GTA 90-01-020

# DSCA Handbook

# Tactical Level Commander and Staff Toolkit

## Liaison Officer Toolkit on Back Cover

GTA 90-01-021

## Expires 30 January 2012

**Approved for public release; distribution is unlimited.**

# Quick Reference Guide


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## NAVIGATING THE HANDBOOK

The *DSCA Handbook* is divided into five major sections—the *Tactical Level Commander and Staff Toolkit* on this side of the handbook with four sections, background, planning, staff annexes, and reference annexes; and the *Liaison Officer Toolkit* on the reverse side. Major sections are delineated by colored bottom borders as indicated in the section descriptions that follow.

### *Background Chapters*

**Chapter 1** contains **background** information relative to Defense Support of Civil Authorities (DSCA), including legal, doctrinal, and policy issues. This chapter also provides a quick summary of the legal underpinnings related to DSCA.

**Chapter 2** is an overview of **incident management processes,** including the National Response Framework (NRF), National Incident Management System (NIMS), and Incident Command System (ICS), as well as Department of Homeland Security (DHS) organizations.

**Chapter 3** discusses **civilian and military responses** to a natural disaster. Also included are the organization and command relationships involved in DoD response to a disaster.

**Chapter 4** is a brief review of the **Joint Operation Planning Process** and mission analysis.

### *Planning Chapters*

**Chapter 5** provides **DSCA planning factors** for response to **all hazard events**.

**Chapter 6** is a review of **safety and operational/composite risk management processes**.

**Chapters 7 through 11** contain the Concepts of Operation (CONOPS) and details **five natural hazards/disasters** and the **pertinent planning factors** for each within the scope of DSCA.

***Annexes complement the content of this handbook by providing other useful information***.

***Staff Annexes***

**Annex A** contains information on **Legal Aspects of DSCA**.

**Annex B** discusses **Standing Rules for the Use of Force (SRUF)** and contains SRUF templates.

**Annex C** is a **Suggested Individual Equipment Matrix.**

**Annex D** provides **DSCA Mission Assignment Review Criteria**.

**Annex E** explains the **Request for Assistance/Mission Assignment Process**.

**Annex F** lists the DoD **Pre-Scripted Mission Assignments (PSMAs)** associated with Emergency Support Functions.

**Annex G** gives examples of **Command Messages and Straight Talk Messages**.

**Annex H** lists **State TAGs/National Guard POCs**.

**Annex I** provides **Defense Coordinating Officer Contact Information**.

**Annex J** contains copies of pertinent **Reports**—Joint Personnel Status and Casualty Report (JPERSTAT) and Logistics Status Report (LOGSTAT)—and a Resource Tracking List.

***Reference Annexes***

**Annex K** lists **References** used in the development of this handbook.

**Annex L** lists **Useful Websites**.

**Annex M** is the **Glossary/Terms** annex.

**Annex N** is the **Acronym** annex.

# DSCA Handbook

# Tactical Level Commander and Staff Toolkit

***Liaison Officer Toolkit***

**Chapter 1, Liaison Handbook: Duties and Responsibilities** is designed to assist Liaison Officers in performing their duties.

**Chapters 2 through 9** include information on capabilities of High Demand Task Organizations in a DSCA environment.

**Chapter 2: Military Law Enforcement**

**Chapter 3: Military Engineering**

**Chapter 4: Aviation**

**Chapter 5: Communication**

**Chapter 6: Search and Rescue**

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Special information is found in color-coded boxes throughout the handbook.

Green note boxes indicate critical information.

Orange document boxes provide references pertinent to the subject area.

Red boxes provide warnings.

Blue boxes indicate vignettes.

Gray boxes give information on special topics of interest.

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## PREFACE

This Defense Support of Civil Authorities (DSCA) Handbook was prepared by the Joint Test and Evaluation (JT&E) Command, Quick Reaction Test (QRT) team under the direction of the Office of the Secretary of Defense (OSD), Director Operational Test and Evaluation (DOT&E), Deputy Director, Air Warfare (DD, AW).

### Purpose

The purpose of this handbook is to assist tactical level Commanders and Staffs in planning and executing DSCA operations.

### Scope

The *DSCA Handbook* provides overarching processes and recommended planning factors to enable tactical level Commanders and their Staffs to properly plan and subsequently execute assigned DSCA missions for all-hazard operations, excluding Chemical, Biological, Radiological, Nuclear, high-yield Explosives (CBRNE) or acts of terrorism.

### Applicability

The *DSCA Handbook* applies to all United States military forces, including Department of Defense (DoD) components (Active and Reserve Forces, and National Guard when in federal status). Additionally, these planning factors may be useful as a guide to National Guard forces under state control.

This document also provides useful information for local and state first responders, Department of Homeland Security (DHS) personnel, the United States Coast Guard, and Federal Emergency Management Agency (FEMA) personnel operating within the National Response Framework (NRF), National Incident Management System (NIMS), and Incident Command System (ICS).

**Endorsements**

The *DSCA Handbook* has been endorsed by the following agencies:

The United States Northern Command

United States Marine Corps

United States Air Force

The National Guard Bureau

Federal Emergency Management Agency

UNITED STATES NORTHERN COMMAND

APR 27 2010

TO: OFFICE OF THE SECRETARY OF DEFENSE, JOINT TEST PROGRAM

FROM: Director of Operations, USNORTHCOM
250 Vandenberg St., Ste B016
Peterson AFB CO 80914-3817

SUBJECT: USNORTHCOM Endorsement of the Defense Support of Civil Authorities (DSCA) Handbook for Tactical Commanders and Staffs

1. This memorandum endorses the DSCA Handbook for Tactical Commanders and Staffs. The handbook is a compilation of the organizations, processes, authorities, capabilities and planning factors for the tactical level commander to succeed in a DSCA environment.

2. In order to improve the effectiveness of DSCA operations, USNORTHCOM sponsored the development of a handbook on tactics, techniques and procedures for all-hazard disaster relief operations to properly plan and subsequently execute assigned DSCA missions (excluding CBRNE) at the tactical level.

3. This handbook provides the requisite planning factors, background information and guidance to units assigned to provide successful support to civil authorities in order to reduce loss of life and property for United States citizens. It covers the most probable scenarios associated with DSCA events and provides assistance with understanding the principles of unity of effort and coordination among the interagency. This handbook imparts knowledge to the Soldier, Sailor, Airman, Marine and other interagency partners, who may have never participated in a DSCA event, to ensure efficient and effective DOD operations in emergencies, disasters and national events.

4. Congratulations and thanks to the team for providing a superior product to the tactical commander to support DSCA operations and improve the unified national response to emergencies and disasters.

Frank J. Grass

FRANK J. GRASS
Major General, U.S. Army
Director of Operations

**COMMANDANT OF THE MARINE CORPS**
**HEADQUARTERS US MARINE CORPS**
**3000 MARINE CORPS PENTAGON**
**WASHINGTON, D.C. 20350-3000**

IN REPLY REFER TO
PS
5000
**MAY 13 2010**

MEMORANDUM FOR THE OFFICE OF THE SECRETARY OF DEFENSE JOINT TEST PROGRAM OFFICE

Subj: U.S. MARINE CORPS ENDORSEMENT OF THE DEFENSE SUPPORT OF CIVIL AUTHORITIES (DSCA) HANDBOOK FOR TACTICAL COMMANDERS AND STAFFS

1. This memorandum endorses the DSCA Handbook for Tactical Commanders and Staffs.

2. The publication of the Handbook provides an important resource for Marine Corps tactical commanders who may be called upon to support civil authorities in an all hazards environment. It will assist them in understanding and respecting the needs, capabilities, jurisdictions and authorities of local, state, federal, and tribal participants in a unified, all-discipline, all-hazards response to a domestic incident in order to most effectively coordinate their contributions to supported civil authorities. In short, the Handbook fills a gap that has existed in the Marine Corps DSCA toolbox.

3. Thanks to you and your team for a job well done.

R. F. GEOFFROY
Assistant, Deputy Commandant
Plans, Policies and Operations
(Security)

DEPARTMENT OF THE AIR FORCE
HEADQUARTERS UNITED STATES AIR FORCE
WASHINGTON DC

22 June 2010

MEMORANDUM FOR THE OFFICE OF THE SECRETARY OF DEFENSE JOINT TEST PROGRAM OFFICE

FROM: HQ USAF/A3O-AH
1480 Air Force Pentagon
Washington, DC 20330-1000

SUBJECT: U.S. Air Force Endorsement of the Defense Support of Civil Authorities (DSCA) Handbook for Tactical Commanders and Staffs

1. This memorandum endorses the DSCA Handbook for Tactical Commanders and Staff.

2. This DSCA handbook is a valuable resource for Air Force personnel performing DSCA missions and represents an exceptional initial effort in bringing this important information to the field. The broad array of subjects addressed and the level of detail provided gives our personnel a comprehensive understanding of the roles and responsibilities of tribal, local, state, and federal authorities with an obvious focus on the military contributions. All of the information in this handbook is applicable in all-hazards responses and provides the framework for managing incidents that range from local to multi-jurisdictional.

3. Thanks to the Joint Warfighter Advisory Group for this valuable handbook.

EDWIN A. HURSTON, Col, USAF, MSC, CEM
Chief, Air Force Homeland Operations

**NATIONAL GUARD BUREAU**
1141 JEFFERSON DAVIS HIGHWAY
ARLINGTON VA 22202

NGB-J7

15 APR 2010

MEMORANDUM FOR THE OFFICE OF THE SECRETARY OF DEFENSE, DIRECTOR OF OPERATIONAL TEST AND EVALUATION (DOT&E), JOINT TEST AND EVALUATION (JT&E) PROGRAM OFFICE

SUBJECT: Nation Guard Bureau J7 Endorsement of the Defense Support of Civil Authority (DSCA) Handbook for Tactical Level Commanders and Staff

1. The DSCA Quick Reaction Test (QRT) team was chartered in July 2009 to develop and validate the tactics, techniques and procedures (TTPs) for use by National Guard and other DoD forces normally activated or deployed to provide immediate relief during a national disaster.

2. The concept of operations (CONOPS) and TTPs in the DSCA Handbook will serve to assist those tactical commanders and staffs to help ensure unity of effort during domestic operations.

COL, USAF
FOR
HARRY E. MILLER, JR.
Brigadier General, USA
Director, NGB J7
Joint Doctrine, Training
and Force Development

**U.S. Department of Homeland Security**
Washington, DC 20472

FEMA

MEMORANDUM FOR: The Office of the Secretary of Defense, Director of Operational Test and Evaluation, Joint Test Program Office

FROM: William L. Carwile III
Associate Administrator for Response and Recovery

SUBJECT: Federal Emergency Management Agency Support for the Defense Support to Civil Authorities (DSCA) Handbook for Tactical Commanders and Staffs

The Department of Defense has prepared a superb document, the DSCA Handbook for Tactical Commanders and Staffs and the Liaison Officer Toolkit. This publication provides an important resource for service members and other engaged in DSCA. It will go a long way towards strengthening the understanding necessary for a unified effort.

www.fema.gov

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**ACKNOWLEDGEMENTS**

***The following agencies and commands provided direction and resources in the development of the DSCA Handbook.***

Director, Operational Test and Evaluation (DOT&E), Office of the Secretary of Defense (OSD), Washington, District of Columbia.

The Joint Program Office (JPO), Suffolk, Virginia.

The Joint Test and Evaluation (JT&E) Office, Alexandria, Virginia.

Headquarters, Army Test and Evaluation Command (ATEC), Alexandria, Virginia.

***We acknowledge the following individuals who provided invaluable subject matter expertise in the development of the DSCA Handbook.***

Mr. Michael D. Burke, (Civil Support) Combined Arms Doctrine Directorate, Combined Arms Center, Fort Leavenworth, Kansas.

Mrs. Clarisa Lamar, (Medical) Doctrine Literature Division, Directorate of Combat and Doctrine Development, Fort Sam Houston, Texas.

Mr. Robert F. Gonzales, Office of the Staff Judge Advocate, United States Army North (Fifth Army), Fort Sam Houston, Texas.

Mr. Joseph R. Osborn, Safety Director, United States Army North (Fifth Army), Fort Sam Houston, Texas.

Chaplain Charles E. Woods, National Guard Bureau Office of the Chaplain, Arlington, Virginia.

Colonel Warren Hurst, Commander, 123d Contingency Response Group, Kentucky Air National Guard.

Commander Gregg Gray, United States Navy, Commander Naval Air Force U.S. Atlantic Fleet.

Lieutenant Colonel David C. Weir, United States Marine Corps Reserve, Marine Corps Installations West, Camp Pendleton, California.

Captain Maria E. Perkins, 168th Aerial Refueling Wing, Public Affairs Officer, Alaska Air National Guard, Anchorage, Alaska.

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Colonel Martin Kidner, Joint Director of Military Support (JDOMS), Wyoming Army National Guard, Cheyenne, Wyoming.

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The Department of Homeland Security, Chief, Plans Division, Deliberate Plans, Office of Operations Coordination and Planning, Washington, District of Columbia.

The Federal Emergency Management Agency, Office of Response and Recovery, Washington, District of Columbia.

Office of the Assistant Secretary of Defense for Homeland Defense and Americas' Security Affairs, OASD (HD/ASA).

Headquarters, United States Marine Corps, Plans, Policies & Operations, Security Division, Homeland Defense Branch.

Headquarters, Joint Forces Command, Norfolk, Virginia.

Headquarters, United States Northern Command, Colorado Springs, Colorado.

United States Pacific Command (USPACOM) and Joint Task Force Homeland Defense (JTF-HD) Staffs, Fort Shafter, Hawaii.

Headquarters, United States Army North, (Fifth Army), San Antonio, Texas.

FEMA Region IV, VI, IX, and X, Defense Coordinating Officers and Defense Coordinating Elements as well as the PACOM and NIFC Defense Coordinating Officers.

Headquarters, United States Army Corps of Engineers, Vicksburg, Mississippi and the USACE Liaison to NORAD and U.S. Northern Command.

Headquarters, Forces Command, Fort McPherson, Georgia.

Headquarters, United States Marine Corps Installations West, Camp Pendleton, California.

Headquarters, National Guard Bureau, J7 Doctrine Branch, Arlington, Virginia.

Joint Forces Headquarters, Alaska National Guard and the Alaska National Guard, Anchorage, Alaska.

Joint Forces Headquarters, New Hampshire National Guard, Concord, New Hampshire.

Joint Forces Headquarters, Iowa National Guard, Johnston, Iowa.

Joint Forces Headquarters, New York National Guard, Latham, New York.

The Hawaii Army National Guard, CBRNE Enhanced Response Force Package, Oahu, Hawaii.

The United States Navy Fleet Forces Command, Norfolk, Virginia.

The United States Navy Emergency Preparedness Liaison Officer Program Manager.

Coast Guard Headquarters, Commandant, United States Coast Guard, Washington, District of Columbia.

The United States Coast Guard Emergency Preparedness Liaison Officer Program Manager.

The National Interagency Fire Center, Boise, Idaho.

Chief Brad Harris, California Department of Forestry and Fire Protection (CAL FIRE), Sacramento, California.

The San Francisco Fire Department, San Francisco, California.

Nick Herring, Deputy Chief Ranger, Yellowstone National Park, Yellowstone, California.

The New York State Emergency Management Office, Albany, New York.

The Alaska Division of Homeland Security and Emergency Management.

The 3d Maneuver Enhancement Brigade, Fort Richardson, Alaska.

The 396th Combat Support Hospital (United States Army Reserve), Vancouver, Washington.

The Emergency Medical Detachments (EMEDS) from Michigan, Alaska, and New York.

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# CHAPTER 1: INTRODUCTION

This chapter discusses the Department of Defense (DoD) directives and legal authorities for Defense Support of Civil Authorities (DSCA) operations, excluding Chemical, Biological, Radiological, Nuclear, or high-yield Explosives (CBRNE) or acts of terrorism.

## 1.1 Background

Every year, citizens of the United States, in all regions of the Nation, are threatened with loss of life and property as the result of natural disasters. In a period of only 8 years, between 2000 and 2008, natural disasters of considerable severity resulted in 426 Presidential Disaster Declarations, an average of 4 per month.

National Guard units, under the control of their respective state governors, have traditionally been the primary military responders to domestic natural disasters and other such emergencies. Federal forces are generally called upon only after state resources are exhausted or overwhelmed, or a specific capability is otherwise unavailable and federal assistance has been requested by the governor.

Defense Support of Civil Authorities is defined in both Department of Defense Directive (DoDD) 5111.13 and DoDD 3025.dd. DoDD 3025.dd defines DSCA as:

> *. . . support provided by U.S. Federal military forces, DoD civilians, DoD contract personnel, DoD Component assets, and National Guard forces when the Secretary of Defense, in coordination with the Governors of the affected States, authorizes use of those forces in response to requests for assistance from civil authorities or from qualifying entities for special events, domestic emergencies, designated law enforcement support, and other domestic activities.*

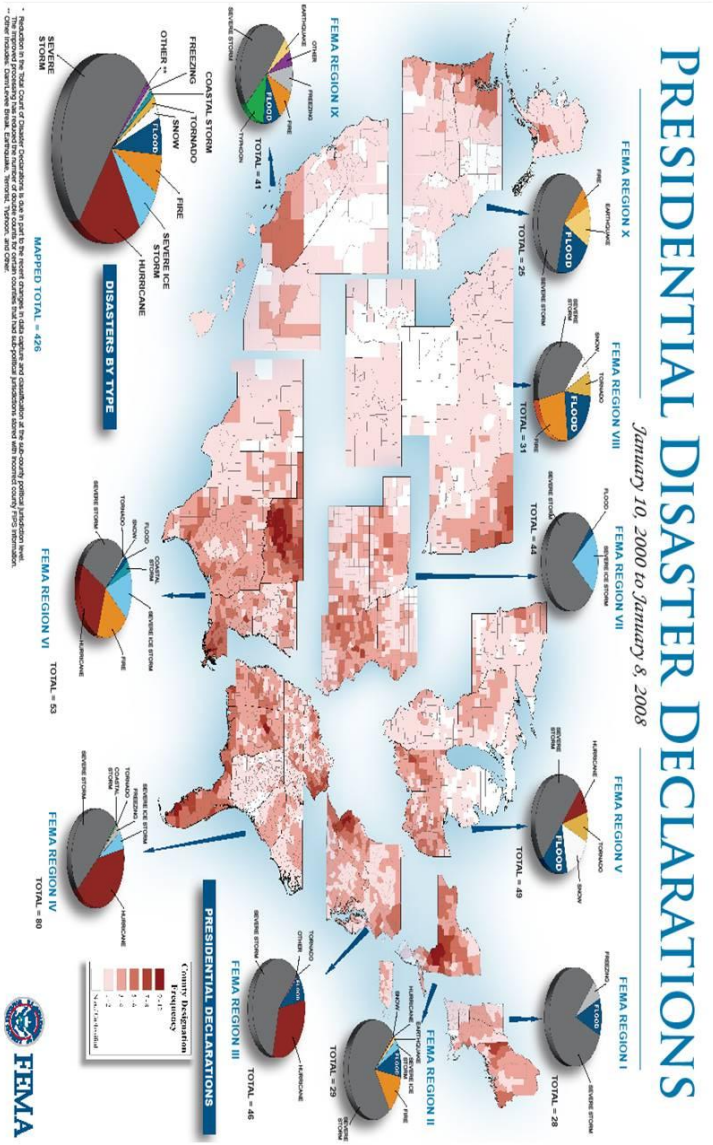


**Figure 1-1. 2000-2008 Presidential Disaster Declarations**

Due to readiness requirements, military personnel are capable of rapid response to a broad spectrum of emergencies. Because military personnel and their associated equipment can often be effectively employed in civil support operations, civil authorities continue to call upon the military for assistance.

The Federal Emergency Management Agency (FEMA), under the direction of the Department of Homeland Security (DHS), is the Primary Agency (PA) in the federal response to natural disasters. DoD resources, in coordination with FEMA, may be requested to augment local, state, and federal capabilities in assisting with a state-led response. An exception is wildland firefighting, in which case the National Interagency Fire Center (NIFC) is the PA.

This handbook has been developed primarily to support DSCA operations in the Area of Responsibility (AOR) of United States Northern Command (USNORTHCOM), including the 48 contiguous states, Alaska, Puerto Rico, and the Virgin Islands, and the AOR of United States Pacific Command (USPACOM) including Hawaii, Guam, and American Samoa. Specific references to USNORTHCOM in this document are not intended to exclude USPACOM.

The *DSCA Handbook* focuses on the role of DoD in domestic emergencies. It serves as an overview of DSCA operations and is not intended to be a single-source document for DSCA. Gaining a thorough understanding of DSCA operations requires commanders and their staffs to examine in detail DHS and Service documents, including:

- *National Response Framework (NRF)*
- *National Incident Management System (NIMS)*
- Chairman of the Joint Chiefs of Staff (CJCS) DSCA Execution Order (EXORD)
- Joint Publication (JP) 3-28, *Civil Support*
- Field Manual (FM) 3-28, *Civil Support Operations*
- Air Forces Northern (AFNORTH) DSCA *Air Support Handbook*

- National Guard Regulation 500-1/Air National Guard Instruction 10-8101 (NGR 500-1/ANGI 10-8101) , *National Guard Domestic Operations*
- National Guard Bureau, *Domestic Operations Manual*

### 1.2 Authorities Governing DSCA

The authorities for provision of DSCA are found in legal statute, DoD policy, and crisis action orders. The authorities for DoD components to conduct DSCA operations are found in DoD Directives such as 3025.dd and CJCS EXORDs. Additional guidance for DoD support of civil authorities can be found in joint publications such as JP 3-28. Service-specific doctrine is referenced in Annex K of this handbook.

### 1.3 Legal Authority

A brief overview of the legal aspects of DoD participation in DSCA operations is provided in the following paragraphs. More detailed information may be found in Annex A.

#### 1.3.1 The Constitution

In the context of this handbook, “the United States” includes the 50 states, the District of Columbia, and the territories of Puerto Rico, the Virgin Islands, Guam, and American Samoa and the Commonwealth of the Northern Mariana Islands.

Under the Tenth Amendment of the Constitution, each state/territory of the United States has the primary responsibility to prepare for and respond to disasters and emergencies occurring within its borders. The Constitution establishes the sovereignty of the states over many aspects of government. Additionally, and of particular importance to domestic operations, are the authorities granted by Congress to the states. Article 1, Section 8, Clause 16 of the Constitution, the Militia Act of 1903, and the National Defense Act of 1916 are the basis for the distinction between National Guard forces and Active

Component Title 10 forces. State governors retain authority over their respective National Guard forces. The authority over and control of DoD Title 10 forces are at the discretion of the President of the United States as the Commander-in-Chief.

In response to DSCA, expectations of DoD capabilities must be effectively managed and communicated. The goal is efficient execution of relief operations and successful synchronization of military and civil capabilities after a disaster when local and state level infrastructure may be overwhelmed.

**Table 1-1. Federal Acts Concerning DSCA**

| Federal Acts and Reimbursement for DSCA | |
|---|---|
| **Stafford Act** | **Economy Act** |
| • Provides the authority for federal funding when approved by the President at the request of a state governor<br>• Funding reimburses INCREMENTAL costs to military forces in a Title 10 or Title 32 status that have provided support at the federal, state, or local level<br>• Has "pre-declaration essential DoD support" provision whereby a state governor may request essential DoD support from the President for up to ten days | • Used as authority to provide support between federal agencies for routine and emergency incidents<br>• Does NOT require a Presidential declaration<br>• Funding reimburses the TOTAL cost of support, including pay and allowances, to military forces in a Title 10 or Title 32 status that have provided support to other federal agencies (e.g., National Park Service, United States Forest Service) |

### 1.3.2 The Stafford Act

The Robert T. Stafford Disaster Relief and Emergency Assistance Act (the Stafford Act) authorizes the President to issue major disaster

or emergency declarations in response to catastrophes that overwhelm state and local governments.

### 1.3.3 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.

### 1.3.4 Restricting the Use of DoD—the Posse Comitatus Act

The Posse Comitatus Act (PCA) prohibits federal, state, and local authorities from using Title 10 forces for any direct civil law enforcement activities unless a Constitutional or Act of Congress exception applies. PCA does not prohibit federal forces from assisting state and local organizations with humanitarian disaster relief.

Because PCA is often misunderstood, it is important that commanders of organizations in a Title 10 role operating in a DSCA environment be familiar with the act and be able to explain it to civil authorities. PCA does not apply to National Guard in State Active Duty or Title 32 status; however, it does apply to National Guard in a Title 10 status. For a more complete discussion of PCA and its exceptions, see Annex A.

## 1.4 Department of Homeland Security

DHS is a Presidential cabinet organization with the responsibility of security of the homeland, including response to national disasters at the federal level. Both FEMA and the United States Coast Guard (USCG) are part of DHS. For more detailed information on FEMA and the USCG's role in DSCA, see Chapter 2.

## 1.5 Homeland Security Presidential Directive – 5

Homeland Security Presidential Directive – 5 (HSPD – 5): *Management of Domestic Incidents* (2003) required the Secretary of Homeland Security to develop and administer a National Incident Management System and a National Response Plan. (The National

Response Plan was replaced by the National Response Framework in 2008.) The directive requires all federal departments and agencies to adopt NIMS and use it in individual domestic incident management programs and activities, as well as in support of state, local, or tribal entities. It also provides detail on the authorities of various government officials within the national incident management system.

### 1.5.1 National Incident Management System/Incident Command System

NIMS is designed to aid in managing prevention of, preparation for, response to, and recovery from terrorist attacks, major disasters, and other emergencies. NIMS employs the Incident Command System (ICS), a standardized, on-scene approach to all-hazards incident management. Most civilian Incident Commanders (ICs) employ ICS. Both NIMS and ICS are discussed in greater detail in Chapter 2.

### 1.5.2 National Response Framework

The NRF presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies. It establishes a comprehensive, national, all-hazards approach to domestic incident response. The NRF defines the principles, roles, and structures that organize how we respond as a nation. In addition, the NRF:

- Describes how communities, tribes, states, the federal government, the private sector, and non-governmental partners work together to coordinate national response
- Describes specific authorities and best practices for managing incidents
- Builds upon the national incident management system, which provides a consistent template for managing incidents

## 1.6 Homeland Security Presidential Directive – 8

HSPD-8: *National Preparedness* (2003), a companion directive to HSPD-5, establishes policies to strengthen preparedness of the United States in order to prevent and respond to threatened or actual domestic terrorist attacks, major disasters, and other emergencies.

The directive requires a national domestic all-hazards preparedness goal, with established mechanisms for improved delivery of federal preparedness assistance to state and local governments. It also outlines actions to strengthen preparedness capabilities of federal, state, and local entities.

**NOTES**

# CHAPTER 2: INCIDENT MANAGEMENT PROCESSES AND DEPARTMENT OF HOMELAND SECURITY ORGANIZATIONS

This chapter gives an overview of the Incident Command Systems, the National Response Framework (NRF) and the National Incident Management System (NIMS). In addition, it provides tactical level personnel with an overview of the Department of Homeland Security's subordinate agencies that military personnel may encounter during a Defense Support of Civil Authorities (DSCA) operation and introduces the federal Emergency Support Functions.

## 2.1 Introduction

The NRF and NIMS are designed to improve the Nation's incident management capabilities and overall efficiency in response to domestic incidents. Given the complexity and extent of local, state, and federal participation in domestic incident management, there are numerous national-level operational plans and agreements that depict roles and responsibilities of participants. Together, the NRF and the NIMS integrate the various capabilities into a cohesive and coordinated framework for domestic incident management. Each of these two documents will be examined in greater detail in the following sections.

The Federal Emergency Management Agency (FEMA) Emergency Management Institute (EMI) offers an online course designed to introduce the NRF (*NRF: An Introduction – IS 800.b*). In addition, FEMA has developed numerous other independent study courses for personnel involved in domestic incident management, including a course on NIMS (*NIMS: An Introduction – IS 700.a*). To access either of these courses, or to obtain the latest information on and copies of NRF, visit the NRF Resource Center web site at www.fema.gov/emergency/nrf/

## 2.2 National Response Framework

The NRF is designed to reduce vulnerability to natural and manmade hazards, minimize damage, and assist in recovery. It is an all-discipline, all-hazards plan that establishes a single framework for management of domestic incidents. It also provides the structure and mechanisms for coordination of federal support to local, tribal, and state incident managers.

The NRF is intended to ensure that government executives, leaders of private sector and Non-Governmental Organizations (NGOs), and emergency management practitioners across the Nation understand domestic incident response roles, responsibilities, and relationships in order to respond more effectively. Additionally, the NRF describes special circumstances in which the federal government exercises a larger role, including incidents where federal interests are involved and catastrophic incidents where a state would require significant support. It uses the foundation provided by the Homeland Security Act, Homeland Security Presidential Directive-5, and the Stafford Act to provide a comprehensive, all-hazards approach to domestic incident management.

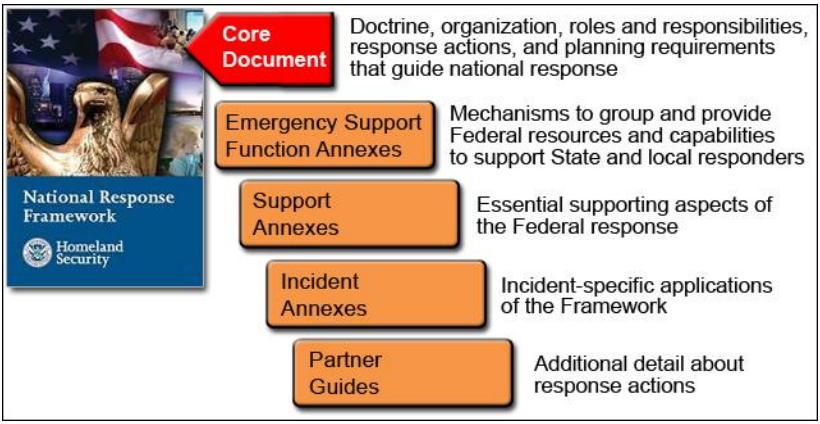


**Figure 2-1. Components of the National Response Framework**

The overarching objective of response activities centers upon saving lives and protecting property and the environment. Five key

principles of operations within the NRF define response actions in support of the Nation's response mission. Taken together, these five principles of operation constitute the national response doctrine characterized by:

- Engaged partnerships
- Tiered response
- Scalable, flexible, and adaptable operational capabilities
- Unity of effort through unified command
- Readiness to act

### 2.3 National Incident Management System

The NIMS provides doctrine, concepts, principles, terminology, and organizational processes that establish a template for incident management. Using this template enables local, tribal, state, and federal governments, as well as private sector, NGOs and the Department of Defense (DoD) to work with unity of effort in disaster relief operations.

Incidents typically begin and end locally and are managed on a daily basis at the lowest possible geographical, organizational, and jurisdictional level. However, there are instances in which successful incident management operations depend on the involvement of multiple jurisdictions, levels of government, functional agencies, and/or emergency responder disciplines. These instances require effective and efficient coordination across this broad spectrum of organizations and activities.

Incident management refers to how incidents are managed across homeland security activities, including prevention, protection, response, mitigation, and recovery. The NIMS framework forms the basis for interoperability and compatibility that enables a diverse set of public and private organizations to conduct well-integrated and effective emergency management.

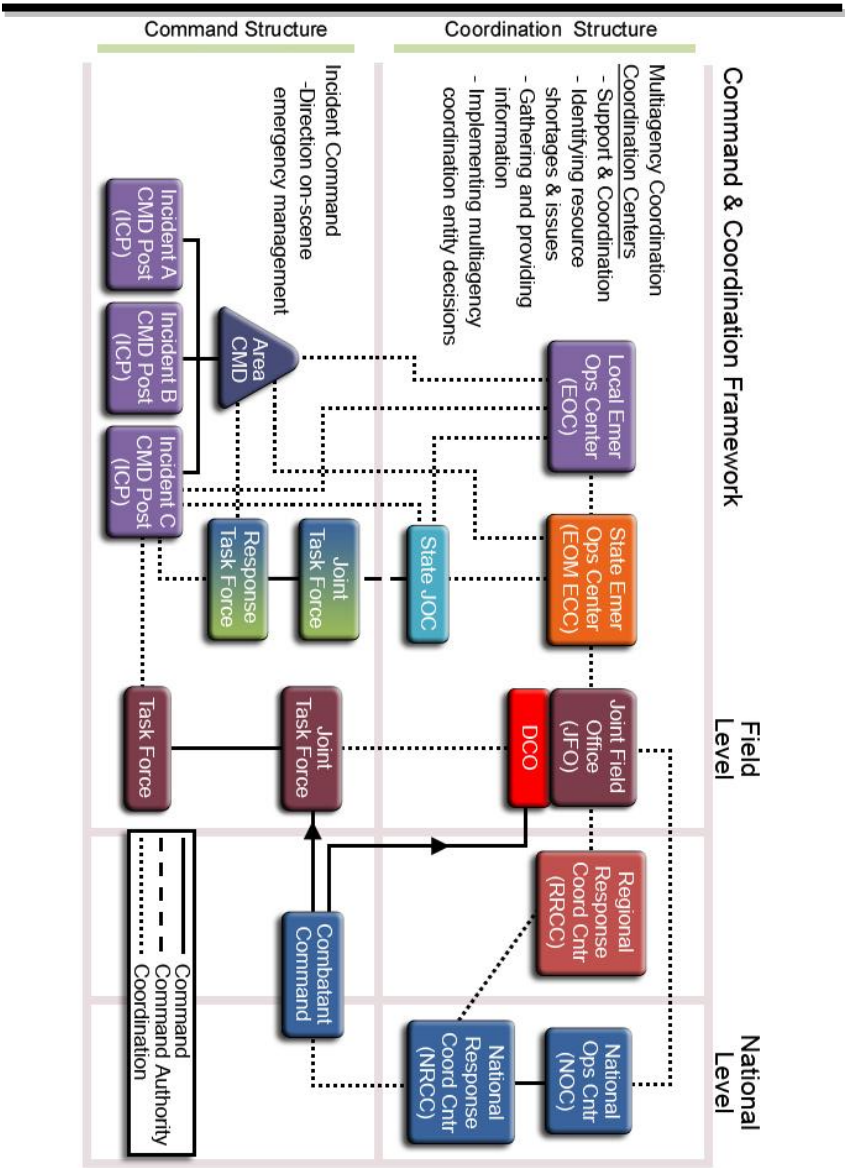


**Figure 2-2. NIMS Framework**

**Table 2-1. Overview of NIMS**

| What NIMS is: | What NIMS is not: |
|---|---|
| • A comprehensive, nationwide, systematic approach to incident management, including the Incident Command System (ICS), Multiagency Coordination Systems, and Public Information<br>• A set of preparedness concepts and principles for all hazards<br>• Essential principles for a common operating picture and interoperability of communications and information management<br>• Standardized resource management procedures that enable coordination among different jurisdictions or organizations<br>• Scalable, for use at all incidents (from day-to-day to large-scale)<br>• A dynamic system that promotes ongoing management and maintenance | • A static system<br>• A response plan<br>• A communications plan<br>• Used only during large-scale incidents<br>• Applicable only to certain emergency management/ incident response personnel<br>• Only the ICS or an organization chart |

The standards and protocols laid out in NIMS are mandatory for all federal agencies, including DoD.

The NIMS incident management structure has three components:

- The Incident Command System
- Interagency coordination systems
- Public information systems

NIMS distinguishes between command authority and coordination authority. Command authority is vested in the Incident Commander (IC) for a single incident or an Area Commander for multiple incidents or jurisdictions. Coordination authority is vested in various coordinating officers who have the authority to make decisions within their respective jurisdictions.

### 2.4 The Incident Command System

Most incidents are managed locally and are typically handled by local communications/dispatch centers and emergency management/ response personnel within a single jurisdiction. In other instances, incidents begin with a single response within a single jurisdiction and rapidly expand to multidisciplinary, multijurisdictional levels requiring significant additional resources and operational support.

ICS is a widely applicable management system designed to enable effective, efficient incident management. ICS addresses incident command in terms of single Incident Command, Area Command, and Unified Command. It provides a flexible core mechanism for coordinated and collaborative incident management. When a single incident covers a large geographical area, multiple local emergency management and incident response agencies may be required. Effective cross-jurisdictional coordination using processes and systems is absolutely critical in this situation.

#### 2.4.1 Single Incident Command

The IC, usually an official of local police, fire or other municipal service, has the direct tactical and operational responsibility for conducting all incident management activities. He or she is specifically responsible for ensuring incident safety, providing information services regarding the incident, and establishing and maintaining liaison with other agencies participating in the incident. He or she also has overall responsibility for managing the incident by

defining objectives, planning strategies, and implementing tactics. To discharge these responsibilities, the IC may appoint one or more deputies from either the same or different agencies. The IC generally is supported by a Command Staff and a General Staff, with functions as depicted in Figure 2-3.

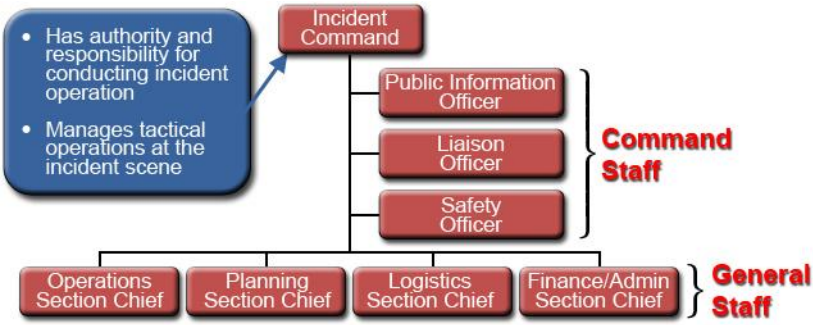


**Figure 2-3. ICS Command**

The IC is the only ICS position that is always manned. In small incidents, the IC may perform all staff functions.

The Incident Command Post (ICP) is intended to provide a modular and standardized on-scene emergency management organization to support the IC. Regardless of how large, complex, or multi-jurisdictional the incident becomes, there is only one ICP per incident.

### 2.4.2 Area Command

An Area Command, as depicted in Figure 2-4, is intended to oversee multiple single incidents, either geographically dispersed or located in near proximity. Area Commands are most effective for multiple incidents (e.g., two Hazardous Material (HAZMAT) spills or several wildland fires) that will most likely be competing for the same resources and capabilities. When incidents are of different types or do not have similar resource or capabilities requirements, they will generally be handled as separate incidents.

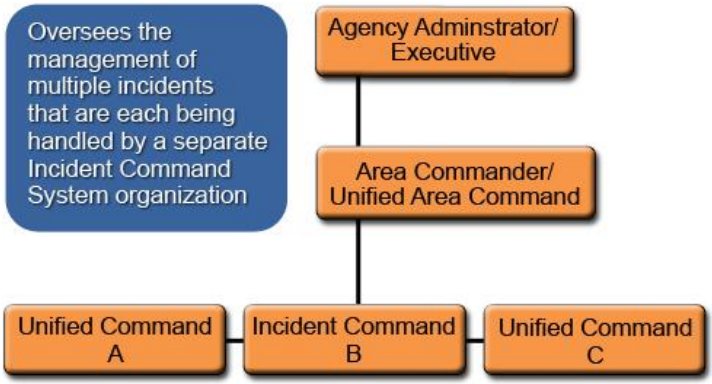


**Figure 2-4. Area Command Structure**

### 2.4.3 Unified Command

A Unified Command (UC) is intended to allow multiple agencies to work together efficiently without affecting the authority, accountability, or responsibility of individual agencies. In a UC, agencies work together at a single ICP location to establish a common set of objectives and strategies and develop a single Incident Action Plan (IAP). Agency ICs exercise authority over the personnel of their respective agencies and represent their function or subject matter in the ICP organization.

**Figure 2-5. ICS Unified Command Structure**

ICS concept of "unified command" is distinct from the military use of this term. Military forces in a DSCA environment will always remain under the operational and administrative control of the military chain-of-command. Military forces are not directly under the command of the IC, but instead, work in a supporting role.

### 2.5 The Joint Field Office

The Joint Field Office (JFO) (see Figure 2-6) 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. 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, federal, and defense) in a typical incident.

The Federal Coordinating Officer (FCO) is appointed to manage federal response support activities for Stafford Act disasters and emergencies. The FCO also plays a significant role in managing the financial aspects of DSCA.

The State Coordinating Officer (SCO) is appointed by the governor to coordinate state response and recovery operations with the federal government.

The Defense Coordinating Officer (DCO) is the Title 10 officer who serves as the DoD point of contact at the JFO. For more information on the duties and responsibilities of the DCO, see Section 3.10.4.

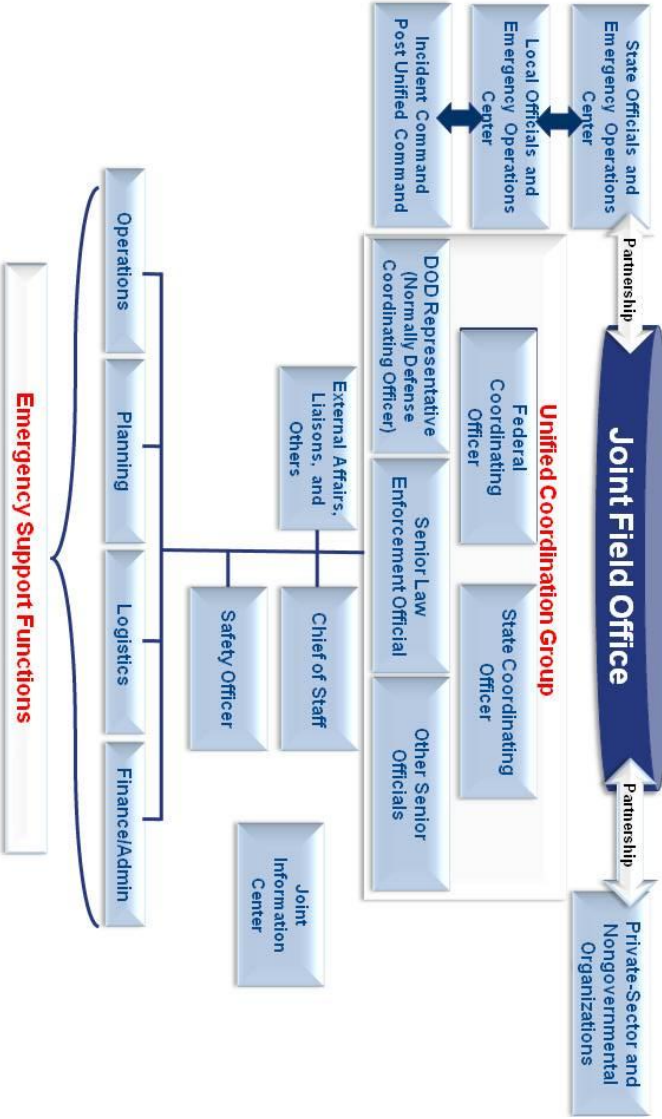


**Figure 2-6. Joint Field Office Structure**

Civilian Liaison Officers (LNOs) serve as representatives and points of contact for other governmental agencies, NGOs, and private sector entities. Military LNOs serve as representatives of their commander. For information on the roles and responsibilities of the military LNO, see the *Liaison Officer Toolkit* on the reverse side of this manual.

Joint Information Centers (JICs) are facilities established to coordinate all public information activities related to incidents. They are often co-located with local, state, or federal Emergency Operations Centers (EOCs). JICs provide a location where the organizations participating in incident management can work together to ensure that timely, accurate, understandable, and consistent information is disseminated to the public. The JIC has representatives from each organization involved in management of an incident. ICs and interagency coordinating entities are responsible for establishing and overseeing JICs, including processes for coordinating and clearing public communications.

## 2.6 Department of Homeland Security Emergency Management Organizations

### 2.6.1 Federal Emergency Management Agency

FEMA was established in 1979 by executive order as an independent agency and became part of the Department of Homeland Security (DHS) in 2003.

FEMA serves as the executive agent of DHS for emergency management and is responsible for responding to, planning for, recovering from, and mitigating against disasters. FEMA is organized into ten regions (shown in the Figure 2-7). Each region serves as the focal point for organizing and coordinating state and federal emergency management for incidents within the region. There is one DCO assigned to each FEMA region, with the exception of Region IX where there are an additional three DCOs (United States Pacific Command (USPACOM), Commander, Naval Forces Marianas (COMNAVMAR), and United States Army Pacific (USARPAC)).

Each of FEMA's regional offices maintains a Regional Response Coordination Center (RRCC) that expands to become an interagency facility in anticipation of a serious incident in the region or immediately following an incident. RRCCs coordinate federal regional response efforts and maintain connectivity with state EOCs and other state offices and agencies.

**Table 2-2. FEMA Regional Headquarters**

| FEMA Headquarters and Regional Centers | |
|---|---|
| FEMA Headquarters<br>500 C Street, SW<br>Washington DC 20472 | |
| FEMA Region I<br>99 High Street, 6th Floor<br>Boston, MA 0211 | FEMA Region VI<br>Federal Regional Center 800<br>North Loop 288<br>Denton, TX 76209 |
| FEMA Region II<br>26 Federal Plaza, Room 1307<br>New York, NY 10278 | FEMA Region VII<br>9221 Ward Parkway, Suite 300<br>Kansas City, MO 64114-3372 |
| FEMA Region III<br>615 Chestnut St., 6th Floor<br>One Independence Mall<br>Philadelphia, PA 19106-4404 | FEMA Region VIII<br>P O Box 25267<br>Building 710<br>Denver Federal Center<br>Denver, CO 80225-0267 |
| FEMA Region IV<br>3003 Chamblee-Tucker Road<br>Atlanta, GA 30341 | FEMA Region IX<br>1111 Broadway, Suite 1200<br>Oakland, CA 94607 |
| FEMA Region V<br>536 South Clark Street, 6th Floor<br>Chicago, IL 60605 | FEMA Region X<br>130 228th Street, SW<br>Bothell, WA 98021-8627 |

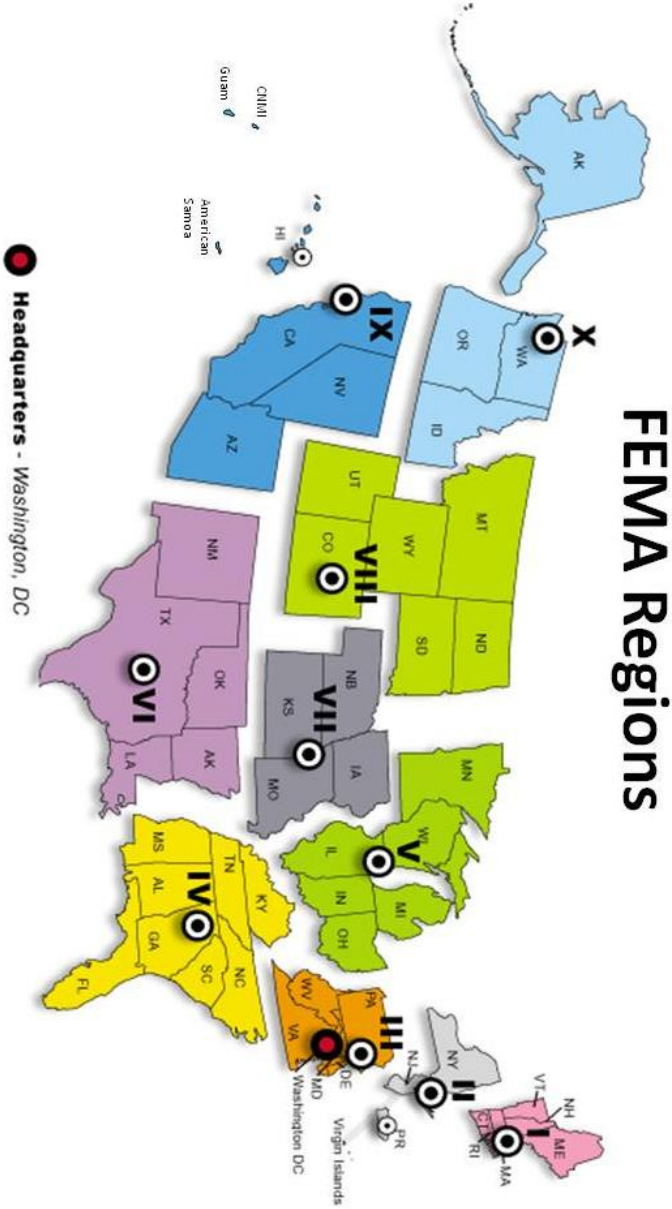


**Figure 2-7. FEMA Regions**

### 2.6.2 United States Coast Guard

The United States Coast Guard is one of the five armed services as prescribed in Title 14 United States Code (USC), Section 1 which states:

> *The Coast Guard as established January 28, 1915, shall be a military service and a branch of the armed forces of the United States at all times.*

Placed under the DHS on February 25, 2003, the Coast Guard executes a variety of missions, including Search and Rescue (SAR), maritime law enforcement, and defense readiness.

The Coast Guard has trained a number of JFO support teams to assist FEMA during an incident. Coast Guard JFO teams perform the dual responsibilities of representing Coast Guard interests during an incident while providing support to the overall federal response.

**Figure 2-8. United States Coast Guard Districts**

**Table 2-3. United States Coast Guard Operations Command Areas and District Command Centers**

| Coast Guard Area Commands | |
|---|---|
| **Coast Guard Atlantic Area**<br>**431 Crawford Street Federal Bldg.**<br>**Portsmouth, VA 23704-5004**<br>**Tel: (757) 398-6000** | **Coast Guard Pacific Area**<br>**Coast Guard Island Bldg. 51-6**<br>**Alameda, CA 94501-5100**<br>**Tel: (510) 437-3522** |
| **Coast Guard District Commands** | |
| First Coast Guard District<br>Capt. John Foster Williams<br>Bldg. 408, Atlantic Avenue<br>Boston, MA 02110-3350<br>Tel: (617) 223-8480 | Eleventh Coast Guard District<br>Coast Guard Island, Bldg 50-6<br>Alameda, CA 94501-5100<br>Tel: (510) 437-3968 |
| Seventh Coast Guard District<br>Brickell Plaza Federal Bldg. 909 SE<br>First Avenue<br>Miami, FL 33131-3050<br>Tel: (305) 415-6670 | Fourteenth Coast Guard District<br>Prince Kalanianaole Federal Bldg.<br>300 Ala Moana Blvd. , 9th Floor<br>Honolulu, HI 96850-4982<br>Tel: (808) 541-2121 |
| Ninth Coast Guard District<br>1240 East 9th Street<br>Cleveland, OH 44199-2060<br>Tel: (216) 902-6001 | Thirteenth Coast Guard District<br>Jackson Federal Bldg<br>915 Second Avenue<br>Seattle, WA 98174-1067<br>Tel: (206) 220-7237 |
| Eighth Coast Guard<br>District Hale Boggs Federal Building<br>500 Poydras Street, Suite 1240<br>New Orleans, LA 70130-3310<br>Tel: (504) 671-2174 | Seventeenth Coast Guard District<br>P.O. BOX 25517<br>Juneau, AK 99802-5517<br>Tel: (907) 463-2065 |
| Fifth Coast Guard District<br>431 Crawford Street Federal Bldg.<br>Portsmouth, VA 23704-5004<br>Tel: (757) 398-6000 | |

***Emergency Preparedness Liaison Officers (EPLOs)***. The Coast Guard maintains EPLOs similar to DoD EPLOs (see section 3.10.6). They are assigned as FEMA Region EPLOs, one per FEMA Region, and maintain direct reporting to the Coast Guard District where the FEMA Region headquarters are located. They serve the RRCCs, JFOs (when established), and state EOCs as consultants. They also serve Coast Guard district liaisons for disasters that may involve Coast Guard resource support such as SAR, maritime safety and security, or HAZMAT response.

## 2.7 Emergency Support Functions

Emergency Support Functions (ESFs) are used by the federal government and many states as the primary mechanism to organize and provide assistance. ESFs are organized into fifteen functional areas. They may be selectively activated for both Stafford Act and non-Stafford Act incidents and are assigned to support headquarters, regional, and field activities. For detailed annexes on each ESF, go to http://www.fema.gov/emergency/nrf/index.htm

The ESF Coordinator or Primary Agency (PA) is the federal agency with significant authorities, roles, resources, or capabilities for a particular function within an ESF. The coordinator has ongoing responsibilities throughout the preparedness, response, and recovery phases of incident management. The ESF PA serves as a federal executive agent under the FCO (or Federal Resource Coordinator for non-Stafford Act incidents) to accomplish the ESF mission.

**Table 2-4. Emergency Support Functions**

| **ESF #1 – Transportation**<br>**ESF Coordinator: Department of Transportation** |
|---|
| • Aviation/airspace management and control<br>• Transportation safety<br>• Restoration/recovery of transportation infrastructure<br>• Movement restrictions<br>• Damage and impact assessment |

| **ESF #2 – Communications**<br>**ESF Coordinator: DHS (National Communications System)** |
|---|
| • Coordination with telecommunications and information technology industries<br>• Restoration and repair of telecommunications infrastructure<br>• Protection, restoration, and sustainment of national cyber and information technology resources<br>• Oversight of communications within the federal incident management and response structures |
| **ESF #3 – Public Works and Engineering**<br>**ESF Coordinator: DoD (U.S. Army Corps of Engineers)** |
| • Infrastructure protection and emergency repair<br>• Infrastructure restoration<br>• Engineering services and construction management<br>• Emergency contracting support for life-saving and life-sustaining services |
| **ESF #4 – Firefighting**<br>**ESF Coordinator: Department of Agriculture (U.S. Forest Service)** |
| • Coordination of federal firefighting activities<br>• Support to wildland, rural, and urban firefighting operations |
| **ESF #5 – Emergency Management**<br>**ESF Coordinator: DHS (FEMA)** |
| • Coordination of incident management and response efforts<br>• Issuance of Mission Assignments<br>• Resource and human capital<br>• Incident action planning<br>• Financial management |
| **ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services**<br>**ESF Coordinator: DHS (FEMA)** |
| • Mass care<br>• Emergency assistance<br>• Disaster housing<br>• Human services |

| **ESF #7 – Logistics Management and Resource Support**<br>**ESF Coordinator: General Services Administration and DHS (FEMA)** |
|---|
| • Comprehensive, national incident logistics planning, management, and sustainment capability<br>• Resource support (facility space, office equipment and supplies, contracting services, etc.) |
| **ESF #8 – Public Health and Medical Services**<br>**ESF Coordinator: Department of Health and Human Services** |
| • Public health<br>• Medical<br>• Mental health services<br>• Mass fatality management |
| **ESF #9 – Search and Rescue**<br>**ESF Coordinator: DHS (FEMA)** |
| • Life-saving assistance<br>• Search and rescue operations |
| **ESF #10 – Oil and Hazardous Materials Response**<br>**ESF Coordinator: Environmental Protection Agency** |
| • Oil and hazardous materials (chemical, biological, radiological, etc.) response<br>• Environmental short- and long-term cleanup<br>• Decontamination |
| **ESF #11 – Agriculture and Natural Resources**<br>**ESF Coordinator: Department of Agriculture** |
| • Nutrition assistance<br>• Animal and plant disease and pest response<br>• Food safety and security<br>• Natural and cultural resources and historic properties protection and restoration<br>• Safety and well-being of household pets |

| **ESF #12 – Energy**<br>**ESF Coordinator: Department of Energy** |
|---|
| • Energy infrastructure assessment, repair, and restoration<br>• Energy industry utilities coordination<br>• Energy forecast |
| **ESF #13 – Public Safety and Security**<br>**ESF Coordinator: Department of Justice** |
| • Facility and resource security<br>• Security planning and technical resource assistance<br>• Public safety and security support<br>• Support to access, traffic, and crowd control |
| **ESF #14 – Long-Term Community Recovery**<br>**ESF Coordinator: DHS (FEMA)** |
| • Social and economic community impact assessment<br>• Long-term community recovery assistance to states, local governments, and the private sector<br>• Analysis and review of mitigation program implementation |
| **ESF #15 – External Affairs**<br>**ESF Coordinator: DHS** |
| • Emergency public information and protective action guidance<br>• Media and community relations<br>• Congressional and international affairs<br>• Tribal and insular affairs |

Many states have more than 15 ESFs. This handbook lists only the 15 federally-recognized ESFs.

**NOTES**

# CHAPTER 3: CIVIL AND MILITARY RESPONSES

This chapter gives an overview of an incident event timeline from the local and first tier response to a Presidential declaration and federal response. Included are discussions of the organizations involved in responding to an incident and the command relationships. Appendix 3.A "Military Duty Status Comparison" at the end of the chapter details the differences between State Active Duty, Title 32, and Title 10.

## 3.1 Incident Response Process

The typical incident response begins with first responders at the local level. If the response proceeds to the federal level, including a Presidential major disaster or emergency declaration, Department of Defense (DoD) forces may be deployed to support civilian efforts. To fully understand the operational environment presented by an incident, military leaders should understand the civilian incident management process described in Chapter 2.

## 3.2 Local/First Tier Response

Local response is the first tier in the incident management process, and it is local responders who will make the determination for expanding response. First responders are local emergency and public works personnel who respond to an incident. From this group, generally the most experienced responder will take command as the Incident Commander (IC). He/she will remain as the IC until voluntarily giving up command or being replaced by a more qualified individual.

DoD can provide significant response at this level through immediate response under imminently serious situations or through mutual aid agreements. See Sections 3.6.1 and 3.6.2 for more information.

## 3.3 County and Regional/Second and Third Tier Response

If first responders are unable to contain an incident, they may ask for assistance from the county emergency managers located at the

Emergency Operations Center (EOC). The EOC, if activated, maintains a current operating picture and communications capability with internal and external resources. Thus the EOC is able to leverage assets from throughout the county to respond to the incident.

The EOC can also support resource management decision making when the incident exceeds existing resources and a request for additional assistance is required. However, the county or regional emergency manager, city mayor, or county executive must validate all such requests.

### 3.4 Tribal Governments

The United States recognizes the right of Native American tribes to self-govern. Tribal governments are responsible for coordinating resources to address actual or potential incidents. When local resources are not adequate, tribal leaders seek assistance from the state or federal government. The tribe can elect to deal directly with the federal government. Although a state governor must request a Presidential declaration under the Stafford Act on behalf of a tribe, federal departments or agencies can work directly with the tribe within the existing authorities and resources.

### 3.5 State/Fourth Tier Response

Every state maintains an EOC that is activated as needed to support local EOCs and provide multi-agency coordination. When local jurisdictions cannot contain an incident, the governor can declare a state of emergency and invoke the state's emergency plan to augment individual and public resources as required. Under the Stafford Act, states are also responsible for requesting federal emergency assistance for community governments within their jurisdiction.

The State Coordinating Officer (SCO) plays a critical role in managing state response and recovery operation. As an incident escalates, the SCO will work with the Federal Coordinating Officer (FCO) to formulate state requirements, including those that are beyond state capability.

Should requirements exceed state response capabilities, the governor can use Emergency Management Assistance Compact (EMAC) agreements to request resources from other states. For more information on EMAC, see Section 3.8. If requested resources are unavailable or requirements exceed capabilities, the governor may request federal assistance. When an event causes damage, or is of sufficient severity and magnitude to warrant federal disaster assistance and such assistance is requested, the President may issue a major disaster or emergency declaration. If either declaration is issued, assistance is then made available under the Stafford Act. For more information on Stafford Act declarations, see Section 3.9.1.

A ***Presidential Major Disaster Declaration*** triggers long-term federal recovery programs, some of which are matched by state programs and designed to help disaster victims, businesses, and public entities. An ***Emergency Declaration*** is more limited in scope and without the long-term federal recovery programs of a major disaster declaration.

### 3.6 DoD Response

DoD provides support when requested by civil authorities and approved by the Secretary of Defense (SecDef). There are several separate authorities whereby DoD resources may be provided without SecDef approval. These are Immediate Response Authority (IRA), Mutual Aid Agreements/Memoranda of Agreement (MOAs)/Memoranda of Understanding (MOUs), or in accordance with the Chairman of the Joint Chiefs of Staff (CJCS) DSCA Execution Order (EXORD). DoD provides DSCA when requested by civil authorities and approved by the SecDef.

#### 3.6.1 Immediate Response Authority

DoD response at the municipal, county, or tribal level is provided under IRA. If requested, any commander can provide resources to:

- Save lives
- Prevent human suffering
- Mitigate great property damage

A request for assistance from some civil authority (tribal authority, mayor, chief of police, fire chief, sheriff, chief of emergency management, etc.) is required to initiate the IRA. This request may initially be made verbally; however, for Mission Assignment (MA) tracking and funding purposes, a follow-up in writing is desired. There is a rule-of-thumb time limit of 72 hours for immediate response operations. The 72 hours corresponds with the time limit for the response phase (focus is on life-sustaining functions) of a Defense Support of Civil Authorities (DSCA) operation. After 72 hours, the response is generally no longer considered immediate and falls into the category of restoration/recovery.

