

ARMY, MARINE CORPS, NAVY, AIR FORCE



# DSCA

## MULTI-SERVICE TACTICS, TECHNIQUES, AND PROCEDURES FOR DEFENSE SUPPORT OF CIVIL AUTHORITIES AND INTEGRATING WITH NATIONAL GUARD CIVIL SUPPORT

ATP 3-28.1(FM 3-28.1)

MCWP 3-36.2

NTTP 3-57.2

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MULTI-SERVICE TACTICS, TECHNIQUES, AND PROCEDURES

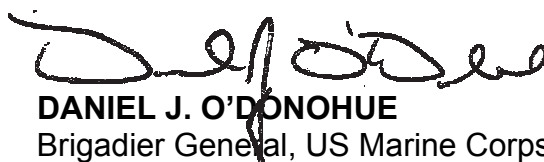
## FOREWORD

This multi-Service tactics, techniques, and procedures (MTTP) publication is a project of the Air Land Sea Application (ALSA) Center in accordance with the memorandum of agreement between the Headquarters of the Army, Marine Corps, Navy, and Air Force doctrine commanders directing ALSA to develop MTTP publications to meet the immediate needs of the warfighter.

This MTTP publication has been prepared by ALSA under our direction for implementation by our respective commands and for use by other commands as appropriate.



**ROBERT R. NAETHING**  
Deputy to the Commanding General  
US Army Combined Arms Center



**DANIEL J. O'DONOHUE**  
Brigadier General, US Marine Corps  
Director  
Capabilities Development Directorate



**TERRY B. KRAFT**  
Rear Admiral, US Navy  
Commander  
Navy Warfare Development Command



**THOMAS K. ANDERSEN**  
Major General, US Air Force  
Commander  
Curtis E. LeMay Center for Doctrine  
Development and Education

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## PREFACE

### 1. Purpose

This publication identifies multi-Service tactics, techniques, and procedures (MTTP) for Defense Support of Civil Authorities (DSCA) and Integrating with National Guard Civil Support. It sets forth MTTP at the tactical level to assist the military planner, commander, and individual Service forces in the employment of military resources in response to domestic emergencies in accordance with United States (US) law. This MTTP focuses on planning, preparation, execution, and assessment of DSCA operations conducted within the US and its territories.

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Note: For the Army, the term "command and control" was replaced with "mission command." "Mission command" now encompasses the Army's philosophy of command (still known as mission command) as well as the exercise of authority and direction to accomplish missions (formerly known as command and control).

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### 2. Scope

This publication provides procedures for actions taken by the military Services when directed to support local, territorial, state, federal or tribal agencies in response to domestic emergencies. Support can be in the form of expertise, equipment, manpower, plans, organization, communication, training and/or other resources.

### 3. Applicability

This publication establishes MTTP applicable to all Service organizations tasked with supporting domestic incident response, to include: natural and/or man-made disaster response operations, domestic special events of national importance, and/or support to law enforcement. These MTTP enable Department of Defense (DOD) organizations assisting civil authorities to efficiently integrate DOD capabilities into response operations. This publication is unclassified with Distribution Statement A, in accordance with DODI 5230.24.

### 4. Implementation Plan

Participating Service command offices of primary responsibility will review this publication, validate the information and, where appropriate, reference and incorporate it in Service manuals, regulations, and curricula as follows:

**Army.** Upon approval and authentication, this publication incorporates the tactics and techniques contained herein into the US Army Doctrine and Training Literature Program as directed by the Commander, US Army Training and Doctrine Command.

**Marine Corps.**<sup>1</sup> The Marine Corps will incorporate the procedures in this publication in US Marine Corps training and doctrine publications as directed by the Commanding General, US Marine Corps Combat Development Command (MCCDC). Distribution is in accordance with the Marine Corps Publication Distribution System.

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**Air Force.** The Air Force will incorporate the procedures in this publication in accordance with applicable governing directives. Distribution is in accordance with Air Force Instruction (AFI) 33-360.

## 5. User Information

- a. US Army Combined Arms Center, MCCDC, NWDC, Curtis E. LeMay Center for Doctrine Development and Education, and the Air Land Sea Application Center developed this publication with the joint participation of the approving Service commands. ALSA will review and update this publication as necessary.
- b. This publication reflects current joint and Service doctrine, command and control and Army mission command organizations, facilities, personnel, responsibilities, and procedures. Changes in Service protocol, appropriately reflected in joint and Service publications, will likewise be incorporated in revisions to this document.
- c. We encourage recommended changes for improving this publication. Key comments to the specific page and paragraph and provide a rationale for each recommendation. Send comments and recommendations directly to:

### Army

Commander, US Army Combined Arms Center  
ATTN: ATZL-MCK-D  
Fort Leavenworth KS 66027-6900  
DSN 552-4885 COMM (913) 684-4885  
E-mail: LEAV-CADD-WEB-CADD@conus.army.mil

### Marine Corps

Deputy Commandant for Combat Development and Integration  
ATTN: C116  
3300 Russell Road, Suite 204  
Quantico VA 22134-5021  
DSN 278-2871/6227 COMM (703) 784-2871/6227  
E-mail: Publication POC at <https://www.doctrine.usmc.mil>

### Navy

Commander, Navy Warfare Development Command  
ATTN: N52  
1528 Piersey St, Building O-27  
Norfolk VA 23511-2723  
DSN 341-4185 COMM (757) 341-4185  
E-mail: alsapubs@nwdc.navy.mil

### Air Force

Commander, Curtis E. LeMay Center for Doctrine Development and Education  
ATTN: DDJ  
401 Chennault Circle  
Maxwell AFB AL 36112-6004  
DSN 493-2640/2256 COMM (334) 953-2640/2256  
E-mail: lemayctr.ddj.workflow@maxwell.af.mil

### ALSA

Director, ALSA Center  
114 Andrews Street  
Langley AFB VA 23665-2785  
DSN 575-0902 COMM (757) 225-0902  
E-mail: alsa.director@langley.af.mil

## SUMMARY OF CHANGES

ATP 3-28.1/MCWP 3-36.2 /NTTP 3-57.2/AFTTP 3-2.67, *Multi-Service Tactics, Techniques, and Procedures for Defense Support of Civil Authorities and Integrating With National Guard Civil Support*.

This revision, provides a major overhaul of the document—

- Changes and reorganizes the overview of defense support of civil authorities (DSCA) to focus on a tiered, integrated response (Chapter I, The Homeland and DSCA Operating Environment).
- Updates content of Appendix A, Statutory and Legal Ramifications and moves content to Chapter II, Legal Considerations Associated with DSCA.
- Consolidates the following previous chapters into Chapter III, General Operational Planning and Execution:
  - Chapter III, Communications Support Operations
  - Chapter IV, Airport and Seaport Operations
  - Chapter VI, Search and Rescue (SAR)
  - Chapter VII, Medical Response
  - Chapter VIII, Evacuation Operations
  - Chapter IX, Logistics
- Adds Chapter IV, Commander's Considerations, describing tactical level considerations by position and equivalent civilian counterparts.
- Deletes previous Chapter V, Public Safety and Security.
- Adds Chapter V, General Planning Factors, a planning tool describing DSCA factors at the tactical level.
- Adds Chapter VI, Specific Hazard Guidance, describing resources and planning tools for fires, storms, earthquakes, floods, winter storms, incidents, and special events.
- Adds appendix A, High Demand Task Organizations describing military organizations and capabilities for DSCA.
- Deletes Appendix B, Liaison Officer (LNO) Requirements, Appendix C, Public Communication, Appendix D, Assessment Team, Appendix E, Geographical Reference Systems, Appendix F, Imagery Dissemination Architecture, and Appendix G, Reports.
- Updates communication support, airport and seaport operations, search and rescue, medical response, evacuation operations, and logistics in chapter III.
- Adds coordination and capability of the National Guard in all authorities.

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**\*ATP 3-28.1 (FM 3-28.1)**  
**MCWP 3-36.2**  
**NTTP 3-57.2**  
**AFTTP 3-2.67**

<b>ATP 3-28.1 (FM 3-28.1)</b>	<b>US Army Training and Doctrine Command</b> <b>US Army Combined Arms Center</b> <b>Ft. Leavenworth, Kansas</b>
<b>MCWP 3-36.2</b>	<b>Marine Corps Combat Development Command</b> <b>Quantico, Virginia</b>
<b>NTTP 3-57.2</b>	<b>Navy Warfare Development Command</b> <b>Norfolk, Virginia</b>
<b>AFTTP 3-2.67</b>	<b>Curtis E. LeMay Center for Doctrine</b> <b>Development and Education</b> <b>Maxwell Air Force Base, Alabama</b>

**11 February 2013**

## **DSCA**

### **MULTI-SERVICE TACTICS, TECHNIQUES, AND PROCEDURES FOR DEFENSE SUPPORT OF CIVIL AUTHORITIES AND INTEGRATING WITH NATIONAL GUARD CIVIL SUPPORT**

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## **EXECUTIVE SUMMARY**

### **DSCA**

Multi-Service Tactics, Techniques, and Procedures (MTTP) for Defense Support of Civil Authorities (DSCA) and Integrating With National Guard Civil Support (NGCS) describes Title 10, United States Code (U.S.C.), military involvement in DSCA as they operate unilaterally or jointly with National Guard (NG) forces in civil support (CS) environments. Military (operating under all authorities) and civilian after-action reports identify the need for expanded joint military and interagency procedures to enhance military and civil interoperability. For DSCA operations to be effective, active, reserve and NG personnel operating under differing military authority should understand the integration of duties and legal limitations as they interact with civilian agencies at the tactical level.

Military DSCA domestic emergencies/activities to include all-hazard disaster response operations present unique challenges, working under differing legal authorities and chains of command when coordinating with and working alongside non-Department of Defense, state, local, and tribal agencies. This publication enhances military understanding as Title 10, U.S.C., and Title 32, U.S.C., federal authorities work side-by-side in typical DSCA/CS force organizations and outlines some of the challenges impacting military operations.

#### **Chapter I The Homeland and DSCA Operating Environment**

Chapter I provides a broad overview of how operating in the homeland differs from other areas of responsibility. It explains briefly homeland security, homeland defense, DSCA, and NGCS. The chapter discusses the role of Federal military forces and state NG forces and how they complement each other. It introduces the different authorities (Title 10, and Title 32, U.S.C., and state active duty). The National Incident Management System (NIMS) and National Response Framework (NRF) are summarized. It includes a section on basic command and control (Army mission command) and illustrates dual-status and parallel command channels. It emphasizes unity of effort even though there may not be unity of command.

#### **Chapter II Legal Considerations Associated with DSCA**

Chapter II highlights the legal considerations associated with DSCA operations, most notably *Posse Comitatus*, immediate response authority, disaster response under the Stafford Act, Rules for the Use of Force, and Intelligence Oversight rules. The chapter contains examples and vignettes to help illustrate the legal principles.

#### **Chapter III General Operational Planning and Execution**

Chapter III highlights general planning and execution considerations in a DSCA environment such as facility availability, evacuation considerations, and communications. This chapter focuses on factors unique to the DSCA mission set.

#### **Chapter IV Commander's Considerations**

Chapter IV provides DSCA environment-specific planning and execution considerations for military forces. The chapter describes and compares the overall responsibility of each key billet and its coordination with civilian counterparts.

### **Chapter V General Planning Factors**

Chapter V provides a breakdown of anticipated requirements for each key member of a typical operational to tactical level staff by phase of operation.

### **Chapter VI Specific Hazard Guidance**

Chapter VI provides an overview of the environment, impacts, and likely military missions for specific DSCA events including fire, earthquake, hurricane/tornado, flood, and winter storm.

### **Appendix A High Demand Task Organizations**

Appendix A provides capabilities the tactical level commander may use in the area of operations while participating in defense support of civil authorities (DSCA) operations. Though not all-encompassing, each section provides a brief overview of the Services' unique capabilities.

## **PROGRAM PARTICIPANTS**

The following commanders and agencies participated in this publication:

### **Joint**

US Northern Command (USNORTHCOM), Peterson AFB, CO  
The Joint Staff J3, Joint Enabling Capabilities Command, Joint Deployable Team,  
Suffolk, VA  
Joint Task Force Civil Support (JTF-CS), Fort Eustis, VA

### **Army**

US Army Combined Arms Center (CAC), Fort Leavenworth, KS  
US Army Training and Doctrine Command (TRADOC), Fort Eustis, VA  
US Army North, Fort Sam Houston, TX  
US Army Maneuver Support Center of Excellence, Fort Leonard Wood, MS  
US Army, Joint Test Element, Alexandria, VA  
US Army Medical Department, Fort Sam Houston, TX  
The Judge Advocate General's Legal Center and School, Charlottesville, VA

### **Marine Corps**

US Marine Corps Combat Development Command (MCCDC), Quantico, VA  
Marine Corp Capabilities Development Directorate, Quantico, VA

### **Navy**

Navy Warfare Development Command (NWDC), Norfolk, VA  
US Fleet Forces Command, Norfolk, VA

### **Air Force**

Curtis E. LeMay Center for Doctrine Development and Education,  
Maxwell Air Force Base, AL

### **National Guard**

National Guard Bureau, Pentagon, Washington DC  
Army National Guard Office, Arlington, VA  
Air National Guard Readiness Center, Andrews AFB, MD

### **Coast Guard**

Coast Guard Headquarters, Washington, DC

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## Chapter I

# THE HOMELAND AND DSCA OPERATING ENVIRONMENT

### 1. Background.

a. The Unique Homeland Operating Environment. There are critical differences among operations conducted during homeland defense, operations conducted in support of civil authorities and operations conducted outside the United States (US). Principally, these are the roles of civilian organizations; the relationship of military forces to federal, state, tribal, and local agencies; and the legal authorities under which military forces operate. US military personnel must understand the domestic environment so they can employ military capabilities efficiently, effectively, and legally.

b. The Geography of the Homeland Domestic Environment. The United States includes 50 states, the District of Columbia, the Commonwealth of Puerto Rico, the US Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any territory, or protectorate of the US or any political subdivision thereof. In addition to its land areas, the US exercises sovereignty 12 miles out to sea and has internationally recognized responsibilities extending 200 miles from the coast. Military forces may support civil authorities anywhere within this vast area.

c. Homeland Security and Homeland Defense. Homeland security and homeland defense are complementary components of the National Security Strategy. Homeland defense is the protection of US sovereignty, territory, domestic population, and critical defense infrastructure against external threats and aggression, or other threats as directed by the President (Joint Publication [JP] 3-27, *Homeland Defense*). Missions are defined as homeland defense if the nation is under a concerted attack. The Department of Defense (DOD) leads homeland defense and is supported by the other federal agencies. In turn, the DOD supports the nation's homeland security effort, which is led by the Department of Homeland Security (DHS). Homeland security is the concerted national effort to prevent terrorist attacks within the US; reduce America's vulnerability to terrorism, major disasters, and other emergencies; and minimize the damage and recover from attacks, major disasters, and other emergencies that occur (JP 3-28, *Civil Support*). A review of the relationship among homeland defense, homeland security, and defense support of civil authorities (DSCA) is located in JP 3-28. This publication principally focuses on aspects associated with homeland security – DSCA and National Guard Civil Support (NGCS).

d. Defense Support of Civil Authorities. Civil support operations are vital aspects of the military's service to the nation. DSCA is defined as follows:

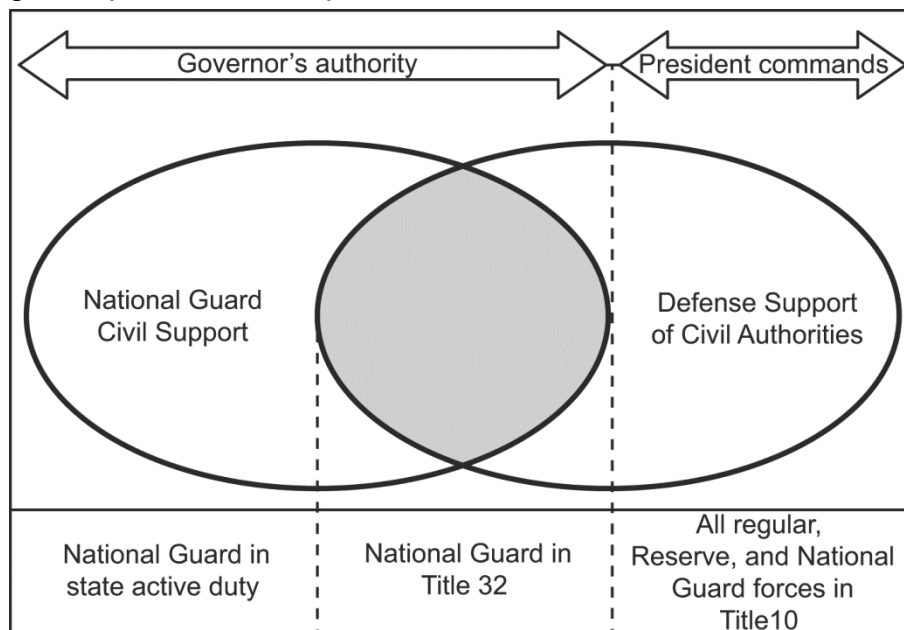
*"Support provided by US federal military forces, DOD civilians, DOD contract personnel, DOD component assets, and National Guard forces (when the Secretary of Defense (SecDef), in coordination with the governors of the affected states, elects and requests to use those forces in Title 32, United States Code) 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."*

**DOD directive (DODD) 3025.18, Defense Support of Civil Authorities (DSCA)**

e. National Guard Civil Support. The National Guard Bureau (NGB) defines NGCS as, support provided by the NG of the several states while in state active duty (SAD) status or Title 32 duty status to civil authorities for domestic emergencies, and for designated law enforcement and other activities.

Note: Duty authority determines whether NG forces are conducting NGCS, DSCA, or both. NG duty authorities are SAD, Title 32 or Title 10 U.S.C. These authorities determine the restrictions under which NG forces operate as covered in Chapter II Legal Considerations Associated with DSCA.

(1) Figure 1 provides a comparison of DSCA and NGCS.



**Figure 1. Defense Support of Civil Authorities/National Guard Civil Support**

(2) When in support of civilian authorities, all military forces remain under the operational control (OPCON) and administrative control (ADCON) of their respective military chains of command. Federal military forces always remain under the command of the President through the SecDef and the supported combatant commander (CCDR).

f. United States Coast Guard (USCG). Coast Guard forces may also be integrated into the federal response under Title 14, U.S.C., authority and remain under the OPCON and ADCON of their chain of command.



## **2. Authorities Governing DSCA.**

a. The authorities for provision of DSCA are found in law, DOD policy, and CJCS and/or the supported geographic combatant commander orders. The authorities for DOD components to conduct DSCA operations are found in DODDs such as 3025.18 and standing CJCS, US Northern Command (USNORTHCOM), and US Pacific Command (USPACOM) DSCA execute orders (EXORDs). Additional guidance for DSCA can be found in joint publications such as JP 3-28 and Service-specific doctrine listed in the references section of this publication.

b. NG authority for providing NGCS in its state is specified by that state's law. Agreements among states for mutual aid under the emergency management assistance compact (EMAC) or memoranda of agreement also fall under state laws. NG Regulation 500-1, *National Guard Domestic Operations* outlines the responsibilities of the NG Bureau as established by federal law.

c. Immediate Response Authority (IRA).

(1) DOD response may be provided under IRA. If requested, any federal military commander, DOD component head, or responsible DOD civilian official can provide resources to—

(a) Save lives.

(b) Prevent human suffering.

(c) Mitigate great property damage.

(2) Chapter II provides a detailed discussion of IRA.

## **3. Legal Authority.**

a. A brief overview of the important legal aspects of DOD participation in DSCA operations is provided in the following paragraphs. More detailed information may be found in chapter II.

b. The Stafford Act. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-28 and Public Law 100-707 (the Stafford Act, as amended) authorizes the President to issue major emergency or disaster declarations in response to catastrophes that overwhelm state governments; and provide DOD and other Federal assets once the declaration is made.

c. The Economy Act. 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.

d. The Posse Comitatus Act (PCA). The PCA prohibits Title 10, U.S.C., forces from engaging in any direct civil law-enforcement activities unless a Constitutional or Act of Congress exception applies (such as the Insurrection Act). Because the PCA is often misunderstood, it is important military commanders operating in a DSCA environment are familiar with it. PCA does not apply to NG in SAD or Title 32, U.S.C. status; however, it does apply to NG in Title 10, U.S.C. status. Posse Comitatus does not apply to the Coast Guard, as Title 14, U.S.C., personnel are authorized to conduct law enforcement activities as part of the Coast Guard mission.

e. Intelligence Oversight (IO). DOD and NG intelligence personnel performing intelligence duties must adhere to federal and DOD IO rules including, but not limited to, Executive Order 12333, *United States Intelligence Activities*; DODD 5240.01, *DOD Intelligence Activities*; and DOD 5240.1-R, *Procedures Governing the Activities of DOD Intelligence Components That Affect United States Persons*. In addition, each Service has its own regulation and policy guidance. IO rules ensure the protection of US persons' constitutional rights and privacy, the collection of essential authorized information by the least intrusive means, and the dissemination of information limited to lawful government purposes. IO procedures require information that identifies a US person may be collected only if it is necessary to the conduct of a function assigned the collecting component and only if it falls within certain criteria, which include: foreign intelligence, counterintelligence, international terrorist activities, international narcotics activities, threats to safety, and overhead and airborne reconnaissance.

#### **4. Overview of the National Response Framework (NRF) and National Incident Management System (NIMS).**

The NRF and NIMS are designed to improve the nation's incident management capabilities and overall efficiency in response to domestic incidents.

- a. NRF. The NRF presents the guiding principles enabling all response partners to prepare for and provide a unified national response to domestic disasters and emergencies. It establishes a comprehensive, national, all-hazards approach to domestic incident response. The NRF defines the principles, roles, and structures to organize how we respond as a nation.
- b. Emergency Support Functions (ESFs). ESFs are used by the Federal Government and many states as the primary mechanism to organize and provide assistance. ESFs are organized under the NRF into 15 functional areas. Many states have more than 15 ESFs, only the federally recognized ESFs are listed in table 1. For detailed annexes on each ESF, go to [http://www.fema.gov/sites/default/files/orig/fema\\_pdfs/pdf/emergency/nrf/nrf-esf-intro.pdf](http://www.fema.gov/sites/default/files/orig/fema_pdfs/pdf/emergency/nrf/nrf-esf-intro.pdf).

<b>Table 1. Federal Emergency Support Functions (ESFs)</b>	
<b>ESFs</b>	<b>Coordinator</b>
#1 Transportation	Department of Transportation
#2 Communications	Department of Homeland Security (DHS) – National Communications System
#3 Public Works and Engineering	Department of Defense (DOD) – US Army Corps of Engineers)
#4 Firefighting	United States Department of Agriculture (USDA ) – US Forest Service
#5 Emergency Management	DHS – Federal Emergency Management Agency(FEMA)

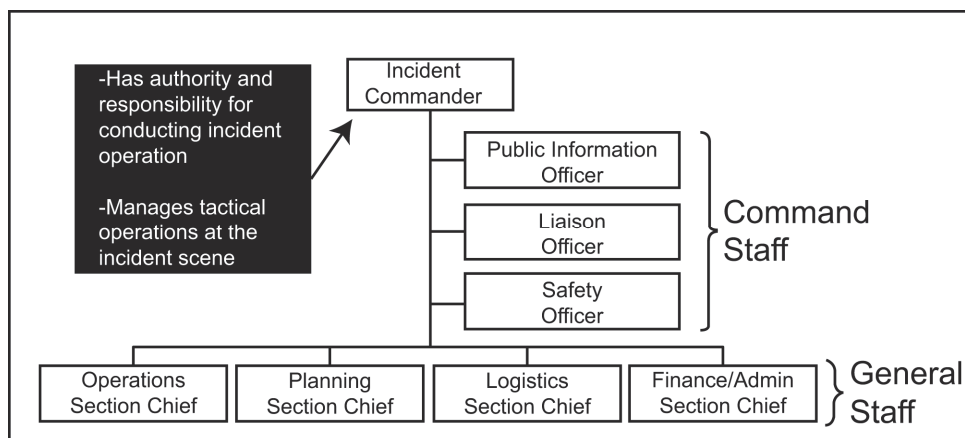
<b>Table 1. Federal Emergency Support Functions (ESFs)</b>	
#6 Mass Care, Emergency Assistance, Housing, and Human Services	DHS – FEMA
#7 Logistics Management and Resource Support	General Services Administration and DHS – FEMA
#8 Public Health and Medical Services	Department of Health and Human Services
#9 Search and Rescue	DHS – FEMA
#10 Oil and Hazardous Materials Response	Environmental Protection Agency
#11 Agriculture and Natural Resources	USDA
#12 Energy	Department of Energy
#13 Public Safety and Security	Department of Justice
#14 Long-Term Community Recovery	DHS – FEMA
#15 External Affairs	DHS
Note: DOD is a supporting agency for all ESFs except ESF #3, Public Works and Engineering. Although the Army Corps of Engineers is the Coordinator for #3, it does so based upon its congressionally mandated status and not as a subordinate part of a federal military joint task force.	

c. NIMS.

(1) The NIMS provides terminology, and organizational processes which establish a template for incident management. This system enables local, tribal, state, and federal governments, as well as private sector, and nongovernmental organizations (NGOs) to work with unity of effort in disaster response operations.

(2) Five major components make up this system's approach. They are preparedness, communications and information management, resource management, command and management, and ongoing management and maintenance.

d. The Incident Command System (ICS). ICS is a management system designed to enable effective, efficient, and flexible incident management. ICS addresses incident command in terms of single incident, area, and unified command. The incident commander (IC) is supported by command and general staffs with functions depicted in figure 2. Note: Incident Command System forms are part of the National Interagency Incident Management System (NIIMS).



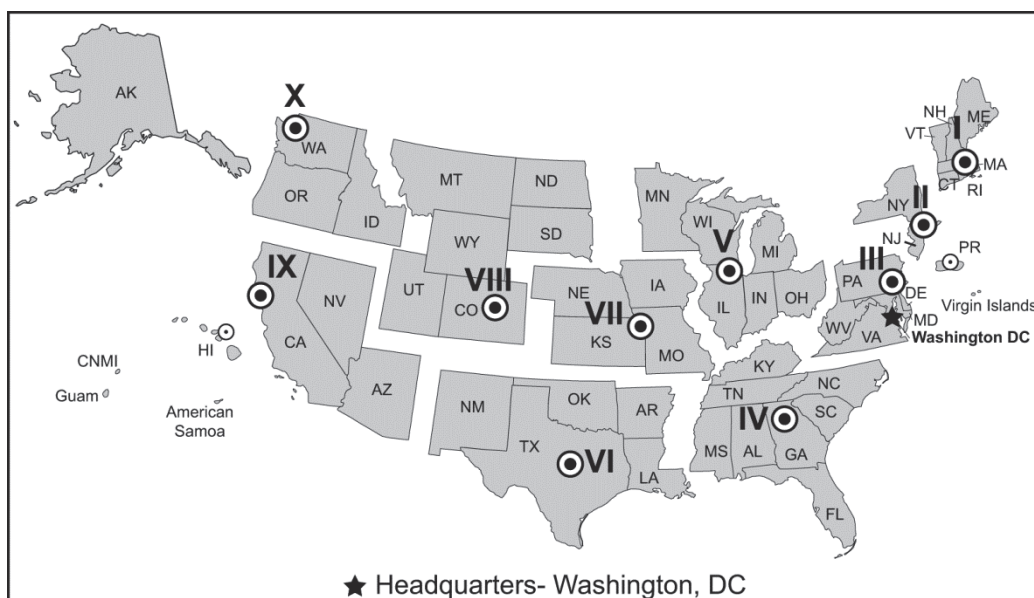
**Figure 2. Incident Command System**

Note: ICS concept of “command” is different from the military use of this term. Military forces in a DSCA environment will always remain under the OPCON and ADCON of the military chain of command. Military forces are not directly under the command of the IC, but instead, work in a supporting role.

## 5. Overview of the Department of Homeland Security (DHS).

DHS. DHS is a Presidential cabinet level organization with the responsibility of security of the homeland, including response to national disasters at the federal level. Both the Federal Emergency Management Agency (FEMA) and the USCG are part of DHS.

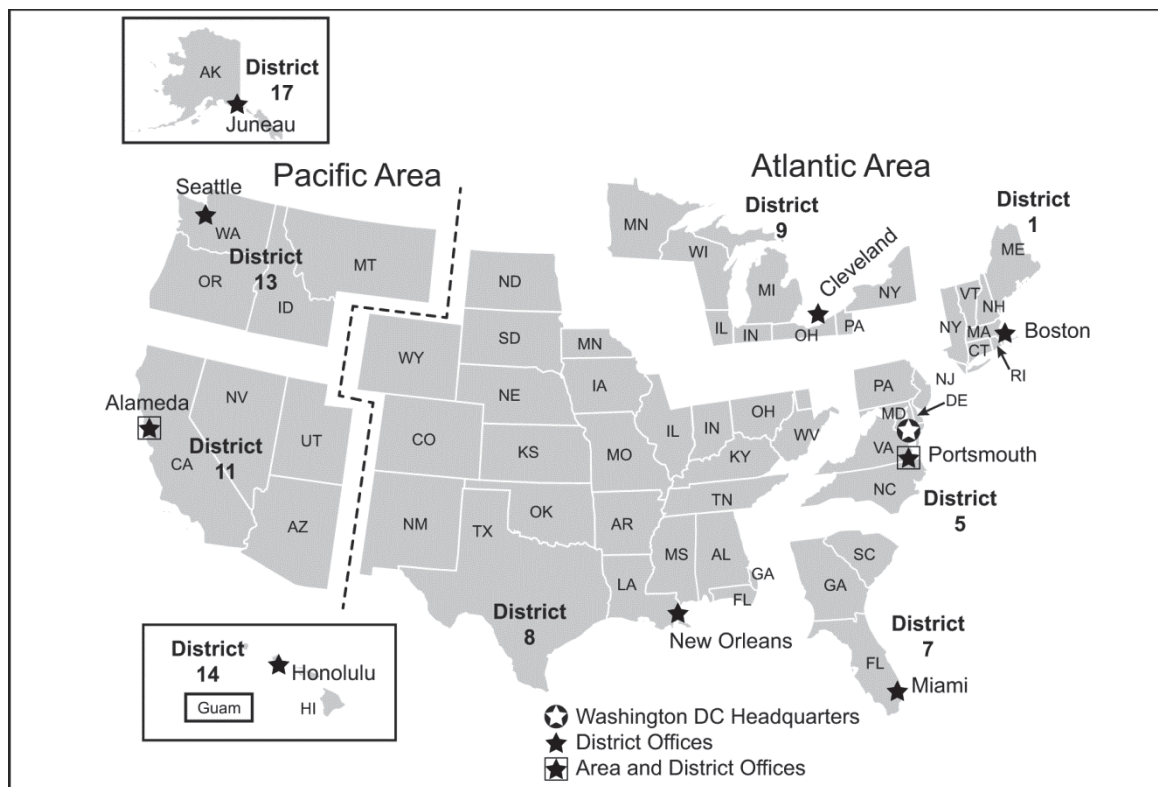
- a. FEMA. FEMA is organized into ten regions, shown in figure 3. Each region serves as the focal point for organizing and coordinating state and federal emergency management for incidents within the region.



**Figure 3. FEMA Regions**

- b. USCG. USCG is one of the five armed Services as prescribed in Title 14 U.S.C., Section 1. The US Coast Guard (USCG) executes a variety of missions, including

search and rescue (SAR), maritime law enforcement, and defense readiness. The USCG has support teams to assist with the federal response during an incident. Figure 4 shows the USCG districts.



