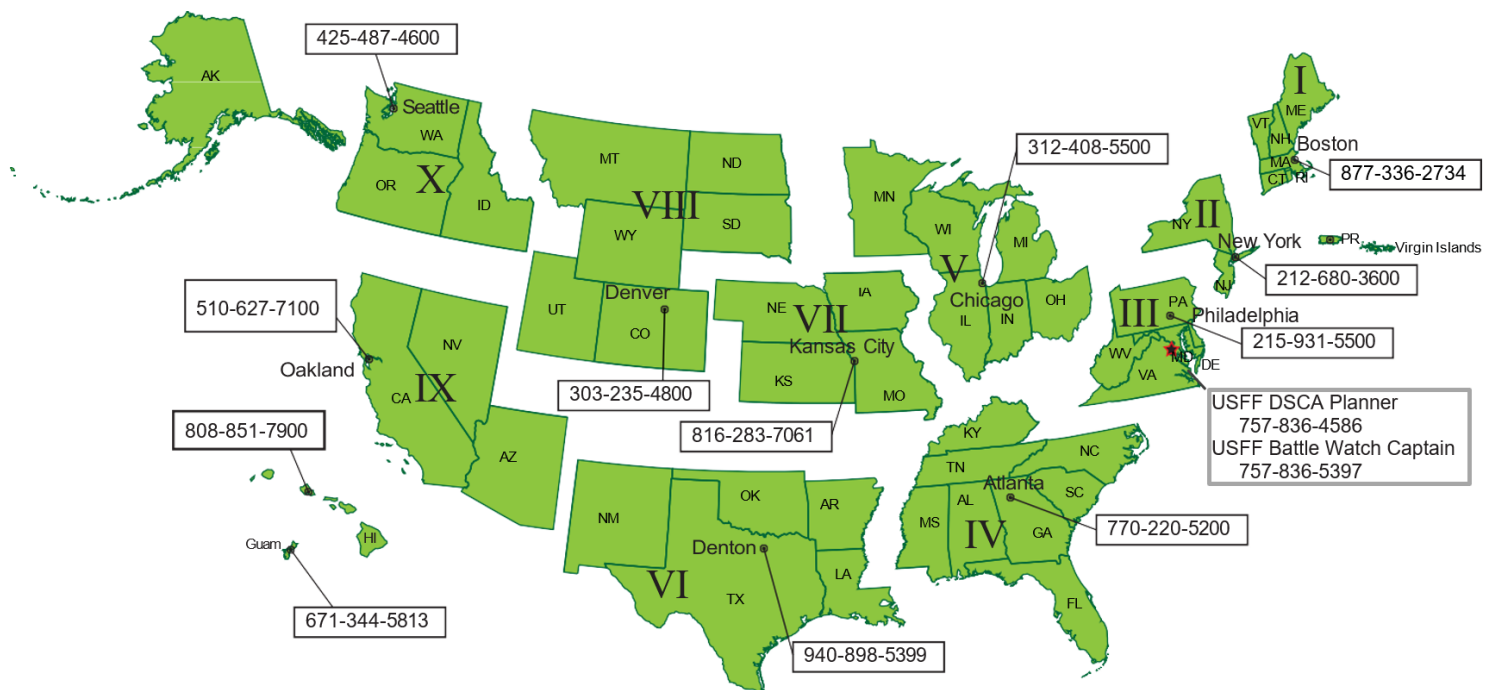
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*Expect the first 48–72 hours of your response to be dynamic.
Focus your initial response on initiative, collaboration, and cooperation.*