No law enforcement activities are authorized under IRA.

The DSCA EXORD directs commanders to notify Service headquarters of IRA operations. Time for notification is Service-specific, but the Army and Navy have both directed that notification take place within 2 hours. It is also recommended that Title 10 commanders notify the Defense Coordinating Officer (DCO) for their Federal Emergency Management Agency (FEMA) region. (See Annex I for DCO contact information.) The DCO may be able to assist in obtaining reimbursement for support provided by local and state officials, as well as reimbursement under Stafford or Economy Act.

It is important to note that IRA is distinct from authority to provide assistance under a mutual aid agreement. IRA is discussed in greater detail in Annex A. DSCA Review Criteria are discussed in Annex D.

Stafford Act funding becomes available only when there is a Presidential major disaster or emergency declaration, generally as the result of a governor's request for federal

assistance; Stafford Act funding is not available for a state declaration of emergency. Support under IRA will not be delayed or denied based on the inability or unwillingness of the requester to make a commitment to reimburse DoD. Thus, funding for IRA may become the unit's responsibility.

DoD immediate response authority does not apply to National Guard forces in State Active Duty (SAD) status. National Guard forces in SAD receive their authority to conduct immediate response from state law.

### 3.6.2 Mutual Aid Agreement

Mutual aid agreements authorized under DoD Instruction (DoDI) 6055.06, "DoD Fire and Emergency Services (F&ES) Program", are limited to emergency fire, medical, hazardous materials, and rescue services. These emergency services are often provided on a reimbursable basis by F&ES personnel and Emergency Medical Services (EMS) personnel who are collocated in the installation fire department. In the absence of an agreement, the same four types of assistance may be provided when the commander deems such assistance is in the "best interest of the United States" and under immediate response authority of DoD Directive (DoDD) 3025.1.

### 3.6.3 DSCA EXORD

The latest CJCS DSCA EXORD, dated 14 August 2009, sets the framework for resources and authorities provided to the supported Combatant Commander to conduct DSCA operations for actual or potential domestic incidents within the Combatant Commander's area of responsibility. The authorities granted by the EXORD are specified in four distinct categories of authorization:

- Assigned forces
- Pre-identified resources
- Resources for internal use
- Large-scale response categories

## 3.7 State Military Response

### 3.7.1 National Guard

The National Guard is the "first line of military response" to most incidents. When the governor of a state mobilizes the National Guard, the forces are typically in State Active Duty (SAD) status under command and control 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.

A governor may request reimbursement from the federal government to resource pay and costs associated with state call-up of the National Guard to support an emergency. This money may be provided by the primary federal agency providing support, such as FEMA. The governor may also request federal funding from the SecDef under Title 32 United States Code (USC). Regardless of the funding source, either state or federal, National Guard forces remain under command of their respective governor.

National Guard units may, at the governor's discretion and within state law, conduct law enforcement missions. While in SAD or Title 32 status, they are not subject to the restriction of the Posse Comitatus Act. The National Guard, however, could be activated by the President in a federal military role under Title 10 and therefore should be familiar with Posse Comitatus restrictions.

### 3.7.2 Joint Force Headquarters–State

Each state has a Joint Force Headquarters (JFHQ)-State that provides command and control of all Army and Air National Guard forces and state militia. The JFHQ-State serves as the focal point for all National Guard domestic operations within each state. When National Guard forces conduct domestic operations support in Title 32 or SAD, JFHQ-States have the capability to serve as operational headquarters.

### 3.7.3 Joint Task Force–State

Each JFHQ-State may stand up one or more Joint Task Forces (JTFs) in support of internal and external missions and taskers. JTFs may be established in parallel with a Title 10 JTF or in a dual status command integrating Title 10 and National Guard forces.

The National Guard Bureau (NGB) Joint Enabling Team (JET) is available to provide critical NGB Joint Staff expertise to support the state during a crisis event. JETs have satellite phones, laptops and printers, cell phones, communications gear, and other equipment needed to ensure a successful mission without imposing a burden on the state. The Team will arrive self-sufficient and self-sustaining.

JETs may be composed of representatives from J1, J2, J3, J4, J6, and Public Affairs, and will include NGB expertise requested by the state. In addition, Support Cells to the NGB JETs may be attached to provide vital support to the JET and the JFHQ-State. Cell members may include administrative Non-Commissioned Officers (NCOs), Judge Advocate General (JAG) personnel, EMAC experts, and Air Coordination Officers. The NGB JET members are expected to coordinate their liaison efforts with counterparts of the supported JFHQ-State.

### 3.7.4 State Defense Forces

In addition to the National Guard, twenty-four states authorize a state defense force as allowed by Title 32 USC, Section 109. These forces may be used to augment the state National Guard and other civil authorities in an emergency. State defense forces are strictly state entities and are not part of DoD. These voluntary forces are typically trained in specialized fields such as law, administration, military police, communication, aviation support, search and rescue, logistics, medicine, or transportation. State defense force members are authorized to wear the military uniform assigned by The Adjutant

General (TAG) of the state. They are subject to the state's military code and during an emergency, receive pay according to state law.

### 3.8 Emergency Management Assistance Compact

The EMAC evolved in the aftermath of Hurricane Andrew in 1992 and is administered by the National Emergency Management Association located in Lexington, Kentucky. It is a non-binding, collaborative arrangement among its members to provide a legal framework for states to assist one another in managing a disaster or an emergency that has been declared by the governor of the impacted state. All states, the District of Columbia, Puerto Rico, Guam, and the Virgin Islands are members of EMAC.

Supplemental agreements are executed between states when an event occurs. These agreements provide the specific details as to the type of support each assisting state will provide and the amount of reimbursement the impacted state will pay to each assisting state. When National Guard forces are needed, National Guard personnel sent by one state to another state are in a SAD status unless Title 32 status is approved by the SecDef. EMAC does ***not*** allow the use of ***armed*** National Guard forces from one state to perform civil disturbance or other law enforcement operations in another state. If this type of support is required, it must be approved between states in a separate mutual aid agreement.

Many states have historically entered into agreements with each other for the use of armed National Guard personnel. Agreements should include command relationship, immunity, carrying and loading of weapons, law enforcement authority, and training on state Rules on the Use of Force (RUF) requirements. These agreements pertain to National Guard personnel in a SAD status, and in a Title 32 status only if this status is approved by the SecDef. It is critical that commanders understand that the EMAC and these separate agreements between states do not pertain to DoD personnel, including National Guardsmen in Title 10 status.

During actual or potential widespread disasters that affect multiple states, EMACs may become exhausted more quickly, requiring a more urgent request for federal response.

The differences between State Active Duty, Title 32, and Title 10 are detailed in Appendix 3.A.

### 3.9 Federal Response

Following a natural disaster, the President may sign a Stafford Act declaration directing federal resources (funding, agencies, and personnel) to provide assistance to a state. The declaration may be requested prior to predicted incidents such as a hurricane, or after acute incidents such as an earthquake.

Title 32 forces are assets under the direction of the state governor. However, they may be sourced to support federal requirements under the Stafford and Economy Acts when approved by the Secretary of Defense.

#### 3.9.1 Presidential Disaster Declaration (Civil Authority)

The steps for a Presidential Disaster Declaration are as follows:

***Step 1:*** Federal Emergency Management Agency/federal and state representatives complete a Preliminary Damage Assessment (PDA). The PDA:

- Documents the impact of the event and estimates initial damage
- Establishes a foundation for the governor to request assistance
- Provides background for FEMA's analysis of the request

***Step 2:*** The governor requests assistance. The governor’s request, by law, must:

- State that the governor has taken appropriate action and directed execution of the State Emergency Operations Plan
- Certify that the incident is of such severity and magnitude that state and local resources are inadequate
- Include a damage estimate

- Describe the state and local resources committed to response and recovery
- Describe the requested assistance and agree to cost-sharing provisions

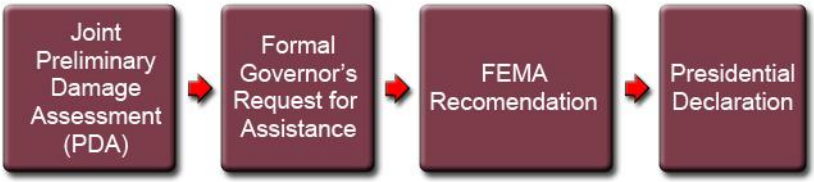


**Figure 3-1. Stafford Act Declaration Process**

***Step 3:*** FEMA reviews the request and makes a recommendation.

- Governor's request addressed to the President through FEMA Regional Administrator
- FEMA Regional Office completed analysis of request and recommendation
- FEMA Headquarters review of request to ensure compliance with Stafford Act requirements
- FEMA Administrator recommendation of a course of action to the President

***Step 4*:** The President makes a Major Disaster or Emergency Declaration, if warranted.

- President decides whether to declare that major disaster or emergency exists
- If declaration is issued, assistance is made available under the Stafford Act
- FCO is designated to oversee disaster operations

In a catastrophic incident, these steps may be expedited.

### 3.10 Natural Disaster Response (Federal Military)

DoD will normally respond to a natural disaster when local and state resources have been exhausted or the incident/situation is projected to overwhelm local, tribal, or state capability and/or resources. DoD response to an incident may come through a variety of authorizations, including IRA, Mutual Aid Agreement, or SecDef or his designee's approval of a Request for Assistance (RFA) under the Stafford Act or the Economy Act.

#### 3.10.1 Command and Control

Title 10 forces are federal assets under the command of the President. Title 10 forces include the Active Army, Navy, Marine Corps, Air Force, and the Reserves of each, as well as National Guard units ordered to federal active duty by the President or Service Secretary.

Combatant Commands serve as DoD's Regional Planning Agents. The Service components of Combatant Commands may serve as the Joint Force Air Component Commander (JFACC) or Joint Force Land Component Commander (JFLCC) in a DSCA environment.

#### 3.10.2 United States Northern Command

In the United States Northern Command (USNORTHCOM) Area of Responsibility (AOR), the DCO is under command and control of United States Army North (USARNORTH)/JFLCC. The initial Joint Force Commander (JFC) staff may consist of the DCO, Defense Coordinating Element (DCE), allocated Service Emergency Preparedness Liaison Officers (EPLOs), and a USARNORTH Augmentation Team.

To facilitate emergency responses, 1st Air Force (Air Forces Northern (AFNORTH)) typically acts as USNORTHCOM's JFACC. In support of AFNORTH, the Air Force National Security Emergency Preparedness (AFNSEP) Directorate:

- Advises military and civilian leaders
- Responds to Requests for Information (RFIs) and Requests for Assistance (RFAs)

- Provides expertise on Air Force capabilities
- Coordinates Base Support Installations (BSIs) and FEMA Mobilization Centers
- Facilitates/coordinates response efforts/execution
- Resolves problems
- Reports/provides feedback to leadership
- Provides instruction on DSCA and civil support
- Conducts annual visitation at all Air Force installations to train/prepare all for potential involvement/engagement with civil authorities
- Visits State Emergency Management Agencies (SEMAs) to coordinate RFAs
- Participates in exercises at all levels with military and civil authorities to enhance readiness

### 3.10.3 United States Pacific Command

Joint Task Force Homeland Defense (JTF-HD) is the DoD's executive agent for United States Pacific Command (USPACOM) to synchronize incident management in support of civilian authorities

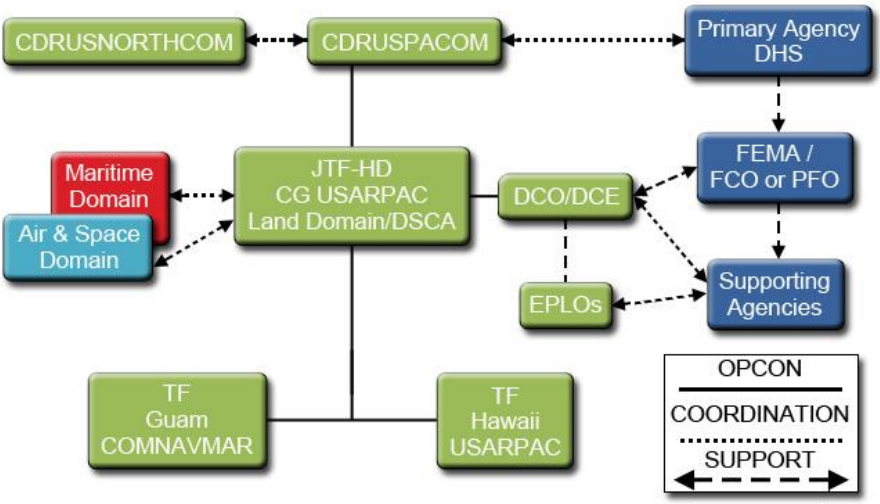


**Figure 3-2. USPACOM JTF-HD**

within the Joint Operations Area (JOA) that encompasses Hawaii, Guam, the Commonwealth of the Northern Mariana Islands, and American Samoa. Command and coordination relationships of JTF-HD are shown in Figure 3-2.

### 3.10.4 Defense Coordinating Officer

The DCO, a Title 10 active duty officer, is assigned to each FEMA region and may work at the Regional Response Coordination Center (RRCC), at the FEMA regional office, or may pre-deploy to an incident command site. A DCO will generally be involved in DoD's response to DSCA and may become the JFC with command and control of Title 10 forces. If federal military forces deploy, the DCO will normally deploy to the Joint Field Office (JFO) location. The DCO coordinates DoD support to the Primary Agency (PA).

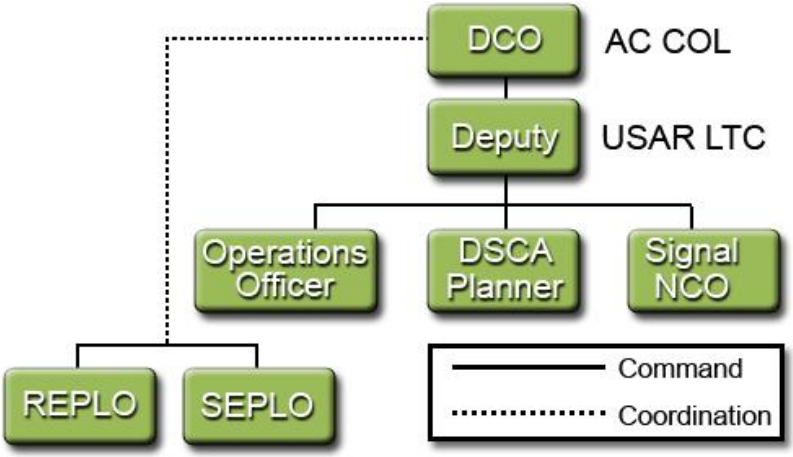


**Figure 3-3. Typical DCE Organization**

Specific responsibilities of the DCO (subject to modification based on the situation) include:

- Subject matter expertise for all state and federal emergency response plans
- Coordinating with FEMA staff, state emergency responders, TAGs, and JFHQ-State staff

- Coordinating with the FCO and PAs for Emergency Support Functions (ESFs)
- Assigning military liaisons as appropriate
- Coordinating with all military installations regarding BSI operations

### 3.10.5 Defense Coordinating Element

The DCO has a DCE of ten permanent "core" staff and military Liaison Officers to facilitate coordination and support to activated ESFs.

DCO/DCE responsibilities include:
- Representing DoD in the disaster area
- Providing liaison to state, local, and other federal agencies
- Reviewing/recommending validation of RFAs/MAs
- Recommending the best military resource for the mission
- Providing support of deployed DoD forces

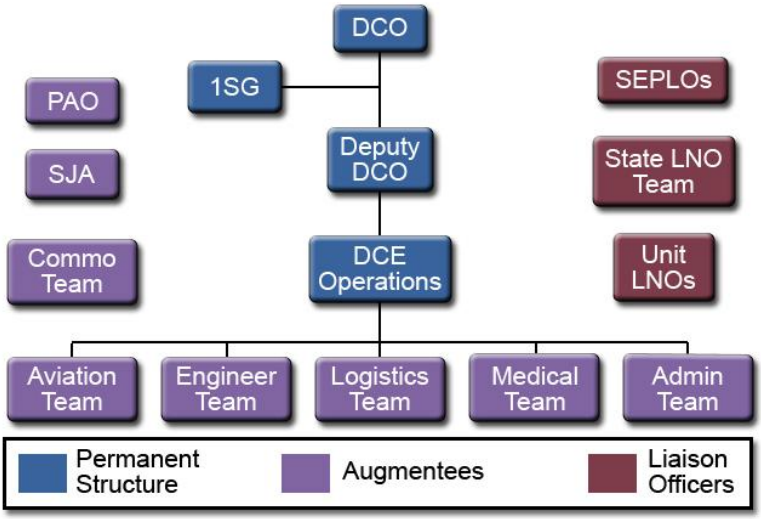


**Figure 3-4. Sample Augmented DCE Structure**

### 3.10.6 Emergency Preparedness Liaison Officer

Emergency Preparedness Liaison Officers are Service reservists performing duties under DoDD 3025.16. When sourced and allocated via the Global Force Management process, EPLOs are under Operational Control (OPCON) of the Service Component Commander, allocated to Commander USNORTHCOM or Commander USPACOM, and Tactical Control (TACON) to the DCO.

Responsibilities of EPLOs include the following:

1. Establish initial communication and coordination links between DoD and civil authorities at the regional, state, and local levels.
2. Assist DoD forces in establishing connections with appropriate local civil authorities.
3. Conduct pre-emergency coordination with military and civilian leaders within their region or state.
4. Maintain effective communication between the DoD components and other state and/or federal governmental agencies.
5. Promote mutual understanding among various organizations tasked with providing support in civil emergency situations.
6. Coordinate and establish relationships between the National Guard and DoD federal forces.
7. Represents DoD federal forces in coordinating with civil authorities at the state and regional level.

### 3.10.7 Regional EPLO

Regional EPLOs (REPLOs) are Title 10 Service Reserve personnel assigned to the FEMA regions.

### 3.10.8 State EPLO

State EPLOs (SEPLOs) are Title 10 Reserve personnel who perform duty in the state EOC. As subject matter experts in their states, they serve as DoD liaisons for DSCA to state and federal agencies and maintain situational awareness within the state. On a daily basis, they build relationships to facilitate mission accomplishment.

### 3.10.9 Other Service EPLOs

Every Service has EPLOs who, when sourced and allocated via the Global Force Management process, perform the same duties for their respective Services as do Army EPLOs. The Navy refers to their EPLOs as NEPLOs. The Marine Corps and the Air Force Reserve personnel can serve either as an EPLO or Service Liaison Officer (LNO). Unlike their Army counterparts, when serving as EPLOs, they are not assigned to a specific FEMA region and will deploy where directed. EPLOs work in coordination with the DCE and are TACON to the DCO.

United States Coast Guard EPLOs are assigned in accordance with Commandant Instruction (COMDTINST) 3025.1 and are described in Section 2.6.2.

### 3.10.10 Request for Assistance/Mission Assignment Process

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.

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

The DCO then forwards suitable RFAs/MAs (see Annex D for DSCA MA Review Criteria) to USNORTHCOM or USPACOM for validation. The Combatant Commander may approve the RFA/MA using assigned forces or with the authorities provided in the CJCS Standing DSCA EXORD. If the RFA/MA cannot be satisfied by the Combatant Command, it can be submitted to the Joint Director of Military Support (JDOMS) for staffing through the Request for Forces (RFF) process and SecDef approval.

Once the SecDef approves the MA and signs an EXORD or Deployment Order (DEPORD), the JDOMS passes the order to one

of the three Joint Force providers: (1) Joint Forces Command (JFCOM) for sourcing conventional forces; (2) Special Operations Command (SOCOM) for sourcing special operations forces; and (3) Transportation Command (TRANSCOM) for sourcing mobility forces. When sourcing conventional forces, JFCOM subsequently tasks Component Commands (Army, Navy Air Force, Marine Corps) to resource the mission.

On order, the DCO may be called upon to execute OPCON or TACON of Title 10 forces designated to support the incident if the incident has not escalated to the point where additional command structure is necessary for sourcing and tasking.

A detailed graphical representation of the RFA/MA process is presented in Annex E.

Twenty-four Pre-Scripted Mission Assignments (PSMAs) were developed by FEMA in coordination with DoD to facilitate development and processing of MAs. Additional information and a list of PSMAs can be found in Annex F.

Existence of a PSMA does not constitute pre-approval.

### 3.10.11 Title 10 Joint Task Force

Based on the complexity and type of incident and the anticipated level of DoD resources involved, DoD may elect to designate a JTF to command all Title 10 military forces in support of the incident. Close coordination between federal military other DoD entities such as the United States Army Corps of Engineers (USACE) and National Guard forces is critical.

USNORTHCOM's standing Joint Task Forces are:

- JTF-Alaska, Elmendorf Air Force Base, Alaska
- JTF-Civil Support, Fort Monroe, Virginia
- JTF-North, Biggs Army Airfield, Fort Bliss, Texas

### 3.10.12 Title 10 Military Forces

Military units in a Title 10 status are under federal command and control and are usually OPCON to USNORTHCOM/USPACOM. Upon arrival, units are TACON to the JTF or JFC. Once deployed, they receive MAs from the JTF Commander or JFC.

Unit commanders are normally Direct Liaison Authorized (DIRLAUTH) by the Combatant Command. As such, they should contact the JFC or DCO as soon as possible after receipt of DSCA DEPORDs to obtain mission specifics, to process RFI, and to facilitate effective mission planning. In the USPACOM AOR, forces will report to the JTF-HD.

### 3.10.13 Additional Considerations

#### 3.10.13.1 Dual Status Command

Dual status command allows a designated National Guard or federal military officer to command military personnel serving in a SAD, Title 32, or Title 10 status. Approval of a dual status commander requires the consent of the governor and approval of the President. The dual status commander receives orders from both the federal chain-of-command (President) and the state chain-of-command (governor). Dual status is most frequently used during National Special Security Events (NSSE).

An NSSE is a major event that is considered to be nationally significant. It may be designated by the President or his representative, the Secretary of Department of Homeland Security (DHS). Such events include presidential inaugurations, presidential nominating conventions, major sports events, and major international meetings. NSSE designation factors include anticipated attendance by U.S. officials and foreign dignitaries, size of the event, and significance of the event.

#### 3.10.13.2 Release from Mission Assignment and Redeployment

As the incident recovery process begins, military assets will be released once MAs are completed. This decision is made in coordination with the DCO/JFC for Title 10 units, or JFHQ-State/JTF-State for Title 32 units. Planning factors for redeployment are found in Chapter 5.

### 3.10.14 Other Entities Operating in a DSCA Environment

Any of the following agencies may also be operating in the DSCA area of responsibility.

#### 3.10.14.1 United States Army Corps of Engineers

The United States Army Corps of Engineers has authority for flood control and coastal emergencies under its Title 33 role and is the PA supporting ESF #3, "Public Works and Engineering." USACE is responsible for providing infrastructure protection and emergency repair support to assist in needs related to reconnaissance and emergency clearance of debris from damaged areas (route clearance). USACE is discussed in greater detail in Chapter 3 of the *Liaison Officer Toolkit.*

#### 3.10.14.2 Defense Logistics Agency

The Defense Logistics Agency (DLA) is the largest logistics support agency of DoD. DLA provides worldwide logistics support to the military Services, as well as several civilian agencies and foreign countries.

#### 3.10.14.3 National Geospatial Intelligence Agency

The National Geospatial Intelligence Agency is the support agency of DoD in the areas of imagery, intelligence, and geospatial information. The United States Government relies on this agency for coherent management of the disciplines of imagery and mapping.

#### 3.10.14.4 Civil Air Patrol

Civil Air Patrol (CAP), tasked by the United States Air Force (USAF) in an Air Force Auxiliary (AFAUX) role, can perform

reconnaissance, emergency services, homeland security and disaster relief missions. CAP is discussed in greater detail in Chapter 4 of the *Liaison Officer Toolkit.*

### 3.10.14.5 Non-Governmental Organizations

Non-Governmental Organizations (NGOs) are officially designated as support elements to national response capabilities. The American Red Cross (ARC) is a supporting agency to mass care functions of ESF #6, "Mass Care, Emergency Assistance, Housing, and Human Services." While it does not direct other NGOs, ARC takes the lead in integrating efforts of national NGOs that provide mass care services during response operations.

### 3.10.14.6 National Voluntary Organizations Active in Disaster

National Voluntary Organizations Active in Disaster (NVOAD) is a consortium of approximately 50 national organizations and 55 state and territory equivalents. Through NVOAD, organizations share knowledge and resources to help disaster survivors and their communities. NVOAD typically sends representatives to the DHS/FEMA National Response Coordination Center (NRCC) to represent the voluntary organizations and assist in response coordination.

## Appendix 3.A: Military Duty Status Comparison

| Category | State Active Duty | Title 32 | Title 10 |
|---|---|---|---|
| Command and Control | Governor | Governor | President |
| Who performs duty | Federally organized National Guard | Organized National Guard in service of U.S.[11] | AC, RC[6] and National Guard of U.S.[11] |
| Where duty performed | Home state or IAW EMAC | United States | Worldwide |
| Mission types | IAW state law | Inactive Duty Training (IDT), Annual Training (AT), State Active Guard and Reserve (AGR) & other federally authorized | Overseas Duty for Training (ODT), Active Duty for Training (ADT), AGR & as assigned, subject to PCA |
| Pay | In accordance with (IAW) state law | Federal pay and allowances | Federal pay and allowances |
| Federal reimbursement | IAW Stafford Act[9] or Cooperative Agreement[10] | N/A – personnel cost paid by federal funds | N/A personnel cost paid by federal funds |
| Tort Immunity | IAW state law | FTCA[4] | FTCA |
| PCA[1] application | No | No | Yes |
| USERRA[2] | No, IAW state law | Yes | Yes |
| SSCRA[3] | No, IAW state law | No | Yes |
| Discipline | State military code | State military code | UCMJ[5] |
| Medical | IAW state law | Federal | Federal |
| Disability | IAW state law | Federal | Federal |
| Involuntary order to duty | IAW state law | Yes[7] | Yes[8] |
| Voluntary order to duty | IAW state law | Yes | Yes |

1. *Posse Comitatus Act* (18 United States Code (USC) § 1385)
2. Uniformed Services Employment and Reemployment Rights Act (38 USC §§ 4301-4333)
3. Soldiers and Sailors Civil Relief Act (50 USC App. §§ 500-548, 560-591)
4. Federal Tort Claims Act (28 USC §§ 2671-2680)
5. Uniform Code of Military Justice (10 USC §§ 800-946)
6. Active Component, Reserve Component

7. 32 USC §502(f)(1)).
   Provisions of 32 USC § 502(f):
   (1) Under regulations to be prescribed by the Secretary of the Army or Secretary of the Air Force, as the case may be, a member of the National Guard may— (A) without his consent, but with the pay and allowances provided by law; or (B) with his consent, either with or without pay and allowances; be ordered to perform training or other duty in addition to that prescribed under subsection (a).
   (2) The training or duty ordered to be performed under paragraph (1) may include the following: (A) Support of operations or missions undertaken by the member's unit at the request of the President or Secretary of Defense. (B) Support of training operations and training missions assigned in whole or in part to the National Guard by the Secretary concerned, but only to the extent that such training missions and training operations— (i) are performed in the United States or the Commonwealth of Puerto Rico or possessions of the United States; and (ii) are only to instruct active duty military, foreign military (under the same authorities and restrictions applicable to active duty troops), Department of Defense contractor personnel, or Department of Defense civilian employees.
   (3) Duty without pay shall be considered for all purposes as if it were duty with pay.
8. Under Presidential Reserve Call-up (10 USC § 12304); partial mobilization (10 USC § 12302); or full mobilization (10 USC § 12301(a))
9. Stafford Act (42 USC § 5121) for disaster-related activities
10. Cooperative agreement if to perform an authorized National Guard function
11. 10 USC §§ 3062(c) and 8062(c)

# CHAPTER 4: PLANNING IN A 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* and will be used as the example for planning in this handbook. For Service-specific processes, see:

- Army–Chapter 3 of Field Manual (FM) 5-0
- Navy–Chapter 2 of Naval Warfare Publication (NWP) 5-01
- Marine Corps–Chapter 2 of Marine Corps Warfighting Publication (MCWP) 5-1
- Air Force–Air Force Instruction (AFI) 10-401
- Coast Guard—Contingency Preparedness Planning Manual, Volume 1, Commandant Instruction M3010.11 Series

## 4.1 Joint Operation Planning Process Overview

The JOPP is designed to facilitate interaction between the commander, staff, and subordinate headquarters throughout planning. JOPP helps commanders and their staffs organize planning activities, share a common understanding of the mission and commander's intent, and develop effective plans and orders. Using a complete planning process instead of an abbreviated one results in a detailed Operation Plan (OPLAN) with optimal integration, coordination, and synchronization, and with minimal risk of overlooking a critical planning aspect of an operation.

## 4.2 Mission Analysis

The key inputs to mission analysis are the higher headquarters planning directive, strategic guidance, the Joint Intelligence Preparation of the Operational Environment (JIPOE), 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 Requirements (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.

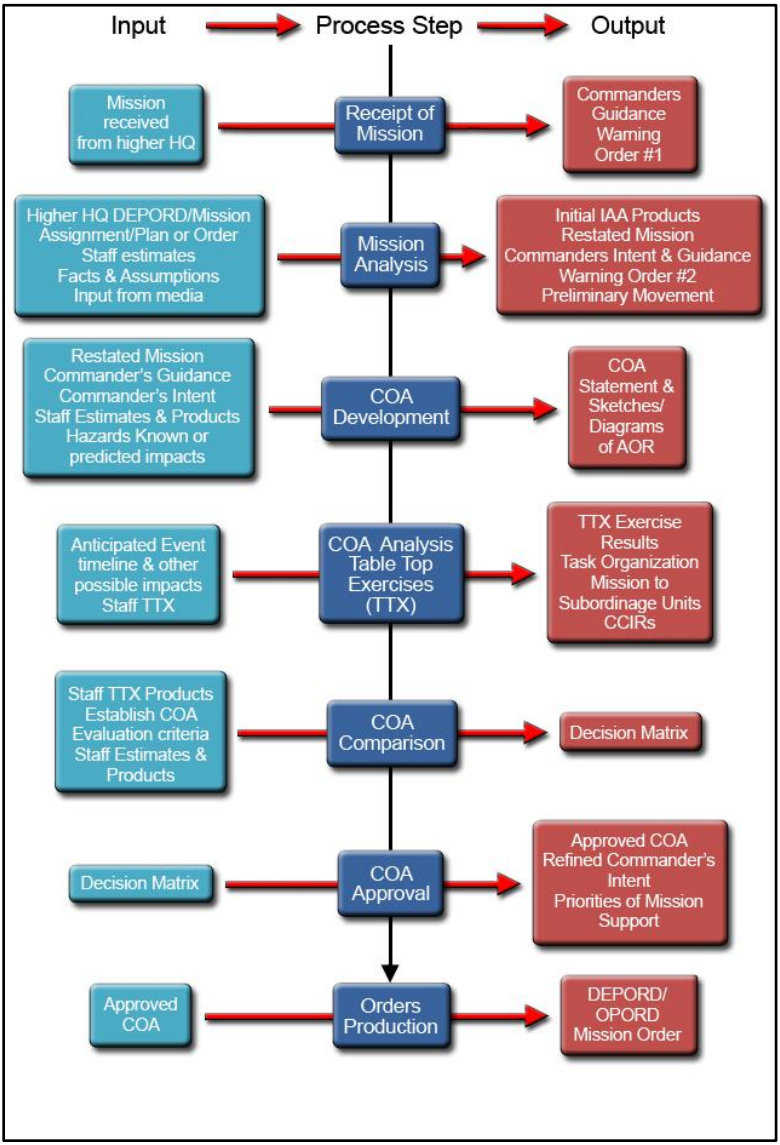


**Figure 4-1. Sample JOPP Inputs and Outputs**

In the context of Defense Support of Civil Authorities (DSCA), generic requirements for each primary and special staff officer are included in Chapter 5 of this handbook, as well as hazard-specific requirements in Chapters 7 through 11. The steps to mission analysis are listed in Table 4-1 as a quick reference.

**Table 4-1. Steps in Mission Analysis**

| | |
|---|---|
| **Step 1.** | **Determine known facts, current status, or conditions.** This may involve watching the local news, contacting higher headquarters for aerial photography, talking to Defense Coordinating Officer (DCO)/Joint Force Commander (JFC) or Joint Force Headquarters (JFHQ) personnel in the local area prior to deployment, or conducting personnel and terrain analysis research on the internet. |
| **Step 2.** | **Analyze the higher commander's mission and intent.** Identify Department of Defense (DoD) strategic objectives, as well as Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA) goals and objectives and those of local officials. Your mission is to support civil authorities. Failing to understand their objectives can impact unit effectiveness and mission accomplishment. |
| **Step 3.** | **Determine own specified, implied, and essential tasks.** Except in the case of Immediate Response Authority (IRA) and Mutual Aid Agreements, tactical level commanders should not perform DSCA missions without the approval and/or direction of an authorized tasking authority. |
| **Step 4.** | **Determine operational limitations.** It is essential that commanders know the legal limitations of conducting certain operations in a DSCA environment, e.g. weapons carrying, arming and usage. Refer to Annex A for legal limitations**.** |
| **Step 5.** | **Develop assumptions.** What conditions can you expect on the ground? The initial incident may morph over time. What events do you need to expect to occur next? |
| **Step 6.** | **Determine own military end state, objectives, and initial effects.** These should be tied to both the strategic DoD objectives and the civil authority goals and objectives. |

| | |
|---|---|
| **Step 7.** | **Determine center(s) of gravity and critical factors.** Where will your unit be located and who else is operating in the same area of responsibility? What additional post-incident effects can you expect to have to deal with, and where might they be most likely to occur? |
| **Step 8.** | **Determine initial Commander's Critical Information Requirements.** A draft listing of DSCA-related CCIRs is found in Section 5.2.2**.** |
| **Step 9.** | **Review strategic communication guidance.** Ensure Public Affairs Officer (PAO) coordinates with civil authority Public Information Officer (PIO) for guidance and ensure every Soldier, Sailor, Airman and Marine is briefed on media effects. |
| **Step 10.** | **Conduct initial force structure analysis.** How will your personnel be allocated to complete tasks associated with your Mission Assignments? |
| **Step 11.** | **Conduct initial risk assessment.** Composite Risk Management or Operational Risk Management is the most important factor in maintaining the welfare of your personnel**.** |
| **Step 12.** | **Develop mission statement.** |
| **Step 13.** | **Develop mission analysis brief.** |
| **Step 14.** | **Prepare initial staff estimates.** |
| **Step 15.** | **Publish commander's planning guidance and initial intent.** |

The FEMA Comprehensive Preparedness Guide 101 provides general guidelines on developing Emergency Operations Plans (EOPs). The Guide is designed to help both novice and experienced emergency planners in navigating the planning process.

# CHAPTER 5: ALL-HAZARDS PLANNING FACTORS

This chapter contains operational planning factors for Defense Support of Civil Authorities (DSCA), organized by staff element and built around a four-phase approach. When preparing to respond to an All-Hazards Event, staff members are encouraged to read the entire chapter but, at a minimum, should read their section.


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|---|---|
| Tactical Level Commander | *Page 5-3* |
| *Executive Officer* | *Page 5-11* |
| *Personnel/Human Resources* | *Page 5-14* |
| *Intelligence* | *Page 5-18* |
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| *Safety Officer* | *Page 5-69* |


Staff sections are also indicated in footers for this chapter.

## 5.1 Operational Phases

The United States Northern Command (USNORTHCOM) Concept Plan (CONPLAN) 3501-08, *Defense Support of Civil Authorities*, contains a six-phase plan for DSCA operations. However, for simplicity in this handbook, the **six phases** in the USNORTHCOM CONPLAN **have been condensed into four phases** and incorporate tasks completed by all military components. For information on the six phases of the NORTHCOM CONPLAN, see Appendix 5.A.

***Phase 1, Assessment and Preparation/Mobilization*** *(parallels USNORTHCOM Phases 0 and I).* Phase 1 begins with all pre-incident actions and continues through post-notification pre-deployment actions. Phase I ends at deployment.

***Phase 2, Deployment*** *(parallels USNORTHCOM Phase II).* Phase 2 begins with deployment of forces and ends upon arrival with commencement of operations.

***Phase 3, Support of Civil Authorities*** *(parallels USNORTHCOM Phases III and IV).* Phase 3 begins upon arrival at incident area with the first operational actions. It ends when there are no future mission requirements and current operations begin to draw down.

***Phase 4, Re-deployment/Demobilization*** *(parallels USNORTHCOM Phase V)*. Phase 4 begins when operations start to draw down. It ends with the successful and complete transition to local command and release of personnel at home station.

Throughout this handbook, tactical staff officers and staff sections will be referred to by the designation of A/N/S (A= Air Force Staff, N=Navy Staff, S=Army or Marine Corps Staff).

The placing of a specific consideration under a particular staff section below is for planning purposes only. Commanders are always free to assign tasks to their staffs as they deem appropriate.

## 5.2 Tactical Level Commander

***Civilian counterpart(s):*** *Incident Commander (IC) or member of Unified Command*

Command and Control (C2) in DSCA requires a change of mindset. In DSCA operations, unless the Department of Defense (DoD) is the Primary Agency (PA) for the incident (through Emergency Support Function (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.

Civilian authorities are not familiar with military vernacular and do not know rank, limits of authority, or the unit's capabilities. However, ***they are professionals*** at civil incident management. In DSCA operations, the guiding principles are ***coordination and cooperation.***

### 5.2.1 Commander Phase 1 - Assessment and Preparation/ Mobilization

- ☐ Title 10 units/forces ***must*** coordinate with Defense Coordinating Officer (DCO) or appropriate Joint Force Commander immediately upon receipt of mission.
- ☐ Title 32 units/forces ***must*** coordinate with Joint Task Force-State (JTF-State)/Joint Force Headquarters State (JFHQ-State) immediately upon receipt of mission.
- ☐ Request Staff Judge Advocate (SJA) to provide detailed briefing on specific DSCA legal constraints and how they will affect unit operations.

Unless otherwise directed by the Secretary of Defense (SecDef), it is DoD policy that only Service mortuary affairs personnel handle (touch) human remains. It is highly recommended that commanders and staff read Chapter 8, "Mortuary Affairs" in the *Liaison Officer Toolkit*.

- ☐ Request SJA to provide a briefing to personnel on the Standing Rules for the Use of Force (SRUF) and issue an SRUF card to each.
- ☐ Ensure A/N/S-2 becomes familiar with DoD Regulation 5240.1-R, "Procedures Governing the Activities of DoD Intelligence Components That Affect United States Persons," regarding the prohibition of intelligence collection on American citizens and disposal of sensitive information.
- ☐ Identify and contact civilian counterparts as necessary.
- ☐ Determine C2 relationships. For whom are you working? To whom are you reporting?
- ☐ Be prepared to coordinate with all agencies, organizations, or individuals that can help support the mission to reduce loss of life, limb, and property:
  - Local, tribal, state, federal agencies and organizations
  - Non-Governmental Organizations (NGOs)
  - Volunteers
- ☐ Establish communication protocols. Use military assets for internal communications and develop specific plans for each unique civilian communications situation.
- ☐ Establish battle rhythm; however, acknowledge that your battle rhythm is driven by higher command and IC timelines.
- ☐ Establish logistics plan.
- ☐ Determine advance party requirements.
- ☐ Establish methods for and begin tracking of daily costs and Missions Assignments (MAs).
- ☐ Brief unit personnel on DSCA-unique legal impacts.
- ☐ Plan for media interactions.

Examples of Command Messages and Straight Talk Messages may be found in Annex G.

- ☐ Remind unit personnel that they represent DoD both in and out of uniform. Observed behavior, good and bad, will have a strategic impact.

☐ Determine Liaison Officer (LNO) requirements in coordination with the DCO or JFHQ.

> LNOs are different from Emergency Support Liaison Officers (EPLOs). EPLOs are Service and other DoD personnel who coordinate military assistance to other federal agencies and state governments. LNOs represent their command.

☐ Ensure subordinate commanders and staff personnel begin to track all reimbursable costs and MAs (see Resource Tracking List in Annex J, "Reports".)

☐ Complete mission assurance requirements (steps to safeguard personnel and equipment (aircraft, boats, high dollar items).
- Achieve and maintain 100% personnel accountability.
- Determine force protection requirements and establish Force Protection Condition (FPCON) levels and building/facilities security requirements, etc.

☐ Determine disengagement criteria if in an Immediate Response Authority (IRA) situation. How will you disengage and transition mission to civil authorities? (For information on IRA, see Section 3.6.1 and Annex A.)

**Commander's IRA Checklist**

1. Begin to capture costs immediately.
2. Inform higher headquarters immediately.
3. Have an exit strategy before committing forces to IRA.
4. Inform local authorities that you need a request for IRA in writing as soon as possible.
5. Inform local authorities they must have a strategy to reimburse the U.S. Government, if required, for all costs associated with IRA support. Costs may be extensive.
6. Review the legal considerations for undertaking a DSCA mission. Refer to Annex D.

- ☐ Select LNOs and train them. (See *Liaison Officer Toolkit* on the flipside of this handbook.) "If sending your LNO doesn't hurt, you're sending the wrong person"—MAJ Russell Bossard, Joint Operations Center (JOC) Officer in Charge (OIC), Iowa National Guard.
- ☐ Ensure staff elements understand Incident Command System (ICS) processes described in Chapter 2.
- ☐ Train personnel in National Incident Management System (NIMS) and ICS procedures.

### 5.2.2 Commander Phase 2 - Deployment Phase

- ☐ Begin formally tracking operational mission costs.
- ☐ Determine information requirements: Commander's Critical Information Requirements (CCIR)—Priority Information Requirements (PIR), and Friendly Force Information Requirements (FFIR—and Information Requirements (IR) (e.g., Essential Elements of Friendly Information (EEFI)).

***PIR in a DSCA environment:***

1. Are there indications of a terrorist attack in the region?
2. Are there environmental elements that will impact the region?
3. What is the status of key infrastructure in the region or state?
4. Are there major deployments which will affect the National Guard's ability to respond?
5. What shortfalls does the state have that the federal government might be asked to provide?
6. When will the Federal Emergency Management Agency (FEMA) deploy advance teams?
7. Where is the active Joint Field Office (JFO)?
8. Has the Regional Response Coordination Center (RRCC) activated to level one?
9. Has a state Emergency Operations Center (EOC) activated to highest level?
10. What guidance or orders have been issued by higher headquarters?
11. Where is the commander?
    What is the unified command structure and where is it located?

***FFIR*** provide information about the status of agencies, units, and installations conducting civil support under direction of state and federal coordinating officers.
Included are:

- 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 (e.g., MA, Request for Assistance (RFA))
- Non-mission capable vehicle
- Non-mission capable radio
- Deployment of an EPLO
- Location and status of attached, Operational Control (OPCON) or Tactical Control (TACON) units
- Operations Security (OPSEC) or Communications Security (COMSEC) violation
- Loss/compromise of classified information or equipment
- Deployment of team members

***EEFI include:***

- General Officer or Senior Executive Service travel plans in the region
- Planned deployment or deployment of military forces
- Itinerary of Distinguished Visitors (DVs)
- Building access codes
- Military posture of Base Support Installation (BSI) and Incident Support Base (ISB)

**Note:** EEFI require modification during a DSCA operation. Environmental information (condition of the physical environment, ongoing environmental hazards, and status of key infrastructure) may also impact operations.

☐ Determine what equipment and personnel are needed. Ensure that personnel are qualified operators for equipment involved.
☐ Review medical considerations found in Section 5.12.

- ☐ Send advance party; establish points of contact.
- ☐ Plan for housing, feeding, and protecting your unit.
- ☐ Determine source of utilities (water, power, shower, laundry).

**Base Support Installation**

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 areas of responsibility. It may be the Aerial Port of Embarkation (APOE) and may become the Joint Staging, Reception, Onward movement, and Integration (JRSOI) facility for the joint forces. In addition to JRSOI, the BSI may also become a training facility and principal supporting base for federal relief efforts. The USNORTHCOM or United States Pacific Command (USPACOM) Commander designates the BSI after receiving concurrence of the owning Military Department Secretary. Not all states have a DoD facility that is capable of handling military or heavy commercial aircraft. Units need to be prepared to conduct JRSOI from a civilian Aerial Port of Debarkation (APOD) and conduct further movement to a BSI or incident area.

**Joint Reception, Staging, Onward movement, and Integration**

JRSOI is the process whereby arriving personnel, equipment, and materiel transition into forces capable of meeting operating requirements. During JRSOI, areas of responsibilities are delineated, communications frequencies are deconflicted, and incoming personnel are fed and housed prior to departure to forward areas. JRSOI 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, communications (frequencies/call signs/cellular/automated systems, etc.), logistics support and account opening, and chain-of-command overview may be provided.

- ☐ Establish small deployable communications packages ahead of larger deployable command posts for immediate feedback of requirements.
- ☐ Conduct risk assessment and plan risk management.
- ☐ Brief personnel to establish a new mind set. This is not a normal military operation. It is not a combat environment. Personnel cannot break things or cause unintended casualties. The mission is a deliberate process to assist American civilians who need your help.

**Use of private property verses public property**

Commanders cannot assume all private or public property can be used for military purposes. Just because a house is damaged, doesn't mean you can occupy it, write on the walls, or further damage it. In a DSCA environment, just as mom used to say, "You need to leave it (environment/area) better than you found it." Commanders, your unit will leave a lasting impression. It's up to you whether it is a good or bad impression.

### 5.2.3 Commander Phase 3 - Support of Civil Authorities

- ☐ Issue Operation Order (OPORD) with Fragmentary Order (FRAGO).
- ☐ Execute internal communications plan.
- ☐ Execute external communications (voice, data, and video) with appropriate emergency operations centers.
- ☐ Plan for visitors and VIPs.

**Dealing with Visitors**

The Primary Agency for the incident will establish the policy and procedures for handling visitors. This is often, though not always, 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.

- ☐ Establish reach-back capability.
- ☐ Execute logistics plan/activities.
- ☐ Conduct synchronization meetings between all primary agencies/entities that have impact.
- ☐ Title10 commanders should have the DCO/Defense Coordinating Element (DCE) brief the commander and staff upon arrival on the current situation. Brief the DCO on unit capabilities and limitations to manage expectations.
- ☐ Provide personnel to augment county Office of Emergency Management if necessary.
- ☐ Determine how accidents and incidents will be handled for both military and civilian personnel.

### 5.2.4 Commander Phase 4 - Re-deployment/Demobilization

- ☐ Conduct equipment inventories, inspections, and initiate adjustment documents.
- ☐ Complete all investigations, particularly those concerning injuries (Line of Duty investigations), vehicle accidents, and lost or damaged equipment.
- ☐ In coordination with DCE or National Guard Bureau as appropriate, compile all data from support operations, including but not limited to total man-hours used, number and type of equipment used, fuel usage, maintenance performed, and equipment lost, damaged or destroyed.
- ☐ Title 10 forces need to close out with the DCO and IC before departing the Area of Operations (AO). Transition the mission to someone else and let the IC know who is picking up mission support.
- ☐ Consolidate costs associated with execution of DSCA MAs and submit request for reimbursement to appropriate headquarters.
- ☐ Prepare draft After Action Report (AAR) and lessons learned.

### 5.3 Executive Officer

***Civilian counterpart(s):*** *Deputy Incident Commander*

The primary responsibility of the Executive Officer (XO) (may also be called Chief of Staff or Deputy Commander) 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, the XO must ensure special staff duties (described in Sections 5.9 through 5.14 of this chapter) are performed, either through assigning additional duties or by requesting support from higher.

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

Other important duties of the XO are:

- Supervising and coordinating staff operations in a DSCA environment
- Supervising the analysis and assessment of all information and submitting recommendations to the commander
- Ensuring proper information flow across staff elements/ supported and supporting units
- Anticipating and synchronizing operations within the Administrative and Logistics Operations Center (ALOC)
- Ensuring all appropriate paperwork is filed in a timely manner (e.g., Line of Duty investigations)

**Line of Duty References**

Army: Army Regulation (AR) 600-8-4, "Line of Duty Policy, Procedures, and Investigations"

Air Force: Air Force Instruction (AFI) 36-2910, "Line of Duty (Misconduct) Determination"

Army/Air National Guard: National Guard Regulation 40-3, "Medical Care For Army National Guard Members"

Navy/Marine Corps: Judge Advocate General Instruction 5800.7

### 5.3.1 XO Phase 1 - Assessment and Preparation/ Mobilization

- ☐ Ensure procedures are in place to capture costs. This is the XO's primary responsibility in a DSCA environment because it requires staff coordination (see Resource Tracking List in Annex J).
- ☐ Ensure quartering party and stay-behind personnel are predetermined and cognizant of their duties and responsibilities.
- ☐ Request staff augmentation. Have a prepositioned request for skill sets where your organization is currently short. Shortages may include Chaplain, Staff Judge Advocate, Public Affairs Officer, medical personnel, Specialized Logistics Support (transportation, or maintenance skill sets), and communication/ information management.

### 5.3.2 XO Phase 2 - Deployment

- ☐ Ensure personnel accountability and security.
- ☐ Continue tracking operational mission costs.
- ☐ Be prepared to conduct split-based operations.
- ☐ Be prepared to coordinate Base Support Installation (BSI) support or serve as detachment commander or Task Force Commander.
- ☐ Assume self-feeding and self-care needs and have personnel plan/pack accordingly.
- ☐ Have a Hazardous Materials (HAZMAT) strategy and be responsible for the environment.

### 5.3.3 XO Phase 3 - Support of Civil Authorities

- ☐ Initiate actions to safeguard resources, personnel, and equipment.
- ☐ Continue to track operational costs.
- ☐ Prepare command brief for VIPs.
- ☐ Continue to prevent HAZMAT issues.
- ☐ Monitor work/rest cycles. (Commanders and staff are your principal concerns.)
- ☐ Ensure security posture is maintained.

### 5.3.4 XO Phase 4 - Re-deployment/Demobilization

- ☐ Develop closeout and re-deployment plan in coordination with Joint Force Headquarters (JFHQ), Defense Coordinating Officer (DCO)/Defense Coordinating Element (DCE), or Joint Task Force (JTF) as appropriate.
- ☐ Track re-deployment/personnel accountability.
- ☐ Leave a clean footprint. Your commander does not want a HAZMAT bill from the local community.
- ☐ Ensure re-deployment orders, tickets, travel/transportation of personnel and equipment back to home station is coordinated.
- ☐ Determine who is staying behind to close all the loose ends (Line of Duty, facilities turn-over, equipment repair, etc.).
- ☐ Ensure staff transitions responsibilities to civilian counterparts.
- ☐ Prepare AAR comments and document lessons learned.

### 5.4 A/N/S-1–Personnel/Human Resources

***Civilian counterpart(s)****: Duties may be spread within the Incident Command System (ICS) Planning Section–Resource Unit, and/or Documentation Unit and Finance /Administration Section–Time Unit.*

Personnel management in a DSCA environment presents challenges such as:

- Working with civil authorities and operating within United States laws
- Working with civilian medical facilities in tracking military personnel status, when required
- Integrating and accounting for DoD civilians/contractors specifically augmenting your unit
- Capturing expenditures directly related to the DSCA mission for reimbursement
- Potential issues resulting from family members within the affected area
- Varying levels of existing infrastructure and available support from the Base Support Installation (BSI)

A/N/S-1 personnel should coordinate for additional Human Resources/Personnel services available at the BSI and for replacement personnel from home station (e.g., legal, medical, contracting, and finance).

#### 5.4.1 A/N/S-1 Phase 1 - Assessment and Preparation/ Mobilization

☐ Develop and maintain DSCA-specific alert roster.
☐ Determine internal section operating requirements based on the conditions of the AO and provide to the A/N/S-4.
☐ Locate civilian hospitals.
☐ 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.

- ☐ Prepare appointment orders, when necessary.
- ☐ Coordinate casual pay procedures and military pay problems with the BSI (or nearest military installation with pay office).
- ☐ Conduct personnel readiness processing.
- ☐ Develop "leave under emergency conditions" procedures and, depending on the duration of mission, ordinary leave policies.
- ☐ Plan and publish personnel tracking requirements/reports and timelines.
- ☐ Establish mail operations.
- ☐ In coordination with A/N/S-4, establish Administrative and Logistics Operations Center (ALOC).
- ☐ Establish communications with the American Red Cross (ARC) and other civilian and military organizations that have sustainment roles in DSCA.

Support to the ARC is authorized at the installation level as a special exception under DoD Directive 1330.5, "American National Red Cross." This allows DoD installations and units to support the ARC with warehousing, transportation, communications, and office spaces.

### 5.4.2 A/N/S-1 Phase 2 - Deployment

- ☐ Be prepared to provide an A/N/S-1 representative for the advance party.
- ☐ Prepare (with staff assistance) JRSOI briefing.
- ☐ Establish reporting procedures for your subordinate units and coordinate with your higher headquarters for any specific policies, specific Joint Personnel Status and Casualty Report (JPERSTAT) format, or procedures (see Annex J).
- ☐ Ensure all military personnel update their information (Army Disaster Personnel Accountability and Assessment System (ADPAAS), Air Force Personnel Accountability and Assessment System (AFPAAS), Navy Family Accountability and Assessment System (NFAAS).

### 5.4.3 A/N/S-1 Phase 3 - Support of Civil Authorities

- ☐ Continue to conduct personnel strength reporting.
- ☐ If unit personnel live in the area affected by the disaster, coordinate sheltering support and determine availability of other support services (commissary, Post Exchange (PX), daycare, etc.).
- ☐ Identify/use ICS reporting forms for submission to the Defense Coordinating Officer (DCO) or Joint Task Force (JTF)-State/ Joint Force Headquarters (JFHQ)-State when necessary.
- ☐ Establish leave policies when incidents are likely to be long term.
- ☐ Establish procedures for family members to contact military personnel.
- ☐ Coordinate with Public Affairs Officer (PAO) for media interactions.
- ☐ In coordination with the Primary Agency, be prepared to provide personnel to support visitor operations.
- ☐ Coordinate for use of BSI facilities or develop internal Morale, Welfare, and Recreation (MWR) plans.

MWR opportunities are important for relieving stress during extended missions.

### 5.4.4 A/N/S-1 Phase 4 - Re-deployment/Demobilization

- ☐ Track units as they depart the Area of Responsibility (AOR).
- ☐ Out-process personnel through JRSOI.
- ☐ 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).
- ☐ Ensure that all assigned military personnel complete a post-deployment health assessment (DoD Form 2796) prior to leaving the AOR (prior to redeployment to home station). If the situation does not allow for completion of the health screening prior to departure, the individual's unit commander will ensure that the

health assessment is completed and submitted to the local Medical Treatment Facility (MTF) commander at home station within 30 days of the individual's return.

- ☐ Ensure completion of Post-Deployment Health Reassessments (DoD Form 2900) by all deployed individuals 90 to 180 days after redeployment to home station. Also ensure coordination with installation MTF for completion of for all personnel returning from deployment screening is performed by qualified personnel. Track status of Post-Deployment Health Reassessment for assigned personnel.
- ☐ Determine awards. Humanitarian Service Medal Awards are awarded for Presidential Disaster Declarations; however, National Interagency Fire Center (NIFC) activations without a declaration are insufficient for a Humanitarian Service Medal. Local awards to incident command staff are encouraged. Follow ethics regulations.
- ☐ Prepare AAR comments and document lessons learned.

**NOTES**

### 5.5 A/N/S-2–Intelligence

***Civilian counterpart(s):*** *Duties may be located within the Incident Command System (ICS) Planning Section–Intelligence Unit (if resourced) or Situation Unit, or Operations Section–Security Operations Branch.*

In a DSCA environment***, do not use the terms*** "Intelligence, Surveillance, and Reconnaissance (ISR)" or "Intelligence Preparation of the Battlefield (IPB)." The appropriate terminology in a DSCA environment is ***Incident Awareness and Assessment*** (IAA).

***Collecting intelligence and identifying information on United States citizens, as defined by DoD Regulation 5240.1-R, is prohibited, except as prescribed by DoD 5240.1-R.*** However, gathering information on weather, roads, environmental factors, and incident information is legal and necessary. It is important that DoD personnel know to report all information regarding crimes or illegal activities to the appropriate civilian law enforcement authorities.

Chairman of the Joint Chiefs of Staff (CJCS) Standing DSCA Execution Order (EXORD), 14 August 2009, authorizes the use of ***traditional intelligence asset capabilities*** for non-intelligence purposes in the conduct of DSCA missions under ***only seven*** types of IAA modules:

- Situational awareness
- Damage assessment
- Evacuation monitoring
- Search and rescue
- Chemical, Biological, Radiological, Nuclear, or high-yield Explosives (CBRNE) assessment
- Hydrographic survey
- Dynamic ground coordination

***For all purposes, intelligence oversight rules under DoD 5240.1-R apply.***

### 5.5.1 A/N/S-2 Phase 1 - Assessment and Preparation/ Mobilization

All request for imagery or other intelligence support for areas within the United States are subject to U.S. Government Intelligence Oversight Regulations and DoD Regulation 5420.1-R, "Procedures Governing the Activities of DoD Intelligence Components That Affect United States Persons." 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 Posse Comitatus Act through direct DoD support to civilian Law Enforcement Agencies (LEAs), requests for military support to civilian LEAs are closely reviewed and processed separately for approval. Such requests for support should be processed in accordance with DoD Directive 5525.5, "DoD Cooperation with Civilian Law Enforcement Officials" and DoD Regulation 5240.1-R, Procedure 12. See also North American Aerospace Defense Command (NORAD)-Northern Command (NORTHCOM) 14-3, "Domestic Imagery."

- ☐ IAA of the disaster area should be conducted in accordance with NORAD-NORTHCOM 14-3. Open source (media) reporting may provide necessary and appropriate information.
- ☐ Identify mission requirements through coordination with civil authorities and/or Joint Force Headquarters (JFHQ)-State J2 in the AO to determine gaps in IAA coverage.
- ☐ Determine if IAA architecture has already been established through civil authorities or JFHQ-State J2.
- ☐ Ask what maps the civilian agencies are using and how you can obtain them. Whenever possible, maps should be synchronized so that everyone is operating from the same map.

- ☐ Obtain maps (paper and electronic), both civilian and military, and determine electronic topographic capability.
- ☐ Build map products to locate/track:
  - Military personnel
  - Critical facilities infrastructure
  - Areas where road signs, roads, and landmarks are destroyed

**Maps and Imagery Sites**

Geodata.gov (for maps)
http://gos2.geodata.gov

Google Earth for .mil (United States Army Corps of Engineers (USACE) site)
https://gearportal.usace.army.mil/dotmil/Default.aspx

InciWeb – an interagency all-risk incident web information management system provided by United States Forest Service
http://www.inciweb.org

Regional and State Online Resources for Emergency Management
http://rasor.jsrts.org

The National Map
http://nationalmap.gov/

United States Geological Survey (USGS) Homepage
http://www.usgs.gov/

USGS Aerial Photographs and Satellite Images
http://www.usgs.gov/pubprod/aerial.html

USGS Emergency Operations Page
http://hdds.usgs.gov/EO/

USGS Maps, Imagery, and Publications
http://www.usgs.gov/pubprod/maps.html

- ☐ Determine/display military and civilian Areas of Responsibility (AORs) on map.
- ☐ Ascertain population demographics of residential areas with a particular emphasis on language translation requirements.
- ☐ In coordination with medical personnel, develop a consolidated list of locations of closest civilian and/or federal medical facilities based on input from FEMA Joint Medical Planner.

### 5.5.2 A/N/S-2 Phase 2 - Deployment

- ☐ Be prepared to provide representative for advance party.
- ☐ Establish information gathering methodologies.
- ☐ Establish contact with IAA counterparts.
- ☐ Process information as it comes from impact area or civilian sources in accordance with mission requirements.
- ☐ Request additional IAA mission support, if appropriate.
- ☐ Ensure commanders and all staff elements (especially the PAO) understand that in a DSCA environment**,** the terms "Intelligence, Surveillance, and Reconnaissance" or "Intelligence Preparation of the Battlefield" ***are not to be used***. Terminology in a DSCA environment is ***Incident Awareness and Assessment***.

### 5.5.3 A/N/S-2 Phase 3 - Support of Civil Authorities

- ☐ During terrain analysis, determine the civilian infrastructure that should be considered (e.g., Sewer, Water, Energy, Access/ Admin, Transportation, Medical and Safety (SWEATMS)).
- ☐ Maintain contact with IAA counterparts for assistance in obtaining incident information.
- ☐ Post weather assessment and monitor weather conditions.
- ☐ Identify/display areas without utilities.
- ☐ Work in coordination with incident management planning staff.