**Figure 4. United States Coast Guard Districts**

## **6. Tiered Response Overview.**

a. The primary responsibility for responding to domestic disasters and emergencies rests with the lowest level of government able to manage the response. If local and state capabilities prove insufficient, state authorities may ask for assistance from other states under existing agreements and compacts. State authorities normally exhaust state resources, existing mutual aid agreements and EMAC before requesting federal assistance. This is known as a tiered response.

b. Although tiered response is the guiding principle, an actual response can be compressed to such a degree it begins almost simultaneously at all levels. NG forces may receive an alert order through state channels at the same time federal military forces receive an alert and prepare-to-deploy orders through DOD channels.

## **7. State Military Response.**

a. NG.

(1) The NG is the first line of military response to most incidents. When the governor of a state mobilizes the NG, the forces are typically in SAD under command and control (C2) of the governor. SAD forces conduct all missions in accordance with the needs of the state and within the guidelines of state laws and statutes.

(2) The Chief, National Guard Bureau (CNGB) is the principal advisor to the SecDef, through the CJCS, on matters relating to the NG. The CNGB is also the principal adviser to the Secretary and Chief of Staff of the Army, and the Secretary and Chief of Staff of the Air Force on all NG issues. As NGB Chief, he serves as the department's official channel of communication with the Governors and Adjutants General of the 50 states and four territories (District of Columbia, Puerto Rico, Virgin Islands, and Guam). The CNGB facilitates and coordinates among states and the DOD for integration of NG support in domestic incidents and requests for support.

b. Joint Force Headquarters-State (JFHQ-State). Each state has a JFHQ-State which provides C2 of all Army and Air NG forces and state militia. The JFHQ-State serves as the focal point for all NG domestic operations within each state. When NG forces conduct domestic operations support in Title 32, U.S.C., or SAD, JFHQ-States can serve as operational headquarters.

c. Joint Task Force State (JTF-State). Each JFHQ-State may stand up one or more Joint Task Forces (JTFs) in support of internal and external missions.

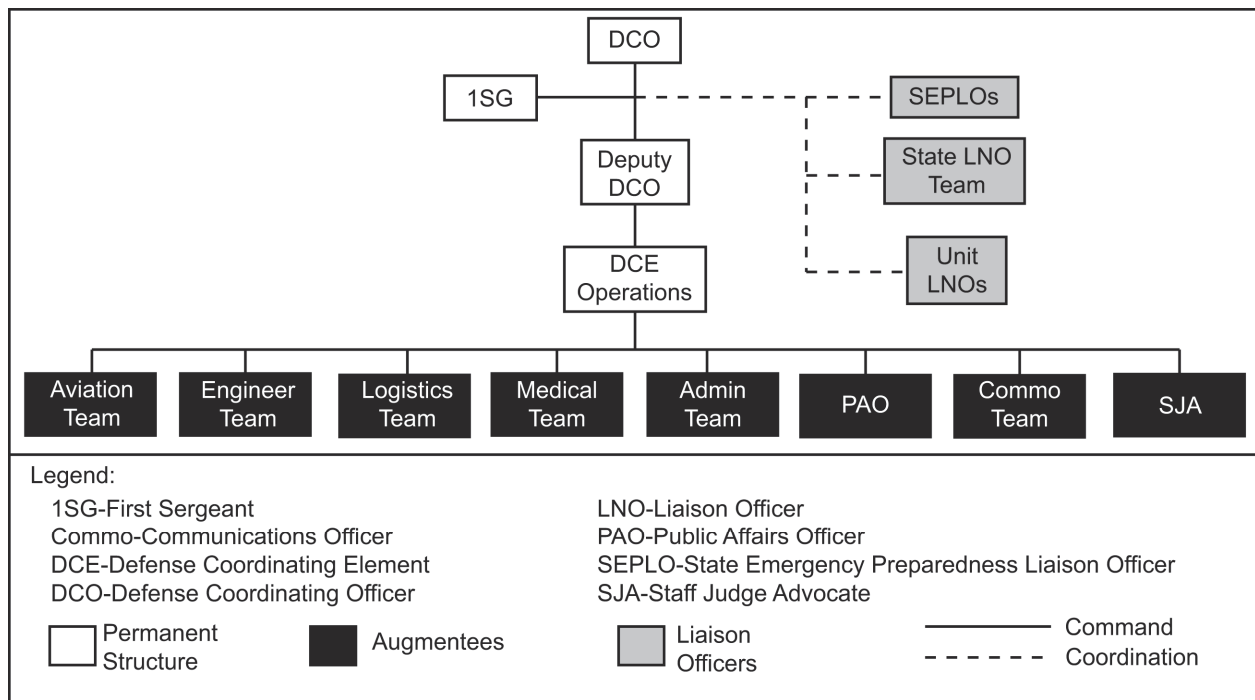
d. State Defense Forces. In addition to the NG, some states authorize a state defense force as allowed by Title 32 U.S.C., Section 109. These forces may be used to augment the state NG and other civil authorities in an emergency. State defense forces are strictly state entities and are not part of DOD. State defense force members are authorized to wear the military uniform assigned by the adjutant general (TAG) of the state.

e. EMAC is a congressionally-ratified mutual aid agreement pact between all states and territories of the US which provides form and structure to interstate mutual aid. Through EMAC, a disaster impacted state can request and receive assistance from other member states quickly and efficiently, resolving two key issues upfront: liability and reimbursement.

f. State response (NG in SAD or Title 32, U.S.C.) may use Federal military equipment for disaster response, but are responsible for restoration of a full ready status for the equipment upon completion of the mission.

## **8. Federal Military Response.**

a. The defense coordinating officer (DCO) is a Title 10, U.S.C., active duty officer permanently assigned to each FEMA region. If federal military forces deploy, the DCO will serve as the single DOD point of contact (POC) for coordinating support and will normally deploy to the joint field office (JFO) location. The DCO has a defense coordinating element (DCE) consisting of staff and military liaison officers to facilitate coordination and support to activated ESFs. See figure 5 for a sample of an augmented DCE structure.



**Figure 5. Sample Augmented Defense Coordinating Element (DCE)**

b. Emergency Preparedness Liaison Officer (EPLO). Emergency preparedness liaison officers are Service reservists performing duties under DODI 3025.16, *Defense Emergency Preparedness Liaison Officer Programs*. EPLOs are military department assets and may be activated and employed by their department secretaries in a DSCA contingency role. They may serve as Service-specific experts assisting the DCO. The USCG, operating under DHS, maintains EPLOs similar to DOD EPLOs.

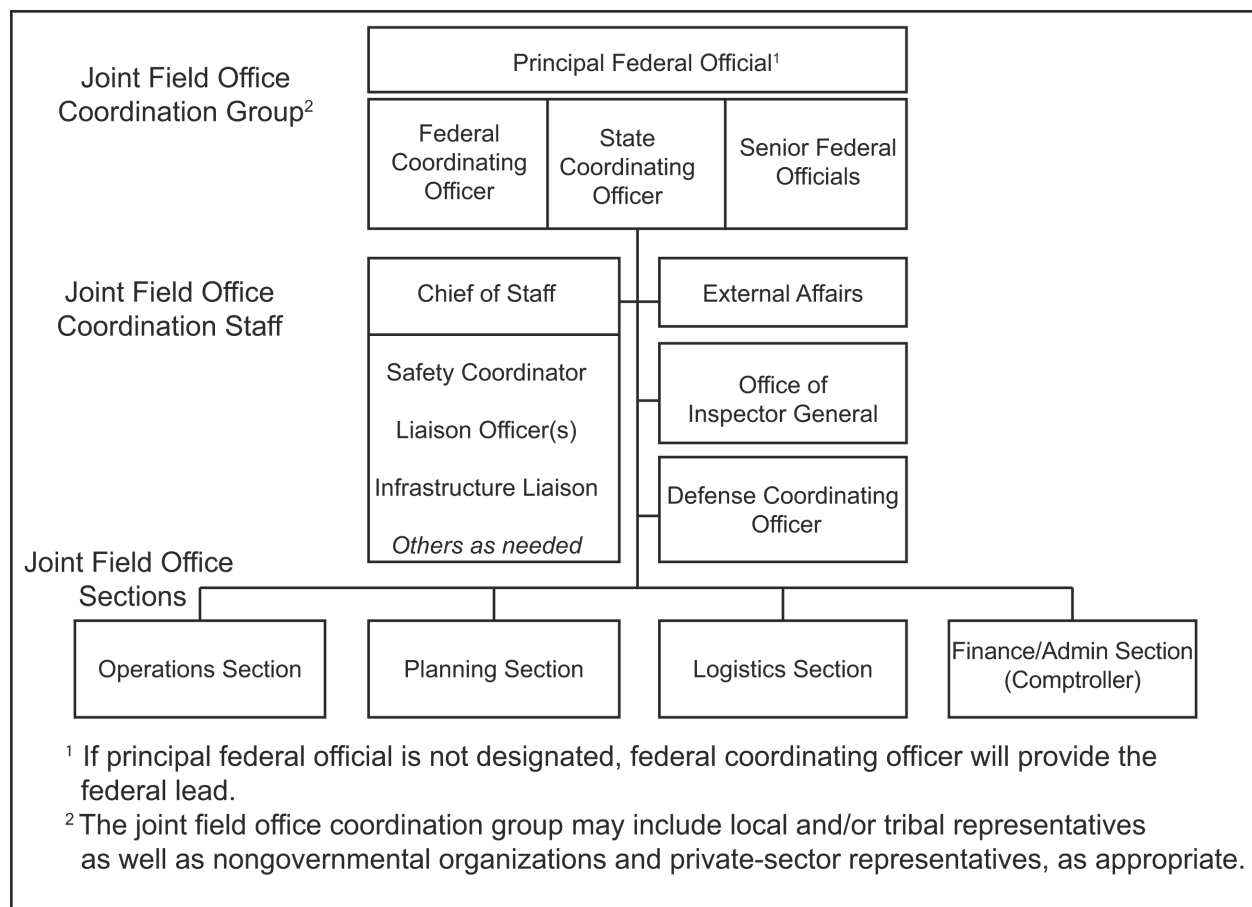
c. Title 10, U.S.C., Military Forces. Military units in a Title 10 status are under federal command and control (C2) and are usually under the OPCON of USNORTHCOM or USPACOM. Unit commanders are normally granted direct liaison authorized by the combatant command (CCMD). As such, they should contact the joint force commander (JFC) or DCO as soon as possible after receipt of DSCA deployment orders to obtain mission specifics, to process requests for information (RFI), and to facilitate effective mission planning. In the USPACOM area of responsibility (AOR), forces will report to the JTF-Homeland Defense.

## 9. Request for Assistance (RFA)/Mission Assignment (MA) Process.

a. FEMA coordinates the federal response to a disaster and will issue an RFA/MA to other federal agencies. RFAs/MAs can also be initiated by states and/or agencies through the Executive Directorate at the Pentagon.

b. JFO is an interagency coordination center established to provide a central location for the coordination of local, tribal, state, federal, non-governmental, and private sector organizations with responsibilities for incident response (see figure 6). The JFO does not manage operations; rather, it provides support to on-scene efforts

and conducts broad support operations. A coordinating officer and staff will assist each political level of jurisdiction (state and federal) in a typical incident.



**Figure 6. Joint Field Office Structure**

c. Generally, DSCA requests originating at the JFO are coordinated with and processed through the DCO for SecDef approval. The DCO coordinates with state emergency managers, the state NG, and FEMA to assist in the preparation and review of suitability for DOD to perform an RFA/MA.

## 10. Parallel State and Federal Military Command Structures.

In many civil support operations, state NG and federal military forces operate in overlapping areas but under separate chains of command. Within a parallel command structure, there is no single force commander and, therefore, no unity of command in the military sense. Both the federal and state military leaders retain command of their forces as they provide support of the civil authority.

## 11. Dual Status Command Structure.

Dual status command allows a designated NG or federal military officer to command military personnel serving in SAD, Title 32, U.S.C. or Title 10, U.S.C., status. Approval of a dual status commander requires the consent of the governor and approval of the SecDef.



## Chapter II

# LEGAL CONSIDERATIONS ASSOCIATED WITH DSCA

### 1. Background.

a. This chapter provides a synopsis of legal principles to consider in DSCA operations. Commanders and their staffs, especially planners and judge advocates, work together closely to plan, monitor, and control DSCA operations that comply with federal law and state laws.

b. In accordance with the 10<sup>th</sup> Amendment of the US Constitution, the primary responsibility for protecting life and property and maintaining law and order in the civilian community is vested in state and local governments. Supplementary responsibility is vested by statute in specific agencies of the Federal Government other than the DOD. The federal military's role in DSCA operations is well defined and is limited by federal law and regulation in scope and duration. Based on the limited authorities and express limitations placed on the scope of the federal military's role, all military members (Title 10, U.S.C., Title 32, U.S.C., and SAD) should be aware of the legal considerations and the legal authority under which they are operating.

### 2. Posse Comitatus Act (PCA), 18 U.S.C. § 1385.

a. PCA Background. The phrase "Posse Comitatus" refers to the historical authority wielded by a county sheriff to deputize any able-bodied male over the age of fifteen to assist in keeping the peace. Due to friction between the state and Federal governments over the use of the Army as a Posse Comitatus during reconstruction in the South after the American Civil War, Congress passed the PCA. The Act was an effort to prevent federal troops from performing in a law enforcement capacity except when authorized by the Constitution or an Act of Congress.

b. The PCA remains the primary federal statute restricting federal military support to civilian law enforcement agencies (CLEAs). The Act applies to all components of the Armed Forces except the USCG. Furthermore, evidence of criminal activity obtained by DOD personnel in violation of the PCA may be inadmissible in a criminal trial thereby preventing a successful prosecution.

*"Whoever, except in cases and under circumstances expressly authorized by the Constitution or Act of Congress, willfully uses any part of the Army or Air Force as a Posse Comitatus or otherwise to execute the laws shall be fined under this title or imprisoned not more than two years or both."*

*Excerpt from the Posse Comitatus Act*

c. PCA Applicability.

(1) Although the PCA seems to only apply to the Army and Air Force, Congress required the SecDef to prescribe regulations restricting the use of equipment and the direct participation of Army, Navy, Air Force, or Marine Corps personnel in supporting CLEAs. Consequently, through federal law and resulting DODDs, the PCA applies to all members of the federal armed forces as well as each of their

respective Reserve Components serving in a federal status. The applicable directives are as follows:

- (a) DODD 3025.12, *Military Assistance for Civil Disturbances (MACDIS)*.
  - (b) DODD 5525.5, *DOD Cooperation with Civilian Law Enforcement Officials*.
  - (c) DODD 3025.18, *Defense Support of Civil Authorities (DSCA)*.
- (2) The PCA does not apply to the USCG (Title 14, U.S.C.) except during times of war and operating as a Service within the Navy when application is directed by the Secretary of the Navy.
- (3) Whether the PCA applies to Army NG or Air NG personnel depends upon the legal authority under which the Guardsmen are serving. It is imperative personnel know the various legal restrictions associated with the legal authority under which they are serving, when engaged in a DSCA operation. NG personnel may be ordered to duty under one of the following three statutory frameworks:
- (a) SAD. NG personnel are state funded and under state control. This is typically the authority in which NG personnel perform duties when a governor mobilizes the NG to respond to emergencies, civil disturbances, disasters, or to perform other duties authorized by state law. Costs associated with a SAD response may be reimbursed by the Federal Government pursuant to a Presidential major disaster or emergency declaration. NG personnel on SAD authority do not fall under PCA restrictions and may perform those law enforcement duties authorized by state law.
  - (b) Title 32, U.S.C. NG personnel are federally funded and typically perform training for their federal mission, but remain under the control of the state. Because NG members serving under Title 32, U.S.C., fall under state control, they do not fall under PCA restrictions and may, therefore, perform law enforcement duties authorized by state law.
  - (c) Title 10, U.S.C. NG personnel are federally funded and under federal C2; consequently, they are subject to the PCA.
- (4) In accordance with DOD policy, DOD civilian employees will not provide assistance to CLEAs if under the direct command and control of a military officer, unless otherwise authorized by applicable law or policy.
- d. DOD Determined Restrictions. Based on the language in the PCA and Title 10 U.S.C. § 375, the Secretary of Defense has determined (see DODD 5525.5) to not permit direct participation by a member of the Army, Navy, Air Force, or Marine Corps in the following activities (based on the current interpretation):
- (1) Arresting persons.
  - (2) Apprehending persons.
  - (3) Acting as an undercover agent, interrogator, or investigator.
  - (4) Interdicting vehicles, vessels, or aircraft.
  - (5) Conducting searches.
  - (6) Seizing items or contraband.
  - (7) Conducting surveillance.

- (8) Conducting a “stop and frisk.”
- (9) Conducting security patrols to prevent looting.
- (10) Enforcing quarantine and isolation orders issued after a chemical, biological, radiological, and nuclear (CBRN) event.

*“... or other similar activity unless participation in such activity by such member is otherwise authorized by law.”*

*Title 10 U.S.C. § 375*

e. Future incidents may have specific laws which will add or remove forms of direct assistance to the above list.

f. A military courtesy patrol conducted in the local community is not considered a PCA violation. In order to avoid running afoul of the PCA, the military courtesy patrol’s prescribed duties must fall short of law enforcement. Military courtesy patrols are intended to preserve good order and discipline, and to serve as liaisons with local law enforcement, not to actually enforce the law.

### **3. Permitted Assistance Under PCA.**

a. Indirect Assistance. The PCA is not an absolute ban on all DOD involvement with CLEAs. According to the guidance provided in DODD 3025.12, DOD personnel may provide support to civil law enforcement agencies as long as the support is passive and indirect. Indirect and passive assistance allows various forms of support to CLEAs:

- (1) Sharing information which indicates the existence of a threat to life or property or the violation of law that is incidentally collected during the normal course of military training or operations. This does not permit units or personnel to be specifically tasked to collect intelligence within the United States.
- (2) Using military equipment, spare parts, supplies, and facilities.
- (3) Training and advising on using equipment which may be unique to the military such as detection, monitoring, or communications equipment; and aerial platforms to support enforcement of counter-drug, counter-terrorism, and immigration and customs laws.
- (4) Providing personnel for maintenance and operation of equipment.
- (5) Providing support to CBRN incidents.

b. Direct Assistance. According to enclosure 4 of DODD 5525.5, certain forms of direct assistance are considered exceptions to the PCA and are, therefore, permissible. Specifically, action taken for the primary purpose of furthering a military or foreign affairs function of the US under the “military purpose doctrine” or “federal purpose doctrine” is permissible direct assistance. Such actions include—

- (1) Investigations and other actions related to the commander’s inherent authority to maintain law and order on a military installation or facility.
- (2) Protection of classified military information or equipment.
- (3) Protection of federal personnel, federal equipment, federal facilities and official guests of the Federal Government.

#### **4. Constitutional Exceptions to the PCA.**

a. National Emergency Declaration. The President has inherent authority under Articles II and IV of the Constitution to declare a national emergency. The National Emergency Act further defines this authority, which permits the President to declare an emergency to preserve order, ensure public health and safety during time of war, insurrection, or national crisis. If the President declares a national emergency, an executive order could be issued, waiving the PCA restrictions and permitting federalized military forces to perform law enforcement functions to—

- (1) Protect federal facilities, property, and personnel; or
- (2) Protect a function of the Federal Government.

b. National Emergency Declaration examples. Most national emergency declarations pertain to situations and transactions involving foreign countries. However, three resulted from events in the US. They are as follows:

- (1) President Nixon issued a national emergency declaration on 23 March 1970, when faced with the postal strike. He mobilized 30,000 Soldiers in the Ready Reserve to assist in moving the mail (a Federal function).
- (2) President Bush issued a national emergency declaration on 14 September 2001, as a result of the terrorist attacks at the World Trade Center and Pentagon. He mobilized units in the Ready Reserve as part of the Global War on Terrorism (a Federal homeland defense function).
- (3) President Obama issued a national emergency declaration on 23 October 2009, to provide additional authority to the Secretary of Health and Human Services to address the H1N1 influenza pandemic (waiver of Federal health care standards for medical facilities). This permitted the Secretary to grant waivers under Section 1135 of the Social Security Act so healthcare facilities could use alternate care sites, modify triage protocols and patient transfer procedures, and take other measures to implement emergency plans more quickly.

c. Declaration of Martial Law. When civil authorities are unable or unwilling to perform their duties, the President has the authority to declare martial law to fulfill his Article II responsibility under the Constitution. Article II obligates the President to “take care that the laws are faithfully executed.” The Supreme Court has consistently held that in order for a President to avoid a finding that the martial law declaration was improper, the local courts must not be open and capable of performing their law enforcement and judicial functions. The proclamation declaring martial law should identify the public necessity justifying martial law, define the scope of the military commander’s authority, detail the geographic limits, and provide rules of conduct for the population to follow.

d. Homeland Defense Mission. Military forces while conducting homeland defense missions are not violating the PCA. The President has authority under Article II of the Constitution as the Commander-in-Chief to defend the homeland. The use of military forces in the defense of the US is not support to civilian law enforcement authorities.

## 5. Select Statutory Exceptions to the PCA.

- a. Military Support to CLEAs. Paragraph 3 of this chapter details types of permissible support.
- b. Insurrection Act. The President must first issue a “disperse and retire peaceably” proclamation ordering a cessation of the unlawful behavior. If the unlawful behavior continues, the Insurrection Act permits the President to use the armed forces, including the NG in federal service (Title 10, U.S.C.), to perform law enforcement functions within a state to restore law and order under the three following circumstances:
  - (1) There is an insurrection within a state and the state legislature (or governor, if the legislature cannot be convened) requests assistance from the President.
  - (2) When there are unlawful obstructions, or rebellions preventing enforcement of the laws by the ordinary course of judicial proceedings, the President may act unilaterally without a request from state or local authorities.
  - (3) An insurrection or domestic violence results in the deprivation of constitutional rights, and the states are unable or unwilling to protect those rights, the President may act unilaterally without a request from state or local authorities.

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Note: The President has used the authority under the Insurrection Act twice in recent history. In September 1989 the President ordered federal troops to the US Virgin Islands to restore order in the aftermath of Hurricane Hugo. In April 1992 the President ordered federal troops to restore order in Los Angeles during the “Rodney King Verdict Riots.”

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- c. Emergency Situations Involving Weapons of Mass Destruction (WMD). Upon the request of the Attorney General, the SecDef may authorize DOD personnel to arrest, search, seize, and conduct any other law enforcement activity to protect persons and property from WMD. In order for this exception to apply, civilian law enforcement must be unable to enforce the law.
- d. USCG Law Enforcement Detachments (LEDETs). Several hundred USCG personnel serve on LEDETs authorized under the Maritime Drug Law Enforcement Act to perform maritime drug interdiction. When engaged in maritime drug interdiction, USCG LEDET personnel may perform traditional law enforcement functions such as searches of vessels, seizure of contraband, and arrest of suspects upon probable cause. Navy personnel working with the LEDETs, on the other hand, are bound by the PCA; therefore, Navy personnel may not perform active, direct law enforcement functions. Rather, Navy personnel working with LEDETs have a limited, supporting role, and may assist an LEDET indirectly by—
  - (1) Transporting an LEDET boarding party to a target vessel.
  - (2) Providing force protection for an LEDET boarding party.
  - (3) Acting as interpreters.
  - (4) Supplying welding/cutting equipment/assistance on board the target vessel.
  - (5) Recording the LEDET’s activities while aboard the target vessel.
  - (6) Recovering contraband jettisoned from the target vessel.

- (7) Effecting damage control to keep the target vessel afloat.
- (8) Billeting and maintaining persons apprehended from the target vessel.
- e. Weapons of Mass Destruction Civil Support Team. With proper authorization, NG Soldiers serving on full-time NG duty under section 502 (f) of Title 32 may perform duties in support of emergency preparedness programs to prepare for, or respond to any emergency involving a natural or manmade disaster in the US that results in, or could result in, catastrophic loss of life or property.

## **6. PCA Legal Advisors.**

DOD installations should have a PCA legal advisor assigned to the installation's Staff Judge Advocate (SJA) Office. All local civilian law enforcement requests for military support should first be reviewed by the PCA legal advisor. The PCA legal advisor should also be available to provide PCA training, most likely to military police and DOD civilian law enforcement personnel.

## **7. Disaster Response.**

- a. The Robert T. Stafford Disaster Relief and Emergency Assistance Act is the primary statutory authority for federal disaster assistance within the US and its territories. The Stafford Act authorizes the President to provide federal assets, including DOD assets for response efforts once the President formally declares an emergency or a major disaster.

(1) Emergencies. Emergencies are situations in which federal assistance is required to save lives, protect health, and property, or mitigate or avert a disaster. For example, a CBRN incident which overwhelms state and local authorities will qualify as an emergency warranting federal assistance. The President may not declare an emergency, unless it is requested by the affected governor, except when the incident primarily concerns a Federal function, property, or personnel (e.g., the bombing of the Federal Alfred P. Murrah Building in Oklahoma City in April 1995). In terms of scope and time, emergency assistance is generally not as extensive as major disaster assistance. DOD assets for emergency work may be provided on a limited basis prior to a Presidential declaration.

(2) Major Disasters. Major disasters are generally any natural catastrophe (such as a hurricane, tornado, earthquake, or snowstorm), or regardless of cause, any fire, flood, or explosion of sufficient severity. The governor requesting disaster assistance from the Federal Government under the Stafford Act must demonstrate the state does not have the capacity or resources to mount an effective response. The type of assistance which can be provided under a Major Disaster Declaration includes—

- (a) Distribution of medicine, food, and consumables.
- (b) Removal of debris and road clearance.
- (c) Emergency medical care, search and rescue.
- (d) Transportation of supplies and persons.
- (e) Restoration of essential public services.
- (f) Construction of temporary bridges, shelters, and essential public services.

- (g) Demolition of unsafe structures.
  - (h) Dissemination of public information on health and safety measures.
  - (i) Technical and advisory assistance to state/local officials.
  - (j) Precautionary evacuations and recovery.
  - (k) Incident awareness and assessment (IAA).
- b. DOD policy for providing disaster assistance (as related to the Stafford Act) is contained in DODD 3025.18, *Defense Support of Civil Authorities (DSCA)*.
- c. The Stafford Act is not an exception to the PCA. Federal military forces may only provide indirect assistance to civilian law enforcement is authorized incident to a disaster or emergency declaration under the Stafford Act.
- d. Requests for assistance from civil authorities should be evaluated using the factors of cost, appropriateness, readiness, risk, legality, and lethality (CARLL) prior to converting them into an approved MA. Questions about several aspects of CARLL are listed in the following paragraphs.
- (1) Cost – Who will pay or reimburse DOD for the requested assistance? How much will the assistance cost? How will it impact the installation's budget?
  - (2) Appropriateness – Who normally provides and is best suited to satisfy the request? Is it in DOD's and the local community's interest to provide the assistance? Is it in DOD's interest to provide the support? Have other options, such as local businesses, been considered to meet the request?
  - (3) Readiness – Is there an adverse impact on the DOD's ability to perform its primary mission? Can a carefully tailored response provide the needed assistance and maintain unit readiness at the same time?
  - (4) Risk – What are the potential health and safety hazards to Federal military forces and can these risks be mitigated? Are there public relations and political risks that are appropriate to consider?
  - (5) Legality – Does the request comply with the law? Do any legal provisions prohibit or restrict the DOD from providing the requested assistance? If prohibited, are there any exceptions? Can the restriction be waived by an appropriate authority?
  - (6) Lethality – Is there a potential for lethal force to be used by or against federal forces?

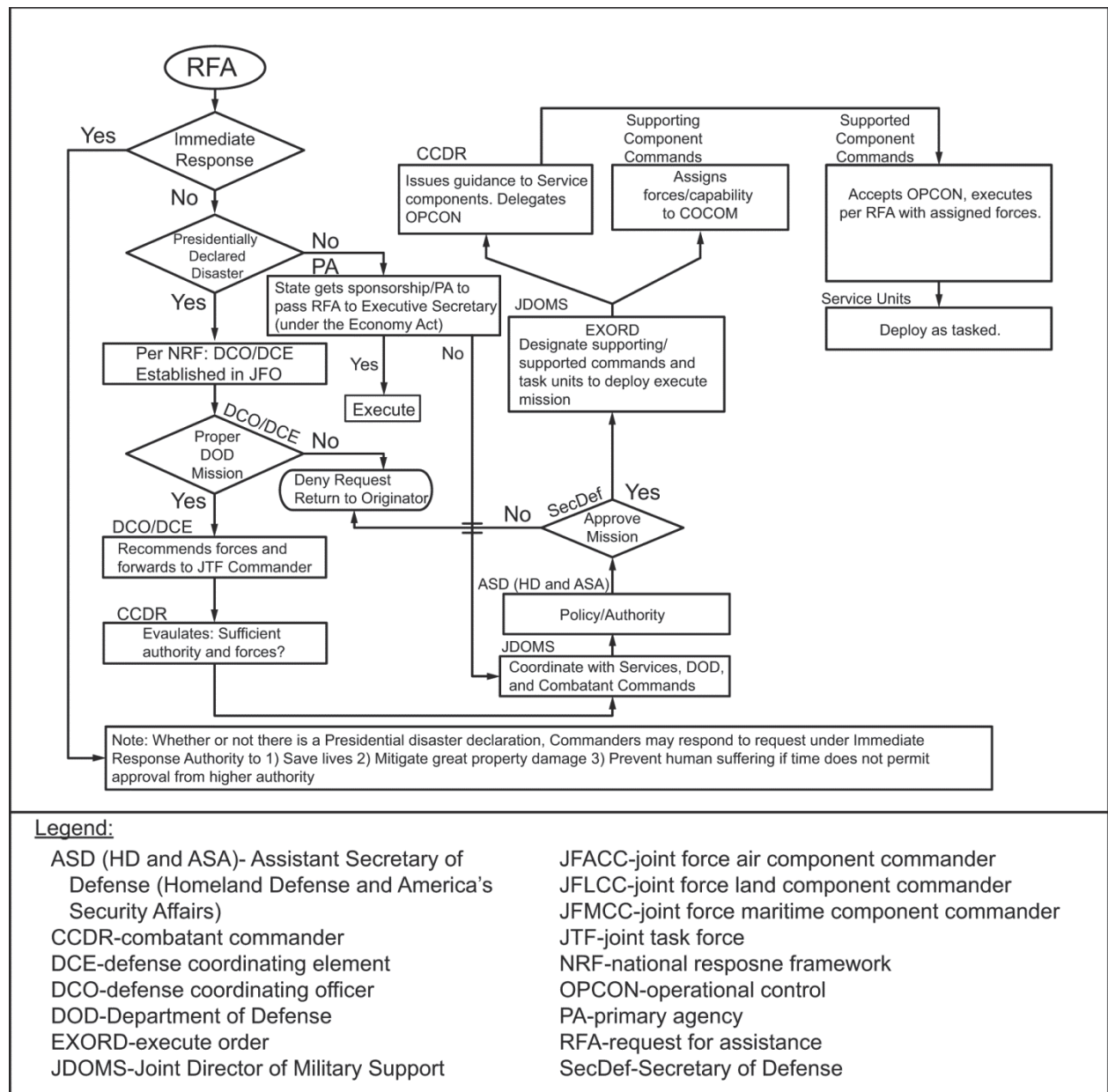
## **8. Immediate Response Authority (IRA).**

- a. Title 10, U.S.C., Federal military forces will seldom be first responders. There are, however, circumstances when Federal forces can support local authorities in an emergency in the absence of a federally declared disaster. Of critical note, IRA is not an exception to the PCA. In order to exercise IRA, the following factors should first be considered:
- (1) Immediate action is required and time does not permit obtaining approval from a higher authority.