- Multiple entities will be involved in assessing the situation, needs, and vulnerabilities. Coordinate with the NEPLO and the DCO/DCE to determine who they are and how to leverage their efforts, and partner with them to accomplish the mission.
- Upon coordination with higher headquarters, the NEPLO and 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.
- Prior DSCA after actions widely report that public affairs office support is critical at the unit level to free commanders and leadership to conduct operations.
- Understand the role of NEPLOs and use their pre-established relationships with government and nongovernmental agencies.
- Communicate your resource capabilities and limitations to assigned NEPLOs.
- Identify where you may need to exchange LNOs.
- Review lessons learned. Email Navy Warfare Development Center (NWDC), Navy Lessons Learned, for a compilation of relevant lessons, at navylessonslearned@navy.mil.
- Be prepared to provide metrics. This is important for situational reports and funding. (Refer to the applicable fragmentary order or DSCA Handbook, Annex J, for examples.)
- Coordinate with the affected Navy Region staff early to leverage their knowledge of the operating area and identify potential staging bases for deployed forces.

Note: A Deliberate Capability Package and an Initial Capability Package are maintained in Norfolk, Virginia, during hurricane season by United States Fleet Forces Command (USFF) and Combined Marine Forces Command (CMFC).

USFF PLANNER/FEMA REGION HEADQUARTERS PHONE DIRECTORY

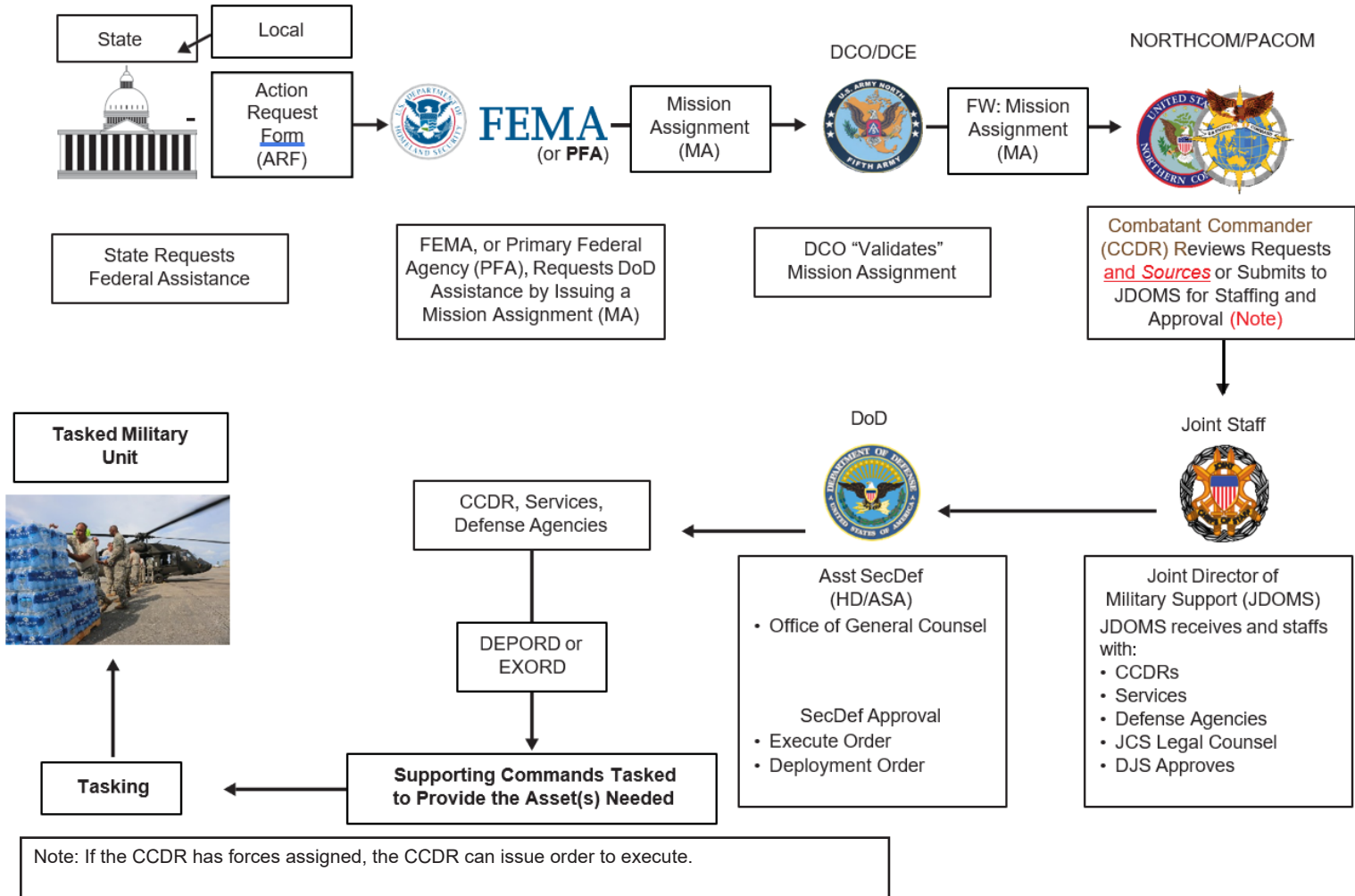


“It’s important to define exit criteria early for DOD forces in concert with the civil authorities and establish a shared picture of progress.”

- Strike Group Commander

SUPPORT OF CIVIL AUTHORITIES

MISSION ASSIGNMENT PROCESS