### 5.5.4 A/N/S-2 Phase 4 - Re-deployment/Demobilization

- ☐ Determine/execute close-out activities.
- ☐ Safeguard and transfer sensitive information and imagery collected during operation in accordance with NORAD-NORTHCOM 14-3, "Domestic Imagery."
- ☐ Prepare AAR comments and document lessons learned.

### 5.6 A/N/S-3/5/7–Plans and Operations

***Civilian counterpart(s):*** *Operations Section Chief*

Operations/planning in a DSCA operation require a change of mindset. Your unit is operating ***in support*** of the civilian authorities. The Plans and Operations Sections should review civil authority planning considerations, Incident Action Plan (IAP), state, county, and local Mutual Aid Agreements, and Memoranda of Understanding (MOU) before issuing operational guidance.

To integrate efficiently and effectively into the incident response, you must understand the civilian battle rhythm and processes. Become familiar with the Incident Command System (ICS) process (see Chapter 2).

**Recommended DSCA training for Officers/Non-Commissioned Officers (NCOs) in leadership positions at the tactical level**

- Unit Mobilization Planners Course
- Unit Movement Officer Course

Available at FEMA Emergency Management Institute (EMI): http://training.fema.gov/IS/

- IS 100.a: Introduction to Incident Command System (ICS)
- IS 200.a: ICS for Single Resources and Initial Action Incidents
- IS 700.a: National Incident Management System (NIMS): An Introduction
- IS 800.b: National Response Framework (NRF): An Introduction

State resident courses: http://training.fema.gov/IS/otherNIMScrs.asp

- ICS 300: Intermediate ICS (state resident course, advanced training; required by United States Coast Guard)
- ICS 400: Advanced ICS (state resident course, advanced training)

Available at ARNORTH DSCA training http://www.dsca.army.mil/

- DSCA Phase I Course (online)—prerequisite for DSCA Phase II Course (resident)

### 5.6.1 A/N/S-3/5/7 Phase 1 - Assessment and Preparation/ Mobilization

- ☐ Review disaster response plans.
- ☐ Exercise communications with Joint Field Office (JFO) and/or Joint Force Headquarters (JFHQ)-State.
- ☐ Continually determine LNO requirements, nominate LNOs to the commander, and establish LNO support relationships.

> Unit LNOs are different from Emergency Response Liaison Officers (EPLOs). EPLOs are LNOs specifically trained in DSCA. They are military department assets and may be employed by their military secretaries in a DSCA contingency role. Unit LNOs represent their command.

- ☐ Establish and maintain communications with military units/ organizations and appropriate military commands in your AO.
- ☐ Determine the military chain-of-command and civilian command organization.
- ☐ Contact the relevant Defense Coordinating Officer (DCO)/Joint Task Force (JTF)-State/JFHQ-State as appropriate to determine mission requirements and on-the-ground conditions.
- ☐ Write DSCA operation Warning Order (WARNO).
- ☐ Title 10—review mission tasking coordinated through the DCO.
- ☐ Establish requirements for advance party.
- ☐ Anticipate potential force packages that may be required of your unit.
- ☐ Coordinate with SJA to determine Rules for the Use of Force (RUF)/Rules of Engagement (ROE).
- ☐ Prepare deployment OPORD.
- ☐ Establish battle rhythm in coordination with other staff elements; determine reporting requirements and timelines.
- ☐ Determine mission specific training that is required to support the DSCA operation.
- ☐ If issue of weapons is authorized, determine weapons storage requirements.

Only the SecDef can authorize deployment with weapons for Title 10 forces.

### 5.6.2 A/N/S-3/5/7 Phase 2 - Deployment

- ☐ Establish the base of operation (advance party).
- ☐ Track Mission Assignment (MA) execution and direct units to track costs.
- ☐ Complete OPORD.
- ☐ Conduct update brief.
- ☐ Establish Tactical Operations Center (TOC).
- ☐ Track incident developments during deployment phase.
- ☐ Obtain the emergency operation plans for federal, state, tribal, and local organizations.
- ☐ Establish communications and coordinate with the DCO/Defense Coordinating Element (DCE), National Guard Bureau (NGB) and/or JFHQ-State as appropriate.

**Assessment Information Development**

***Coordinate with DCO/Joint Force Commander(JFC) or JFHQ-State to obtain key points of contact in your AO, such as:***

- Chief of Police
- Chief of Fire Department
- Chief Executive Officer of Town
- Emergency Medical Service Chief of Town
- Emergency Management Director of Town
- Infrastructure management security (mall, prison, etc.), if any

***Location of Site***

- Specific location of incident by latitude/longitude, Military Grid Reference System (MGRS) or Global Positioning System (GPS) to facilitate airborne operations
- Major routes and roads into and out of site
- Areas that could be used as potential staging areas and helicopter landing sites

***Site Considerations***

- Any known hazardous materials located at or near site
- Any natural or man-made barriers or terrain features that would create or hinder operations
- Square footage of site to help focus scope of operation
- Population of site (peak and off-peak)
- Times of day that population fluctuates
- Lighting conditions during hours of darkness

***Site Considerations (Medical)***

- Locations and phone numbers of medical facilities in the vicinity
- Locations and phone numbers of all designated emergency shelters in the vicinity of the site and their capacity
- Location to which rescued persons will be delivered, in coordination with local authorities; air control coordination element set-up in AO

***Communications***

- Primary mode of communication (radio, telephone, cell phone, e-mail, etc.) for all entities involved
- List of radio frequencies, email addresses, etc. that are site specific to any incident response

### 5.6.3 A/N/S-3/5/7 Phase 3 - Support of Civil Authorities

☐ Ensure risk assessment is conducted for every phase of the operation and obtain approval.
☐ Maintain communications with LNOs.
☐ Protect the force by:
  - Conducting all-hazards threat assessment
  - Implementing baseline Force Protection Condition (FPCON) and other directed force protection measures
  - Implementing threat warning and reporting
  - Ensuring forces on DoD installations are integrated into installation Anti-Terrorism (AT) plans
  - Prescribing appropriate Personal Protective Equipment (PPE)
  - Directing security measures to mitigate risk

- ☐ Receive and process Requests for Information (RFIs).
- ☐ Identify any Hazardous Material (HAZMAT) concerns in the AO. Provide locations and detailed situational information to civilian HAZMAT teams. Develop procedure for communicating HAZMAT issues.
- ☐ Assist in locating hazards or potential threats when necessary.
- ☐ 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.
- ☐ Assist in locating victims that require rescue, evacuation, and/or medical treatment and provide other sustainment activities when necessary.

> It is critical that all personnel rescued or evacuated be tracked in coordination with the JFHQ/JFO.

- ☐ Plan for reacting to escalating hazards such as fires, chemical spills, ruptured pipelines, and civil disturbance.
- ☐ Determine status of lines of communication:
  - Major roads
  - Railroads
  - Waterways
  - Ports
  - Airports
- ☐ In coordination with civilian authorities, state the nature and extent of damage and projected repairs.
- ☐ In cooperation with ICS staff, forecast what operations will most likely occur.

### 5.6.4 A/N/S-3/5/7 Phase 4 - Re-deployment/Demobilization

> Be aware! 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.

- ☐ In accordance with DCO or The Adjutant General (TAG), set end-state conditions as soon as possible and recognize when the unit's work is complete**.**
- ☐ Notify authorities of demobilization timeline.
- ☐ 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 usage, maintenance performed (see "Resource Tracking" in Annex J). Also track equipment lost, damaged or destroyed.
- ☐ Coordinate with base operations for turn-in of issued equipment and clearing of all facilities.
- ☐ Collect and consolidate all journals, reports, records and notes for input to the AAR and subsequent filing in accordance with Service guidance.
- ☐ Review all journal entries and verify that supporting documents substantiate them.
- ☐ Compile entire staff AAR comments and lessons learned and forward to appropriate agencies.

**NOTES**

### 5.7 A/N/S-4/8–Logistics and Resource Management

***Civilian counterpart(s):*** *Logistics Section Chief*

Effective logistics support operations in a DSCA environment are critical. Remember, 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 individual unit's needs. Knowing the logistics plans of the civil authorities and creating a strong working relationship with liaisons is the best way to ensure success in a DSCA environment.

Logistics functions will normally be supported from the closest Title 10 installation. This installation is designated as the Base Support Installation (BSI). Title 10 forces will base from 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.

The A/N/S-4/8, in coordination with the Chaplain, must be proactive in establishing procedures to address the challenges of mortuary affairs in a DSCA environment. Military mortuary affairs within the United States differ from combat-related mortuary affairs. Military mortuary affairs also differ from civilian mortuary affairs. In addition, military personnel will find that civilian mortuary affairs differ by locality. The potential for a significant number of American civilian deaths due to the incident presents challenges that military personnel are not accustomed to handling. See Chapter 8, "Mortuary Affairs" in the *Liaison Officer Toolkit* for more details.

The specific legal authorities 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 Joint Publication (JP) 4-06, *Mortuary Affairs in Joint Operations*.

### 5.7.1 A/N/S-4/8 Phase 1 - Assessment and Preparation/ Mobilization

- ☐ Begin tracking all costs, expenditures, and Mission Assignments (MAs) prior to deployment.
- ☐ Establish contact with the BSI. Coordinate as many logistics functions through the BSI as possible.

> It is one of the many tasks expected of the BSI 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 that not only buses, but trucks and Materials Handling Equipment (MHE) is available for the move. It also ensures that convoy clearances are arranged and that routes are known for wheeled vehicle moves.

- ☐ Determine supply providers, locations, and transportation requirements and options for Area of Responsibility (AOR).
- ☐ Determine aviation logistics requirements and coordinate for maintenance and supply actions in the AOR.
- ☐ Estimate how a reduced infrastructure will impact supply distribution and standard consumption rates.
- ☐ Determine sources for Petroleum, Oil, and Lubricants (POL) in the AOR. At a minimum bring 30 Days of Supply (DOS).
- ☐ Inquire if other federal supplies and equipment (external to DoD) can be used in support of DSCA operations.
- ☐ Estimate logistics support requirements for each class of supply. Title 10 resupply will come from the BSI on a “fill or kill” basis. Plan accordingly to have items shipped from home station if necessary.
    - Class I – Food—when and where units will be fed; sources of potable drinking water
    - Class II – Durable Supplies and Equipment (Note: Radios can be acquired from National Interagency Fire Center (NIFC))

- Class III – Bulk and Packaged POL Products—a minimum of 30 DOS
- Class IV – Barrier Materials—for safety and security of unit personnel, on-going weather phenomena, and impacts on personnel comfort (may need tarps and plywood flooring)
- Class V – Ammunition—usually not required for Title 10 forces participating in DSCA operations except to protect property and equipment or for show of force (all forces should review Rules for the Use of Force (RUF))
- Class VI – Personal Items—where and how personnel will obtain basics (toothpaste, shaving cream, deodorant, stamps, envelops, gloves, undergarments, t-shirts); where personnel will wash clothes and shower
- Class VII – Major End Items—for maintenance service and repair capabilities that exceed unit's organic repair capabilities
- Class VIII – Medical Supplies and repair parts
- Class IX – Repair parts—deploy with standard shopstock/ benchstock and Authorized Stockage List (ASL) items to support minimum of 30 DOS

**Resupply from BSI—What You Need to Know**

1) Based on forecasts provided from the operational headquarters J4, common user logistics items, i.e., 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.
2) 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.

3) Ammunition will not be drawn from the BSI unless by exception.
4) Class VI items will be purchased from the installation commissary and Post Exchange (PX)/Base Exchange (BX) as required by the deployed forces. The BSI will not need to provide sundry packs to supported forces.
5) 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), normally the Army Service Component.
6) Class IX items may be requested using the "fill or kill" methodology.
7) 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 Assistance Team (FMAT) 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 Operational Command (Army North (ARNORTH)) G-8 and the Combatant Command (USNORTHCOM) J-8.
8) 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. Requested assets can be shipped forward by any commercial or military convoy means.
9) The BSI will support movement of forces from the Aerial Port of Debarkation (APOD) to the reception site (on the BSI) and movement of equipment from the APOD 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). The BSI will also assist in the retrograde of equipment from BSI to Aerial Port of Embarkation (APOE) and movement of forces to the APOE as they redeploy.
10) The BSI may be required to support APOD operations and to support DoD elements operating the APOD. This support will be coordinated with the J4 from the operational headquarters.

- ☐ Contact your Incident Command System (ICS) counterpart, Logistics Section Chief (LSC), or state equivalent early in the deployment and work closely with him/her. Based on the complexity of the incident, a Deputy LSC who reports to the LSC may be assigned to your unit.
- ☐ Plan for military sustainment requirements (shelter, mess, rations, water, bath, laundry, etc.).
- ☐ Coordinate with the LSC at the earliest opportunity regarding sustainment requirements, including:
  - Bivouac site and size
  - Shower facilities
  - Laundry
  - Latrines
  - Power (hard-line or generator)
  - Trash service
  - Telephone capabilities
  - Copier
  - Ordering procedures for civilian supplies
- ☐ Determine if MWR phones are available (availability and number vary by incident).
- ☐ Determine military versus civilian supplied items.
- ☐ Determine military vehicle restrictions early in the pre-deployment phase.
- ☐ Plan for weapons storage and guard force, if necessary.
- ☐ Establish policies and procedures for military personnel transportation within the AOR.
- ☐ Determine specialized equipment that will be needed and if specific personnel equipment (e.g., cold weather, medical supplies) is available.
- ☐ Plan for maintenance requirements of military equipment.
- ☐ Coordinate with The Adjutant General (TAG) on use of state maintenance facilities for equipment and vehicles.
- ☐ Know the power requirements (110V versus 220V) for your equipment. Always bring your own power generation equipment, parts, and fuel for essential communication equipment.

- ☐ Plan for civilian power requirements, including generators, extension cords, multi-plug devices, charging cell phones, charging laptops, etc.
- ☐ Identify civilian contracting options and requirements.
- ☐ Determine if DoD/federal/state support organizations are available to provide needed sustainment.
- ☐ Be prepared to deploy a logistics representative with the advance party.

### 5.7.2 A/N/S-4/8 Phase 2 - Deployment

- ☐ Begin tracking detailed mission costs and financial expenditures. ***Keep receipts.*** The following is a partial list of items to include (see "Resource Tracking" in Annex J for a more complete list):
  - Record of missions performed, with particular attention to all aviation mission support
  - Rosters of personnel involved
  - Travel and per diem (military and civil service)
  - Lodging cost
  - Transportation cost (car and bus rentals, chartered aircraft, and fuel)
  - All contracting costs
  - Equipment provided or operated (estimated hourly cost for operation)
  - Materiel provided from regular stock (all classes of supply)
  - Laundry expenses
  - All classes of supply expended

> In order for DoD to receive reimbursement, DSCA support is documented in a memorandum to higher headquarters with A/N/S-4, A/N/S-8 involvement.

- ☐ Report daily Logistics Status (LOGSTAT) (format in Annex J) and at the update brief.
- ☐ Ensure contracting officer representative and pay officer are properly trained and on orders to support mission requirements.

- ☐ Establish Administrative and Logistics Operations Center (ALOC).
- ☐ Gather and consolidate logistics reports.
- ☐ Develop a Personal Protective Equipment (PPE) exchange policy with LSC if necessary. Daily exchanges of equipment can be overwhelming if this is not done correctly.
- ☐ Determine logistics supply points/distribution.

### 5.7.3 A/N/S-4/8 Phase 3 - Support of Civil Authorities

- ☐ Confirm locations/sources to purchase parts, POL, and supplies. These may not exist in the disaster area. Confirm memoranda of understanding for supplies that will be needed.
- ☐ Procure and plan movement for food, water, and supplies.

> Ensure you have batteries for military and Commercial Off-the-Shelf (COTS) equipment.

- ☐ Work with the LSC at the incident site to establish issue records concerning civilian equipment issued by the civilian authorities.
- ☐ Submit statements of work/requirement determination through the supporting contracting team.
- ☐ Establish controls for use of government purchase cards.
- ☐ Coordinate with medical officer/team for efficient disposition of organic medical assets.
- ☐ Provide ground support/military transport and civilian movement as needed.
- ☐ Plan vehicle recovery/extraction.
- ☐ Confirm waste removal plans.
- ☐ Find local sources of media reproduction (e.g. high-speed, large format printing).
- ☐ Support the American Red Cross as required per Title 10 United States Code (USC), Section 2602.
- ☐ Provide mortuary services for military personnel according to regulations.
- ☐ Determine how to process mortuary services for civilian casualties.

### 5.7.4 A/N/S-4/8 Phase 4 - Re-deployment/Demobilization

- ☐ In coordination with Defense Coordinating Element (DCE), compile all data from support operations, including but not limited to total man-hours used, number and type of equipment used, fuel usage, maintenance performed and equipment lost, damaged or destroyed.
- ☐ Complete accounting and turn-in of any unused supplies, with emphasis on Class V (Ammunition).
- ☐ Assign logistics officer to clear remaining logistics issues.
- ☐ Close out all remaining contracts.
- ☐ Submit reports and request reimbursement.
- ☐ In demobilization procedures, include clearing base camp of equipment provided by civilian authority (including COTS service agreements) and disposing of COTS equipment.
- ☐ Prepare AAR comments and document lessons learned.

**NOTES**

### 5.8 A/N/S-6–Communications

***Civilian counterpart(s):*** *Communications Unit Leader (Logistics Section)*

Communications in a DSCA operation is 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, your unit may be tasked to provide communications for civilian authorities.

Expect that your military communications equipment will not be compatible with civilian equipment. Civilian equipment will not be capable of adapting to military systems; military units must be prepared to adapt to them. The National Interagency Incident Communications Division (NIICD) located at the National Interagency Fire Center (NIFC) has 80,000 radios available to support DSCA operations. For important information regarding the operation and maintenance of commercial communications equipment, go to the NIICD website: http://www.fs.fed.us/fire/niicd/index.html

Units can also procure Commercial off-the-Shelf (COTS) equipment, and if necessary, fund services to establish communications with civilian counterparts. Refer to the *National Interoperability Field Operations Guide* (NIFOG) for guidelines for communicating with federal, state, and local authorities.

***Critical!*** Make sure all LNOs have the necessary equipment to communicate with higher headquarters and that they have computer systems and wireless or satellite capability to perform their duties effectively.

Emergency frequencies will be congested, so limit the use of communications equipment. Direct discipline when using civilian frequencies (i.e., stay on your assigned frequency). When

communicating with civilian organizations, be clear, specific, and avoid acronyms and other military jargon. ***Bottom line***: Effective communication is the vital link to a successful DSCA operation.

### 5.8.1 A/N/S-6 Phase 1 - Assessment and Preparation/ Mobilization

- ☐ Plan for LNO communications requirements.
- ☐ Obtain a copy of the NIFOG.
- ☐ Coordinate with military, local, tribal, state, federal agencies and organizations, Non-Governmental Organizations (NGOs), and volunteers to determine the most feasible solutions for effective communication.
- ☐ Identify civilian Common Operational Picture (COP) requirements and determine the best method of accessing State Emergency Management Agency (SEMA) software.
- ☐ Ensure initial communications capabilities are self-sufficient. If possible, coordinate interoperability with local authorities.
- ☐ Do not send equipment without operators, essential repair parts, manuals, tools, and initial fuel and power generation requirements. Items may be difficult to obtain in the affected area.
- ☐ Determine if military will be required to provide communications availability to civilian authorities. If yes, then:
  - Determine configuration requirements
  - Procure equipment (all sources—military, other federal agencies, and civilian)
  - Establish data and voice protocols
  - Keep good records for funding reimbursement
- ☐ Plan for all means of communications and purchasing of additional communication devices/services:
  - Telephone (satellite, cellular, or landline)
  - Radio (military, maritime, and civilian, in all bandwidths)
  - Non-classified Internet Protocol Router Network (NIPRNet)
  - Secret Internet Protocol Router Network (SIPRNet)
  - Video equipment and video teleconferencing
  - Satellite-based commercial internet systems

Ensure you have batteries for military and COTS equipment.

### 5.8.2 A/N/S-6 Phase 2 - Deployment

- ☐ Issue communications plan.
- ☐ Establish communications architecture (Internet, telephone landline, and cell phone network).
- ☐ Establish and maintain communications with Joint Force Headquarters (JFHQ), Defense Coordinating Officer (DCO)/Defense Coordinating Element (DCE), Joint Task Force (JTF), and Incident Commander (IC) as appropriate.
- ☐ Publish military phonebook and acquire important civilian point of contact (POC) listings. Avoid publishing Defense Switched Network (DSN) numbers.
- ☐ Be prepared to deploy communications representative with the advance party.
- ☐ Determine initial communications package and how it can be expanded to handle a greater demand.

### 5.8.3 A/N/S-6 Phase 3 - Support of Civil Authorities

- ☐ Ensure all communications and information technology personnel are qualified.
- ☐ Establish Tactical Operations Center (TOC)/Area Communications Operations Center (ACOC) communications architecture.
- ☐ Conduct synchronization meetings between all primary agencies/entities that have impact.
- ☐ Monitor status of satellite/cell phones and satellite/cable Internet.
- ☐ If necessary, provide communications equipment (cell phones, radios, base sets, etc.) to civilian authorities.
- ☐ Know the power requirements for your equipment. Always bring your own power generation equipment, parts, and fuel for essential communication equipment.
- ☐ Prepare daily update brief slides.

### 5.8.4 A/N/S-6 Phase 4 - Re-deployment/Demobilization

- ☐ Ensure accountability for all communications equipment loaned or borrowed.
- ☐ Cancel COTS service agreements, and dispose (by standard operating procedures) of COTS equipment.
- ☐ Prepare AAR comments and document lessons learned.

**NOTES**

### 5.9 Public Affairs Officer/Information Officer

***Civilian counterpart(s)****: Public Information Officer (Command Staff)*

Fostering and furthering good relations with communities at home and abroad is in the best interest of the Department of Defense (DoD Directive 5122.5, "Assistant Secretary of Defense of Public Affairs").

The Public Information Officer (PIO) advises the Incident Command on all public information aspects of the management of the incident. PIOs handle media and press inquiries, emergency public information and warnings, rumor monitoring and response, media monitoring, as well as performing the necessary preparation, coordination, clearing, and dissemination of information related to the incident. The PIO also coordinates public information at or near the incident site and is the on-scene link to the Joint Information Center (JIC).

It is the responsibility of local and state officials to provide information/directions to the public (e.g., evacuation, shelter in place). Each state determines who in that state has the authority to provide directions to the public (e.g., Sheriff, Mayor, Judge). In no case will DoD take the initiative to provide directions to the public. DoD may assist the appropriate authorities with dissemination of information as long as the instructions are properly attributed (e.g., "The Mayor has directed a mandatory evacuation for the city").

All information related to the incident should be released through the incident PIO.

Normally, general information to the public and media about the event will come from the incident PAO/PIO or the JIC. Supporting agencies may assist in the dissemination of this information but are limited to providing specific information only about actions of their

agency. For DoD, this means that Public Affairs (PA) 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 PA activities place DoD in the forefront; DoD must be portrayed as a partner and participant in the incident response.

**Service-specific Public Affairs References**

Joint Publication (JP) 3-16, *Public Affairs*

Field Manual (FM) 46-1, *Public Affairs Operations*

Marine Corps Warfighting Publications (MCWP) 3-33.3, *Marine Corps Public Affairs*

Secretary of the Navy Instruction (SECNAVINST) 5720.44B, *Public Affairs Policy and Regulations*

Air Force Instruction (AFI) 35-101, *Public Affairs Policies And Procedures*

The PAO is responsible for ensuring that military personnel are aware of the potential consequences associated with questionable behavior on camera or speaking to the media without authorization.

The United States Defense Information School (DINFOS) is a DoD school that trains students in career fields related to public affairs. For information and course offerings, visit the school's website: www.dinfos.osd.mil

In addition to training listed in Section 5.6, PAOs are encouraged to complete *IS 250 Emergency Support Function (ESF) #15 External Affairs.*

### 5.9.1 PAO Phase 1 - Assessment and Preparation/Mobilization

☐ Develop straight talk messages for commander.

Examples of Command Messages and Straight Talk Messages may be found in Annex G.

- ☐ Establish contact with the Joint Task Force (JTF)/Joint Force Headquarters (JFHQ) PAO, Component PAO, and/or Combatant Command PAO as appropriate for Public Affairs (PA) guidance.
- ☐ Coordinate with state/FEMA PIO to obtain consistent message/ talking points, if necessary.
- ☐ Monitor news media (television, radio, Internet).
- ☐ Provide military units with current PA guidance prior to entry into the affected area. If PA guidance does not exist, draft proposed guidance and submit to higher headquarters.
- ☐ Develop media smart cards based on the PA guidance for issue to all military personnel involved in DSCA.
- ☐ Brief talking points to all personnel prior to deployment.

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

You can always decline to talk to the media. It is your choice. Use your local PA office as your tool for preparation and source of information. If you find yourself in an uncomfortable media situation, do not hesitate to contact PA.

- ☐ Develop plans for organization and equipment necessary for a PA team.

### 5.9.2 PAO Phase 2 - Deployment

- ☐ Establish contact with Emergency Support Function (ESF) #15 External Affairs officer or Primary Agency PAO/PIO and the National Guard PAO (if applicable).
- ☐ Designate and provide one or two representatives to the JIC (if established).
- ☐ Brief deploying personnel on media and public engagement policy; distribute media smart cards.

- ☐ Issue guidance on personal photography, blogs, and emails in a DSCA environment.
- ☐ Pre-select and train media escorts as necessary.

### 5.9.3 PAO Phase 3 - Support of Civil Authorities

- ☐ Provide PA support to the commander.
- ☐ Brief task force/unit commanders on their roles, responsibilities, and authorities concerning public information requests.
- ☐ Prepare the commander and other key staff members for media interviews.

**Basic Public Affairs Guidance**

**Talking to the media**

1. As a member of the military, you have a ***great*** story to tell.
2. Everything you say reflects upon your unit, your Service, and the Department of Defense.
3. When speaking with a reporter, ***everything*** is on the record.

**You may discuss:**

- What you do for the Department of Defense or in your National Guard unit
- How you train/prepare to deploy
- Personal details you care to share about your family or life
- Your feelings about deploying
- Where, generally, you are headed—e.g., hurricane in Louisiana

**Do not discuss:**

- Exact numbers/location of troops/equipment
- Specific aircraft or weapons configurations
- Specific force protection measures
- Rules of engagement
- Classified information

***Do Not Speculate***—if you don't know an answer, say so. If you have questions, contact your local PA officer.

- ☐ Coordinate with ESF #15 and/or the JIC on DoD PA activities.
- ☐ Prepare news releases as necessary.

- ☐ Refer media queries outside the scope of release authority to appropriate agencies or higher headquarters.
- ☐ Provide video and still imagery of military support to higher headquarters in a timely manner.
- ☐ If experienced and trained camera crews are available, such as combat camera teams, consider requesting that they provide imagery support to the PAO.

### 5.9.4 PAO Phase 4 - Re-deployment/Demobilization

- ☐ Implement a PA strategy for departure of military forces that places civil responders in the forefront.
- ☐ Develop historical record of media resources (video, photo, transcripts, etc.) gathered during the incident.
- ☐ Prepare AAR comments and document lessons learned.

**NOTES**

## 5.10 Staff Judge Advocate

***Civilian counterpart(s)****: State Attorney General, County Attorney*

The role of the Staff Judge Advocate (SJA) in a DSCA environment is critical. The laws and regulations regarding operations on United States soil differ from those for combat operations. Commanders and all DoD personnel operating in a DSCA environment need to be aware of these differences.

It is essential that 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*** Annex A. SJAs work hand-in-hand with commanders to ensure that all legal issues that arise are handled appropriately.

### 5.10.1 SJA Phase 1 - Assessment and Preparation/Mobilization

- ☐ Have copies of the Standing Rules for the Use of Force (SRUF) in Chairman of the Joint Chiefs of Staff (CJCS) Instruction (CJCSI) 3121.01B available for the commander to review and to request mission-specific Rules for the Use of Force (RUF), if necessary. See Annex B for SRUF examples.
- ☐ Have available DoD Directive (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, “DoD Cooperation with Civilian Law Enforcement Officials”; DoDD 5240.1, “DoD Intelligence Activities”; and the current CJCS Standing DSCA EXORD.
- ☐ It is imperative to remember that National Guard personnel working in Title 32 or State Active Duty (SAD) status will be operating under State RUF. In order to ensure adherence, SJAs should obtain and brief equivalent state authorities to those listed above.
- ☐ Brief personnel on SRUF and issue an SRUF card prior to deployment from home station. Each state has its own RUF.
- ☐ Review funding, demobilization, and entrance and exit strategies by component and duty status.

### 5.10.2 SJA Phase 2 - Deployment

- ☐ Contact the State SJA at the Joint Force Headquarters (JFHQ) to coordinate legal aspects.
- ☐ Ensure units arriving under Emergency Management Assistance Compact (EMAC) agreements are briefed on State RUF.
- ☐ Maintain situational awareness of mission execution and ensure unit activities are consistent with the law.
- ☐ Be prepared to deploy required personnel with the advance party (if necessary).
- ☐ Ensure all military personnel know their legal status (Title 10, Title 32, or SAD) and limits of their authorities.
- ☐ Provide status reports to higher headquarters including, at a minimum, the following:
    - Criminal incidents
    - Disciplinary/administrative/prosecutorial actions
    - Claims against the U.S. Government
    - Number of personnel receiving legal assistance

### 5.10.3 SJA Phase 3 - Support of Civil Authorities

- ☐ Continue to advise commanders and staff on legal matters.
- ☐ Verify that proposed Mission Assignments (MAs) are legally permissible, approved, and executed according to applicable references and restrictions.
- ☐ Ensure personnel involved in Military Support to Civilian Law Enforcement Agencies (MSCLEA) comply with the guidance and limitations found in the Posse Comitatus Act, SRUF, and Intelligence Oversight rules and restrictions.

### 5.10.4 SJA Phase 4 - Re-deployment/Demobilization

- ☐ Ensure all legal actions are cleared before re-deployment.
- ☐ Close all civil/military actions prior to re-deployment.
- ☐ Prepare AAR comments and document lessons learned.

### 5.11 Chaplain

***Civilian counterpart(s)****: Local Clergy, Priests, Chaplains Rabbis, Imams, etc. No Incident Command System (ICS) counterpart.*

Joint Publication (JP) 1, *Doctrine for the Armed Forces of the United States*, states that military commanders as responsible to provide for the free exercise of religion of those under their authority.

JP 1-05, *Religious Affairs in Joint Operations*, defines the concept of "religious affairs" as consisting of two major capabilities of chaplains—religious advisement and religious support.

> *Religious Advisement is the practice of informing the commander on the impact of religion on joint operations to include, but not limited to: worship, rituals, customs and practices of U.S. military personnel, international forces, and the indigenous population.*
>
> *Religious Support is Chaplain facilitated free exercise of religion through worship, religious and pastoral counseling services, ceremonial honors for the dead, crisis intervention, and advice to the commander on matters pertaining to morals, ethics, and morale as affected by religion.*

JP 3-28, *Civil Support (CS)*, defines Religious Support (RS) as the full spectrum of professional duties performed by chaplains in their dual role as religious leaders and military officers. RS in joint operations is dedicated to meeting needs of military and other authorized members in the personal free exercise of religion and providing commanders with professional advice regarding the dynamic influence of religion and religious belief in the operational area. The purpose of a Religious Support Team (RST) is to provide for, develop, and strengthen the spiritual and moral well-being of all members of the command.

Military chaplains, assisted by enlisted chaplain assistant support personnel, provide RS as part of a RST, which normally consists of

at least one chaplain and one enlisted support person. The RST deploys during CS 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 Joint Force Commander (JFC).

The Establishment Clause of the United States Constitution and current DoD legal guidance generally prohibits 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 liaison to Non-Governmental Organizations (NGOs) and Faith-Based Organizations (FBOs) when directed by the JFC.

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 (known as "the Four Prong Test") 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 in need of 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 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.

DoD and National Guard (NG) chaplains are religious ministry professionals with training, education, and experience comparable or

equivalent to the certifications standards of organizations active in disaster response. RST personnel should have training in Crisis Intervention Management tools such as Psychological First-Aid, Critical Incident Stress Management (CISM), Group Crisis Intervention and Disaster Mental Health, and should be thoroughly familiar with DoD Directive (DoDD) 6490.5, "Combat Stress Control (CSC) Programs," as well as Field Manual (FM) 4-02.51, Chapter 6, "Traumatic Event Management" and Air Force Instruction (AFI) 44-153, *Traumatic Stress Response*.

All of the branches have respective guidance on CSC Programs developed from DoDD 6490.5.

The Army's Program is found in FM 4-02.51, *Combat and Operational Stress Control*. FM 1-05, *Religious Support* specifically outlines the use of "Critical Event Debriefing" built on CISM**.**

The Air Force has AFI 44-153, *Traumatic Stress Response*.

The Navy has the *Navy Leader's Guide for Managing Personnel in Distress*.

The Marine Corps has the *Leaders Guide for Managing Marines in Distress*.

For additional resources, refer to the webpage http://www.pdhealth.mil/op_stress.asp

Training for these programs is available in multiple places, including NGB Office of the Chaplain (NGB-OC). Service-specific chaplain training is available at the Armed Forces Chaplaincy Center (the new Joint Service Chaplain School) at Fort Jackson, South Carolina, where all Service chaplain schools are located. Other Crisis Intervention Training can be obtained through the International Critical Incident Stress Foundation, the American Red Cross (Spiritual & Emotional Care), and the National Organization for Victim Assistance Crisis Response Team Training. Other training includes Suicide Prevention, Resilience Training (formerly Battlemind), Landing Gear, and Strong Bonds.

During CS operations, military units operate in religiously diverse civilian communities, and chaplains must be willing to support and serve a religiously diverse, pluralistic population.

As a primary mission, the RST will support the command to which 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 State Active Duty or Title 32 status may provide RS to Active Component personnel during emergency circumstances.

Coordination and collaboration between DoD chaplains 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.

The NG, under the command of the governor or The Adjutant General (TAG) will generally be the first to respond to a natural or man-made disaster. The Joint Force Headquarters (JFHQ)-State chaplain is responsible for coordinating RS for NG forces serving in State Active Duty or Title 32 status. NG forces coordinate disaster response with the NGB-OC. Combatant Command chaplains and Joint Task Force (JTF) chaplains will coordinate chaplain activities with NGB-OC and involved JFHQ-State chaplains, to the maximum extent possible, to ensure collaboration and cooperation. In particular, Combatant Command chaplains coordinate chaplain response with NGB-OC.

Local, county, and state resources, including National Guard forces under Title 32, normally constitute the first line of response to crisis management and consequence management events.

The JTF chaplain will be responsible for coordinating the activities of DoD chaplains, as well as the activities of civilian chaplains,

clergy, and religious ministry professionals supporting the DoD community, which is normally conducted through civil-military operations centers. National coordination efforts are needed to build partnerships between DoD chaplains and civilian clergy, religious ministry professionals, and other agencies responding to disasters.

Chaplains facilitate a return to normalcy and restoration of trust. Military chaplains can work cooperatively and collaboratively to build partnerships with Faith-Based Organizations (FBOs) and civilian chaplains in order to facilitate the delivery of humanitarian care to the effected population. Emergency spiritual and emotional care, traumatic incident management, respecting and honoring the dead, and other religious activities are critical to sustaining assigned personnel and supporting the restoration of a stable society.

**Lessons Learned from Hurricane Katrina**

1. Units must ensure that adequate ministry services are available to their personnel and personnel of supported units.
2. Units must carefully and tactfully avoid requests from other relief organizations for ministry services, if supporting such requests will drain necessary resources from military personnel in the AO.
3. Behavioral health resources should be made available to military personnel involved with recovery of human remains.
4. If behavioral health assets are not sufficient to support personnel involved with the recovery of human remains, chaplain/pastoral or other counseling resources can and should be used until additional assets are available.
5. RSTs should be prepared to deploy during humanitarian relief operations and to operate in all conditions in order to provide support to their units.

### 5.11.1 Chaplain Phase 1 - Assessment and Preparation/ Mobilization

☐ Establish RSTs to provide religious support to authorized DoD personnel and their families.
☐ Plan for operations and secure deployment of liturgical supplies.

- ☐ During mass casualty events, identify coordination and planning requirements for chaplain activities in coordination with Medical Officer, civilian care providers, the Red Cross, and other civilian agencies.
- ☐ Coordinate with civilian ministry organizations providing support.
- ☐ Identify coordination and planning requirements between Service Component, National Guard, United States Coast Guard (USCG), civilian chaplains and clergy.
- ☐ Review Area of Responsibility (AOR) demographics to anticipate chaplain faith and denominational balance.
- ☐ Plan for religious services.

### 5.11.2 Chaplain Phase 2 - Deployment

- ☐ Service Components will identify, mobilize and/or deploy religious support personnel who meet deployment standards.
- ☐ Be aware that DoD Mortuary Affairs personnel may be tasked to assist other government agencies in the collection and processing of civilian casualties.
- ☐ Maintain situational awareness of stress levels of assigned DoD personnel, first responders, and affected civilians, and take actions to provide care and mitigate stress.
- ☐ Provide stress level situational awareness reports to the commander.
- ☐ Be prepared to deploy with a minimum of 30 days of chaplain supplies.

### 5.11.3 Chaplain Phase 3 - Support of Civil Authorities

- ☐ Be prepared to conduct crisis intervention or CISM training/services.
- ☐ Chaplains in supervisory positions will coordinate with appropriate staff agencies to ensure that subordinate chaplains and enlisted religious support personnel receive appropriate support and professional guidance.
- ☐ When directed, conduct liaison and coordinate activities with other units.

- ☐ Coordinate with NGOs and other agency religious personnel.
- ☐ Provide religious support to authorized DoD personnel and focus on mitigating the impact of traumatic events.

### 5.11.4 Chaplain Phase 4 - Re-deployment/Demobilization

- ☐ Be prepared to conduct critical event debriefings or other CISM requirements.
- ☐ RSTs advise the command on indicators, documenting civilian community capabilities to resume normal functioning without military support.
- ☐ RSTs conduct re-deployment religious support to assigned personnel and their families, focusing on reunion and reintegration issues with families.
- ☐ Prepare AAR comments and document lessons learned.

**NOTES**

### 5.12 Medical Officer/Surgeon/Medical Teams

***Civilian counterpart(s)****: Medical Unit Leader (Logistics Section)*

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 paperwork (especially funding information) is accurately documented.

When a joint task force is activated, a command surgeon is designated from one of the component Services. As stated in Joint Publication (JP) 4-02, *Health Service Support*, a joint force surgeon is normally appointed for each Combatant Command, sub-unified command, and joint task force. The joint force surgeon reports directly to the joint force commander or joint land component commander. The joint force surgeon assesses the health service support and force health protection requirements and capabilities (including public health and medical needs) and provides guidance to the Combatant Commander to enhance the effectiveness of medical support throughout the area of responsibility.

Refer to JP 4-02 for a description of responsibilities of the Joint Task Force (JTF) surgeon in full spectrum operations.

A careful understanding of the Medical Rules of Engagement (MROE) is also necessary to ensure medical personnel know when and how they may or may not treat civilian casualties. Additionally, when military personnel are treated by civilians, Title 32 forces differ from Title 10 with regard to paperwork and tracking.

DoD medical personnel who have a current, valid, and unrestricted license to practice medicine, osteopathic medicine, dentistry, or another health profession and who are properly licensed under Title 10 USC § 1094(d) may practice their profession on non-DoD personnel at any location authorized by the SecDef. This authorization is implied when

the SecDef approves a request for medical units to deploy to the scene of a disaster/emergency pursuant to a request for assistance from civil authorities. Therefore, pursuant to a SecDef-approved mission assignment, DoD medical personnel can respond to an off-post disaster/emergency in any state, commonwealth, the District of Columbia, or territory. He/she would be in the execution of and acting within the scope of orders that had been approved by the SecDef. DoD Health Care Providers (HCP) will not face personal liability if there is a therapeutic misadventure while providing medical care and treatment during an emergency or disaster.

Both the Federal Torts Claims Act (FTCA) and the Medical Malpractice Immunity Act (known as the Gonzalez Act) provide protection for DoD HCPs. The Gonzalez Act provides that an action under the FTCA is the exclusive remedy for individuals seeking damages for alleged medical malpractice. Claimant must seek compensation from the U.S. Government, and HCPs are immune from 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.

Many states have a statutory provision that addresses (1) the recognition of medical licenses issued by another state or (2) the waiver of the state's licensure requirements for DoD medical personnel who enter the state solely to provide medical treatment to civilian victims of an emergency or disaster incident. These state statutory provisions either (1) automatically recognize a medical license issued by another state and allow the person holding such a license to render emergency medical aid and treatment; or (2) if ordered by the state governor, exempt a medical person who is practicing his/her skills or profession during the course of an emergency or disaster from the state's medical licensure.

requirement; or (3) allow the State Medical Licensing Board to suspend for the duration of the emergency or disaster any state requirement for a state medical license if the person has a valid license issued by another state.

Tort liability and immunity for National Guard medical personnel are covered by Emergency Management Assistance Compact (EMAC) between party states. (See Appendix 22 to Annex H to ARNORTH SOP, EMAC and Sample National Guard Supplemental MOU. Article VI of an EMAC agreement is "Liability.")

### 5.12.1 Behavioral Health

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 provide assistance in addressing combat and operational stress reactions and other behavioral health issues. The following are examples of basic preventive measures that can be used during disaster response operations:

- Providing basic needs for food, shelter, and health care
- Listening to peoples' stories
- Keeping families together
- Providing frequent, clear, updated information to victims
- Helping maintain connection with friends and family
- Providing responders with regular communication with family members
- Maintaining awareness of the stress levels of others
- Providing responders with a rest area for sleep, hygiene, and food that is separate from the public and media
- Insisting on proper sleep, nutrition, and exercise among responders
- Not making promises you cannot keep

Handling human remains is a particularly stressful part of disaster relief efforts. Following are examples of coping strategies that can be used to minimize combat and operational stress reactions when handling human remains:

- Remembering the greater purpose of the work
- Talking with others and listening well
- Using humor to relieve stress (avoid personal or inappropriate comments)
- Not focusing on individual victims
- Getting teams together for mutual support and encouragement
- Providing opportunities for voluntary, formal debriefings

Refer to Chapter 8 in the *Liaison Officer Toolkit* for additional information regarding proper handling of human remains.

For additional information on control of stressors and specific leader and individual actions to control stress, see Field Manual (FM) 4-02.51, *Combat and Operational Stress Control* and FM 6-22.5, *Combat and Operational Stress Control Manual for Leaders and Soldiers*.

### 5.12.2 General Health Risks

After a disaster, the civilian population and military personnel may be exposed to illnesses spread by contaminated food or drinking water, mosquitoes or other insects, and close contact with ill persons. Health risks rise with:

- Lack of waste disposal
- Contaminated food
- Contaminated water
- Inadequate water for hygiene
- Increased exposure to the heat or cold

In addition to injuries, other medical symptoms may include:

- Fever
- Difficulty breathing
- Persistent cough
- Confusion

- Severe vomiting
- Severe diarrhea
- Yellowish skin or eyes
- Unusual bruising or bleeding

#### 5.12.2.1 Occupational and Environmental Health Risks

Disasters occurring in an urban environment may disrupt water and sewage pipelines. Personnel must exercise caution when operating in these conditions.

Exposure to airborne particulates from dust created during recovery and reconstruction activities will pose short- and long-term health risks. Burning of debris or other combustible materials also will contribute to elevated particulate levels. The debris in a collapsed building may include asbestos and or lead paint.

To counter the health threat, comprehensive medical surveillance activities, occupational and environmental health surveillance activities, preventive medicine measures, and field hygiene and sanitation are instituted and should receive command emphasis. Field hygiene and sanitation combines with personal protective measures, to include correctly wearing the uniform and using insect repellent, sunscreen, and insect netting. To minimize risk of exposure to occupational and environmental health hazards, military personnel should:

1. Ensure facilities are properly inspected prior to entry.
2. Identify report and avoid ruptured natural gas lines.
3. Ensure adequate ventilation when using any carbon monoxide producing device (preferably outdoors).
4. Use appropriate countermeasures and personal protective equipment (including appropriate face masks to avoid inhalation of airborne debris).
5. Dispose of waste properly and thus avoid contributing to the problem.
6. Avoid contact with any standing water.

### 5.12.2.2 Infectious Diseases and Force Health Protection Priorities

Inadequate Force Health Protection (FHP) measures will seriously jeopardize mission effectiveness.

Units should deploy appropriate preventive medicine personnel and equipment. Personnel should observe the following health protection guidelines:

1. Consume food, water, and ice only from approved sources.
2. Operate food preparation facilities in accordance with approved doctrine.
3. Provide proper hand-washing facilities near all latrines and dining facilities and enforce their use.
4. Avoid animal contact; no mascots.
5. Report all animal bites and scratches to medical personnel.
6. Avoid skin contact with surface water (rivers, lakes, irrigated fields, puddles) that may be contaminated.
7. Avoid bare skin contact with soil that may be contaminated with human or animal feces.
8. Have tuberculin skin tests before and after deployment.
9. Maintain at least 72 square feet per person in sleeping quarters and sleep head-to-toe.
10. Use insect repellant containing DEET (N, N-Diethyl-meta-toluamide) on all exposed skin.
11. Use bed nets in field conditions.
12. Take malaria prevention medicine as directed.

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.

### 5.12.3 Medical Officer Phase 1 - Assessment and Preparation/ Mobilization

- ☐ Validate existing credentials. (For more information, see the green box in Section 5.12.)
- ☐ Be prepared to provide medical doctor or physician's assistant and one medic for deployment with advance party.
- ☐ Plan/conduct medical portion of personnel readiness processing, to include necessary vaccinations.
- ☐ Reserve component personnel activated for longer than 30 days must complete DD Form 2795. Only those activated for 30 days or less are exempt from completing the form.
- ☐ Locate and obtain pertinent information on medical facilities and capabilities in Area of Responsibility (AOR) in coordination with A/N/S-4.
- ☐ Assist in establishing evacuation policy for patient movement within the Joint Operations Area (JOA).
- ☐ Ensure all military personnel deploy with a 90-day supply of individual medication.
- ☐ Prepare for medical portion of Joint Reception, Staging, Onward movement, and Integration (JRSOI).
- ☐ Conduct assessment of health threats of operational significance, assess available medical support resources, and plan for mitigation of health threats prior to deployment.
- ☐ Prepare mass casualty plans.
- ☐ Prepare medical annex for the Operation Order (OPORD).
- ☐ 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.

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 U.S. Army Medical Command

(USAMEDCOM) master ordering facility/installation medical supply activity. During DSCA operations, USAMEDCOM is the designated Theater Lead Agent for Medical Materiel (TLAMM) to USNORTHCOM. The USNORTHCOM commander may designate one of the Service components to serve as the Single Integrated Medical Logistics Manager (SIMLM). The TLAMM and SIMLM work together to develop the Medical Logistics (MEDLOG) support plan that synchronizes medical requirements and Class VIII distribution to the JTF. Refer to JP 4-02 and FM 4-02.1 for additional information.

### 5.12.4 Medical Officer Phase 2 - Deployment

- ☐ Identify the Commander's Critical Information (CCIR) requirements and provide updates.
- ☐ Monitor status of support to military forces, federal, state, tribal, and local governments.
- ☐ Consolidate and post locations of closest civilian and/or federal medical facilities based on input from FEMA Joint Medical Planner.

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

- ☐ Visit medical facilities identified at pre-deployment site to verify resources/capabilities, including capabilities on local Medical Treatment Facility (MTF) asset list.
- ☐ Determine medical workload requirements (patient estimate) based on casualty estimate developed by the A/N/S-1 or personnel staff officer.
- ☐ Monitor the assignment, reassignment, and use of medical personnel within the AOR.

- ☐ Recommend task organization of medical elements to satisfy all mission requirements.
- ☐ Plan and implement medical support operations to ensure the provision of appropriate levels of care.
- ☐ Prepare medical Situation Reports (SITREP) as directed by higher headquarters or as changes to the medical situation dictate.

**Medical SITREP Format**

1. Current situation (significant changes in operational situation/planned or anticipated events next 24 hours)
2. DoD Health Service Support and Force Health Protection
   a) DoD Population in Affected Area
   b) DoD Population at Risk (PAR)
   c) DoD Active Duty Medical Units and Grid Location
   d) DoD Reserve Medical Units and Grid Location
3. Medical Operations (Units and Facilities)
   a) Bed Availability and Operational Status
   b) Workload
   c) All Outpatient Visits by Category
   d) Class VIII
      i) Class VIIIA
      ii) Class VIIIB
4. Patient Movement
   a) Comments
5. Preventive Medicine – Occupational and Environmental Health
   a) Public Health Issues
   b) Comments
6. Action Request Form (ARF)/Mission Assignment (MA) Status
   a) Comments
7. JTF Surgeon
   a) Priorities And Overall
   b) Current Issues
   c) Future Issues
   d) Additional Critical Information Not Addressed in SITREP
   e) Comments/Remarks
8. POC for This Report Is (Name/Email/Phone#)

The complete SITREP document is located at NORAD-NORTHCOM (N-NC) Surgeon General portal: https://operations.noradnorthcom.mil/sites/CommandSpecialStaff/SG/MedPlansOpsDiv/WorkSpace/Shared%20Documents/MEDSITREP%20Final%206Apr07.doc

- ☐ Issue policies, protocols, and procedures pertaining to eligibility for care (medical, dental and veterinary treatment) for sick or injured.

Policies, protocols, and procedures will be in consonance with applicable regulations, directives, and instructions, National Response Framework Emergency Support Functions (ESFs) #8 and #11 guidelines, federal law, applicable memorandums of understanding or agreement, and other related governmental policies.

- ☐ Conduct medical surveillance to assess health threats of operational significance, assess available medical resources, and plan for the mitigation of health threats. Ensure that appropriate preventive medicine and environmental health capabilities are employed to support casualty prevention and protection of the force from health threats.
- ☐ Ensure methods are established for disseminating public health information and health risk communications information. Medical support personnel must also be educated on recognition, prevention, and treatment of probable diseases, injuries, and exposures.
- ☐ Establish MTF/aid station within the AOR to provide medical support to Service members and available emergency medical support to individuals eligible for care.
- ☐ Coordinate with Joint Patient Movement Requirements Center for evacuation of patients.
- ☐ Coordinate patient reception, tracking, and management to nearby National Disaster Medical System (NDMS) hospitals,

Veterans Administration hospitals, and DoD MTFs that are available.

- ☐ Ensure the documentation of medical encounters and health hazard exposures as part of the patient's individual health record (either electronically or on paper medical records).
- ☐ Coordinate for reach-back support and staff augmentation as required.
- ☐ In coordination with local MTFs, determine transition plan for disposition/filing of civilian medical records.
- ☐ As directed, provide veterinary personnel to assist in the evacuation, triage, medical treatment, and temporary sheltering of pets, companion animals, and livestock.
- ☐ Coordinate with the Armed Services Blood Program Office to provide available blood products to DSCA operations in coordination with the Department of Health and Human Services (HHS).
- ☐ Prior to deployment, establish walking blood bank for emergency transfusions.
- ☐ Coordinate and monitor patient decontamination operations in accordance with FM 4-02.7, *Health Service Support in a Nuclear, Biological, Chemical Environment*.

FM 4-02.7 is a multiservice publication that covers tactics, techniques, and procedures for Health Service Support (HSS) in a CBRNE environment and has a publication number for each of the services. The Army publication number is FM 4-02.7, Marine Corps Reference Publication (MCRP) 4-11.1F, Navy Tactics, Techniques, and Procedures (NTTP) 4-02.7, and Air Force Tactics, Techniques, and Procedures (AFTTP) 3-42.3.

### 5.12.5 Medical Officer Phase 3 - Support of Civil Authorities

- ☐ Prepare reporting/regulating instructions to support incident relief efforts.
- ☐ Provide medical evacuation support (air and ground) of seriously ill or injured patients to locations where hospital care or

outpatient services are available. Monitor evacuation requirements.

- ☐ Provide medical surveillance and laboratory diagnostic and confirmatory testing as directed in coordination with the Department of HHS.
- ☐ Provide available medical teams for casualty clearing/staging and other medical support missions as directed.
- ☐ 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.

> Designated DoD Medical Center, MTFs provide support to Federal Coordinating Centers (FCCs) under DoD Directive 6010.22, "National Disaster Medical System (NDMS)." Activation allows FCCs to provide treatment to non-DoD patients on an emergency basis.

- ☐ Provide available veterinary and other military medical personnel to assist in activities for the protection of public health (such as food, water, waste water and solid waste disposal, vectors, hygiene, and other environmental conditions).
- ☐ Coordinate with mortuary affairs personnel (A/N/S-4/8) for disposition of human remains.
- ☐ Be prepared to assist Non-Governmental Organizations (NGOs) in organizing blood drives.

### 5.12.6 Medical Officer Phase 4 - Re-deployment/Demobilization

- ☐ In coordination with local MTFs, transition civilian medical records.
- ☐ 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.
- ☐ Assist in preparation of Line of Duty (LOD) determinations.
- ☐ Provide follow-up care for injured personnel.

- ☐ Plan and conduct post-deployment health evaluations and reassessments.
- ☐ Prepare AAR comments and document lessons learned.

**Post-Deployment Health Reassessment (PDHRA)**

Post screening programs collect and analyze individual-specific data related to post-exposure physical and behavioral health status. This data is used in:

- Detection of possible adverse behavioral or physical health effects related to work or exposure
- Identification of those needing further medical evaluation and treatment
- Monitoring developing trends and patterns of illness, injury, or exposure among workers

The following exposures or other risk factors encountered should be considered:

- Type of work performed
- Dates of deployment
- Specific locations of work assignments
- Characteristics of work locations and relationship to known or suspected hazardous agents or conditions
- Specific job tasks and work load at work locations
- Specific high-risk exposures or conditions at work locations
- Exposure to traumatic events
- Protective measures used to prevent hazardous exposures (e.g., use of Personal Protective Equipment (PPE))
- Dates started and finished work at locations listed
- Shift schedules: hours per day, days per week, rotation schedules

## 5.13 Aviation Officer

***Civilian counterpart(s)****: Federal Aviation Administration (FAA) personnel; Air Operations/Air Tactical Group (Operations Section)*

The aviation staff element is essential to the effective management and use of available aviation resources and must ensure that 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. The United States Air Force (USAF) and the Air National Guard (ANG) typically provide validated strategic lift capability required (e.g., mass casualty evacuation, personnel transportation, and cargo transport). Tactical lift (rotary wing) support is provided by all U.S. military forces. Air tasking orders for aerial transport, Medical Evacuation (MEDEVAC), and Search and Rescue (SAR) should be centrally vetted, tasked, and coordinated. In the absence of FAA control of airspace, DoD must be prepared to provide airspace management and coordination of both military and civilian aircraft. See Chapter 4, "Aviation" in the *Liaison Officer Toolkit* for more details on aviation operations.

### 5.13.1 Aviation Officer Phase 1 - Assessment and Preparation/ Mobilization

☐ Aviation units coordinate with Army National Guard State Aviation Officers for aviation specific planning factors, Landing Zone (LZ)/Pickup Zone (PZ), helipads, heliports, airfields, and airports.

### 5.13.2 Aviation Officer Phase 2 - Deployment

☐ Determine bed-down sites, Petroleum, Oil, and Lubricants (POL) locations, maintenance capabilities; deploy with a minimum of 30 days of supply of repair parts, and packaged POL products.

☐ Track all funding requirements, spares, fuel consumption, and hours flown in support of DSCA operations, to include training hours and deployment hours.

- ☐ Use of existing airports, heliports, helipads, and airfields is encouraged.

> The final decision on the suitability of an LZ/PZ will be the discretion of the pilot in command of the aircraft.

- ☐ Be prepared to provide LNO to appropriate Joint Field Office (JFO) and Joint Force Headquarters (JFHQ).
- ☐ Review crew rest policies.

### 5.13.3 Aviation Officer Phase 3 - Support of Civil Authorities

- ☐ Report all helicopter landing site locations to A/N/S-3.
- ☐ Coordinate all aspects of aviation support.
- ☐ Maintain records, by mission, of all aviation support provided to facilitate reimbursement for flying hours, class IX, and POL.
- ☐ Report daily aircraft availability status to higher headquarters.
- ☐ Pre-position aircraft as directed.
- ☐ Brief troops to be moved.
- ☐ Plan for and provide control and security of LZs and PZs.
- ☐ Remind crews to plan for displaced personnel and hazards of untrained civilians approaching the aircraft.
- ☐ Plan to provide assistance in the palletizing, tie-down, and hoist of unusual items.
- ☐ Submit requests, through channels, for special items not organic to the unit, e.g., slings, clevis type attachment devices, nets, packing and crating materials, medical assistance, and litters.
- ☐ Provide adequate identification of LZ and PZ to include lights, smoke, or panels if necessary.
- ☐ Plan for debris in LZs and/or PZs.
- ☐ Report aircraft mishaps to higher headquarters immediately and by the fastest means available.

### 5.13.4 Aviation Officer Phase 4 - Re-deployment/Demobilization

- ☐ Prepare AAR comments and document lessons learned.
- ☐ Report spares, fuel consumption, and hours flown in support of DSCA operations to higher headquarters.

### 5.14 Safety Officer/Non-Commissioned Officer

***Civilian counterpart(s)****: Safety Officer (Command Staff)*

The Safety Officer/Non-Commissioned Officer (NCO) monitors incident operations and advises the commander on all matters relating to operational safety, including health and safety of unit emergency responding personnel. The ultimate responsibility for safe conduct of all DSCA operations rests with the unit commander and supervisors at all levels. The Safety Officer is, in turn, responsible to the commander for the systems and procedures necessary to ensure ongoing assessment of hazardous environments, coordination of multi-unit safety efforts, and implementation of measures to promote emergency responder safety, as well as the general safety of unit incident operations.

Anyone has emergency authority to stop and/or prevent unsafe acts during incident operations.

Commanders must ensure coordination with Incident Commanders (ICs) and the mutual understanding of capabilities based on DoD safety requirements, Occupational Safety and Health Administration (OSHA), and National Institute for Occupational Safety and Health (NIOSH). All personnel must make a concerted effort to reduce risk to the lowest level possible while continuing the mission. Leaders will make adjustments to mission execution based on results of the risk assessment.

This section provides a suggested checklist of procedures for units during deployments on DSCA missions. As part of the mission analysis and decision-making process, all leaders, commanders and staff, will apply the appropriate service risk management process, Composite Risk Management (CRM)/Operational Risk Management (ORM), continuously and cyclically and document the process in accordance with specific Service requirements. See Chapter 6 for more details on safety and Service-specific requirements.

### 5.14.1 Phase 1 - Assessment and Preparation/Mobilization

- ☐ Establish safety standards, policies, and procedures for immediate implementation in a DSCA environment.
- ☐ Designate additional duty Safety Officers/NCOs, when not authorized full time safety personnel.
- ☐ Monitor the National Weather Service (NWS) for information regarding the natural disaster to advise the commander of any new safety requirements.
- ☐ Ensure unit personnel understand commander's safety policies.
- ☐ Develop a list of possible Personal Protective Equipment (PPE) requirements, based on mission, and coordinate with installation/home station to ensure PPE is OSHA-compliant.
- ☐ Coordinate with A/N/S-4 for PPE acquisition and replacement procedures.
- ☐ Organize and request staffing for a tactical Safety Cell with deployable personnel to support the DSCA mission.
- ☐ Coordinate with A/N/S-6 to provide appropriate communications devices for possible safety staffing increase.
- ☐ During briefings, note safety concerns, identify hazards for ongoing operations, and make recommendations for safety.
- ☐ Discuss work/rest cycles with commander and develop an appropriate work/rest plan.
- ☐ Prepare deployment safety program support materials, including but not limited to accident investigation kit, publications, computer, paper, camera, reflective vest, flashlight, tools, hard hat, and gloves.

### 5.14.2 Phase 2 - Deployment Phase

- ☐ Integrate support personnel into organization safety program.
- ☐ Review deployment operations for unsafe conditions and make on-the-spot corrections as necessary.
- ☐ Ensure Safety Cell personnel are provided appropriate communications devices, computers, and office support.
- ☐ Observe deployment operations and advise command on any unsafe practices.