- (2) There must be a request for assistance from a civil authority, such as the mayor, chief of police, fire chief, sheriff, or chief of emergency management. This request may initially be made orally, but needs to be followed-up in writing.
  - (3) The only type of assistance which can be provided is to save lives, prevent human suffering, or mitigate great property damage.
  - (4) No law enforcement activities are authorized under IRA.
  - (5) An immediate response shall end when the necessity giving rise to the response is no longer present or when directed by higher authority to terminate the response. Only in rare cases should an immediate response extend beyond 72 hours. After 72 hours, a review is required to determine if response can be continue under immediate response authority.
- b. At the same time forces are deployed, immediate notification to the National Joint Operations Intelligence Center (NJOIC), through the chain of command, is required. The NJOIC will notify the geographic combatant commander. For Army units, this notification must be done “within two hours” per a 5 July 2005 Department of the Army message. For Navy units, this notification must be done within two hours per Office of the Chief of Naval Operations Instruction (OPNAVINST) 3440.16D. For all other DOD units, this must be done within “a few hours” per memorandum from Deputy SecDef dated 25 April 2005, “SUBJECT: Reporting ‘Immediate Response’ Requests from Civil Authorities.”
- c. Commanders providing the IRA support should seek reimbursement after the support terminates. Reimbursement arrangements should not affect DOD support of the IRA request and is not mandatory.
- d. The USNORTHCOM DSCA concept plan (CONPLAN) authorizes USNORTHCOM to request OPLAN of Title 10, U.S.C., units providing an immediate response, which requires SecDef approval. If approved, such forces would continue to provide response, presumably under an MA from FEMA. These units would then be operating under secretarial authority instead of IRA authority. The USNORTHCOM CONPLAN also implies geographical limits for immediate response; the responding commander/DOD official is “in the vicinity of the incident.”
- e. Examples of authorized IRA assistance include—
- (1) Search, rescue, evacuation, and emergency medical treatment.
  - (2) Emergency restoration of essential public services.
  - (3) Emergency clearance of debris or explosive ordnance.
  - (4) Monitoring and decontaminating chemical, biological, and radiological hazard effects, and controlling contaminated areas.
  - (5) Assistance with interim emergency communications.
  - (6) Facilitating reestablishment of government functions.
  - (7) Other actions to save lives, prevent suffering, or mitigate great property damage.
- f. Figure 7 depicts the two paths a request for assistance from a civil authority may take. A request for action under IRA will likely go from the state or local emergency



operations center (EOC) to the installation's EOC. A proper Stafford Act Request will be routed through the state EOC to the DCO and on to the SecDef for a decision. At each level, the request will be evaluated against the CARRLL factors to determine if the DOD can and should provide the requested support.



**Figure 7. Request for Assistance/Response Decision Matrix**

## 9. Intelligence Oversight (IO).

a. DOD and NG intelligence personnel performing intelligence duties during DSCA are governed by IO rules including, but not limited to, Executive Order 12333, DODD 5240.01, and DOD 5240.1-R. IO procedures require information which identifies a US person (USPERS) may be collected only if it is necessary to the conduct of a function assigned the collecting component and only if it falls within certain criteria

which include foreign intelligence, counterintelligence, international terrorist activities, international narcotics activities, threats to safety, and overhead and airborne reconnaissance.

b. DOD and NG intelligence personnel operating in either a Title 10 or Title 32, U.S.C. status must comply with all Federal and DOD IO rules, regulations, and directions regarding requirements for authorized activities. NG intelligence personnel operating in SAD status are not subject to the IO rules outlined in this paragraph. However, such personnel are subject to state law, to include state privacy laws, and are prohibited from engaging in any DOD intelligence or counterintelligence mission while in SAD status.

c. Contractors or non-intelligence personnel assisting in the performance of intelligence or counterintelligence work on behalf of DOD or NG intelligence or counterintelligence organizations have the same IO responsibilities and training requirements as US Government civilian and military intelligence personnel.

d. The collection and retention of information identifying a USPERS by DOD and NG intelligence personnel will only occur when there is a specific mission and authority to do so, and will be conducted in accordance with DOD 5240.1-R.

#### **10. Rules of Engagement (ROE) and Rules for the Use of Force (RUF).**

a. The standing ROE (SROE) and standing RUF (SRUF) assist Federal military personnel in determining the appropriate level of force which should be applied in a given situation. Although there are many similarities between the two, there are significant differences, primarily in intent. SROE are permissive measures intended to allow the maximum use of destructive combat power appropriate for the 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 US territory. SRUF, on the other hand, are restrictive measures intended to allow only the minimum force necessary to accomplish the mission. The SRUF are based on US Constitutional and domestic law and provide guidance to DOD forces for the use of force against civilians on US territory. See CJCSI 3121.01B, *Standing Rules of Engagement/Standing Rules for the Use of Force for US Forces*, 13 June 2005, for additional guidance.

b. The SROE apply domestically only to air and maritime homeland defense functions conducted within US territory or territorial seas. Otherwise, it applies during all military operations and contingencies and routine military department functions occurring outside US territory and territorial seas.

c. The SRUF are located in enclosures L-Q of CJCSI 3121.01B. The SRUF apply during all DSCA and routine military department functions occurring within US territory and territorial seas. The SRUF also apply to land homeland defense missions occurring within the US territory and to DOD forces, civilians, and contractors performing law enforcement duties at all DOD installations (and off-installation while conducting official DOD security functions), within or outside US territory, unless otherwise directed.

d. A commander's authority to modify the SROE/SRUF is limited to making them more restrictive, not less restrictive. Table 2 contains a template for a commander's responsibilities under the SRUF. Table 3 contains a template SRUF developed by US Army North (ARNORTH). These templates are general in nature and provided as examples only. Commanders and judge advocates must review the actual SRUF and should tailor their training and guidance to be consistent with the SRUF and the assigned mission, in coordination with the operational chain of command.

<b>Table 2. Commander's Standing Rules for the Use of Force (SRUF) Responsibilities(Title 10 Forces)</b>
<b>Teach and Train.</b> A commander must train his or her personnel in the SRUF and implement the SRUF, when necessary. RUF trainers must be careful that the training does not introduce procedures that effectively restrict the SRUF or introduce tactically dangerous or unsound practices.
<b>Unit Self-Defense.</b> A commander retains the inherent right and obligation of unit self-defense and defense of other Department of Defense (DOD) forces in the vicinity in response to a hostile act or demonstrated hostile intent.
<b>Individual Self-Defense.</b> A commander may impose rules of proportionality on individual self-defense. Normally, force is to be used only as a last resort, and the force used should be the minimum necessary. Deadly force is to be used only when all lesser means have failed or cannot be reasonably employed. Force used must be reasonable in intensity, duration , and magnitude based on the totality of the circumstances to counter the threat.
<b>Coordinate SRUF.</b> A commander will coordinate the SRUF with civilian law enforcement agencies (CLEAs) or security forces when operating with them to ensure a common understanding. Any RUF issues which cannot be resolved will be forwarded to the Secretary of Defense (SecDef) thru the chain of command and the Chairman of the Joint Chiefs of Staff (CJCS).
<b>Imminent Threat.</b> A commander will determine if a threat of death or serious bodily harm by an individual or motor vehicle is imminent based on an assessment of all of the circumstances. If they determine such a threat is imminent, deadly force is authorized to stop the threat.
<b>Inherently Dangerous Property.</b> A commander may designate DOD property, or property having a DOD nexus, as inherently dangerous. This includes weapons, ammunition, explosives, portable missiles, rockets, chemical agents, and special nuclear materials.
<b>Pursue and Recover.</b> A commander may not authorize forces to pursue and recover a stolen asset vital to national security or inherently dangerous property unless delegated this authority by the Commander, United States Northern Command (CDRUSNORTHCOM) and CLEAs, or when security forces are not reasonably available. Any pursuit must be immediate and uninterrupted.
<b>Changes To SRUF.</b> A commander may augment the SRUF as necessary by submitting requests for mission specific RUF to the CJCS for approval by the SecDef.
<b>Violations.</b> A commander will immediately report any suspected violation of or non-compliance with the SRUF thru the chain of command to CDRUSNORTHCOM, Attn: staff judge advocate (SJA), investigate any suspected violation or non-compliance and preserve all evidence.

<b>Table 3. Standing Rules for the Use of Force (SRUF) Card Template (Title 10 Forces)</b>
<b>Unit Self-Defense.</b> Commanders always retain the inherent right and obligation to exercise unit self-defense in response to a hostile act or demonstrated hostile intent. This includes the defense of other Department of Defense (DOD) forces in the vicinity.
<b>Individual Self-Defense.</b> Service members may exercise individual self-defense in response to a hostile act or demonstrated hostile intent. A commander may impose rules of proportionality on individual self-defense. Normally, force is to be used only as a last resort, and the force used should be the minimum necessary. Deadly force is to be used only when all lesser means have failed or cannot

<b>Table 3. Standing Rules for the Use of Force (SRUF) Card Template (Title 10 Forces)</b>
<p>be reasonably employed. Force used must be reasonable in intensity, duration , and magnitude based on the totality of the circumstances to counter the threat. RUF training must be careful that the training does not introduce procedures that effectively restrict the SRUF or introduce tactically dangerous or unsound practices.</p>
<p><b>De-Escalation.</b> When time and circumstances permit, Service members will give a threatening force warning and an opportunity to withdraw or stop the threatening actions before using force.</p> <ul style="list-style-type: none"> <li>• Avoid confrontation with individuals who pose no threat to the unit, to non-DOD persons in the vicinity, or property secured by DOD forces.</li> <li>• Notify civilian law enforcement agencies (CLEAs) or security agency personnel as soon as practical, if confrontation appears likely, civilians are acting in a suspicious manner, or immediately after a confrontation.</li> </ul>
<p><b>Limitations on the Use of Force.</b> Service members will use force of any kind only as a last resort and, if used, the force should be the minimum necessary to accomplish the mission.</p> <ul style="list-style-type: none"> <li>• Any use of force must be reasonable in intensity, duration, and magnitude to counter the threat based on all the circumstances.</li> <li>• Exercise due regard for the safety of innocent bystanders when using any type of force.</li> <li>• Warning shots are NOT authorized.</li> </ul>
<p><b>Use of Non-Deadly Force.</b> Service members may use non-deadly force to stop a threat when it is reasonable:</p> <ul style="list-style-type: none"> <li>• To control a situation and accomplish the mission,</li> <li>• To provide protection for himself and other DOD personnel,</li> <li>• To defend non-DOD persons in the vicinity, IF directly related to the assigned mission, or</li> <li>• To defend designated protected property.</li> </ul>
<p><b>Deadly Force in Self-Defense, Defense of Others, and Defense of Property.</b> Service members may use deadly force to stop a threat only when all lesser means have failed or cannot reasonably be employed and it reasonably appears necessary:</p> <ul style="list-style-type: none"> <li>• To protect DOD forces when a commander reasonably believes a person poses an imminent threat of death or serious bodily harm,</li> <li>• To protect Service members and other DOD forces from the imminent threat of death or serious bodily harm,</li> <li>• To protect non-DOD persons in the vicinity from the imminent threat of death or serious bodily harm, but only IF directly related to the assigned mission,</li> <li>• To prevent the actual theft or sabotage of assets vital to national security or inherently dangerous property, and</li> <li>• To prevent the sabotage of a national critical infrastructure.</li> </ul>
<p><b>Deadly Force Not Authorized.</b> Deadly force is not authorized to disperse a crowd, stop looting, enforce a curfew, or protect non-designated property.</p>
<p><b>Deadly Force Against a Serious Offense.</b> Service members may use deadly force, but only IF it is directly related to the assigned mission AND it reasonably appears necessary:</p> <ul style="list-style-type: none"> <li>• To prevent a serious crime against any person which involves imminent threat of death or serious bodily harm,</li> <li>• To prevent the escape of a prisoner where probable cause indicates he has committed or attempted to commit a serious offense and would pose an imminent threat of death or serious bodily harm to DOD forces or others in the vicinity,</li> <li>• To arrest or apprehend a person who, there is probable cause to believe, has committed a serious offense that involved an imminent threat of death or serious bodily harm or sabotage of designated protected property.</li> </ul>

<b>Table 3. Standing Rules for the Use of Force (SRUF) Card Template (Title 10 Forces)</b>	
<b>Deadly Force Against a Vehicular Threat.</b> Service members may fire their weapons at a moving land or water vehicle when they reasonably believe the vehicle poses an imminent threat of death or serious bodily harm to DOD forces or to non-DOD persons in the vicinity, but only IF doing so is directly related to the assigned mission.	
<b>Inspection of Personnel Entering and an Exiting Area.</b> Service members may inspect individuals and property, per command security guidance, prior to granting persons or property entry inside a DOD perimeter or secured area and upon leaving such an area. <ul style="list-style-type: none"> <li>• An individual or item of property which does not meet the command security requirements for entry may be denied access inside a DOD perimeter or secured area.</li> </ul>	
<b>Temporary Detention of Threatening Personnel.</b> Service member may temporarily detain an individual— <ul style="list-style-type: none"> <li>• Who has gained unauthorized access inside DOD perimeters or other secured areas, who refuses to depart such an area after being denied access,</li> <li>• Who otherwise threatens the safety and security of DOD forces, property secured by DOD forces, or non-DOD persons in the vicinity but only IF their defense is directly related to the assigned mission.</li> </ul>	
<b>Detained Individuals.</b> Detained individuals, vehicles, and property may be searched as a protection measure. Detained individuals and any secured property will be released to CLEA at the earliest opportunity consistent with mission accomplishment.	
<b>Pursuit and Recovery of Stolen Property.</b> Forces are not authorized to pursue and recover a stolen asset vital to national security or inherently dangerous property unless delegated this authority by the Commander, United States Northern Command and CLEA or security forces are not reasonably available. Any pursuit must be immediate, continuous, and uninterrupted.	
<b>Report Violations of the SRUF.</b> Service members will immediately report any violation of or non-compliance with the SRUF to the chain of command, Inspector General, Judge Advocate, Chaplain, or any commissioned officer with information concerning who, what, when, where, and why.	

e. NG. There may be a difference between the SRUF and the RUF for each state's NG forces. The RUF/ROE of the NG serving in a state-controlled Title 32, U.S.C., or SAD status are governed by state laws. State laws vary in the NG's authority to perform law enforcement, law enforcement support, or security operations. Depending on the language of the state statutes involved these grants of or limitations on the NG's authority to act as police officers may apply to NG personnel conducting operations in a Title 32 or SAD status, or both. Some states grant NG members (in a Title 32 or SAD status, or both) the authority of police officers, while others only authorize those powers enjoyed by the population at large, such as "citizen's" arrest. Consequently, the separate 54 states and territories promulgate separate RUF. It is the duty of the NG judge advocate in coordination with state legal authorities to tailor the RUF to the particular mission and policies of the state. The template in table 4 is provided as a planning aid for deploying forces. Commanders in Title 32, U.S.C., or SAD must ensure, prior to the assumption of any DSCA mission, all personnel are briefed on the applicable state RUF. Additionally, relevant state RUF cards should be provided to all personnel.

**Table 4. Rules for the Use of Force Card Template  
(Title 32 and State Active Duty National Guard)**

**Minimum Force:** Military personnel will use the minimum force required to accomplish the mission.

**Self-Defense.** Nothing in these rules for the use of force (RUF) shall limit a commander's inherent duty to safeguard the force or an individual's inherent right of self-defense. An individual is always authorized and expected to use necessary force, proportional to the threat, in self-defense. A commander may impose rules of proportionality on individual self-defense.

**Deadly Force.** Deadly force refers to physical force which could reasonably result in death, whether or not death is the intent. Discharge of a firearm is always considered deadly force. Before resorting to deadly force, all of the following conditions must be met:

- All other means have been exhausted, are not appropriate, or are not reasonably available, including but not limited to restraining, detaining, and subduing.
- The use of deadly force does not significantly increase the risk of death or serious bodily harm to innocent bystanders.

Deadly force may be used for one or more of the following circumstances:

- Self-defense to avoid death or serious bodily harm. Threat of harm is not restricted to firearms; it may include assault with large rocks, bricks, pipes or other heavy missiles, incendiary and explosive devices, or any other material which could be reasonably expected to cause death or serious bodily harm.
- Prevention of crime which involves a substantial risk of death or very serious bodily harm, including the defense of others.
- Detention or prevention of the escape of a person, who during detention, or in the act of escape, threatens to kill or cause serious bodily harm to others. Attempt to escape by itself does not justify the use of deadly force. Use of deadly force is justified only when it is immediately necessary to protect against death or serious bodily harm.

Deadly force will be used to stop an immediate threat, not to warn. Warning shots are not authorized. Blanks are not authorized.

**Arming Order (AO).** Local commanders will determine which AO to use based on mission requirements. Local commanders may modify AOs depending on mission, terrain, troop availability, and time availability. AO considerations include the following:

- In appropriate circumstances, local commanders may authorize deployment of troops without weapons.
- AOs are not necessarily sequential. Commanders may select the posture most appropriate for the potential threat. The minimum necessary force principle will be observed when making this decision.
- AO-4 and AO-5 may be selected when forces are fired upon. Selected marksmen will be directed to return aimed fire.

Arming Order	Rifle *	Pistol	Magazine	Chamber
AO-2	SLING	IN HOLSTER	IN WEAPON	EMPTY
AO-3	PORT**	IN HOLSTER	IN POUCH	EMPTY
AO-4	PORT**	IN HOLSTER	IN WEAPON	EMPTY
AO-5	PORT**	IN HOLSTER	IN WEAPON	CHAMBERED

\* Bayonet posture can be modified by local commanders based on mission, terrain, troops available, and time available.

\*\* "Port Arms" is defined as having the rifle at the ready.

**Table 4. Rules for the Use of Force Card Template  
(Title 32 and State Active Duty National Guard)**

**Weapon Limitations:**

- Automatic firing is not authorized at any time.
- Personnel who are armed must be trained, qualified, and tested on the type of weapon issued, in accordance with (IAW) current qualification standards.
- Arms and ammunition will be secured at all times IAW appropriate regulations and policies. Military weapons will not be secured in private dwellings at any time. Military weapons will not be transported in privately owned vehicles.
- There will be no deployment of automatic weapons , shotguns, riot batons, or riot control agents, except upon expressed order of the adjutant general (TAG).
- Rounds will be chambered only on order of the commander/senior officer/senior non-commissioned officer (NCO) present.
- Only ball ammunition will be issued. Armor piercing rounds will not be issued. Blank ammunition will not be issued or fired.

**Aircraft And Vehicle Operations:**

- Firing weapons from aircraft is not authorized.
- Firing weapons from moving vehicles is not authorized unless exigent circumstances exist, such as self defense/defense of others in a life threatening situation.

**Changes To RUF.** These RUF shall not be changed except upon order of TAG.

**Acceptable Missions.** Be prepared to conduct civil disturbance missions. Some examples of acceptable missions are:

- Manning traffic control points.
- Providing point/area security.
- Providing security and escort for emergency personnel/equipment.
- Expressing a show of force.
- Transporting local law enforcement personnel.
- Dispersing crowds.
- Providing quick reaction/reserve force.
- Providing very important person (VIP) protection/escort.
- Establishing a joint patrol.
- Accomplishing other missions mutually agreed upon with civil authority.

**Unacceptable Missions.** Examples of unacceptable missions are:

- Hostage negotiation.
- Evidence searches.
- Barricaded suspect extraction.
- Criminal investigation.

**Table 4. Rules for the Use of Force Card Template  
(Title 32 and State Active Duty National Guard)**

**Special Orders for Civil Disturbance Operations:**

- Always present a neat military appearance and behave in a manner that will be a credit to the unit, the National Guard (NG), and the State.
- Civilian police make arrests, but military forces can, if necessary, take into temporary custody rioters, looters, or other persons committing serious crimes. Deliver such persons to the police or to designated military authorities as soon as possible.
- Avoid causing damage to private property unless reasonably necessary to perform the assignment.
- Adhere to the arming orders issued by the chain of command.
- Be courteous to civilians to the maximum extent possible under existing conditions.
- Be respectful to civilians, including those in custody. Provide or arrange to deliver prompt medical attention to persons who are in reasonable need.
- Do not discuss the operation with others or otherwise violate operational security.
- Allow properly identified reporters, radio and television personnel to move freely throughout the area unless they interfere with the mission or create a substantial risk of harm to Service members or others. Do not discuss the mission with members of the media in the absence of a public affairs officer or the commander.



## Chapter III

# GENERAL OPERATIONAL PLANNING AND EXECUTION

### 1. Planning Considerations in the DSCA Environment.

The joint operation planning process (JOPP) supports planning at all levels for missions across the full range of military operations. It is the process described in chapter 3 of Joint Publication (JP) 5-0, *Joint Operation Planning*. For Service-specific processes, see—

- a. Army Doctrine Publication (ADP) 5-0, *The Operations Process*.
- b. Chapter 2 of Naval Warfare Publication (NWP) 5-01, *Navy Planning*.
- c. Chapter 2 of Marine Corps Warfighting Publication (MCWP) 5-1, *Marine Corps Planning Process*.
- d. Air Force Instruction (AFI) 10-401, Air Force Operations Planning and Execution.
- e. Commandant Instruction (COMDTINST) M3010.11(series), Volume 1, *US Coast Guard Contingency Preparedness Planning Manual*.

### 2. Mission Analysis.

a. The key inputs to mission analysis are the higher headquarters planning directive, strategic guidance, information about the incident and the affected operational environment, and initial staff estimates. The primary products of mission analysis are a restated mission statement and commander's initial intent statement, commander's critical information requirement (CCIR), and planning guidance. In preparation for the mission analysis process, staff officers should develop a generic list of requirements within their functional areas for particular types of missions. In the DSCA environment missions are linked to mission assignments via the RFA process. Mission analysis of these mission assignments will result in fragmentary orders (FRAGORDs), passed down from higher headquarters (via the JTF). Within these FRAGORDs, the JTF and task force commanders must clearly translate civil authority requirements (most likely what would be found in an ICS Incident Action Plan or outlined in an ICS 204) into an order understood by supporting tactical commanders tasked with execution. Figure 8 is a sample of ICS 204. If available, this form should be included as an attachment or enclosure to the FRAGORD tasking subordinate tactical unit.

b. Federal agency support operations should be fully coordinated and integrated with state and local government agencies. On-going military operations and HD requirements have priority over civil support (CS) operations unless otherwise directed. The duration and scope of DOD involvement will be related to the severity and magnitude of the event, and the requirements for DOD CS operations.



ship or item could block a strategic access point or hundreds of wrecks and other marine debris could affect a substantial geographic area. Units tasked in these operations could include mobile air traffic control units, US Air Force (USAF) Rapid Engineers Deployable Heavy Operational Repair Squadron Engineers (RED HORSE), and Navy salvage assets, such as mobile diving and salvage units, salvage ships, and associated commercial salvage contractors.

c. During the initial assessment, Service components will be required to identify and resolve air and sea transportation capability gaps in an emergency situation. Service components should focus on the immediate response support requirements which involve major transportation into and out of the affected area by identifying, prioritizing, and restoring logistics.

d. DOD forces will rely on DOD facilities for real estate needs to the maximum extent possible. No occupation of private land or facilities is authorized without specific legal authority. Real property support may be obtained from the General Services Administration, US Army Corps of Engineers (USACE), Naval Facilities Engineering Command (NAVFAC), or other government agencies.

e. Airports and Operations.

(1) A rapid post-disaster assessment is often required before an airport is declared safe and open for emergency operations. Therefore, an early priority will be to conduct a disaster effects survey of existing airfields to determine if they are safe and capable of conducting emergency operations. Runways, taxiways, aprons and navigational aids must be surveyed as soon as possible and declared operational by a civil authority. Table 5 is an example of an airfield survey. This is not a certified airfield survey but will assist in determining airfield suitability.

(2) Disaster response operations involve numerous aircraft from military and civilian organizations. Specialized response forces and equipment are often flown into the affected area, thus, it is essential to get airfields partially operational as soon as possible. Local- and wide-area air traffic control procedures are needed to provide guidance for safe air traffic routing within the response area to and from landing zones and fixed wing airports. Rules should specify standard communication procedures and frequencies, checkpoints, altitude guidance, and air routes.

(3) SecDef and Federal Aviation Administration (FAA) approval is required to operate unmanned aircraft systems in a disaster area.

(4) Helicopter operations and military/response agency flight operations have priority for air traffic control rules and routes in the affected area.

(5) Depending on equipment capabilities at airports, it may be necessary for ship-borne systems to close within territorial waters to assist aircraft in collision avoidance and navigation in bad weather. Shipboard radars may be affected by land-sea interface and other terrain factors.

**Table 5. Sample Airfield Survey**

1. Location:	Date:
2. Name of airfield/International Civil Aviation Organization (ICAO) code:	
3. Location (lat/long coordinates):	
4. Fuel (type and availability):	
5. Materials handling equipment:	
6. Elevation:	
7. Runway length, width, condition:	
8. Taxiway length, width, condition:	
9. Surface composition and estimated single wheel loading factor:	
10. Available parking area:	
11. Largest aircraft accommodated:	
12. Instrument approach facilities; navigation aids:	
13. Aircraft obstacles:	
14. Are runways/taxiways lighted?	
15. Communications (frequencies, call signs):	
16. Is the airfield under civilian or military control?	
17. Status of commercial air traffic into and out of the airfield during the period in issue:	
18. Does the airfield meet ICAO standards for signs, markings, and other applicable requirements?	
19. What is the availability of Federal Aviation Administration certified air traffic controllers?	
20. Conditions of roads leading to airport:	
21. Conditions and weight limits of bridges leading to airport:	
22. On-site assembly areas and capacity:	
23. Latrine and shower facilities:	
24. Feeding facilities and capacity:	
25. Key contacts, key personnel:	
26. This report prepared by:	
27. _____ Sketch attached _____ Video attached _____ Photo(s) attached	

(6) Commanders shall establish an air terminal operations center (ATOC) to manage the site's air logistic support operations. The ATOC acts as an interface among the advanced logistic support site and the battle force logistics

coordinator, Air Mobility Command, and the naval air logistics office. The ATOC is the information fusion point through which all information relating to air logistics is received, processed, and dispatched to each functional area at the advanced logistic support site.

(7) Flight operations consist of ground handling of aircraft, passenger service, and unloading and loading of cargo and mail. The ramp controller is the primary interface between the flight line and the ATOC. The ramp controller's primary duties are to ensure ATOC guidance and all personnel working on the ramp adhere to directions.

f. Sea Ports/Seabasing.

(1) Major storms and earthquakes can dramatically impact harbor navigation, aids to navigation, and navigability (due to sand bars, landslides or debris). A rapid post-disaster assessment of the seaport will normally be required before the port is opened for emergency operations. Local units will be critical to conducting the assessment and will usually include the USCG, Army Corps of Engineers (USACE), and civilian contractors. The USCG Captain of the Port will determine if the port is open for emergency operations. Harbor and marine channel clearance disaster/emergency situations often require harbor and marine channel clearance operations. These operations may involve natural obstruction clearance; salvage of ships, piers, marine railway, bridges; or other damaged structural repair affecting the marine shipping channel operation. Depending upon the type and scale of the situation, wrecks and other marine debris at a strategic access point could affect a substantial geographic area. The Navy has additional survey and salvage capabilities including Fleet Survey Teams, Navy Supervisor of Salvage, salvage ships, mobile diving and salvage units, and associated commercial salvage contractors.

(2) Port opening will likely be a joint operation coordinated through local officials and the JTF port opening element, working to support the USCG Captain of the Port. These elements will coordinate port operations, prioritize vessel and terminal operations for critical cargo needed for emergency operations and key industries.

(3) Seaports must be surveyed to determine if they are safe and capable to conduct emergency operations. A sample seaport survey is provided in table 6.

**Table 6. Sample Seaport Survey**

1. Location:	Date:
2. Name of seaport:	
3. Lat/long coordinates:	
4. Entrance restrictions and minimum anchorage:	
5. Channel depth, depending on season:	
6. Tide, depending on season:	
7. Pilots required or available:	

**Table 6. Sample Seaport Survey**

8. Navigational aids:
9. Port or beach obstacles:
10. Wharf (description and capabilities):
11. Fuel (type and availability):
12. Materials handling equipment:
13. Physical security available and in use:
14. Distance from post to the seaport:
15. Conditions of roads leading to the seaport:
16. Conditions and weight limit of bridges leading to the seaport:
17. On-site assembly areas and capacity:
18. Dining facilities and capacity:
19. Latrine and shower facilities:
20. Location of the nearest medical facility:
21. Key contacts, key personnel:
22. This report prepared by:
23. \_\_\_\_\_ Sketch attached \_\_\_\_\_ Video attached \_\_\_\_\_ Photo(s) attached

(4) Navy cargo handling battalions (NCHBs) can augment and accomplish port control, loading and unloading. The Army also has specialized cargo handling units for port operations. The NCHB has C2 for handling operations and providing support personnel to discharge/load ships either pier side or in-stream, for all classes of cargo, including hazardous materials (HAZMAT). They can conduct port terminal operations in developed or undeveloped ports, which include discharging/loading containers, cargo, and vehicles from ships by using shipboard heavy lift pedestal and gantry cranes, mobile hydraulic cranes, yard and stay rigs, and jumbo booms. NCHB is capable of performing heavy lift crane operations in support of maritime pre-positioning force (MPF) squadrons, container ships, fast sealift ships or fast logistics ships, and auxiliary crane ships.

(5) Seabasing. Shore facilities, transportation corridors and ports can be heavily impacted by disasters, and support from offshore, or seabasing may be essential for supporting response operations ashore. Ships and ship based aircraft can provide essential C2, medical, survey, SAR, and support and response operations. Seabasing is especially valuable for disasters in lowlying areas where road, rail and airports may be underwater, or inaccessible due to damage. Large Navy amphibious ships with rotary wing landing platforms are ideal for seabasing operations as they can support sustained operations independent of land facilities. Specialized landing craft, utility (LCUs) and landing craft, air cushion

(LCACs) can conduct logistics missions where port facilities are damaged or non-existent.

(6) Military Sealift Command, the Maritime Administration and the Army maintain additional capabilities to conduct maritime support with a variety of large and small vessels, including the ability to conduct joint logistics over the shore (JLOTS) where bulk materials, vehicles and fuel can be transported from large ships to the shore independent of port facilities. These services bring a tremendous capability to impacted areas, but take weeks to establish.

(7) In littoral environments Naval forces are ideally suited to cover the gap by establishing a seabase as close to the operation as possible. They are able to arrive with critical mass quickly, commence response support immediately, and sustain those operations indefinitely. Most important, naval forces are not reliant on shore infrastructure, much of which may be damaged or destroyed in the response area. Seabased capabilities can provide robust C2, lift, and reconnaissance. The use of sea lines of communication can provide an important bridge in DSCA efforts until other DOD, government, or civilian agencies can organize and establish operations in the disaster area.

#### **4. Reception, Staging, Onward Movement and Integration (RSOI).**

RSOI will be established as soon as practical in the operational area (OA). All forces arriving in the OA will be received into the area via the RSOI process. Unlike a normal RSOI process, DSCA operations require all operating forces to receive additional guidance and briefings which will include legal guidance on the constraints of operations in the domestic environment, associated RUF, strategic communication themes for potential contact with media prevalent in the OA, and safety briefs including hazard identification and individual protective equipment (IPE)/personal protective equipment (PPE) requirements based on specifics of the incident. RSOI may have to be joined or deconflicted with state EMAC RSOIs.