"All types of DOD support may be required as outlined in mission assignments. Because of this, close coordination between the JFC and the DCO is essential."

- JP 3-28

NOTES

*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 or JP 3-28.*

National Preparedness Goal

Presidential Policy Directive 8 (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 the National Guard in state active duty or Title 32 status.

Immediate Response Authority

DoDD 3025.18 grants temporary authority to federal military commanders, DoD component heads, and/or responsible DoD civilian officials to employ resources under their control in response to a request for assistance from a civil authority, under imminently serious conditions and if time does not permit approval from higher authority, DoD officials may provide an immediate response by temporarily employing the resources under their control, subject to any supplemental direction provided by higher headquarters, to save lives, prevent human suffering, or mitigate great property damage 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

Standing rules for the use of force (SRUF) provide operational guidance and establish fundamental policies and procedures governing actions taken by DoD forces performing civil support missions and routine Service functions, including antiterrorism/force protection duties, within U.S. territory and U.S. territorial seas.

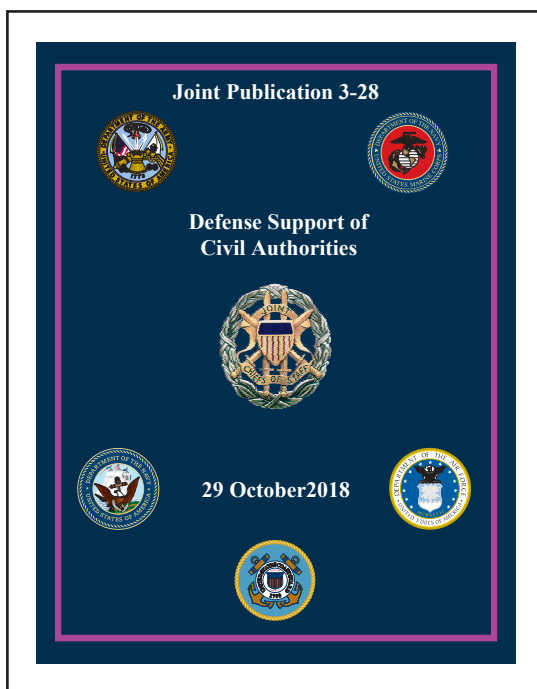
Do not confuse SRUF with standing rules of engagement (SROE). SROE provide implementation guidance on the application of force for mission accomplishment and the exercise of self-defense outside of U.S. territory and U.S. territorial seas (with some limited exceptions).

Citations

The Stafford Act, 42 U.S.C. §§ 5121–5207

The Economy Act, 31 U.S.C. § 1535

The Posse Comitatus Act, 18 U.S.C. § 1385



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.