- ☐ Observe work/rest cycles to ensure application of command policy.
- ☐ Ensure leaders have a means to track work/rest cycles

### 5.14.3 Phase 3 - Support of Civil Authorities

- ☐ Establish communications with higher headquarters elements including Joint Force Headquarters (JFHQ), Joint Task Force (JTF), Joint Force Land Component Command (JFLCC) or Joint Force Air Component Command (JFACC), and key federal, state, and local safety offices.
- ☐ Represent the commander in meetings with officials on matters pertaining to safety.
- ☐ Review on-going operations and provide on-the-spot corrections or recommendations to reduce hazards.
- ☐ Implement accident investigation, reporting, and administration procedures for accidents and advise commander of any trends.
- ☐ Ensure compliance with DoD and Service safety and occupational health regulations and other applicable safety standards, policies, procedures, and regulations as appropriate.
- ☐ Directly coordinate with higher headquarters for aviation safety, arms, ammunition, explosives, petroleum products, radiation, and any other hazardous materials.
- ☐ Assist the commander in developing, implementing, and monitoring air and ground safety programs for accident prevention purposes.
- ☐ Assist the commander and staff, at all levels, including joint forces and supported agencies, in identifying unsafe conditions or standards and providing recommendations for correction.
- ☐ Provide input to the commander on potential areas for accidental loss.
- ☐ Provide appropriate safety training to unit personnel, including safety meetings and councils as appropriate.
- ☐ Provide hazard reduction recommendations, when appropriate, for operations including aviation/airfield, port, rail, re-fuel, heavy equipment, and convoy operations.

- ☐ Advise subordinate units regarding CRM/ORM application and risk management procedures.
- ☐ Participate in planning and operations meetings:
  - Listen to options being considered. If potentially unsafe, assist in identifying options, protective actions, or alternatives.
  - Discuss accidents/injuries to date. Make recommendations on preventative or corrective actions.
- ☐ Establish Safety Council or meetings when appropriate.
- ☐ Coordinate critical incident stress, hazardous materials, and other debriefings, as necessary.
- ☐ Document all hazards identified on the unit Hazard Inventory Log.
- ☐ Brief Assistant Safety Officers on the potential hazards, work locations, and operational and safety priorities.
- ☐ Organize resources for the most effective operation.
- ☐ Investigate accidents that have occurred within incident areas:
  - Conduct accident investigations.
  - Preserve accident scene for investigation.
  - Properly document accident.
  - Prepare accident report per agency policy, procedures, and direction.
  - Recommend corrective actions to commander.
  - Track and analyze trends to advise command on accident prevention programs.

### 5.14.4 Phase 4 - Re-Deployment/Demobilization

- ☐ Conduct an after-action safety review.
- ☐ Conduct a safety self-assessment.
- ☐ Watch assigned unit personnel for signs of stress and task saturation that can induce stress during the post-incident time frame.
- ☐ Hold informal sit-downs with assigned personnel for safety program feedback.
- ☐ Identify any special safety considerations for the Demobilization Plan.

- ☐ Complete all required forms, reports, and other documentation. All forms should be maintained in accordance with Service requirements and in accordance with unit documentation procedures, with courtesy copies to the safety office.
- ☐ Document both safe and unsafe acts, corrective actions taken on the scene, accidents or injuries, and ways to improve safety response for future DSCA operations.
- ☐ Ensure accident reporting requirements were met for any and all accidents involving Service personnel.
- ☐ Account for all deployed safety section materiel and equipment.
- ☐ Assess equipment usage and list any shortages or recommended changes.
- ☐ Develop POC list for similar event support.

**NOTES**

## Appendix 5.A: NORTHCOM CONPLAN 3501-08 Phases

The United States Northern Command (USNORTHCOM) Concept Plan (CONPLAN) 3501-08, *Defense Support of Civil Authorities*, contains a six-phase plan for DSCA operations described below.

***Phase 0, Shape.*** Phase 0 is continuous situational awareness and preparedness. Actions in this phase include interagency coordination, planning, identification of gaps, exercises, and public affairs outreach. These activities are synchronized through the USNORTHCOM Theater Campaign Plan and continue through all phases.

***Phase I, Anticipate.*** Phase I begins with the identification of a potential USNORTHCOM DSCA mission, a no-notice event, or when directed by the President or Secretary of Defense (SecDef). The phase ends when assigned response forces deploy or when the determination is made that there is no event requiring DSCA response. Phase I success equals deployment of Defense Coordinating Officer (DCO)/Defense Coordinating Element (DCE), Emergency Preparedness Liaison Officer(s) (EPLO), and other selected response forces. These forces will be postured to facilitate quick response after coordination with the Primary Agency (PA), Federal Coordinating Officer (FCO), Joint Field Office (JFO), and coordination with local, state, and tribal officials.

***Phase II, Respond.*** Phase II begins with the deployment of initial Title 10 response capabilities. The phase ends when Title 10 response forces are ready to conduct operations in the Joint Operations Area (JOA). Phase II success equals forces deployed with enough capability to support civil authorities in accomplishment of the mission. DSCA operations are based on Requests for Assistance (RFA) which will be made at different times and for missions that will be completed at different times. Consequently, forces will likely deploy into and out of the DSCA JOA for the entire length of the DSCA operation.

***Phase III, Operate.*** Phase III begins when Title 10 DSCA response operations commence and ends when Title 10 forces begin to complete Mission Assignments (MAs) and no further requests for Department of Defense (DoD) assistance are anticipated from civil authorities. Phase III success is achieved when currently deployed USNORTHCOM capabilities are sufficient to support civil authorities.

***Phase IV, Stabilize.*** Phase IV begins when military and civil authorities decide that DoD support will scale down. Phase IV ends when USNORTHCOM support is no longer required by civil authorities and transition criteria are established. Phase IV success is achieved when all operational aspects of MAs are complete.

***Phase V, Transition.*** Phase V begins with the redeployment of remaining Title 10 DSCA forces. The phase ends when response forces have been relieved, have redeployed, and Operational Control (OPCON) is transferred to their respective commands. Phase V success is achieved when USNORTHCOM forces have transitioned all operations back to civil authorities.

**NOTES**

# CHAPTER 6: SAFETY

This chapter describes safety in the context of a Defense Support of Civil Authorities (DSCA) environment. All relevant civil and military organizations, local, state, and federal, have internal safety and risk management processes and procedures. This chapter assists in the identification of hazards and describes processes for mitigating risk.

## 6.1 Introduction

The National Strategy for Homeland Security states:

> *The assessment and management of risk underlies the full spectrum of our homeland security activities….We must apply a risk-based framework across all homeland security efforts in order to identify and assess potential hazards (including their downstream effects), determine what levels of relative risk are acceptable, and prioritize and allocate resources among all homeland security partners….We as a nation must organize and help mature the profession of risk management by adopting some risk analysis principles and standards, as well as a professional lexicon.*

As in all operations, safety and accident prevention during civil support operations are critical to mission accomplishment. Training and operating to standard are key elements in ensuring safe and effective conduct of operations. During DSCA operations it becomes even more important for our troops and leaders to address safety and standards in order to accomplish assigned tasks. Leaders at all levels, Service personnel, and civilians are responsible for safety while conducting DSCA operations and activities.

Department of Defense (DoD) Instruction (DoDI) 6055-series is the basis for DoD Safety and Occupational Health Programs. The Army Safety Program is addressed in Army Regulation (AR) 385-10, *The Army Safety Program* and Department of Army Pamphlet (DA PAM) 385-10, *Army Safety Program,* and supporting publications. The United

States Air Force safety program is documented in Air Force Instruction (AFI) 91-301. The United States Navy and Marine Corps use the Office of the Chief of Naval Operations Instruction (OPNAVINST) 5100 series in applying DoDIs.

Hazard identification, mitigation, and management of risk are key factors in safely conducting DSCA operations. The Army teaches and uses the Composite Risk Management (CRM) program while the other Services use Operational Risk Management (ORM). Both programs are used to identify hazards associated with the conduct of required operations and to assist in mitigation and management of associated risks. Commanders implement both throughout the operations process, from beginning to end.

For more information on CRM/ORM, see Appendix 6.A.

For in-depth guidance on the CRM process, see Army Field Manual (FM) 5-19, *Composite Risk*. Also see FM 5-0.

For other Service guidance on the ORM process, see:

AFI 90-901, *Operational Risk Management*

Marine Corps Institute (MCI) *Operational Risk Management*

OPNAVINST 3500.39B, *Operational Risk Management*

Occupational Safety and Health Administration (OSHA), Centers for Disease Control (CDC), Federal Emergency Management Agency (FEMA), READY ARMY, and other U.S. Government websites contain excellent safety information to assist responders at all levels in identifying hazards and risks to safe mission completion and protecting the civilian population. These websites contain information for specific disasters to ensure responders at all levels have the safety tools to provide support and aid in rapid return to normalcy after such incidents.

During a Department of Homeland Security (DHS)/FEMA disaster response, an Incident Action Plan (IAP) identifies the Incident Action (IA) Safety Officer. DoD personnel supporting these

operations should contact the IA Safety Officer and participate in any safety boards or meetings conducted in support of these operations.

### 6.2 Hazards Identification and Mitigation

To identify hazards, leaders should obtain information about the characteristics of the specific geographical region and overall effects of the disaster. For example, flooding of buildings has significant secondary effects in hot, humid environments. Toxic mold and fungus thrive in these conditions. Standing, water-damaged structures can become uninhabitable for humans but may shelter dangerous stray or wild animals, insects, and reptiles.

Specific types of disasters require specific types of safety equipment. For example, safety equipment for disasters triggered by high winds and water includes life preservers and other marine-specific safety gear, waterproof boots, and special handling equipment for stray pets. Engineering safety equipment for assessment of damaged infrastructure includes equipment for safe repair of damaged electrical facilities, towers, buildings, and bridges.

The work pace in response to disasters and other events is demanding, and leaders should ensure Service personnel avoid physical exhaustion. Rotating personnel between more demanding tasks and less demanding tasks mitigates the accumulation of fatigue. Leaders need to establish and enforce viable plans.

#### 6.2.1 Personal Hygiene

Personal hygiene requires special attention. Many natural and manmade contaminants pose risks during civil support operations. Precautions include providing potable water, sanitary laundry and bath facilities, and latrines. Personnel should wash their hands often and make sure that waste is disposed of properly.

#### 6.2.2 Food Safety

Food and water sources are checked for safety. Contamination may come from sources such as extreme heat, chemicals, biohazards, pest infestations, smoke, and flooding.

### 6.2.3 Preventable Injuries

Appropriate safety gear can prevent many injuries to the eyes, ears, head, hands, back, and feet. When appropriate, personnel should wear protective lenses, goggles, or face shields. Leaders should enforce the use of hearing protection when personnel are operating heavy equipment, generators, or chain saws. Helmets or hard hats must be worn in construction areas in accordance with civilian requirements. Commanders pay special attention to this requirement and consider that combat helmets (such as Kevlar helmets) do not provide the same protection as civilian hardhats.

Personnel should remove rings or other jewelry that conduct electricity, may become hooked or snagged, or interact adversely with chemicals or heat. Personnel should wear gloves as required and use proper lifting techniques and lifting equipment to avoid back injuries. They must wear the correct footwear for the job and follow preventative measures for trench foot and fungal infections.

### 6.2.4 Respiratory Hazards

Respiratory hazards are common in any disaster area. These include smoke, ash, molds, various airborne contaminants, toxic chemicals, and radiation. Personnel can be exposed to asbestos, carbon monoxide, nuisance dust, or other caustic vapors. Qualified individuals should conduct tests to identify hazards. When needed, personnel must use the appropriate military or civilian gas, mist, fume, or dust protective masks to remove airborne toxins.

Commanders and leaders must understand that current Military Over-garment Protective Posture (MOPP)/Joint Services Lightweight Integrated Suit Technology (JSLIST) gear and military protective masks do not provide adequate protection against most Toxic Industrial Chemicals and Toxic Industrial Materials.

### 6.2.5 Blood-borne Pathogens and Diseases such as Tetanus

Everyone involved in disaster response operations must be aware of the risk from blood-borne pathogens. At a minimum, personnel must

have up-to-date hepatitis and tetanus immunizations and observe basic preventive medicine precautions. Personnel should use the following equipment whenever required:

- Latex or rubber gloves
- Over-garments for clothing protection
- Face masks for respiratory protection
- Goggles for eye protection from splashes or spills
- Biohazard bags

### 6.2.6 Stress

Everyone involved in rescue and recovery operations experiences increased stress and anxiety. Medical Combat and Operational Stress Control (COSC) teams, chaplains, leaders, and personnel are trained to manage stress. Primary stress management support channels for civilians include local churches and the American Red Cross. The Red Cross has the ability to send stress management teams to help citizens affected by the disaster.

For information on control of stressors and for details about specific leader and individual actions to control stress, see FM 4-02.51, *Combat and Operational Stress Control* and FM 6-22.5, *Combat and Operational Stress Control Manual for Leaders and Soldiers*. For more information on stress management, see Sections 5.11 and 5.12. See also Section 7.2.6 in the *Liaison Officer Toolkit*.

### 6.2.7 Animals

Disaster conditions increase the risk of bites and scratches from domestic or wild animals, including venomous snakes and rats. Personnel can become infested with lice and fleas. The danger from diseases such as rabies increases. Household pets can become more aggressive or dangerous than usual. Personnel should take precautions to avoid animal and snakebites. Do not taunt, play with, or handle animals unless trained and authorized.

### 6.2.8 Biting or Stinging Insects and Spiders

Personnel need to be aware of and protect themselves from mosquitoes, ticks, chiggers, ants, venomous spiders, fleas, lice, wasps, and bees. Refer to Army Center for Health Promotion and Preventive Medicine at http://chppm-www.apgea.army.mil .

### 6.2.9 Hazardous Plants

Numerous hazardous plants require special handling and safety procedures. Some species of brush, such as oleander, are poisonous. Oleander is used as an ornamental plant around parks and residential areas. Burning it releases toxic chemicals. Poison ivy and poison oak are harmful when touched or burned. Refer to the Army Center for Health Promotion and Preventive Medicine website at http://chppm-www.apgea.army.mil . For additional detail, go to http://chppm-www.apgea.army.mil/ento/plant.htm .

Military veterinary services personnel develop a vigorous veterinary surveillance program that includes hazardous animals and plants, endemic diseases, parasites, suspected animal-to-human disease outbreak investigation, animals treated, and any other veterinary-related events. See Chapter 7 in the *Liaison Officer Toolkit*.

### 6.2.10 Electrical Hazards

All electrical transformers pose severe risks. Electrical lines can present a lethal shock hazard. To avoid injuries:

- Do not attempt to move transformers during cleanup
- Mark transformers and report locations to the chain-of-command
- Do not touch, work or operate equipment near downed power lines; electricity might be restored to downed power lines without notice.

As commercial power is re-supplied, all emergency generators should be taken offline. Only qualified utility or engineer personnel conduct the changeover. If a downed power line is difficult to see but is in a traffic area, clearly mark the area so no one touches the

downed wire. Use caution when antennas are near power lines and avoid erecting antennas near power lines. Identify antennas that may fall on power lines or on people and take appropriate action to prevent accidents or injury.

Always assume power lines are live. Remember water (that includes snow) and electricity do not mix!

### 6.2.11 Power Generator Safety

Generator usage during DSCA operations can create special concerns. Personnel entering homes and buildings need to be aware of the potential carbon monoxide threat posed by generators used indoors that do not properly vent exhaust outside of an enclosed area. Military personnel using generators must give special attention to the following:

- Operation only by trained personnel
- Fueling operation hazards
- Proper grounding and bonding of generators
- Carbon monoxide hazards
- Generator fire hazards and fire protection
- Generator electrical load limits and capacity
- Electrocution hazards, prevention, and first aid

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

### 6.2.12 Handling Contaminated Items

Take precautions when handling and collecting contaminated items. A collection site for contaminated items is established. In addition, sites are designated for showering and clothing changes before moving to non-contaminated areas. For more information, see the following websites:

- U.S. Army Maneuver Support Center: www.wood.army.mil

- U.S. Department of Labor Occupational Safety and Health Administration: www.osha.gov
- DoD Chemical, Biological, Radiological and Nuclear Defense Information Analysis Center: http://www.CBRNEiac.apgea.army.mil
- Center for Disease Control and Prevention: http://www.cdc.gov

### 6.2.13 Fire

Fires trigger extreme heat, toxic gases, fumes, and toxic dust hazards. Most units do not have all the equipment required to fight large fires; special breathing and burn prevention equipment is required. For further information, refer to Fire Rescue I at http://www.firerescue1.com .

Military Nuclear, Biological and Chemical (NBC) protective masks to not prevent smoke inhalation. They are not designed for a high-heat environment.

### 6.2.14 Use of Chain Saws

Chain saws are inherently dangerous. Chain saw safety guidance is available through every chain saw manufacturer and the U.S. Department of Labor OSHA website, www.osha.gov . Chain saws require maintenance and prudent use to reduce risk of injury and death. Leaders ensure chainsaw operators:

- Receive training before operation, including procedures for chain saw use and maintenance and how to ensure cut trees fall safely
- Use Personal Protective Equipment (PPE) including eye protection, hearing protection, leg guards, and gloves (adjusted according to weather conditions)
- Check for nails, wire, and other metal objects before cutting

### 6.2.15 Use of Vehicles and Transportation

Personnel are to drive defensively and remain alert to potential hazards. Operators of vehicles should:

- Pair experienced drivers with inexperienced drivers for supervision and hands-on training

- Use experienced drivers in difficult terrain
- Remind drivers to slow down in limited visibility, on rough terrain, and during inclement weather
- Secure vehicle antennas to prevent contact with power lines and other objects
- Take into account the maximum fording depth for each vehicle type, and ensure proper fording equipment and accessories are installed before entering water areas (see Appendix 10.A)
- Use ground guides during periods of limited visibility
- Ensure operators are licensed on their vehicle; operators designated to transport Hazardous Materials (HAZMAT) and ammunition are licensed to load, transport and off-load said material

All operators of vehicles should perform:

- Preventive maintenance checks and services, especially under adverse or unusual conditions
- Special requirements covered in the "Operating Under Unusual Conditions" section of their respective operator's manual

Leaders should conduct convoy briefings before movement. Leaders should ensure all vehicle operators know how to:

- Conduct a physical reconnaissance of the route to avoid hazards; mark unavoidable hazards on a strip map and include them in the convoy briefing
- Reconnoiter the route for bridges or underpasses that might be too low for large vehicles
- Access roads, bridges, and overpasses that may not be posted with weight or height restrictions
- Reconnoiter routes for hazards below the water line before operations begin
- Check water height before driving on submerged surfaces; a good rule of thumb is not to drive into running water deeper than the vehicle axle

Convoys require a safety briefing containing, at a minimum, the following:

- Mishap duties and responsibilities

- Speed limits
- Interval distances
- Mechanical breakdown procedures
- Passenger safety measures
- Visual signals for convoy halt, caution, slow, etc.
- Preplanned rest halts
- Hospital, armory, and operational mission support locations identified on a provided strip map as applicable.

Drivers will not operate a vehicle for longer than two hours without a rest stop or four hours without relief.

### 6.2.16 Accident Reporting

All accidents will be reported within 24 hours to the task force safety office. At a minimum the following information is provided for each accident reported:

- Name of the person reporting the accident
- Point of contact telephone number
- Unit involved in the accident
- Location of the accident
- Date and time of the accident
- Name and rank of personnel involved
- Extent of injuries
- Type of property or equipment damage
- Estimated cost of damage
- Estimated environmental cost

AR 385-10 and DA PAM 385-40, *Army Accident Investigation and Reporting* address accident reporting requirements. Accidents meeting the following criteria may require more in-depth investigations and/or U.S. Army Combat Readiness/Safety Center investigator support:

- Injury to any military personnel that results in a lost workday
- Estimated damage of $2,000 or more to any military property or equipment

- Non-fatal injury or illness to any civilian resulting from military operations that requires either hospitalization of 24 hours or more or loss of work
- Estimated damage to civilian property of $2,000 or more resulting from military operations

### 6.3 Areas of Special Concern

The following are areas of special concern that may require additional/special planning (not all-inclusive):

- Night operations
- Aircraft operations
- Water operations
- Weapons (if necessary, both military use and civilian use)
- Tactical rest policy
- Field heaters and stoves (if applicable)
- Petroleum, Oil, and Lubricants (POL) storage and handling
- Hazardous Materials
- Unexploded munitions (if applicable)
- Hot weather/cold weather operations

### 6.4 For More Information

U.S. Air Force Safety Center
http://www.afsc.af.mil/

U.S. Army Combat Readiness Safety Center
https://safety.army.mil/

U.S. Navy Safety Center
http://www.safetycenter.navy.mil/index.asp

## Appendix 6.A: Composite Risk Management / Operational Risk Management

Composite Risk Management is the Army's primary decision-making process for identifying hazards and controlling risks across the full spectrum of Army missions, functions, operations, and activities.

CRM is a decision-making process used to identify and mitigate risks associated with all hazards that have the potential to injure or kill personnel, damage or destroy equipment, or otherwise impact mission effectiveness. In the past, the Army separated risk into two categories, tactical risk and accident risk. While these two areas of concern remain, the primary premise of CRM is that it does not matter where or how the loss occurs, the result is the same—decreased combat power or mission effectiveness.

Operational Risk Management is used for the same purpose by the U.S. Navy, U.S. Marine Corps, and U.S. Air Force,. There may be some differences in terminology and verbiage, but the only notable difference is the 6 step ORM process used by the Air Force:

1. Identify the hazard
2. Assess the risk
3. Analyze the risk control measure
4. Make risk control decisions
5. Implement risk controls
6. Supervise and review effectiveness of controls

Both processes are intended to be understood and used by all unit personnel, military and civilian throughout the planning process and operational mission to ensure safe mission accomplishment.

The guiding principles of CRM/ORM are as follows:

1. **Integrate CRM into all phases of missions and operations.** Effective CRM requires that the process be integrated into all phases of mission or operational planning, preparation, execution, and recovery.

2. **Make risk decisions at the appropriate level.** As a decision-making tool, CRM is only effective when the information is passed to the appropriate level of command for decision. Commanders are required to establish and publish approval authority for decision-making. This may be a separate policy, specifically addressed in regulatory guidance, or addressed in the commander's training guidance. Approval authority for risk decision-making is usually based on guidance from higher headquarters.

3. **Accept no unnecessary risk.** Accept no level of risk unless the potential gain or benefit outweighs the potential loss. CRM is a decision-making tool to assist the commander, leader, or individual in identifying, assessing, and controlling risks in order to make informed decisions that balance risk costs (losses) against mission benefits (potential gains).

4. **Apply the process cyclically and continuously.** CRM is a continuous process applied across the full spectrum of Army training and operations, individual and collective day-to-day activities and events, and base operations functions. It is a cyclic process that is used to continuously identify and assess hazards, develop and implement controls, and evaluate outcomes.

5. **Do not be risk averse.** Identify and control the hazards; complete the mission.

**Figure 6-1. The 5-Step Risk Management Process**

The five steps in the risk management process:

**Step 1–Identify the hazards**
Hazards are the potential sources of danger that could be encountered while performing a task or mission on or off duty. There are other less obvious hazards that should become apparent during planning. Leaders should seek to identify all credible hazards before the operation.

**Step 2–Assess the hazards**
Identified hazards must be assessed to determine their cumulative effect on the mission or objective. Each of the hazards is analyzed to determine the probability of its causing a problem and the severity of the consequences should such a problem occur. This step concludes with a risk assessment that describes the impact of the combined hazards. The result is a statement that quantifies the overall risk associated with the operation—extremely high, high, moderate, or low.

**Table 6-1. Risk Assessment Matrix**

| RISK ASSESSMENT MATRIX | | | | | | |
|---|---|---|---|---|---|---|
| | Probability | | | | | |
| Severity | | Frequent A | Likely B | Occasional C | Seldom D | Unlikely E |
| Catastrophic | I | E | E | H | H | M |
| Critical | II | E | H | H | M | L |
| Marginal | III | H | M | M | L | L |
| Negligible | IV | M | L | L | L | L |
| E-Extremely High | H-High | M-Moderate | L-Low | | | |

**Step 3–Develop controls and make risk decisions**
Once hazards have been assessed, controls must be developed to mitigate the risk. Controls may include rehearsals, use of PPE, comprehensive pre-mission briefings and brief backs, review of

Standard Operating Procedures (SOPs) and regulations, or a myriad of other actions that can be taken to reduce the probability and severity of a hazards-associated risk.

**Step 4–Implement controls**
The controls established as a result of the first three steps are implemented in step four, including leader action to reduce or eliminate hazards. Controls may be as substantial as writing an SOP or as simple as conducting a short safety briefing. The leader might require subordinates to brief back requirements to ensure their understanding.

Risk decisions are made at a level of command that corresponds to the degree of risk. Commanders shall establish in writing the risk acceptance authority levels to be accepted by individuals/leaders performing the task. Individuals/leaders will only accept those residual risks left after control measures are implemented.

Guidance should be established determining who makes which risk decisions. For example, high-risk squad actions may be elevated to the company commander for acceptance or denial. A brigade commander may direct that company-level risk decisions be made by the company commander if the risk is low, the battalion commander if the risk is moderate, and the brigade commander if the risk is high. In the case of battalion-level decisions, the chain may go from battalion to brigade to division.

**Step 5–Supervise and Evaluate.**
Leaders continuously monitor controls throughout an operation to ensure their effectiveness and to modify them as required. Leaders responsible for supervising each control should be identified in Column 11 of *DA Form 7566* (see Figure 6-2).

Leaders should:
- Make on-the-spot corrections and evaluate individual and collective performances
- Hold those in charge accountable
- Require that all tasks be performed to applicable environmental standards

COMPOSITE RISK MANAGEMENT WORKSHEET

For use of this form, see FM 5-19; the proponent agency is TRADOC.

| 1. MISSION/TASK | 2a. DTG BEGIN | 2b. DTG END | 3. DATE PREPARED (YYYYMMDD) |
|---|---|---|---|
| 596 Engineer Company Convoy | 01 0600 R Jan XX | TBD | 20060329 |

| 4. PREPARED BY a. LAST NAME | b. RANK | c. POSITION |
|---|---|---|
| Doe, John D. | 1LT | Executive Officer |

| 5. SUBTASK | 6. HAZARDS | 7. INITIAL RISK LEVEL | 8. CONTROLS | 9. RESIDUAL RISK LEVEL | 10. HOW TO IMPLEMENT | 11. HOW TO SUPERVISE (WHO) | 12. WAS CONTROL EFFECTIVE? |
|---|---|---|---|---|---|---|---|
| Conduct convoy operations | Vehicle breakdowns and accidents causing spills of hazardous materials, fuel. | M | Train all operators and crew personnel to take appropriate action in case of spill; protect discharges; easily clean of contraband; confine spill. | L | Soldiers review SOP, contained environmental program, train drivers before convoy; check spill equipment | Convoy commander, vehicle commander, platoon leadership. | |
| | Spills during fuel stops | M | Provide spill equipment. | | Soldiers review SOP, contained environmental program; platoon leader will check each spill kit. | Platoon leader. | |
| | Maneuver damage from off-road movement. | M | Brief all drivers to stay on primary, secondary roads; identify hazardous areas along convoy route; provide driver stop map of route. | L | Soldiers review SOP, contained environmental program; provide drivers stop map of route. | Platoon leader; vehicle commander. | |

Additional space for entries in Items 5 through 11 is provided on Page 2.

13. OVERALL RISK LEVEL AFTER CONTROLS ARE IMPLEMENTED (CHOOSE ONE)

☒ LOW ☐ MODERATE ☐ HIGH ☐ EXTREMELY HIGH

14. RISK DECISION AUTHORITY

| a. LAST NAME | b. RANK | c. DUTY POSITION | d. SIGNATURE |
|---|---|---|---|
| J. R. Risk | CPT | Commander | SIGNED |

DA FORM 7566, APR 2005

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APD PE v2.00

Sample

**Figure 6-2. DA Form 7566**

- Ensure that the after-action review (AAR) process includes an evaluation of environmental-related hazards, controls, Soldier performance, and leader supervision
- Ensure that environmental lessons learned are developed for use in future operations

Each control identified and implemented must be evaluated (Column 12 of *DA Form 7566*) to determine if the control was adequate for the associated risk. This evaluation should include feedback provided to the Soldiers associated with the risk. For Risk Decision Authority, see Figure 6-3.

**Figure 6-3. Risk Decision Authorities**
**Army Training and Doctrine Command (TRADOC)**

**NOTES**

# CHAPTER 7: WILDLAND FIRES

In general two kinds of military support may be provided to aid civil authorities in wildland firefighting efforts. Support may include aerial fire suppression or ground wildland firefighting battalions. Each of these support efforts requires training and cannot be performed ad hoc. This chapter details the types of military response and describes the authorities under which typical support of civil authorities is provided.

## 7.1 Introduction

A wildland fire is an uncontrolled fire occurring in an area with little development with the exception of roads, railroads, power lines, and transportation facilities. Structures, if any, are widely scattered. The uncontrolled fire may require a suppression response. Response can be provided under Immediate Response Authority (IRA), a Mutual Aid Agreement, and/or a Presidential directive or Secretary of Defense (SecDef) approved Mission Assignment (MA)/Defense Support of Civil Authorities (DSCA) tasking (see Section 7.3).

"Timeliness and operational readiness is everything to the IC [Incident Commander]"—Unit Chief Brad Harris, CAL FIRE California Department of Forestry and Fire Protection. Wildland fires have the capability to rapidly exceed local, county, tribal and state fire suppression capabilities and require a rapid response by trained personnel. In a wildland fire scenario, as with all other natural disasters or emergencies, commanders at any echelon can elect to respond to local authorities requests for support under IRA.

## 7.2 Disaster-specific Information

### 7.2.1 Types of Wildland Fires

Wildland fires are different from structural fires. While a 24-hour structural fire scenario is a long-term fire fight, wildland fires may last for an entire season (months) and are managed like a military operation.

Wildland fires are categorized as ***controlled*** (prescribed fires) and ***uncontrolled***. Authorities may deliberately set controlled burns on

wildlands to get rid of underbrush and dead timber that has built up over many seasons. C***ontrolled burns are not covered in this chapter***. Uncontrolled fires or wildland fires may become a threat and require suppression.

The primary tools used for wildland firefighting on the ground are axes, shovels, chainsaws, and bulldozers. Rotary and fixed wing aircraft drop water and fire retarding chemicals. Fire suppression agencies that own tankers and pumps will use water where available.

### 7.2.2 Related Disasters

After a significant fire event, the ground will have no supporting vegetation to prevent mudslides during seasonal rainy periods. Because population centers have encroached upon fire-prone areas, mudslides may have a devastating effect on developed properties (e.g., Southern California).

Utilities, especially electrical power companies using hydroelectric power to generate electricity, may experience power outages because of loss of power infrastructure.

### 7.2.3 Disaster–related Terminology

In general, there are four types of fires Department of Defense (DoD) personnel may encounter during wildland firefighting operations:

- ***Ground Fire***–a fire that consumes organic material beneath the surface, such as peat fire
- ***Creeping Fire***–a fire burning with a low flame and spreading slowly
- ***Surface Fire***–a fire that burns loose debris (dead branches, leaves, and low vegetation) on the surface
- ***Crown Fire***–a fire that advances from top to top of trees or shrubs, more or less independent of a surface fire

For a complete glossary of fire terminology, see Appendix 7.A.

### 7.2.4 Common Disaster Response Timeline

The timeline of the firefighting effort will be affected by the scale of the fire, jurisdiction or location of the fire, and local assets available to fight the fire.

Military personnel are required to complete extensive training before they are allowed on a fireline; therefore, the Incident Commander must plan for this training prior to military involvement. The state will use all available state assets and execute memoranda of understanding before requesting any federal military assistance.

## 7.3 Wildland Firefighting Response Authorities

### 7.3.1 Immediate Response Authority

IRA authorizes commanders to provide support under three conditions: to save lives, prevent human suffering or mitigate great property damage. (For more information on IRA, see Chapter 3 and Annex A). When local civil authority capabilities are exceeded and a request for support occurs, a tactical commander, DoD installation, Reserve Center, or National Guard Armory may provide support to civil authorities under IRA, if it is determined that excess fire suppression capabilities and trained personnel are available.

### 7.3.2 Mutual Aid Agreements for Fire Protection

Title 42 United States Code (USC), Section 1856(a), “Authority To Enter Into Reciprocal Agreement; Waiver Of Claims; Reimbursement; Ratification of Prior Agreements,” and DoD Instruction (DoDI) 6055.6, “DoD Fire and Emergency Services (F&ES) Program,” 21 December 2006, allow for provision of the following support:

- Fire fighting personnel, installation aviation assets, and heavy equipment
- Emergency services, including basic medical support, basic and advanced life support
- Hazardous material containment and confinement
- Special rescue events involving vehicular and water mishaps
- Trench building and confined space extractions

In addition to IRA, commanders and installations located in areas at risk for annual wildland fires are encouraged to enter into Mutual Aid Agreements with their local communities. Frank, open and honest communication fosters development of long-term relationships with the local community in response to natural disasters and aids in disaster preparedness. Mutual Aid Agreements should, at a minimum, address the following:

- What support is legal and what is not
- Reciprocal funding agreements and resources (Who is paying for what?)
- Point of contact (POC) (Who is POC for civil authorities when they want to request support? POC should be a competent military authority that is empowered to make a decision.)
- How to initiate a request for support (verbal or written request)
- Detailed training requirements, training venues, and frequency that relationships are exercised
- Military and civilian capabilities and limitations; first responders (local fire; Emergency Medical Support (EMS)), state, and regional emergency response capabilities
- Management of expectations (In general the DoD's principal mission is providing national defense; DSCA is a secondary mission support within a finite military capacity. Primary mission support may limit or significantly impact DoD's flexibility in providing DSCA.)
- Strategy/timeline for transition mission support back to civil authorities

All such mutual aid agreements should be reviewed by the Staff Judge Advocate (SJA) prior to signature.

### 7.3.3 Presidential Directive or Secretary of Defense Mission Assignment

The Request for Assistance (RFA) and MA process for wildland firefighting is covered in Section 7.3.5.5.

### 7.3.4 State Response

The state will use all available state assets and execute memoranda of understanding before requesting any federal military assistance.

Wildland fires on state property are primarily fought using state resources such as CAL FIRE, a division of the California State Department of Forestry. However, federal resources (funding) can be requested under the Stafford Act. Generally, the National Interagency Fire Center (NIFC) will not be the Primary Agency (PA) and will participate only when tasked by the Federal Emergency Management Agency (FEMA) in support of state efforts. For example, in California, CAL FIRE would become the PA and NIFC would respond in a supporting role. If a state requests assistance under the Stafford Act and NIFC is not coordinating the effort, National Guard personnel will most likely respond.

### 7.3.5 Federal Response

#### 7.3.5.1 Federal Emergency Management Agency

FEMA is not responsible for fire suppression. However, during a major fire event, FEMA will assist with non-fire disaster-related issues such as funding, low-cost loans, civilian evacuation, as well as feed, care, and movement of domestic animals.

#### 7.3.5.2 NIFC Response

NIFC, located in Boise, Idaho, is the nation's support center for wildland firefighting. NIFC is jointly managed by the Department of Interior (DOI) and the United States Department of Agriculture (USDA). NIFC is staffed by representatives of ten different federal and state agencies and organizations, including the DoD. Considerable cooperation and coordination exists among DOI, USDA, and DoD in the execution firefighting responsibilities.

Fire management agencies include, but are not limited to:

- Bureau of Land Management
- National Park Service
- Bureau of Indian Affairs
- United States Fish and Wildlife Service
- United States Forest Service
- State Forestry agencies

Law enforcement agencies will also be involved.

#### 7.3.5.3 NIFC DCO

The Region X Defense Coordinating Officer (DCO) acts as the primary national DCO for NIFC. However, a Title 10 officer is assigned as the NIFC DCO. The NIFC DCO will address only firefighting issues and can be activated in conjunction with a FEMA DCO. The NIFC DCO will respond and usually operate from the National Interagency Coordination Center (NICC) in Boise, Idaho, while processing RFAs and monitoring DoD support to NIFC.

#### 7.3.5.4 NIFC Emergency Preparedness Liaison Officer

DoD provides a full-time Emergency Preparedness Liaison Officer (EPLO) to NIFC headquarters. The supported Combatant Command (United States Northern Command (USNORTHCOM)/United States Pacific Command (USPACOM)) may additionally task a DCO to support the incident.

#### 7.3.5.5 NIFC Request for Assistance Process

The cycle of DoD response to an RFA is as follows (see Figure 7-1):

1. The fire event takes place.
2. State or federal officials initiate RFA and send to the Geographic Area Coordination Center (GACC).
3. If GACC cannot fulfill the RFA, GACC will forward it to the NICC to pass to NIFC for DoD resources. NIFC coordinates RFA with the DCO for validation.
4. DCO validates RFA and sends it to Combatant Commander and Joint Director of Military Support (JDOMS).
5. Combatant Commander or JDOMS tasks forces via an Execution Order (EXORD) to complete RFA mission.
6. JDOMS must coordinate RFA with Chairman of the Joint Chiefs of Staff (CJCS).
7. CJCS coordinates RFA with Office of the Secretary of Defense (OSD) to validate mission assignment.
8. Joint Staff prepares EXORD/Deployment Order (DEPORD) tasking Joint Forces Command (JFCOM) with MA.

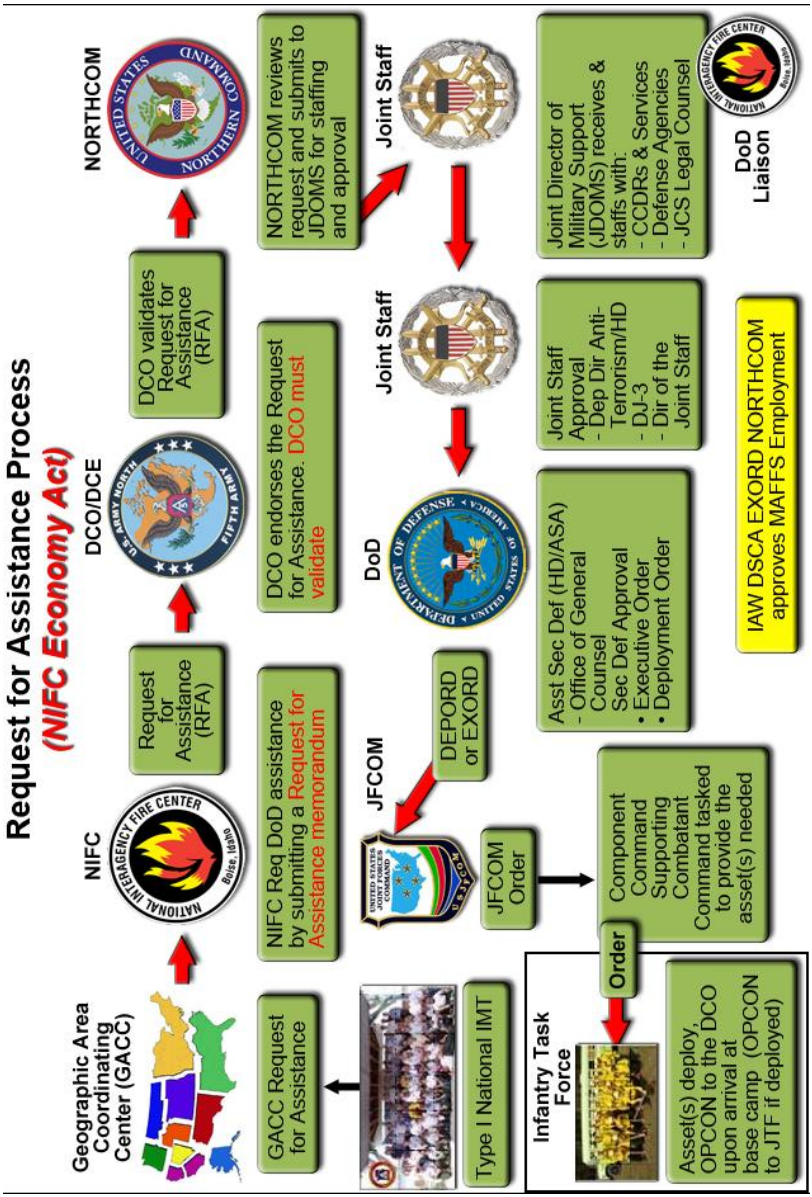



**Figure 7-1. NIFC Request for Assistance Process**

9. Higher headquarters has Operational Control (OPCON) of forces in field and ensures that forces complete RFA mission.
10. After RFA is complete and incident is controlled, higher headquarters releases forces back to home station.

### 7.3.6 DoD Response

NIFC may request the OSD, Assistant Secretary of Defense for Homeland Defense and Americas' Security Affairs (ASD (HD/ASA)), to provide DoD wildland fire emergency assistance to federal agencies. Because wildland firefighting is not a statutory DoD assigned mission, all support is fully reimbursable under the Economy Act. An interagency agreement between DoD, USDA, and DOI (2005) provides guidelines, terms, and conditions for this support.

DoD routinely provides military personnel, equipment, aircraft, and helicopters to support ground and aerial fire suppression efforts. The U.S. Air Force and Air National Guard own eight C-130 aircraft equipped with aerial suppression systems, owned by the United States Forest Service (USFS), called Modular Airborne Fire Fighting System (MAFFS). Annually NIFC certifies C-130 and crews and aircraft to perform the MAFFS mission. In addition, Army, Navy and Marine Corps units geographically located in areas prone to annual wildland fires may elect to equip helicopters with fire buckets and train crews on the safe operation of equipment in support of military installation safety support purposes or in support of local mutual aid agreements. NIFC also annually requests DoD personnel to serve as ground firefighting crews in support of wildland fires that exceed local, state, and regional capabilities.

#### 7.3.6.1 Military Aerial Fire Suppression Capabilities

***Air Force Modular Airborne Fire Fighting System***
The MAFFS is a modular unit designed for insertion into modified C-130E/H aircraft. The MAFSS is capable of dispersing up to 3,000 gallons (27,000 pounds) of fire retardant or an equivalent amount of water.

**Figure 7-2. MAFSS Aircraft**

The MAFFS, owned and maintained by the USFS, is housed at each of the air reserve component flying wings to assist on a regional basis in the suppression of forest, range, and wildland fires. The MAFFS-II is a replacement system using a single retardant tank and nozzle plus a foam tank that will increase the capabilities and reduce the logistics trail and amount of post-season corrosion control needed for the aircraft.

There are eight MAFFS positioned at three Air National Guard airlift wings (California, North Carolina, and Wyoming) and one United States Air Force Reserve airlift wing (Colorado). These NIFC-certified aircraft and crews are normally committed to support wildland firefighting throughout the fire season, which generally runs from May to November. Normally, the Air Force will deploy an Aero Expeditionary Group (AEG) to oversee MAFFS operations with a small contingent from the FEMA Region X Defense Coordinating Element (DCE).

***Helicopter Aerial Fire Suppression***

Select units across the Army, Navy, Air Force, and Marine Corps are equipped with water buckets to support fire suppression operations. Buckets can be collapsible or rigid and vary in capacity from 72 to 2,600 gallons (275 to 9,840 liters). The size of each bucket is

determined by the lifting capacity of the helicopter. Extensive standardized training is required for both helicopter pilots and crew chiefs prior to executing water bucket/fire suppression operations.

| | |
|---|---|
| | |
| **U.S. Army**<br>**UH-60 Black Hawk** | **USMC**<br>**CH-46 Sea Knight** |
| | |
| **USMC**<br>**CH-53 Super Stallion *** | **U.S. Army**<br>**CH-47 Chinook** |
| *(U.S. Navy version is the MH-53E which is primarily used for Mine Warfare and can be configured to support DSCA operations.) | |

**Figure 7-3. Military Helicopters Performing Water Bucket Operations**

In addition, air-to-ground communications and training issues must be addressed through mutual aid agreements or Memoranda of Understanding (MOUs) with supported communities; this is due to the fact that most military aircraft are not equipped with radios capable of operating in the frequency ranges used by civilian first responders. Another method to address communication shortfalls is

to establish standard operating procedures and rehearse alternative methods for civil authorities to identify drop zones such as hovering over the location, using a civilian aircraft to lead military aircraft to the site, or using civil aircraft to perform airborne air traffic control in the fire zone.

***Fire Zones*** are temporary restricted airspace established by civil authorities in coordination with the Federal Aviation Administration to control the flow of aircraft traffic into and out of a wildland firefighting area of operations.

### 7.3.6.2 Ground Suppression Units

NIFC also requests DoD personnel as ground firefighting hand crews when a wildland fire exceeds local, state, and regional capabilities. Personnel are provided using a "Total Force" concept—Active Duty, Service Reserves, and National Guard. The SecDef approves all NIFC requests for ground firefighting crews when sourced with Active Duty or Service Reserve forces.

Chairman of the Joint Chiefs of Staff Standing DCSA EXORD, 14 August 2009, directs the National Guard Bureau to train and employ California National Guardsmen in support of a NIFC request for ground firefighting support assistance in northern California.

### 7.3.6.3 Firefighting Standard Ground Support Request

DoD resources for ground firefighting are normally requested in battalion strength, equivalent to twenty-five 20-person crews, plus their command and control elements. Each battalion fields approximately 550 personnel.

In this chapter, "battalion" will refer to a battalion, a task force, or other composite force. When the U.S. Marine Corps is tasked to provide a ground firefighting battalion, they typically provide a Special Purpose, Marine Air-Ground Task Force (MAGTF). According to Marine Corps Doctrinal

Publication (MCDP) 1-0, a MAGTF is comprised of four core elements: a Command Element (CE), a Ground Combat Element (GCE), an Aviation Combat Element (ACE), and a Logistics Combat Element (LCE). As a modular organization the MAGTF is tailorable to each mission through task organization.

Unlike other DSCA operations, deployed battalions in wildland firefighting missions are authorized to take direction from the IC. As always, such tasking cannot conflict with DoD policies and priorities.

For the past two decades, DoD has provided recurring support during critical fire seasons. As an example, five battalions were deployed nationwide in 2000.

#### 7.3.6.4 Incident Management Support Team

For ground operations, the DCO will facilitate integration of an assigned ground battalion into the incident using the Incident Management Support Team (IMT-S) concept. The IMT-S is a temporary organization established by the NIFC DCO to coordinate set-up of facilities and orientation training of the battalion Tactical Operations Center (TOC) staff to enable oversight of wildland fire operations. While the NIFC Battalion Military Liaison (BNML) and Military Crew Advisors (MCADs) work with the battalion and crews on the fireline to ensure they can function in the field, the IMT-S provides the same services to the battalion staff.

The IMT-S will normally arrive at Incident Command Post/Base Camp approximately 3 days prior to the arrival of the battalion (with Advanced Echelon (ADVON) if assigned) and depart after the battalion completes fireline training (about 3-4 days). Once the staff is able to function and all facilities for the camp are established, the DCO visits the fire camp and discusses withdrawal of the IMT-S. When the IC and battalion commander agree, the DCO withdraws

the IMT-S from the incident. IMT-S personnel are identified by a red name badge they wear in camp.

#### 7.3.6.5 IMT-S Missions and Tasks

NIFC provides two key personnel, the Agency Representative (AREP) and the Facilities Unit Leader (FACL) to assist the battalion staff in integrating with the incident management staff. Their missions and tasks are detailed in the following paragraphs.

***Agency Representative.*** The mission of the AREP is to ensure the battalion staff is battle-tracking, interfaces with the Incident Management Staff, and has learned to manage resources in association with the mission set. The AREP coordinates with the battalion commander, A/N/S-2, and A/N/S-3. In addition, the AREP will work any adjustment issues associated with the battalion assuming the mission. AREP tasks include:

- Attending critical incident command staff meetings
- Ensuring battalion staff meet incident command counterparts
- Setting up daily conference call between IC, battalion commander, and DCO
- Coaching battalion staff to battle-track military firefighting crews
- Training the battalion staff to anticipate changes in environment and trigger points
- Providing recommendations for optimal TOC radio speaker placement
- Ensuring staff is attending appropriate incident command meetings
- Attending operations planning and morning briefings
- Conducting public land survey map reading course
- Facilitating map procurement for battalion A/N/S-2
- Coaching chaplain and aid station through set-up and preparation for operations tempo changes
- Developing work/rest cycle for battalion
- Briefing previous battalion after action report items
- Meeting with ADVON if necessary at base camp and reviewing camp layout

- Developing IMT-S withdrawal plan for DCO approval
- Ensuring alpha roster/boot sizes are provided to NIFC
- Participating in battalion/ADVON pre-brief

***Facilities Unit Leader.*** The mission of the FACL is to plan for, coordinate, monitor, and assist in set-up of the Military Base Camp. To do this, the FACL will coordinate with the battalion A/N/S-4, the Incident Facility Unit Leader, and the Incident Logistics Section Chief. FACL tasks include:

- Developing layout plan of military base camp
  Establishing relationship with Incident Management Team (IMT) Logistics Section Chief (LSC), IMT FACL, and battalion A/N/S-4
- Coordinating set-up plan acceptable to ADVON/battalion A/N/S-3 and IMT FACL
- Attending Incident Logistics Section meetings
- Maintaining and briefing status of facility set-up
- Coaching the battalion A/N/S-4 in set-up of military equipment cache and equipment issue
- Recommending set-up locations for lighting, food distribution, lunches, and dust abatement plans to the battalion A/N/S-4
- Coordinating Army and Air Force Exchange Service (AAFES) van arrival time and support requirements
- Assisting contractors as necessary to set up, etc.
- Determining whether battalion A/N/S-4 is able to operate independently
- Participating in final withdrawal briefing
- Ensuring battalion boot size list is provided to DCE early in deployment process
- Participating in battalion/ADVON pre-brief

#### 7.3.6.6 NIFC Training Personnel

Over the years, NIFC and DoD have developed a mature process for training and outfitting military personnel for wildland firefighting operations. The following sections outline training and equipping of DoD personnel and sets expectations for their operation in the field.

The positions listed in the following paragraphs are specific to NIFC. When wildland firefighter training is conducted under the Stafford Act or State Active Duty, state agencies may have equivalent positions.

***Battalion Military Liaison.*** The BNML is attached to the battalion tasked with wildland fire suppression. The BNML reports to the military installation and interfaces with the Battalion Commander and the Training Coordinator. Upon completion of classroom training, the BNML deploys with the battalion to the incident and is responsible to the Incident Commander and the Battalion Commander after arriving at the incident.

***Battalion Military Liaison-Deputy.*** The BNML-Deputy is responsible to the BNML throughout the assignment and will assume duties and responsibilities of the BNML in his/her absence. The BNML-Deputy acts as a staff advisory leader providing guidance to the battalion staff and assists the battalion A/N/S-3 and/or Executive Officer (XO).

***Strike Team Leader/Military.*** The Strike Team Leader/Military (STLM) acts as an advisory leader to provide guidance to a company/battery/troop commander who has been tasked to perform wildland fire suppression. The STLM is attached to, and travels with, a company/battery/troop. Once at the incident, the STLM works through the Operations Section of the Incident Command.

***Military Crew Advisor.*** MCADs are assigned to the battalion to act as instructors/advisors during classroom/field training and wildland fire suppression. They provide advice, guidance through Officers and Non-Commissioned Officers (NCOs), and are supervisors of safety for the duration of the military tour.

### 7.3.6.7 Training Requirements for Wildland Firefighting

A half-day of classroom orientation and training will be provided at the military installation, and field training for ground troops will take place at the incident. Training materials and supplies will be shipped to the installation and arrive with the Training Cadre. See

Assessment and Preparation/Mobilization Section 7.4.1 for further details.

#### 7.3.6.8 NIFC Classroom Training

The following topics are included in the *Military Wildland Fire Suppression Training* package:

- Fire Situation
- Fire Organization
- Fire Terminology
- Introduction to Hand-tools
- Fire Behavior
- Fireline Safety
- Fire Shelter
- Wrap Up

#### 7.3.6.9 NIFC Field Training

Field training at the incident consists of fire suppression methods and procedures and takes place, at a minimum, for two days. The assigned MCADs, military Officers in Charge (OIC), and BNML will determine when military crews are to be incorporated into the suppression organization. Each MCAD, OIC, and BNML will use the MCAD Checklist as an aid in determining readiness. The BNML will report readiness to the IC.

Field training includes the following topics:

- Reinforcement of material learned in the classroom as well as on-the-job training
- Watch Out Situations and Standard Firefighting Orders related to specific conditions at the fire location
- Personal Protective Equipment (PPE)
- Use, transportation, and maintenance of tools
- Line construction techniques and proper use of appropriate hand-tools
- Crew coordination techniques
- Fireline safety
- Securing the control line and mop-up

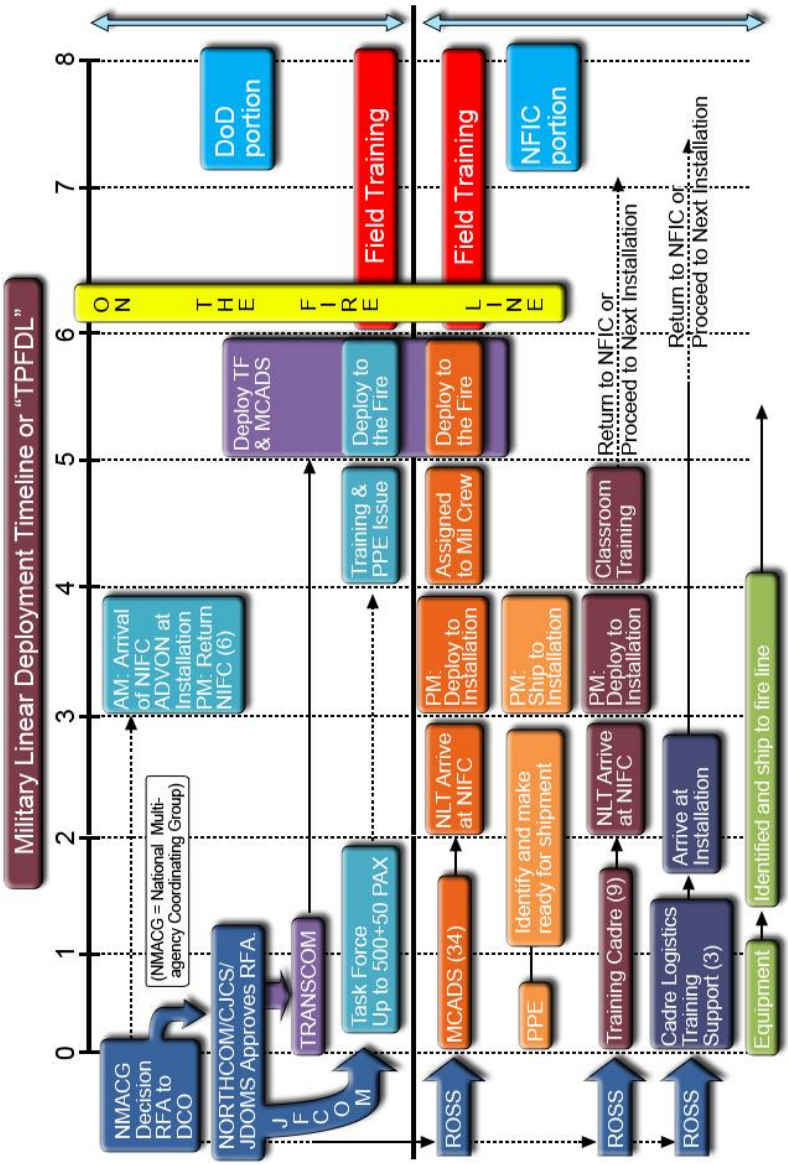



**Figure 7-4. Military Deployment Timeline**

States will be required to provide training and PPE to National Guard personnel during the training period, much like the process NIFC uses. Although this training will vary from state to state, most use a variant of the NIFC model.

Training of fixed and rotary wing aircraft crews is outside the scope of this handbook. For information, go to https://www.iat.gov/ and http://www.nifc.gov/aviation.htm

### 7.3.6.10 Equipment and Services

The following equipment and services will be provided by NIFC through the BNML. States may or may not provide these. Coordinate with the IC Logistics Liaison for the state. A detailed Suggested Individual Equipment Matrix is located in Annex C.

**For each military individual, the following PPE is provided:**

- Fire resistant shirts* (2 each)
- Fire resistant pants* (2 each)
- Fire shelter with carrying case (1 each)
- Hard hat (1 each)
- Safety glasses (1 each)
- Headlamp with batteries (1 each)
- Gloves (1 pair)
- Flat file and handle (for tool sharpening) (1 each)
- 1-quart canteens without covers (2 each) **
- Sleeping bag (1 each)
- Sleeping pad (1 each)
- Firefighter web gear/day pack** (1 each)
- Boots (1 pair) provided by the incident

* Exchanges for wrong sizes will occur at the incident.

** Limited availability. Determination is made at time of order.

**NIFC provides boots for firefighting missions. Standard military boots cannot be worn to fight fires.**

- ✓ The U.S. Forest Service has tested and certified, with DoD concurrence, the combat, leather speed-lace boot for fireline use.
- ✓ Boots with synthetic materials are not acceptable.
- ✓ Any commercially procured boots must be a minimum of full leather 8" high uppers, Vibram or similar lugged stitched sole.
- ✓ ***Steel-toed boots are not acceptable.*** Personnel may experience increased burn potential with steel-toed boots.

The agency will replace only boots damaged on the fire assignment which are unacceptable for military use. The determination of serviceable boots will be made by the military chain-of-command.

**NOTE**: Because these boots will not be broken in prior to deployment, personnel may experience a significant increase in blisters. Plan accordingly.

**Other equipment and services provided by NIFC include**:

- Separate catering services—meals (Class I) provided upon arrival at incident through return to home station
- Separate showering and shaving facilities—ratio of one wash basin/mirror for each seven military personnel
- Laundry service
- Daily mail pickup—United States Postal Service mail address provided for correspondence with unit personnel
- Ground transportation from closest Air Port of Debarkation (APOD) to the incident and return to closest Air Port of Embarkation (APOE) upon completion of mission; military may choose to provide ground transportation if incident is near battalion's home installation
- Separate camp site established near Incident Base Camp with minimum of 10 acres of camp area for each battalion
- Tools and equipment and procedures for daily maintenance
- Transportation from camp to the incident and return for the duration of the assignment

- Vehicle for military and civilian command and control use
- Fuel for military vehicles; procedures for obtaining fuel to be established with the IC staff
- Maps
- Petroleum, Oil and Lubricants (POL)
- Command/tactical radio kits (80 programmable radios per battalion)
- Cellular telephones provided on a case-by-case basis

### 7.4 Planning Factors

In addition to all-hazards planning factors in Chapter 5, the following planning factors are specific to wildland firefighting.

Title 10 and Title 32 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

#### 7.4.1 Phase 1 - Assessment and Preparation/Mobilization

☐ Become familiar with Incident Command System (ICS) organizational structure and understand dual command and control organizations.

There will be a dual command and control organizational structure—military and ICS (civilian). The IC directs military crews through the military chain-of-command. The IMT provides specific work assignments and on-the-line guidance.

☐ Review the IAP. The IAP is a tactical plan and each Incident Management Team member has specific implementation responsibilities.

☐ Obtain copies of the *Fireline Handbook* and issue them to your staff officers. This handbook may be obtained at: www.nwcg.gov/pms/pubs/410-1/410-1.pdf

- ☐ Plan for pre-deployment training personnel. One BNML, one Deputy BNML, 6 STLMs, and 26 MCADs will be assigned to the battalion and will arrive prior to deployment to conduct training. The BNML is the battalion commander's link to the IC.
- ☐ Training materials and supplies will be shipped to the installation with the training cadre. Expect arrival of the following training materials per battalion:
  - 80 books National Fire Equipment System (NFES) 0065 *Fireline Handbook*
  - 80 each NFES 1077 *Incident Response Pocket Guide*
  - 80 each NFES 1570 *Your Fire Shelter*
  - 800 each NFES 2243 *Fireline Safety Reference*
  - 8 packages NFES 2388 Standard Fire Order/Situation decal
  - 8 packages NFES 2389 Standard Fire Order/Situation card
  - 8 packages NFES 2397 Lookouts, Communications, Escape Routes and Safety Zones (LCES) decals
  - 80 each NFES 2407 Shelter, fire w/case, for "PRACTICE ONLY"
- ☐ Provide the following facilities and equipment for the training cadre at the military installation:
  - Eight classrooms
  - Dining facilities for MCADs while on base
  - Transportation (typically by military bus) for MCADs from the lodging site (near, but off the installation) to military dining facilities and classrooms
  - Telephone and facsimile communications needs for the training cadre and the BNML

  MCADs are integrated into the battalion at the company/battery/ troop and platoon/crew levels and will perform as a part of the Operations Section once the military crews are judged ready for fireline assignments.
- ☐ Work with the BNML on crew requirements.
- ☐ Coordinate with the BNML for postal address of incident location.
- ☐ Coordinate with BNML for points of contact for weather, road conditions, and other local information sources important to the command.