#### **5. Developing Situational Awareness (SA).**

a. SA will often develop quickly in DSCA operations. Media reports, local DOD activities and government agencies may provide easy access to photographs and news reports and they may even have already completed a hasty analysis of the situation enabling more direct support by responding forces. Official web sites, like FEMA's web site ([www.fema.gov](http://www.fema.gov)), will contain policies, reference materials, and information about organizations involved in the area along with contacts. DOD EPLOs maintain information briefs and books on state and local military installation capabilities used for civil emergency planning and coordination. Additionally, EPLOs have a community-wide chat capability which may be leveraged for rapidly exchanging information.

b. The commander's estimate of the situation will remain the logical process of reasoning by which all the circumstances affecting the situation are analyzed and the appropriate course of action to be taken is established. In DSCA operations, the estimate further develops the SA critical in providing operational support at the right place and time, and in the right amount. Areas of particular emphasis include the following:

- (1) Identifying environmental conditions such as geography, meteorology, and other factors affecting operational planning and establishment of command, control, and employment of forces.
- (2) Identifying factors affecting area access to include supply and re-supply of material.
- (3) Determining communications connectivity and communications capabilities within the area of operations.
- (4) Identifying capabilities and limitations of other participants, as well as federal and state limitations, on activities driven by national policy, public affairs guidance, or legal restrictions.
- (5) Identifying cultural and local language affecting the common understanding of the situation.
- (6) Determining the health status of the population and the remaining healthcare infrastructure and its capability.
- (7) Determining the safety of navigation for water access as charts may be rendered useless by the situation.
- (8) Obtaining an assessment of the infrastructure, including utility systems.

c. A key element in the development of SA is the understanding of how the DOD's actions and the Federal Government response in general are perceived by the local government and population. Commanders must have a strategic communications plan aligned with Federal response leadership, and be proactively engaged with all sources (such as media and local authorities), in order to make necessary changes and develop, promote, and sustain unity of effort and public trust. State and local government agencies and other organizations may have incorrect understandings or unrealistic expectations regarding the military's role in the operation. Timing of the call-up is key. Commanders must determine and communicate the military's role, termination/transfer criteria, and a transition plan at the outset and continue to address expectations as the operation progresses. The correct or standardized use of terms is critical in DSCA operations. Every effort should be made to use commonly understood terminology which does not hamper coordination with state and local officials, NGOs, or international organizations. For example, terms like "refugees" as opposed to the more correct "displaced persons" or "evacuees" have legal and sometimes negative connotations when used incorrectly, and should be avoided.

d. Military support operations are intended to be short duration and focused on minimizing human suffering and stabilizing the situation. Some examples, include support during the crisis stage, such as SAR and recovery efforts. Once the situation has stabilized, the state and local governments should assume those functions the federal interagency (including Title 10, U.S.C.) and NG initially performed. Transition/transfer points are identified through early planning.



## 6. Operational Concept/Initial Planning.

During the initial response phases, local, tribal, state, private sector, federal partners, and FEMA collaborate focusing on mission assignments supplementing on scene and civilian capabilities as shown in table 7.

Table 7. Sample Mission Assignments			
Life Saving	Life Sustaining	Initial Damage Assessment	Prevention of Further Property Damage
Employ search and rescue (SAR) assets and forces	Water	Physical (buildings, bridges, roads, lines of communication)	Positive transfer of rescued citizens for post-event evacuation
Rescue residents/citizens	Ice	Flooding extent (geographic areas, streets, levees)	Deploy medical teams
Provide immediate medical care	Food	Survival locations. (Identify survivor collection/transfer points)	Access to incident areas involved
Follow-on evacuation	Shelter	Type of incident	Estimate short-term recovery priorities
Patient evacuation	Medical	Area involved	Pollution containment
Assist evacuation of special needs population		Accessibility (roads, waterways, aviation, rail)	Impact of looting
Execute preliminary damage and rapid needs assessment		Environmental and public health issues	Plan for salvage team deployment
		Status of utilities	
		Mass casualty locations and demand for SAR	

## 7. Evacuation Considerations.

a. The NRF defines evacuation as the ordered or authorized departure of personnel from a specific area, caused by unusual or emergency conditions. Evacuation order authority rests with civilian authorities. DOD units can provide critical support for evacuation operations especially in the areas of transportation, logistical and medical support. DOD involvement in civilian evacuations demands a clear understanding of the specific operational requirements and legal ramifications.

Evacuation areas and collection points are normally coordinated with appropriate agencies to ensure proper medical care, food, water, and shelter.

b. Evacuation considerations are provided in table 8 for military units tasked with assisting evacuation operations.

<b>Table 8. Sample Survey for a Military-Assisted Evacuation</b>				
1. Name and title of the official in charge of the evacuation:				
2. Where and at how many stations will the military conduct screening of evacuees?				
3. Who will assist the military?				
4. Is the environment permissive, uncertain, or hostile?				
5. Perimeter security needs:				
6. Policy for unauthorized persons forcibly attempting to join the evacuation?				
7. Assembly areas and embarkation points:				
8. Are alternate evacuation, assembly, or reception sites available if required?				
9. Will food be required?    Total Meals:				
10. Is potable water available?    Quantity of bottled water required:				
11. Portable radios available to assist in assembly, movement, and control of evacuees:				
12. How many sets, frequencies, additional needs?				
13. Manifests of evacuees.				
14. Other factors affecting evacuation:				
a. Travel restrictions:				
b. Curfews:				
c. Roadblocks:				
15. Public affairs considerations.				
16. Give number of evacuees who are:				
a. Wounded, injured, or ill (litter):				
b. Wounded, injured, or ill (ambulatory):				
c. Pregnant:				
17. What medical assistance (to include special equipment) will be required?				
18. Breakdown of evacuees by age and sex:				
Age	0-7 years	8-16 years	17-20 years	21+ years
Male	_____	_____	_____	_____
Female	_____	_____	_____	_____

## 8. Communications Planning Factors.

a. Communications support is critical to successful disaster assistance operations. When disasters strike, local communications systems are typically disabled and may be completely destroyed. Recent disaster operations illustrate our nation's cellular capabilities may be disrupted during major natural disasters. Military organizations should be prepared to extend communication capability to each of their non-DOD disaster response task force partners. Table 9 presents anticipated communication/network requirements.

<b>Table 9. Anticipated Communication/Network Requirements</b>			
<b>Task Force Headquarters</b>	<b>Task Force Response Cell</b>	<b>Team package with Data Requirement</b>	<b>Team package without Data Requirement</b>
Programmable land mobile radios (LMRs)	Programmable LMRs	Programmable LMRs	Programmable LMRs
High frequency (HF) radios	HF radios	HF radios	HF radios
Single channel radios	Single channel radios	Single channel radios	Single channel radios
Secure cell capability (Iridium, Qsec)	Secure cell capability	Secure cell capability	Secure cell capability
SECRET Internet Protocol Router Network (SIPRNET), Nonsecure Internet Protocol Router Network (NIPRNET), and internet access	SIPRNET, NIPRNET, and internet access	SIPRNET, NIPRNET, and internet access	
Point of Presence (POP) satellite communications (SATCOM)	POP SATCOM	POP SATCOM	
Wireless Priority Service (WPS) and Government Emergency Telecommunications Service (GETS) cards	WPS and GETS cards	WPS and GETS cards	
Personal computers	Personal computers	Personal computers	
Video teleconferencing (VTC)	VTC		
Secure Bridge	Secure Bridge		
Encryption device for secure data	Encryption device for secure data		

<b>Table 9. Anticipated Communication/Network Requirements</b>			
<b>Task Force Headquarters</b>	<b>Task Force Response Cell</b>	<b>Team package with Data Requirement</b>	<b>Team package without Data Requirement</b>
Voice-over-internet protocol(VoIP) Phones	VoIP Phones		
Secure and non-secure email addresses	Secure and non-secure email addresses		
Local television			
Radio Gateway			
Deployable Cell Phone Tower			

b. DSCA operations demand immediate action and interoperability of diverse groups (military, federal, and civilian). The ICS requires unclassified communications in clear text. Priority is given to clarity over security when employing traditional military communications security paradigms and jargon.

c. Voice communications planning is divided into three main levels: C2 nets satellite communications/high frequency (SATCOM/HF), tactical C2 nets ultra high frequency/very high frequency (UHF/VHF), and tactical operational nets. Frequency plans are published via operation order (OPORD) and special instructions (SPINS) to support participants. To ensure maximum interoperability, the airspace control plan assigns frequencies.

## **9. Data Communications Planning.**

a. Upon deployment, communications should be established with the primary agency or JTF command and local area authorities, as applicable. The C2 systems should support immediate information exchange for—

- (1) Coordinating communications.
- (2) Coordinating the local law enforcement response.
- (3) Coordinating medical support.
- (4) Disseminating higher headquarters directives.
- (5) Disseminating primary agency or JTF phone numbers/frequencies.
- (6) Coordinating reports.

b. C2 architecture planning considerations identify the following:

- (1) Required reports and reporting frequency.
- (2) Classification levels.
- (3) Communications services, SECRET Internet Protocol Router Network (SIPRNET), non-secure internet protocol router network (NIPRNET), internet (non-NIPRNET) and cell.
- (4) Available public communications capability.

- (5) Required special joint information center (JIC) and JTF public affairs officer (PAO) requirements.
  - (6) Sharing SA and updating operational information.
  - (7) Media plans to review for briefing back to the command structure.
  - (8) Required local/national media coordination through the media coordination center at the JTF level or the JIC and public information officer (PIO) at the NIMS ICS.
  - (9) Unique employment challenges communications units have in the DSCA environment.
- c. Data communications planning should have, as an overarching goal, ease of operability and availability of information to all participants. The goal of information management for DSCA operations is to provide a timely flow of critical information, enabling the commanders of any DSCA force to remain aware of changes in the situation. Also, these information networks must be interoperable with NG forces executing CS.
- d. SAR communications planning includes communications with all participating agencies as well as aircraft, maritime, and ground assets.
- e. Additional forward operating bases (FOBs) may be required for large-scale operations. Integration of SAR and damage assessment operations from FOBs are monitored by the state EOC and JFO ESF 9.
- f. Airborne C2 will be alerted and deployed on-station overhead the incident site immediately to coordinate air, land, and maritime rescue and emergency medical services through the ICS. USCG, Air NG (ANG), USAF, and US Navy (USN) fixed-wing capabilities support airborne C2 mission requirements. Airborne C2 assets relay orders to rescue units to ensure an expeditious life saving operation.

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## **Chapter IV**

### **Commander's Considerations**

#### **1. Overview.**

This chapter is not intended to detail how key billets should plan and execute their primary role. It is intended to provide insight into how the DSCA environment is different than the typical operating environment of military forces. It should not be used as an all inclusive planning checklist, but rather as a foundation for further planning and training. Chapter V contains more specific planning factors for key billets, broken down by phase of DSCA operation.

#### **2. Tactical Level Commander.**

- a. Civilian counterpart(s): IC or member of Unified Command.
- b. C2 in DSCA requires a change of mindset. In DSCA operations, unless the DOD is the primary agency (PA) for the incident (through ESF #3, Public Works and Engineering) the military is not in charge of the incident. Typically DOD is in a direct support role. With the variety of organizations involved in DSCA, commanders should expect some level of chaos.

#### **3. Executive Officer (XO) – could also be Deputy or Chief of Staff (COS).**

- a. Civilian counterpart(s): Deputy Incident Commander.
- b. The primary responsibility of the XO is to synchronize and coordinate DSCA efforts across all staff sections. This is especially critical during the deployment and DSCA operations phases when synchronization and integration of resources are crucial and unit assets may be widely dispersed. Frequently in a DSCA environment, units must conduct split-base operations. When this occurs, the XO needs to be prepared to perform duties as the commander in addition to supervising staff activities. In the absence of assigned special staff, this individual must ensure special staff duties are performed, either through assigning additional duties or by requesting support from a higher authority.

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Note: If unit personnel live in the area affected by the disaster, ensure the staff coordinates shelter support and determines the availability of other support services (such as commissary, exchange, and daycare). Accountability of personnel may become very difficult in this situation.

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#### **4. Personnel/Human Resources.**

- a. Civilian counterpart(s): Duties may be spread within the ICS Planning Section Resource Unit, and/or Documentation Unit and Finance/Administration Section Time Unit.
- b. Personnel management in a DSCA environment presents challenges such as—
  - (1) Working with civil authorities and operating within US laws.
  - (2) Working with civilian medical facilities in tracking military personnel status, when required.

- (3) Integrating and accounting for DOD civilians/contractors specifically augmenting the unit.
- (4) Capturing expenditures directly related to the DSCA mission for reimbursement.
- (5) Potential issues resulting from family members within the affected area.
- (6) Varying levels of existing infrastructure and available support from the base support installation (BSI).
- c. Personnel/human resources should coordinate for additional services available at the BSI and for replacement personnel from the home station such as legal, medical, contracting, and finance.

## **5. Intelligence.**

- a. Civilian counterpart(s): Duties may be located within the ICS planning section intelligence unit (if resourced) or situation unit, or operations section security operations branch.

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Note: In a DSCA environment, do not use the terms intelligence, surveillance, and reconnaissance (ISR), intelligence preparation of the battlespace (IPB), or joint intelligence preparation of the operational environment (JIPOE). The appropriate terminology in a DSCA environment is incident awareness and assessment (IAA).

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- b. Gathering information on weather, roads, environmental factors, and the incident is legal and necessary. However, the collection and retention of any information identifying a USPERSON by DOD and NG intelligence personnel will only occur when there is a specific mission and authority to do so, and will be conducted in accordance with DOD 5240.1-R. It is important DOD personnel know to report all information regarding crimes or illegal activities to the appropriate civilian law enforcement authorities.
- c. The CJCS Standing DSCA EXORD authorizes the use of IAA resources to support first responders and decision makers in the following missions:
  - (1) SA.
  - (2) Damage assessment.
  - (3) Evacuation monitoring.
  - (4) SAR.
  - (5) Chemical, biological, radiological, nuclear, and high-yield explosives (CBRNE) assessment.
  - (6) Hydrographic survey.
  - (7) Dynamic ground coordination.

## **6. Plans and Operations.**

- a. Civilian counterpart: Operations Section Chief.
- b. Operations and planning in a DSCA operation may require a change of mindset. Military units are operating in support of the civilian authorities. The “supported commands” are the local authorities beginning at the city and county levels and



going up through the state level. Also other states may be providing assistance to the affected state. The principal arbiter between the federal military (Title 10, U.S.C.) and other federal and state entities is the DCO who transmits specified tasks to the JTF or Title 10, U.S.C., forces using MAs. The DCO will maintain an MA tracking sheet, and the FEMA JFO will produce an ICS 204. The JTF must ensure these civil authority assignments are translated into clear and supportable tasks and coordinating instructions via FRAGORDs to supporting tactical commanders. The JTF continues to use initiative to work on the implied tasks of managing the force into and out of MA operations and for self-support operations.

c. Training Opportunities.

(1) FEMA Emergency Management Institute (EMI) courses:

<http://training.fema.gov/IS/>.

(a) IS 100.b: Introduction to Incident Command System (ICS).

(b) IS 200.b: ICS for Single Resources and Initial Action Incidents.

(c) IS 700.a: National Incident Management System (NIMS): An Introduction.

(d) IS 800.b: National Response Framework (NRF): An Introduction.

(e) State resident courses: <http://training.fema.gov/IS/otherNIMScrs.asp>.

- ICS 300: Intermediate ICS for Expanding Incidents (EMI Course Number: G300). State resident course, advanced training; required by USCG.

- ICS 400: Advanced ICS Command and General Staff—Complex Incidents (EMI Course Number: G400). State resident course, advanced training.

(2) ARNORTH DSCA Phase I training: <http://www.dsca.army.mil/>. DSCA Phase I Course (online) is a prerequisite for DSCA Phase II Course (resident).

## **7. Logistic and Resource Management.**

a. Civilian counterpart: Logistics Section Chief.

b. Effective logistics support operations in a DSCA environment are critical. The military is in direct support of civilian authorities, and DOD units may be required to logistically support civilian organizations as well as provide for an individual unit's needs. Knowing the logistics plans of the civil authorities and creating a strong working relationship with liaisons, are the best ways to ensure success in a DSCA environment.

c. Logistics functions will normally be supported from the closest Title 10, U.S.C., installation. This installation is designated as the BSI. Title 10, U.S.C., forces will base and receive support from the BSI for operations in the response area. It is imperative for logisticians to quickly integrate logistics operational requirements into the BSI requirements to prevent shortages of equipment, repair capabilities, or logistics classes of supply.

d. Logistics and resource management, in coordination with religious support, must be proactive in establishing procedures to address the challenges of mortuary affairs

in a DSCA environment. Military mortuary affairs within the US differ from combat-related and civilian mortuary affairs. In addition, military personnel will find civilian mortuary affairs differ by locality. The potential for a significant number of American civilian deaths due to the incident presents challenges military personnel are not accustomed to handling.

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Note: The specific legal regulations outlining what Service members can and cannot do regarding mortuary affairs and recovery of human remains vary by state, and often by community. For more information, see JP 4-06, *Mortuary Affairs*.

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## **8. Communications.**

- a. Civilian counterpart: Communications Unit Leader (Logistics Section).
- b. Communications in a DSCA operation are unique. Internal military communications can be accomplished in accordance with unit standard operating procedures; however, requirements to communicate with civilian authorities may present challenges. Depending upon the situation, the unit may be tasked to provide communications for civilian authorities.
- c. Military communications equipment cannot be assumed to be compatible with civilian equipment. Civilian equipment will not be capable of adapting to military systems; therefore, military units should be prepared to adapt to the civilian equipment. The National Interagency Incident Communications Division (NIICD) located at the National Interagency Fire Center (NIFC) provides portable emergency communications, technical training, and remote sensing imagery by aircraft. For information regarding the operation and maintenance of commercial communications equipment, go to the NIICD web site:  
<http://www.nifc.gov/NIICD/index.html>.

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Note: Make sure all liaison officers (LNOs) deploy with the necessary equipment to communicate with higher headquarters and they have computer systems and wireless or satellite capability to perform their duties effectively. Assume the receiving organization will not be able to provide this.

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## **9. Public Affairs Officer/Information Officer.**

- a. Civilian counterpart: JFO Public Affairs Officer.
- b. It is the responsibility of local and state officials to provide information/directions to the public (for example, evacuation procedures). Each state determines who in the state has the authority to provide directions to the public (such as the sheriff, mayor, or judge).

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Note: DOD agencies may assist the appropriate authorities with dissemination of information as long as the instructions are properly attributed. For example, "The mayor has directed a mandatory evacuation for the city."

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- c. Normally, general information to the public and media about the event will come from the incident PAO, press/ PIO, or the JIC. Supporting agencies may assist in disseminating this information but are limited to providing specific information only about actions of their agency. For DOD, this means public affairs activities are

limited to supporting the primary agency or focusing on the actions of DOD to support the incident (in coordination with the primary agency). In no case will DOD public affairs activities place DOD in the forefront; DOD must be portrayed as a partner and participant in the incident response.

d. The PAO is responsible for ensuring military personnel are aware of the potential consequences associated with questionable behavior on camera or speaking to the media without authorization. See table 10 for an example of basic public affairs guidance. PAOs are encouraged to complete IS 250 on-line training at the FEMA web site.

<b>Table 10. Example of Basic Public Affairs Guidance</b>
<b>Talking to the media:</b> <ol style="list-style-type: none"> <li>1. As a member of the military, you have a great story to tell.</li> <li>2. Everything you say reflects upon your unit, your Service, and the department of defense (DOD).</li> <li>3. Assume everything is on the record.</li> </ol>
<b>You may discuss:</b> <ol style="list-style-type: none"> <li>1. What you do for the DOD or in your National Guard unit.</li> <li>2. How you train/prepare to deploy.</li> <li>3. Personal details you care to share about your family or life.</li> <li>4. Your feelings about deploying.</li> <li>5. Where, generally, you are headed—for example, a wildfire in California.</li> </ol>
<b>Do not discuss:</b> <ol style="list-style-type: none"> <li>1. Exact numbers/location of personnel/equipment.</li> <li>2. Specific aircraft or weapons configurations.</li> <li>3. Specific protection measures.</li> <li>4. Rules of engagement/rules for the use of force.</li> <li>5. Classified information.</li> </ol>
<b>Do Not Speculate</b> —if you don't know an answer, say so. If you have questions, contact your local public affairs officer.

## **10. Staff Judge Advocate (SJA).**

- a. Civilian counterpart(s): State Attorney General, County Attorney, ICS Legal Officer.
- b. The role of the SJA in a DSCA environment is critical. The laws and regulations regarding operations on US soil differ from those for combat operations. Commanders and all DOD personnel operating in a DSCA environment need to be aware of these differences.
- c. It is essential the SJA educate the commander and staff about the legal uniqueness of DSCA operations. Detailed information on legal aspects of DSCA can

be found in chapter II. SJAs work hand-in-hand with commanders to ensure all legal issues that arise are handled appropriately.

## **11. Religious Support.**

- a. Civilian counterpart(s): local clergy, priests, chaplains rabbis, imams, and so forth. No ICS counterpart.
- b. Military religious ministry personnel provide religious support (RS) as part of a religious support team (RST). The RST deploys during DSCA operations for the primary purpose of providing RS to authorized DOD personnel. In this context, DOD personnel are military members, their families, and other authorized DOD civilians (both assigned and contracted) as determined by the JFC.
- c. Current DOD interpretation of the Establishment Clause of the US Constitution and current DOD legal guidance generally prohibit chaplains from providing RS to the civilian population. However, following certain rare and catastrophic large-scale disasters, local and state capabilities of all types, to include spiritual care, may be overwhelmed. In these situations RSTs may serve as liaisons to NGOs and faith-based organizations when directed by the JFC.
- d. Incidental support may be provided to persons not affiliated with the Armed Forces during the execution of an authorized mission when the following four criteria are met:
  - (1) The support must be individually and personally requested in an emergency situation, whereby the need is immediate, unusual, and unplanned.
  - (2) The need must be acute. Acute needs are those which are of short duration, prone to rapid deterioration, and require urgent and immediate care. The necessary provision of "Last Rites" is the clearest, but not the only example of such needs.
  - (3) The requested support must be incapable of being reasonably rendered by members of the clergy unaffiliated with the Armed Forces. Time, distance, and the state of communications may require such a determination to be made on the spot, by the IC with input from the chaplain, based on the information available at the time.
  - (4) The support must be actually incidental. Such support incurs no incremental monetary cost and does not significantly detract from the primary role of the RST.
- e. All of the branches have programs based on guidance from DODD 6490.5, *Combat Stress Control (CSC) Programs*. Other information sources include the following:
  - (1) FM 4-02.51, *Combat and Operational Stress Control*.
  - (2) AFI 44-153, *Critical Incident Stress Management*.
  - (3) Navy Leader's Guide for Managing Personnel in Distress.
  - (4) Leader's Guide for Managing Marines in Distress.
  - (5) The web page [http://www.pdhealth.mil/op\\_stress.asp](http://www.pdhealth.mil/op_stress.asp).

- f. As a primary mission, the RST will support the command to which it is assigned. Pursuant to a commander's orders or religious support plan, the RST may also be responsible for providing joint area RS to units without assigned chaplains and to personnel from low-density faith groups. A NG RST in SAD or Title 32 status may provide RS to active component personnel during emergency circumstances.
- g. Coordination and collaboration among DOD religious support and civilian clergy, religious ministry professionals, and caregivers enhances mission success, the recovery process and situation awareness. Response and recovery following disasters and catastrophic events will require all local, state, tribal, federal, and non-governmental resources working in a cooperative partnership.
- h. The NG, under the command of the governor or TAG will generally be the first to respond to a natural or man-made disaster. The JFHQ-State chaplain is responsible for coordinating RS for NG forces serving in state active duty or Title 32, U.S.C. NG forces coordinate the disaster response with the NG Bureau-Office of the Chaplain (NGB-OC). CCMD chaplains and JTF chaplains will coordinate chaplain activities with NGB-OC and involved joint forces headquarters (JFHQ)-State chaplains, to the maximum extent possible, to ensure collaboration and cooperation. In particular, CCMD chaplains coordinate chaplain responses with NGB-OC.
- i. The JTF chaplain will be responsible for coordinating the activities of DOD chaplains, and civilian chaplains, clergy, and religious ministry professionals supporting the DOD community, which is normally conducted through civil-military operations centers. Therefore, national coordination efforts are needed to build partnerships among DOD chaplains and civilian clergy, religious ministry professionals, and other agencies responding to disasters.

## **12. Medical Officer/Surgeon/Medical Teams.**

- a. Civilian counterpart(s): Medical Unit Leader (Logistics Section).
- b. Military medical capabilities may be requested to augment or sustain federal, state, or local medical assets in order to save lives and minimize human suffering. Military medical forces will remain under C2 of US military commanders but will support the Department of Health and Human Services (DHHS).
- c. Medical personnel face unique challenges in a DSCA environment. They must be prepared to deal with both military and civilian resources, provide for both military and civilian casualties, and ensure proper documentation is accurately completed.
- d. When a joint task force is activated, a command surgeon is designated from one of the component Services. The joint force surgeon reports directly to the JFC or JFLCC. The joint force surgeon assesses the health service support and force health protection (FHP) requirements and capabilities (including public health and medical needs) and provides guidance to the CCDR to enhance the effectiveness of medical support throughout the area of responsibility.

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Note: Refer to JP 4-02, *Health Service Support* for a description of the JTF surgeon's responsibilities of in full spectrum operations.

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e. Due to the numerous categories of patients (military and civilian) that may require treatment during DSCA operations, a thorough understanding of medical eligibility guidelines is necessary to ensure proper access to care. A determination of eligibility is made at the highest level possible and in coordination with the supporting SJA.

f. A thorough understanding of the medical eligibility for care criteria is also necessary to ensure medical personnel know when and how they may or may not treat civilian casualties as well as, when military personnel are treated by civilians. Title 32, U.S.C., forces differ from Title 10, U.S.C., with regard to paperwork and tracking.

g. Both the Federal Tort Claims Act (FTCA) and the Medical Malpractice Immunity Act (known as the Gonzalez Act) provide protection for DOD health care providers. Claimants must seek compensation from the US Government, and health care providers are immune to liability for care given while acting within the scope of their medical duties. This includes incidents occurring off-post while treating civilian victims during an emergency or disaster.

h. Tort liability and immunity for NG medical personnel are covered by an EMAC between party states. Article VI of an EMAC agreement is usually "Liability."

i. Behavioral Health.

(1) Strong emotional and physical responses are produced in victims and rescuers during disasters. Behavioral health personnel play a vital role in any DOD force performing DSCA operations. Behavioral health personnel advise leaders on preventive measures and addressing operational stress reactions and other behavioral health issues. The following are examples of basic preventive measures which can be used during disaster response operations:

- (a) Providing an environment to field concerns and allow victims to decompress.
- (b) Keeping families together.
- (c) Providing frequent, clear, updated information to victims.
- (d) Helping maintain connections with friends and family.
- (e) Providing responders with regular communication with family members.
- (f) Maintaining awareness of the stress levels of others.
- (g) Insisting on proper sleep, nutrition, and exercise among responders.

(2) Handling human remains is a particularly stressful part of disaster response efforts. The following are examples of coping strategies used to minimize operational stress reactions when handling human remains:

- (a) Remembering the greater purpose of the work.
- (b) Talking with others and listening well.
- (c) Using humor to relieve stress (avoid personal or inappropriate comments).
- (d) Not focusing on individual victims.
- (e) Getting teams together for mutual support and encouragement.

- (f) Providing opportunities for voluntary, formal debriefings.
- j. General Health Risks.
  - (1) After a disaster, the civilian population and military personnel may be exposed to illnesses spread by mosquitoes or other insects, and close contact with ill persons.
  - (2) Health risks rise with—
    - (a) Lack of waste disposal.
    - (b) Contaminated food.
    - (c) Contaminated water.
    - (d) Inadequate water, soap, and hand sanitizer for hygiene.
    - (e) Increased exposure to the heat, cold, or water.
  - (3) In addition to injuries, medical symptoms may include—
    - (a) Fever.
    - (b) Difficulty breathing.
    - (c) Persistent cough.
    - (d) Confusion.
    - (e) Severe vomiting.
    - (f) Severe diarrhea.
    - (g) Yellowish skin or eyes.
    - (h) Unusual bruising or bleeding.
    - (i) Skin changes/disorders.
- k. Occupational and Environmental Health Risks.
  - (1) Disasters occurring in an urban environment may disrupt water and sewage pipelines. Personnel must exercise caution when operating in these conditions.
  - (2) Exposure to airborne particulates from dust created during recovery and reconstruction activities will pose short- and long-term health risks. Burning debris or other combustible materials will also contribute to elevated particulate levels. The debris in a collapsed building may include asbestos and/or lead paint.
  - (3) To counter the health threat, comprehensive medical surveillance activities, occupational and environmental health surveillance activities, preventive medicine measures, and field hygiene and sanitation must be instituted and should receive command emphasis. Field hygiene and sanitation should be combined with personal protective measures, to include correctly wearing the Service uniform and using insect repellent, sunscreen, and insect netting. To minimize the risk of exposure to occupational and environmental health hazards, military personnel should—
    - (a) Ensure facilities are properly inspected prior to entry.
    - (b) Identify, report, and avoid ruptured natural gas lines.
    - (c) Ensure ventilation is adequate when using any carbon monoxide producing device (preferably outdoors).

- (d) Use appropriate countermeasures and PPE (including appropriate face masks) to avoid inhaling airborne debris.
- (e) Dispose of waste properly to avoid contributing to the problem.
- (f) Avoid contact with any standing water.

I. Infectious Diseases and Force Health Protection Priorities.

- (1) Inadequate FHP measures will seriously jeopardize mission effectiveness.
- (2) Units should deploy appropriate preventive medicine personnel and equipment. Personnel should observe the following health protection guidelines:
  - (a) Consume food, water, and ice only from approved sources.
  - (b) Operate food preparation facilities in accordance with approved doctrine.
  - (c) Provide proper hand-washing facilities near all latrines and dining facilities and enforce their use.
  - (d) Avoid animal contact; no mascots.
  - (e) Report all animal bites and scratches to medical personnel.
  - (f) Avoid skin contact with surface water (rivers, lakes, irrigated fields, or puddles) which may be contaminated.
  - (g) Avoid bare skin contact with soil which may be contaminated with human or animal feces.
  - (h) Take tuberculin skin tests before and after deployment.
  - (i) Maintain at least 72 square feet per person in sleeping quarters and sleep head-to-toe.
  - (j) Use insect repellant containing DEET (N, N-Diethyl-meta-toluamide) on all exposed skin.
  - (k) Use bed nets in field conditions.
  - (l) Take malaria prevention medicine as directed.

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Note: Malaria and dengue are serious diseases spread by bites from infected mosquitoes. For up to one year following exposure, personnel who become ill with a fever and shaking chills should seek immediate medical attention.

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### 13. Aviation Officer.