Mission Assignment Task Order (MATO).

Directs specific activities within the scope of a previously issued MA. Used with MAs with broad statements of work. Drafted by the FEMA program manager and assisting federal agency action officer. *(Note: The DCO is the action officer unless delegated to another individual or command.)*

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).

PSMAs specify the type of assistance required (personnel and equipment) and statement of work and provide projected cost. FEMA has expanded the MA process to include PSMAs to facilitate a more rapid response. They 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.)*



Training Session: How DoD Supports DSCA.

Documentation

ADP 3-28, Defense Support of Civil Authorities, <https://armypubs.army.mil>
COMPACFLTINST 3440.2, PACFLT Defense Support of Civil Authorities Program
Defense Support of Civil Authorities (DSCA) Handbook: Liaison Officer Toolkit (GTA-90-01-021),
<https://rdl.train.army.mil/catalog/dashboard> (place title in search window)
Doctrine and NTTP:
<https://doctrine.navy.mil> (place title in search window)
JP 3-28, Defense Support of Civil Authorities
NTTP 3-57.2, Multi-Service Tactics, Techniques, and Procedures for Defense Support of Civil Authorities (DSCA)
NWP 3-29, Disaster Response Operations
DoDD 3025.18, Defense Support of Civil Authorities (DSCA), 29 December 2010, Incorporating Change 2, March 19, 2018, <https://www.esd.whs.mil/Portals/54/Documents/DD/issuances/dodd/302518p.pdf>
Domestic Operational Law, 2021 Handbook for Judge Advocates, <https://tile.loc.gov/storage-services/service/lh/lmlp/domestic-law-handbook-2021/domestic-law-handbook-2021.pdf>
JOPES and ICS Interaction, U.S. Coast Guard Incident Management Handbook (2014),
<https://homeport.uscg.mil/Lists/Content/Attachments/2923/2014%20USCG%20Incident%20Management%20Handbook%20in%20English.pdf>
National Response Framework, <https://www.fema.gov> (place title in window)
Presidential Policy Directive 8/PPD-8, National Preparedness,
<https://www.dhs.gov/presidential-policy-directive-8-national-preparedness>
Strategy For Homeland Defense and Defense Support of Civil Authorities (February 2013),
<https://policy.defense.gov> (place title in search window)
The Economy Act, 31 U.S.C. § 1535
The Posse Comitatus Act, 18 U.S.C. § 1385
The Stafford Act, 42 U.S.C. §§ 5121–5207

Online Resources

Joint Lessons Learned Information System (Navy), <https://jtp.jten.mil/jtp>
National Incident Management System, <https://www.fema.gov/emergency-managers/nims>
Navy Warfare Development Center (NWDC), <https://nwdc.navy.mil/default.aspx>
Navy Warfare Library (NWL), <https://doctrine.navy.mil>

Training

FEMA Emergency Management Institute: IS–293, Mission Assignment Overview,
<https://training.fema.gov/is/courseoverview.aspx?code=is-293&lang=en>
National Incident Management System courses, <https://training.fema.gov/nims>
National Incident Management System Training Program,
https://www.fema.gov/pdf/emergency/nims/nims_training_program.pdf
Training for DSCA, <https://jko.jten.mil> (login)
T-US010, Defense Support of Civil Authorities Course Phase I,
T-US522-13, Defense Support of Civil Authorities Phase II, Resident Course



For more information, please contact:

NWDC Doctrine, DSN 341-4091; Comm: 757-341-4091

NWDC Lessons Learned, DSN: 341-4212; Comm: 757-341-4212

NWDC Quarterdeck, DSN: 341-4036; Comm: 757-341-4036

Small (0411LP0030169) and large (0411LP0029943) versions of this quick reference guide are available for download from NWL at: <https://doctrine.navy.mil> (place title in search window).