- ☐ Coordinate with BNML to acquire relevant maps and/or satellite imagery.
- ☐ Prior to deployment, determine needed logistical support items and coordinate with the BNML.
- ☐ Work with the BNML to establish issue records concerning civilian equipment issued by NIFC or the state requiring support.
- ☐ 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.
- ☐ Maintain contact with your Incident Command Liaison Officer (LNO).
- ☐ Expect coordination with the IC staff at the earliest opportunity regarding sustainment requirements.
- ☐ Determine military vehicle restrictions.
- ☐ Establish policies and procedures for sick call transportation in coordination with the A/N/S-1.
- ☐ Determine boot sizes for battalion personnel and forward a list to DCO with alpha roster of deploying personnel.

### 7.4.2 Phase 2 - Deployment

- ☐ Each activated battalion should deploy with an attached Public Affairs Detachment (PAD), a maximum of five personnel. Deployed PADs will conduct joint, coordinated public affairs activities with land management incident information personnel on the ground and coordinate all media needs with the host agency Chief, Office of External Affairs at NIFC or the state.
- ☐ Consult with the ICS LNO to coordinate meeting times and information exchange.

### 7.4.3 Phase 3 - Support of Civil Authorities

- ☐ Carrying plenty of water is critical and units cannot rely on local water supply. Personnel should fill canteens at established potable water supplies, ***not at a wash/shower facility*.**
- ☐ Activated units can be reassigned within or to another geographic area(s) if situations warrant, unless preempted by a priority defense mission.

- ☐ Morale, Welfare, Recreation (MWR) equipment, computers, email, and availability and number of telephones vary by incident and location and cannot be guaranteed.
- ☐ Be prepared to coordinate with the local American Red Cross (ARC) for operational assistance.

> Support to the ARC is authorized at the installation level as a special exception under DoD Directive (DoDD) 1330.5, "American National Red Cross." This allows DoD installations and units to support the ARC with warehousing, transportation, communications, and office spaces.

- ☐ Document all agreements made between the IC and the DCO/Joint Force Headquarters (JFHQ). Distribute copies to both civilian and military personnel in a timely manner.
- ☐ Coordinate with BNML on camp security issues.
- ☐ Rules for the camp will be established and procedures communicated through the BNML.
- ☐ Develop a PPE exchange policy with IC staff. Daily exchanges of equipment can be overwhelming if this is not done correctly.
- ☐ Issue tools and replacement PPE in coordination with the IC staff.
- ☐ Medical teams should plan for a high blister rate due to new boots issued prior to deployment.
- ☐ Communications requirements for all military command and control will be handled by the military.

> Military communications equipment is not interoperable with civilian authority, NIFC, and most state communication equipment. Radios should operate on 700 Megahertz (MHz) and 800 MHz bandwidths.

- ☐ Coordinate frequencies with BNML or his/her communication representative.

- ☐ Military requests for phone lines will often exceed local capabilities. Telephone needs should be addressed with the BNML or his/her designated representative.
- ☐ Communications requests supplied by the incident will be ordered through the normal incident ordering system. The BNML should provide this process.
- ☐ Command/tactical radio kits, including 80 programmable radios, will be provided by NIFC to each battalion. State radios are issued on a case-by-case basis.
- ☐ Cellular telephones may be provided on a case-by-case basis.
- ☐ All Public Affairs activities will be in accordance with fire management agency and DoD directives, unless specifically stated otherwise.
- ☐ The NIFC Office of External Affairs staff, through the National Fire Information Center at NIFC, will disseminate national interagency fire and incident information and coordinate incident information activities with all civilian and military agencies involved.

All deployable PAD members will attend firefighter training at the installation.

### 7.4.4 Phase 4 - Redeployment/Demobilization

- ☐ Demobilization 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. State timelines may differ.***
- ☐ All tools, PPE, and other issued firefighting equipment except boots must be collected at the incident prior to demobilization.
- ☐ Turn in all receipts and vouchers to the DCO/JFHQ upon return to home station. ***This is a timely issue and critical for reimbursement to DoD.***

### 7.5 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, (208) 387-5815.

NIFC Military Handbook
http://www.nifc.gov/nicc/predictive/intelligence/military/Military_Use_Handbook_2006_2.pdf

Fireline Handbook
www.nwcg.gov/pms/pubs/410-1/410-1.pdf

Aviation information

https://www.iat.gov/

http://www.nifc.gov/aviation.htm

InciWeb **(**an interagency all-risk incident web information management system provided by the United States Forest Service)

http://www.inciweb.org

## Appendix 7.A: Abridged Glossary of Firefighting Terms from the *Fireline Handbook* – January 1998

***ANCHOR POINT:*** An advantageous location, usually a barrier to fire spread, from which to start constructing a fireline. The anchor point is used to minimize the chance of being flanked by the fire while the line is being constructed.

***BACKFIRE:*** A fire set along the inner edge of a fireline to consume the fuel in the path of a wildland fire and/or change the direction or force of the fire's convection column.

***BARRIER:*** Any obstruction to the spread of fire, typically an area or strip devoid of combustible fuel.

***BLOWUP:*** Sudden increase in fireline intensity or rate of spread of a fire sufficient to preclude direct control or to upset existing suppression plans; often accompanied by violent convection and may have other characteristics of a firestorm.

***BURN OUT:*** Setting fire inside a control line to consume fuel between the edge of the fire and the control line.

***BURNING PERIOD:*** The part of each 24-hour period when fires spread most rapidly; typically from 10:00 AM to sundown.

***CLOSED AREA:*** Area in which specified activities or entry are temporarily restricted to reduce risk of human-caused fires.

***CLOSURE:*** Legal restriction, but not necessarily elimination, of specified activities such as smoking, camping, or entry that might cause fires in a given area.

***COMPLEX:*** Two or more individual incidents located in the same general area which are assigned to a single Incident Commander or Unified Command.

***CONTAIN A FIRE:*** A moderately aggressive wildland fire suppression strategy which can be expected to keep the fire within established boundaries of constructed firelines under prevailing conditions.

***CONTROL LINE:*** An inclusive term for all constructed or natural barriers and treated fire edges used to control a fire.

***COYOTE TACTICS:*** A progressive line construction duty involving self-sufficient crews which build fireline until the end of the operational period,

remain at or near the point while off duty, and begin building fireline again the next operational period where they left off.

***CREEPING FIRE:*** A fire burning with a low flame and spreading slowly.

***CROWN FIRE:*** A fire that advances from top to top of trees or shrubs, more or less independent of a surface fire. Crown fires are sometimes classed as running or dependent to distinguish the degree of independence from the surface fire.

***DIRECT ATTACK:*** Any treatment applied directly to burning fuel such as wetting, smothering, or chemically quenching the fire, or by physically separating the burning from unburned fuel.

***DIVISION:*** Used to divide an incident into geographical areas of operation. Divisions are established when the number of resources exceeds the span-of-control of the operations chief. A division is located with the Incident Command System organization between the branch and the task force/strike team.

***DOZER LINE:*** Fireline constructed by the front blade of a bulldozer.

***ENGINE:*** Any ground vehicle providing specified levels of pumping, water, and hose capacity, but with less than the specified level of personnel.

***ESCAPED FIRE:*** A fire which has exceeded or is expected to exceed initial attack capabilities or prescription.

***EXTENDED ATTACK:*** Situation in which a fire cannot be controlled by initial attack resources within a reasonable period of time. Committing additional resources within 24 hours after commencing suppression action will usually control the fire.

***FIRE EDGE:*** The boundary of a fire at a given moment.

***FIRE EFFECTS:*** The physical, biological, and ecological impacts of fire on the environment.

***FIRE RETARDANT:*** Any substance (except plain water) that by chemical or physical actions reduces flammability of fuels or slows their rate of combustion.

***FIRE SHELTER:*** An aluminized tent offering protection by reflecting radiant heat and providing a volume of breathable air in a fire entrapment situation. Fire shelters should only be used in life threatening situations as a last resort.

***FIREBREAK:*** A natural or constructed barrier used to stop or check fires that may occur, or to provide a control line from which to work.

***FIRELINE:*** The part of a control line that is scraped or dug to mineral soil. Also called fire trail.

***FLANKS OF A FIRE:*** The parts of a fire's spread perimeter that are roughly parallel to the main direction of spread.

***FLARE-UP:*** Any sudden acceleration in rate of spread or intensification of the fire. Unlike blowup, a flare-up is of relatively short duration and does not radically change existing control plans.

***FLASH FUELS:*** Fuels such as grass, leaves, draped pine needles, fern, tree moss, and some kinds of slash, which ignite readily and are consumed rapidly when dry.

***GROUND FIRE:*** Fire that consumes the organic material beneath the surface litter ground, such as peat fire.

***HAND CREW:*** A number of individuals that have been organized and trained and are supervised principally for operational assignments on an incident.

***HEAD OF A FIRE:*** The most rapidly spreading portion of a fire's perimeter, usually to the leeward or up slope.

***HEAVY FUELS:*** Fuels of large diameter such as snags, logs, and large limb wood, which ignite and are consumed more slowly than flash fuels.

***HELISPOT:*** A natural or improved takeoff and landing area intended for temporary or occasional helicopter use.

***HOT SPOT:*** A particularly active part of a fire.

***INCIDENT:*** An occurrence, either human-caused or natural phenomena, that requires action or support by emergency service personnel to prevent or minimize loss of life or damage to property and/or natural resources.

***INCIDENT COMMAND POST (ICP):*** Location at which primary command functions are executed. The ICP may be collocated with the incident base or other incident facilities.

***INDIRECT ATTACK:*** A method of suppression in which the control line is located some considerable distance away from the fire's active edge; generally done in the case of a fast-spreading or high-intensity fire and to

use natural or constructed firebreaks, fuel breaks, and favorable breaks in the topography. The intervening fuel is usually backfired, but occasionally the main fire is allowed to burn to the line, depending on conditions.

***INFRARED:*** A heat detection system used for fire detection, mapping, and hotspot identification.

***INITIAL ATTACK:*** The actions taken by the first resources to arrive at a wildland fire to protect lives and property and prevent further extension of the fire.

***MOP-UP:*** Extinguishing or removing burning material near control lines, felling snags, and trenching logs to prevent rolling after an area has burned, to make a fire safe, or to reduce residual smoke.

***PATROL:*** (1) To travel over a given route to prevent, detect, and suppress fires; (2) To go back and forth vigilantly over a length of control line during and/or after construction to prevent breakovers; (3) A person or group of persons who carry out patrol actions.

***REBURN:*** (1) Repeat burning of an area over which a fire has previously passed but left fuel that later ignites when burning conditions are more favorable; (2) An area that has re-burned.

***SAFETY ZONE:*** An area cleared of flammable material used for escape in the event the line is outflanked or in case a spot fire causes fuels outside the control line to render the line unsafe. In firing operations, crews progress to maintain a safety zone close at hand, thus allowing the fuels inside the control line to be consumed before going ahead. Safety zones may also be constructed as integral parts of fuel breaks. They are greatly enlarged areas which can be used with relative safety by firefighters and their equipment in the event of blowup in the vicinity.

***SECONDARY LINE:*** Any fireline constructed at a distance from the fire perimeter concurrently with or after a line already constructed on or near to the perimeter of the fire; generally constructed as an insurance measure in case the fire escapes control by the primary line.

***SLASH:*** Debris resulting from such natural events as wind, fire, or snow breakage, or such human activities as road construction, logging, pruning, thinning, or brush cutting. It includes logs, chunks, bark, branches, stumps, and broken under-story trees or brush.

***SMOLDERING:*** A fire burning without flame and barely spreading.

***SPOT FIRES***: Fire ignited outside the perimeter of the main fire by a firebrand.

***SPOTTING:*** Behavior of a fire producing sparks or embers that are carried by the wind and which start new fires beyond the zone of direct ignition by the main fire.

***SURFACE FIRE:*** Fire that burns loose debris (dead branches, leaves, and low vegetation) on the surface.

***WATER TENDER:*** Any ground vehicle capable of transporting specified quantities of water.

***WILDLAND:*** An area in which development is essentially nonexistent, except for roads, railroads, power lines, and similar transportation facilities. Structures, if any, are widely scattered.

***WILDLAND FIRE:*** A fire occurring on wildland that is not meeting management objectives and thus requires a suppression response.

# CHAPTER 8: HURRICANE AND TORNADO

This chapter is a compilation of information about tropical cyclones (hurricanes) and tornadoes. It presents important information about the formation and construction of these storms, useful information for responding to storm events, and safety concerns. Also included are medical considerations, mission sets, and planning factors. As hurricanes and tornadoes can cause area flooding, personnel should also review Chapter 10.

## 8.1 Introduction

Tropical cyclone is the generic term for a low pressure system that generally forms in the tropics. Tropical cyclones are referred to as hurricanes in the Northern Hemisphere east of the International Dateline to 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.

A tornado is also a type of cyclone. A tornado is a violently rotating column of air in contact with the ground (or surface of a body of water), either pendant from or underneath a cumuliform cloud. It is often (but not always) visible as a funnel cloud. For a vortex to be classified as a tornado, it must be in contact with both the ground and the cloud base. "Tornado" refers to the vortex of wind, not the condensation cloud.

## 8.2 Disaster-specific Information

### 8.2.1 Hurricanes

Hurricanes form over warm waters from pre-existing disturbances. These disturbances typically emerge every three or four days from the coast of Africa as "tropical waves" that consist of unsettled weather. Hurricanes can also form from the trailing ends of cold fronts and occasionally from upper-level low pressure areas.

Typical hurricanes are about 300 miles wide, although they can vary considerably. Size is not necessarily an indication of hurricane intensity. The destructive winds and rains of a hurricane cover a wide swath, with hurricane-force winds extending outward to about 25 miles from the storm center of a small hurricane and to more than 150 miles for a large one. The area over which tropical storm-force winds occur is even greater, ranging as far out as almost 300 miles from the eye of a large hurricane.

Generally, the right side of a hurricane (relative to the direction it is traveling) is the most dangerous part of the storm because of the additive effect of hurricane wind speed and speed of the larger atmosphere flow (the steering winds). Increased winds on the right side increase the storm surge.

Hurricanes are often accompanied by flooding. Personnel supporting hurricane disaster relief operations should be familiar with the information contained in Chapter 10, "Floods."

#### 8.2.1.1 Formation

The process by which a hurricane forms and subsequently strengthens depends on at least three conditions:

- A pre-existing disturbance (a low pressure area) with thunderstorms
- Warm ocean temperatures (at least 80 degrees) to a depth of about 150 feet
- Light upper level winds that do not change much in direction and speed throughout the depth of the atmosphere (low wind shear)

Heat and energy for the storm are gathered by the disturbance through contact with warm ocean waters. Winds near the ocean surface spiral into the disturbance's low pressure area. Warm ocean waters add moisture and heat to the air, which rises. As the moisture condenses into drops, more heat is released, contributing additional energy to power the storm. Bands of thunderstorms form, and the storm's cloud tops rise higher into the atmosphere. If winds at these

high levels remain relatively light (little or no wind shear), the storm can remain intact and continue to strengthen.

#### 8.2.1.2 Common Hurricane Timeline

In its early stages, the weather system appears on the satellite image as a relatively unorganized cluster of thunderstorms. If weather and ocean conditions continue to be favorable for system development, the system can strengthen and become a ***tropical depression*** (winds less than 38 miles per hour (mph)) At this point, the storm begins to take on the familiar spiral appearance due to the flow of winds and rotation of the Earth.

If the storm continues to strengthen to ***tropical storm*** status (winds 39 to 73 mph), the bands of thunderstorms contribute additional heat and moisture to the storm. The storm becomes a ***hurricane*** when winds reach a minimum of 74 mph. At this time, the cloud-free hurricane eye typically forms as rapidly sinking air at the center dries and warms the area. During their life span, hurricanes can last for more than two weeks over the ocean and can travel up the entire east coast of the United States.

Just as many factors contribute to the formation of a hurricane, there are many reasons why a hurricane begins to decay. Wind shear can tear the hurricane apart. Moving over cooler water or drier areas can lead to weakening as well. Landfall typically shuts off the hurricane's main moisture source. Surface circulation can be reduced by friction as it passes over land. Generally, a weakening hurricane or tropical cyclone can re-intensify if it moves into a more favorable region or interacts with mid-latitude frontal systems.

Hurricanes are often accompanied by a pre-landfall Presidential Declaration of Emergency. The Federal Emergency Management Agency (FEMA) issued interim policy guidance on June 9, 2006, to clarify the circumstances for which a requesting state will be considered for Presidential emergency declaration in advance of a hurricane or typhoon. Only the President can decide to make emergency and major disaster declarations. By making a pre-landfall

emergency disaster declaration, the President is in no way obligated to either approve or disapprove any declaration request.

**Hurricane/Typhoon Pre-Landfall Criteria**

Certain criteria must be met for a pre-landfall emergency declaration to be considered. Included are the following:

- A state of emergency declared by the governor
- A projection by the National Weather Service that the state, or portion of it, will be threatened by a major hurricane

Other criteria to be met include **either***:*

- The state, or jurisdiction(s) thereof, has issued **mandatory** evacuation orders for three or more counties/ parishes, or any geographical area with a combined population of more than 100,000 residents; **or**
- The declaration is necessary to provide operational Federal support (e.g., teams, equipment, supplies) to meet critical pre-positioning and readiness requirements which would overwhelm the capability or capacity of state resources.

Pre-landfall of a hurricane, usually Category 3 or higher, may also require the Aeromedical Evacuation (AE) of special medical needs patients from the locale. Patients may come from hospitals, nursing homes, home health care, or hospice. Mission Assignment (MA) for execution of AE should include AE crews, aircraft (usually C-130/ C-17), and other AE support personnel. Furthermore, each Aerial Port of Embarkation (APOE) should have an assigned Disaster Aeromedical Staging Facility (DASF)/Mobile Aeromedical Staging Facility (MASF) along with a Contingency Response Group/Element (CRG/CRE).

### 8.2.1.3 Categories

Hurricane intensity is categorized according to the strength of wind speed. Hurricane categories (Category 1 through 5) are determined as follows:

***Category 1***: Winds of 74 to 95 mph may cause damage to building structures. Flying debris such as siding, roofing materials, and lawn furniture can become dangerous. Major damage will occur primarily to unanchored mobile homes, shrubbery, and trees. Coastal flooding and pier damage is also likely.

***Category 2***: Winds of 96 to 110 mph cause damage to roofing structures, doors and windows, and considerable damage to vegetation and mobile homes, with flooding damage to piers and small craft in unprotected moorings.

**Table 8-1. Hurricane Categories**

| Category | Wind speed (miles per hour) | Wind Speed (knots) | Storm surge (feet) |
|---|---|---|---|
| 5 | ≥ 156 | ≥136 | > 18 |
| 4 | 131 – 155 | 114-135 | 13 – 18 |
| 3 | 111 – 130 | 96-134 | 9 – 12 |
| 2 | 96 – 110 | 83-133 | 6 – 8 |
| 1 | 74 – 95 | 64-132 | 4 – 5 |
| Surge values are for reference only. The actual storm surge will depend on offshore bathymetry and onshore terrain and construction. | | | |

***Category 3:*** Winds of 111 to 130 mph cause some structural damage to small residences and utility buildings. Mobile homes are destroyed. Flooding near the coast destroys smaller structures with larger structures damaged by floating/flying debris. High winds create conditions for uprooting trees and downing telephone poles, resulting in massive power outages. Debris creates road hazards and may make some roads impassable. Initial storm surge will occur and terrain may be flooded well inland, limiting traffic mobility. Evacuation of residential areas along the shoreline is strongly encouraged.

***Category 4***: Winds of 131 to 155 mph will cause massive roof and structure failure. Extreme winds cause major erosion of beach areas, with flooding occurring well inland. Massive evacuation of residential areas may be required.

***Category 5***: Winds greater than 155 mph cause complete roof failure on many residences and industrial buildings. Some complete building failures occur and small utility buildings will be blown over. Flooding causes major damage to lower floors of all structures near the shoreline. Massive evacuation of residential areas is required.

**8.2.1.4 Hurricane-related Terminology**

***Advisory***: Hurricane and storm information is disseminated to the public every six hours.

***Special Advisory***: Information is disseminated when there is significant change in storm-related weather conditions.

***Gale Warning***: Issued when sustained winds of 35 to 54 mph and strong wave action are expected.

***Storm Warning***: Issued when sustained winds of 55 to 73 mph are expected.

***Hurricane Watch***: Issued when there is threat of hurricane conditions within 24 to 36 hours.

***Hurricane Warning***: Issued when hurricane is expected to strike within 24 hours or less, with sustained winds of 74 mph or greater, and dangerously high water is expected.

***Tropical Disturbance***: A moving area of thunderstorms in the tropics.

***Tropical Depression***: An area of low pressure, rotary circulation of clouds, and winds up to 38 mph.

***Tropical Storm***: A storm categorized by counterclockwise circulation of clouds and winds of 39 to 74 mph.

***Cyclone:*** A large-scale circulation of winds around a central region of low atmospheric pressure, counterclockwise in the Northern Hemisphere, clockwise in the Southern Hemisphere.

***Typhoon:*** A tropical cyclone in the Western Pacific Ocean in which the maximum 1-minute sustained surface wind is 74 mph or greater.

***Storm Surge***: An abnormal rise in sea level accompanying a hurricane or other intense storm. Surge height is the difference between the observed level of the sea surface and the level that would have occurred in the absence of the cyclone. It is usually estimated by subtracting the normal or astronomic tide from the observed storm tide.

### 8.2.1.5 Anatomy of a Hurricane

The main parts of a hurricane are the eye, the eye-wall, and the rain-bands on its outer edges.

***Hurricane eye***: Air spirals in toward the center in a counter-clockwise pattern, and out the top in the opposite direction. In the very center of the storm, air sinks forming the cloud-free eye. The hurricane's center is a relatively calm, clear area usually 20 to 40 miles across. As the eye passes over an area, the incredibly fierce winds and rain can suddenly stop and the sky becomes clear. Then just as quickly, the winds and rain begin again from the opposite direction.

***Hurricane eye-wall***: The dense wall of thunderstorms surrounding the eye has the strongest winds within the storm. Changes in the structure of the eye and eye-wall can cause changes in the wind speed, an indicator of the storm's intensity. The eye can grow or shrink in size, and double (concentric) eye-walls can form.

***Hurricane spiral rain-bands***: The outer rain-bands of the storm (often with hurricane or tropical storm-force winds) can extend a few hundred miles from the center. The dense bands of thunderstorms, which spiral slowly counterclockwise, range in width from a few miles to tens of miles and are 50 to 300 miles long. Sometimes the

bands and the eye are obscured by higher-level clouds, making it difficult for forecasters to use satellite imagery to monitor the storm.

### 8.2.1.6 Hurricane-related Disasters

The main hazards associated with hurricanes are storm surge, high winds, heavy rain, and flooding, as well as tornadoes. The intensity of a hurricane is an indicator of its damage potential.

A ***storm surge*** is a large dome of water, 50 to 100 miles wide, that sweeps across the coastline near where a hurricane makes landfall. It can be more than 15 feet deep at its peak. The surge of water and accompanying wave action is devastating. Along the coast, storm surge is the greatest threat to life and property. The level of surge in a particular area is primarily related to the intensity of the hurricane and the slope of the continental shelf.

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

***Heavy rainfall*** (up to 100 miles inland) can bring 6 to 12 inches of precipitation to the area, often resulting in severe flooding. ***Severe flooding*** can cause considerable damage and loss of life. In areas surrounded by higher elevations, heavy rains can cause ***flash floods*** and devastating ***mudslides***. Rains are generally heaviest with slower moving storms. The heaviest rain usually occurs to the right of the hurricane track in the period 6 hours before to 6 hours after landfall. Caution should be taken during rescue operations occurring during this time period.

***Tornadoes*** spawned by hurricanes making landfall can cause enormous destruction. As a hurricane moves shoreward, tornadoes often develop on the fringes of the storm. Tornadoes are most likely to occur in the right-front quadrant of the hurricane. Most tornadoes occur within 150 miles of the coast.

### 8.2.1.7 Secondary Effects

Electrical power outages and disruption of utilities will be common. Severe flooding, especially salt water flooding, can affect water

supplies and cause dam failure. Other causes of injury and death include fires started by candles used when the electricity fails, generator misuse, heart attacks and accidents during the clean-up phase, and chemical spills.

Never assume that downed power lines are dead. They may be reenergized by back-feed from household generators. Remember: water and electricity don't mix. Pools of water may be electrically charged. ***Approach with caution***.

### 8.2.2 Tornadoes

Tornadoes can form any time of year, but many occur in the spring. Storms often are triggered where two different kinds of air masses meet, such as dry and moist or cold and warm. 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.

Tornadoes occur just about everywhere in the world, but the most famous and active breeding ground for tornadoes is "Tornado Alley," which extends from Texas up through Oklahoma, Kansas and Nebraska to the Dakotas. Warm, moist air from the Gulf of Mexico clashes with cold air from the north and fuels the development of storms.

#### 8.2.2.1 Formation

Tornadoes can form out of many kinds of storms, but the storm most likely to produce tornadoes is the ***supercell***. A supercell has an area of rotation within the storm called a ***mesocyclone*** that can spawn a tornado. The storm itself can rotate when winds at different levels of the atmosphere come from different directions. If the winds are lined up just right, with just enough strength, the storm spins like a top (the circulation). Air circulations within the storm, combined with a strong updraft, contribute to tornado formation. A wall cloud may form under the rain-free base of a supercell. Out of this lowered area, a tornado may form.

**Figure 8-1. Anatomy of a Supercell**

### 8.2.2.2 Enhanced Fujita Scale

Tornado strength is based on the Enhanced Fujita (EF) Scale for Tornado Damage. Tornadoes are categorized according to the scale shown in Table 8-2.

**Table 8-2. The Enhanced Fujita Scale for Tornado Damage**

| Operational EF Scale | |
|---|---|
| EF Number | 3 Second Gust (mph) |
| 0 | 65-85 |
| 1 | 86-110 |
| 2 | 111-135 |
| 3 | 136-165 |
| 4 | 166-200 |
| 5 | Over 200 |

### 8.2.2.3 Tornado-related terminology

***Tornado Watch:*** Issued when tornadoes are possible. Personnel should remain alert for approaching storms, watch the sky, and stay tuned for information to National Oceanic and Atmospheric Administration (NOAA) Weather Radio, commercial radio, or television.

***Tornado Warning*****:** Issued when a tornado has been sighted or indicated by weather radar. Personnel should take shelter immediately, listen to NOAA Weather Radio, commercial radio or television newscasts for the latest information, and look for approaching storms. Danger signs of approaching storms include:

- Dark, often greenish sky
- Hail
- Large, dark, low-lying cloud (particularly if rotating)
- Loud roar, similar to a freight train

A huge tornado funnel cloud touches down in Orchard, Iowa, 10 June 2008. Lori Mehmen of Orchard took the photo from outside her front door. Mehmen stated that the funnel cloud came near the ground and then went back up into the clouds. Trees and crops were damaged, but no human injuries were reported. (AP Photo/Lori Mehmen)

### 8.2.3 Effects on the Civilian Population

#### 8.2.3.1 Displacement

A major hurricane or tornado occurring in a metropolitan area could displace thousands of residents, resulting in need for shelter, food and water. Evacuation plans should be implemented well in advance of hurricane landfall to alleviate mass departure when the storm is imminent. For those citizens who choose to remain in the storm's path, lack of adequate housing and basic sustenance may result in delayed population migration, leading to clogged highways and potential hazard to unit movements.

#### 8.2.3.2 Casualties

The number and severity of casualties will vary significantly depending on degree of advance notice and level of success of evacuation operations. Other factors that affect the number of casualties include time of day, day of the week, and whether affected population is urban or rural. The greatest numbers of casualties in metropolitan areas are likely to occur during the daytime, when the commuting population increases the total population in the area. Most fatalities will occur during the storm-event itself as a result of flying debris and rain induced flooding. However, additional Search and Rescue (SAR) activity should be anticipated for groups and individuals isolated by damaged infrastructure, as well as accidents from non-standard cooking and electrical generation equipment.

A major hurricane or tornado may create casualty rates that initially overwhelm local and state assets. When requested, Department of Defense (DoD) mortuary affairs units can provide valuable assistance (see "Mortuary Affairs" guidance in Chapter 8 of the *Liaison Officer Toolkit*).

### 8.2.4 Medical Considerations

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

health problems. Personnel should be briefed to remain clear of downed power distribution lines that may still be energized, thus creating an electrical hazard. Natural gas and propane lines may still contain enough gas to create a fire hazard.

Walking on and handling debris can cause cuts, scrapes, bruises, sprains, etc. to relief personnel. Relief workers should have current tetanus vaccinations (required every 10 years) and be revaccinated for a dirty wound if current vaccination is over 5 years old.

At a minimum, personnel should be issued steel toe/shank footwear, safety goggles, and leather gloves. In addition, personnel should wear helmets or hard hats and carry potable water

After a hurricane, the civilian population and military personnel may be exposed to illnesses spread by contaminated food or drinking water, mosquitoes or other insects, as well as close contact with ill persons. Refer to Chapter 5, Section 5.12 for more information on medical support.

### 8.3 Hurricane and Tornado Missions

Regardless of preparation and advance notice, a hurricane or large tornado in a populated area will quickly overwhelm the ability of local government to respond. The commander may receive MAs to provide the following resources in support of civil authorities for hurricane or tornado response:

- Debris clearance (the most frequently requested support)
- Transportation of first responders, evacuees, displaced personnel, injured, medically fragile, or special needs populations
- Medical health providers
- Air assets for SAR, personnel transport/recovery, Medical Evacuation (MEDEVAC), logistics transport, or aerial structural damage assessment
- Logistical support such as bedding, food, water, generators, and medical supplies

- Temporary shelter/staging base
- Key infrastructure assessment (United States Army Corps of Engineers (USACE) qualified personnel)
- Heavy equipment and operators
- Shoring and structural reinforcement
- Personnel to support Disaster Mortuary Operational Response Teams (DMORTs)
- Security
- Search and rescue

### 8.4 Planning Factors

A detailed Suggested Individual Equipment Matrix is located in Annex C.

In addition to all-hazards planning factors in Chapter 5, the following are specific to hurricane or tornado missions.

#### 8.4.1 Phase 1 - Assessment and Preparation/Mobilization

☐ Alert commander and staff of potential hurricane landfall and begin mission analysis. (A/N/S-3/5/7)

☐ A hurricane in a metropolitan area will overwhelm civilian facilities. Facilities may sustain major structural damage. Plan for organic logistics, administration, and medical support. (All)

☐ Plan for extensive relief supply transport and delivery missions. Equipment such as forklifts and flat bed trailers are critical to the success of the mission. (A/N/S-3/5/7)

☐ Major hurricanes can damage the utility infrastructure and disrupt the water supply. Plan how to provide potable water at your site. Plan to transport large quantities of water through any means available, e.g., a water buffalo or bottled water from FEMA. (A/N/S-4/8)

☐ Plan to deploy with hand tools for breaking up building materials. Do subordinate units have sufficient sledge hammers, shovels and picks? (Commander, A/N/S-4/8)

☐ If your mission assignment directs evacuee transport, plan for transport to unaffected areas. Plans should include (Commander, A/N/S 4-8):

- Cargo straps and safety restraints
- Medical personnel available or embedded to assist with evacuee transport
- Location of central evacuation point
- Availability of medical personnel
- Availability of shelter

> DoD mass evacuation will normally be led by United States Transportation Command (USTRANSCOM); however, there may be a request to support local transport to the Aerial Port of Debarkation (APOD).

☐ Following a pre-landfall declaration of emergency, plan for AE. Note: Approximately 20% of all patients that requiring AE may require critical care support. (Medical personnel)

☐ Plan security for equipment and personnel. (Commander)

☐ Develop strategy in coordination with Defense Coordinating Officer (DCO)/Joint Force Commander (JFC) or Joint Force Headquarters (JFHQ) to address request from Non-Governmental Agencies (NGOs) requiring external support (e.g., transportation, security) to distribute supplies. (A/N/S-3/4)

☐ Request handheld radios in 700 to 800 Megahertz (MHz) bandwidth before departing home station. These radios may be provided by FEMA, when available. Determine battery requirements and resupply strategy. (Some radios require up to 10 AA batteries in 24 hours). (A/N/S-4/8 and A/N/S-6)

☐ Power generation equipment will be a high demand critical asset. Plan for Class III requirements for these assets (package and bulk). (A/N/S-4/8)

☐ Major flooding may accompany a large hurricane. Ensure personnel are appropriately equipped for flood relief operations. (A/N/S-4/8)

### 8.4.2 Phase 2 - Deployment

☐ See Chapter 5 for planning considerations for all hazards.

☐ Review medical considerations in Chapter 5, Section 5.12. (All)

### 8.4.3 Phase 3 - Support of Civil Authorities

- ☐ Personnel may be tasked with supporting urban, maritime, or land SAR team. SAR operations (especially urban) require special training/certification. Ensure personnel are properly trained prior to executing these tasks. (A/N/S-3/5/7)

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.

- ☐ For all missions, forces should maintain coordination with Defense Coordinating Element (DCE)/JTF and JFHQ-State on status of activities undertaken to support civil authorities. (Commander, A/N/S/-3/5/7)
- ☐ Work through your Liaison Officer (LNO) to obtain the communications plan for the affected area. (A/N/S-6)
- ☐ Coordinate with other military counterparts who have the capability to interface with the civilian first responder network. (A/N/S-6)
- ☐ Request, distribute, and manage handheld radios. (A/N/S-6)
- ☐ Coordinate with the local Incident Commander(s) (IC) to operate on assigned frequencies and use appropriate protocols. (A/N/S-6)
- ☐ Be prepared to provide key infrastructure assessment support for bridge/overpass inspections. (Engineer Units)
- ☐ If applicable, you may be tasked to conduct bridging operations to replace critical infrastructure. (Engineer Bridge Units)
- ☐ Plan to assist local officials in inspecting buildings for structural integrity and completing damage survey reports. (USACE)
- ☐ 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. (A/N/S-3/5/7 and Surgeon)
- ☐ Plan to coordinate with state and local officials and news media in order to manage response expectations. (Public Affairs Officer)

### 8.4.4 Phase 4 - Re-deployment/Demobilization

- ☐ Follow proper equipment maintenance procedures for equipment used in the vicinity of salt water. (A/N/S-4/8)
- ☐ Perform post-deployment medical assessments. (Surgeon)
- ☐ Determine a need for post-exposure screening. (Surgeon, A/N/S-1)
- ☐ Conduct battle-damage assessment and repair/replacement cost estimates and submit to higher headquarters. Include reference to MA. (A/N/S-4/8)
- ☐ Ensure close-out of all MA associated paperwork. (Commander)
- ☐ Ensure any Reports of Survey or Statements of Charges are submitted for reimbursement. (A/N/S-4)
- ☐ In coordination with the Defense Coordinating Element (DCE), compile all data from support operations including but not limited to total man-hours used, number and type of equipment used, fuel usage, maintenance performed and equipment lost, damaged or destroyed for reimbursement. (All)

## 8.5 For More Information

Department of Commerce, National Oceanic and Atmospheric Administration, *National Hurricane Operations Plan* (FCM-P12-2010), dated May 2010

The FEMA website 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

The Center for Disease Control (CDC) website has updated information on hurricanes and other natural disasters.

http://emergency.cdc.gov/disasters/hurricanes/

NOAA is a federal agency focused on the condition of the oceans and the atmosphere.

http://www.noaa.gov/

**NOTES**

# CHAPTER 9: EARTHQUAKE

This chapter presents information about earthquakes and related disasters (mudslides and tsunamis). It provides important background and hazard information and earthquake-related organizations. Also included are medical considerations, mission sets, and planning factors.

## 9.1 Introduction

An earthquake is movement, generally sudden, along a geologic fault that results in release of accumulated strain within or along the edge of one or many of the Earth’s tectonic plates. Effects of an earthquake can be felt far beyond the site of its occurrence. It is estimated that there are 500,000 detectable earthquakes in the world each year—100,000 can be felt and 100 cause damage.

Earthquakes usually occur without warning. Depending on magnitude, they have potential to cause massive damage and extensive casualties within just a few seconds. The most common effect of earthquakes is ground motion or shaking. This motion is caused by two types of waves—waves in the Earth’s interior called seismic waves and waves along the Earth’s surface called surface waves.

## 9.2 Disaster-specific Information

### 9.2.1 Hypocenter

The hypocenter of an earthquake is the point below the Earth's surface where the rupture begins. Most earthquakes occur at depths of less than 50 miles from the Earth’s surface.

### 9.2.2 Epicenter

The epicenter of an earthquake is the point on the surface of the ground directly above where the earthquake begins.

### 9.2.3 Severity

The severity of an earthquake can be expressed in terms of both ***intensity*** and ***magnitude***. The two terms are quite different and are often confused.

***Intensity*** is based on observed effects of the earthquake on people, buildings, and natural features. Intensity varies from place to place within the disturbed region depending on the location of the observer with respect to the earthquake hypocenter. Although numerous intensity scales have been developed over the last several hundred years, the one currently used in the United States is the Modified Mercalli Intensity Scale. This scale is composed of 12 increasing levels of intensity that range from imperceptible shaking to catastrophic destruction, designated by Roman numerals. It does not have a mathematical basis; instead, it is an arbitrary ranking based on observed effects.

The Cypress Freeway structure in Oakland was built in the 1950s, before the use of modern seismic safety standards. Part of the structure standing on soft mud collapsed in the magnitude 6.9 Loma Prieta earthquake in 1989. Adjacent parts of the structure that were built on firmer ground remained standing.

***Magnitude*** is related to the amount of seismic energy released at the hypocenter of the earthquake. It is based on amplitude of the earthquake waves recorded on instruments which have a common calibration. The magnitude of an earthquake is thus represented by a single, instrumentally determined value.

The Richter Magnitude Scale was developed in 1935 by Charles F. Richter of the California Institute of Technology as a mathematical device to compare the size of earthquakes. The Richter Scale is not used to express damage. An earthquake in a densely populated area which results in many deaths and considerable damage may have the same magnitude as a shock in a remote area that does nothing more than frighten wildlife.

The Modified Mercalli Scale and the Richter Scale are compared in Table 9-1.

**Table 9-1. Modified Mercalli Scale and the Richter Scale**

| Modified Mercalli Scale | | Level Of Damage | Richter Scale |
|---|---|---|---|
| I-IV | Instrumental to Moderate | No damage. | <= 4.3 |
| V | Rather Strong | Damage negligible. Small, unstable objects displaced or upset. Some dishes and glassware broken. | 4.4–4.8 |
| VI | Strong | Damage slight. Windows, dishes, glassware broken. Furniture moved or overturned. Weak plaster and masonry cracked. | 4.9–5.4 |
| VII | Very Strong | Damage slight-moderate in well-built structures; considerable in poorly-built structures. Furniture and weak chimneys broken. Masonry damaged. Loose bricks, tiles, plaster, and stones will fall. | 5.5–6.1 |

| | | | |
|---|---|---|---|
| VIII | Destructive | Structure damage considerable, particularly to poorly built structures. Chimneys, monuments, towers, elevated tanks may fail. Frame houses moved. Trees damaged. Cracks in wet ground and steep slopes. | 6.2–6.5 |
| IX | Ruinous | Structural damage severe; some structures will collapse. General damage to foundations. Serious damage to reservoirs. Underground pipes broken. Conspicuous cracks in ground; liquefaction. | 6.6–6.9 |
| X | Disastrous | Most masonry and frame structures/foundations destroyed. Some well-built wooden structures and bridges destroyed. Serious damage to dams, dikes, embankments. Sand and mud shifting on beaches and flat land. | 7.0–7.3 |
| XI | Very Disastrous | Few or no masonry structures remain standing. Bridges destroyed. Broad fissures in ground. Underground pipelines completely out of service. Rails bent. Widespread earth slumps and landslides. | 7.4–8.1 |
| XII | Catastrophic | Damage nearly total. Large rock masses displaced. Lines of sight and level distorted. | > 8.1 |

#### 9.2.3.1 Aftershocks

Large earthquakes will normally be followed by a large number (possibly hundreds) of aftershocks. Aftershocks are created by ongoing movement on the fault(s) and can continue for months. The potential range in magnitude for aftershocks is generally proportional to the size of the main shock. They become less frequent and smaller

over time; most large aftershocks occur in the first 30 to 60 days after the main shock. Some aftershocks can be quite large and cause already weakened structures to collapse or suffer further damage. The occurrence of aftershocks will have a cumulative effect on the feeling of well-being or safety for residents and responders.

#### 9.2.3.2 Liquefaction

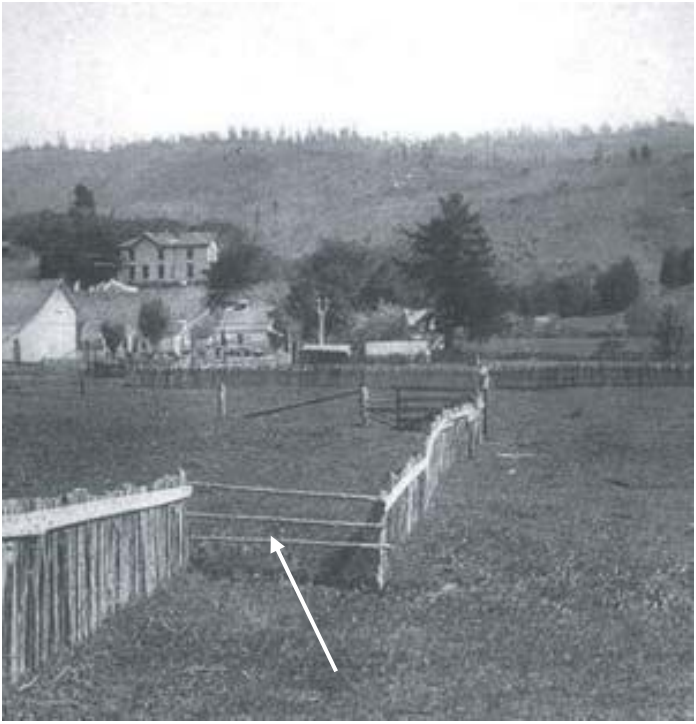
Liquefaction occurs when seismic waves pass through saturated granular soil, distorting granular structure and causing some of the empty spaces between granules to collapse. Pore-water pressure may also increase sufficiently to cause the soil to behave like a fluid for a brief period. Liquefaction causes lateral spreads (horizontal movement, commonly 10 to 15 feet but up to 100 feet), flow failures (massive flows of soil, typically hundreds of feet, but potentially up to several miles), and loss of bearing strength (soil deformations causing structures to settle or tip).

Liquefaction-related damage in the Marina District of San Francisco followed the Loma Prieta earthquake.

There are many potential adverse consequences of liquefaction, including small building settlement, larger settlement associated with reduction of foundation-bearing strength, and large lateral ground displacements that tend to shear a building apart.

### 9.2.3.3 Surface Faulting

Surface faulting occurs when the fault rupture in an earthquake is expressed at the Earth's surface. Surface fault displacements typically range from a few inches to a foot or two for a magnitude 6.0 earthquake, to 10 feet or more for a magnitude 7.5 earthquake. Because surface faulting tends to occur along a relatively narrow area around the fault zone, large displacements may have catastrophic effects on structures built in close proximity to the fault.



This fence near Point Reyes was offset 8 feet when the San Andreas Fault moved during the magnitude 7.8 earthquake of 1906.

### 9.2.3.4 Landslides and Debris Flows

Earthquake-induced landslides occur as a result of horizontal forces induced in the slopes by ground shaking. The most common of these

include shallow, disrupted landslides such as rock falls, rockslides, and soil slides. Landslides due to tectonic deformation can also occur near the fault rupture. Either type of earthquake-induced landslide can damage structures and impede traffic flow.

Debris flows are created when surface soil on steep slopes becomes totally saturated with water. Once the soil liquefies, it loses the ability to hold together and can flow downhill at very high speeds, taking vegetation and/or structures with it.

The hillside beneath a home gave way following the magnitude 6.7 Northridge earthquake in 1994.

**9.2.3.5 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 or destruction of inundated structures.

Before and after photographs show the massive destruction of the Indian Ocean tsunami in December 2004.

A tsunami is not a single wave but a series of waves, also known as a wave train. The first wave in a tsunami is not necessarily the most destructive. The wave train may come as a series of surges that are five minutes to an hour apart; thus the danger from a tsunami can last for several hours after the arrival of the first wave. The cycle may be marked by a repeated retreat and advance of the ocean.

Tsunami waves can be as much as 60 miles long and can be spaced as far apart as one hour. They can cross entire oceans without great loss of energy, traveling unnoticed on the surface at speeds up to 500 miles an hour and crossing the ocean in a day or less. As they may be less than a foot in height on the surface of the open ocean, tsunami waves will not likely be noticed by sailors, but the powerful shock wave of energy travels as rapidly as a commercial jet. When the tsunami reaches the coast, the shallow water slows the tsunami; the top of the wave moves faster than the bottom, causing the sea to rise dramatically.

**TSUNAMI WARNING**

Witnesses have reported that an approaching tsunami is sometimes preceded by a noticeable fall or rise in the water level. A rapid or unusual ***retreat of ocean water*** is a good sign that a big wave is on its way. ***Go to high ground immediately***. Many people were killed by the Indian Ocean tsunami because they went down to the beach to view the receding ocean exposing the seafloor. Experts believe that a receding ocean may give people as much as five minutes warning to evacuate the area.

### 9.2.4 Secondary Hazards in Urban Areas

#### 9.2.4.1 Fires

Post-earthquake fires often result from damage to gas lines, electrical systems, and fuel storage facilities. Fire risks are likely to occur where high-density, wood frame housing is built over soft soils that are prone to high-intensity shaking. Simultaneous ignitions, damaged communications and transportation routes, and lack of water can

impede professional response to these fires. Fires will continue to ignite as power is restored, a process that can take several weeks.

Fires spread through San Francisco's Marina District following the Loma Prieta earthquake.

### 9.2.4.2 Transportation Infrastructure and Utility Impacts

A major earthquake will cause partial interruption or major destruction to water, gas, and sewer facilities and lines, electrical power plants and transmission lines, highways, bridges, overpasses, rail lines, and airport runways and facilities.

Water service will be interrupted within the first few hours of a large earthquake and full restoration may take two to three months. Water shortages can become a significant limiting factor for hospitals, prisons, 24-hour care facilities, as well as for the general public.

Electrical power will be interrupted immediately; service interruption estimates following a major earthquake range from 7 to 15 days. Gas services may be immediately interrupted or may gradually decline due to leaks and restoration of service may take weeks.

Public telephone systems, including wireless systems, will be damaged or overloaded and may take several weeks to restore.

A section of the eastern span of the San Francisco-Oakland Bay Bridge collapsed in the Loma Prieta earthquake.

### 9.2.4.3 Collapsed Buildings

Widespread structural failures are likely to occur following any earthquake event. Structural damage is most likely to occur in areas of the most intense shaking. As with other earthquake effects, structures built on soft soils or fill are at the greatest risk. The earthquake will generate millions of tons of debris. Initially,

collapsed buildings and other structures will block roads and limit movement for evacuees and response personnel and vehicles.

A hospital in Sylmar, California, had to be demolished after the magnitude 6.7 San Fernando earthquake in 1971.

### 9.2.4.4 Residential Buildings

The majority of structures in a metropolitan area are personal residences. Most homes are constructed of wood and are susceptible to post-earthquake fires. Other seismically vulnerable buildings include those that have “soft stories.” Soft stories are those with extensive exterior wall openings and insufficient exterior and interior shear walls and thus have a greater potential for collapse. Soft stories are common in residential buildings with garages on the first floor and corner commercial buildings with large windows opening onto side streets.

"Soft story" buildings, typically with parking on ground floor, like the one pictured here, are particularly at risk when exposed to strong shaking.

### 9.2.4.5 Dam/Reservoir Failure

Earthquakes can rupture and collapse dams and reservoirs, resulting in the rapid release of large quantities of water, flooding property located downstream or down slope and presenting potential for mudslides.

Cracks in the top of this earthen dam were caused by the 1989 magnitude 6.9 Loma Prieta earthquake.

### 9.2.4.6 Hazardous Materials Spills

Severe shaking and liquefaction caused by a large earthquake have the potential to cause significant damage to pipes, storage tanks, fuel lines and other structures at gas stations, manufacturing plants, ports, airport fueling facilities, and other facilities that handle hazardous materials. In addition, earthquake-induced damage to rail lines and bridges can cause derailments of cars carrying hazardous materials.

Oil was released and caught fire when this storage facility was damaged by the magnitude 7.4 Izmit, Turkey, earthquake in 1999.

## 9.2.5 Effects on the Civilian Population

### 9.2.5.1 Displacement

A major earthquake occurring in a metropolitan area could displace tens of thousands of residents. Lack of adequate housing may result in population migration, leading to clogged highways and a potential hazard to unit movements.

### 9.2.5.2 Casualties

The number and severity of casualties will vary significantly depending on specific circumstances, including time of day, day of the week, and whether affected population is urban or rural. The greatest numbers of casualties in metropolitan areas are likely to occur during the daytime, when the commuting population increases

the total population in the area. Most fatalities will occur in the first 48 hours, but recovery of those buried in debris may continue for weeks.

A major earthquake will create casualty rates that initially overwhelm local and state assets. When requested, Department of Defense (DoD) mortuary affairs units can provide valuable assistance (see "Mortuary Affairs" guidance in Chapter 8 of the *Liaison Officer Toolkit*).

### 9.2.6 Medical Considerations

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

Walking on and handling debris can cause cuts, scrapes, bruises, sprains, etc. to relief personnel. Relief workers should have current tetanus vaccinations (required every 10 years) and be revaccinated for a dirty wound if current vaccination is over 5 years old.

> At a minimum, personnel should be issued steel toe/shank footwear, safety goggles, and leather gloves. In addition, personnel should wear helmets or hard hats and carry potable water.

After an earthquake, the civilian population and military personnel may be exposed to illnesses spread by contaminated food or drinking water, mosquitoes or other insects, and close contact with ill persons. An even greater danger may be the environmental health risks posed by airborne particulates found in collapsed building. Refer to Chapter 5, Section 5.12 for more information on medical support.

## 9.3 Earthquake Missions

Regardless of preparation by local government, a major earthquake will quickly overwhelm the ability to respond. The commander who

has been tasked to support civil authorities may receive the following resource requests:

- Transportation of first responders, evacuees, displaced personnel, injured, medically fragile, or special needs populations
- Medical health providers
- Air assets for search and rescue, personnel transport/recovery, Medical Evacuation (MEDEVAC), logistics transport, or aerial structural damage assessment
- Logistical support such as bedding, food, water, generators, and medical supplies
- Temporary shelter/staging base
- Key infrastructure assessment (United States Army Corps of Engineers (USACE) qualified personnel)
- Heavy equipment and operators
- Shoring and debris clearing
- Personnel to support Disaster Mortuary Operational Response Teams (DMORTs)

**The following excerpt illustrates what DoD brings to relief support operations.**

PORT-AU-PRINCE, Haiti – In the immediate aftermath of the earthquake that devastated much of Haiti, aid groups from around the world lined up shipments of food, water and medical supplies.

They loaded cargo aircraft and ships and recruited volunteers to assist in the effort. Then they waited, even as televisions across the world flashed images of suffering and death.

The port was destroyed, and the tiny airport in the Haitian capital was quickly overwhelmed. Much of the aid that did touchdown was stuck at the airport because aid groups lacked the ability to push it out to the people, to feed them and tend to their injuries.

It was days before the U.S. troops began arriving en masse, bringing with them an industrial operational capability and a logistical structure that turned a disjointed system into one capable of caring for thousands of victims. The sudden change, experts say, highlights just how critical

military capabilities are in such massive relief missions. The 22nd Marine Expeditionary Unit deployed early, as did elements of the Army's 82nd Airborne Division and a handful of Navy ships including the USNS (United States Naval Ship) Comfort hospital ship. The Air Force took over operations at the airport, and incoming flights increased from an average of 13 a day to more than 100.

The military's ability to keep track of people, machinery and money is among its biggest assets, said retired Army Gen. Barry McCaffrey, former head of United States Southern Command. "That command-and-control capability, I don't think exists in any NGO (Non-Governmental Organization). And the military, more so than any single aid group, has the ability to deal with the sheer scope of the disaster," McCaffrey said.

McCloskey, Megan and Schogol, Jeff. "Bringing Order to Chaos." *Stars and Stripes*. January 29, 2010, pp. 8-9.

### 9.4 Planning Factors

In addition to all-hazards planning factors in Chapter 5, the following are specific to earthquake missions.

A detailed Suggested Individual Equipment Matrix is located in Annex C.

#### 9.4.1 Phase 1 - Assessment and Preparation/Mobilization

- ☐ Plan for extensive relief supply transport and delivery missions. Equipment such as forklifts and flat bed trailers will be critical to the success of the mission. (A/N/S-3/5/7)
- ☐ Plan how to provide potable water at your site. Major earthquakes can damage the utility infrastructure and disrupt the water supply. (A/N/S-4/8)
- ☐ If your mission assignment directs evacuee transport, plan for transport to unaffected areas. Plans should include (Commander, A/N/S-4/8):
  - Cargo straps and safety restraints
  - Medical personnel available or embedded to assist with evacuee transport

- Location of central evacuation point
- Availability of medical personnel
- Availability of shelter

> DoD mass evacuation will normally be led by United States Transportation Command (USTRANSCOM); however, there may be a request to support local transport to the Aerial Port of Debarkation (APOD).

☐ Plan to deploy with hand tools for breaking up building materials. Do subordinate units have sufficient sledge hammers, shovels and picks? (Commander, A/N/S-4/8)

☐ Plan to provide security for personnel and equipment. (Commander)

☐ Develop strategy in coordination with Defense Coordinating Officer (DCO)/Joint Force Commander (JFC) or Joint Force Headquarters (JFHQ) to address request from non-governmental agencies with transportation, security, and distribution of supplies. (A/N/S-3/4)

☐ Request handheld radios in 700 to 800 Megahertz (MHz) bandwidth before departing home station. These radios may be provided by the Federal Emergency Management Agency (FEMA), when available. Determine battery requirements and resupply strategy. (Some radios use up to 10 AA batteries in 24 hours). (A/N/S-4/8 and A/N/S-6)

☐ Power generation equipment will be a high demand critical asset. Plan for Class III requirements for these assets (package and bulk). (A/N/S-4/8)

### 9.4.2 Phase 2 - Deployment

☐ See Chapter 5 for planning considerations for all-hazards.

☐ Review medical considerations in Chapter 5, Section 5.12. (All)

### 9.4.3 Phase 3 - Support of Civil Authorities

☐ Your 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. (A/N/S-3/5)

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.

- ☐ Work through your Liaison Officer (LNO) to obtain the communications plan for the affected area. (A/N/S-6)
- ☐ Coordinate with other military counterparts who have the capability to interface with the civilian first responder network. (A/N/S-6)
- ☐ Request, distribute, and manage handheld radios. (A/N/S-6)
- ☐ Coordinate with the local Incident Commander(s) (ICs) to operate on assigned frequencies and use appropriate protocols. (A/N/S-6)
- ☐ Be prepared to provide key infrastructure assessment support for bridge/overpass inspections. (Engineer Units)
- ☐ If applicable, you may be tasked with conducting bridging operations to replace critical infrastructure. (Engineer Bridge Units)
- ☐ Plan to assist local officials in inspecting buildings for structural integrity and completing damage survey reports. (USACE)
- ☐ 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. (A/N/S-3/5/7 and Surgeon)
- ☐ Watch for crushing injuries which may not be immediately life-threatening but can lead to internal bleeding, gangrene, and death. (Surgeon)
- ☐ Plan to coordinate with state and local officials and news media in order to manage response expectations. (Public Affairs Officer)

### 9.4.4 Phase 4 - Re-deployment/Demobilization

- ☐ Follow proper equipment maintenance procedures for operation in the vicinity of salt water. (A/N/S-4/8)

- ☐ Perform post-deployment medical assessments. (Surgeon)
- ☐ Determine need for post-exposure screening. (Surgeon, A/N/S-1)
- ☐ Conduct battle-damage assessment and repair/replacement cost estimates and submit to higher headquarters. Include reference to MA. (A/N/S-4/8)
- ☐ Ensure close-out of all MA associated paperwork. (Commander)
- ☐ Ensure any Reports of Survey or Statements of Charges are submitted for reimbursement. (A/N/S-4)
- ☐ In coordination with the Defense Coordinating Element (DCE), compile all data from support operations including but not limited to total man-hours used, number and type of equipment used, fuel usage, maintenance performed and equipment lost, damaged or destroyed for reimbursement. (All)

### 9.5 For More Information

United States Army FM 3-28, *Civil Support (CS) Operations* covers all aspects of DSCA operations https://akocomm.us.army.mil/usapa/doctrine/DR_pubs/dr_c/pdf/fm3_28x1.pdf

United States Northern Command (USNORTHCOM) *Earthquake Response* CONOP, dated 17 March 2009, can be found at

http://policy.defense.gov/sections/policy_offices/hd/assets/downloads/eplo/presentations/Breakout%203%20-%20Earthquake%20-%20Stuhlreyer.pdf

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

Information concerning the New Madrid fault on the Central United States Earthquake Consortium's website http://www.cusec.org/

The Center for Disease Control website http://www.bt.cdc.gov/disasters/earthquakes/

Other links to earthquake information:

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/

In addition, each state has an Emergency Operations Plan which can be accessed via the internet.

**NOTES**

# CHAPTER 10: FLOOD

This chapter presents information about various types of floods. It presents important information about the causes and effects of floods, useful information for responding to floods, and associated safety issues. Also included are medical considerations, mission sets, and planning factors. All states and territories are at risk from this hazard.

## 10.1 Introduction

Each year, more deaths are caused by flooding than any other hazard. Most of these deaths occur when people drive into flooded highway dips in low drainage areas. Drivers tend to underestimate the force and power of water. Six inches of fast-moving water can knock people off their feet. Depths of 24 inches can carry away most automobiles.

All floods are not alike. Some floods develop slowly, and others 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. Flash floods often have a dangerous wall of roaring water that carries rocks, mud, and other debris and can sweep away most things in their path. Overland flooding occurs outside a defined river or stream inside the flood plain, such as when a levee is breached. Flooding also occurs when a dam breaks, producing effects similar to flash floods.

Floods cause damage by producing moving water with tremendous power. The power of moving water is magnified by debris that the water carries, such as trees, vehicles, boulders, and buildings. Fast-moving water can sweep up everything in its path, throwing it against things downstream and leaving terrible destruction behind. The filth, dirt and debris left in its path is expensive to clean up. It contains chemicals, germs and bacteria, pollutes drinking water supplies, and creates health hazards. Floods cause water damage to communication and electronic equipment and begin the degradation process through wet rot, dry rot, rust, etc.

## 10.2 Disaster-specific Information

### 10.2.1 Flood Terminology

***Flood Watch***: 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 that is expected to occur at least 6 hours after heavy rains have ended.

***Flood Warning***: Issued when flooding is actually occurring or is imminent in the warning area.

***Flash Flood Watch*:** Issued when flash flooding is possible in or close to the watch area. Flash flood watches are generally issued for flooding that is expected to occur within 6 hours after heavy rains have ended.

***Flash Flood Warning*:** Issued when flash flooding is actually occurring or is imminent in the warning area. It can be issued as a result of torrential rains, a dam failure, or ice jam.

***Coastal Flood Watch*:** Issued when the possibility exists for the inundation of land areas along the coast within the next 12 to 36 hours.

***Coastal Flood Warning*:** Issued when land areas along the coast are expected to become, or have become, inundated by sea water above the typical tide action.

### 10.2.2 Types of Floods

Floods are generally grouped into the following types:

- Riverine flooding
- Urban drainage
- Ground failures
- Fluctuating lake level
- Coastal flooding and erosion

Within some of these groups are flood subtypes.

### 10.2.2.1 Surface Runoff and Riverine Flooding

When rainfall reaches the Earth's surface, water evaporates, infiltrates the soil, or runs over the surface. Types of ground cover greatly influence proportions of each of these actions. For example, cover types found in an urban area include open space (lawns, golf courses, parks) generally covered with grass, streets and roads, paved parking lots, shopping centers, houses and residential areas, and offices and business areas. If the rainfall intensity exceeds the evaporation rate and infiltration capacity of the soil, ***surface runoff*** occurs. It also occurs when rainfall falls on impervious surfaces, such as roadways and other paved areas.