- a. Civilian counterpart(s): FAA personnel; Air Operations/Air Tactical Group (Operations Section).
- b. The aviation staff element is essential to the effective management and use of available aviation resources and must ensure all air assets are available based upon the civilian emergency management schedule. Aviation assets are among the most commonly requested assets in support of DSCA operations.
- c. The USAF and the ANG typically provide validated strategic lift capabilities required such as mass casualty evacuation, personnel transportation, and cargo transport. Tactical lift (rotary wing) support is provided by all US military forces. For joint operations, the Commander, 1<sup>st</sup> Air Force, functions as USNORTHCOM's Air Force Service Component Commander and, as the theater JFACC. He or she



performs duties as the space coordinating authority, airspace control authority, area air defense commander, and in collections operations management by providing support, via AFNORTH's Air and Space Operations Center, to civil authorities as directed by CDRUSNORTHCOM. These duties include developing and publishing the airspace control plan for DOD aircraft, air tasking orders, and applicable SPINS.

d. For JTF operations, this coordination is traditionally provided through a joint air component coordination element (JACCE). The JFACC may establish one or more JACCEs with other commanders' headquarters to better integrate joint air operations with their operations. The JACCE is a component level liaison that serves as the direct representative of the JFACC. The JTF may be additionally supported by an aviation C2 cell, composed of staff planners from an attached aviation capability. The ATO for aerial transport, patient evacuation, and SAR should be centrally vetted, tasked, and coordinated. In the absence of positive FAA airspace control, DOD in coordination with FAA must be prepared to provide procedural airspace management and coordination of both military and civilian aircraft.

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## **Chapter V**

# **GENERAL PLANNING FACTORS**

### **1. Overview.**

This chapter highlights specific planning considerations in a tactical organization or staff for DSCA operations. It is not intended to be an all inclusive checklist of the responsibilities of a particular billet. This is for planning purposes only; commanders are always free to assign tasks to their staffs as they deem appropriate.

### **2. Phases of a DSCA operation.**

- a. The United States Northern Command (USNORTHCOM) CONPLAN 3501, Defense Support of Civil Authorities, contains a six-phase plan for DSCA operations. However, in this publication, the six phases in the USNORTHCOM CONPLAN have been condensed into four general phases and incorporate tasks completed by all military components.
- b. The assessment and preparations/mobilization phase (parallels USNORTHCOM's phases 0 and I). This phase begins with all pre-incident actions, continues through post-notification pre-deployment actions, and ends at deployment.
- c. The deployment phase (parallels USNORTHCOM's phase II). This phase begins with deployment of forces and ends upon arrival with commencement of operations.
- d. The support of civil authorities phase (parallels USNORTHCOM's phases III and IV). This phase begins upon arrival at the incident area with the first operational actions. It ends when there are no future mission requirements and current operations begin to draw down.
- e. The redeployment/demobilization phase (parallels USNORTHCOM's phase V). This phase begins when operations start to draw down. It ends with the successful and complete transition and release of personnel at their home station.

### **3. Tactical Level Leadership.**

- a. Assessment and preparations/mobilization phase.
  - (1) Title 10, U.S.C., units/forces must coordinate with the DCO or appropriate JFC as well as their Service component immediately upon receipt of a mission.
  - (2) Title 32, U.S.C., units/forces must coordinate with JTF-State/ JFHQ-State immediately upon receipt of a mission.
  - (3) Request SJA provides a detailed briefing on specific DSCA legal constraints and how they will affect unit operations, and ensure personnel receive SRUF card (e.g., during RSOI, if not already briefed).
  - (4) For mortuary affairs, DOD guidance will be provided on non-mortuary affairs personnel handling (touching) human remains. In any case, support for remains handling will be directed by the state, county, or city medical examiner, with support from ANG fatality search and recovery teams (FSRTs), disaster mortuary operational response teams (DMORTs), and by qualified military mortuary affairs personnel in support of civil authority.

- (5) Identify and contact civilian counterparts as necessary.
- (6) Determine C2 relationships.
- (7) Establish communication protocols. Use military assets for internal communications and develop specific plans for each unique civilian communications situation.
- (8) Establish battle rhythm; however, acknowledge the battle rhythm may be driven by higher command and interagency timelines.
- (9) Establish methods for, and begin tracking daily costs and MAs.
- (10) Determine protection requirements and establish force protection condition (FPCON) levels and building security requirements.
- (11) Plan for media interactions.
- (12) Determine LNO requirements in coordination with the DCO, JTF, or JFHQ.

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Note: LNOs are different from EPLOs. EPLOs are Service and other DOD personnel who coordinate military assistance to other federal agencies and state governments. LNOs represent their command.

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- (13) Ensure appropriate personnel are familiar with ICS processes and the NIMS.
- (14) Achieve and maintain 100% personnel accountability.
- (15) Determine disengagement criteria if in an IRA situation.

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Note: The following is an immediate response authority specific checklist:

- Begin to capture costs immediately.
  - Inform higher headquarters immediately.
  - Have an exit strategy before committing forces to IRA.
  - Inform local authorities of the requirement for IRA in writing as soon as possible.
  - Inform local authorities they must have a strategy to reimburse the US Government, if required, for all costs associated with IRA support. Costs may be extensive.
- 

b. Deployment phase.

- (1) Begin formally tracking operational mission costs.
- (2) Have a HAZMAT strategy.
- (3) Determine information requirements: information requirements, and friendly force information requirements (FFIRs). Information requirements help the commander and staff understand the adversary or the operational environment. FFIRs provide information about the status of agencies, units, and installations conducting civil support under direction of state and federal coordinating officers. Table 11 has examples of possible information requirements and FFIRs.

<b>Table 11. Examples of DCSA Information Requirements</b>
<b>General Information Requirements</b>
Are there indications of a terrorist attack in the region?
Are there environmental elements impacting the region?
What is the status of key infrastructure in the region or state?
Are there major deployments which will affect the National Guard's ability to respond?
What shortfalls does the state have the Federal Government might be asked to provide?
When will the Federal Emergency Management Agency deploy advance teams?
Where is the active joint field office?
Has the regional response coordination center activated to level one?
Has a state emergency operations center activated to the highest level?
What guidance or orders have been issued by higher headquarters?
What is the unified command structure and where is it located?
<b>Possible Friendly Force Information Requirements (FFIRs)</b>
Loss of life or serious injury of team personnel.
Death or serious illness of an immediate family member.
Any accident in which a work day is lost.
Request for support made by a federal agency (examples include a mission assignment or request for assistance).
Non-mission capable vehicle.
Non-mission capable radio.
Deployment of an emergency preparedness liaison officer.
Location and status of attached, operational control or tactical control units.
Operations security or communications security violation.
Loss/compromise of classified information or equipment.
Deployment of team members.

(4) Base support installation (BSI). The BSI is normally a DOD installation with an airfield and suitable support facilities. The BSI is the domestic equivalent to a theater base in other AOR. It may be the aerial port of embarkation (APOE)/seaport of embarkation (SPOE) and may become the RSOI facility for the joint forces. In addition to RSOI, the BSI may also become a training facility and principal supporting base for federal response efforts. The USNORTHCOM or USPACOM Commander designates the BSI after receiving concurrence of the owning military department's secretary. Not all states have a DOD facility capable of handling military or heavy commercial aircraft. Units need to be prepared to

conduct RSOI from a civilian site and conduct further movement to a BSI or incident area.

(5) RSOI. RSOI is the process whereby arriving personnel, with their equipment, and materiel, transition into forces capable of meeting operating requirements. During RSOI, AOR are delineated, communications frequencies are deconflicted, and incoming personnel are fed and housed prior to departure to forward areas. RSOI is vital to the success of the mission. The reception process varies by mission but always has accountability for personnel and equipment as key concerns. Various briefings such as a local area orientation, safety, legal, communications (i.e., frequencies, call signs, cellular, or automated systems), logistics support and account opening, and chain of command overview may be provided.

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Note: Commanders cannot assume all private or public property can be used for military purposes.

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c. Support of Civil Authorities Phase.

- (1) Issue an OPORD with FRAGORD.
- (2) Execute external communications (i.e., voice, data, and video) with appropriate emergency operations centers.
- (3) Plan for visitors and VIPs. The primary agency for the incident will establish the policy and procedures for handling visitors. This is often conducted in cooperation with local and state officials. Military forces supporting an incident may be requested to provide personnel to assist with handling visitors. In no case will the military establish a formal visitor's bureau without specific direction from the primary agency.
- (4) Conduct synchronization meetings between all primary agencies/entities.
- (5) The DCO/DCE should brief the Title 10, U.S.C., commanders and their staffs on the current situation when they arrive.
- (6) Brief the DCO on unit capabilities and limitations to manage expectations.
- (7) Provide personnel to augment the county office of emergency management if necessary.
- (8) Determine how accidents and incidents will be handled for both military and civilian personnel.

d. Redeployment/demobilization phase.

- (1) Develop closeout and redeployment plan in coordination with JFHQ, DCO/DCE, or JTF, as appropriate.
- (2) Ensure the staff transitions responsibilities to its civilian counterparts.
- (3) In coordination with DCE or NGB, as appropriate, compile all data from support operations. This should include, but is not limited to total man-hours used, amount and type of equipment used, fuel used, maintenance performed, and equipment lost, damaged or destroyed.

- (4) Title 10, U.S.C., forces need to coordinate with the DCO/DCE and IC on mission completion before departing the OA. Transition the mission to someone else and let the IC know who is picking up mission support.
- (5) Consolidate costs associated with execution of DSCA MAs and submit a request for reimbursement to appropriate headquarters.
- (6) Leave a clean footprint. Do not leave HAZMAT.
- (7) Prepare an after action report (AAR) and document lessons learned.

#### **4. Personnel/Human Resources.**

##### **a. Assessment and preparations/mobilization phase.**

- (1) Develop and maintain a DSCA-specific alert roster.
- (2) Determine internal section operating requirements based on the condition of the OA and provide them to the logisticians.
- (3) Coordinate with medical services for identified civilian treatment facilities.
- (4) Modify casualty reporting and tracking procedures to address unique challenges of operating in a DSCA environment. For example, access to the media may be greater during a DSCA operation, increasing the need for effective and accurate casualty reporting.
- (5) Coordinate casualty pay procedures and military pay problems with the BSI (or the nearest military installation with a pay office).
- (6) Develop procedures for leave under emergency conditions and, depending on the duration of the mission, ordinary leave policies.
- (7) Plan and publish personnel tracking requirements/reports and timelines.
- (8) Establish mail operations.
- (9) In coordination with logistic support, establish an administrative and logistics operations center.
- (10) Establish communications with the American Red Cross (ARC) and other civilian and military organizations that have sustainment roles in DSCA.

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Note: Support to the ARC is authorized at the installation level as a special exception under DODD 1000.26E, Support for Non-Federal Entities Authorized to Operate on DOD Installations. This allows DOD installations and units to support the ARC with warehousing, transportation, communications, and office spaces.

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##### **b. Deployment phase.**

- (1) Be prepared to provide a representative for the advance party.
- (2) Prepare (with staff assistance) RSOI briefing.
- (3) Establish reporting procedures for subordinate units and coordinate with higher headquarters for any specific policies, specific joint personnel status and casualty report format, or procedures.
- (4) Ensure all military personnel update their information in one of the following systems:
  - (a) Army Disaster Personnel Accountability and Assessment System.

- (b) Air Force Personnel Accountability and Assessment System.
  - (c) Navy Family Accountability and Assessment System.
- c. Support of civil authorities phase.
  - (1) If unit personnel live in the area affected by the disaster, coordinate sheltering support and determine availability of other support services (such as commissary, exchange, and daycare).
  - (2) Identify/use ICS reporting forms for submission to the DCO or JTF-State/JFHQ-State when necessary.
  - (3) Establish procedures for family members to contact military personnel.
  - (4) Coordinate with PAO for media interactions.
  - (5) In coordination with the primary agency, be prepared to provide personnel to support visitor operations.
- d. Redeployment/demobilization phase.
  - (1) Track units as they depart the OA.
  - (2) Out-process personnel through RSOI.
  - (3) Respond to approved requests for personnel information on unit members to assist other staff sections in the completion of their duties (such as unit accountability of injured personnel and medical claims reimbursement).
  - (4) Ensure all assigned military personnel complete a DD Form 2796, *Post-Deployment Health Assessment*, prior to leaving the OA. If the situation does not allow for completion of the health screening prior to departure, the individual's unit commander will ensure the health assessment is completed and submitted to the local medical treatment facility (MTF) commander at the home station within 30 days of the individual's return.
  - (5) Ensure completion of a DD Form 2900, *Post-Deployment Health Reassessment*, by all deployed individuals 90 to 180 days after redeployment to their home station.
  - (6) Prepare AAR and document lessons learned.
  - (7) Consider awards. Humanitarian Service Medals are awarded for Presidential disaster declarations; however, NIFC activations without a declaration are insufficient for a Humanitarian Service Medal. Local awards to incident command staffs are encouraged. Follow ethics regulations.

## **5. Incident Awareness and Assessment (IAA).**

- a. Assessment and preparations/mobilization phase.
  - (1) All requests for imagery or other intelligence support for areas within the US as defined in chapter 1, paragraph 1.b are subject to federal and DOD intelligence oversight regulations including, but not limited to, Executive Order 12333, DODD 5240.01, and DOD 5420.1-R. DOD intelligence component capabilities, resources, and personnel, as a rule, may not be used for activities other than foreign intelligence or counter-intelligence, unless that use is specifically approved by the SecDef. In addition, due to the potential violations of the PCA through



direct DOD support to CLEAs, requests for military support to CLEAs are closely reviewed and processed separately for approval. Such requests for support should be processed in accordance with DODD 5525.5, and DOD 5240.1-R, Procedure 12.

(2) An approved proper use memorandum (PUM) must be on file with the appropriate approval authority before airborne platforms can be tasked to collect domestic imagery. In the event of an emergency or crisis where USNORTHCOM is designated as the lead DOD Operational Authority, all related requests for domestic imagery from airborne platforms must be coordinated with USNORTHCOM to ensure compliance with proper use provisions. See North American Aerospace Defense Command (NORAD)-Northern Command (NORTHCOM) 14-3, "Domestic Imagery;" National Geospatial-Intelligence Agency, NGSM FA 1806, Revision 5, *Domestic Imagery*, May 2011; Defense Intelligence Agency (DIA) Message, *New Procedures for the Approval of DOD Domestic Airborne Reconnaissance Imagery Proper Use Statements*, dated 282048Z NOV 01; and DIA Message, *DIA Guidance for Domestic Imagery Collection and the Submission of Proper Use Statements*, 231845Z DEC 96.

b. Deployment phase.

- (1) Be prepared to provide representative for advance party.
- (2) Establish information gathering methodologies.
- (3) Establish contact with IAA counterparts.
- (4) Develop IAA campaign plan.
- (5) Process information as it comes from the impacted area or civilian sources in accordance with mission requirements.
- (6) Request additional IAA mission support, if appropriate.

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Note: In a DSCA environment, do not use the terms intelligence, surveillance, and reconnaissance (ISR), intelligence preparation of the battlespace (IPB), or joint intelligence preparation of the operational environment (JIPOE). The appropriate terminology in a DSCA environment is incident awareness and assessment (IAA).

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c. Support of civil authorities phase.

- (1) During terrain analysis, determine the civilian infrastructure which should be considered (e.g., sewer, water, energy, access, administration, transportation, medical and safety).
- (2) Work with appropriate state stakeholders to accurately identify all available IAA assets (civilian and military) within the state.
- (3) Maintain contact with IAA counterparts for assistance in obtaining incident information.
- (4) Develop production, assessment, and dissemination plan.
- (5) Prepare environmental hazards assessment defining impact on current and future operations. Post weather assessments, continuously monitor weather conditions.
- (6) Identify and display areas without utilities.

- (7) Work in coordination with the incident management planning staff.
- d. Redeployment/demobilization phase.
  - (1) Determine and execute close-out activities (include transition).
  - (2) Safeguard and transfer sensitive information and imagery collected during the operation in accordance with NORAD-NORTHCOM 14-3, Domestic Imagery.
  - (3) Prepare AAR and document lessons learned.

## **6. Plans and Operations.**

- a. Assessment and preparations/mobilization phase.
  - (1) Review disaster response plans.
  - (2) Establish communications with DCO/DCE, JFO operations and planning sections, JFHQ-state, and the DOD SEPLO located at the state EOC.
  - (3) Continually determine LNO requirements, nominate LNOs to the commander, and establish LNO support relationships, both LNOs in and out.
  - (4) Establish and maintain communications with military units/organizations and appropriate military commands in the OA, including military units which are not in the JTF or in Title 10 status. For example, establish communications with USACE, state NG command post and units operating adjacent or en route to JTF operations, BSI support nodes.
  - (5) Determine the Title 10, U.S.C., military, federal response, and state NG chains of command, and the state civilian command organization.
  - (6) Write a tactical-level DSCA operation warning order, as applicable.
  - (7) Review mission tasking coordinated through the DCO.
  - (8) Coordinate with SJA to determine RUF/ROE.
  - (9) Prepare deployment OPORD.
  - (10) Establish battle rhythm in coordination with other staff elements; determine reporting requirements and timelines.
  - (11) Develop the means to share and disseminate information such as shared point portals, web pages, email lists, chat locations, and shared drives.
  - (12) Determine mission-specific training required to support the DSCA operation.
  - (13) If issuance of weapons is authorized, determine weapons storage requirements. Status of weapons and arming will occur above the JTF level. Weapons ROE may require separation of weapons from prime users.
  - (14) Plan for most communications, documentation, and automation to be unclassified.
  - (15) Prepare to deploy personnel and other resources as needed to enable the unit or JTF to capture all costs which will be handed off to higher headquarters for DOD reimbursement.
  - (16) It is critical to arrive and begin performing the assigned task immediately in support of rescue and recovery. The normal deployment, base establishment, and RSOI sequence may be adjusted to reflect the urgency of the mission.

b. Deployment phase.

- (1) Establish the base of operations (advance party). Likely USNORTHCOM, with JCS, will determine the BSI, but occupation and support will be generated by the unit or JTF.
- (2) Track MA execution and direct units to track costs.
- (3) Complete OPORD.
- (4) Conduct update brief.
- (5) Establish a tactical operations center (TOC).
- (6) Track developments at the incident site which occurred during the deployment phase.
- (7) Obtain the emergency operation plans for federal, state, tribal, and local organizations.
- (8) Establish communications and coordinate with the DCO/DCE, NGB and/or JFHQ-State as appropriate.
- (9) Develop assessment information.
- (10) Coordinate with DCO/JFC and JFHQ-State to obtain key POCs in the OA, such as—
  - (a) Chief of police.
  - (b) Chief of the fire department.
  - (c) Chief executive officer of the town.
  - (d) Emergency medical service chief of the town.
  - (e) Emergency management director of the town.
  - (f) Infrastructure management security (e.g., malls and prisons).
  - (g) Airfield operations managers.
  - (h) Airfield tower manager.
- (11) Location of site.
  - (a) The specific location of the incident by latitude/longitude, military grid reference system or Global Positioning System to facilitate airborne operations.
  - (b) Major routes and roads into and out of the site.
  - (c) Areas which could be used as potential staging areas and helicopter landing sites.
- (12) Site considerations.
  - (a) Any known hazardous materials located at or near the site.
  - (b) Any natural or man-made barriers or terrain features which would create or hinder operations.
  - (c) Square footage of the site to help focus the scope of operations.
  - (d) Population of the site (peak and off-peak).
  - (e) Times of day the population fluctuates.
  - (f) Lighting conditions during hours of darkness.

- (g) ICS 215a (Incident Action Plan Safety Analysis) will contain information on potential risks.
- (13) Site considerations (medical).
  - (a) Locations and phone numbers of medical facilities in the vicinity.
  - (b) Locations and phone numbers of all designated emergency shelters in the vicinity of the site, and their capacity.
  - (c) Location to which rescued persons will be delivered, in coordination with local authorities; air control coordination element set up in OA.
- (14) Communications.
  - (a) Primary mode of communication (radio, telephone, cell phone, email) for all entities involved.
  - (b) List of radio frequencies, email addresses, web sites, site specific to any incident response.
- c. Support of civil authorities phase.
  - (1) The plans and operations section personnel should review civil authority planning considerations, state NG operations and plans, military JTFs, JFLCC (ARNORTH) and USNORTHCOM directives. Incident plans and operations can be found in ICSs 201 (Incident Briefing), 202 (Incident Objectives), and 203 (Mission Assignments). The DCO and his staff, the DCE, can be very helpful in finding and using these documents.
  - (2) To integrate efficiently and effectively into the incident response, units must understand the civilian organization and responsibilities, the state NG organization, U.S.C. authorities, operations and plans, and JFO organization. Each of these has battle rhythms and processes to which the Title 10, U.S.C., military, as a supporting command, must adapt.
  - (3) Establish a common operational picture.
  - (4) Establish a means to routinely receive daily situation reports (SITREPs) from external agencies such as state EOC, state NG, JTFs, JFLCC, JFACC, ICS 202, and JFO.
  - (5) Protect the force by—
    - (a) Conducting an all-hazards threat assessment.
    - (b) Implementing baseline FPCON and other directed protection measures.
    - (c) Implementing threat warning and reporting.
    - (d) Ensuring forces on DOD installations are integrated into installation anti-terrorism plans.
    - (e) Prescribing appropriate IPE/PPE.
    - (f) Directing security measures to mitigate risk.
  - (6) Identify any HAZMAT concerns in the OA. Provide locations and detailed situational information to civilian HAZMAT teams. Develop a procedure for communicating HAZMAT issues.
  - (7) Assist in locating hazards or potential threats, when necessary.

- (8) Assist in determining numbers and locations of dislocated persons, when necessary. Economically distressed areas tend to have more victims. These areas may be located near industrial areas containing hazardous materials.
- (9) Assist in locating victims requiring rescue, evacuation, and/or medical treatment and provide other sustainment activities, when necessary.
- (10) It is critical all personnel rescued or evacuated are tracked in coordination with the JFHQ/JFO.
- (11) Determine status of lines of communication:
  - (a) Major roads.
  - (b) Railroads.
  - (c) Waterways.
  - (d) Ports.
  - (e) Airports.
- (12) In coordination with civilian authorities, state the nature and extent of damage and projected repairs.
- (13) In cooperation with ICS staff, forecast what operations will most likely occur.
- (14) Public affairs and strategic communications must be coordinated with the JFO PAO/SC.
- (15) Transition Planning (terminated, transferred to follow-on forces, and/or transitioned to a civilian counterpart).
  - (a) Who will determine when the transition begins or is complete?
  - (b) Has the joint forces' end state been accomplished?
  - (c) Who will fund the transition?
  - (d) What is the new mission?
  - (e) What US forces, equipment, supplies or other resources will remain behind?
  - (f) Will new RUF be established?
  - (g) Will ongoing consequence management operations be discontinued, interrupted, or transferred?
  - (h) What is the role of USACE?
  - (i) What will be the command relationship to forces left behind (e.g., LNO, joint task force-consequence management [JTF-CM])?
  - (j) Will the incoming force or organization use the same headquarters facility or BSI?
  - (k) Will sufficient security be available to provide protection? Who will provide it?
  - (l) How will the turnover be accomplished?
  - (m) Who will handle public affairs for the transition?
  - (n) Have redeployment airlift, sealift, and ground transportation been approved and passed to USNORTHCOM and US Transportation Command (USTRANSCOM)?

- (o) Are task force commanders aware of requirements and expectations?
- (16) Oversee contingency and crisis action planning processes.
- (17) Prepare and coordinate required OPORD and FRAGORDs.
- (18) Develop, coordinate, synchronize, and integrate supporting plans to Headquarters, ARNORTH's plans or designated supported headquarters and federal agencies (such as FEMA).
- (19) Write the daily FRAGORD.
- d. Redeployment/demobilization phase.

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Note: If local businesses and contractors can perform missions and tasks assigned to DOD, continued employment of the military may be unnecessary or illegal. Know when to back away and allow civilian organizations to take over.

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- (1) In accordance with DCO or TAG, set end-state conditions as soon as possible and recognize when the unit's work is complete.
- (2) Notify authorities of the demobilization timeline.
- (3) In coordination with DCE, compile all data from support operations, including but not limited, to total man-hours used; number and type of equipment used; fuel used; maintenance performed; and equipment lost, damaged or destroyed.
- (4) Coordinate with base operations for turn-in of issued equipment and clearing of all facilities.
- (5) Collect and consolidate all journals, reports, records and notes for input to the AAR and subsequent filing, in accordance with Service guidance.
- (6) Review all journal entries and verify supporting documents substantiate them.
- (7) Prepare AAR and document lessons learned.

## **7. Logistic and Resource Management.**

- a. Assessment and preparations/mobilization phase.
  - (1) Begin tracking all costs, expenditures, and mission assignments prior to deployment.
  - (2) Establish contact with the BSI. Coordinate as many logistics functions through the BSI as possible.

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Note: One of the tasks expected of the BSI is to provide buses for the mission. Deploying units should coordinate with the BSI to plan this movement, especially if they have large numbers of personnel arriving at one time, or have oversized equipment. This will ensure not only buses, but trucks and materials handling equipment are available for the move. It also ensures convoy clearances are arranged and routes are known for wheeled vehicle moves.

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- (3) Determine supply providers, locations, and transportation requirements and options for AO.
- (4) Determine aviation logistics requirements and coordinate maintenance and supply actions in the AO.

- (5) Be prepared for disaster-related outages or interruptions in services or utilities such as electricity, water, sewage, and fuel.
- (6) Estimate how a reduced infrastructure will impact supply distribution and standard consumption rates.
- (7) Determine sources for petroleum, oil, and lubricants (POL) in the AO.
- (8) Inquire if other federal supplies and equipment (external to DOD) can be used in support of DSCA operations.
- (9) Estimate logistics support requirements for each class of supply. Resupply will come from the BSI depending on availability and on a case by case basis. Plan to have items shipped from home station, if necessary.
- (10) Resupply from BSI.
  - (a) Based on forecasts provided from the operational headquarters, common user logistics items, such as Class I (food and water) and Class III (bulk fuel), will be ordered using the BSI supply support document numbers through normal military standard requisitioning and issue procedures (MILSTRIP) processes. Authorized units will request and draw commodity support from the BSI supply support activity.
  - (b) Class IV (engineer barrier material) support is not an anticipated requirement from the BSI. Exceptions will be provided to the installation by the designated operational headquarters as part of the requirements forecasts.
  - (c) Ammunition will not be drawn from the BSI unless by exception.
  - (d) Class VI (personal items) items will be purchased from the installation commissary and exchange as required by the deployed forces. The BSI will not need to provide sundry packs to supported forces.
  - (e) BSI medical facilities will support the hosted forces for medical treatment, as required. Medical logistics will be provided by the single integrated medical logistics manager (SIMLM) or through the aeromedical evacuation theater lead agent for medical materiel (TLAMM).
  - (f) Class IX items may be requested.
  - (g) The BSI will track and report all costs incurred. Reimbursement procedures are published in USNORTHCOM orders specific to the response. In general, the financial management augmentation team will provide the BSI with a reimbursable budget line of authority when reimbursement can be expected from a supported federal agency. Otherwise, BSI costs are contingency funded. The BSI must capture all costs (including overtime for civilian personnel) and report through their Service chain as well as through the operational and CCMDs (USNORTHCOM).
  - (h) Services are responsible for Service-specific logistics and personnel support of deployed units. Units are expected to “reach back” to their home station for Service-specific items. When Service-specific support is not available from home stations, Title 10, U.S.C., units should contact

USNORTHCOM Service components for assistance. Requested assets can be shipped forward by any commercial or military convoy means.

(i) The BSI will support movement of forces from the APOD/SPOD to the reception site (on the BSI) and movement of equipment from the APOD/SPOD to staging areas (on the BSI). Types and quantity of support equipment will be based on the time-phased force and deployment data (TPFDD) in Joint Operation Planning and Execution System (JOPES). Also, the BSI will also assist in the retrograde of equipment from BSI to APOE/SPOE and movement of forces to the APOE/SPOE as they redeploy.

(j) The BSI may be required to support APOD/SPOD operations and to support DOD elements operating the APOD/SPOD. This support will be coordinated with the J4 from the operational headquarters.

(11) Contact the ICS counterpart at the JFO, logistics section chief (LSC), state EOC logistics operations cell, and state NG in the deployment, and work closely with these organizations. Based on the complexity of the incident, a deputy LSC may be assigned to the unit.

(12) Plan for and coordinate, with the LSC, military sustainment requirements (i.e., shelter, mess, rations, water, bath, and laundry).

(13) Coordinate with the LSC at the earliest opportunity regarding sustainment requirements, including—

- (a) Bivouac site and size.
- (b) Shower facilities.
- (c) Laundry.
- (d) Latrines.
- (e) Power (hard-line or generator).
- (f) Trash service.
- (g) Telephone capabilities.
- (h) Copier.
- (i) Ordering procedures for civilian supplies.

(14) Determine if morale, welfare, and recreation (MWR) phones are available (availability and number vary by incident).

(15) Determine military versus civilian supplied items.

(16) Determine military vehicle restrictions early in the pre-deployment phase.

(17) Plan for weapons storage and guard force, if necessary.

(18) Establish policies and procedures for military personnel transportation within the OA.

(19) Determine specialized equipment needed and if specific personnel equipment (e.g., cold weather gear or medical supplies) is available.

(20) Plan for maintenance requirements of the military equipment.

(21) Coordinate with NG TAG on use of state maintenance facilities for equipment and vehicles.



- (22) Know the power requirements (e.g., 110V versus 220V) for equipment. Always bring the unit's own power generation equipment, parts, and fuel for essential communication equipment.
- (23) Plan for civilian LNO power requirements, including generators, extension cords, multi-plug devices, charging cell phones, and charging laptops.
- (24) Identify civilian contracting options and requirements.
- (25) Determine if DOD, federal, or state support organizations are available to provide needed sustainment.
- (26) Be prepared to deploy a logistics representative with the advance party.

b. Deployment phase.

- (1) Begin tracking detailed mission costs and financial expenditures. Keep receipts. The following is a partial list of items to include:
  - (a) Record of missions performed, with particular attention to all aviation mission support.
  - (b) Rosters of personnel involved.
  - (c) Travel and per diem (military and civil service).
  - (d) Lodging costs.
  - (e) Transportation costs (car and bus rentals, chartered aircraft, and fuel).
  - (f) All contracting costs.
  - (g) Equipment provided or operated (estimated hourly cost for operation).
  - (h) Materiel provided from regular stock (all classes of supplies).
  - (i) Laundry expenses.
  - (j) All classes of supplies expended.

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Note: For DOD to receive reimbursement, DSCA support should be documented in a memorandum to higher headquarters or IAW command procedures.

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- (2) Report daily logistics status.
  - (3) Ensure a contracting officer representative and pay officer are properly trained and on orders to support mission requirements.
  - (4) Establish an administrative and logistics operations center.
  - (5) Develop an IPE/PPE exchange policy with LSC, if necessary. Daily exchanges of equipment can be overwhelming if this is not done correctly.
  - (6) Determine logistics supply points/distribution.
- c. Support of civil authorities phase.
- (1) Confirm locations/sources to purchase parts, POL, and supplies. These may not exist in the disaster area. Confirm memoranda of understanding (MOUs) for supplies needed.
  - (2) Understand funding authorities for logistical support since it varies for Title 10, U.S.C., Title 32, U.S.C., and SAD forces.
  - (3) Procure and plan movement for food, water, and supplies.