Water flows across the surface as either confined or unconfined flow. Unconfined flow moves in broad sheets of water often causing sheet erosion. It can also pick up and absorb or carry contaminants from the surface. Water that flows along the surface may become trapped in depressions where water may evaporate, infiltrate the ground, or spill out of the depression as it fills. If local drainage conditions are inadequate to accommodate rainfall through a combination of evaporation, infiltration, and surface runoff, accumulation of water in certain areas may cause localized flooding problems.

Alternately, the sheet flow may reach a natural or constructed water conveyance system such as a swale, channel, or conduit. Water is then conveyed to larger drainage systems such as creeks, streams, and rivers. During winter and spring, accumulation of snow may increase water runoff generated by both precipitation and snowmelt.

Flooding from runoff of surface water generally increases as areas become more urbanized and the amount of impervious area such as pavement expands. Areas of natural ground that absorb rainfall are reduced and surface runoff increases. Uncontrolled runoff may be channeled to areas that cause flooding of structures and roadways. This may be especially true where predevelopment land surface has a gently sloping surface with no defined channels. Such areas are subject to shallow sheet flooding during storms, but urbanization and other development speeds the accumulation of floodwater. When surface water runoff introduced into streams and rivers exceeds the

capacity of the natural or constructed channels to accommodate the flow, water overflows the stream banks, spilling out into adjacent low lying areas. ***Riverine flooding*** occurs as a consequence.

A dog stands on the earthen and sandbag dike along the flooded Red River in Fargo, North Dakota, 25 March 2009. (AP Photo/ Carolyn Kaster)

The dynamics of riverine flooding vary with terrain. In relatively flat areas, land may stay covered with shallow, slow-moving floodwater for days or even weeks. In hilly and mountainous areas, floods may come minutes after a heavy rain. The short notice, large depths, and high velocities of flash floods make these types of floods particularly dangerous. Among the common types of riverine flooding are ***overbank flooding, flash floods, dam and levee failure, alluvial fans,*** and ***ice jam flooding***.

***Overbank flooding*** of rivers and streams occurs when the increased volume of water within a river channel overflows the channel onto the adjacent floodplain. This is the classic flooding event that most people associate with the term “flood.” In fact, this is the most common type of flood event. Hundreds of riverine floods, great and small, occur annually in the United States.

The National Weather Service defines a ***flash flood*** as “a rapid and extreme flow of high water into a normally dry area, or a rapid rise in a stream or creek above a predetermined flood level, beginning within six hours of the causative event (e.g., intense rainfall, dam failure, ice jam). However, the actual time threshold may vary in

different parts of the country. Ongoing flooding can intensify to flash flooding in cases where intense rainfall results in a rapid surge of rising flood waters.

Sandbags held at Cattleman's Restaurant at Belmond, Iowa, 9 June 2008.

Flash floods are also characterized by a rapid rise in water, high velocities, and large amounts of debris. Major factors in flash flooding are the intensity and duration of rainfall and the steepness of watershed and stream gradients. Dam failure, release of ice jams, and collapse of debris dams can also cause flash floods. Flash floods occur in all 50 states, most commonly in steeply sloping valleys in mountainous areas. They can also occur along small waterways in urban environments.

***Dam and levee failure*** can be attributed to the construction of inadequate dams and levees or to a flood that exceeds the design protection level. Many private or locally built levees and dams may provide only limited flood protection. Others are sometimes poorly designed and maintained. Many were built with no design standards.

Levee overtopping or failure typically occurs when flood waters exceed levee capacity, often with spectacular and tragic results.

Flash flood outside San Diego, California, 2009.

***Ice jam flooding*** is similar to flash flooding. Formation of a jam results in a rapid rise of water, both at the point of the jam and upstream. Failure of the jam results in sudden flooding downstream. This type of flooding is a problem in at least 35 states.

Yukon River Flood devastates City of Eagle, Alaska, 11 May 2009.

***Alluvial fans***, which occur mainly in dry mountainous regions, are deposits of rock and soil that have eroded from mountainsides and accumulated on valley floors in a fan-shaped pattern. The deposits are narrow and steep at the head of the fan, broadening as they spread out onto the valley floor.

### 10.2.2.2 Urban Drainage

In an undeveloped area, nature provides the water runoff system. Some water remains where it falls and evaporates; some is absorbed into the ground near the surface and feeds trees and plants; some percolates deeply into the ground and replenishes the groundwater supply. The remainder quickly or gradually collects into rivulets, accumulating both in quantity and speed as it hurries down the watershed through drainage ways and streams to its ultimate destination, the river and then the sea, to begin the cycle again.

***Urban drainage*** (storm water) management is comprised of both natural and man-made elements. The storm water runoff system has two purposes: 1) control of storm water runoff to prevent or minimize damage to property, physical injury, and loss of life which may occur during or after a very infrequent or unusual storm; 2) control of storm water to eliminate or minimize inconvenience or disruption of activity as a result of runoff from more frequently occurring, less significant storms.

### 10.2.2.3 Ground Failures

Flooding and flood-related erosion result from several types of ground failures. ***Subsidence*** and ***liquefaction*** of soil may cause flooding of areas in the immediate vicinity of the ground failure, while ***mudflows*** and ***mudfloods*** may cause damage downstream or down slope of the location of the initial ground failure.

***Subsidence*** is a type of ground failure that can lower ground surface, causing or increasing flood damage in areas of high ground water, tides and storm surges, or over-bank stream flow. Subsidence occurs in nearly all the states. Ground failure due to subsidence can result in increased flood damage for two main reasons. If the land surface is lowered, it may be more frequently or more deeply flooded. In

addition, subsidence can block or otherwise alter drainage patterns leading to deeper or unexpected flooding.

***Liquefaction*** is a phenomenon in which the strength and stiffness of a soil is reduced by earthquake shaking or other rapid loading. Liquefaction and related phenomena have been responsible for tremendous amounts of damage in historical earthquakes around the world.

Liquefaction occurs in saturated soils, that is soils in which the space between individual particles is completely filled with water. This water exerts a pressure on the soil particles that influences how tightly the particles themselves are pressed together. Prior to an earthquake, water pressure is relatively low. Earthquake shaking can cause the water pressure to increase to the point where soil particles can readily move with respect to each other.

Earthquake shaking often triggers this increase in water pressure, but construction-related activities such as blasting can also cause an increase in water pressure. When liquefaction occurs, the strength of the soil decreases, and the ability of a soil deposit to support foundations for buildings, levees, and bridges is reduced.

Liquefied soil exerts higher pressure on retaining walls, causing them to tilt or slide. This movement can cause settlement of the retained soil and destruction of structures on the ground surface. Increased water pressure can trigger landslides and cause dams to collapse. The lower San Fernando dam suffered an underwater slide during the 1971 San Fernando earthquake. Fortunately, the dam barely avoided collapse, thereby preventing the potential disaster of flooding of heavily populated areas below the dam.

On steep slopes (greater than 3%) where the saturated layer is at or near the surface, soil, vegetation and debris can flow rapidly down slope with liquefied material. These flow failures can result in movement of materials for miles. On gentle slopes (0.3 to 3%) where the saturated layer is below the surface, lateral speed failures occur, with huge blocks of soil moving 10 to 100 feet or more.

***Mudflows and mudfloods*** (also referred to as debris flow) are considered a subset of landslides and affect many of the Nation's floodplains. Areas that have experienced the greatest landslide damage are the Appalachian, Rocky Mountain, and Pacific Coast regions.

#### 10.2.2.4 Fluctuating Lake Levels

Water levels in the Nation's lakes can fluctuate on a short-term (seasonally) or long-term (yearly) basis. Periods of heavy rainfall can cause high water levels for short periods of time; annual snowmelt can result in higher water levels in the spring. Long-term lake level fluctuations are a less-recognized phenomenon that can cause high water and subsequent flooding problems lasting for years or even decades.

#### 10.2.2.5 Coastal Flooding and Erosion

Coastal flooding and erosion as a result of ***storm surge*** and ***wave action*** are serious problems along much of the Nation's coastline, although the frequency and magnitude of flooding and the severity of the erosion vary considerably.

***Storm surge*** is the increase in water surface elevation above normal tide levels due primarily to low barometric pressure and piling up of waters in coastal areas as a result of wind action over a long stretch of open water. Low pressure inside a storm or hurricane's eye creates suction; consequently, a dome of water develops near the center of the storm. In the deep ocean, this dome of water sinks and harmlessly flows away. But as a storm nears land, strong winds in the storm push the dome of water toward the shore. The rising sea floor blocks the water's escape and it comes ashore as a deadly storm surge. An intense hurricane can send a dome of water many miles wide and more than 25 feet deep barreling toward the shore as the storm hits land.

A home burns in flooding from storm surge during Hurricane Ike in Galveston, Texas, on Friday, 12 September 2008. At right, the same scene is photographed on 16 August 2009. (AP photo/The Houston Chronicle, Smiley N. Pool)

In addition to storm surge, ***wave action*** is an important aspect of coastal storms. Breaking waves at the shoreline become very destructive, causing damage to natural and manmade structures by hydrodynamic pressure, battering solid objects and scouring sand from foundations. Components of wave action include wave set-up and wave run-up. Wave set-up is the super elevation of the water surface over normal surge elevation and is caused by onshore mass transport of the water by wave action alone. Wave run-up is the action of a wave after it breaks and the water "runs up" the shoreline or other obstacle, flooding areas not reached by the storm surge itself. Where vertical obstructions such as seawalls are present, wave run-up is translated into upward movement of the water.

### 10.2.3 Floodwater Damage to Structures

The extent of damage to structures that come in contact with floodwaters depends on the depth of the water in and around the structure, the length of time of inundation, the toxic extent of contaminants in floodwaters, and how rapidly the water is moving. Both static (little or no water movement) and dynamic (rapidly flowing water) forces are often at play.

In a static environment, water attacks and compromises the integrity of every part of a structure, particularly the wood foundation pilings, structural beams, carpets, wood floors, cabinetry, mechanical systems, utilities, and walls. Most damage to homes is sustained in the first four feet above the first floor.

Floods that rise and recede quickly result in less damage than water that sits for a long period. Carpeting, floors, and drywall can be replaced, other components dried out, and the remainder of the structure is likely sound. Floodwaters that fill homes and other structures for weeks typically ruin interiors completely. The economic decision is whether to repair what remains or demolish the structure and start over. The dynamic forces of rapidly moving floodwater must also be considered. Water flowing around and within a structure can exert great pressure on structural surfaces (water flowing at 10 mph exerts the same pressure as wind gusts of 270 miles per hour (mph)), often causing further damage, even structural failure.

### 10.2.4 Effects on the Civilian Population

#### 10.2.4.1 Displacement

Major flooding occurring in a metropolitan area or urban area could displace tens of thousands of residents who will require shelter.

#### 10.2.4.2 Casualties

A catastrophic flood can result in more than 1,000 fatalities and 5,000 people with injuries requiring professional treatment. Required emergency medical assistance will include: medical surveillance; medical care personnel; health and medical equipment and supplies; patient evacuation; in-hospital care; food, drug, and medical device safety; occupational and environmental health and safety; radiological, chemical, and biological hazards consultation; behavioral health care; and public health information. After a flood, the civilian population and military personnel may be exposed to illnesses spread by contaminated food or drinking water, mosquitoes or other insects, and close contact with ill persons. Refer to Chapter 5, Section 5.12 for more information on medical support.

### 10.3 Flood Missions

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

- Assessing damage to roads, bridges, structures, utilities, etc.
- Supporting search and rescue operations with personnel and equipment
- Conducting topographic surveys for the extent of flood damage
- Overprinting maps to depict damage, water levels, key facilities, search and rescue activities, etc.
- Opening roadways for emergency and medical traffic
- Constructing temporary bridges
- Clearing debris, mud, etc.
- Restoring critical facilities, services, and utilities
- Demolishing unsafe structures
- Providing emergency power and/or restoring power to critical facilities
- Providing expedient repair of critical distribution systems
- Law enforcement in security operations
- Supporting evacuation of seriously ill or injured patients to locations where hospital care or outpatient services are available
- Moving animal carcasses for burning or burial when all other private and public resources have been exhausted , and providing heavy equipment for burial sites
- Assisting with transportation of equipment, response personnel, and affected animals
- Assisting in disposal of diseased animals based upon guidance from United States Department of Agriculture (USDA)
- Assisting with cleaning/disinfecting of vehicles, equipment, and facilities
- Assisting in set-up of temporary staging areas (indoor and outdoor) and temporary storage areas
- Assisting in constructing temporary shelter for disaster responders; displaced, affected civilians; and emergency services personnel
- 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
- Supporting points of distribution for food, water, and medical supplies

### 10.3.1 Medical and Safety Considerations

#### 10.3.1.1 Physical Injury

Moving debris can cause cuts, scrapes, bruises, and sprains especially to the hands, back, knees, and shoulders. Personnel should wear leather gloves, safety goggles, and steel-toed shoes and avoid lifting more than 50 pounds per person. Tetanus vaccinations should be current (within the past 10 years).

#### 10.3.1.2 Exposure to Floodwater

Flooding can cause disruption of water purification and sewage disposal systems and overflowing of toxic waste and chemical storage sites, which can lead to illness in workers who encounter contaminated floodwater. Personnel should observe the following precautions:

1. Avoid unnecessary contact with any floodwater.
2. Assume that floodwater is not safe unless authorities have specifically declared it safe.
3. Wash hands at every opportunity.
4. Before entering floodwaters, put on plastic or rubber gloves, boots, and other protective clothing.

Double gloving with a waterproof glove under a heavy work glove is the best way to protect the hands from both cuts and scrapes and floodwater exposure. Boots and rain gear can be used to prevent lower body skin exposures.

Avoid working alone and wear a Coast Guard-approved life jacket or buoyant work vest when entering flood waters or working over or near flood waters.

#### 10.3.1.3 Unstable Structures

Flood waters can damage walkways, parking lots, roads, buildings, and open fields. Personnel should not work around any flood-damaged structure until it has been certified as safe by an engineer or architect. They should assume all structures are unsafe until they are inspected and leave at once if shifting or noise signals a possible collapse.

#### 10.3.1.4 Downed Power Lines

Water and electricity do not mix. Personnel can be exposed to serious injury or death as the result of downed power lines in the work zone. 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 energized.

#### 10.3.1.5 Hazardous Materials:

Flood waters may dislodge tanks, drums, and pipes containing Hazardous Materials (HAZMAT). The local fire department or HAZMAT team should be contacted before unidentified containers are moved. Personnel working in contaminated areas should wear protective clothing and respirators and wash exposed skin areas frequently.

#### 10.3.1.6 Heat and Cold Stress

In a hot environment, personnel should take the following precautions:

1. Start physical exertion slowly and gradually increase intensity and duration. Full heat acclimatization takes 7-14 days of physical exertion in the heat.
2. Drink enough water to replace sweat loss. If urine becomes dark yellow and infrequent, drink more fluid.
3. Use work-rest cycles and, when possible, work during the cooler hours of the day.
4. Seek medical attention for heat cramps, exhaustion, or stroke.
5. Use sunscreen.

In a cold environment, personnel should take these precautions:

1. Remember **C-O-L-D:** keep clothing **C**lean, avoid **O**verheating, wear clothing **L**oose and in layers, and keep clothing **D**ry.
2. Standing or working in water that is 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***.
3. Change socks frequently to keep feet dry.
4. Use the buddy system to check for signs of cold injury.
5. Seek medical help for loss of sensitivity in any body part, mental slowness, or uncontrollable shivering.

#### 10.3.1.7 Insects

Initially, most insects are displaced by a storm. However, mosquitoes and flies will rebound at significantly higher levels. Bites from spiders, mosquitoes, and other insects can cause illness and lead to infected wounds. Personnel should shake out their clothing before getting dressed and check their boots before putting them on.

Where possible, boots should be placed off the ground or inside a waterproof bag or other container. Personnel should wear the appropriate seasonal uniform with the sleeves down and apply repellent in accordance with the Department of Defense (DoD) insect repellent system. If possible, use insect repellents that contain DEET (N, N-Diethyl-meta-toluamide).

#### 10.3.1.8 Displaced Animals

Stress can change the temperament of normally friendly pets. Wild and domesticated animals will seek shelter in unusual places to avoid the rising waters. Do not handle displaced animals. Do not keep pets/mascots. Contact animal control specialists for help.

### 10.3.2 Dealing with Human Remains

In disasters, there is the possibility of coming in contact with people who have died under tragic circumstances. Leave remains in place and notify mortuary affairs or your chain-of-command. Note that human and animal remains do not pose a disease threat for people

not directly involved with recovery. If you do work directly with remains:

1. Wear latex or similar gloves with a cut-proof inner glove.
2. Use screens and barriers to restrict view of casualties.
3. Treat casualties with respect at all times.
4. Do not keep emotions inside. They are normal and are best worked through by talking with the team. Do not hesitate to talk with a chaplain or with a mental health provider in your area.

### 10.4 Planning Factors

In addition to all-hazards planning factors in Chapter 5, the following are specific to flood missions.

A detailed Suggested Individual Equipment Matrix is located in Annex C.

#### 10.4.1 Phase 1 - Assessment and Preparation/Mobilization

- ☐ Alert commander and staff of potential flood and begin mission analysis. (A/N/S-3/5/7)
- ☐ Determine and assist in coordinating any special training required by local authorities prior to beginning the mission. (Commander, A/N/S-3/5/7)
- ☐ If your mission assignment directs evacuee transport, plan for transport to unaffected areas. Plans should include (Commander, A/N/S 4-8):
  - Cargo straps and safety restraints
  - Medical personnel available or embedded to assist with evacuee transport
  - Location of central evacuation point
  - Availability of medical personnel
  - Availability of shelter

> DoD mass evacuation will normally be led by United States Transportation Command (USTRANSCOM); however, there may be a request to support local transport to the Aerial Port of Debarkation (APOD).

- ☐ Plan to deploy with hand tools for breaking up building materials. Ensure units have sufficient sledge hammers, shovels and picks. (Commander, A/N/S-4/8)
- ☐ Plan security for your resources. (A/N/S-4/8)
- ☐ Develop strategy in coordination with Defense Coordinating Officer (DCO)/Joint Force Commander (JFC) or Joint Force Headquarters (JFHQ) to address request from Non-Governmental Agencies (NGOs) requiring external support (e.g., transportation, security) to distribute supplies. (A/N/S-4/8)
- ☐ Request handheld radios in 700 to 800 Megahertz (MHz) bandwidth before departing home station. These radios may be provided by FEMA, when available. Determine battery requirements and resupply strategy. (Some radios require up to 10 AA batteries in 24 hours). (A/N/S-4/8 and A/N/S-6)
- ☐ Power generation equipment will be a high demand critical asset. Plan for Class III requirements for these assets (package and bulk). (A/N/S-4/8)

### 10.4.2 Phase 2 - Deployment

- ☐ See Chapter 5 for planning considerations for all hazards.
- ☐ Review medical considerations in Chapter 5, Section 5.12. (All)

### 10.4.3 Phase 3 - Support of Civil Authorities

- ☐ Monitor current operations and acquire and communicate operational-level information status as required. (A/N/S-3)
- ☐ Ensure personnel are issued appropriate uniforms and equipment. (A/N/S-4)
- ☐ Ensure personnel have a safe working environment. Review Section 10.3.1. (Commander, A/N/S-3)
- ☐ For all missions, forces should maintain coordination with Defense Coordinating Element (DCE)/JTF and JFHQ-State on status of activities undertaken to support civil authorities. (Commander, A/N/S/-3/5/7)
- ☐ Work through your Liaison Officer (LNO) to obtain the communications plan for the affected area. (A/N/S-6)

- ☐ Coordinate with other military counterparts who have the capability to interface with the civilian first responder network. (A/N/S-6)
- ☐ Request, distribute, and manage handheld radios. (A/N/S-6)
- ☐ Coordinate with the local Incident Commander(s) (IC) to operate on assigned frequencies and use appropriate protocols. (A/N/S-6)
- ☐ Be prepared to provide key infrastructure assessment support for bridge/overpass inspections. (Engineer Units)
- ☐ If applicable, you may be tasked to conduct bridging operations to replace critical infrastructure. (Engineer Bridge Units)

### 10.4.4 Re-Deployment/Demobilization

- ☐ Complete all investigations, particularly those concerning injuries (Line of Duty investigations), vehicle accidents, and lost or damaged equipment. (Commander)
- ☐ Determine need for post-exposure screening. (Surgeon, A/N/S-1)
- ☐ Ensure a complete check of all equipment to determine loss, serviceability, cleanliness, and needed repairs in accordance with regulatory guidance. (Commander, A/N/S-4)
- ☐ Follow proper equipment maintenance procedures for equipment used in the vicinity of salt water. (A/N/S-4/8)
- ☐ Ensure any Reports of Survey or Statements of Charges are submitted for reimbursement. (A/N/S-4)
- ☐ In coordination with the Defense Coordinating Element (DCE), compile all data from support operations including but not limited to total man-hours used, number and type of equipment used, fuel usage, maintenance performed and equipment lost, damaged or destroyed for reimbursement. (All)

## 10.5 For More Information

The Federal Emergency Management Agency (FEMA) website has general information on floods, their formation, resulting damage, etc.

http://www.fema.gov/hazard/hurricane/index.shtm

The Centers for Disease Control (CDC) website has updated information on floods and other natural disasters.

http://emergency.cdc.gov/disasters/hurricanes/

The United States Army Combat Readiness/Safety Center website https://safety.army.mil/

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

**NOTES**

## Appendix 10.A: Military Vehicle Fording Depths and Limitations

### High Mobility Multipurpose Wheeled Vehicle (HMMWV)

**Maximum fording depth:** 30 inches ***without*** deep water fording kit installed.

**Maximum fording depth**: 60 inches with deep water fording kit installed.

**Marine Corps HMMWV exiting a vessel**

**Marine Corps HMMWV fording a lake**

**Marine Corps HMMWV fording a river**

**M915**

**Maximum fording depth:** 20 inches.

**M1070 Heavy Equipment Transporter (HET)**

**Maximum fording depth:** 28 inches

**Family of Medium Tactical Vehicles (FMTV) All Variants**

**Maximum fording depth:** 20 inches with electric fan engaged; 30 inches with electric fan disengaged

**Heavy Expanded Mobility Tactical Truck (HEMTT) and Palletized Load System (PLS)**

**Maximum fording depth:** 48 inches, determined by fording depth indicator in over the crest window

**HEMTT Fording Depth Indicator:**

**MK23/MK25 United States Marine Corps**

**Maximum fording depth:** 60 inches

# CHAPTER 11: WINTER STORM

This chapter provides information specific to winter storms. Included are the health hazards associated with cold weather extremes, examples of missions, secondary hazards which may be encountered during and after a storm, and staff planning factors for winter storms.

## 11.1 Introduction

Winter storms occur annually in many parts of the United States. Though generally a predictable natural hazard, winter storms can be extremely dangerous. Heavy rain, strong thunderstorms, and tornadoes can occur in addition to snowfall, often to the south of the snow-producing part of the storm.

Depending upon the geographic location and resources of affected localities, winter storms can be either routine or immobilizing and deadly. While citizens of Minneapolis, Minnesota might barely notice a snow storm of five inches, the same amount of snow could shut down Atlanta, Georgia, for at least a day. Military personnel will be assigned to support civilian authorities during/after a winter storm only when weather conditions and precipitation exceed the norm for the area. In such instances, units can expect to see an under-prepared population and inadequate civilian resources.

Military support in response to winter storms usually comes from the local National Guard at the direction of the governor (either in a State Active Duty or Title 32 status). Title 10 support is rarely required and normally is used only in response to a Memorandum of Understanding (MOU) between a federal installation and the local regional civilian leadership.

Winter storms are generally ranked by amount of snowfall, but other storm characteristics often determine their true danger. The “Storm of the Century” in March 1993 is such a case. Although not top-ranked by snowfall, it was by far the worst overall winter storm in the Nation’s history and shows the true potential dangers of winter storms.

From ***The Big One! March 12-14, 1993 "Storm of the Century"*** by Neal Lott, Physical Scientist, National Climatic Data Center Research Customer Service Group Technical Report 93-01, May 14, 1993

Following are highlights of information gathered about the storm:

- The death toll for the United States was approximately 270.
- Curfews were enforced. The National Guard was deployed in many areas to protect lives and property.
- Generally, all interstate highways north of Atlanta were closed.
- For the first time, every major airport on the east coast was closed at one time or another by the storm.
- Central New Jersey reported 2.5 inches of sleet on top of 12 inches of snow—somewhat of an "ice-cream sandwich" effect.
- Hundreds of roof collapses occurred due to the weight of the heavy, wet snow.
- At one time, over 3 million customers were without electricity.
- At least 18 homes fell into the sea on Long Island due to the pounding surf. About 200 homes along North Carolina's Outer Banks were damaged and left uninhabitable.
- Florida was struck by an estimated 15 tornadoes, causing 44 deaths. A 12-foot storm surge in Taylor County resulted in at least 7 deaths.
- About 110 miles south of Cape Sable Island, Nova Scotia, a 177-meter ship sank in heavy seas, with all 33 of its crew lost at sea. 65-foot waves were reported in the area.
- The National Weather Service estimated that 44 million acre-feet of water fell as snow. This is comparable to 40 days' flow on the Mississippi River at New Orleans.
- The insured property damages exceeded $1.6 billion. Therefore, this was the 4th costliest storm in U.S. history and by far the most costly extra-tropical storm.

## 11.2 Disaster-specific Information

### 11.2.1 Winter Storm Terminology

***Winter Weather Advisory*****:** Issued for accumulations of snow, freezing rain, freezing drizzle, and sleet that will cause significant

inconveniences and, if caution is not exercised, could lead to life-threatening situations.

***Winter Storm Outlook*:** Issued 3 to 5 days in advance of a winter storm and prior to a Winter Storm Watch. Forecasters believe winter storm conditions are possible.

***Winter Storm Watch*:** Usually issued 12 to 48 hours before the beginning of a winter storm, alerting the public to the possibility of a blizzard, heavy snow, heavy freezing rain, or heavy sleet.

***Winter Storm Warning*:** Issued when hazardous winter weather in the form of heavy snow, heavy freezing rain, or heavy sleet is imminent or occurring. Winter Storm Warnings are usually issued 12 to 24 hours before the event is expected to begin.

Typical beginning of winter storm. Roads are still passable at this stage.

***Blizzard Warning*:** Issued for sustained or gusty winds of 35 miles per hour (mph) or more, and falling or blowing snow creating visibilities at or below one-quarter mile. These conditions should persist for at least three hours.

***Lake Effect Snow Warning*:** Issued when heavy lake effect snow is imminent or occurring.

***Lake Effect Snow Advisory*:** Issued when accumulation of lake effect snow will cause significant inconvenience.

***Wind Chill Warning*:** Issued when wind chill temperatures are expected to be hazardous to life within several minutes of exposure.

***Wind Chill Advisory*:** Issued when wind chill temperatures are expected to be a significant inconvenience to life with prolonged exposure, and, if caution is not exercised, could lead to hazardous exposure.

***Dense Fog Advisory*:** Issued when fog will reduce visibility to one-quarter mile or less over a widespread area.

***Snow Flurries*:** Light snow falls for short durations. No accumulation or only a light dusting is expected.

***Snow Showers*:** Snow falls at varying intensities for brief periods of time. Some accumulation is possible.

***Snow Squalls*:** Brief, intense snow showers are accompanied by strong, gusty winds. Accumulation may be significant. Snow squalls are best known in the Great Lakes region.

***Blowing Snow*:** Wind-driven snow reduces visibility and causes significant drifting. Blowing snow may be snow that is falling and/or loose snow on the ground picked up by the wind.

***Sleet*:** Rain drops freeze into ice pellets before reaching the ground. Sleet usually bounces when hitting a surface and does not stick to objects. However, it can accumulate like snow and is particularly hazardous for motorists.

***Freezing Rain*:** Rain falls on a surface with a temperature below freezing. The rain freezes to surfaces such as trees, cars, and roads and forms a coating or glaze of ice. Even small accumulations of ice can cause a significant hazard.

### 11.2.2 Anatomy of a Winter Storm

All winter storms have three key components, ***cold air, precipitation,*** and ***lift and air pressure***.

For snow and ice to form, the temperature must be ***below freezing*** in the clouds and near the ground. Air can be layered by altitude with different temperatures. The temperature of the air that moisture falls through will determine the type of precipitation that hits the ground. Even though the air temperature is slightly above freezing, the precipitation may be frozen. The ground temperature determines whether or not frozen precipitation sticks and accumulates once it falls.

Any frozen ***precipitation***, e.g. sleet or freezing rain, can be dangerous. Evaporating water from bodies of water, such as a large lake or the ocean, is an excellent source of moisture for precipitation. A storm does not have to have snow to cause damage.

***Lift*** causes moisture to rise and form clouds and precipitation. An example of lift is warm air colliding with cold air and being forced to rise. ***Air pressure*** systems interact with each other determining the storm track and impacting wind speed.

### 11.2.3 Related Disasters

Winter storm-related disasters can result in significant damage and loss of life. Winter storms can generate ***coastal flooding***. Winds generated by intense winter storms can cause widespread tidal flooding and severe beach erosion along coastal areas.

Long cold spells cause rivers and lakes to freeze. A rise in the water level or a thaw breaks the ice into large chunks which become jammed at manmade and natural obstructions. ***Ice jams*** act as a dam, causing severe flooding. In addition, sudden melting of a heavy snow pack often leads to flooding.

Downed power lines and frequent use of residential fireplaces can spark ***fires***, and snow restricted mobility may delay local fire/rescue response to fires.

### 11.2.4 Health Dangers from Winter Storms

Unlike other natural disasters where the event generally ends prior to arrival of military support (e.g. hurricane and tornado), winter storms continue to pose health dangers for a period of time after the weather system has passed. Military personnel should wear proper attire and take action to mitigate this danger.

#### 11.2.4.1 Extreme Cold

Extreme cold is especially dangerous to stranded individuals and those without shelter or who live in homes that are poorly insulated or without heat. 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.

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

Do not ignore shivering. It is an important first sign that the body is losing heat. Go indoors.

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

#### 11.2.4.2 Hypothermia

Hyperthermia is abnormally low body temperature resulting from prolonged exposure to cold that uses up the body's stored energy. Low body temperature affects the brain, leaving the victim unable to think clearly or move well. This makes hypothermia particularly dangerous because the victim may not know what is happening and will not be able to take appropriate action.

Hypothermia is likely at very cold temperatures, but it can occur even at cool temperatures (above 40°F) if an individual becomes chilled from rain, sweat, or submersion in cold water. Warning signs of hypothermia in adults include:

- Shivering
- Exhaustion
- Confusion
- Fumbling hands
- Memory loss
- Slurred speech
- Drowsiness

In infants and children, warning signs are:

- Bright red, cold skin
- Very low energy

Body temperature below 95° indicates an emergency and requires immediate medical attention. Treat hyperthermia victims by taking the following steps:

1. Get the victim into a warm room or shelter.
2. Remove any wet clothing.
3. Warm the center of the body first—chest, neck, head, and groin—using an electric blanket if available, or use skin-to-skin contact under loose, dry layers of blankets, clothing, towels, or sheets.
4. Give warm beverages to help increase the body temperature but do not give alcoholic beverages. Do not try to give beverages to an unconscious person.
5. After body temperature has increased, keep the victim dry and wrapped in a warm blanket, including the head and neck.
6. Get medical attention as soon as possible.

A person with severe hypothermia may be unconscious and may not seem to have a pulse or to be breathing. In this case, handle the victim gently and get immediate emergency assistance. Even if the victim appears dead, cardiopulmonary resuscitation (CPR) should be administered. CPR should continue while the victim is being warmed, until the victim responds, or medical aid becomes available.

In some cases, hypothermia victims who appear to be dead can be successfully resuscitated.

#### 11.2.4.3 Frostbite

Frostbite is an injury to the body caused by freezing. Frostbite is indicated by a loss of feeling and color in affected areas, most often affecting the nose, ears, cheeks, chin, fingers, or toes. Frostbite can permanently damage the body, and severe cases can lead to amputation of affected limbs. The risk of frostbite increases in people with reduced blood circulation and among those who are not dressed properly for extremely cold temperatures.

Because frostbite and hypothermia both result from exposure, victims should first be assessed and treated for hyperthermia as it is a more serious medical condition and requires emergency medical assistance. If there are symptoms of frostbite but not of hypothermia and immediate medical care is not available, victims should be treated as follows:

1. Get the victim to a warm room as soon as possible.
2. Keep the victim with frostbitten feet or toes from walking unless absolutely necessary as this increases damage.
3. Immerse the affected area in cool, not hot, water. Temperature should be comfortable to the touch for unaffected parts of the body.
4. Warm the affected area using body heat. For example, the heat of an armpit can be used to warm frostbitten fingers.

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.

These procedures are not substitutes for proper medical care. Hypothermia is a medical emergency and frostbite should be evaluated by a health care provider. It is a good idea to take a first aid and emergency resuscitation (CPR) course to prepare for cold-

weather health problems. Knowing what to do is an important part of protecting your health and the health of others.

**Table 11-1. Wind Chill Chart with Time until Frostbite**

| Wind Chill Factor | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| Frostbite Time: | | | | | | 30 min. | 10 min. | 5 min. | |
| Wind Speed (mph) | Actual Air Temperature ºF | | | | | | | | |
| | 40º | 30º | 20º | 10º | 0º | 10º | 20º | 30º | 40º |
| 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 |

### 11.2.4.4 Wind Chill

The Wind Chill Index expresses the temperature the body feels when air temperature is combined with wind speed. It is based on the rate of heat loss from exposed skin caused by the effects of wind and cold. As the speed of the wind increases, heat is carried away from the body much more quickly, causing skin temperature to drop. With high winds, even when temperatures are only cool, serious weather-related health problems are more likely. The Wind Chill Chart in Table 11-1 shows the difference between actual air temperature and perceived temperature, and the amount of time until frostbite occurs.

### 11.2.4.5 Vehicular Injuries

Driving in wintry conditions can be extremely dangerous. Military personnel should take care in maneuvering military vehicles to avoid

getting stuck, striking other vehicles/objects, tipping over, and/or causing personal/property damage. Conducting winter weather driver training prior to deployment is ideal, but at a minimum, military drivers need remember the following:

1. When icing is possible (visible or not), slow speed is paramount.
2. Slow/moderate but steady speed helps prevent vehicles from getting stuck.
3. ***Always*** wear safety belts.
4. Keep windshields clear and keep fluid levels full.
5. In poor visibility, slow speed.
6. If vehicle is immobilized in blizzard or poor visibility conditions, stay with vehicle, radio for assistance, and take action to avoid carbon monoxide poisoning. Run the motor (and heater) for about 10 minutes per hour, opening one window slightly to let in air. Make sure that snow is not blocking the exhaust pipe.

Four-wheel drive will help you maneuver and keep moving in snow/ice. ***It will not help you stop***!

### 11.2.4.6 Exertion

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

### 11.2.4.7 Ice

Walking on ice is extremely dangerous. Many cold-weather injuries result from falls on ice-covered sidewalks, steps, driveways, and porches. 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.

### 11.2.4.8 Carbon Monoxide Poisoning

Carbon monoxide is an odorless, colorless gas that can cause sudden illness and death if inhaled. During power outages, the use of

alternative sources of fuel or electricity 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.

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

Any appliance in a home that burns fuel may emit carbon monoxide. Gas kitchen ranges and kerosene space heaters may emit carbon monoxide if they are not properly ventilated.

Military personnel should recognize the signs of carbon monoxide poisoning in themselves and in the civilians they are assisting. Signs of carbon monoxide poisoning include headache, mental confusion, and extreme tiredness. Victims should be moved into fresh air and receive immediate medical attention.

#### 11.2.4.9 Electrocution

Snow/ice accumulation on utility poles, power lines, and nearby trees can cause live 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.

Always assume power lines are live. Remember water (that includes snow) and electricity do not mix!

#### 11.2.4.10 Physical Injury

Winter storms can lead to collapse of buildings, trees, utility poles, etc. Moving debris can cause cuts, scrapes, bruises, and sprains especially to the hands, back, knees, and shoulders. Wear leather gloves, safety goggles, and steel-toed shoes. Avoid lifting more than 50 pounds per person. Be sure military personnel have had a tetanus vaccination with the past 10 years.

Heavy snow or ice can case trees and other structures to collapse.

### 11.2.4.11 Unstable Structures

Winter storms can damage walkways, parking lots, roads, and buildings. Collapsing roofs are the biggest danger. Assume all structures are unsafe until they are inspected. Leave at once if shifting or noise signals a possible collapse.

Roof collapse in Virginia at the Fairfax County Fire Department following heavy snowfall in February 2010.

#### 11.2.4.12 Hazardous Materials

Winter storms and freezing temperatures may disrupt pipelines and tanks containing Hazardous Materials (HAZMAT) as a result of traffic accidents, ruptures, and snow clearing equipment. Contact the local fire department or HAZMAT team when facing such a hazard. In contaminated areas, wear protective clothing and respirators and wash exposed skin areas frequently.

If you are not trained and equipped to handle hazardous materials, stay away from them.

#### 11.2.4.13 Displaced Animals

Stress can change the temperament of normally friendly pets. Wild and domesticated animals will seek shelter in unusual places to avoid cold/wet/windy weather. Do not handle displaced animals. Do not keep pets/mascots. Contact animal control specialists for help.

### 11.2.5 Effects on the Civilian Population

#### 11.2.5.1 Displacement

Unlike natural disasters such as hurricanes and earthquakes, winter storms do not usually involve the mass displacement of civilians. There may be some stranded travelers or civilians needing evacuation due to roof collapses/lack of power, but they will be few in number. Shelter/sustainment requirements will be addressed by civil authorities. The military's most likely involvement will be providing transportation.

#### 11.2.5.2 Casualties

Casualties in a winter storm will vary in number and severity based upon temperature, size and duration of the storm, and size of the affected civilian population. Most casualties will be a result of exposure to the elements when people are stranded in a vehicle or in a home lacking power. Some will result from exertion during snow removal, others from carbon monoxide poisoning from poorly ventilated generators. In all cases, military personnel should treat

casualties with basic first aid and request civil authority assistance as soon as possible.

The biggest casualty concern for military personnel in a winter storm is internal casualties, which are preventable if precaution is taken. 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.

### 11.3 Winter Storm Missions

Winter storms may require military support with specific skills and equipment to include the following:

- Transporting critical civilians (e.g., medical personnel) and civilians in danger (e.g., elderly without power) using military vehicles that are better equipped for mobility
- Assessing damage to roads, bridges, structures, utilities, etc.
- Supporting search and rescue operations with personnel and equipment, usually through house-to-house surveys in immobilized areas
- Overprinting of maps to depict damage, key facilities, search and rescue activities, etc.
- Opening roadways for emergency and medical traffic through snow removal and debris clearance, in coordination with local authorities
- Providing emergency power and/or restoring power to critical facilities
- Law enforcement in security operations in accordance with the Posse Comitatus Act
- Supporting evacuation of seriously ill or injured patients to locations where hospital care or outpatient services are available
- Supporting points of distribution for food, water, and medical supplies
- Assisting with transportation of equipment, response personnel, and affected animals
- Assisting in feeding snowbound livestock

## 11.4 Planning Factors

In addition to all-hazards planning factors in Chapter 5, the following are specific to winter storm missions.

A detailed Suggested Individual Equipment Matrix is located in Annex C.

Snow removal is one of the primary winter storm support efforts required in DSCA.

### 11.4.1 Phase 1 - Assessment and Preparation/Mobilization

- ☐ Alert commander and staff of potential winter storm and begin mission analysis. (A/N/S-3/5/7)
- ☐ Begin tracking projected weather conditions in the affected area (to include deployment drive-through areas) to cover the time the military will be operating there. (A/N/S-2)
- ☐ Obtain status of lines of communication, major roads, railroads, waterways, ports, and airports in the area from state Department of Transportation website or by telephone. (A/N/S-2/3)
- ☐ 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. (A/N/S-3/4)
- ☐ Ensure units have appropriate snow removal tools and equipment. (A/N/S-4/8)
- ☐ Request handheld radios in 700 to 800 Megahertz (MHz) bandwidth before departing home station. These radios may be provided by the Federal Emergency Management Agency

(FEMA), when available. Determine battery requirements and resupply strategy. (Some radios use up to 10 AA batteries in 24 hours). (A/N/S-4/8 and A/N/S-6)

- ☐ Power generation equipment will be a high demand critical asset. Plan for Class III requirements for these assets (package and bulk). (A/N/S-4/8)

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

### 11.4.2 Phase 2 - Deployment

- ☐ See Chapter 5 for planning considerations for all hazards.
- ☐ Review medical considerations in Chapter 5, Section 5.12. (All)

### 11.4.3 Phase 3 - Support of Civil Authorities

- ☐ Monitor weather conditions to ensure safety of military response personnel. (A/N/S-2/3)
- ☐ Ensure health protection of all military personnel while performing civil support operations in a winter storm environment. (Commander)
- ☐ When requested, conduct door-to-door surveys of local population to identify civilians in need of rescue or supplies. Pay particular attention to people without power/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. (A/N/S-3)
- ☐ When requested, provide road/building clearing assistance (individual shoveling, heavy equipment, etc.). Military responders do not generally provide debris removal. That function is usually contracted privately. (A/N/S-3)
- ☐ Conduct interagency coordination and liaison as required. (A/N/S-2/3)

- ☐ Coordinate with local Incident Commander(s) (ICs) to operate on assigned radio frequencies and use appropriate protocols. (A/N/S-6)
- ☐ Plan to assist local officials in inspecting buildings for structural integrity and completing damage survey reports. (United States Army Corps of Engineers (USACE))
- ☐ Plan for treatment capabilities to be limited by a shortage of medical transport vehicles, a shortage of trained medical personnel, and a shortage of medical and blood supplies. (A/N/S-3/5/7, Surgeon)
- ☐ Plan to coordinate with news media through the Joint Information Center (JIC) in order to manage response expectations. (Public Affairs Officer (PAO))

### 11.4.4 Re-Deployment

- ☐ Determine need for post-deployment medical assessments. (Surgeon, A/N/S-1)
- ☐ Ensure a complete check of all property to determine loss, serviceability, and need for cleaning and repair in accordance with regulatory guidance. (A/N/S-4)
- ☐ 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.) (A/N/S-4/8)
- ☐ Ensure any Reports of Survey or Statements of Charges are submitted for reimbursement. (A/N/S-4)
- ☐ In coordination with the Defense Coordinating Element (DCE), compile all data from support operations including but not limited to total man-hours used, number and type of equipment used, fuel usage, maintenance performed and equipment lost, damaged or destroyed for reimbursement. (All)

## 11.5 For More Information

FEMA website

http://www.fema.gov/hazard/winter/index.shtm

Centers for Disease Control (CDC) website

http://emergency.cdc.gov/disasters/winter/

National Oceanic and Atmospheric Administration (NOAA) website

http://www.noaa.gov/

American Red Cross website

http://www.redcross.org/portal/site/en/menuitem.86f46a12f382290517a8f210b80f78a0/?vgnextoid=91435d795323b110VgnVCM10000089f0870aRCRD&vgnextfmt=default

**NOTES**

# ANNEX A: LEGAL ASPECTS OF DSCA[1]

Included in this annex are:

- Section A.1 Background of the Posse Comitatus Act
- Section A.2 Exceptions to Posse Comitatus
- Section A.2.1 Constitutional Exceptions
- Section A.2.2 Statutory Exceptions
- Section A.3 Consequences for Violation of the Posse Comitatus Act
- Section A.4 Immediate Response Authority

All readers are advised to consult with their servicing Judge Advocate before taking any action based on the authorities discussed in this annex.

## A.1 Background of the Posse Comitatus Act

The term *posse comitatus* refers to a group of men above fifteen years of age who can be called upon by the local sheriff to enforce the law, keep the peace, suppress a riot, and pursue, arrest, search, and interrogate criminal suspects. The Posse Comitatus Act (PCA) was passed by Congress in 1878 following the election of Rutherford B. Hayes as President and the end of Reconstruction. The Act was an effort to prevent troops from performing in a law enforcement capacity except when authorized by the Constitution or an Act of Congress.

The PCA applies to all Title 10 military personnel in four of the five components of the Armed Forces—the Army, Navy, Air Force, and Marine Corps (and their respective Title 10 Reserves). The PCA never applies to the fifth component of the Armed Forces, the Coast Guard, even when placed under Department of Defense (DoD) command.

[1] The content of this annex is taken from "Legal Aspects of Defense Support of Civil Authorities (DSCA)", a briefing developed by Robert F. Gonzales, Director, Domestic Operational Law, Office of the Staff Judge Advocate, Headquarters, United States Army North.

The Coast Guard's law enforcement authority is not limited to the water and may be exercised ashore under certain conditions. The cognizant Coast Guard District should be consulted to determine exactly what law enforcement and homeland security support the Coast Guard can provide on an incident-specific basis.

The PCA does not apply to the other two components of the seven Uniformed Services—the Commissioned Corps of the Public Health Service, and the Commissioned Corps of the National Oceanic and Atmospheric Administration (NOAA)—even though both have the same rank structure and wear the same uniform as the Navy.

The PCA prohibits federal, state, and local leaders from using federal forces for direct civil law enforcement. Prohibited activities include searches, seizures, arrests, apprehensions, conducting security patrols, crowd and traffic control, and any other similar activities on behalf of civilian law enforcement authorities. Prohibiting direct military involvement in law enforcement is in keeping with long-standing United States law and policy limiting the military's role in domestic affairs.

### A.2 Exceptions to Posse Comitatus

The Homeland Security Act of 2002 affirmed PCA and recognizes that the Armed Forces may not provide direct support to civil law enforcement agencies, unless authorized by the Constitution or an Act of Congress as an exception to the PCA. Exceptions are discussed in Sections A.2.1 and A.2.2 that follow.

### A.2.1 Constitutional Exceptions

In Section 886 of the Homeland Security Act of 2002, Congress explains that the Constitutional exception to the PCA is grounded in the President's authority under Articles II and IV of the Constitution. The President may exercise this exception when he "determines that the use of the Armed Forces is required to fulfill the President's obligations under the Constitution to respond promptly in time of war, insurrection, or other serious emergency" to maintain law and

order. The President can activate this Constitutional exception in two ways as described.

### A.2.1.1 National Emergency Declaration (In re Debs, 158 U.S. 564 (1895); 50 USC §§ 1601 et seq; 6 USC § 466)

The President has the inherent authority under Articles II and IV of the Constitution and statutory authority under Title 50 United States Code (USC) Chapter 34, known as the "National Emergency Act (NEA)," to preserve order and ensure public health and safety during time of war, insurrection, national crisis, or serious emergency, according to the necessities of the Nation (see Title 6 USC § 466).

In the face of a serious emergency where the President had no special or extraordinary powers granted to him by Congress, the President would present the matter to the Congress and request immediate legislation that would authorize him to fully cope with the threatened crisis. If Congress is unable, fails, or refuses to act in a timely manner, the President could act based solely on his inherent authority under Article II when no one other than he is immediately capable of doing so. In the absence of Congressional authority, the validity of the President's inherent authority to act alone to use DoD forces to perform law enforcement functions would be judged by both public and political opinion, and perhaps a judicial decision, based on the gravity of the situation confronting the Nation.

Under this very rare and unique emergency circumstance, the President may, as a last resort, issue a National Emergency Declaration as a Constitutional exception to the PCA. Pursuant to the authority to issue a National Emergency Declaration, the President could issue an Executive Order under his inherent authority as President and direct the Armed Forces to enforce the law in order to protect federal facilities, property, and personnel, or protect a function of the federal government.

***A National Emergency Declaration is not the same as an Emergency Declaration under the Stafford Act***. There are some statutory checks on a National Emergency Declaration. It will

automatically terminate on the first anniversary of the declaration unless one of the following occurs:

1. The President renews it within a 90-day period prior to the anniversary date by notifying Congress and republishing it in the Federal Register.
2. Congress enacts into law a joint resolution terminating it sooner than one year.
3. The President issues a proclamation terminating it sooner than one year.

### A.2.1.2 DoD Official's Emergency Authority

A derivative of President's Constitutional authority in this area is a DoD official's Emergency Authority (Title 32, Code of Federal Regulations (CFR), Section 215.4(c)(1)(i); DoD Directive (DoDD) 3025.12; DoDD 3025.1; and DoDD 5525.5).

Emergency Authority is based on an 1895 Supreme Court case, In re Debs, where the Court addressed the extent of the President's Article II powers under the Constitution. The Court stated, "If an emergency arises, the Army of the Nation and all of its militia are at the service of the Nation to compel obedience to the law."

From this authority, a DoD official may take prompt and vigorous action when a sudden and unexpected civil disorder seriously endangers life and property or disrupts normal governmental functions to such an extent that local authorities are unable to control the situation.

Some of the requirements stated in DoDD 3025.12 to implement this authority are the same as immediate response authority. However, unlike immediate response authority, there must be a significant civil disturbance or similar calamity, i.e. mass group acts of violence and disorder prejudicial to the peace and welfare of the public. Also, unlike immediate response authority, no request from civil authorities is required and law enforcement functions may be performed by DoD personnel.

The historical classic example where this authority was exercised is the 1906 San Francisco earthquake and fire. The devastation covered

many square miles and the city's infrastructure and first responders' capability were severely crippled. Brigadier General Frederick Funston, the Commanding General of the Presidio, deployed troops to assist civil law enforcement authorities to stop looting, protect federal property, especially the United States Mint whose vaults contained $250,000,000 in gold (1/3 of the Nation's gold inventory at the time), Post Office, and Federal Courthouse. He also deployed other troops under his immediate response authority (see paragraph A.4) to assist firefighters to save lives and mitigate great property damage.

Similar situations occurred with the 1921 San Antonio flood of the downtown area and the 1928 Angel Island mutiny in San Francisco Bay. In the former, the Commander of Fort Sam Houston deployed troops in both a law enforcement capacity (emergency authority) and in a humanitarian assistance capacity (immediate response authority). In the latter, the Commander of Fort McDowell sent troops to restore public order and protect federal property.

The same notification requirements as for immediate response, to both the National Military Command Center (NMCC) and the geographical Combatant Commander, are required to be met.

According to DoDD 5525.5, DoDD 3025.12, and DoDD 3025.15, the Secretary of Defense (SecDef) retains approval authority for requests from civil law enforcement authorities for:

- 50 or more DoD personnel

Currently, if the number is less than 50, then the approval authority is no longer the SecDef. Instead, the Assistant SecDef (Force Management and Personnel) is the approval authority for all other requests for DoD personnel. However, be advised that this may change with the new DoDD 3025.dd and DoD Instruction (DoDI) 3025.ff. There is language in the final draft that says the SecDef will retain authority to approve any and all requests for support to civilian law enforcement agencies.

- Periods of assignment for more than 30 days
- Any and all DoD intelligence components
- Situations where there is the possibility for the use of lethal force by or against DoD forces or confrontation with civilians or response to act of terrorism

The Service Secretary has approval authority for requests for:

- Information under 10 USC §371
- Military equipment and facilities under 10 USC §372
- Arms, ammunition, vehicles, vessels, and aircraft
- DoD personnel to provide training or expert advice under 10 USC §373
- DoD personnel to operate and maintain equipment under 10 USC §374
- DoD personnel to monitor and communicate the movement of air and sea traffic under 10 USC §374
- Any other forms of "indirect" assistance

A General Officer or civilian equivalent may act as the approval authority for loans of equipment, facilities, or personnel to law enforcement under circumstances described in DoDD 3025.15, paragraph 4.7.2.

There is additional guidance in Title 32 CFR, Section 215, entitled "Employment of Military Resources in the Event of Civil Disturbance." Section 215.9 divides military resources into three groups and designates the approval authority for each group. As a general rule, the approval authority for groups 1 and 2 lies at the Secretarial level. Group 3 resources, such as requests for firefighting resources, protective equipment, clothing, communications equipment, searchlights, emergency explosive ordnance disposal services, and the use of DoD facilities during a civil disturbance event may be approved by an installation commander.

### A.2.1.3 Declaration of Martial Law

Any martial law should be accompanied by a declaration that sets forth the details for the following:

- Full "public necessity" explanation of extraordinary emergency circumstances that justify martial law
- Law enforcement powers of the military commander
- Geographical limits of martial law
- Rules of conduct for the population to follow

Title 32 CFR, Part 501, on Department of the Army - Employment of Troops in Aid of Civil Authorities, provides a good summary on martial law. It has been removed from Part 501 of Title 32 of the CFR, effective 30 April 2008, because it is no longer part of the Department of the Army's planning of operations involving the use of Army resources in the control of actual or anticipated civil disturbances. This responsibility has been transferred to the Office of the Assistant Secretary of Defense for Homeland Defense and Americas' Security Affairs and, consequently, this Part will probably reappear somewhere in 32 CFR 350-399 at some future date.

### A.2.2 Statutory Exceptions

#### A.2.2.1 Military Support for Civilian Law Enforcement Agencies, 10 USC 371-381, DoDD 5525.5

In 1981 Congress passed the Military Support to Civilian Law Enforcement Agencies statute, Title 10 USC, Sections 371-379, which codified several Federal District Court decisions that found the PCA is not an absolute prohibition on DoD involvement with civilian law enforcement agencies. DoD personnel may provide support to civil law enforcement agencies as long as the support is "passive" and "indirect," military personnel do not subsume the role of a law enforcement official, and military personnel do not subject civilians to compulsory military authority.

Although usually referred to as an exception to the PCA, this Act is really a clarification on the types of indirect/passive assistance that can be provided to civilian law enforcement authorities.

The SecDef or his designee (see DoDD 5525.5) may approve passive, indirect, non-compulsory support to federal, tribal, state, and local law enforcement authorities under Title 10. This support includes:

**§ 371 Information collected during the normal course of training or operations concerning violation of a federal or state law**

The Chairman of the Joint Chiefs of Staff (CJCS) Standing DSCA Execution Order (EXORD), dated 14 August 2009, states, "Information collected on U.S. Persons by military personnel in a Title 10 USC status during [a DSCA] mission that indicates the existence of a threat to life or property or the violation of law will be turned over to civilian law enforcement official IAW [in accordance with] DoDD 5200.27, 'Acquisition of Information Concerning Persons and Organizations not Affiliated with the Department of Defense,' and [Enclosure 2 to] DoDD 5525.5, 'DoD Cooperation with Civilian Law Enforcement Officials.'" However, before sharing foreign or counter-intelligence, DoD personnel need to follow the requirements of Procedure 12 of DoD Regulation 5240.1-R on the types of permissible assistance.

**§ 372 Use of military equipment, spare parts, supplies, and facilities**

This includes sensors, protective clothing, and antidotes to prepare for and respond to a chemical or biological incident if not reasonably available elsewhere.

**§ 373 Basic training in the operation and maintenance of equipment provided under § 372**

This includes expert advice relevant to §§ 371-374.

**§ 374 Personnel to maintain equipment made available to federal/ state/local Law Enforcement Agency (LEA)**

At the request of a federal LEA, personnel may operate detection/monitoring/communications equipment and aerial platforms to support enforcement of counter-drug, counter-

terrorism, and immigration/custom laws. SecDef has plenary approval authority.

**§ 375 Regulation applying the Posse Comitatus Act to the Army, Navy, Air Force, and Marines, and explaining what law enforcement activities are authorized by law (DoDD 5525.5)**

Congress directed the SecDef to issue a regulation that made the PCA applicable to the Navy and Marines, as well as the Army and Air Force, and to explain all of the exceptions to the PCA. This regulation is DoDD 5525.5, which was issued in 1986. Congress recently reaffirmed the application of the PCA to the Army, Air Force, Navy, and Marine Corps in the Homeland Security Act of 2002.

**§ 379 United States Coast Guard Law Enforcement Detachments**

According to Commandant Instruction (COMDTINST) M16247.1D and Naval Warfare Publication (NWP) 3-07.4, the Coast Guard has dedicated at least 500 personnel to serve as 5 to 9-person Law Enforcement Detachments (LEDETs) deployed on United States or foreign naval surface vessels for maritime drug interdiction. They enforce the Maritime Drug Law Enforcement Act, 46 USC, Appendix, Sections 1901-1904, and provisions of international Memoranda of Agreement (MOAs) with foreign countries.

When on surface vessels of the United States Navy, Tactical Control (TACON) of the ship transfers from the Navy to the LEDET upon a decision to intercept a Vessel of Interest (VOI). Pursuant to the PCA, Navy personnel may not perform active, direct law enforcement functions, but may assist LEDET personnel indirectly by:

- Transporting the boarding party to the VOI
- Providing force protection of boarding party
- Acting as interpreter
- Supplying welding/cutting equipment/assistance on board the VOI
- Recording the sequence of events

- Recovering contraband jettisoned from the VOI
- Effecting damage control to keep the seized VOI afloat
- Refueling/towing/escorting the seized VOI
- Feeding/billeting/maintaining the individuals apprehended on the VOI

**A.2.2.2 Military Purpose Doctrine, 10 USC § 375, DoDD 5525.5, *U.S. v. Chon,* 210 F.3d 990 (2000)**

One of the exceptions mentioned in DoDD 5525.5 is the "Military Purpose Doctrine." Although this exception on its face does not have a direct Constitutional or Act of Congress basis, federal courts have validated the exception by recognizing that it is embedded in DoDD 5525.5 and that this directive was required by Congress in Section 375 of the Military Support to Civil Law Enforcement Act of 1981.

This provision must be used with caution. It does not include action taken with the primary purpose of directly and actively aiding civilian law enforcement officials that is prohibited by the PCA. As long as the DoD unit is performing a legitimate military or foreign affairs function, then any law enforcement benefit to civil law enforcement authorities will be considered "incidental" and would not be a violation of the PCA.

For example, in 1959 the Girl Scouts asked the Army to provide generators and communications equipment to support their Girl Scout Round-Up outside of Colorado Springs, Colorado. The Army agreed, but also wanted to send a platoon of Military Police (MPs) to protect this military equipment by conducting patrols inside and along the perimeter of the Round-Up. Would these security patrols be a violation of the PCA? No, because the primary purpose for the MPs and the patrols would be to protect military property, a legitimate military purpose. Consequently, any benefit to the local civil law enforcement authorities, such as the patrols serving as a deterrent to any criminal activity, would be "incidental" and thus permissible.

There are Department of Justice (DOJ) legal opinions that, in effect, provide that the President may expand the "Military Purpose

Doctrine" to a "Federal Purpose Doctrine" under his inherent authority. The President may use DoD forces, when necessary, to protect any federal property, missions, functions, and personnel, to include the safeguarding of foreign embassies in the United States and its diplomatic personnel as a foreign affairs function of the United States.

### A.2.2.3 Civil Disturbance Operations

***Insurrection Statutes*** (formerly the Enforcement of the Laws to Restore Public Order Act, which formerly was the Insurrection Statutes), Title 10 USC §§ 331-334, Title 10 USC §12406, Title 50 USC §§ 205-226, Articles I, II, and IV of the Constitution, DoDD 3025.12

Insurrection Statutes has returned to its original form by replacing the short-lived Enforcement of the Laws to Restore Public Order Act of 2006. The President may use the militia (National Guard in a Title 10 status) or the Armed Forces to enforce the law under what is known as the Insurrection Statutes. On 6 October 2006, Section 333 of the Insurrection Statutes was amended by Section 1076 of the John Warner National Defense Authorization Act for FY 2007 and the statutes were given a new title: "Enforcement of the Laws to Restore Public Order." However, on 28 January 2008, the President signed the National Defense Authorization Act for FY 2008 which repealed all of the changes made to the Insurrection Statutes in 2006. Consequently, the Insurrection Statutes is today as it was before the 6 October 2006 changes.

The Insurrection Statutes (Title 10 USC §§ 331-335) allow the President to use federal forces, to include the National Guard in federal service, to perform law enforcement functions to restore law and order in a state under three circumstances:

> **§ 331** If the civil disturbance is against state authority, the state legislature or, if not in session, the state governor, must request assistance from the President.

**§ 332** If the civil disturbance is against U.S. authority, the President may act unilaterally without a request from state or local authorities.

**§ 333** The President may deploy the Armed Forces unilaterally to restore public order when the domestic violence is to such a degree that it hinders the execution of federal or state laws that protect individual civil rights and state and local authorities are either incapable or unwilling to protect these civil rights, or it hinders the execution of any federal law or impedes the course of justice under federal law.

In all three situations, under Section 334, the President must first issue a "disperse and retire peaceably" proclamation ordering the insurgents or those obstructing the enforcement of the laws to stop their unlawful behavior within a certain time limit. If the insurrection or domestic violence continues beyond the specified limit, the President may then direct the SecDef to deploy federal forces to support the Attorney General of the United States and the DOJ to restore law and order. The Attorney General may designate a Senior Civilian Representative of the Attorney General (SCRAG) to coordinate the efforts of all federal agencies. The SCRAG has the authority to assign missions to DoD forces.