- (4) Work with the LSC at the incident site to establish issue records concerning civilian equipment issued by civilian authorities.
- (5) Submit statements of work/requirement determination through the supporting contracting team.
- (6) Establish controls for use of government purchase cards.
- (7) Coordinate with medical officer/team for efficient disposition of organic medical assets.
- (8) Provide ground support/military transport and civilian movement as needed.
- (9) Plan vehicle recovery/extraction.
- (10) Confirm waste removal plans.
- (11) Find local sources of media reproduction (such as high-speed, large format printing).
- (12) Provide mortuary services for military personnel, according to regulations.
- (13) Determine how to process mortuary services for civilian casualties.
- d. Redeployment/demobilization phase.
  - (1) In coordination with the DCE, compile all data from support operations, including, but not limited to, total man-hours used; amount and type of equipment used; fuel used; maintenance performed; and equipment lost, damaged, or destroyed.
  - (2) Complete accounting and turn-in of any unused supplies, with emphasis on Class V (ammunition).
  - (3) Close out all remaining contracts.
  - (4) Submit reports and request reimbursement.
  - (5) In demobilization procedures, include clearing base camp of equipment provided by civilian authorities.
  - (6) Prepare AAR and document lessons learned.

## **8. Communications.**

- a. Assessment and preparations/mobilization phase.
  - (1) Plan for LNO communications requirements.
  - (2) Coordinate with military, local, tribal, state, and federal agencies and organizations, NGOs, and volunteers to determine the most feasible solutions for effective communication. Sources of information from the JFO include ICS 205 (Incident Radio Communications Plan), ICS 217 (Radio Frequency Assignment Worksheet), and ICS 216 (Radio Requirements Worksheet).
  - (3) Identify civilian common operational picture requirements and determine the best method for accessing State Emergency Management Agency software.
  - (4) Ensure initial communications capabilities are self-sufficient. If possible, coordinate interoperability with local authorities.

(5) Do not send equipment without operators, essential repair parts, manuals, tools, and initial fuel and power generation requirements because these may be difficult to obtain in the affected area.

(6) Plan for an unclassified operating environment for communications, internet, and automation.

(7) Plan for a means to share information, such as a SharePoint portal, webmail, an email list, chat, or shared drive.

(8) Determine if military forces will be required to provide communications support to civilian authorities. If yes, then—

(a) Determine configuration requirements.

(b) Procure equipment (all sources—military, other federal agencies, and civilian).

(c) Establish data and voice protocols.

(d) Keep good records for funding reimbursement.

(9) Plan for all means of communications and purchasing of additional communication devices or services:

(a) Telephone (e.g., satellite, cellular, or landline).

(b) Radio (e.g., military, maritime, and civilian, in all bandwidths).

(c) NIPRNET.

(d) SIPRNET.

(e) Video and VTC equipment.

(f) Satellite-based commercial internet systems.

(10) The possible disruption of the information and communications infrastructure during a CBRN incident is a key consideration for incident response planning. For further information, refer to the 2008 Critical National Infrastructure Report to the Commission to Assess the Threat to the United States from Electromagnetic Pulse (EMP) Attack, and JP 3-11, *Operations in Nuclear, Biological, Chemical, and Radiological (CBRN) Environments*.

b. Deployment phase.

(1) Issue a communications plan.

(2) In coordination with the operations staff, develop a written information management plan to include all levels and capabilities of communications (i.e., primary, alternate, contingency and emergency). Plan must include specific portals and reports that would be required in an operation.

(3) Establish communications architecture (e.g., internet, telephone landline, and cell phone networks).

(4) Establish and maintain communications with JFHQ, DCO/DCE, JTF, and IC, as appropriate.

(5) Publish military phone book and acquire important civilian POC listings. Avoid publishing Defense Switched Network (DSN) numbers.

- (6) Be prepared to deploy a communications representative with the advance party.
- (7) Determine the initial communications package and how it can be expanded to handle a greater demand.
- (8) Maintain awareness of power supply requirements, which could be problematic in disaster situations.
- c. Support of civil authorities phase.
  - (1) Establish TOC/area communications operations center communications architecture.
  - (2) Conduct synchronization meetings among all primary agencies/entities.
  - (3) Monitor status of satellite/cell phones and satellite/cable internet.
  - (4) If necessary, provide communications equipment (such as cell phones, radios, base sets, etc.) to civilian authorities.
  - (5) Know the power requirements for the equipment. Always bring the unit's own power generation equipment, parts, and fuel for essential communication equipment.
- d. Redeployment/demobilization phase.
  - (1) Ensure accountability for all communications equipment loaned or borrowed.
  - (2) Prepare AAR and document lessons learned.

## **9. Public Affairs Officer/Information Officer (PAO/PIO).**

- a. Assessment and preparations/mobilization phase.
  - (1) Develop straight talk messages for the commander.
  - (2) Establish contact with the JTF/JFHQ PAO, component PAO, and/or CCMD PAO as appropriate for public affairs guidance.
  - (3) Coordinate with state/FEMA PIO to obtain consistent message/talking points, if necessary.
  - (4) Monitor news media such as television, radio, and internet.
  - (5) Provide military units with current public affairs guidance prior to entry into the affected area. If public affairs guidance does not exist, draft proposed guidance and submit it to higher headquarters.
  - (6) Develop media smart cards, based on public affairs guidance for issuance to all military personnel involved in DSCA.
  - (7) Brief talking points to all personnel prior to deployment.

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Note: Remember for the press, nothing is off the record; the camera is always rolling. It is important to stress to Service members how a single Soldier, Sailor, Airman, or Marine can make a strategic impact, positive or negative, while operating in a DSCA environment.

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- (8) Develop plans for organization and equipment necessary for a public affairs team.
- b. Deployment phase.

- (1) Establish contact with ESF #15 external affairs officer or primary agency PAO/PIO and the NG PAO (if applicable).
  - (2) Designate and provide one or two representatives to the joint information center (if established).
  - (3) Brief deploying personnel on media and public engagement policy; distribute media smart cards.
  - (4) Issue guidance on personal photography, blogs, and emails in a DSCA environment.
  - (5) Pre-select and train media escorts as necessary.
- c. Support of civil authorities phase.
- (1) Provide public affairs support to the commander.
  - (2) Brief task force/unit commanders on their roles, responsibilities, and authorities concerning public information requests.
  - (3) Prepare the commander and other key staff members for media interviews.
  - (4) Prepare news releases as necessary.
  - (5) Refer media queries outside the scope of release authority to appropriate agencies or higher headquarters.
  - (6) Provide video and still imagery of military support to higher headquarters in a timely manner.
  - (7) If experienced and trained camera crews are available, such as combat camera teams, consider requesting them to provide imagery support to the PAO.
- d. Redeployment/demobilization phase.
- (1) Implement a public affairs strategy for departure of military forces placing civil responders in the forefront.
  - (2) Develop historical record of media resources (e.g., video, photo, transcripts) gathered during the incident.
  - (3) Prepare AAR and document lessons learned.

## **10. Staff Judge Advocate.**

- a. Assessment and preparations/mobilization phase.
- (1) Have copies of the SRUF in CJCSI 3121.01B available for the commander to review and to request mission-specific RUF, if necessary. (See table 3 for an example.)
  - (2) Have the following references available: DODD 3000.3, Policy for Non-Lethal Weapons; DODD 5210.56, Use of Deadly Force and the Carrying of Firearms by DOD Personnel Engaged in Law Enforcement and Security Duties; DODD 5525.5, DODD 5240.01, DOD 5240.1-R, and the current CJCS Standing DSCA EXORD.
  - (3) It is imperative to remember NG personnel working in Title 32, U.S.C., or SAD will be operating under state RUF. SJAs should brief the differences between RUFs.

- (4) Brief personnel on SRUF and issue an SRUF card prior to deployment from the home station. Each state has its own RUF.
  - (5) Review funding, demobilization, and entrance and exit strategies by component and duty status personnel.
- b. Deployment phase.
  - (1) Contact the state SJA at the JFHQ to coordinate legal aspects.
  - (2) Maintain SA of mission execution and ensure unit activities are in compliance with the law.
  - (3) Be prepared to deploy required personnel with the advance party, if necessary.
  - (4) Ensure all military personnel know their legal authorities (Title 10, U.S.C., Title 32, U.S.C., or SAD) and limitations.
  - (5) Provide status reports to higher headquarters including, at a minimum, the following:
    - (a) Criminal incidents.
    - (b) Disciplinary/administrative/prosecutorial actions.
    - (c) Claims against the US Government.
    - (d) Number of personnel receiving legal assistance.
- c. Support of civil authorities phase.
  - (1) Continue to advise commanders and staff on legal matters.
  - (2) Verify proposed MAs are legally permissible, approved, and executed according to applicable references and restrictions.
  - (3) Ensure personnel involved in military support to CLEAs comply with the guidance and limitations found in the PCA, SRUF, and intelligence oversight rules and restrictions. Assist personnel in preparing PUMs, if necessary.
- d. Redeployment/demobilization phase.
  - (1) Ensure all legal actions are cleared before redeployment.
  - (2) Close all civil/military actions prior to redeployment if possible.
  - (3) Prepare AAR and document lessons learned.

## **11. Religious Support.**

- a. Assessment and preparations/mobilization phase.
  - (1) Establish RSTs to provide religious support to authorized DOD personnel and their families.
  - (2) Plan for operations and secure deployment of liturgical supplies.
  - (3) During mass casualty events, identify coordination and planning requirements for chaplain activities in coordination with medical officer, civilian care providers, the ARC, and other civilian agencies.
  - (4) Coordinate with civilian ministry organizations providing support.

- (5) Identify coordination and planning requirements among Service component, NG, USCG, civilian chaplains and clergy.
  - (6) Review OA demographics to anticipate chaplain faith and denominational balance.
- b. Deployment phase.
  - (1) Service components will identify, mobilize and/or deploy religious support personnel who meet deployment standards.
  - (2) Be aware DOD mortuary affairs personnel may be tasked to assist other government agencies in the collection and processing of civilian casualties.
  - (3) Maintain SA of stress levels of assigned DOD personnel, first responders, and affected civilians, and take actions to provide care and mitigate stress.
  - (4) Provide stress level SA reports to the commander.
- c. Support of civil authorities phase.
  - (1) Be prepared to conduct crisis intervention or critical incident stress management training/services.
  - (2) Chaplains in supervisory positions will coordinate with appropriate staff agencies to ensure subordinate chaplains and enlisted religious support personnel receive appropriate support and professional guidance.
  - (3) When directed, conduct liaison and coordinate activities with other units.
  - (4) Coordinate with NGOs and other agency religious personnel.
  - (5) Provide religious support to authorized DOD personnel and focus on mitigating the impact of traumatic events.
- d. Redeployment/demobilization phase.
  - (1) Be prepared to conduct critical event debriefings or other critical incident stress management requirements.
  - (2) RSTs advise the command on indicators documenting civilian community capabilities to resume normal functioning without military support.
  - (3) RSTs conduct redeployment religious support to assigned personnel and their families, focusing on reunion and reintegration issues.
  - (4) Prepare AAR and document lessons learned.

## **12. Medical Officer/Surgeon/Medical/Teams.**

- a. Assessment and preparations/mobilization phase.
  - (1) Validate existing credentials.
  - (2) Be prepared to provide a medical doctor, nurse practitioner, physician's assistant, nurse corps officer, or environmental science officer and one medic for deployment with the advance party.
  - (3) Plan/conduct the medical portion of personnel readiness processing, to include necessary vaccinations.

- (4) Reserve component personnel activated for longer than 30 days must complete DD Form 2795, *Pre-deployment Health Assessment (PDHA)*. Only those activated for 30 days or less are exempt from completing the form.
  - (5) Locate and obtain pertinent information on medical facilities and capabilities in the OA.
  - (6) Assist in establishing an evacuation policy for patient movement within the OA to include patient tracking systems.
  - (7) Ensure all military personnel deploy with a 90-day supply of individual medication.
  - (8) Prepare for the medical portion of RSOI.
  - (9) Conduct an assessment of health threats of operational significance, assess available medical support resources, and plan for mitigation of health threats prior to deployment.
  - (10) Prepare mass casualty plans.
  - (11) Prepare medical annex for the OPORD.
  - (12) Obtain adequate resupply support based upon the anticipated length of the deployment and Class VIII requirements from the supporting medical treatment facility/installation medical supply activity.
  - (13) Estimate medical logistics requirements and preplan Class VIII resupply sets and preconfigured push-packages to support initial sustainment operations until replenishment by line-item requisitioning is established through the supporting US Army Medical Command (USAMEDCOM) master ordering facility/installation medical supply activity. During DSCA operations, USAMEDCOM is the designated TLAMM to USNORTHCOM. The USNORTHCOM commander may designate one of the Service components to serve as the SIMLM. The TLAMM and SIMLM work together to develop the medical logistics (MEDLOG) support plan synchronizing medical requirements and Class VIII distribution to the JTF. Refer to JP 4-02 and FM 4-02.1, *Army Medical Logistics* for additional information.
  - (14) Prepare the FHP plan.
- b. Deployment phase.
- (1) Identify the CCIR requirements and provide updates. Analysis pertaining to the event and information collected regarding FHP and site assessments from the initial entry forces may provide CCIR requirements.
  - (2) Monitor status of support to military forces, federal, state, tribal, and local governments. Close coordination between SAD, Title 32, U.S.C., and Title 10, United States Code medical units is essential. The NG will normally have medical response forces/capabilities in place and operational before Title 10, U.S.C., medical forces arrive. Medical planners and operators need to understand what specific capabilities are in the AO.
  - (3) Consolidate and post locations of closest civilian and/or federal medical facilities based on input from the USNORTHCOM Joint Regional Medical Planner.



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Note: It is essential Service personnel know the location of hospitals/medical care facilities in order to direct civilian casualties. In some cases, a triage or evacuation site may be pre-determined to assist rescue personnel in determining where to deliver patients.

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- (4) Visit military medical support facilities identified at the pre-deployment site to verify resources and capabilities, including capabilities on the local MTF asset list.
- (5) Determine medical workload requirements (patient estimate) based on the casualty estimate developed by the personnel staff officer.
- (6) Monitor the assignment, reassignment, and use of medical personnel within the AO.
- (7) Recommend task organization of medical elements to satisfy all mission requirements.
- (8) Plan and implement medical support operations to ensure the provision of appropriate levels of care.
- (9) Prepare medical SITREPs as directed by higher headquarters or as changes to the medical situation dictate. Table 12 is an example of a generic medical SITREP.
- (10) Issue policies, protocols, and procedures pertaining to eligibility for care (i.e., medical, dental, and veterinary treatment) for the sick or injured.
- (11) Conduct medical surveillance to assess health threats of operational significance, assess available medical resources, and plan for mitigating health threats.
- (12) Issue policies, protocols, and procedures pertaining to eligibility for care (i.e., medical, dental, and veterinary treatment) for the sick or injured.
- (13) Conduct medical surveillance to assess health threats of operational significance, assess available medical resources, and plan for mitigating health threats.
- (14) Ensure appropriate preventive medicine and environmental health capabilities are employed to support casualty prevention and protection of the force from health threats.
- (15) Ensure methods are established for disseminating public health information and health risk communications information. Also, medical support personnel must be educated to recognize, prevent, and treat probable diseases, injuries, and exposures.
- (16) Establish MTF/aid station within the AO to provide medical support to Service members and available emergency medical support to individuals eligible for care (this could include Titles 10 and 32, U.S.C. government service personnel, DOD contractors, and other federal workers).
- (17) Coordinate patient evacuation as directed by USTRANSCOM.

**Table 12. Example Medical Situation Report (SITREP)**

1. Current situation (significant changes in the operational situation, planned or anticipated events during the next 24 hours).
2. Department of Defense (DOD) health service support and force health protection.
  - a. DOD population in the affected area.
  - b. DOD population at risk
  - c. DOD active duty medical units and grid locations.
  - d. DOD reserve medical units and grid locations.
3. Medical operations (units and facilities).
  - a. Bed availability and operational status.
  - b. Workload.
  - c. All outpatient visits by category
  - d. Class VIII (including Class VIIIB blood management).
4. Patient movement.
  - a. Comments.
  - b. Recommendations.
5. Preventive Medicine – Occupational and Environmental Health.
  - a. Public health issues.
  - b. Comments.
6. Action request form/mission assignment status.
  - a. Comments.
  - b. Recommendations.
7. Joint task force (JTF) surgeon.
  - a. Priorities and overall.
  - b. Current issues.
  - c. Future issues.
  - d. Additional Critical Information not Addressed in SITREP.
  - e. Comments/Remarks.
8. The point of contact for this report is (name/email/phone#).

(18) Coordinate patient reception, tracking, and management with nearby National Disaster Medical System hospitals, Veterans Administration hospitals, and DOD MTFs available. The Global Patient Movement Requirements Center coordinates with supporting resource providers to identify available assets and communicates transport-to-bed plans to the appropriate transportation agency for execution.

- (19) Ensure medical encounters and health hazard exposures are documented as part of the patient's individual health record (either electronically or on paper medical records).
- (20) Coordinate reach-back support and staff augmentation as required.
- (21) In coordination with local MTFs, determine a transition plan for disposition/filing of civilian medical records.
- (22) As directed, provide veterinary personnel to assist in the evacuation, triage, medical treatment, and temporary sheltering of pets, companion animals, and livestock.
- (23) Coordinate with the Armed Services Blood Program Office (ASBPO) to provide available blood products to DSCA operations in coordination with the DHHS.
- (24) Prior to deployment, establish a walking blood bank for emergency transfusions.
- (25) Coordinate and monitor patient decontamination operations in accordance with Multiservice Tactics, Techniques, and Procedures for Health Service Support in a Chemical, Biological, Radiological, and Nuclear Environment (FM 4-02.7/MCRP 4-11.1F/NTTP 4-02.7/AFTTP 3-42.3).

c. Support of civil authorities phase.

- (1) Prepare reporting/regulating instructions to support incident response efforts.
- (2) Provide patient evacuation support (air and ground) of seriously ill or injured patients to locations where hospital care or outpatient services are available. Monitor evacuation requirements.
- (3) Provide medical surveillance and laboratory diagnostic and confirmatory testing as directed in coordination with the DHHS.
- (4) Provide available medical teams for casualty clearing/staging and other medical support missions as directed.
- (5) Provide available logistical support to public health/medical response operations for distribution to mass care centers and medical care locations being operated for incident victims with reimbursement to DOD.
- (6) Provide available veterinary and other military medical personnel to assist in activities for protecting public health (i.e., food, water, waste water and solid waste disposal, hygiene, and other environmental concerns).
- (7) Coordinate with mortuary affairs personnel for disposition of human remains.
- (8) Be prepared to assist NGOs in organizing blood drives. Be familiar with local and statewide guidance via American Red Cross blood collection policy and coordinate with DOD ASBPO resources for the collection of blood within the AO.

d. Redeployment/demobilization phase.

- (1) In coordination with local MTFs, transition civilian medical records.
- (2) Ensure adequate transfer of logistical support, evacuation information, and personnel support prior to transfer of responsibility to civilian MTF and redeployment. Provide wounded/illness trend patterns as part of the hand-off.

- (3) Assist in preparation of line of duty determinations.
- (4) Provide follow-up care for injured personnel.
- (5) Plan and conduct post-deployment health evaluations and reassessments.
- (6) Prepare AAR and document lessons learned.

### **13. Aviation.**

#### **a. Assessment and preparations/mobilization phase.**

Aviation units coordinate with the air component coordination element, aviation branch within the JFO/ICS structure, and other aviation units for aviation specific planning factors, frequency issues, landing zone (LZ)/pickup zone (PZ), helipads, heliports, airfields, and airports.

#### **b. Deployment phase.**

- (1) Determine bed-down sites, POL locations, maintenance capabilities; deploy with an adequate supply of repair parts, and packaged POL products.
- (2) Track all funding requirements, spares, fuel consumption, and hours flown in support of DSCA operations, to include training and deployment hours.
- (3) Use existing airports, heliports, helipads, and airfields.

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Note: The final decision on the suitability of an LZ and PZ will be at the discretion of the pilot in command of the aircraft.

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- (4) Be prepared to provide a LNO to appropriate JFO and JFHQ.
- (5) Review crew rest policies.

#### **c. Support of civil authorities phase.**

- (1) Report all helicopter landing site locations to plans and operations.
- (2) Coordinate all aspects of aviation support.
- (3) Maintain records, by mission, of all aviation support provided to facilitate reimbursement for flying hours, class IX, and POL.
- (4) Report daily aircraft availability status to higher headquarters.
- (5) Pre-position aircraft as directed.
- (6) Brief personnel to be moved.
- (7) Plan for and provide control and security of LZs and PZs.
- (8) Remind crews to plan for displaced personnel and hazards of untrained civilians approaching the aircraft.
- (9) Plan to provide assistance in the palletizing, tie-down, and hoist of unusual items.
- (10) Submit requests, for special items not organic to the unit, such as slings, clevis type attachment devices, nets, packing and crating materials, medical assistance equipment, and litters.
- (11) Provide adequate identification of LZ and PZ to include lights, smoke, or panels, if necessary.
- (12) Plan for debris in LZs and PZs.

(13) Report aircraft mishaps to higher headquarters immediately and by the fastest means available.

d. Redeployment/demobilization phase.

(1) Report spares, fuel consumption, and hours flown in support of DSCA operations to higher headquarters.

(2) Prepare AAR and document lessons learned.

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## Chapter VI

# SPECIFIC HAZARD GUIDANCE

### 1. Overview.

This chapter defines the role of the military in support of civil authority in all hazards. Military units tasked to support civil authority during domestic disasters provide effective disaster response capabilities to limit loss of life, mitigate suffering, and curtail further significant property damage. This chapter will address the commonality of planning deployment, execution and redeployment of forces in support of wildland fires, wind storms, earthquakes, floods, hurricanes, tsunamis, earthquakes, tornadoes, winter storms, CBRN incidents and national special security events (NSSEs).

### 2. Wildland Fires.

- a. Introduction. A wildland fire is an uncontrolled fire occurring in an area with little development except for roads, railroads, power lines, and transportation facilities; structures, if any, are widely scattered.
- b. Wildland firefighting response authorities. There are several types of authorities governing wildland fire responses. These include IRA, mutual aid agreements, Presidential directive or SecDef mission assignment, and state or federal response.
- c. State response. The state will use all its assets and execute MOUs with other states before requesting any federal military assistance.
- d. Federal response.
  - (1) FEMA. FEMA is not responsible for fire suppression. However, during a major fire event, FEMA may request DOD support for non-fire disaster-related issues.
  - (2) NIFC. The NIFC, located in Boise, Idaho, is the nation's support center for wildland firefighting. An interagency agreement among DOD, USDA, and Department of the Interior (2005) provides guidelines, terms, and conditions for this support.
  - (3) Support and equipment. DOD, when requested, provides military resources to support ground and aerial fire suppression efforts. The USAF and ANG operate C-130 aircraft equipped with aerial suppression systems, owned by the US Forest Service (USFS), called modular airborne fire fighting system (MAFFS).

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Note: Fire zones are temporary restricted airspaces established by civil authorities in coordination with the FAA to control the flow of aircraft traffic into and out of wildland firefighting operating areas.

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- e. Ground suppression units. NIFC may request DOD personnel to act as ground firefighting hand crews when a wildland fire exceeds local, state, and regional capabilities.
- f. Firefighting standard ground support request.
  - (1) DOD resources for ground firefighting are normally requested to form 25 crews of 20 people, plus their C2 elements, for a total of approximately 550 personnel.

- (2) Unlike other DSCA operations, deployed personnel in wildland firefighting missions are authorized to take direction from the IC. As always, such tasking cannot conflict with DOD policies and priorities.
- g. Incident management team (IMT). For ground operations, the DCO will facilitate integration of assigned personnel into the incident using the IMT concept. The IMT is a temporary organization established to coordinate set-up of facilities and orientation training of the military TOC staff to enable oversight of wildland fire operations.
- h. NIFC organization. The positions listed in the following paragraphs are specific to NIFC and will integrate with the military.
- (1) Battalion military liaison (BNML). The BNML is attached to the battalion tasked with wildland fire suppression and interfaces with the battalion commander and training coordinator.
  - (2) BNML-deputy. The BNML-deputy is responsible to the BNML throughout the assignment and will assume duties and responsibilities of the BNML in his or her absence.
  - (3) Strike team leader/military. The strike team leader/military acts as an advisory leader to provide guidance to a company, battery, or troop commander.
  - (4) Military crew advisor. Military crew advisors are assigned to the battalion to act as instructors or advisors during classroom and field training. They provide advice and guidance through officers and NCOs, and are safety supervisors for the duration of the military tour.
- i. NIFC services. NIFC and DOD have developed a process for training and outfitting military personnel for wildland firefighting operations. The following equipment and services will be provided by NIFC through the BNML (states may or may not provide these):
- (1) Boots for firefighting missions. Personnel assigned to wildland fires must wear a minimum of 8-inch high, lace-type exterior, leather work boots with Vibram-type, melt resistant soles. The standard military boot may not meet the requirement.
  - (2) Separate catering services. Meals (Class I) are provided upon arrival at the incident through return to the home station.
  - (3) Separate showering and shaving facilities. The ratio is one wash basin and mirror for each seven military personnel.
  - (4) Laundry service.
  - (5) Daily mail pickup. A US Postal Service mail address is provided for correspondence with unit personnel.
  - (6) Ground transportation from the closest APOD/SPOD to the incident and return to closest APOE/SPOE upon completion of the mission. Military leaders may choose to provide ground transportation if the incident is near the battalion's home installation.
  - (7) Separate camp site established near the incident base camp with acres of camp area for each battalion.
  - (8) Tools and equipment and procedures for daily maintenance.



- (9) Transportation from camp to the incident and return, for the duration of the assignment.
  - (10) Vehicle for military and civilian C2 use.
  - (11) Fuel for military vehicles; procedures for obtaining fuel to be established with the IC staff.
  - (12) Maps.
  - (13) POL.
  - (14) Command/tactical radio kits (80 programmable radios per battalion).
  - (15) Cellular telephones (provided on a case-by-case basis).
- j. Planning. Military personnel deployed under USNORTHCOM should take time to read the NIFC Military Use Handbook which can be found at:  
[http://www.nifc.gov/nicc/predictive/intelligence/military/Military\\_Use\\_Handbook\\_2006\\_2.pdf](http://www.nifc.gov/nicc/predictive/intelligence/military/Military_Use_Handbook_2006_2.pdf).
- (1) Assessment and preparation phase.
    - (a) Become familiar with the ICS organizational structure and understand dual C2 organizations.
    - (b) There will be a military and an ICS (civilian) dual C2 organizational structure. The IC directs military crews following the military chain of command. The IMT provides specific work assignments and on-the-line guidance.
    - (c) Review the incident action plan. The incident action plan is a tactical plan and each IMT member has specific implementation responsibilities.
    - (d) Obtain and issue copies of the Fireline Handbook. This handbook may be obtained at: [www.nwccg.gov/pms/pubs/410-1/410-1.pdf](http://www.nwccg.gov/pms/pubs/410-1/410-1.pdf).
    - (e) Plan for fire pre-deployment training.
    - (f) Coordinate with assigned BNML to provide training facilities and equipment.
    - (g) Work with the BNML on crew requirements.
    - (h) Coordinate with the BNML for postal address of incident location.
    - (i) Coordinate with the BNML for POCs for weather, road conditions, and other local information sources important to the command.
    - (j) Coordinate with the BNML to acquire relevant maps and/or satellite imagery.
    - (k) Prior to deployment, determine needed logistical support items and coordinate with the BNML.
    - (l) Work with the BNML to establish issue records concerning civilian equipment issued by NIFC or the state requiring support.
    - (m) Determine locations of nearest civilian or federal hospitals and evacuation procedures used by the IC if DOD personnel are injured and need to be evacuated.
    - (n) Maintain contact with the IC LNO.

- (o) Expect coordination with the IC staff, at the earliest opportunity, regarding sustainment requirements.
  - (p) Determine boot sizes for battalion personnel and forward a list to DCO with an alpha roster of deploying personnel.
- (2) Deployment phase. Each activated battalion should deploy with a public affairs detachment.
- (3) Support of civil authorities phase.
  - (a) Carry plenty of water. This is critical because units cannot rely on local water supplies. Personnel should use established potable water supplies not at a wash or shower facility.
  - (b) Be prepared for reassignment within or to other geographic areas.
  - (c) Advise subordinates that camp conditions may be very austere.
  - (d) Coordinate with BNML on camp security issues and rules for the camp.
  - (e) Develop an IPE/PPE and tools issuing and exchange policy with IC staff.
  - (f) Establish a communication plan. Communications requirements for all military C2 will be handled by the military.
  - (g) All public affairs activities will be in accordance with fire management agency and DOD directives, unless specifically stated otherwise.
  - (h) The NIFC Office of External Affairs staff, through the National Fire Information Center at NIFC, will coordinate and disseminate national interagency fire and incident information.
- (4) Redeployment/demobilization phase.
  - (a) Deactivation procedures will be accomplished through normal channels. The National Interagency Coordination Center, located at NIFC, will give the battalion a lead time of 72 hours prior to the release of military firefighters.
  - (b) All tools, IPE/PPE, and other issued firefighting equipment, except boots, must be collected at the incident site prior to deactivation.
  - (c) All receipts and vouchers must be turned in to the DCO/JFHQ upon return to home station. This is a time-sensitive issue and critical for reimbursement to DOD.
- (5) Additional Information. For additional information once deployment notification is received, contact the Military Liaison Officer at the National Interagency Coordination Center, located at NIFC, Boise, Idaho at (208) 387-5815.

### **3. Wind Storms (Tropical Cyclones, Hurricanes, Typhoons, and Tornadoes).**

#### **a. Introduction.**

- (1) Tropical cyclone is the generic term for a low pressure system generally forming in the tropics. Tropical cyclones are referred to as hurricanes in the northern hemisphere east of the International Dateline and west of the Greenwich Meridian, and as typhoons in the Pacific north of the equator and west of the International Dateline. Tropical cyclones are accompanied by thunderstorms and, in the northern hemisphere, a counterclockwise circulation of winds near the

earth's surface. Tornado refers to the vortex of wind, not the associated condensation cloud.

(2) The main hazards associated with hurricanes are storm surges, high winds, heavy rain, flooding, and tornadoes. The intensity of a hurricane (indicated by an Enhanced Fujita scale assessment) is an indicator of its damage potential.

(3) Tornadoes. Tornadoes can form any time of year, but many occur in the spring. A strong tornado can destroy buildings and create a damage path as much as a mile wide. Wind speeds can top 300 miles per hour.

(4) A storm surge is a large dome of water, 50 to 100 miles wide, which sweeps across the coastline near where a hurricane makes landfall.

(5) Hurricane winds not only damage structures, but the barrage of debris they carry can be dangerous. Damaging winds begin well before the hurricane eye makes landfall.

b. Some secondary effects of wind and water destruction are electrical power outages, disruption of utilities, water supply contamination, dam failure, fires and chemical spills. Flood waters caused by a storm surge will likely contain hazardous waste. Other effects include personal injury, heart attacks, and death.

c. Displacement. A major hurricane or tornado could cause the relocation of residents, resulting in the need for shelter, food and water. Evacuation plans should be implemented well in advance of hurricane landfall.

d. Casualties.

(1) The number and severity of casualties may vary significantly depending on the degree of advance notice and success level of evacuation operations. Most fatalities will occur during the storm as a result of flying debris and rain induced flooding.

(2) Widespread interruptions of electrical and water distribution systems and damage to critical public sanitation infrastructure (such as potable water and sewage pumping stations, other distribution systems, and treatment facilities), will create the potential for serious public health problems.

(3) At a minimum, personnel should be issued steel-toed or shank footwear, safety goggles, and leather gloves. In addition, personnel should wear helmets or hard hats and carry potable water.

e. Hurricane and tornado missions. The commander may receive MAs to provide the following resources in support of civil authorities for a hurricane or tornado response.

(1) Debris clearance (the most frequently requested support).

(2) Transportation of first responders, evacuees, injured, medically fragile, or special needs populations.

(3) Health care providers.

(4) Air assets for SAR, personnel transport/recovery, patient evacuation, logistics transport, or aerial structural damage assessment.

- (5) Logistical support such as bedding, food, water, generators, and medical supplies.
  - (6) Temporary shelter/staging base.
  - (7) Key infrastructure assessment (USACE).
  - (8) Heavy equipment and operators.
  - (9) Shoring and structural reinforcement.
  - (10) FSRT to support DMORTs.
  - (11) Security and enforcing the law IAW the PCA.
  - (12) SAR.
- f. Planning Factors.
- (1) Assessment and preparation phase.
    - (a) Alert commander and staff of potential hurricane landfall and begin mission analysis.
    - (b) Plan for organic logistics, administration, and medical support.. A hurricane in a metropolitan area may overwhelm civilian facilities. Facilities may sustain major structural damage.
    - (c) Plan for extensive response supply transport and delivery missions. Equipment, such as forklifts and flat bed trailers, can be critical to the success of the mission.
    - (d) Plan how to provide potable water at the site. Plan to transport large quantities of water through any means available (for example, a water buffalo or bottled water from FEMA). Major hurricanes can damage the utility infrastructure and disrupt the water supply.
    - (e) Plan to deploy with hand tools for breaking up building materials.
    - (f) Plan for transport to unaffected areas if the mission assignment directs evacuee transport. Plans should include—
      - Cargo straps and safety restraints.
      - Medical personnel available or embedded to assist with evacuee transport.
      - Location of central evacuation point.
      - Availability of shelter.
    - (g) Plan to provide support for local transportation to the APOE/SPOE. DOD mass evacuations will normally be led by USTRANSCOM.
    - (h) Plan for aerial evacuation following a pre-landfall declaration of emergency. Patients requiring aerial evacuation may also require critical care support.
    - (i) Develop strategy, in coordination with DCO/JFC or JFHQ, to address requests from NGOs requiring external support (i.e., transportation or security) to distribute supplies.
    - (j) Plan for power generation equipment to be a high-demand, critical asset.

- (k) Ensure personnel are appropriately equipped for flood relief operations. Major flooding may accompany a large hurricane.
- (2) Deployment phase. Review the general planning factors in chapter V.
- (3) Support of civil authorities phase.
  - (a) Personnel may be tasked with supporting an urban, maritime, or land SAR team. SAR operations, especially urban, require special training and certification. Ensure personnel are properly trained prior to executing SAR tasks. Do not allow untrained personnel to enter a collapsed structure without trained and certified personnel leading the effort. Failure to do so may lead to injury or death.
  - (b) Be prepared to provide key infrastructure assessment support for bridge/overpass inspections (engineer units).
  - (c) Units may be tasked to conduct bridging operations to replace critical infrastructure (engineer bridge units).
  - (d) Plan to assist local officials in inspecting buildings for structural integrity and completing damage survey reports (USACE).
  - (e) Plan for treatment capabilities to be limited by major structural damage to hospitals, a shortage of medical transport vehicles, a shortage of trained medical personnel, and a shortage of medical and blood supplies.
- (4) Redeployment/demobilization phase. Follow proper equipment maintenance procedures for equipment used in the vicinity of salt water.
- g. More Information Resources:
  - (1) Department of Commerce, National Oceanic and Atmospheric Administration, National Hurricane Operations Plan (FCM-P12-2010), dated May 2010.
  - (2) The FEMA web site has general information on natural disasters, including hurricanes and tornadoes, their formation, resulting damage, and preparedness activities: <http://www.fema.gov/hazard/hurricane/index.shtm>.
  - (3) Centers for Disease Control and Prevention (CDC) web site has updated information on hurricanes and other natural disasters: <http://emergency.cdc.gov/disasters/hurricanes/>.
  - (4) National Oceanic and Atmospheric Administration (NOAA) is a federal agency focused on the condition of the oceans and the atmosphere: <http://www.noaa.gov/>.

#### **4. Earthquakes.**

- a. Introduction. An earthquake is movement, generally sudden, along a geologic fault resulting in release of accumulated strain within or along the edge of one or more of the earth's tectonic plates. Earthquakes have potential to cause massive damage and extensive casualties within a few seconds.
- b. Earthquakes are measured primarily using two scales. The Mercalli (modified) and Richter Scales are compared in table 13.

<b>Table 13. Mercalli (modified) and Richter Scales</b>			
<b>Modified Mercalli Scale</b>		<b>Level of Damage</b>	<b>Richter Scale</b>
I-IV	Instrumental to Moderate	No damage.	<= 4.3
V	Rather Strong	Damage is negligible. Small, unstable objects are displaced or upset. Some dishes and glassware are broken.	4.4-4.8
VI	Strong	Damage is slight. Windows, dishes, and glassware are broken. Furniture is moved or overturned. Weak plaster and masonry are cracked.	4.9-5.4
VII	Very Strong	Damage is slight to moderate in well-built structures; but is considerable in poorly-built structures. Furniture and weak chimneys are broken. Masonry is damaged. Loose bricks, tiles, plaster, and stones fall.	5.5-6.1
VIII	Destructive	Structure damage is considerable; particularly to poorly built structures. Chimneys, monuments, towers, elevated tanks may fail. Frame houses are moved. Trees are damaged. Cracks develop in wet ground and steep slopes.	6.2-6.5
IX	Ruinous	Structural damage is severe; some structures will collapse. There is general damage to foundations and serious damage to reservoirs. Underground pipes are broken. There are conspicuous cracks in the ground; liquefaction.	6.6-6.9
X	Disastrous	Most masonry and frame structures/foundations are destroyed. Some well-built wooden structures and bridges are destroyed. There is serious damage to dams, dikes, and embankments. Sand and mud shifts on beaches and flat land.	7.0-7.3
XI	Very Disastrous	Few or no masonry structures remain standing. Bridges are destroyed. Broad fissures form in the ground. Underground pipelines are out of service. Rails are bent. There are widespread earth slumps and landslides.	7.4-8.1
XII	Catastrophic	Damage is nearly total. Large rock masses are displaced. Lines of sight and level are distorted.	>8.1

c. Aftershocks. Large earthquakes will normally be followed by possibly hundreds of aftershocks. Some aftershocks can be quite large and cause already weakened structures to collapse or suffer further damage.

d. Tsunamis. A tsunami is a sea wave caused by an underwater earthquake, landslide, or volcanic eruption displacing ocean water. Earthquake-induced tsunamis are likely to advance on shore at great speeds, resulting in drowning deaths and severe damage to or destruction of inundated structures. Since Tsunamis are also flood related, see paragraph 5 in this chapter.

e. Secondary Hazards may include the following:

- (1) Fires.
- (2) Transportation infrastructure and utility impacts.
- (3) Water contamination and service disruption.

- (4) Electrical power interruptions.
  - (5) Gas leaks and service interruptions.
  - (6) Interruption and overload of public telephone systems, including wireless systems.
  - (7) Collapsed buildings.
  - (8) Dam/reservoir failure.
  - (9) Hazardous materials spills.
- f. Effects on the civilian population may include displacement and casualties.
- g. At a minimum, rescue personnel should be issued steel toed/shank footwear, safety goggles, and leather gloves. In addition, personnel should wear helmets or hard hats and carry potable water.
- h. Earthquake missions. Regardless of preparation by the local government, a major earthquake will quickly overwhelm its ability to respond. The commander who has been tasked to support civil authorities may receive the following resource requests:
- (1) Transportation of first responders, evacuees, displaced personnel, injured, medically fragile, or special needs populations.
  - (2) Health care providers.
  - (3) Air assets for SAR, personnel transport/recovery, patient evacuation, logistics transport, aerial structural damage assessment, or mobile nuclear air sampling radioactive particulate collection.
  - (4) Logistical support such as bedding, food, water, generators, and medical supplies.
  - (5) Temporary shelter/staging base.
  - (6) Key infrastructure assessment (USACE).
  - (7) Heavy equipment and operators.
  - (8) Shoring and debris clearing.
  - (9) FSRT personnel to support DMORTs.
- i. Planning factors.
- (1) Assessment and preparation phase.
    - (a) Plan for extensive response supply transport and delivery missions. Paramount is identification of access routes from secure staging areas or entry points to critical sites within the damaged area. Earth and debris moving equipment such as forklifts, bulldozers, dump trucks, or flat-bed trailers, will be critical to the success of the mission.
    - (b) Plan how to provide potable water at the site. Major earthquakes can damage the utility infrastructure and disrupt the water supply. If the mission assignment directs evacuee transport, plan for transport to unaffected areas. Plans should include the following:
      - Cargo straps and safety restraints are available.

- Medical personnel are available or embedded to assist with evacuee transport.
  - The location of a central evacuation point is known.
  - Shelter is available.
- (c) DOD mass evacuation will normally be led by USTRANSCOM, however, there may be a request for units to support local transport to the APOD/SPOD.
- (d) Plan to deploy with hand tools for breaking up building materials (e.g., sledge hammers, shovels, and picks).
- (e) Develop a strategy in coordination with DCO/JFC or JFHQ to address requests from NGOs for transportation, security, and distribution of supplies.
- (f) Power generation equipment will be a high demand critical asset. Plan for Class III requirements for these assets (package and bulk).
- (2) Deployment phase. Review general planning factors in chapter V.
- (3) Support of civil authorities phase.
- (a) Personnel may be tasked to support an urban SAR team. Urban SAR requires special training/certification. Ensure personnel are properly trained prior to executing their tasks.
- (b) Do not allow untrained personnel to enter a collapsed structure without trained and certified personnel leading the effort. Failure to do so may lead to injury or death.
- (c) Be prepared to provide key infrastructure assessment support for bridge/overpass inspections (engineer units).
- (d) If applicable, units may be tasked with conducting bridging operations to replace critical infrastructure (engineer bridge units).
- (e) Plan to assist local officials in inspecting buildings for structural integrity and completing damage survey reports (USACE).
- (f) Plan for treatment capabilities to be limited by major structural damage to hospitals, and a shortage of medical transport vehicles, trained medical personnel, and medical and blood supplies.
- (g) Watch for crushing injuries which may not be immediately life-threatening but can lead to internal bleeding, gangrene, and death.
- (4) Redeployment/demobilization phase. Follow proper equipment maintenance procedures for operation in the vicinity of salt water.
- j. More information is available from the following sources:
- (1) USNORTHCOM Earthquake Response CONOP.
- (2) The city and county of San Francisco's Earthquake Response Plan  
[http://www.sfgov.org/site/uploadedfiles/oes/EQ\\_plan\\_ADM\\_921\\_comment%20copy5.pdf](http://www.sfgov.org/site/uploadedfiles/oes/EQ_plan_ADM_921_comment%20copy5.pdf).
- (3) The Central United States Earthquake Consortium's web site  
<http://www.cusec.org/> (information concerning the New Madrid fault).



(4) Other government links to earthquake information:

- The CDC web site: <http://www.bt.cdc.gov/disasters/earthquakes/>.
- <http://earthquake.usgs.gov/pager/>.
- <http://pubs.usgs.gov/fs/2006/3125>.
- <http://geology.cr.usgs.gov/pub/fact-sheets/fs-0006-01/>.
- <http://earthquake.usgs.gov/hazards/prepare.html>.
- <http://pubs.usgs.gov/of/2008/1150/>.

(5) In addition, each state has an emergency operations plan which can be accessed via the internet.

## **5. Floods.**

a. Introduction.

(1) Each year, more deaths are caused by flooding than any other natural hazard. Most of these deaths occur when people drive into flooded highway dips in low drainage areas.

(2) All floods are not alike. Some floods develop slowly, over a period of days. Flash floods develop quickly, sometimes in just a few minutes and without any visible signs of rain in the immediate area.

b. Flood terminology.

(1) A flood watch is issued when high flow or overflow of water from a river is possible within a given time period. It can also apply to heavy runoff or drainage of water into low-lying areas. These watches are generally issued for flooding expected to occur at least six hours after heavy rains have ended.

(2) A flood warning is issued when flooding is actually occurring or is imminent in the warning area.

(3) A flash flood watch is issued when flash flooding is possible in or close to the watch area. Flash flood watches are generally issued for flooding expected to occur within six hours after heavy rains have ended.

(4) A flash flood warning is issued when flash flooding is actually occurring or is imminent in the warning area. It can be issued as a result of torrential rains, dam failure, or ice jam.

(5) A coastal flood watch is issued when the possibility exists for the inundation of land areas along the coast within the next 12 to 36 hours.

(6) A coastal flood warning is issued when land areas along the coast are expected to become, or have become, inundated by sea water above the typical tide action.

c. Types of floods. Floods are generally grouped into the following types: riverine flooding, urban drainage, ground failures, fluctuating lake level, coastal flooding and erosion, surface runoff, overbank flooding of rivers and streams, flash flood, dam and levee failure, ice jam flooding.

d. Effects on the civilian population may include displacement and casualties.

e. Flood missions. Flood missions may require military-specific skills and equipment and include the following:

- (1) Assessing damage to roads, bridges, structures, and utilities.
- (2) Supporting SAR operations with personnel and equipment.
- (3) Conducting topographic surveys for the extent of flood damage.
- (4) Overprinting maps to depict damage, water levels, key facilities, SAR activities, etc.
- (5) Opening roadways for emergency and medical traffic.
- (6) Constructing temporary bridges.
- (7) Clearing debris and mud.
- (8) Restoring critical facilities, services, and utilities.
- (9) Demolishing unsafe structures.
- (10) Providing emergency power and/or restoring power to critical facilities.
- (11) Providing expedient repair of critical distribution systems.
- (12) Providing law enforcement in security operations.
- (13) Supporting evacuation of seriously ill or injured patients to locations where hospital care or outpatient services are available.
- (14) Moving animal carcasses for burning or burial when all other private and public resources have been exhausted, and providing heavy equipment for burial sites.
- (15) Assisting with transportation of equipment, response personnel, and affected animals.
- (16) Assisting in disposal of diseased animals based upon guidance from USDA.
- (17) Assisting with cleaning/disinfecting of vehicles, equipment, and facilities.
- (18) Assisting in set-up of temporary staging areas (indoor and outdoor) and temporary storage areas.
- (19) Assisting in constructing temporary shelter for disaster responders; displaced, affected civilians; and emergency services personnel.
- (20) Assisting in constructing temporary sites in proximity to the disaster site for medical support or evacuation transfer, communications node set-up/operation, electrical power generation, and logistical support operations.
- (21) Supporting points of distribution for food, water, and medical supplies.

f. Safety considerations.

- (1) Physical Injury.  
Floodwaters obscure ground conditions which can cause loss of footing and/or falls.
- (2) Exposure to Floodwater.
  - (a) Avoid unnecessary contact with any floodwater.
  - (b) Assume floodwater is not safe unless authorities have specifically declared it safe.

- (c) Wash hands at every opportunity.
  - (d) Before entering floodwaters, put on plastic or rubber gloves, boots, and other protective clothing.
  - (e) Double gloving with a waterproof glove under a heavy work glove is the best way to protect the hands from cuts and scrapes, and floodwater exposure. Boots and rain gear can be used to prevent lower body skin exposure.
  - (f) Avoid working alone, and wear a USCG-approved life jacket or buoyant work vest when entering flood waters or working over or near flood waters.
- (3) Unstable structures. Personnel should not work around any damaged structure until it has been certified as safe by an engineer or architect.
- (4) Downed Power Lines. Only trained electricians and utility workers should approach or handle electrical lines. All other response workers should avoid going near downed lines and should treat them as if they are energized.
- (5) Hazardous materials.
- Floodwaters frequently contain contamination, e.g., sewage.
- (6) Heat and cold stress.
- (a) In a hot environment, personnel should take the following precautions:
    - Start physical exertion slowly and gradually increase intensity and duration. Full heat acclimatization takes 7-14 days of physical exertion in the heat.
    - Drink enough water to replace sweat loss. If urine becomes dark yellow and infrequent, drink more fluid.
    - Use work-rest cycles and, when possible, work during the cooler hours of the day.
    - Seek medical attention for heat cramps, exhaustion, or stroke.
    - Use sunscreen.
  - (b) In a cold environment, personnel should take these precautions:
    - Remember C-O-L-D: keep clothing Clean, avoid Overheating, wear clothing loose and in Layers, and keep clothing Dry.
    - Standing or working in water cooler than 75° F will remove body heat faster than it can be replaced and can result in hypothermia. Take frequent breaks out of the water.
    - Change socks frequently to keep feet dry.
    - Use the buddy system to check for signs of cold injury.
    - Seek medical help for loss of sensitivity in any body part, mental slowness, or uncontrollable shivering.
- (7) Insects. Wear and use appropriate insect repellent.
- (8) Displaced Animals. Wild and domesticated animals will seek shelter in unusual places to avoid cold, wet, or windy weather. Do not handle displaced animals. If available, contact animal control specialists for help.

g. Dealing with human remains.

In disasters, there is the possibility of coming in contact with people who have died. Leave their remains in place and notify mortuary affairs or the chain of command. If units work directly with remains—

- (a) Treat casualties with respect at all times.
- (b) Wear latex or similar gloves with a cut-proof inner glove.
- (c) Use screens and barriers to restrict the view of casualties.
- (d) Talk with a chaplain or mental health provider if Service members are affected emotionally by working with human remains.

h. Planning factors.

(1) Assessment and preparation phase:

- (a) Alert commander and staff of potential flood and begin mission analysis.
- (b) Determine and assist in coordinating any special training required by local authorities prior to beginning the mission.
- (c) If the mission assignment directs evacuee transport, plan for transport to unaffected areas. Plans should include ensuring:
  - Cargo straps and safety restraints are available.
  - Medical personnel are available or embedded to assist with evacuee transport.
  - Location of central evacuation point is known.
  - Shelter is available.
- (d) A DOD mass evacuation is normally led by USTRANSCOM, however, there may be a request to support local transport to the APOD/SPOD.
- (e) Plan to deploy with hand tools (sledge hammers, shovels, and picks) for breaking up building materials.

(2) Deployment phase. Review general planning factors in chapter V.

(3) Support of civil authorities phase.

- (a) Be prepared to provide key infrastructure assessment support for bridge/overpass inspections.
- (b) If applicable, units may be tasked to conduct bridging operations to replace critical infrastructure.

(4) Redeployment/demobilization phase. Follow proper equipment maintenance procedures for equipment used in the vicinity of salt water.

i. More information sources:

- (1) The FEMA web site has general information on floods, their formation, and resulting damage at <http://www.fema.gov/hazard/hurricane/index.shtm>.
- (2) The CDC web site has updated information on floods and other natural disasters. It is located at <http://emergency.cdc.gov/disasters/hurricanes/>.
- (3) The US Army Combat Readiness/Safety Center contains general information on safety and is located at <https://safety.army.mil/>.

(4) LNOs assigned to the state EOC may coordinate with the state's Department of Natural Resources to access information about flood stages and saturation points/levels.

## **6. Winter Storms.**

### **a. Introduction.**

(1) Though generally a predictable natural hazard, winter storms can be extremely dangerous.

(2) Military support in response to winter storms usually comes from the local NG at the direction of the affected state's governor (either in State Active Duty or Title 32, U.S.C.). Title 10, U.S.C., support is rarely required and normally is used only in response to a MOU between a federal installation and the local civilian leadership.

**b. The anatomy of a winter storm.** Snow, sleet, freezing rain, and ice are the elements which constitute hazardous winter precipitation.

**c. Related effects.** Related effects of winter storms may include flooding, downed power lines and disrupted services, broken or burst water lines, burst or ruptured pipelines and tanks containing hazardous materials, debris from fallen trees and limbs, and restricted mobility.

### **d. Body heat related issues.**

#### **(1) Extreme cold.**

(a) Tightly woven, wind-resistant outer clothing combats cold temperatures and reduces loss of body heat caused by wind. Wool, silk, or polypropylene inner layers of clothing hold more body heat than cotton.

(b) Wet clothing chills the body rapidly. Remove extra layers of clothing as excess perspiration will increase heat loss.

(c) Do not ignore shivering. It is an important first sign the body is losing heat. Go indoors or seek a heat source.

(d) Avoid getting gasoline or alcohol on the skin while de-icing or fueling a vehicle. These materials in contact with the skin greatly increase heat loss from the body.

#### **(2) Hypothermia.**

(a) Hypothermia is an abnormally low body temperature resulting from prolonged exposure to cold using up the body's stored energy. A low body temperature affects the brain, leaving the victim unable to think clearly or move well. Symptoms may include slurred speech and lack of coordination. This makes hypothermia particularly dangerous because the victim may not know what is happening and will not be able to take appropriate action.

(b) Hypothermia is likely at very cold temperatures, but it can occur even at cool temperatures (above 40°F). Ensure a medical plan is implemented addressing cold weather concerns.

(c) Hypothermia is a medical emergency.

(3) Frostbite.

(a) Frostbite is the freezing of the skin and/or the bodily tissues under the skin. The initial stages of frostbite are sometimes called frost nip.

(b) Do not massage the frostbitten area or rub with snow as this can cause more damage. Do not use a heating pad, heat lamp, or the heat of a stove, fireplace, or radiator for warming. Affected areas are numb and can be easily burned.

(c) Frostbite should be evaluated by a health-care provider.

(d) Table 14 shows the amount of time it takes before frostbite occurs at various temperatures and wind chills.

Table 14. Wind Chill Factor									
Frost Bite Time:					30 min.	10 min.	5 min.		
Wind Speed (mph)	Actual Air Temperature °F								
	40°	30°	20°	10°	0°	-10°	-20°	-30°	-40°
10	34	21	9	-4	-16	-28	-41	-53	-66
20	30	17	4	-9	-22	-35	-48	-61	-74
30	28	15	1	-12	-26	-39	-53	-67	-80
40	27	13	-1	-15	-29	-43	-57	-71	-84
50	26	12	-3	-17	-31	-45	-60	-74	-88
60	25	10	-4	-19	-33	-48	-62	-76	-91

(4) Vehicular operations in wintry conditions can be extremely dangerous. Conducting winter weather driver training prior to deployment is ideal.

(5) Exertion. Cold weather puts an extra strain on the heart. Those with heart disease or high blood pressure should follow their doctor's advice about shoveling snow or performing other hard work in the cold. Heavy outdoor chores require warm clothing and working at a slow pace, as the body is working hard just to stay warm.

(6) Ice. Use of rock salt or another chemical de-icing compound helps to keep steps and walkways free of ice. Sand may also be used on walkways to reduce the risk of slipping.

(7) Carbon monoxide poisoning.

(a) Carbon monoxide is an odorless, colorless gas causing sudden illness and death, if inhaled. During power outages, the use of alternative sources of fuel for heating or cooking can cause carbon monoxide to build up in a home, garage, or camper, and to poison the people and animals inside.

(b) One of the most dangerous wintertime sources of carbon monoxide is car exhaust fumes. If stranded in a vehicle, while keeping the engine on to operate the heater, ensure the exhaust pipe is clear. If the pipe is clogged with snow or other substances, exhaust fumes can back up into the car.

- (c) Military personnel should recognize the signs of carbon monoxide poisoning. These include headache, mental confusion, and extreme tiredness. Victims should be moved into fresh air and receive immediate medical attention.
- (8) Electrocution.
  - (a) Snow or ice accumulation on utility poles, power lines, and trees can cause live electrical lines to fall. Once lines are down, electricity can be transferred by wet snow to create a very large danger area. It is extremely difficult to determine which areas are dangerous and which are not, so assume all are dangerous.
  - (b) Always assume power lines are live.
- (9) Physical Injury. Winter storms can lead to collapse of buildings, trees, and utility poles. Moving debris can cause cuts, scrapes, bruises, and sprains especially to the hands, back, knees, and shoulders.
- (10) Unstable Structures. Winter storms can damage walkways, parking lots, roads, and buildings. Collapsing roofs is one of the biggest dangers. Leave at once if shifting or noise signals a possible collapse.
- (11) Displaced Animals. Wild and domesticated animals will seek shelter in unusual places to avoid cold, wet, or windy weather. Do not handle displaced animals. Contact animal control specialists for help.
- e. Effects on the Civilian Population.
  - (1) Displacement. There may be some stranded travelers or civilians needing evacuation due to a roof collapse or lack of power. Shelter and sustenance requirements will be addressed by civil authorities. The military's most likely involvement will be providing transportation.
  - (2) Casualties.
    - (a) Most casualties will be a result of exposure to the elements when people are stranded in a vehicle or in a home lacking heat. Other casualties will result from exertion or carbon monoxide poisoning. In all cases, military personnel should treat casualties with basic first aid and request civil authority assistance as soon as possible.
    - (b) Do not underestimate the dangers of winter weather conditions and always prepare for the worst contingency. If away from shelter, even for a short time, military personnel should have access to cold- and wet-weather gear, and communications equipment.
- f. Winter Storm Missions. Winter storms may require military support with specific skills and equipment to include the following:
  - (1) Transporting essential civilians (e.g., medical personnel) and civilians in danger, using military vehicles better equipped for mobility.
  - (2) Assessing damage to roads, bridges, structures, and utilities.
  - (3) Supporting SAR operations.
  - (4) Overprinting maps to depict damage, key facilities, SAR activities, etc.

- (5) Opening roadways for emergency and medical traffic through snow removal and debris clearance, in coordination with local authorities.
  - (6) Providing emergency power and/or restoring power to critical facilities.
  - (7) Enforcing the law in accordance with the PCA.
  - (8) Evacuating seriously ill or injured patients to locations where hospital care or outpatient services are available.
  - (9) Distributing food, water, and medical supplies.
  - (10) Assisting in feeding snowbound livestock.
- g. Planning Factors.
- (1) Assessment and preparation phase.
    - (a) Alert the commander and staff of a potential winter storm and begin mission analysis.
    - (b) Begin tracking the projected weather conditions in the affected area (to include deployment drive-through areas) to cover the time the military will be operating there.
    - (c) Obtain the status of lines of communication, major roads, railroads, waterways, ports, and airports in the area from the affected state's Department of Transportation web site or by telephone.
    - (d) Collect and analyze information to provide the commander with an assessment regarding the potential request for resources, the magnitude of any potential request, and the military's ability to meet any anticipated needs by civilian authorities.
    - (e) Ensure units have appropriate snow removal tools and equipment.
    - (f) Power generation equipment will be high-demand, critical assets. Plan for Class III requirements for these assets (package and bulk).

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Note: Military personnel are not permitted to connect military generators to the civilian infrastructure. A certified civilian electrician must be available to connect the power. Care must be taken to ensure power lines are not re-energized by connecting the infrastructure to generators.

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- (2) Deployment Phase.
  - (a) Ensure the medical plan includes guidance on cold weather IPE/PPE, injury prevention and medical treatment.
  - (b) When requested, conduct door-to-door surveys of the local population to identify civilians in need of rescue or supplies. Pay particular attention to people without power or heat, with medical condition complications, and/or the elderly. Military responders may be asked to transport identified people to relief/shelter areas, identify areas requiring assistance to civilian authorities, or provide supplies.
  - (c) When requested, provide road and building clearing assistance. Military responders do not generally provide debris removal. That function is usually contracted privately. USACE, as a civilian organization, does provide debris removal.



- (d) Plan to assist local officials in inspecting buildings for structural integrity and completing damage survey reports.
  - (e) Plan for treatment capabilities to be limited by a shortage of medical transport vehicles, trained medical personnel, and medical and blood supplies.
- (3) Support of civil authorities phase. Review general planning factors in chapter V.
- (4) Redeployment Phase. Follow proper equipment maintenance procedures for equipment used in the vicinity of salt water. Salt and other chemicals are frequently used in treating snow-covered and icy roads.
- h. For more information, visit the following web sites:
  - (1) FEMA: <http://www.fema.gov/hazard/winter/index.shtm>.
  - (2) CDC: <http://emergency.cdc.gov/disasters/winter/>.
  - (3) NOAA: <http://www.noaa.gov/>.
  - (4) ARC: <http://www.redcross.org> (type in “winter storms” in the search box in upper right).

## **7. CBRN Incidents.**

- a. A CBRN incident is any occurrence, resulting from the use of chemical, biological, radiological, and nuclear weapon or device or the emergence of secondary hazards arising from counterforce targeting; or the release of toxic industrial material into the environment, involving the emergence of chemical, biological, radiological, or nuclear hazards. CBRN threats and hazards include chemical, biological, radiological, and nuclear materials which could cause an adverse affect on the environment through their intentional or unintentional release, dissemination, or impact. CBRN threats include intentional employment of or intent to employ weapons or improvised devices to produce CBRN hazards. Other CBRN hazards may include accidental or intentional release of toxic industrial materials (TIM) such as toxic industrial chemical (TIC), toxic industrial biological (TIB), or toxic industrial radiological (TIR) material into the surrounding environment. For more information on CBRN threats and hazards, see FM 3-11/MCWP 3-37.1/NWP 3-11/AFTTP 3-2.42, *Multi-Service Doctrine for Chemical, Biological, Radiological, and Nuclear Operations*.
- b. CBRN environments present unique challenges when providing DSCA due to safety rules and regulations required when operating in the domestic environment. Military personnel designated as CBRN responders must be trained and certified to operate safely at appropriate levels, according to 29 U.S.C. of Federal Regulations (CFR) 1910.120, Hazardous Waste Operations and Emergency Response; and National Fire Protection Association Standard 472, Standard for Professional Competence of Responder's to Hazardous Materials Incidents. CBRN responders are trained at awareness, operational, and technician levels, depending on their designated tasks and expected AO (i.e., hot zone or warm zone). For more information on CBRN responder training, zone controls, and CBRN consequence management operations, see FM 3-11.21/MCRP 3-37.2C/NTTP 3-11.24/AFTTP(I)

3-2.37, *Multiservice Tactics, Techniques, and Procedures for Chemical, Biological, Radiological, and Nuclear Consequence Management Operations*, JP 3-41, *Chemical, Biological, Radiological, and Nuclear Consequence Management*, DODD 3150.08, *DOD Response to Nuclear and Radiological Incidents*.

c. CBRN Missions. CBRN incidents may require military capabilities to augment civilian resources which could include the following:

- (1) Having specialized CBRN consequence management forces available.
- (2) Supporting mass casualty decontamination operations with properly trained personnel and equipment.
- (3) Operating and maintaining assigned decontamination equipment.
- (4) Detecting and identifying CBRN contamination, and organize and conduct CBRN-related monitoring and survey operations.
- (5) Marking CBRN contaminated areas, equipments, supplies, and facilities with standard marking signs in accordance with procedures.
- (6) Operating and maintaining CBRN specialist equipment applicable to the task.
- (7) Collecting samples of suspected biological contamination and forward them as directed.
- (8) Collecting samples of liquid or solid chemical agents.
- (9) Collecting air and ground samples of radiological or nuclear material.
- (10) Operating detection and survey equipment for recognizing and detecting hazards resulting from unintentional releases.
- (11) Assisting with decontaminating personnel, vehicles, equipment, and facilities.

d. Safety considerations.