If DoD forces are deployed under the Insurrection Statutes, they would be in support of the Attorney General and the DOJ or the SCRAG. According to the National Response Framework, the Attorney General may also appoint a Senior Federal Law Enforcement Officer (SFLEO) to coordinate all federal law enforcement activities. In the event of a terrorist incident, the SFLEO will be a senior Federal Bureau of Investigation (FBI) official.

President Bush was the last President to exercise this authority, and he did so twice: in the aftermath of Hurricane Hugo in the Virgin Islands on 20 September 1989, and for the Los Angeles riots on 1 May 1992. In both cases President Bush told "all persons engaged in such acts of violence and disorder to cease and desist there from and to disperse and retire peaceably forthwith." When they did not, on the same day, he issued an Executive Order to the SecDef to

support the Attorney General in restoring public law and order in the Virgin Islands and Los Angeles, respectively.

### A.2.2.4 Other Statutory PCA Exceptions

- ***Presidential Protection Assistance Act of 1976***, Notes to 18 USC § 3056,DoDD 3025.13, Director of the Secret Service (non-reimbursable basis)
  This statute is the only one that specifies that any assistance provided by DoD to the Secret Service will be on a non-reimbursable basis. DoD forces will protect their Commander-in-Chief for free.
- ***Support to Counterdrug Activities to Other Governmental Agencies***, Section 1004 of the National Defense Authorization Act (NDAA) for FY 1991 (thru 2011)
  This is the statutory authority that permits law enforcement-type activities by Joint Task Force North. This authority is for a specific period of time, and Section 1021 of the NDAA FY07 extended the authority thru 2011. Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 3710.01B implements this authority.
- ***Defense Against Weapons of Mass Destruction Act***, 50 USC §§ 2301-2369 (Attorney General)
- ***Enforcement of the Fisheries Conservation and Management Act*** within the fishery conservation zone of the United States, 16 USC §§ 1801-1883 (Secretary of Commerce)
- ***Assistance with Crimes against Congressional, Cabinet, and Supreme Court Members***, 18 USC § 351 (Director, FBI)
- ***Detail of Members of the Armed Forces to the Department of Transportation***, 49 USC § 324 (Secretary of Transportation)
- ***Detail of Members of the Armed Forces to the Department of Homeland Security***, Homeland Security Act of 2002, Section 875 (Secretary of Homeland Security)
- ***Detail of Soldiers for Protection of National Parks***, 16 USC §§ 23, 78, and 593 (Secretary of the Interior)
- ***Removal of Persons Unlawfully on an Indian Reservation***, 25 USC § 180 (President)

- ***Protection of Foreign Officials, Official Guests, and Internationally Protected Persons***, 18 USC §§ 112 and 1116 (Attorney General)
- ***Organic Act of Guam***, 48 USC § 1422 (Governor of Guam), Organic Act of the Virgin Islands, 48 USC §1591 (Governor of Virgin Islands)
  The Governor of Guam or the Virgin Islands may request law enforcement assistance from the senior military commander on Guam/Virgin Islands in the event of a disaster, invasion, insurrection, or rebellion to suppress lawless violence. The senior military commander, at his discretion, may respond in a manner not disruptive or inconsistent with his federal responsibilities. Timely notification through the chain-of-command to the Secretary of the Navy (SECNAV) is required by SECNAV Instruction (SECNAVINST) 5820.7B.

### A.3 Consequences for Violation of the Posse Comitatus Act

Conviction of violation of the PCA may result in a fine up to $250,000 (Federal Sentencing Guidelines in Title 18 USC) and confinement for up to two years.

There may also be a criminal prosecution consequence for a violation. Any evidence obtained by DoD personnel while assisting civil law enforcement authorities in violation of the PCA may be inadmissible in a subsequent criminal trial. In DSCA operations, DoD personnel should not perform law enforcement functions, such as security patrols to prevent looting, because their illegal actions may place a successful prosecution of the looters in jeopardy.

In addition, there may be a civil liability consequence. In DSCA operations, DoD personnel should not *knowingly* perform law enforcement functions in violation of the PCA, because the United States Attorney General may not certify them as being “within the scope of employment” under the Federal Tort Claims Act for any injuries, death, or damages they may cause. Thus, they may subject themselves to possible personal liability.

## A.4 Immediate Response Authority

Paragraph 4.g of draft DoDD 3025.dd states that:

> *…military commanders, heads of DoD Components, and/or responsible DoD officials may provide an immediate response by employing the 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 within the United States.*

To exercise Immediate Response Authority (IRA):

1. Immediate action is required and time does not permit obtaining approval from a higher headquarters that has approval authority (which means SecDef or in some limited cases, the geographical Combatant Commander).
2. There must be a request for assistance from some civil authority, be it 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 that can be provided is to save lives, prevent human suffering, or mitigate great property damage. No law enforcement activities are authorized.
4. There is a rule-of-thumb time limit of 72 hours for immediate response operations. The 72 hours corresponds with the time limit for the response phase (focus is on life-sustaining functions) of a DSCA operation. After 72 hours, the response is generally no longer considered immediate and falls into the category of restoration/recovery.

The CJCS Standing DSCA EXORD, 14 August 09, requires coordination with the geographical Combatant Commander after 72 hours of employment. The intent of this coordination is to either develop an exit strategy or seek SecDef approval for continued assistance.

5. At the same time forces are deployed, notification of the NMCC thru the chain-of-command is required. ***The CJCS Standing DSCA EXORD also requires notification to the geographical Combatant Commander.*** For Army units, this notification must be done "within two hours" per a 5 July 2005 Department of the Army (DA) 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 Secretary of Defense Paul Wolfowitz dated 25 April 2005, "SUBJECT: Reporting 'Immediate Response' Requests from Civil Authorities."
6. It is preferred that the response be provided on a cost-reimbursement basis, but reimbursement is not mandatory.
7. United States Northern Command (USNORTHCOM) DSCA Concept Plan (CONPLAN) 3501 indicates USNORTHCOM has the option to request Operational Control (OPCON) of units providing immediate response, which requires SecDef approval. If approved, such forces would continue to provide relief, presumably under a Mission Assignment (MA) from the Federal Emergency Management Agency (FEMA). In doing so, these units would then be operating under secretarial authority rather than IRA. The USNORTHCOM CONPLAN 3501 also seems to imply geographical limits for immediate response, i.e. the responding commander/DoD official is "in the vicinity of the incident."
8. IRA should not be exercised by any commander or DoD official after the President has issued a Stafford Act declaration for the same event.

When time does not permit seeking guidance from higher headquarters, United States Army Reserve (USAR) commanders may approve voluntary USAR participation during "imminent serious conditions" in a non-drill, non-pay status. Commanders should ensure state and local assets, including the State National Guard, are either fully

committed or the required assistance is beyond their capability, including the ability to respond quickly. Support must end when state and local resources have been marshaled and arrived on the scene.

IRA applies to the National Guard in Title 10 and Title 32 status. For State Active Duty National Guardsmen, check with each individual State National Guard for guidance.

DoD personnel may provide immediate response to the following:

- Rescue, evacuation, and emergency medical treatment of casualties, maintenance or restoration of emergency medical capabilities, and safeguarding the public health
- Emergency restoration of essential public services (including firefighting, water, communications, transportation, power, and fuel)
- Emergency clearance of debris, rubble, and explosive ordnance from public facilities and other areas to permit rescue or movement of people and restoration of essential services
- Assistance in recovery, identification, registration, and disposal of the dead in coordination with the local medical examiner/ coroner
- Monitoring and decontaminating radiological, chemical, and biological effects; controlling contaminated areas; and reporting through national warning and hazard control systems
- Roadway movement control and planning

Roadway movement control may be performed to get IRA forces to the scene in order to address the “imminent serious conditions.” Although this is a law enforcement activity, this type of traffic control serves a military purpose, which is an exception to the PCA.

- Safeguarding, collecting, and distributing food, essential supplies, and materiel on the basis of critical priorities
- Damage assessment

Aerial reconnaissance, even by intelligence collection assets, may be conducted not only for damage assessment, but also for situational awareness, evacuation monitoring, search and rescue, Chemical, Biological, Radiological, Nuclear, or high-yield Explosives (CBRNE) assessment, hydrographic survey, and dynamic ground coordination.

- Interim emergency communications
- Facilitating reestablishment of civil government functions

**NOTES**

## ANNEX B: STANDING RULES FOR THE USE OF FORCE

Standing Rules for the Use of Force (SRUF) support a variety of missions, including all Defense Support of Civil Authorities (DSCA) and land homeland defense operations. These rules have been approved by the Secretary of Defense (SecDef) and are found in Enclosures L and N to Chairman of the Joint Chiefs of Staff (CJCS) Instruction (CJCSI) 3121.01B, 13 June 2005.

There is a difference between Standing Rules of Engagement (SROE) and SRUF. Do not confuse the two. SROE is based on International Law and the Law of War and provides guidance on how to engage the enemy in combat situations outside United States territory. SRUF is based on United States Constitutional and domestic law and provides guidance to Department of Defense (DoD) forces on the use of force against civilians on United States territory.

The SRUF cancel the Rules for the Use of Force (RUF) in Garden Plot. Garden Plot (the DoD Civil Disturbance Plan) has also been superseded in the United States Northern Command (USNORTHCOM) Area of Responsibility (AOR) by USNORTHCOM Concept Plan (CONPLAN) 3502. The SRUF also cancel the RUF in Enclosure 2 to DoD Directive (DoDD) 5210.56, “Use of Deadly Force by DoD and Contract Law Enforcement Personnel on DoD Installations.”

Title 10 commanders at every level have the responsibility to teach and train their personnel on the SRUF. SRUF cards are left to each command to develop and issue based on the SRUF contained in Enclosures L and N of CJCSI 3121.01B.

There may also be a difference between the SRUF and the RUF for each state’s National Guard forces. Depending on the state, the State RUF may be more or less restrictive than the SRUF.

Pursuant to the 2009 CJCS Standing DSCA Execution Order (EXORD), commanders must ensure their personnel are briefed on the SRUF and issued an SRUF card ***prior to*** deploying from home station for a DSCA mission. Thus, the SRUF brief and SRUF card should not be part of the Joint Reception, Staging, Onward movement and Integration (JRSOI) process at the Base Support Installation (BSI) in the Joint Operations Area (JOA). Additionally, National Guard commanders in a Title 32 or State Active Duty (SAD) status must also ensure that their personnel are briefed on applicable State RUF and issued a State RUF card prior to deploying from home station for a DSCA mission.

Tables B-1 and B-2 show SecDef-approved SRUF. Table B-1 presents a "template" version of SRUF developed by Army North (ARNORTH) and approved by Army Judge Advocate General (JAG) School for commands to follow. Table B-2 is a suggested card on a commander's responsibilities under SRUF. Table B-3 is an example State RUF card for National Guard personnel in a SAD or Title 32 status.

**Table B-1. Title 10 SRUF Card Template**

| SRUF Card Template (Title 10 Forces) |
|---|
| **RULE 1: UNIT SELF-DEFENSE – A COMMANDER always has the inherent right and obligation to exercise unit self-defense in response to a hostile act or demonstrated hostile intent.**<br>**RULE 2: INDIVIDUAL SELF-DEFENSE – A SERVICE MEMBER may exercise individual self-defense in response to a hostile act or demonstrated hostile intent.**<br>**Rule 2.1: LIMIT ON SELF-DEFENSE – A COMMANDER may limit individual self-defense by members of his unit.**<br>**RULE 3: DE-ESCALATION – When time and circumstances permit, a SERVICE MEMBER will give a threatening force warning and an opportunity to withdraw or stop the threatening actions before using force.**<br>**Rule 3.1: AVOID CONFRONTATION – Avoid confrontation with individuals who pose no threat to the unit, to non-DoD persons in the vicinity, or property secured by DoD forces.**<br>**Rule 3.2: NOTIFY CLEA – Increase self-defense posture and notify civilian law** |

**enforcement authorities (CLEA) or security agency personnel as soon as practical, if confrontation appears likely, civilians are acting in a suspicious manner, or immediately after a confrontation.**

**RULE 4: LIMITATIONS ON THE USE OF FORCE – A SERVICE MEMBER 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.**

**Rule 4.1: REASONABLE – Any use of force must be reasonable in intensity, duration, and magnitude to counter the threat based on all the circumstances.**

**Rule 4.2: SAFETY – Exercise due regard for the safety of innocent bystanders when using any type of force.**

**Rule 4.3: WARNING SHOTS – Warning shots are NOT authorized.**

**RULE 5: USE OF NON-DEADLY FORCE – A SERVICE MEMBER may use non-deadly force to stop a threat when it is reasonable:**

- **to control a situation and accomplish the mission,**
- **to provide protection for himself and other DoD personnel,**
- **to defend non-DoD persons in the vicinity, but only IF directly related to the assigned mission, or**
- **to defend designated protected property.**

**RULE 6: USE OF DEADLY FORCE IN SELF-DEFENSE, DEFENSE OF OTHERS, AND DEFENSE OF PROPERTY – A SERVICE MEMBER 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:**

- **to protect DoD forces when a commander reasonably believes a person poses an imminent threat of death or serious bodily harm,**
- **to protect yourself and other DoD forces from the imminent threat of death or serious bodily harm,**
- **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,**
- **to prevent the actual theft or sabotage of assets vital to national security or inherently dangerous property, and**
- **to prevent the sabotage of a national critical infrastructure.**

**Rule 6.1: USE OF DEADLY FORCE NOT AUTHORIZED – Deadly force is not authorized to disperse a crowd, stop looting, enforce a curfew, or protect non-designated property.**

**RULE 7: USE OF DEADLY FORCE AGAINST A SERIOUS OFFENSE – A SERVICE MEMBER may use deadly force, but only IF it is directly related to the assigned mission AND it reasonably appears necessary:**

- **to prevent a serious crime against any person that involves imminent threat of death of serious bodily harm,**
- **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,

- to arrest or apprehend a person who, there is probable cause to believe, has committed a serious offense that involved imminent threat of death or serious bodily harm or sabotage of designated protected property.

**RULE 8: USE OF DEADLY FORCE AGAINST A VEHICULAR THREAT – A SERVICE MEMBER may fire his weapon at a moving land or water vehicle when he reasonably believes 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.**

**RULE 9 INSPECTION OF PERSONNEL ENTERING AND EXITING AREA – A SERVICE MEMBER 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.**

**Rule 9.1 DENIED ACCESS – An individual or property that does not meet the command security requirements for entry may be denied access inside a DoD perimeter or secured area.**

**RULE 10: TEMPORARY DETENTION OF THREATENING PERSONNEL – A SERVICE MEMBER may temporarily detain an individual:**

- **who has gained unauthorized access inside perimeters or other secured areas, who refuses to depart such an area after being denied access,**
- **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.**

**Rule 10.1: SEARCH – Detained individuals, vehicles, and property may be searched as a force protection measure.**

**Rule 10.2: RELEASED TO CLEA – Detained individuals and any secured property will be released to CLEA at the earliest opportunity consistent with mission accomplishment.**

**RULE 11: PURSUIT AND RECOVERY OF STOLEN PROPERTY – A SERVICE MEMBER may pursue and recover stolen assets vital to national security or inherently dangerous property if:**

- **CLEA or security forces are not reasonably available to recover them, and**
- **Commander, USNORTHCOM, has pre-authorized the pursue and recovery mission, and the pursuit is immediate, continuous, and uninterrupted.**

**Rule 11.1: CONTACT CLEA – DoD forces will notify CLEA as soon as practicable to inform them of the theft/pursuit.**

**RULE 12: REPORT VIOLATIONS OF THE SRUF – A SERVICE MEMBER 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.**

There are clear SRUF requirements in CJCSI 3121.01B that only commanders can satisfy. The following is an example of a commander's SRUF card.

**Table B-2. Commander's SRUF Responsibilities**

| Commander's SRUF Responsibilities (Title 10 Forces) |
|---|
| **RULE 1: TEACH AND TRAIN – A commander must teach, train and implement the SRUF to his soldiers.**<br>**RULE 2: UNIT SELF-DEFENSE – A commander retains the inherent right and obligation of unit self-defense and defense of other DoD forces in the vicinity in response to a hostile act or demonstrated hostile intent.**<br>**RULE 3: INDIVIDUAL SELF-DEFENSE – A commander may limit the right of individual self-defense.**<br>**RULE 4: COORDINATE SRUF – A commander will coordinate the SRUF with civilian law enforcement authorities (CLEA) or security forces when operating in conjunction with them to ensure a common understanding. Any RUF issues that cannot be resolved will be forwarded to the SECDEF thru the chain-of-command and CJCS.**<br>**RULE 5: IMMINENT THREAT –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 he determines such a threat is imminent, deadly force is authorized to stop the threat.**<br>**RULE 6: INHERENTLY DANGEROUS PROPERTY – 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.**<br>**RULE 7: PURSUE AND RECOVER – 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 USNORTHCOM. Any pursuit must be immediate, continuous, and uninterrupted.**<br>**RULE 8: MISSION-SPECIFIC RUF – A commander may request SECDEF-approval of mission-specific or supplemental RUF based on mission requirements thru the chain-of-command and CJCS. A commander of a unit detailed to another federal agency will ensure his unit is operating under a common mission-specific RUF approved by the SECDEF and the federal agency.**<br>**RULE 9: IMPOSED RESTRICTIONS – A commander may impose restrictions to the SECDEF-approved SRUF or mission-specific RUF, but must notify SECDEF thru the chain-of-command and CJCS of imposing the restrictions as soon as practicable.** |

**RULE 10: INVESTIGATING VIOLATIONS – A commander will immediately report any suspected violation of or non-compliance with the SRUF thru the chain-of-command to CDRUSNORTHCOM, attn: SJA, investigate any suspected violation or non-compliance and preserve all evidence.**

The separate 54 states and territories promulgate separate RUF. The template in Table B-3 is provided as a planning aid for deploying forces. Commanders in a Title 32 or SAD status must ensure that 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.

The National Guard RUF were developed to support domestic operations and are constrained or limited by federal, state, and local laws. There are no preexisting, overall, stand-alone rules for the use of force for domestic disaster relief. Staff officers and military leaders need to understand the legal, policy, and practical limitations for use. The RUF example in the table below is now being used by most states during all-hazard events but still must be reviewed and updated by each individual state's Judge Advocates (JAs).

**Table B-3. Title 32 and SAD National Guard RUF Template**

| Title 32 and SAD National Guard RUF Card Template |
|---|
| **RULE 1: MINIMUM FORCE:** Military personnel will use only the minimum force required to accomplish the mission.<br>**RULE 2: SELF-DEFENSE: Nothing in these Rules for Use of Force (RUF) shall limit a commander's inherent duty to safeguard his/her 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. An individual's right of self defense may be limited by a commander.**<br>**RULE 3: DEADLY FORCE:** Deadly force refers to physical force that 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:<br>a. All other means have been exhausted, are not appropriate, or are not reasonably available, including but not limited to restraining, detaining, and subduing.<br>b. 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:***

a. 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.

b. Prevention of crime that involves a substantial risk of death or very serious bodily harm, including the defense of others (e.g., arson, sniping, and assault).

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

**RULE 4: ARMING ORDERS (AOs):** 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.

**Arming Order Considerations:**

a. In appropriate circumstances, local commanders may authorize deployment of troops without weapons.

b. 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.

c. AO-4 and AO-5 may be selected when forces are fired upon. Selected marksmen will be directed to return aimed fire.

**ARMING ORDER MATRIX**

| 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.

**RULE 5: WEAPON LIMITATIONS:**

a. Automatic firing is not authorized at any time.

b. Personnel who are armed must be trained, qualified, and tested on the type of weapon issued, in accordance with (IAW) current qualification standards.

c. 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.

d. There will be no deployment of automatic weapons (e.g., M60, squad automatic weapons), shotguns, riot batons, or riot control agents, except upon expressed order of The Adjutant General (TAG).

e. Rounds will be chambered only on order of the commander/senior officer/senior non-commissioned officer (NCO) present.

f. Only ball ammunition will be issued. Armor piercing rounds will not be issued. Blank ammunition will not be issued or fired.

**RULE 6: AIRCRAFT AND VEHICLE OPERATIONS:**

a. Firing weapons from aircraft is not authorized.

b. Firing weapons from moving vehicles is not authorized unless exigent circumstances exist, i.e., self defense/defense of others in a life threatening situation.

National Guard Forces are always under the command of National Guard Officers or NCOs; we may take mission parameters and goals from civilian authorities, but we never give up command and control of our forces.

**RULE 7: CHANGES TO RUF:** These Rules for the Use of Force (RUF) shall not be changed except upon order of TAG or his designee.

**ACCEPTABLE MISSIONS**

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

- ***Man traffic control points***
- ***Provide point/area security***
- ***Provide security and escort for emergency personnel/equipment***
- ***Show of force***
- ***Transportation of local law enforcement personnel***
- ***Disperse crowds***
- ***Provide quick reaction/reserve force***
- ***Provide VIP protection/escort***
- ***Joint patrol***
- ***Other missions mutually agreed upon with civil authority***

**UNACCEPTABLE MISSIONS**

***Examples of unacceptable missions are:***

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

**SPECIAL ORDERS FOR CIVIL DISTURBANCE OPERATIONS:**

1. Always present a neat military appearance and conduct yourself in a manner that will be a credit to your unit, the National Guard, and the State.
2. Civilian police make arrests, but you 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.
3. Avoid causing damage to private property unless reasonably necessary to perform your assignment.
4. Adhere to the arming orders issued by your chain-of-command.
5. Be courteous to civilians to the maximum extent possible under existing conditions.
6. Be respectful to civilians, including those in your custody. Provide or arrange to deliver prompt medical attention to persons who are in reasonable need.
7. Do not discuss the operation with others or otherwise violate operational security.
8. Allow properly identified reporters, radio and television personnel to move freely throughout your area unless they interfere with your mission or create a substantial risk of harm to yourself or others. Do not discuss your mission with members of the media in the absence of a public affairs officer or your commander.

**NOTES**

## ANNEX C: INDIVIDUAL EQUIPMENT MATRIX

| | Suggested Individual Equipment | Wildfre | Hurricane | Earthquake | Flood | Winter Storm |
|---|---|---|---|---|---|---|
| | Utility uniform (minimum of 2 sets and 4 maximum) | X | X | X | X | X |
| | Combat Boots, Leather (2 pair) (no nylon ) | X | X | X | X | X |
| | Ear plugs w/case | X | X | X | X | X |
| | Flashlight | X | X | X | X | X |
| | Case, First Aid | X | X | X | X | X |
| | Pin-on name tags | X | | | | |
| | Pin-on rank | X | | | | |
| | Gortex-like jacket and pants | X | X | X | X | X |
| | Boot socks (4 pair) | X | X | X | X | X |
| | Rucksack (without frame) | X | X | X | X | X |
| | Foot Powder | X | X | X | X | X |
| | Poncho | X | X | X | X | X |
| | Chapstick | X | X | X | X | X |
| | Sunscreen | X | X | X | X | X |

| | Suggested Individual Equipment | Wildfre | Hurricane | Earthquake | Flood | Winter Storm |
|---|---|---|---|---|---|---|
| | Insect repellent | X | X | X | X | |
| | Medicinal Items | X | X | X | X | X |
| | Camelbak or 1-quart canteens w/covers (2 each) | X | X | X | X | X |
| | Field Jacket (with liner) | X | X | X | X | X |
| | Sleeping bag - optional | X | X | X | X | X |
| | Sleeping pad - optional | X | X | X | X | X |
| | Wet weather gear | X | X | X | X | X |
| | Work gloves/winter gloves (with liner) (2 pairs) | X | X | X | X | X |
| | Watch cap | X | X | X | X | X |
| | Wool scarf | | | | | X |
| | Balaclava (head and facemask) | | | | | X |
| | Laundry bags (2 each) | X | X | X | X | X |
| | Cold weather underwear (polypropylene) (2 pair) | | X | X | X | X |
| | Extreme Cold Weather Clothing System | | | | | X |
| | Intermediate or extreme cold weather boots | | | | | X |

| | Suggested Individual Equipment | Wildfre | Hurricane | Earthquake | Flood | Winter Storm |
|---|---|---|---|---|---|---|
| Personal Protective Equipment (PPE) | | | | | | |
| | Fire resistant shirts* (2 each) | X | | | | |
| | Fire resistant pants * (2 each) | X | | | | |
| | Fire shelter with carrying case (1 each) | X | | | | |
| | Hard Hat (1 each) | X | X | X | X | X |
| | Safety glasses (1 each) | X | X | X | X | X |
| | Headlamp with batteries (1 each) | X | | | | |
| | Gloves (1 pair) | X | X | X | X | X |
| | Flat file and handle (for tool sharpening) | X | | | | |
| | Firefighter web gear/day pack # (1 each) | X | | | | |
| | Boots (1 pair) provided by the incident | X | | | | |
| | Coast Guard Approved Lifejacket | | X | | X | |
| | Helmet, Kevlar ** | X | X | X | X | X |

* Exchanges for wrong sizes will occur at the incident.
** Not all services require helmets. Many incidents may not be appropriate for their use because it may give the wrong impression to the public. Use commander's discretion.
\# Limited availability. Determination is made at time of order.

**NOTES**

# ANNEX D: MISSION ASSIGNMENT REVIEW CRITERIA

## D.1 Defense Support of Civil Authorities (DSCA) Review Criteria

All Department of Defense (DoD) approval authorities, regardless of command level, should apply the following six criteria when evaluating a request for DoD assistance from civil authorities. DoD policy does not prioritize the criteria.

***Legality:*** What is the legal authority that permits or prohibits the assistance requested by civil authorities? If generally prohibited, are there any exceptions? Can the restriction be waived by an appropriate authority?

***Lethality:*** Is there any potential for the use of lethal force by or against DoD forces? If yes, has the Secretary of Defense (SecDef) approved the carrying of weapons? If yes, has the Combatant Commander issued an arming level policy? Will the Standing Rules for the Use of Force (SRUF) be sufficient or does a commander need to submit supplemental Rules for the Use of Force (RUF) to the SecDef for his approval?

***Cost:*** How much will the assistance cost? Who is going to pay or reimburse DoD (not a show-stopper for Immediate Response Authority, but may be at the SecDef level)?

***Risk:*** What are the potential health (communicable disease, chemical/biological agents) and safety (weather, terrain, environmental) risks to DoD forces? Can they be mitigated?

***Appropriateness:*** Who normally performs and is best suited to satisfy the request? Have the normal “first responders” been engaged? Can and should the support be provided by commercial enterprise? Is it appropriate to spend DoD dollars on this request under 31 USC §1301? Is DoD the best option?

***Readiness:*** Will the assistance have an adverse impact on the unit’s deployment/training/readiness/primary mission? Can a carefully tailored response provide the needed assistance and at the same time maintain unit readiness?

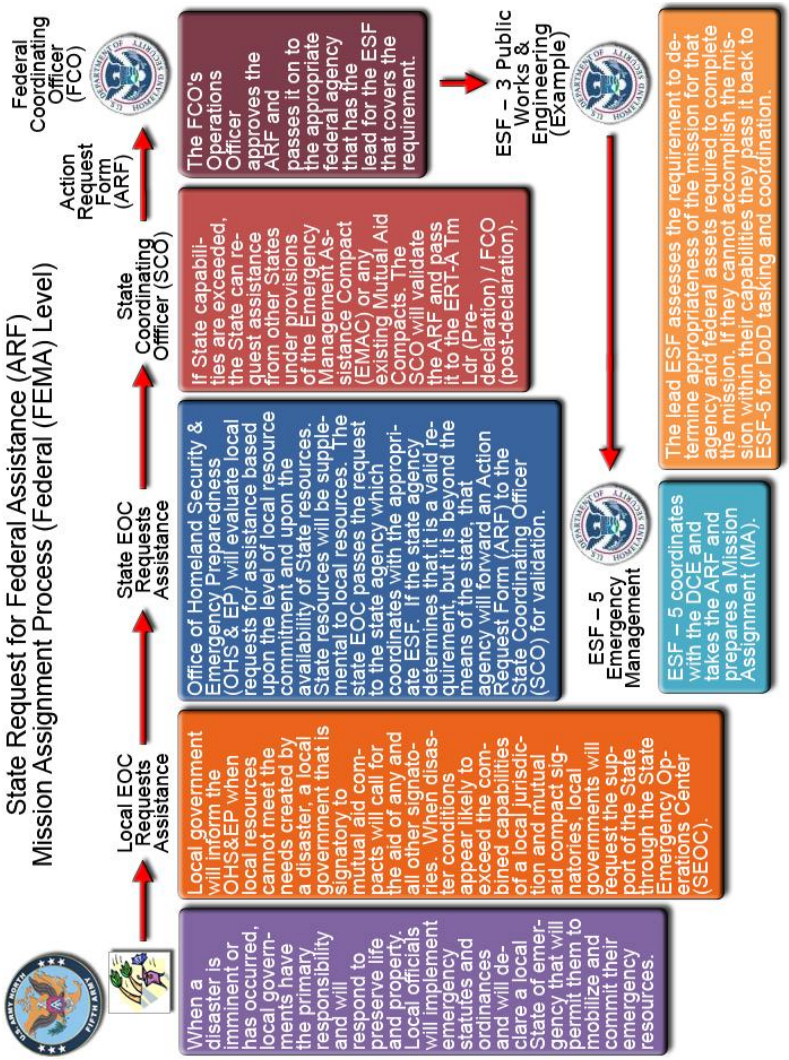
The mnemonic CARRLL, shown in Figure D-1, is used by the DoD DSCA course and is an easy way to remember the criteria. Though in the mnemonic the criteria are not in order as listed in DoD Directive (DoDD) 3025.15, the numbers in parentheses in the figure indicate their order in the directive, with "Legality" first.

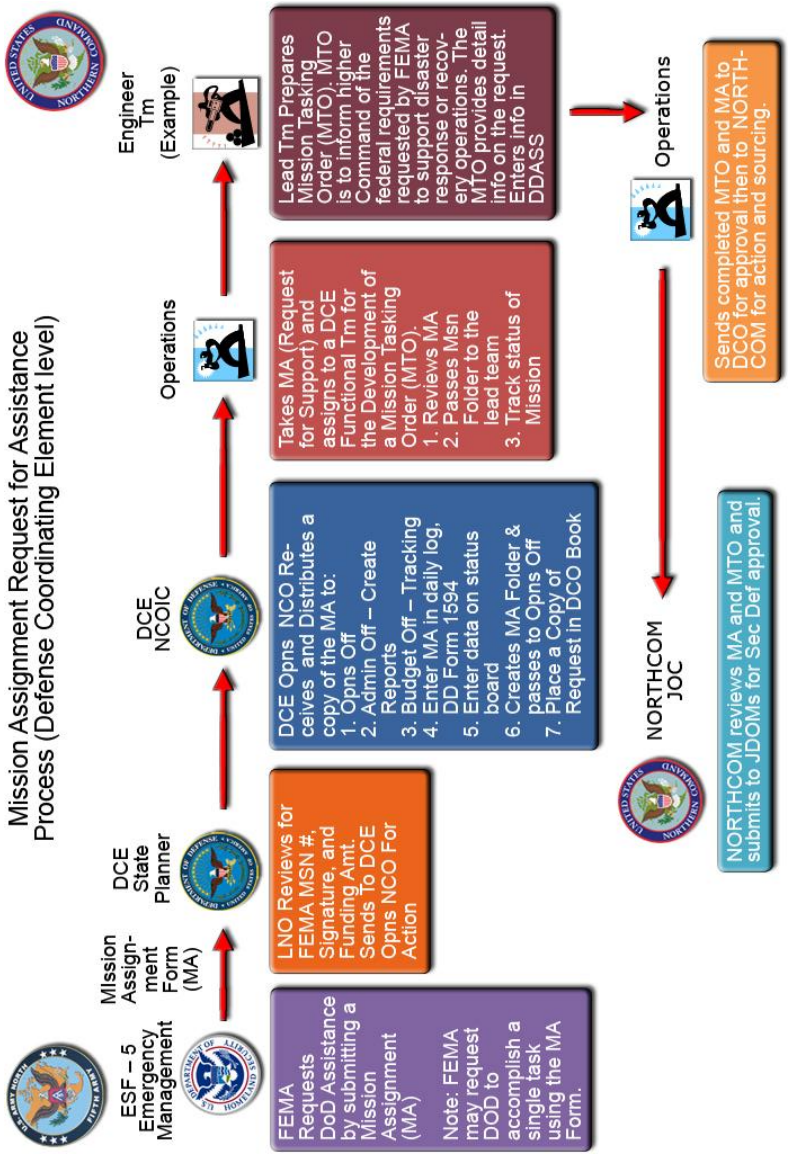
| Review Criteria (DoDD 3025.15, 18 February 1997) (CARRLL) |
|---|
| **C**ost (4) |
| **A**ppropriateness (5) |
| **R**isk (3) |
| **R**eadiness 6 |
| **L**egality (1) |
| **L**ethality (2) |

**Figure D-1. DSCA Mission Assignment (MA) Review Criteria**

## ANNEX E: REQUEST FOR ASSISTANCE/ MISSION ASSIGNMENT PROCESS

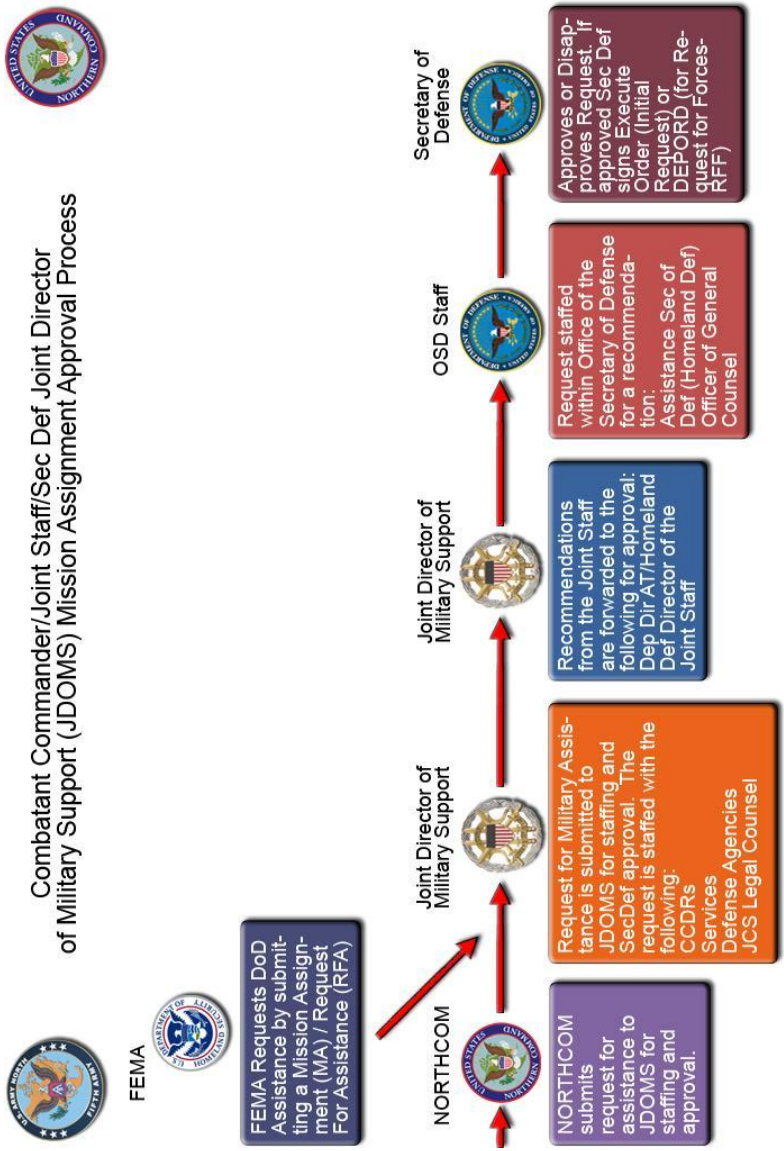
### E.1 United States Northern Command





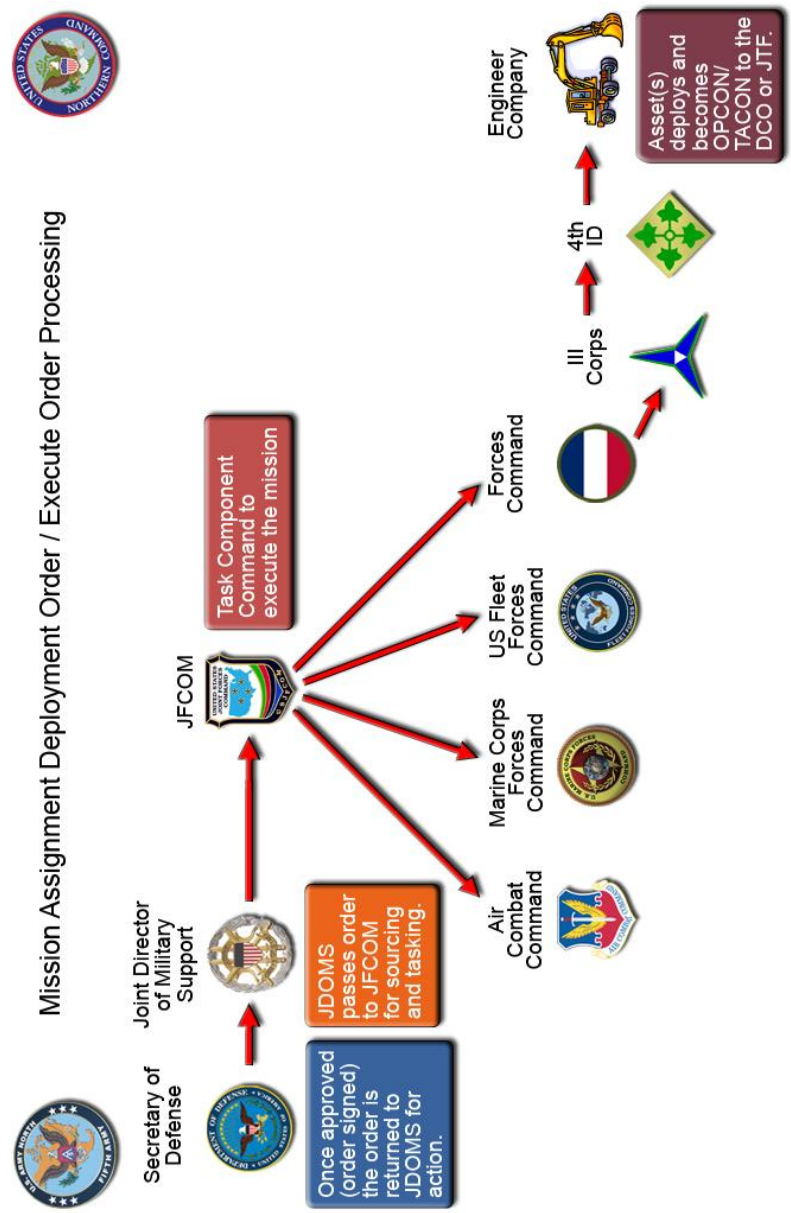



Request for Assistance/Mission Assignment Process






Request for Assistance/Mission Assignment Process


Mission Assignment Deployment Order / Execute Order Processing
Secretary of Defense
Joint Director of Military Support
Once approved (order signed) the order is returned to JDOMS for action.
JDOMS passes order to JFCOM for sourcing and tasking.
JFCOM
Task Component Command to execute the mission
Air Combat Command
Marine Corps Forces Command
US Fleet Forces Command
Forces Command
III Corps
4th ID
Engineer Company
Asset(s) deploys and becomes OPCON/ TACON to the DCO or JTF.

## E.2 United States Pacific Command

**NOTES**

# ANNEX F: PRE-SCRIPTED MISSION ASSIGNMENTS AND RESOURCE TYPING

## F.1 Pre-scripted Mission Assignments

The Federal Emergency Management Agency (FEMA) uses Mission Assignments (MAs) to request assistance from the Department of Defense (DoD), to task other federal agencies, and to provide reimbursement for direct assistance during emergencies and disasters. In recent years, FEMA has expanded the MA process to include Pre-Scripted Mission Assignments (PSMAs). PSMAs facilitate a more rapid response by standardizing the process of developing MAs. They specify type of assistance required (personnel and equipment), statement of work, and provide projected cost.

PSMAs are not pre-approved MAs.

OFFICE OF ASSISTANT SECRETARY OF DEFENSE
2600 DEFENSE PENTAGON
WASHINGTON, D.C. 20301-2600

HOMELAND DEFENSE
& AMERICAS' SECURITY AFFAIRS

SEP 11 2009

Mr. William Carwile
Assistant Administrator for Disaster Operations
Federal Emergency Management Agency
500 C Street S.W.
Washington, D.C. 20472

Dear Mr. Carwile:

Thank you for the opportunity to review the Federal Emergency Management Agency's Pre-scripted Mission Assignments (PSMAs) for the Department of Defense. The Department of Defense agrees to the language in the attached 24 PSMAs. In response to a disaster, all requests for Department of Defense assistance will be evaluated on a case-by-case basis and are subject to the approval of the Secretary of Defense.

We recommend that the Emergency Support Function Leaders Group (ESFLG) be the interagency focal point for managing current and future PSMAs. Our ESFLG representative is Colonel David Dockery, (703) 697-5415.

Sincerely,

Theresa M. Whelan
Deputy Assistant Secretary of Defense
Homeland Defense Domains and
Defense Support of Civil Authorities

In response to a disaster, all requests for DoD assistance are evaluated on a case-by-case basis and are subject to the approval of the Secretary of Defense. The most recent DoD PSMAs were approved on 11 September 2009. These 24 PSMAs are listed in Table F-1.

**Table F-1. Summary of Approved DoD PSMAs for 2009**

| Department of Defense PSMAs for 2009 | |
|---|---|
| **Regional And National Activation** | 1. Activate DoD |
| **ESF #1 – Transportation** | 2. Rotary Wing Lift (Medium)<br>3. Rotary Wing Lift (Heavy)<br>4. Tactical (Ground) Transportation Support<br>5. Strategic Transportation Support<br>6. Air Component Coordination Element (ACCE)<br>7. Airborne C2 – Emergency Management Support<br>8. Airspace Control (Ground) |
| **ESF #2 Communications** | 9. Communications Support to First Responders<br>10. 25 User Communications Package (Fixed Site Teams)<br>11. 75 User Communications Package |
| **ESF #3 – Public Works And Engineering** | 12. Emergency Route Clearance |
| **ESF #5 – Emergency Management** | 13. Aerial Imagery<br>14. Full Motion Video Capability |
| **ESF #6 – Mass Care** | 15. Temporary Housing Sites (Revised) |
| **ESF #7 – Resource Support** | 16. Incident Support Base (ISB)<br>17. Federal Teams Staging Facility (FTSF)<br>18. Fuel Distribution Points – Ground Vehicle |

| | |
|---|---|
| **ESF #8 – Public Health And Medical Service** | 19. Rotary Wing Medical Patient Evacuation<br>20. Temporary Medical Treatment Facilities<br>21. Theater Patient Movement Capability (NDMS Activation)<br>22. Mortuary Affairs Assistance |
| **ESF #9 –Search and Rescue** | 23. Rotary Wing Lift (Medium) for SAR |
| **ESF #15 – External Affairs** | 24. Public Affairs Broadcast Transmission Support |

## F.2 Resource Typing

*First responders may request resources by Type*. Resource typing is categorization by capability of resources requested, deployed, and used in incidents. Assigning a Type 1 level to a resource implies that it has a greater level of capability than a Type 2 of the same resource. Resource typing is a key component of the National Incident Management System (NIMS) and therefore should be understood by commanders and their staffs. Resource typing is based on:

- ***Category***—the function for which a resource would be most useful, e.g., communications, transportation, firefighting, etc.
- ***Kind*** –broad classes that characterize like resources, such as teams, personnel, equipment, supplies, vehicles, aircraft, etc.
- ***Components***—the elements that make up a resource (e.g., an ambulance with two medics)
- ***Measures***—standards that identify capability (e.g., the number of patients a disaster medical assistance team can care for per day)

Resource management disciplines:

- Emergency medical services
- Fire services and hazardous materials response
- Incident management
- Law enforcement (in operation)
- Medical/public health (in operation)
- Public works
- Search and rescue
- Veterinary/animal control (in operation)

| Resource: Air Search Team (Rotary-Wing) | | | | |
|---|---|---|---|---|
| Category: Search & Rescue | | | | Kind: Aircraft |
| Minimum Capabilities (Component) | Minimum Capabilities (Metric) | Type I | Type II | Type III |
| Vehicle | Fixed-Wing Aircraft | CH-47 | UH-60 | UH-1 |
| | Capacity | 2 pilots, 1 crew chief and 1 flight engineer. 31 passengers with cargo. Can carry up to 26,000lbs externally. Aircraft has a range of 230 nmi. | pilot, co-pilot and crew chief. Can carry up to 11 passengers with cargo. Can carry up to 9,000lbs of external loads. Aircraft has a range of 315 nmi. | 2 pilots and 2 crew. Can carry up to 12 passengers with cargo. Aircraft has a range of 172 nmi. |
| Equipment | Flight Suit | Appropriate level of PPE | Appropriate level of PPE | Appropriate level of PPE |
| | Communications | Standard FAA FM Radio; VHF Radios; | Standard FAA FM Radio; VHF Radios | Standard FAA FM Radio; VHF Radios |
| | Video/Electronic imagery | Capable of flying back still imagery | Capable of flying back still imagery | Capable of flying back still imagery |
| Aircrews | Training & Rating | Pilot- Military instrument or higher certificate and complete unit certification program. Observer- Complete unit certification program. | Pilot- Military instrument or higher certificate and complete unit certification program. Observer- Complete unit certification program. | Pilot- Military instrument or higher certificate and complete unit certification program. Observer- Complete unit certification program. |
| | Crew Availability | Aircrew(s) available for extended operations. | Aircrew(s) available for extended operations. | Aircrew(s) available for extended operations. |
| Management Support | Overhead Incident Management | Unit level flight release; no incident management capabilities. | Unit level flight release; no incident management capabilities. | Unit level flight release; no incident management capabilities. |

**Figure F-1. Example of FEMA Typing for Army Aircraft**

## ANNEX G: COMMAND MESSAGES AND STRAIGHT TALK MESSAGES

*The following Command Messages and Straight Talk Messages can be used as examples when creating public statements or releases in response to events.*

**ACCIDENT**
We are currently conducting an investigation to reveal the causes and ways to prevent such occurrences in the future. It is extremely important to us to fully understand what has happened. Any speculation at this point without having all the details could affect the outcome of the investigation.

**ALCOHOL USE**
The use of alcohol is one of personal choice. Drinking habits that adversely affect the member's behavior, duty performance, or physical and mental health are of official concern. Commanders and supervisors will respond to unacceptable behavior or duty performance related to alcohol abuse with appropriate actions.

**BOMB THREAT**
Our people are our most valuable resource. We take every threat seriously. We are increasing our security to protect our people, as well as our assets.

**CASUALTIES**
We regret this unfortunate incident and we wish to express our sincerest condolences. Even within this operational environment, the safety and security of personnel involved with this mission, directly or indirectly, is always a top priority.

**COMMUNITY RELATIONS**
We are committed to building positive relationships with the communities surrounding this installation. Our military families are a major part of each community and have a vested interest in its

welfare. We take every opportunity to show we are good neighbors and will continue to be a positive force in those communities.

**DEMONSTRATIONS**
We respect the right of all people to protest. Our mission is to protect and defend the Constitution of the United States and that inherently means to protect the right to free speech. Our hope is that, should individuals invoke their right to demonstrate, that they do so peacefully and safely.

**DISCRIMINATION**
The fair, equitable, and non-discriminatory treatment of members of the unit fosters increased morale, productivity, unit cohesion, combat readiness and effectiveness of the unit. Unlawful discrimination is contrary to good order and discipline and is counterproductive to combat readiness and mission accomplishment; therefore, it will not be tolerated.

**DRUG USE**
Drug use is illegal! Improper use of drugs can damage physical health, impair judgment, cause psychological injury, and jeopardize the personal safety of others. A confirmed drug abuser will be dealt with expeditiously.

**ENVIRONMENTAL**
As a military institution serving the community, we have a responsibility to protect and preserve this environment. Our goals are to preserve, restore, and conserve the valuable resource of this land. Through professional training and environmental awareness programs, we have learned how to protect and enhance the environment while fully supporting military missions.

**EMBEDDED MEDIA**
We are operating in a challenging environment which poses risk to personal safety. We acknowledge their bravery in participating in this operation with the knowledge that their lives are at risk.

**EMPLOYER SUPPORT**
As the Army and Air National Guard perform a larger share of national defense missions, it is our goal to find the right rotational structure for each mission. Predictability allows us to optimize peacetime participation of our Guardsmen who must balance military duties with full-time civilian employment. Employer Support of the Guard and Reserve program is the bond, or glue, that holds together Employer, Employee and the National Guard unit. Without the steadfast support of the Employers, our overall manpower would suffer tremendously.

**FAMILY SUPPORT**
Our Airmen and their families are important to us. We strive to provide immediate support to families who are in need. Some personnel experience financial hardship when deployed for long periods. The Soldiers' and Sailors' Civil Relief Act provides Service members some protections in meeting financial obligations if there is disruption to their economic situation because of extended deployments.

**FOOD POISONING**
Soldiers, Sailors, Airmen, and Marines are our most important resource. We are concerned about their health and welfare, and we take considerable measures to ensure that food is prepared in a clean and sterile environment. We are currently conducting an investigation to reveal the cause of the sudden illness. It is extremely important for us to understand what has happened.

**FUEL OR HAZARDOUS SPILL**
As a military institution serving the community, we have a responsibility to protect and preserve our environment. We want to be good neighbors and are committed to cleaning up any material as a result of our operations.

**HOMELAND DEFENSE**
Homeland Security is ***a*** mission, not ***the*** mission. We have a proud heritage of answering the call and assisting our communities. Our

first priority must be to remain as the primary first-line ready-reserve force for defending America.

**HOMOSEXUAL CONDUCT POLICY**
We support the DoD policy on this issue. We believe that the worth of the individual member is paramount. Commanders must ensure all members of the Active Duty, Reserves and National Guard are treated with dignity and respect.

**HUMAN REMAINS**
We express our deepest sympathies to the families and friends. Our thoughts and prayers are with them. We are a close-knit family and when a tragedy like this occurs, every member of the unit shares the loss. We are providing the very best care in honoring those personnel who lost their lives in service to their country.

**HUMANITARIAN MISSIONS**
We are proud to be participating in this humanitarian mission. The chance to help alleviate suffering and save lives is extremely important. We're pleased to be involved in _____. Our people are well equipped and trained for these types of situations. Because of that, when called upon, we have the capabilities to deliver assistance to areas that need it.

**INVESTIGATION**
We are currently conducting an investigation to reveal the causes and ways to prevent such occurrences in the future. It is extremely important to us to fully understand what has happened. Any speculation at this point without having all the details could affect the outcome of the investigation.

**JUSTICE**
We are committed to the pursuit of justice. We set high standards for our people and we will not tolerate those who fall short of those standards. While the final decision has not yet been made, we are confident all the facts will be considered and evaluated in an impartial manner. The results will be fair and just. Each and every

person is entitled to a fair trial by a jury of his/her peers. Any comment at this point could jeopardize a fair and impartial trial.

**MEDICAL CARE**
Our people are our most important resource and we care about their health. We have some of the best, highly trained medical professionals in the world and we strive to provide the best medical treatment to our injured.

**MISSION**
We assembled the force we believed we needed to accomplish the mission. Our force is tailored to handle any contingency. Our personnel are the cornerstone of our military and the most vital part of any mission. They are well equipped, well trained and superbly led. Our military personnel have trained hard for missions such as this. They know the dangers involved and are prepared to face them.

**PEOPLE**
Our people are our most valuable resource. It is our responsibility to take the necessary actions to protect our people, as well as our assets. Our people are responsible for the success of this mission. We have the best and most highly trained people in the world.

**PROTESTORS**
We respect the right of organizations to protest and the United States has always been and continues to be committed to defending lawful freedom of speech and expression. It is our hope that these individuals, who have invoked their right to demonstrate, will do so peacefully and safely.

**SAFETY**
Safety is critical. No one is more concerned with our people than we are. We achieve safety through professional training conducted in a quality environment. We are proud of our safety record and will continue to strive for an accident-free environment during a time of increased operational tempo.

**SEARCH AND RESCUE**
We want to assure the families that the U.S. Government is expending all necessary resources during this search and rescue effort.

**SEXUAL HARASSMENT**
All personnel are entitled to serve in an environment free from sexual harassment. Sexual harassment is a form of gender discrimination and will not be tolerated. Allegations of sexual harassment will be given prompt attention and resolved as expeditiously as possible.

**SYMPATHY (CONDOLENCE MESSAGES)**
Today we lost a member of our family. We share in the sorrow felt by his/her loved ones, and we must not forget the valuable contribution he made to his country and the impact he has left on our organization.

We express our deepest sympathies to the families and friends of the airmen who lost their lives in service to their country. Our thoughts and prayers are with them, and we are providing every comfort and assistance that we can to them.

**TRAINING**
Our forces conduct training in a quality environment and maintain the highest levels of proficiency and readiness.

## ANNEX H: STATE TAGs AND NATIONAL GUARD POCs

### Table H-1. National Guard POCs by State

| State | Position | DSN | Commercial |
|---|---|---|---|
| AK | DOMS | 317-384-4229 | 907-428-6229 |
| AK | JOC | 317-384-4365 | 907-428-6365/7335 |
| AK | TAG | 317-384-4007 | 907-428-6007 |
| | | | |
| AL | DOMS | 363-7207 | 334-271-7207 |
| AL | JOC | 363-7753 | 334-213-7753 |
| AL | TAG | 363-7200 | 334-271-7200 |
| | | | |
| AR | DOMS | 962-5475 | 501-212-5475 |
| AR | JOC | 962-5471 | 501-212-5471 |
| AR | TAG | 962-5001 | 501-212-5001 |
| | | | |
| AZ | JOC | 853-2583 | 602-267-2583/2428/2562 |
| AZ | TAG | 853-2710 | 602-267-2710 |
| | | | |
| CA | JOC | 466-3440 | 916-854-3440 |
| CA | TAG | 466-3500 | 916-854-3500 |
| | | | |
| CO | JOC | 250-1290 | 720-250-1290/1911 |
| CO | TAG | 250-1500 | 720-250-1500 |
| | | | |
| CT | DOMS(POMSO) | 636-7837 | 860-524-4824 |
| CT | TAG | 636 7953 | 860 524-4953 |
| DC | JOC | 325-9708 | 202-685-9708 |
| | | | |

| State | Position | DSN | Commercial |
|---|---|---|---|
| DE | JOC | 440-7835/7002 | 302 326-7002 |
| DE | TAG | 440-7001 | 302-326-7001 |
| | | | |
| FL | JDOMS | 822-0430 | 904-823-0430 |
| FL | JOC | 822-0459 | 904-823-0459 |
| FL | TAG | 822-0101 | 904-823-0101 |
| | | | |
| GA | DOMS | 753-3968 | 678-569-3968 |
| GA | JOC | 753-3911 | 678-569-3911 |
| GA | TAG | 338-6001 | 678-569-6001 |
| | | | |
| GU | DOMS/J3 | N/A | 671-735-0433 |
| GU | JOC | 315-344-2323 | 671-734-4082 |
| GU | TAG | N/A | 671-735-0406 |
| | | | |
| HI | DOMS/J3 | N/A | 808-733-4263 |
| HI | JOC | | 808-733-4263 |
| HI | TAG | | 808-733-4246 |
| | | | |
| IA | DOMS | 431-4541 | 515-252-4541 |
| IA | JOC | 431-4710 | 515-252-4710/11 |
| IA | TAG | 431-4211 | 515-252-4211 |
| | | | |
| ID | JOC | 272-5755 | 208-272-5755/4151 |
| ID | TAG | 422-5242 | 208-422-5242 |
| | | | |
| IL | JOC | 555-3941/3945 | 217-761-3941/3945 |
| IL | TAG | 555-3500 | 217-761-3500 |

| State | Position | DSN | Commercial |
|---|---|---|---|
| | | | |
| IN | DOMS | 312-369-2204 | 317-247-3204 |
| IN | JOC | 312-369-2320 | 317-247-3320 |
| IN | TAG | 312-369-2559 | 317-247-3559 |
| | | | |
| KS | JOC | 720-8117/8126 | 785-274-1117/1126/1821 |
| KS | TAG | 720-8001 | 785-274-1001 |
| | | | |
| KY | DOMS | 667-1580 | 502-607-1580 |
| KY | JOC | 667-1636/6803 | 502-607-1636 |
| KY | TAG | 667-1558 | 502-607-1558 |
| | | | |
| LA | JOC | 435-5262 | 318 290-5262 |
| LA | TAG | 435-5600 | 318 641-3858 |
| | | | |
| MA | DOMS | 256-6802 | 508-233-6802 |
| MA | JOC | 256-7213 | 508-233-7213 |
| MA | TAG | 256-6552 | 508-233-6552 |
| | | | |
| MD | DOMS | | 410-702-9063 |
| MD | JOC | 496-9000 | 410-702-9000 |
| MD | TAG | 496-6097 | 410-576-6097 |
| | | | |
| ME | DOMS | 626 4551 | 207-626-4551 |
| ME | JOC | 626 4429 | 207-626-4429 |
| ME | TAG | 626-4205 | 207-626-4271 |
| MI | DOMS (POMSO) | 623-5619 | 517-483-5619 |

| State | Position | DSN | Commercial |
|---|---|---|---|
| MI | JOC | 623-8031/8032 | 517-481-8031 |
| MI | TAG | 623-8083 | 517-481-8083 |
| | | | |
| MN | JOC | 825-8860/8861 | 651-268-8860/8861 |
| MN | TAG | 825-8924 | 651-268-8924 |
| | | | |
| MO | DOMS | 555-9599 | 573-638-9599 |
| MO | TAG | 555-9710 | 573-638-9710 |
| | | | |
| MS | DOMS | 293-6313 | 601-313-6313 |
| MS | JOC | 312-293-6193 | 601-313-6193 |
| MS | TAG | 293-6232 | 601-313-6232 |
| | | | |
| MT | JDOMS | 324-3166 | 406-324-3166 |
| MT | JOC | 324-3000 | 406-324-3000 |
| MT | TAG | 324-3010 | 406-324-3010 |
| | | | |
| NC | DOMS | 582-9118 | 919-664-6118 |
| NC | JOC | 582-9531 | 919-664-6531 |
| NC | TAG | 582-9101 | 919-664-6101 |
| | | | |
| ND | J3-DOMS | 373-2174 | 701-333-2174 |
| ND | JOC | 373-2906 | 701-333-2906 |
| ND | TAG | 373-2001 | 701-333-2001 |
| | | | |
| NE | DOMS(POMSO) | 279-7395 | 402 309-7395 |
| NE | JOC | 279-7400 | 402-309-7400 |
| NE | TAG | 279-7099 | 402-309-7099 |

| State | Position | DSN | Commercial |
|---|---|---|---|
| | | | |
| NH | JOC | 684-9555 | 603-227-1555 |
| NH | TAG | 684-9200 | 603-225-1200 |
| | | | |
| NJ | JOC | 445-9010 | 609-530-7010 |
| NJ | TAG | 445-7957 | 609-530-6957 |
| | | | |
| NM | JOC | 867-9770 | 505-474-2770/2771 |
| NM | TAG | 867-8210 | 505-474-1210 |
| | | | |
| NV | JOC | 530-7890 | 775-887-7200 |
| NV | TAG | 530-7302 | 775- 887-7302 |
| | | | |
| NY | DOMS | 489-6110 | 518-786-6110 |
| NY | JOC | 489-6104 | 518-786-6104 |
| NY | TAG | 489-4502 | 518-786-4502 |
| | | | |
| OH | DOMS | 346-7424 | 614-336-7424 |
| OH | JOC | 346-7551 | 614-734-7551 |
| OH | TAG | 346-7070 | 614-336-7070 |
| | | | |
| OK | DOMS | 628-5587 | 405-228-5587 |
| OK | JOC | 628-5061 | 405-228-5061 |
| OK | TAG | 628-5201 | 405-228-5201 |
| | | | |
| OR | JOC | 355-2800 | 503-584-2800 |
| OR | JOC | 355-2800 | 503-584-2800 |
| OR | TAG/ DJS | 355-3991 | 503-584-3991 |
| | | | |

| State | Position | DSN | Commercial |
|---|---|---|---|
| PA | JOC | 491-8932 | 717-861-8932 |
| PA | TAG | 491-8500 | 717-861-8500 |
| | | | |
| PR | JOC | | 787-723-7700/11 |
| PR | TAG | | 787-289-1631 |
| | | | |
| RI | DOMS | 247-4123 | 401-275-4123<br>401-247-4123 |
| RI | JOC | 247-4139 | 401-275-4139 |
| RI | TAG | 247-4102 | 401-275-4102 |
| | | | |
| SC | JOC | 583-4045/6 | 803-806-4045/6 |
| SC | TAG | 583-4217 | 803-806-4217 |
| | | | |
| SD | DOMS | 747-6772 | 605-737-6722 |
| SD | JOC | 747-6032 | 605-737-6032 |
| SD | TAG | 747-6702 | 605-737-6702 |
| | | | |
| TN | DOMS | | 615-313-0750 |
| TN | JOC | 683-7590 | 615-313-7590/7593 |
| TN | TAG | 683-3001 | 615-313-3001 |
| | | | |
| TX | JOC | 954-5544 | 512-782-5544 |
| TX | TAG | 954-5006 | 512-782-5006 |
| | | | |
| UT | JOC | 766-4400 | 801-432-4400 |
| UT | TAG | 766-4402 | 801- 432-4402 |
| | | | |

| State | Position | DSN | Commercial |
|---|---|---|---|
| VA | JOC | 441-8650 | 434-292-8650/8656 |
| VA | TAG | | 804-371-2526 |
| | | | |
| VI | DOMS | 727-7771 | 340-712-7771 |
| VI | JOC | 727-7788 | 340-712-7780/88/89 |
| VI | TAG | 727-7710 | 340-712-7710 |
| | | | |
| VT | DOMS | 636-3342 | 802-338-3342 |
| VT | JOC | 636-3050 | 802-338-3050 |
| VT | TAG | 636-3124 | 802-338-3124 |
| | | | |
| WA | JOC | 323-8130 | 253-512-8130/8131 |
| WA | TAG | 323-8201 | 253-512-8201 |
| | | | |
| WI | JOC | 745-8400 | 608-245-8400 |
| WI | TAG | 724-3003 | 608-242-3003 |
| | | | |
| WV | JOC | 623-6444 | 304-561-6496/44/55 |
| WV | TAG | 623-6316 | 304-561-6316 |
| | | | |
| WY | DOMS | 388-5288 | 307-772-5288 |
| WY | JOC | 388-5112 | 307-772-5112 |
| WY | TAG | 388-5234 | 307-772-5234 |

**NOTES**

## ANNEX I: DCO CONTACT INFORMATION

### Table I-1. Defense Coordinating Officers (DCOs)

| Region | Location | Work Number | Cell Number |
|---|---|---|---|
| I | Boston MA | 617.956.7670 | 210.247.8968 |
| II | New York NY | 732.427.4241 | 210.475.2240 |
| III | Philadelphia PA | 215.931.5770 | 210.247.8961 |
| IV | Atlanta GA | 770.220.5514 | 210.872.8010 |
| V | Chicago IL | 312.408.5325 | 210.475.2228 |
| VI | Denton TX | 940.591.6421 | 210.247.8870 |
| VII | Kansas City MO | 816.926.7333 | 210.483.3487 |
| VIII | Denver CO | 303.236.0173 | 210.569.2541 |
| IX | Oakland CA | 510.627.7279 | 210.483.3496 |
| USPACOM | Camp W. H. Smith HI | 808.438.0040 | 808.551.1071 |
| COMNAVMAR | Guam | 671.339.5094 | 671.777.8540 |
| USARPAC | Fort Shafter HI | 808.228.9282 | 808.438.0002 |
| X | Seattle WA | 425.487.4790 | 210.557.3907 |

**NOTES**

# ANNEX J: REPORTS

Check-In/Check-Out, Incident Action Planning, Unity of Command, Personal Responsibility, Span of Control, and Resource Tracking are the principles of accountability. Resource-tracking and mobilization processes are directly linked. When resources arrive on scene, they must be formally checked in during the Joint Reception, Staging, Onward movement and Integration (JRSOI) process. This begins the on-scene check -in process and validates that resources have arrived. Notification is made through the appropriate channels.