- (1) Unstable structures. A CBRN event can damage walkways, parking lots, roads, buildings, and open fields. Personnel should not work around any damaged structure until it has been certified as safe by an engineer or architect.
- (2) Downed Power Lines. Only trained electricians and utility workers should approach or handle electrical lines. All other response workers should avoid going near downed lines and should treat them as if they are energized.
- (3) Handling Contaminated Human Remains. Leave remains in place and notify mortuary affairs or the chain of command.
- (4) Limiting the Spread of Contamination/Contagion. Contamination control is a combination of standard disease and casualty prevention measures and CBRN avoidance and decontamination measures. For more information, refer to FM 3-11.3/MCRP 3-37.2A/NTTP 3-11.25/AFTTP3-2.56, *Multiservice Tactics, Techniques, and Procedures for Chemical, Biological, Radiological, and Nuclear Contamination Avoidance*.

e. Planning Factors. In addition to all-hazards planning factors in chapter III, refer to *Multiservice Tactics, Techniques, and Procedures for CBRN Consequence Management Operations*, for additional information.

f. The FEMA web site also has general information on CBRN incidents. It is located at [http://www.fema.gov/sites/default/files/orig/fema\\_pdfs/pdf/plan/prevent/rms/426/fema\\_426\\_ch5.pdf](http://www.fema.gov/sites/default/files/orig/fema_pdfs/pdf/plan/prevent/rms/426/fema_426_ch5.pdf).

## **8. Special Events**

### **a. Introduction.**

(1) Certain high-profile events pose unique security risks and may require military support. The DHS chairs a Special Events Working Group which categorizes special events, and recommends appropriate postures for each one.

(2) Special events may occur with little notice (e.g., a state funeral), but are normally scheduled events allowing proper planning and coordination. The highest levels of events are designated as NSSEs, and will normally require short-duration military support. Past NSSE's have included presidential inaugurations, major sporting events, presidential debates, State of the Union Addresses, national political conventions, and international gatherings, such as the G-8 summit.

(3) Non-NSSE events may still generate a request for military support.

b. Effects on the civilian population. A special event may disrupt normal civilian activities due to route and area closures, and temporary flight or other restrictions.

c. Special event missions. Special event missions may require military-specific capabilities which could include the following:

(1) Security forces.

(2) Ground forces.

(3) Air support/defense.

(4) Maritime forces.

(5) Response/consequence management forces.

(6) Route survey.

(7) Logistics.

(8) Transportation.

(9) VIP movement.

(10) Emergency evacuation.

(11) Staging areas/bases.

(12) Set-up assistance for temporary staging (indoor and outdoor) and temporary storage areas.

(13) Mass field feeding.

(14) Power supply.

(15) Communications.

(16) Medical support.

(17) IAA support.

- d. Medical and safety considerations. A medical plan will be part of the special event plan, orders or an incident action plan approved by the lead agency.
- e. Planning factors.
  - (1) Assessment and preparation phase.
    - (a) Alert the commander and staff of a potential mission.
    - (b) Conduct special training.
    - (c) Coordinate with lead officials for plan development.
  - (2) Deployment phase. Include VIP protocols in the plan and brief personnel.
  - (3) Support of civil authorities phase. Review general planning factors in chapter V.
  - (4) Redeployment/demobilization phase. Review general planning factors in chapter V.
- f. For more information, refer to the USNORTHCOM CONPLAN 3501-08, DSCA, dated 16 May 2008 (Annex C, Appendix 21, National Special Security Events).

## **Appendix A**

### **HIGH DEMAND TASK ORGANIZATIONS**

#### **1. Overview.**

This appendix provides capabilities the tactical level commander may use in the area of operations while participating in defense support of civil authorities (DSCA) operations. Though not all-encompassing, each section provides a brief overview of the Services' unique capabilities.

#### **2. Military Law Enforcement (MLE).**

- a. MLE, typical Units, Functions, and Special Legal Considerations in a DSCA Environment. For the purposes of this document, MLE includes licensed Service police forces and all other military personnel performing security, protection, and/or crowd control functions.

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Note: MLE does not include military criminal investigative units.

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- b. The Posse Comitatus Act (PCA) prohibits the use of federal forces (Title 10, United States Code (U.S.C.) for any direct civil law enforcement activities unless a Constitutional or Act of Congress exception applies. The PCA does not apply to the National Guard (NG) in state active duty (SAD) or Title 32, U.S.C., status or to the United States Coast Guard (USCG). NG Forces will perform most MLE activities in DSCA. Federal or federalized forces should interact frequently with the staff judge advocate (SJA) to ensure all force actions meet legal standards. For further guidance on the PCA, see Chapter II, Legal Considerations Associated with DSCA.
- c. Individual Protection/Protection Function. Military forces have the right and responsibility to protect themselves and their assets at all times. State military justice laws, for Title 32, U.S.C., and SAD, and the Uniform Code of Military Justice (UCMJ) for Title 10, U.S.C., and are always in effect for military personnel.
- d. Physical Security/Critical Infrastructure Protection. Most physical security and critical infrastructure protection activities are performed by non-military organizations, often involving MOUs with the local civilian law enforcement authorities. The most likely use of the military is through NG forces.

#### **3. Military Engineering.**

- a. Military Engineer Response to Civil Authorities. The primary agency for emergency support function (ESF) #3, Public Works and Engineering, is the US Army Corps of Engineers (USACE). The USACE is responsible for providing technical advice and evaluations, engineering systems, construction management and inspection, emergency contracting, emergency repair of wastewater and solid waste facilities, removing and handling debris, and opening and maintaining roadways following Presidential disaster declarations.
- b. Engineer Resources:
  - (1) USACE: Flood control and coastal emergencies, flood fighting, disaster preparedness, flood response and rehabilitation.
  - (2) US Army: Geospatial, tactical, construction, topographical engineering.

(3) US Air Force: Engineers/heavy equipment, RED HORSE; facility engineering/construction, Prime Base Engineering Emergency Force (Prime BEEF); mass field feeding/bed down, Prime Ready In Base Services (Prime RIBS); emergency fire services, emergency/disaster preparedness management, explosive ordnance disposal, Disaster Relief Beddown Sets.

(4) US Navy: Naval Construction Force (Seabees).

(5) US Marine Corps: Combat Engineer Battalion.

c. Examples of engineering capabilities:

(1) Debris clearing.

(2) Road, ferry and bridge construction.

(3) Fireline/dozer operations.

(4) Shelter construction/sustainment.

(5) Power generation.

(6) Explosives management.

#### **4. Aviation.**

a. Aviation assets operating in a DSCA environment may include aircraft and resources owned, chartered, contracted or leased by state and local governments; the NG, the Civil Air Patrol; the Federal Government to include the Department of Defense (DOD), USCG, US Forest Service (USFS), Customs and Border Protection, and the US Marshals Service.

b. Mission Priorities:

(1) Life saving/search and rescue (SAR).

(2) Life sustaining (e.g., patient evacuation/air evacuation or provision of critical food and water).

(3) Property protection (e.g., fire suppression/law enforcement ).

(4) Rapid needs assessment (e.g., digital imaging, aerial observation, and hazardous material evaluation).

(5) Logistical support (i.e., equipment and commodities).

(6) Minimizing damage to the environment.

(7) Operating a modular airborne fire fighting system.

#### **5. Communication.**

a. Depending on the incident, a large percentage of the commercial communication system may be degraded or destroyed. Upon alert, communications officers verify the communications systems required. Plans for expedient communications should include—

(1) Liaison teams with unit compatible communications.

(2) Satellite telephones.

(3) Use of the internet.

b. Current communication capabilities for DSCA are:

(1) DOD DSCA Automated Support System (DDASS) is a web-based tool used by the DCEs, USNORTHCOM and other CCMDs) to coordinate and prioritize DOD disaster support efforts Joint Incident Site Communications Capability (JISCC).

(2) JISCC. The JISCC consists of radio, satellite, voice, data, and video teleconferencing capabilities which link military and civilian agencies at an incident site.

(3) National Interoperability Field Operations Guide (NIFOG). Commanders should not expect compatibility between military and civilian communications equipment . The NIFOG is a Department of Homeland Security publication that assists with establishing communications during a disaster.

## **6. Search and Rescue (SAR).**

a. SAR missions can include the search for people, aircraft, snowmobiles, and vehicles, when the location of the potential survivor is unknown and the mission is time-sensitive. SAR can be conducted by air, ground or water assets. Underground, underwater, and urban SAR are specialized skills, and the military can provide general support to these missions. The assumption is those being searched for are alive; otherwise, the mission becomes a recovery of the remains mission. The recovery of remains is facilitated by Air National Guard (ANG) fatality search and recovery team (FSRT).

b. Missions may include structural collapse/urban, waterborne, inland/wilderness, and aeronautical SAR.

## **7. Medical Capabilities.**

a. DOD provides medical support for declared emergencies and major disasters under the guidance of the National Response Framework's ESF annex #8, led by the Department of Health and Human Services. The coordinated effort includes the DHHS, Federal emergency Management Agency (FEMA), DOD, Department of Veterans Affairs, state and local governments, and the private sector.

b. ESF #8 core functional areas include—

(1) Assessment of public health and medical needs.

(2) Health surveillance.

(3) Medical care personnel.

(4) Health/medical/veterinary equipment and supplies.

(5) Patient evacuation.

(6) Patient care.

(7) Safety and security of drugs, biologics, and medical devices.

(8) Blood and blood products.

(9) Food safety and security.

(10) Agriculture safety and security.

(11) All-hazard public health and medical consultation, technical assistance, and support.

- (12) Behavioral health care.
- (13) Public health and medical information.
- (14) Vector control.
- (15) Potable water/wastewater and solid waste disposal.
- (16) Mass fatality management, victim identification, and decontaminating remains.
- (17) Veterinary medical support.

## **8. Mortuary Affairs.**

- a. DOD provides mortuary affairs assistance to civil authorities in search and recovery, decontamination, identification, disposition (mass burial), and advisory support. Responsibilities of mortuary affairs include—
  - (1) Temporary morgue facilities.
  - (2) Victim identification.
  - (3) Forensic dental pathology.
  - (4) Forensic anthropology methods.
  - (5) Processing.
  - (6) Preparation.
  - (7) Disposition of remains.
- b. All DOD mortuary affairs support will be conducted in coordination with the local jurisdiction. The local jurisdiction medical examiner/coroner will determine what and how mortuary affairs functions will be performed.
- c. Treatment of Human Remains: It is DOD policy military personnel treat human remains with the reverence, care, and dignity befitting them and the circumstances.

## **9. Chemical, Biological, Radiological, and Nuclear (CBRN) Response Capabilities.**

- a. USNORTHCOM established a specific force allocation plan called the CBRN Response Enterprise (CRE), which provides the nation with a dedicated, trained, ready, scalable, and tailorable military response to domestic CBRN incidents. The CRE consists of NG and federal elements capable of a tiered response. This section focuses only on the CRE. A much broader capabilities discussion can be found in FM 3-11.21/MCRP 3-37.2C/NTTP 3-11.24/AFTTP(I) 3-2.37, *Multiservice Tactics, Techniques, and Procedures for CBRN Consequence Management Operations*.
- b. NG CRE elements are assigned to their states and include the following:
  - (1) Weapons of Mass Destruction Civil Support Teams (WMD-CST). The WMD-CST is a NG unit within each state and territory. It is controlled by the governor and available to respond on a national scale. The WMD-CST program mission is to support civil authorities at domestic CBRN incident sites by identifying CBRN agents and substances, assessing current and projected consequences, advising on response measures, and assisting with appropriate requests for additional support. This includes the intentional or unintentional release of CBRN and



natural or man-made disasters in the US which result, or could result, in the catastrophic loss of life or property. Capabilities include detection and identification of suspected or actual hazardous materials, advising the IC, and assisting with requests for additional state or federal assistance. Currently, there are 57 WMD-CSTs with 22 personnel each. See FM 3-11.22 for more information on WMD-CSTs.

(2) Chemical, Biological, Radiological, Nuclear, and High-yield Explosives Enhanced Response Force Package (CERFP). The CERFP is a task force formed from existing ANG and Army NG units. The CERFP is a joint task force developed and implemented by the leadership of the National Guard Bureau and various states as one of the measures implemented to support a response to this threat in the defense of the homeland. Capabilities include search and extraction, casualty decontamination, and emergency medical triage and treatment, and FSRT. There are 17 CERFPs with 186 personnel each.

(3) Homeland Response Force (HRF). The HRF provides additional NG units for a regional response. The HRF is a full spectrum joint force available to both the states and the CCMDs to operate across the full spectrum of military operations, in domestic operations for consequence management. Capabilities include CBRN incident assessment, logistics support, command and control (C2), search and extraction, casualty decontamination, emergency medical triage and treatment, and FSRT. There are 10 HRFs (one per FEMA region) with 566 personnel each.

c. Federal CRE Capabilities include the following:

(1) Defense CBRN Response Force. The Defense CBRN Response Force will augment NG capabilities as multi-service forces when a federal response is directed. Capabilities include CBRN incident assessment, search and extraction, decontamination, emergency medical triage, treatment and care, military personnel and equipment operational security, logistics, C2, aviation lift, mortuary affairs, and transportation. The Defense CBRN Response Force has approximately 5,200 personnel.

(2) Command and Control CBRN Response Elements (C2CRE). The C2CRE are sourced from the active and reserve components and allocated to USNORTHCOM to provide additional federal response capabilities for large-scale and/or multiple CBRN incidents. Capabilities include CBRN assessment, search and extraction, casualty decontamination, enhanced medical, security, engineering, C2, logistics, and transportation. There are two C2CRE with approximately 1,500 personnel each.

## **10. Logistics/Transportation/Services Contracting.**

a. This section addresses the sustainment functions which include logistics, transportation and services (care and feeding). Sustainment often determines the degree of success units conducting civil support can achieve. Effective sustainment, especially logistics, allows units to move into the operational area rapidly and commence operations quickly.

b. Logistics/Services plans and executes force movement and support.

c. Contracting in DSCA operations may include all classes of supply, labor, mortuary affairs, laundry, showers, food service, sanitation, billeting, transportation, maintenance and repair, access to communications networks, temporary real property leasing, and construction.

d. Functions of logistics/transportation/services include—

- (1) Reception, staging, onward movement, and integration of deploying forces as required.
- (2) Transportation and movement control of military and civilian personnel, equipment, and supplies.
- (3) Distribution sources for water, food, ice, and other classes of supply.
- (4) Establishment of temporary shelter and beddown facilities, including latrines and showers.
- (5) Managing staging and throughput.
- (6) Managing fuel support and distribution.
- (7) Mass field feeding of military and civilian personnel.
- (8) Morale, welfare and recreation activities.
- (9) Field maintenance operations.

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Note: Commanders should understand DOD is not normally the lead contracting authority in DSCA missions. In most of these operations, FEMA leads the contract coordination effort between state agencies, local agencies, NG forces operating under Title 32, U.S.C., and federal military forces. This centralized coordination effort is essential since numerous contracting agencies will be competing for the same locally available resources.

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## **11. Maritime Forces.**

a. The Navy and USCG have specialized maritime forces useful for DSCA operations. While the majority of these forces are designed for overseas combat contingencies, they can provide adaptive force packages which can serve as, or augment, DSCA forces.

b. Navy Expeditionary Combat Command (NECC). NECC serves as the single functional command and force provider for the Navy's expeditionary forces. NECC forces available for DSCA operations could include—

- (1) US Naval Construction Force (Seabees). Seabees provide a wide range of construction support including roads, bridges, airfields and logistics bases.
- (2) Explosive Ordnance Disposal (EOD). EOD operations include rendering safe and disarming explosive hazards including those containing chemical, biological, and radiological agents or materials.
- (3) Mobile Diving and Salvage Units. Mobile diving and salvage units can survey and clear harbors of navigation hazards, conduct underwater search and recovery, and perform limited underwater repairs.

(4) Maritime Expeditionary Security Force (MESF) and Riverine Units. While primarily tasked with combat theatre operations, these are small-boat units which could be useful for shallow water DSCA operations.

(5) Navy Expeditionary Logistics Support Group. This group conducts port and air cargo handling missions, fuels distribution, freight terminal and warehouse operations.

(6) Maritime Civil Affairs and Combat Camera. These groups provide specialized mission support and focused training for DSCA forces. Maritime civil affairs sailors are trained and able to set up and run a civil-military operations center, which is an organization normally comprised of civil affairs, established to plan and facilitate coordination of activities of the Armed Forces of the US with indigenous populations and institutions, the private sector, intergovernmental organizations, non-government organizations, multinational forces, and other governmental agencies in support of the Joint Force Commander.

c. USCG. The USCG has bases throughout the US, and will likely be heavily involved in any disaster response. The USCG does not require a Stafford Act declaration to engage in initial emergency response activities. USCG Forces involved in DSCA responses may include—

(1) Local USCG units, including sectors, small boat stations, air stations and cutters conduct SAR, incident management, oil and hazardous material response. These assets are normally under the direction of the USCG Sector Commander who also serves as the USCG Captain of the Port and will be the maritime IC for disaster response operations.

(2) Deployable Operations Group (DOG). The DOG serves as the force commander and force provider for specialized response forces including the National Strike Force, with three Strike Teams providing HAZMAT/CBRN response; and Maritime Safety and Security Teams and Tactical Law Enforcement Teams providing law enforcement units and expertise. Port Security Units, similar to the Navy MESF are designed for overseas operations, but could augment local forces with small boats units and personnel.

(3) Aids to Navigation. These provide emergency harbor surveys to ensure ports are navigable.

(4) Maritime Transportation Recovery Unit (MTRU) and Incident Management Assistance Team (IMAT). These are specialized teams which augment local commanders in getting ports back in operation and running large scale incident responses.

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## **GLOSSARY**

Note: Only terms used in the publication are placed in the glossary. The following guidance is an extract from JP 1-02, Department of Defense Dictionary of Military and Associated Terms:

“JP 1-02 is promulgated for mandatory use by the Office of the Secretary of Defense, Military Departments, Joint Staff, CCMDs, Defense agencies, and any other DOD components. DOD terminology herein is to be used without alteration unless a distinctly different context or application is intended.”

### **PART I – ABBREVIATIONS AND ACRONYMS**

#### **A**

<b>AAR</b>	after action report
<b>ADCON</b>	administrative control
<b>AFI</b>	Air Force instruction
<b>AFTTP</b>	Air Force tactics, techniques, and procedures
<b>ALSA</b>	Air Land Sea Application [Center]
<b>ANG</b>	Air National Guard
<b>AO</b>	arming order / area of operations
<b>AOR</b>	area of responsibility
<b>APOD</b>	aerial port of debarkation
<b>APOE</b>	aerial port of embarkation
<b>ARC</b>	American Red Cross
<b>ARNG</b>	Army National Guard
<b>ARNORTH</b>	United States Army North
<b>ASBPO</b>	Armed Services Blood Program Office
<b>ASD (HD&amp;ASA)</b>	Assistant Secretary of Defense (Homeland Defense and Americas' Security Affairs)
<b>ATO</b>	air tasking order
<b>ATOC</b>	air terminal operations center
<b>ATON</b>	aids to navigation
<b>ATP</b>	Army tactics and procedures

#### **B**

<b>BNML</b>	battalion military liaison
<b>BSI</b>	base support installation

## **C**

<b>C2</b>	command and control (in some cases, the Army uses mission command (MC) instead of C2)
<b>C2CRE</b>	Command and Control CBRN Response Elements
<b>CAC</b>	Combined Arms Center
<b>CADD</b>	Combined Arms Doctrine Directorate
<b>CARRLL</b>	cost, appropriateness, readiness, risk, legality, and lethality
<b>CBRN</b>	chemical, biological, radiological, and nuclear
<b>CBRNE</b>	chemical, biological, radiological, nuclear, and high-yield explosives
<b>CCDR</b>	combatant commander
<b>CCIR</b>	commander's critical information requirement
<b>CCMD</b>	combatant command
<b>CDC</b>	Centers for Disease Control and Prevention
<b>CERFP</b>	chemical, biological, radiological, nuclear, and high-yield explosives enhanced response force package
<b>CJCS</b>	Chairman of the Joint Chiefs of Staff
<b>CLEA</b>	civilian law enforcement agency
<b>CMOC</b>	civil-military operations center
<b>CNGB</b>	Chief, National Guard Bureau
<b>COMDTINST</b>	Commandant, United States Coast Guard instruction
<b>CONPLAN</b>	concept plan
<b>COS</b>	chief of staff
<b>CRE</b>	Chemical, Biological, Radiological, and Nuclear Response Enterprise
<b>CS</b>	civil support

## **D**

<b>DCE</b>	defense coordinating element
<b>DCO</b>	defense coordinating officer
<b>DHHS</b>	Department of Health and Human Services
<b>DHS</b>	Department of Homeland Security
<b>DIA</b>	Defense Intelligence Agency
<b>DMORT</b>	disaster mortuary operational response team

<b>DOD</b>	Department of Defense
<b>DODD</b>	Department of Defense directive
<b>DOG</b>	deployable operations group
<b>DSCA</b>	defense support of civil authorities
<b>DSN</b>	Defense Switched Network

## **E**

<b>EMAC</b>	emergency management assistance compact
<b>EMI</b>	Emergency Management Institute
<b>EOC</b>	emergency operations center
<b>EOD</b>	explosive ordnance disposal
<b>EPLO</b>	emergency preparedness liaison officer
<b>ESF</b>	emergency support function
<b>EXORD</b>	execute order

## **F**

<b>FAA</b>	Federal Aviation Administration
<b>FEMA</b>	Federal Emergency Management Agency
<b>FFIR</b>	friendly force information requirement
<b>FHP</b>	force health protection
<b>FM</b>	field manual
<b>FPCON</b>	force protection condition
<b>FOB</b>	forward operating base
<b>FRAGORD</b>	fragmentary order
<b>FSRT</b>	fatality search and recovery team
<b>FTCA</b>	Foreign Tort Claims Act

## **G**

<b>GETS</b>	Government Emergency Telecommunications Service
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## **H**

<b>HAZMAT</b>	hazardous materials
<b>HF</b>	high frequency
<b>HRF</b>	homeland response force

## **I**

<b>IAA</b>	incident awareness and assessment
<b>IAW</b>	in accordance with
<b>IC</b>	incident commander

<b>ICAO</b>	International Civil Aviation Organization
<b>ICS</b>	incident command system
<b>IMAT</b>	Incident Management Assistance Team
<b>IMT</b>	incident management team
<b>IO</b>	intelligence oversight
<b>IPB</b>	intelligence preparation of the battlespace
<b>IPE</b>	individual protective equipment
<b>IRA</b>	immediate response authority
<b>ISR</b>	intelligence, surveillance, and reconnaissance

## **J**

<b>JACCE</b>	joint air component coordination element
<b>JDOMS</b>	Joint Director of Military Support
<b>JFACC</b>	joint force air component commander
<b>JFC</b>	joint force commander
<b>JFHQ-State</b>	Joint Force Headquarters-State
<b>JFLCC</b>	joint force land component commander
<b>JFO</b>	joint field office
<b>JIC</b>	joint information center
<b>JIPOE</b>	joint intelligence preparation of the operational environment
<b>JISCC</b>	Joint Incident Site Communications Capability
<b>JLOTS</b>	joint logistics over-the-shore
<b>JOPES</b>	Joint Operation Planning and Execution System
<b>JOPP</b>	joint operation planning process
<b>JP</b>	joint publication
<b>JTF</b>	joint task force
<b>JTF-CS</b>	Joint Task Force-Civil Support
<b>JTF-State</b>	Joint Task Force-State

## **K, L**

<b>LCAC</b>	landing craft, air cushion
<b>LCU</b>	landing craft, utility
<b>LEDET</b>	law enforcement detachment
<b>LeMay Center</b>	Curtis E. LeMay Center for Doctrine Development and Education

**LMR** land mobile radio  
**LNO** liaison officer  
**LSC** logistics section chief  
**LZ** landing zone

## **M**

**MA** mission assignment  
**MAFFS** modular airborne fire fighting system  
**MC** mission command (in some cases, the Army uses mission command (MC) instead of C2)  
**MCCDC** Marine Corps Combat Development Command  
**MCPDS** Marine Corps Publication Distribution System  
**MCRP** Marine Corps reference publication  
**MCWP** Marine Corps warfighting publication  
**MESF** maritime expeditionary security force  
**MLE** military law enforcement  
**MOU** memorandum of understanding  
**MPF** maritime pre-positioning force  
**MTF** medical treatment facility  
**MTTP** multi-Service tactics, techniques, and procedures

## **N**

**NCHB** Navy cargo-handling battalion  
**NCO** noncommissioned officer  
**NECC** Navy Expeditionary Combat Command  
**NG** National Guard  
**NGB** National Guard Bureau  
**NGB-OC** National Guard Bureau-Office of the Chaplain  
**NGCS** National Guard Civil Support  
**NGO** nongovernmental organization  
**NGR** National Guard regulation  
**NIFC** National Interagency Fire Center  
**NIFOG** National Interoperability Field Operations Guide  
**NIFS** National Interagency Firefighting System  
**NIICD** National Interagency Incident Communications Division

<b>NIMS</b>	National Incident Management System
<b>NIPRNET</b>	Nonsecure Internet Protocol Router Network
<b>NJOIC</b>	National Joint Operations Intelligence Center
<b>NOAA</b>	National Oceanic and Atmospheric Administration
<b>NORAD</b>	North American Aerospace Defense Command
<b>NRF</b>	National Response Framework
<b>NSSE</b>	national special security event
<b>NTTP</b>	Navy tactics, techniques, and procedures
<b>NWDC</b>	Navy Warfare Development Command
<b>NWP</b>	Navy warfare publication
<b>O</b>	
<b>OA</b>	operational area
<b>OPCON</b>	operational control
<b>OPNAVINST</b>	Chief of Naval Operations instruction
<b>OPORD</b>	operation order
<b>OPR</b>	office of primary responsibility
<b>P</b>	
<b>PA</b>	primary agency
<b>PAO</b>	public affairs officer
<b>PCA</b>	Posse Comitatus Act
<b>PIO</b>	press information officer; public information officer
<b>POC</b>	point of contact
<b>POL</b>	petroleum, oils, and lubricants
<b>POP</b>	point of presence
<b>PPE</b>	personal protective equipment
<b>PUM</b>	proper use memorandum
<b>PZ</b>	pickup zone
<b>Q, R</b>	
<b>RFA</b>	request for assistance
<b>RFI</b>	request for information
<b>ROE</b>	rules of engagement
<b>RS</b>	religious support
<b>RSOI</b>	reception, staging, onward movement, and integration

<b>RST</b>	religious support team
<b>RUF</b>	rules for the use of force
<b>S</b>	
<b>SA</b>	situational awareness
<b>SAD</b>	state active duty
<b>SAR</b>	search and rescue
<b>SATCOM</b>	satellite communications
<b>Seabee</b>	Navy construction engineer
<b>SecDef</b>	Secretary of Defense
<b>SEPLO</b>	state emergency preparedness liaison officer
<b>SIMLM</b>	single integrated medical logistics manager
<b>SIPRNET</b>	SECRET Internet Protocol Router Network
<b>SITREP</b>	situation report
<b>SJA</b>	staff judge advocate
<b>SPINS</b>	special instructions
<b>SPOD</b>	seaport of debarkation
<b>SPOE</b>	seaport of embarkation
<b>SROE</b>	standing rules of engagement
<b>SRUF</b>	standing rules for the use of force

### T

<b>TAG</b>	the adjutant general
<b>TLAMM</b>	theater lead agent for medical materiel
<b>TOC</b>	tactical operations center
<b>TPFFD</b>	time-phased force and deployment data
<b>TRADOC</b>	US Army Training and Doctrine Command
<b>TTP</b>	tactics, techniques, and procedures

### U

<b>U.S.C.</b>	United States Code
<b>UHF</b>	ultrahigh frequency
<b>US</b>	United States
<b>USA</b>	US Army
<b>USACE</b>	United States Army Corps of Engineers
<b>USAF</b>	US Air Force

<b>USAMEDCOM</b>	US Army Medical Command
<b>USCG</b>	United States Coast Guard
<b>USDA</b>	United States Department of Agriculture
<b>USFS</b>	United States Forest Service
<b>USGS</b>	United States Geological Survey
<b>USMC</b>	US Marine Corps
<b>USN</b>	United States Navy
<b>USNORTHCOM</b>	United States Northern Command
<b>USPACOM</b>	United States Pacific Command
<b>USPERS</b>	United States person
<b>USTRANSCOM</b>	United States Transportation Command

## V

<b>VHF</b>	very high frequency
<b>VoIP</b>	voice-over-internet protocol
<b>VTC</b>	video teleconferencing

## W, X, Y, Z

<b>WMD</b>	weapons of mass destruction
<b>WMD-CST</b>	weapons of mass destruction-civil support team
<b>WPS</b>	Worldwide Port System
<b>XO</b>	executive officer

## PART II – TERMS AND DEFINITIONS

**civil support**—Department of Defense support to US civil authorities for domestic emergencies, and for designated law enforcement and other activities. Also called **CS or DSCA**. (JP 1-02. SOURCE: JP 3-28)

**defense support of civil authorities**—Support provided by US Federal military forces, Department of Defense civilians, Department of Defense contract personnel, Department of Defense 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, U.S.C., 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. Also known as **civil support**. (JP 1-02. SOURCE: DODD 3025.18)



**emergency management assistance compact**—The emergency management assistance compact is a congressionally ratified organization providing form and structure to interstate mutual aid. Also called **EMAC**. (JP 1-02. SOURCE: DODD 3025.18)

**emergency support functions**—A grouping of government and certain private-sector capabilities into an organizational structure to provide the support, resources, program implementation, and services most likely to be needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal, when feasible, following domestic incidents. Also called **ESFs**. (JP 1-02. SOURCE: JP 3-28)

**immediate response authority**—A Federal military commander's, Department of Defense Component Head's, and/or responsible Department of Defense 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. Also called **IRA**. (JP 1-02. SOURCE: DODD 3025.18)

**incident**—An occurrence, caused by either human action or natural phenomena, that requires action to prevent or minimize loss of life or damage to property and/or natural resources. See also information operations. (JP 1-02. SOURCE: JP 3-28)

**incident command system**—A standardized on-scene emergency management construct designed to aid in the management of resources during incidents. Consists of facilities, equipment, personnel, procedures, and communications established for this purpose. Also called **ICS**. (JP 1-02. SOURCE: JP 3-28)

**incident management**—A national comprehensive approach to preventing, preparing for, responding to, and recovering from terrorist attacks, major disasters, and other emergencies. Incident management includes measures and activities performed at the local, state, and national levels and includes both crisis and consequence management activities. (JP 1-02. SOURCE: JP 3-28)

**mission command**—The conduct of military operations through decentralized execution based upon mission-type orders. (JP 3-31: JP 1-02) (Army) The exercise of authority and direction by the commander using mission orders to enable disciplined initiative within the commander's intent to empower agile and adaptive leaders in the conduct of full spectrum operations. It is commander-led and blends the art of command and the science of control to integrate the warfighting functions to accomplish the mission. Also called **MC**. (ADP 6-0)

**National Guard Civil Support**—Support provided by the National Guard of several states while in state active duty status or Title 32 duty status to civil authorities for domestic emergencies, and for designated law enforcement and other activities. Also called **NGCS**. (NGR 500-1)

**National Incident Management System**— 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. Also called **NIMS**. (JP1-02. SOURCE: JP 3-41)

**National Response Framework**—The guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies - from the smallest incident to the largest catastrophe. The Framework establishes a comprehensive, national, all-hazards approach to domestic incident response. Also called **NRF**. (FEMA)

**state active duty**—State mobilized National Guard force under command and control of the governor. Forces conduct all missions in accordance with the needs of the state and within the guidelines of state laws and statutes. Also called **SAD**. (Title 32, U.S.C., National Guard)

**\*ATP 3-28.1 (FM 3-28.1)**  
**MCWP 3-36.2**  
**NTTP 3-57.2**  
**AFTTP 3-2.67**  
**11 February 2013**

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