This annex provides tools to assist in staff accountability functions: Joint Personnel Status and Casualty Report, Logistics Status Reporting, and Resource Tracking.

## J.1 Joint Personnel Status and Casualty Report

In the event of a disaster, reference Department of Defense Instruction (DODI) 3001.02, *Personnel Accountability in Conjunction With Natural or Manmade Disasters* and DODI 1300.18, *DoD Personnel Casualty Matters, Policies, and Procedures* for guidance.

The Disaster Personnel Accountability systems are as follows for Active Duty Military, National Guard, Reserve, Department of the Army/Navy Civilians, Non-Appropriated Funds (NAF) Employees, OCONUS Contractors and their family members:

- Air Force Personnel Accountability and Assessment System (AFPAAS) https://afpaas.af.mil
- Army Disaster Personnel Accountability and Assessment System (ADPAAS) https://adpaas.army.mil
- Navy Family Accountability and Assessment System (NFAAS) https://navyfamily.navy.mil

Currently there are no systems in place for the Marines and Coast Guard.

The Joint Personnel Status and Casualty Report (JPERSTAT) format and guidance is found in CJCSM 3150.13, *Joint Reporting Structure*

- *Personnel Manual.* An example JPERSTAT form is found on pages J-3 through J-5.

### J.2 Logistics Status Reporting

The Logistics Status (LOGSTAT) report is designed to provide the Commander a daily summary of both positive and negative logistics developments which could significantly affect the conduct or outcome of operations. Each Task Force and separate unit will submit a consolidated LOGSTAT. This report is submitted daily by unit A/N/S-4s to the Task Force (TF) A/N/S-4 for consolidation. The logistics support unit will submit request for resupply to the Base Supporting Installation, if available. LOGSTAT format is on pages J-6 through J-12.

### J.3 Resource Tracking

All costs (expended resources to include personnel hours) must be tracked in great detail to ensure that the Department of Defense is reimbursed for cost associated with the execution of approved Mission Assignments (MAs). Reimbursement of cost elements varies depending on who declared the emergency (President of Governor) and how it is resourced (Stafford or Economy Act). Regardless of these factors, all units at the tactical level should capture and track the following: Mission Assignments; Personnel(deployed in support of MA); Travel of Personnel; Transportation of Items(equipment and supplies); Service Contracts; Consumable Supplies; Equipment and Reimbursable Flying Hours; Reimbursable Steaming Days; Other Direct Costs. Data should be captured using a series of Excel spreadsheets containing the data elements listed, beginning on page J-13.

## US NORTHCOM JPERSTATS
## As Required by Joint Staff

References:
CJCSM 3150.13A JP - 1

DATE TIME GROUP (DTG) START 201800zMAY07 STOP: 201800zMAY07

### PART 1

**ALL U.S. MILITARY AND DOD CIVILIAN (includes non-DOD and contractors) PERSONNEL**

| UNIT (LOCATION) | ARMY | AIR FORCE | NAVY | MARINES | COAST GUARD | CIV DOD | CIV CTR | CIV OTHER | CIV TOTAL | TOTAL MIL | GRAND TOTAL | PRIOR TOTAL | DELTA |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| TOTAL: | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| CANADA | | | | | | | | | | | | | |
| FOR FUTURE USE | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| TOTAL CANADA: | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| MEXICO | | | | | | | | | | | | | |
| FOR FUTURE USE | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| TOTAL MEXICO: | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| US MIL TOTAL | 0 | 0 | 0 | 0 | 0 | | | | | 0 | 0 | | |
| CIV TOTAL | | | | | | 0 | 0 | 0 | 0 | | | | |
| GRAND TOTAL | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

**RESERVES FORCES ONLY (DOES NOT INCLUDE GUARD)**

| UNIT (LOCATION) | USAR | USAFR | USNR | USMCR | USCGR | | TOTAL MIL | PRIOR TOTAL | DELTA |
|---|---|---|---|---|---|---|---|---|---|
| | 0 | 0 | 0 | 0 | 0 | | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | | 0 | 0 | 0 |
| TOTAL: | 0 | 0 | 0 | 0 | 0 | | 0 | 0 | 0 |
| CANADA | | | | | | | | | |
| FOR FUTURE USE | 0 | 0 | 0 | 0 | 0 | | 0 | 0 | 0 |
| TOTAL CANADA: | 0 | 0 | 0 | 0 | 0 | | 0 | 0 | 0 |
| MEXICO | | | | | | | | | |
| NORTHCOM (Mexico City) | 0 | 0 | 0 | 0 | 0 | | 0 | 0 | 0 |
| TOTAL MEXICO: | 0 | 0 | 0 | 0 | 0 | | 0 | 0 | 0 |
| GRAND TOTAL | 0 | 0 | 0 | 0 | 0 | | 0 | 0 | 0 |

## TITLE 10 NATIONAL GUARD ONLY (DO NOT INCLUDE TITLE 32)

| UNIT (LOCATION) | ARNG | ANG | | TOTAL MIL | PRIOR TOTAL | DELTA |
|---|---|---|---|---|---|---|
| | 0 | 0 | [redacted] | 0 | 0 | 0 |
| | 0 | 0 | [redacted] | 0 | 0 | 0 |
| | 0 | 0 | [redacted] | 0 | 0 | 0 |
| | 0 | 0 | [redacted] | 0 | 0 | 0 |
| | 0 | 0 | [redacted] | 0 | 0 | 0 |
| | 0 | 0 | [redacted] | 0 | 0 | 0 |
| | 0 | 0 | [redacted] | 0 | 0 | 0 |
| | 0 | 0 | [redacted] | 0 | 0 | 0 |
| | 0 | 0 | [redacted] | 0 | 0 | 0 |
| TOTAL: | 0 | 0 | [redacted] | 0 | 0 | 0 |
| CANADA | | | [redacted] | | | |
| FOR FUTURE USE | 0 | 0 | [redacted] | 0 | 0 | 0 |
| TOTAL CANADA: | 0 | 0 | [redacted] | 0 | 0 | 0 |
| MEXICO | | | [redacted] | | | |
| NORTHCOM (Mexico City) | 0 | 0 | [redacted] | 0 | 0 | 0 |
| TOTAL MEXICO: | 0 | 0 | [redacted] | 0 | 0 | 0 |
| GRAND TOTAL | 0 | 0 | [redacted] | 0 | 0 | 0 |

## ALL FEMALE PERSONNEL (include females from all categories)

| UNIT (LOCATION) | ARMY | AIR FORCE | NAVY | MARINES | COAST GUARD | CIV DOD | CIV CTR | CIV OTHER | CIV TOTAL | TOTAL MIL | GRAND TOTAL | PRIOR TOTAL | DELTA |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| TOTAL: | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| CANADA | | | | | | | | | | | | | |
| Future Use | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| TOTAL CANADA: | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| MEXICO | | | | | | | | | | | | | |
| Future Use | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| TOTAL MEXICO: | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| US MIL TOTAL | 0 | 0 | 0 | 0 | 0 | | | | | 0 | | | |
| CIV TOTAL | | | | | | 0 | 0 | 0 | 0 | | | | |

References:
CJCSM 3150.13A JP - 1

DATE TIME GROUP (DTG) START 201800zMAY07 STOP: 201800zMAY07

## PART 1

| | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| GRAND TOTAL | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

## PART 2

CASUALTY DATA

| | KIA | WIA | CAPTRD | DUSTWUN | MIA | NON- HOSTILE DEATH | NON-HOSTILE INJURED | TOTAL | RTD (72 hrs) |
|---|---|---|---|---|---|---|---|---|---|
| USA (US Army) | | | | | | | | | |
| Active Component | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Reserve | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Guard | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| TOT MIL | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| USAF (US Air Force) | | | | | | | | | |
| Active Component | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Reserve | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Guard | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| TOT MIL | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| USN (US Navy) | | | | | | | | | |
| Active Component | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Reserve | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| TOT MIL | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| USMC (US Marine Corps) | | | | | | | | | |
| Active Component | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Reserve | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| TOT MIL | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| USCG (US Coast Guard) | | | | | | | | | |
| Active Component | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Reserve | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| TOT MIL | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| GRAND TOT MIL | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| CIVILIANS | | | | | | | | | |
| DOD CIV | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| DOD CIV FEM | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| OTHER CIV | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| DOD CTR | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| DOD CTR FEMALE | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| TOTAL CIV | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

## PART 3:

NARRATIVE COMMENTS / REMARKS

NARRATIVE COMMENTS / REMARKS:

| | |
|---|---|
| FROM: | TASK FORCE//LOCATION// |
| TO: | ARNORTH LOGISTICAL SUPPORT ELEMENT//LOCATION// |

ARNORTH LOGISTICAL SUPPORT ELEMENT WILL COURTESY COPY THE LOGSTAT TO THE OPERATIONAL COMMAND POST.

This report is submitted by unit S4s to the TF OPS SPO NLT 1700Z (1200L) with a report as of time of 2000Z (1500L).

OPERATION NAME:

SUBJECT: LOGISTICS STATUS REPORT (LOGSTAT) DTG:

WHEN SUBMITTED: Daily. Report will be as of 1200 Local, covering the previous 24 hour period. Reports are due NLT 1500 Local, following the "as of" time.

## Part 1: Commander's assessment

COMMANDER'S COMMENTS ARE MANDATORY. As a minimum, LOGSTAT Report will include the commander's overall assessment of command's logistics posture.

COMMENTS:

## PART II. Logistics Status (LOGSTAT) Report

### 1. CLASS I RATIONS

| DOS | 3 | (set DOS based on order) | | | | | |
|---|---|---|---|---|---|---|---|
| MRE | POPULATION SUPPORTED | BAL ON HAND (cases) | DOS Stockage Objective | DOS Stockage obj on hand | PROJECTED RECEIPT NEXT 48 HOURS (cases) | PROJECTED ISSUE NEXT 48 HOURS (cases) | REQUEST (cases) |
| Unit name here | 0 | 0 | 3 | | 0 | 0 | 0 |
| TOTAL: | 0 | 0 | | | 0 | 0 | 0 |

| DOS | 3 | (set DOS based on order) | | | | | |
|---|---|---|---|---|---|---|---|
| UGR | POPULATION SUPPORTED | BAL ON HAND (cases) | DOS Stockage Objective | DOS Stockage obj on hand | PROJECTED RECEIPT NEXT 48 HOURS (cases) | PROJECTED ISSUE NEXT 48 HOURS (cases) | REQUEST (cases) |
| Unit name here | 0 | 0 | 3 | | | | 0 |
| TOTAL: | 0 | 0 | | | 0 | 0 | 0 |

## 2. CLASS I WATER

ORGANIZATIONAL UNITS (Water)

CLIMATE CONSUMPTION DATA: Gal/per/day - Hot=3, Temp=1.5, Cold=2

| | DOS: 3 | | gal/per/day: 1.5 | | Liter per day: 6 | |
|---|---|---|---|---|---|---|
| UNIT | BOTTLE | POP SUPPORTED | ON HAND (gallons) | DOS STK OBJ (gallons) | DOS OBJ STOCK ON HAND (gallons) | DUE IN |
| | TOTAL: | 0 | 0 | 3 | #DIV/0! | |
| | | | | | #DIV/0! | 0 |

ORGANIZATIONAL UNITS (Water)

| | STORAGE CAPACITY | CAPACITY (gallons) | ON HAND (gallons) | DUE IN | REQ (gallons) |
|---|---|---|---|---|---|
| UNIT | | | | | 0 |
| | TOTAL: | 500 | 300 | 100 | 100 |

DIRECT SUPPLY UNITS (Water)

| | WATER PRODUCTION | GRID LOCATION | MAX daily production (GAL) | ON-HAND |
|---|---|---|---|---|
| UNIT | | | | |
| | TOTAL: | | 0 | 0 |

## 3. CLASS III PETROLEUM, OIL & LUBRICANTS

ORGANIZATIONAL UNITS (POL)

| JP8 | STORAGE CAPACITY | BAL ON HAND (gallons) | DUE IN | REQ |
|---|---|---|---|---|
| UNIT | | | | 0 |
| TOTAL: | 100 | 0 | 0 | 100 |

ORGANIZATIONAL UNITS (POL)

| MOGAS | STORAGE CAPACITY | BAL ON HAND (gallons) | DUE IN | REQ |
|---|---|---|---|---|
| UNIT | | | | 0 |
| TOTAL: | 100 | 0 | 0 | 100 |

ORGANIZATIONAL UNITS (POL)

| DIESEL | STORAGE CAPACITY | BAL ON HAND (gallons) | DUE IN | REQ |
|---|---|---|---|---|
| UNIT | | | | 0 |
| TOTAL: | 100 | 50 | 50 | 0 |

DIRECT SUPPORT SUPPLY UNITS (POL)

| JP8 | STORAGE CAPACITY | BAL ON HAND (gallons) | DUE IN | REQ |
|---|---|---|---|---|
| UNIT | | | | 0 |
| TOTAL: | 100 | 0 | 0 | 100 |

**4. CLASS IV CONSTRUCTION MATERIAL**

| UNIT | NOMENCLATURE | UI | NSN | QTY |
|---|---|---|---|---|
| | | | | |

**5. CLASS V AMMUNITION DATA (IF APPLICABLE)**

NOTE: Do not count CL V listed in these packages below in Ammunition Data. Do not mix Class IV and Class V items in the same CCL.

| UNIT | Type ammo | DODIC | CAPACITY | BALANCE ON HAND | DUE IN | REQUIREMENT |
|---|---|---|---|---|---|---|
| | | | | | | 0 |
| TOTAL: | | | 0 | 0 | 0 | 0 |

**6. CLASS VII MAJOR END ITEMS DATA**

See Major End Items spread sheet

**7. CRITICAL CLASS VIII (Medical Supplies)** Shortages. Request will be forwarded to the Medical Logistics company for resupply.

| UNIT | NOMENCLATURE | QUANTITY | DOCUMENT NUMBER | REMARKS |
|---|---|---|---|---|
| | | | | |
| | | | | |

**8. CLASS IX CRITICAL REPAIR PARTS DATA:** Identify critical class IX requirements.

| NOMENCLATURE | NSN | PART NUMBER | QTY | DATE ORDERED | SUPPORT LOCATION BSLG/FC/HOME STATION |
|---|---|---|---|---|---|
| | | | | | |

## 9. PERSONAL PROTECTIVE CLOTHING

| TACOM-SBC MANAGED ITEMS (ICP RIC of A12) | | | | | | | |
|---|---|---|---|---|---|---|---|
| NSN | U/I | NOMENCLATURE | # Auth Half Load | Half Load Order Qty | # Auth Full Load | Full Load Order Qty | TOTAL ORDER QTY |
| | | | | | | | |
| **DLA Managed Items** | | | | | | | |
| NSN | U/I | NOMENCLATURE | # Auth Half Load | Half Load Order Qty | # Auth Full Load | Full Load Order Qty | TOTAL ORDER QTY |

## 10. DECONTAMINATION

**Personnel Decontamination:**

| DECON UNIT | DECON LOCATION | DAILY CAPABILITY | Personnel DECONed DTG | Personnel DECONed DTG | Personnel DECONed DTG | Cumulative Processed | EVAC LOC |
|---|---|---|---|---|---|---|---|
| | | | | | | 0 | |
| TOTAL: | | | | | | 0 | |

**Vehicle Decontamination:**

| DECON UNIT | DECON LOCATION | DAILY CAPABILITY | Vehicles DECONed DTG | Vehicles DECONed DTG | Vehicles DECONed DTG | Cumulative Processed | EVAC LOC |
|---|---|---|---|---|---|---|---|
| | | | | | | 0 | |
| TOTAL: | | | | | | 0 | |

**11. MORTUARY AFFAIRS**

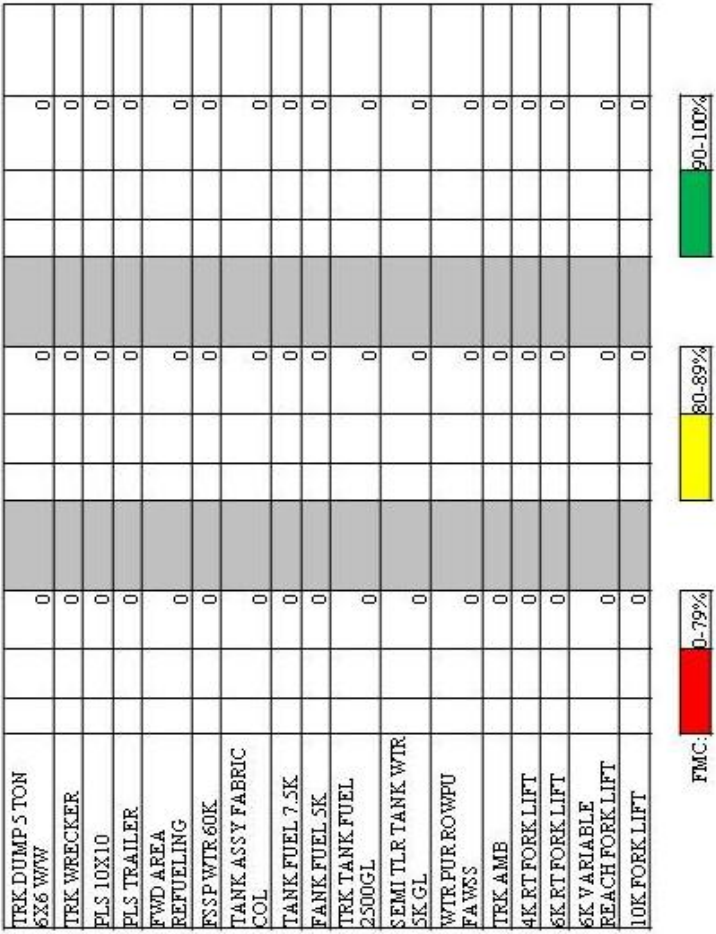
| MA UNIT | Field LOCATION | DAILY CAPABILITY | Processed DTG | Processed DTG | Processed DTG | Cumulative Total | EVAC LOC |
|---|---|---|---|---|---|---|---|
| | | | | | | 0 | |
| **TOTAL:** | | | | | | 0 | |

**12. LIST ITEMS REQUIRED BUT NOT IDENTIFIED IN THE OTHER CLASSES OF SUPPLY.**

| NOMENCLATURE | U/I | QTY | DTG order | SUPPORT LOCATION BSI/GPC/HOME STATION |
|---|---|---|---|---|
| 1330-00-111-1111 - Radio/communications systems | | | | |

**6. MAJOR END ITEMS DATA**

| | LOCATION | | | | LOCATION | | | | LOCATION | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| NOMENCLATURE | OH | FMC | NMC | | OH | FMC | NMC | | OH | FMC | NMC | %FMC |
| UH-1 | | | 0 | | | | 0 | | | | 0 | |
| UH-60 | | | 0 | | | | 0 | | | | 0 | |
| CH-46 | | | 0 | | | | 0 | | | | 0 | |
| CH-47 | | | 0 | | | | 0 | | | | 0 | |
| CH-53E | | | 0 | | | | 0 | | | | 0 | |
| AH1W | | | 0 | | | | 0 | | | | 0 | |
| MH60S | | | 0 | | | | 0 | | | | 0 | |
| SCOOPLOADER | | | 0 | | | | 0 | | | | 0 | |


TRK DUMP 5 TON 6X6 W/W
0
0
TRK WRECKER
0
0
PLS 10X10
0
0
PLS TRAILER
0
0
FWD AREA REFUELING
0
0
FSSP WTR 60K
0
0
TANK ASSY FABRIC COL
0
0
TANK FUEL 7.5K
0
0
FANK FUEL 5K
0
0
TRK TANK FUEL 2500GL
0
0
SEMI TLR TANK WTR 5K GL
0
0
WTR PUR ROWPU FAWSS
0
0
TRK AMB
0
0
4K RT FORK LIFT
0
0
6K RT FORK LIFT
0
0
6K VARIABLE REACH FORK LIFT
0
0
10K FORK LIFT
0
0
FMC:
0-79%
80-89%
90-100%

## RESOURCE TRACKING

**For All Costs Include:**
Information by MA#
Component
Activity/Unit
POC
Alternate POC

**Personnel (OCC 11xx)**
**Full Name**
Rate
Hours
Amount (Rate x Hours)
Dates Worked

**Travel of Persons (OCC 21xx)**
Full Name/Organization
Departure Date
Return Date
Total Cost
Travel Voucher Number
Temporary Duty Location
Activity Type (Base, MACOM, MAJCOM, etc.)

**Transportation of Things (OCC 22xx)**
Description
Ship Date
Origin
Destination
Mode of Transportation
Cost
CBL/GBL #

**Service Contracts (OCC 25xx)**
Vendor
Contract #

DOV
Description of Services
Period of Performance
Amount

**Consumables/Supplies (OCC 26xx)**
Indicate whether Intra-governmental or commercial purchase
Description
Unit of Issue
Unit cost
Quantity
Total Cost (Unit Cost * Quantity)
Date of Issue
Requisition #
Contract #

**Equipment (OCC 31xx)**
Vendor
Contract #
Description
Unit of Issue
Unit cost
Quantity
Total Cost (Unit Cost x Quantity)
Disposition Status

**Reimbursable Flying Hours**
Aircraft Type
Period Dates
Total # of Support Hours
Aviation Fuel Materials (26xx)
Depot Level Repairables (AVDLR) Equipment (31xx)
Consumables (AFM) Materials (26xx)
Total Flight Hour Cost (Aviation Fuel Materials + Depot Level Repairables + Consumables)
Destination
Purpose

**Reimbursable Steaming Days**
Vessel Type
Period Dates
Total # of Support Hours
Propulsion Fuel Materials (26xx)
Depot Level Repairables Equipment (31xx)
Consumables Materials (26xx)
Steaming Days Cost (Propulsion Fuel Materials + Depot Level Repairables Equipment + Consumables Materials)
Destination
Purpose

**Other (Specify OCC)**
Vendor
Description
Date of Service/Purchase
Unit Cost
Total Cost
Document/Reference #

**NOTES**

## ANNEX K: REFERENCES

The following documents were used in the development of, or are referenced in, this handbook and apply to Defense Support of Civil Authorities (DSCA) operations:

**Constitution / Executive Orders / Public Laws / Statutes**

United States Constitution.

6 United States Code (USC) §§ 101-596. Homeland Security Act of 2002.

10 USC §§ 371–381. Military Support to Civilian Law Enforcement Agencies.

10 USC §§ 331–334. Insurrection Act.

14 USC §1. Establishment of Coast Guard.

18 USC §831 (e). Prohibited Transactions involving Nuclear Materials.

18 USC § 1385. The Posse Comitatus Act.

31 USC § 1535. The Economy Act.

32 USC National Guard.

33 USC §701n. Emergency Response to Natural Disasters.

42 USC §§ 5121 et seq. Robert T. Stafford Disaster Relief and Emergency Assistance Act.

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## ANNEX L: USEFUL WEBSITES

The following websites provide a variety of information and resources related to Defense Support of Civil Authorities and associated Non-Governmental Agencies (NGOs). Additional websites for topic-specific information may be found at the end of some chapters.

**American Red Cross**

http://www.redcross.org/

**CALL (Center for Army Lessons Learned)**

http://usacac.army.mil/cac2/call/index.asp.

The CALL website contains unclassified information to assist in domestic emergencies.

**CDC (Centers for Disease Control)**

http://www.emergency.cdc.gov/disasters/

The CDC website has links to information on natural disasters and severe weather.

**Department of Defense (DoD)**

www.defense.gov

The official website of DoD serves as a starting point for finding U.S. military information online. It contains links to Office of the Secretary of Defense, Joint Staff and existing nested policies and authorities.

**Department of Homeland Security (DHS)**

www.llis.gov

This website contains lessons learned information sharing for all hazard events. A login and password is required.

**EMI (Emergency Management Institute) Training**

http://training.fema.gov/

The EMI website provides information on and links to courses that have been developed to enhance U.S. emergency management practices.

**Federal Emergency Management Agency (FEMA)**

http://www.fema.gov/about/index.shtm

This page of the FEMA website provides links to FEMA's statutory authority, including the Stafford Act, and strategic plans.

**FEMA Acronyms, Abbreviations, and Terms**

http://www.fema.gov/plan/prepare/faat.shtm

This site is the complete FEMA P-524 *Acronyms, Abbreviations, and Terms (FAAT).* The FAAT list is a handy reference for over 6,200 acronyms, abbreviations, and terms used within the federal government, emergency management, and first response communities. Obsolete items can be found at the end of this document and are included because they may still appear in publications and correspondence.

**HSPD-5**

http://www.dhs.gov/xabout/laws/gc_1214592333605.shtm

This site provides full text of Homeland Security Presidential Directive 5 (HSPD 5).

**Incident Command System (ICS) Resource Center**

http://training.fema.gov/EMIWeb/IS/ICSResource/index.htm

The ICS Resource Center gives links to reference documents, training-related materials and independent study courses, and printable versions of relevant materials, including ICS forms.

**ICS Forms**

http://training.fema.gov/EMIWeb/IS/ICSResource/Forms.htm

This page of the ICS Resource Center is the source for printable versions of ICS forms. Links offer both PDF and Word versions of most forms.

**Maps and Imagery Sites**

Geodata.gov (for maps)
http://gos2.geodata.gov

Google Earth for .mil (U.S. Army Corps of Engineers site)
https://gearportal.usace.army.mil/dotmil/Default.aspx

The National Map
http://nationalmap.gov/

U.S. Geological Survey (USGS) Homepage
http://www.usgs.gov/
USGS Aerial Photographs and Satellite Images
http://www.usgs.gov/pubprod/aerial.html

USGS Emergency Operations Page
http://hdds.usgs.gov/EO/

USGS Maps, Imagery, and Publications
http://www.usgs.gov/pubprod/maps.html

**National Guard Bureau Guard Knowledge Online**

Dashboard for Domestic Operations
https://gkoportal2.ngb.army.mil/opsdashboard/Pages/default.aspx

**National Incident Management System (NIMS) Resource Center**

http://www.fema.gov/emergency/nims/

The NIMS Resource Center provides clarification on NIMS and updates to specific elements of the NIMS document. It also contains links to supporting documents, resources, educational materials, and other useful tools and information.

**National Response Framework (NRF) Resource Center**

http://www.fema.gov/emergency/nrf/

The NRF Resource Center is an online repository of supporting documents, resources, educational materials, and other tools needed for response partners to understand and execute their roles under the Framework.

**Salvation Army**

http://www.salvationarmyusa.org/usn/www_usn_2.nsf

**United States Coast Guard (USCG) Incident Management Handbook**

http://homeport.uscg.mil/ics

The USCG has published an all-hazards/all-risk incident management handbook to assist in the practical application of NIMS ICS principles. The Coast Guard Incident Management Handbook and other Coast Guard incident management support information can be found at this website.

## ANNEX M: GLOSSARY/TERMS

**Area Command (Unified Area Command)** An organization established to oversee the management of (1) multiple incidents that are each being handled by an Incident Command System organization, or (2) large or multiple incidents to which several Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multijurisdictional. Area Command may be established at an Emergency Operations Center facility or at some location other than an Incident Command Post.

**Base Support Installation (BSI)** Normally a Department of Defense installation with an airfield and suitable support facilities. The BSI is the domestic equivalent to a theater base in other areas of responsibility. It may be the Aerial Port of Embarkation and may become the Joint Reception, Staging, Onward movement, and Integration (JRSOI) facility for joint forces. In addition to JRSOI, the BSI may also become a training facility and principal supporting base for federal relief efforts.

**Branch** The organizational level in the Incident Command System having functional or geographic responsibility for major parts of the Operations or Logistics functions. The Branch level is organizationally between Section and Division/Group in the Operations Section, and between Section and Units in the Logistics Section.

**Camp** A geographical site, within the general incident area, separate from the Incident Base, equipped and staffed to provide sleeping, food, water, and sanitary services to incident personnel.

**Chief** The Incident Command System title for individuals responsible for functional Sections.

**Command Staff** The Incident Command System command staff consists of the Public Information Officer, Safety Officer, and Liaison Officer. They report directly to the Incident Commander. They may have an Assistant or Assistants, as needed.

**Director** The Incident Command System title for individuals responsible for supervision of a Branch.

**Division** Divisions are used to divide an incident into geographical areas of operation. A Division is located within the Incident Command System organization between the Branch and the Task Force/Strike Team.

**Emergency Operations Center (EOC)** The physical location at which coordination of information and resources to support domestic incident management activities normally takes place. It may be a temporary facility or located in a more central or permanently established facility. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement) by jurisdiction (e.g., federal, state, regional, county, city, tribal), or some combination thereof.

**Emergency Operations Plan (EOP)** The plan that each jurisdiction has and maintains for responding to appropriate hazards.

**General Staff** A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief.

**Group** Established to divide the incident into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. Groups are located between Branches (when activated) and Resources in the Operations Section.

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| **Incident Action Plan (IAP)** | An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods. |
| **Incident Commander (IC)** | The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site. |
| **Incident Command Post (ICP)** | The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP may be collocated with the incident base or other incident facilities and is normally identified by a green rotating or flashing light. |
| **Incident Command System (ICS)** | A standardized, on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations. |
| **Incident Management Team (IMT)** | The Incident Commander and appropriate Command and General Staff personnel assigned to an incident. |

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| **Incident Support Base (ISB)** | An extension of the National Distribution System which includes Distribution Centers as well as sites positioned to enable an agile, flexible and adaptable resource management and provisioning capability. This is vital to ensure that resources are in or near the area of disaster impact for immediate distribution upon direction of the appropriate state and federal officials. These resources remain national assets until directed forward to Points of Distribution where the state takes control. |
| **Incident Types** | Categories of incidents based on complexity. Type 1 incidents are the most complex; Type 5, the least. |
| **Joint Information Center (JIC)** | A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC. |
| **Kind of Resource** | Describes what the resource is (e.g., medic, firefighter, Planning Section Chief, helicopters, ambulances, combustible gas indicators, bulldozers). |
| **Leader** | The Incident Command System title for an individual responsible for a Task Force, Strike Team, or functional unit. |
| **Mission Assignment (MA)** | The vehicle used by the Department of Homeland Security/Emergency Preparedness and Response/ Federal Emergency Management Agency to support federal operations in a Stafford Act major disaster or emergency declaration that orders immediate, short-term emergency response assistance when an applicable state or local government is overwhelmed by the event and lacks the capability to perform, or contract for, the necessary work. |
| **National Incident Management System (NIMS)** | A system mandated by Homeland Security Presidential Directive-5 (HSPD-5) that provides a consistent nationwide approach for federal, state, local, and tribal governments; the private sector; and non-governmental organizations to work effectively and efficiently together to prepare for, respond to, |

and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among federal, state, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the Incident Command System; multiagency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

**Officer** The Incident Command System title for the personnel responsible for the Command Staff positions of Safety, Liaison, and Public Information.

**Public Information Officer (PIO)** A member of the Command Staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.

**Request for Assistance (RFA)** A request based on mission requirements and expressed in terms of desired outcome, formally asking the Department of Defense to provide assistance to a local, state, tribal, or other federal agency.

**Safety Officer** A member of the Incident Command System Command Staff responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures for ensuring personnel safety. The Safety Officer may have Assistants.

**Section** The organizational level having responsibility for a major functional area of incident management, e.g., Operations, Planning, Logistics, Finance/ Administration, and Intelligence (if established). The section is organizationally situated between the Branch and the Incident Command.

**Single Resource** An individual, a piece of equipment and its personnel complement, or a crew or team of individuals with an identified work supervisor that can be used on an incident.

**Staging Area** Location established where resources can be placed while awaiting a tactical assignment. The Operations Section manages Staging Areas.

**State Active Duty (SAD)** National Guard personnel and equipment remain accessible to the Governor for state or local emergencies, unless otherwise provided by law. States are free to employ their National Guard forces under state control for state purposes and at state expense as provided for under state law. National Guard members performing this type of duty are said to be in "State Active Duty status," meaning that command and control rests solely with the Governor as head of the state government and that state government bears all of the associated costs. Execution of SAD missions is typically accomplished by delegation of authority from the Governor to the Adjutant General. In SAD status, there is no operational connection to the federal government. (See also Title 32.)

**Strike Team** A specified combination of the same kind and type of resources with common communications and a Leader.

**Supervisor** The Incident Command System title for individuals responsible for a Division or Group.

**Task Force** A combination of single resources assembled for a particular tactical need with common communications and a leader.

**Team** See Single Resource.

**Technical Specialists** Personnel with special skills that can be used anywhere within the Incident Command System organization.

**The Adjutant General (TAG)** An Air Force or Army general officer who serves as the chief of staff of that state's National Guard and is the principal military advisor to the governor. The TAG recommends National Guard response options to the governor and designates the National Guard commander for any response. The TAG has a joint staff including full-time National Guard officers and

some state civilian employees. During any emergency, the TAG coordinates with other TAGs for emergency assistance and with the National Guard Bureau.

Because each state's National Guard varies in composition and size, there is no standard response organization for all 54 Guard entities. However, for most emergencies the TAG establishes a joint task force headquarters (often in contingency plans) that has operational control of all National Guard forces in that state as well as any National Guard forces provided by other states under agreement.

**Title 10 Forces** Regular Army, Navy, Marine and Air Force personnel and units; mobilized Army, Navy, Air Force and Marine Reserve forces and personnel, and any National Guard forces and personnel mobilized for federal service. The President of the United States is the Commander-in-Chief.

**Title 32 Forces** The National Guard typically performs training for its federal wartime missions in Title 32 duty status. Occasionally the National Guard can perform operational missions in Title 32 status as allowable under Title 32, 502(f). Although the activities of National Guard units in Title 32 duty status are controlled by the individual states, they are funded with federal monies. The ability to operate in the service of the federal government while under state control is unique to the National Guard. In all cases the governor maintains command and control of National Guard forces in Title 32 duty status. National Guard members performing duty under the authority of Title 32 are in a State Duty status and are said to be serving in "Title 32 Duty status."

**Type of Resource** A classification of resources in the Incident Command System that references capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size, power, capacity, or, in the case of Incident Management Teams, experience and qualifications.

**Unified Area Command** A Unified Area Command is established when incidents under an Area Command are multijurisdictional. (See Area Command and Unified Command.)

**Unified Command** An application of Incident Command System used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the Unified Command, often the senior person from agencies and/or disciplines participating in the Unified Command, to establish a common set of objectives and strategies and a single Incident Action Plan.

**Unit** Under Incident Command System, the organizational element having functional responsibility for a specific incident Planning, Logistics, or Finance/Administration activity.

**Unity of Command** The Incident Command System concept by which each person within an organization reports to one and only one designated person. The purpose of unity of command is to ensure unity of effort under one responsible commander for every objective

## ANNEX N: ABBREVIATIONS AND ACRONYMS

| | |
|---|---|
| A2C2S | Army Airspace Command and Control System |
| AAFES | Army and Air Force Exchange Service |
| AAMC | Air Ambulance Medical Company |
| AAR | After Action Report |
| AC2 | Airspace Command and Control |
| ACA | Airspace Coordinating Authority |
| ACE | Aviation Combat Element |
| ACCE | Air Component Coordination Element |
| ACCP | Airspace Coordination and Control Plan |
| ACOC | Area Communications Operations Center |
| ADCON | Administrative Control |
| ADPAAS | Army Disaster Personnel Accountability and Assessment System |
| ADVON | Advanced Echelon |
| AE | Aeromedical Evacuation |
| AECM | Aeromedical Evacuation Crew Member |
| AEF | Air Expeditionary Force |
| AEG | Aero-Expeditionary Group |
| AELT | Aeromedical Evacuation Liaison Team |
| AFAUX | Air Force Auxiliary |
| AFB | Air Force Base |
| AFI | Air Force Instruction |
| AFNORTH | Air Forces Northern |
| AFNSEP | Air Force Northern National Security Emergency Preparedness |
| AFFOR | Air Force Forces Command |
| AFPAAS | Air Force Personnel Accountability and Assessment System |
| AFRC | Air Force Reserve Command |
| AFRCC | Air Force Rescue Coordination Center |
| AFSFC | Air Force Security Forces Center |
| AFTTP | Air Force Tactics, Techniques, and Procedures |
| AGC | Army Geospatial Center |

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|---|---|
| AHB | Assault Helicopter Battalion |
| AKO | Army Knowledge Online |
| ALCT | Airlift Control Team |
| ALOC | Administrative and Logistics Operations Center |
| ALSA | Air Land Sea Application |
| AMC | Air Mobility Command |
| AMD | Air Mobility Division |
| ANG | Air National Guard |
| ANGI | Air National Guard Instruction |
| A/N/S | Air Force Staff/Navy Staff/Army, Marine Corps Staff |
| APOD | Aerial Port of Debarkation |
| APOE | Aerial Port of Embarkation |
| AO | Area of Operation |
| AO | Arming Order |
| AOC | Air and Space Operations Center |
| AOCC | Aviation Operations Coordination Center |
| AOR | Area of Responsibility |
| AR | Army Regulation |
| ARC | American Red Cross |
| ARCHER | Airborne Real-Time Cueing Hyper Spectral Enhanced Reconnaissance |
| AREP | Area Representative |
| ARF | Action Request Form |
| ARG | Amphibious Ready Group |
| ARNG | Army National Guard |
| ARNORTH | United States Army North |
| ARS | Aerial Reconnaissance Squadron |
| ASB | Aviation Sustainment Battalion |
| HD/ASA) | Assistant Secretary of Defense-Homeland Defense and Americas' Security Affairs |
| ASL | Authorized Stockage List |
| ASMC | Area Support Medical Company |
| ASV | Armored Security Vehicle |
| AT | Anti-Terrorism |
| ATC | Air Traffic Control |

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|---|---|
| ATM | Automated Teller Machine |
| ATO | Air Tasking Order |
| ATS | Air Traffic Services |
| AWACS | Airborne Warning and Control System |
| | |
| BCOTM | Battle Command on the Move |
| BCT | Brigade Combat Team |
| BEEF | Base Engineer Emergency Force |
| BNML | Battalion Military Liaison |
| BSI | Base Support Installation |
| BX | Base Exchange |
| | |
| C2 | Command and Control |
| CAB | Combat Aviation Brigade |
| CAB-E | Combat Aviation Brigade—Expeditionary |
| CAC | Command Aviation Company |
| CAC | Common Access Card |
| CALL | Center for Army Lessons Learned |
| CAOC | Combined Air Operations Center |
| CAP | Civil Air Patrol |
| CASEVAC | Casualty Evacuation |
| CBIRF | Chemical/Biological Incident Response Force |
| CBRN | Chemical, Biological, Radiological, and Nuclear |
| CBRNE | Chemical, Biological, Radiological, Nuclear, or high-yield Explosives |
| CCATT | Critical Care Air Transport Teams |
| CCIR | Commander's Critical Information Requirements |
| CCMRF | CBRNE Consequence Management Response Force |
| CDC | Centers for Disease Control |
| CDR | Commander |
| CE | Commander's Estimate |
| CEB | Combat Engineer Battalion |
| CERFP | CBRNE Enhanced Response Force Package |

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|---|---|
| CFACC | Combined Force Air Component Commander |
| CFR | Code of Federal Regulations |
| CIKR | Critical Infrastructure and Key Resources |
| CISM | Critical Incident Stress Management |
| CJCS | Chairman of the Joint Chiefs of Staff |
| CJCSI | Chairman of the Joint Chiefs of Staff Instruction |
| CJCSM | Chairman of the Joint Chiefs of Staff Manual |
| CLEA | Civil Law Enforcement Authorities |
| COA | Course of Action |
| COAC-A | Combined Air and Space Operations Center-Air |
| COI | Community of Interest |
| COMDTINST | Commandant Instruction (USCG) |
| COMNAVMAR | Commander, Naval Forces Marianas |
| COMPACFLT | Commander, U.S. Pacific Fleet |
| COMSEC | Communications Security |
| CONOPS | Concept of Operations |
| CONPLAN | Concept Plan |
| CONUS | Continental United States |
| COP | Common Operational Picture |
| COSC | Combat and Operational Stress Control |
| COTS | Commercial Off-the-Shelf |
| CPR | Cardiopulmonary Resuscitation |
| CRE | Contingency Response Element |
| CRG | Contingency Response Group |
| CRT | Contingency Response Team |
| CRM | Composite Risk Management |
| CS | Civil Support |
| CS | Combat Support |
| CSC | Combat Stress Control |
| CSH | Combat Support Hospital |
| CST | Civil Support Team |

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| DA | Department of the Army |
| DA PAM | Department of the Army Pamphlet |
| DASC | Direct Air Support Center |
| DASF | Disaster Aeromedical Staging Facility |
| DAT | Dental Augmentation Team |
| DCE | Defense Coordinating Element |
| DCO | Defense Coordinating Officer |
| DD, AW | Deputy Director, Air Warfare |
| DDASS | DoD Defense Support to Civil Authorities Automated Support System |
| DDOC | Deployment Distribution Operations Center |
| DEPORD | Deployment Order |
| DHS | Department of Homeland Security |
| DINFOS | Defense Information School |
| DIRLAUTH | Direct Liaison Authorized |
| DIRMOBFOR | Director Mobility Forces |
| DLA | Defense Logistics Agency |
| DMAT | Disaster Medical Assistance Team |
| DMORT | Disaster Mortuary Operational Response Team |
| DNBI | Disease and Non-Battle Injury |
| DoD | Department of Defense |
| DoDD | Department of Defense Directive |
| DoDI | Department of Defense Instruction |
| DOI | Department of Interior |
| DOJ | Department of Justice |
| DOMS | Director of Military Support |
| DOS | Days of Supply |
| DOT&E | Director Operational Test and Evaluation |
| DPMU | Disaster Portable Morgue Unit |
| DSCA | Defense Support of Civil Authorities |
| DSN | Defense Switch Network |
| DTG | Date-Time Group |
| DV | Distinguished Visitor |
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| EAB | Echelons Above Brigade |
| ECS | Expeditionary Combat Support |

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|---|---|
| EEFI | Essential Elements of Friendly Information |
| EF | Enhanced Fujita |
| EMAC | Emergency Management Assistance Compact |
| EMEDS | Expeditionary Medical System |
| EMI | Emergency Management Institute |
| EMS | Emergency Medical Services |
| EOC | Emergency Operations Center |
| EOD | Explosive Ordnance Disposal |
| EOP | Emergency Operation Plans |
| EPLO | Emergency Preparedness Liaison Officer |
| ESF | Emergency Support Function |
| EXORD | Execution Order |
| | |
| F&ES | Fire and Emergency Support |
| FAA | Federal Aviation Administration |
| FACL | Facilities Unit Leader |
| FACT | Family Assistance Center Team |
| FARP | Forward Arming and Refueling Point |
| FATO | Final Approach and Take-Off |
| FBI | Federal Bureau of Investigation |
| FBO | Faith-Based Organization |
| FCC | Federal Communications Commission |
| FCC | Federal Coordinating Center |
| FCO | Federal Coordinating Officer |
| FDPMU | Forward Deployed Preventive Medicine Unit |
| FEMA | Federal Emergency Management Agency |
| FFIR | Friendly Force Information Requirement |
| FFP | Fresh Frozen Plasma |
| FHP | Force Health Protection |
| FM | Field Manual |
| FMI | Field Manual Interim |
| FOIA | Freedom of Information Act |
| FPCON | Force Protection Condition |
| FRAGO | Fragmentary Order |
| FRP | Fleet Response Plan |

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|---|---|
| FSMT | Forward Support Medical Evacuation Team |
| FSRT | Fatality Search and Recovery Team |
| FST | Fleet Surgical Team (Navy) |
| FTCA | Federal Tort Claims Act |
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| GACC | Geographic Area Coordination Center |
| GCE | Ground Combat Element |
| GDSS | Global Deployment Support System |
| GETS | Government Emergency Telecommunications Service |
| GPS | Global Positioning System |
| GSA | General Services Administration |
| GSAB | General Support Aviation Battalion |
| | |
| HAZMAT | Hazardous Material |
| HCP | Health Care Provider |
| HD | Homeland Defense |
| HEMTT | Heavy Expanded Mobility Tactical Truck |
| HET | Heavy Equipment Transporter |
| HHS | (Department of) Health and Human Services |
| HLZ | Helicopter Landing Zone |
| HMMWV | High Mobility Multipurpose Wheeled Vehicle |
| HQ | Headquarters |
| HS | Homeland Security |
| HSIN | Homeland Security Information Network |
| HSPD | Homeland Security Presidential Directive |
| HSS | Health Service Support |
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| IA | Incident Action |
| IAA | Incident Awareness and Assessment |
| IAP | Incident Action Plan |
| IAW | In Accordance With |
| IC | Incident Commander |
| ICP | Incident Command Post |
| ICS | Incident Command System |
| ICU | Intensive Care Unit |

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|---|---|
| IFR | Instrument Flight Rules |
| IMAT | Incident Management Assistance Team |
| IMT | Incident Management Team |
| IMT-S | Incident Management Support Team |
| IPB | Intelligence Preparation of the Battlefield |
| IR | Incident Response |
| IRA | Immediate Response Authority |
| ISB | Incident Support Base |
| ISR | Intelligence, Surveillance, and Reconnaissance |
| IST | Incident Support Team |
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| JA | Judge Advocate |
| JAG | Judge Advocate General |
| JCCC | Joint Communications Control Center |
| JCCSE | Joint CONUS Communications Support Environment |
| JCS | Joint Chiefs of Staff |
| JDOMS | Joint Director of Military Support |
| JET | Joint Enabling Team |
| JFACC | Joint Force Air Component Command |
| JFC | Joint Force Commander |
| JFCC | Joint force Component Command |
| JFCOM | Joint Force Command |
| JFHQ | Joint Force Headquarters |
| JFLCC | Joint Force Land Component Command |
| JFMCC | Joint Force Maritime Component Command |
| JFO | Joint Field Office |
| JIC | Joint Information Center |
| JIEE | Joint Information Exchange Environment |
| JIPOE | Joint Intelligence Preparation of the Operational Environment |
| JISCC | Joint Incident Site Communications Capability |
| JMAO | Joint Mortuary Affairs Officer |
| JOA | Joint Operations Area |
| JOC | Joint Operations Center |

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|---|---|
| JOPES | Joint Operation Planning and Execution System |
| JOPP | Joint Operation Planning Process |
| JP | Joint Publication |
| JPERSTAT | Joint Personnel Status and Casualty Report |
| JRMP | Joint Regional Medical Planner |
| JRMPO | Joint Regional Medical Plans and Operations |
| JRSOI | Joint Reception, Staging, Onward movement and Integration |
| JSLIST | Joint Services Lightweight Integrated Suit Technology |
| JT&E | Joint Test and Evaluation |
| JTF | Joint Task Force |
| JTF-HD | Joint Task Force—Homeland Defense |
| | |
| km | kilometer |
| kw | kilowatt |
| | |
| LAN | Local Area Network |
| LCE | Logistics Combat Element |
| LCES | Lookouts, Communications, Escape routes and Safety zones |
| LEA | Law Enforcement Agency |
| LEDET | Law Enforcement Detachment (USCG) |
| LFA | Large Frame Aircraft |
| LHA | Amphibious Assault Ship (General Purpose) |
| LHD | Amphibious Assault Ship (Multipurpose) |
| LNO | Liaison Officer |
| LOD | Line of Duty |
| LOGSTAT | Logistics Status |
| LSC | Logistics Section Chief |
| LUH | Light Utility Helicopter |
| LZ | Landing Zone |
| | |
| MA | Master-at-Arms |
| MA | Mission Assignment |

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|---|---|
| MAFFS | Modular Airborne Firefighting System |
| MAGTF | Marine Air Ground Task Force |
| MASF | Mobile Aeromedical Staging Facility |
| MASS | Modular Aerial Spray System |
| MCAD | Military Crew Advisor |
| MCDP | Marine Corps Doctrinal Publication |
| MCI | Marine Corps Institute |
| MCRP | Marine Corps Reference Publication |
| MCWP | Marine Corps Warfighting Publication |
| MDA | Maritime Domain Awareness |
| ME/C | Medical Examiner/Coroner |
| MEDEVAC | Medical Evacuation |
| MEDLOG | Medical Logistics |
| MFST | Mobile Field Surgical Team |
| MGRS | Military Grid Reference Systems |
| MHE | Materials Handling Equipment |
| MHz | Megahertz |
| MLE | Military Law Enforcement |
| MILSTRIP | Military Standard Requisitioning and Issue Procedures |
| MOA | Memorandum of Agreement |
| MOB | Main Operating Base |
| MOG | Maximum On Ground |
| MOPP | Mission-Oriented Protective Posture |
| MOU | Memorandum of Understanding |
| MP | Military Police |
| MPA | Maritime Patrol Aircraft |
| mph | miles per hour |
| MROE | Medical Rules of Engagement |
| MSC | Major Subordinate Command |
| MSCLEA | Military Support to civilian Law Enforcement Agencies |
| MSF | Mobile Security Force |
| MST | Medical Strike Team |
| MTF | Medical Treatment Facility |
| MWD | Military Working Dog |
| MWR | Morale, Welfare, and Recreation |

| | |
|---|---|
| NAF | Non-Appropriated funds |
| NAS | National Airspace System |
| NASA | National Aeronautics and Space Administration |
| NASAR | National Association for Search and Rescue |
| NBC | Nuclear, Biological, Chemical |
| NC | NORTHCOM |
| NCI | Northern Command Instruction |
| NCA | National Command Authorities |
| NCF | Naval Construction Force |
| NCO | Non-Commissioned Officer |
| NCS | National Communications System |
| NDAA | National Defense Authorization Act |
| NDMS | National Disaster Medical System |
| NEA | National Emergency Act |
| NEO | Non-combatant Evacuation Operations |
| NFAAS | Navy Family Accountability and Assessment System |
| NFES | National Fire Equipment System |
| NG | National Guard |
| NGB | National Guard Bureau |
| NGB-OC | National Guard Bureau Office of the Chaplain |
| NGO | Non-Governmental Organization |
| NGR | National Guard Regulation |
| NICC | National Interagency Coordination Center |
| NIFC | National Interagency Fire Center |
| NIFOG | National Interoperability Field Operations Guide |
| NIICD | National Interagency Incident Communications Division |
| NIMS | National Incident Management System |
| NIOSH | National Institute for Occupational Safety and Health |
| NIPRNet | Non-classified Internet Protocol Router Network |
| NMCC | National Military Command Center |

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|---|---|
| NOAA | National Oceanic and Atmospheric Administration |
| NOC | National Operations Center |
| NORAD | North American Aerospace Defense Command |
| NOTAM | Notices to Airmen |
| NPS | National Park Service |
| NRCC | National Response Coordination Center |
| NRF | National Response Framework |
| NS/EP | National Security and Emergency Preparedness |
| NSP | National Search and Rescue Plan |
| NSS | National Search and Rescue Supplement |
| NSSE | National Special Security Event |
| NTTP | Navy Tactics, Techniques, and Procedures |
| NVOAD | National Voluntary Organizations Active in Disaster |
| NVRT | National Veterinary Response Team |
| NWP | Naval Warfare Publication |
| NWS | National Weather Service |
| | |
| OASD (HD/ASA) | Office of the Assistant Secretary of Defense-Homeland Defense and Americas' Security Affairs |
| OCONUS | Outside the Continental United States |
| OEM | Office of Emergency Management |
| OIC | Officer in Charge |
| OPCON | Operational Control |
| OPLAN | Operation Plan |
| OPNAVINST | Office of the Chief of Naval Operations Instruction |
| OPORD | Operation Order |
| OPSEC | Operations Security |
| OPTEMPO | Operating Tempo |
| OR | Operating Room |
| ORM | Operational Risk Management |
| OSC | On-Scene Commander |

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|---|---|
| OSD | Office of the Secretary of Defense |
| OSHA | Occupational Safety and Health Administration |
| PA | Primary Agency |
| PA | Public Affairs |
| PAD | Public Affairs Detachment |
| PAM | Prevention and Aerospace Medicine |
| PAO | Public Affairs Officer |
| PAR | Population at Risk |
| PCA | Posse Comitatus Act |
| PDA | Preliminary Damage Assessment |
| PDHRA | Post-Deployment Health Reassessment |
| PETS | Pets Evacuation and Transportation Standards |
| PIO | Public Information Officer |
| PIR | Priority Information Requirements |
| P.L. | Public Law |
| PLS | Palletized Load System |
| POC | Point of Contact |
| POL | Petroleum, Oil and Lubricants |
| POMSO | Plans, Operations, and Military Support Officer |
| PPE | Personal Protective Equipment |
| PSMA | Pre-Scripted Mission Assignment |
| PSTN | Public Switched Telephone Network |
| PUM | Proper Use Memorandum |
| PX | Public Exchange |
| PZ | Pickup Zone |
| QRT | Quick Reaction Test |
| RAMCC | Regional Air Movement Coordination Center |
| RCC | Rescue Coordination Center |
| REPLO | Regional Emergency Preparedness Liaison Officer |

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|---|---|
| RFA | Request for Assistance |
| RFF | Request for Forces |
| RFI | Request for Information |
| RIBS | Readiness in Base Support |
| ROE | Rules of Engagement |
| RRCC | Regional Response Coordination Center |
| RS | Religious Support |
| RST | Religious Support Team |
| RUF | Rules for Use of Force |
| | |
| S&S | Security and Support |
| SAD | State Active Duty |
| SAR | Search and Rescue |
| SBU | Sensitive but Unclassified |
| SCO | State Coordinating Officer |
| SCRAG | Senior Civilian Representative of the Attorney General |
| SDIS | Satellite Digital Imaging System |
| SecDef | Secretary of Defense |
| SECNAV | Secretary of the Navy |
| SECNAVINST | SECNAV Instruction |
| SEMA | State Emergency Management Agency |
| SEOC | State Emergency Operations Center |
| SEPLO | State Emergency Preparedness Liaison Officer |
| SFLEO | Senior Federal Law Enforcement Officer |
| SIMLM | Single Integrated Medical Logistics Manager |
| SIPRNet | Secret Internet Protocol Router Network |
| SITREP | Situation Report |
| SJA | Staff Judge Advocate |
| SMS | Strategic Mobility System |
| SPEARR | Small Portable Expeditionary Aeromedical Rapid Response |
| SOCOM | Special Operations Command |
| SOP | Standard Operating Procedures |
| SP | Shore Patrol |

| | |
|---|---|
| SPINS | Special Instructions |
| SROE | Standing Rules of Engagement |
| SRR | Search and Rescue Region |
| SRUF | Standing Rules for the Use of Force |
| SSC | Standard Systems Center |
| STML | Strike Team Leader/Military |
| SUV | Sport Utility Vehicle |
| SWEATMS | Sewer, Water, Energy, Access/Admin, Transportation, Medical, and Safety |
| | |
| TAC | Theater Aviation Company |
| TACC | Tanker Air Coordination Center |
| TAC CP | Tactical Command Post |
| TACON | Tactical Control |
| TAG | The Adjutant General |
| TALCE | Tanker Airlift Control Element |
| TBMCS | Theater Battle Management Core Systems |
| TF | Task Force |
| TFR | Temporary Flight Restrictions |
| TLAMM | Theater Lead Agent for Medical Materiel |
| TOC | Tactical Operations Center |
| TPFDD | Time-Phased Force and Deployment Data |
| TRADOC | Training and Doctrine Command |
| TRANSCOM | Transportation Command |
| TTP | Tactics, Techniques, and Procedures |
| | |
| UAS | Unmanned Aerial System |
| UAV | Unmanned Aerial Vehicle |
| UC | Unified Command |
| UCMJ | Uniform Code of Military Justice |
| US&R | Urban Search and Rescue |
| USACE | United States Army Corps of Engineers |
| USAF | United States Air Force |
| USAMEDCOM | United States Army Medical Command |
| USAR | United States Army Reserve |
| USARNORTH | United States Army North |
| USARPAC | United States Army Pacific |

| | |
|---|---|
| USC | United States Code |
| USCG | United States Coast Guard |
| USDA | United States Department of Agriculture |
| USFF | United States Fleet Forces Command |
| USFS | United States Forest Service |
| USGS | United States Geological Survey |
| USJFCOM | United States Joint Forces Command |
| USMC | United States Marine Corps |
| USN | United States Navy |
| USNS | United States Naval Ship |
| USNORTHCOM | United States Northern Command |
| USPACOM | United States Pacific Command |
| USSTRATCOM | United States Strategic Command |
| USTRANSCOM | United States Transportation Command |
| UTC | Unit Type Code |
| | |
| VFR | Visual Flight Rules |
| VMC | Visual Meteorological Conditions |
| VOI | Vessel of Interest |
| | |
| WARNO | Warning Order |
| WOC | Wing Operations Center |
| WPS | Wireless Priority Service |
| WRS | Weather Reconnaissance Squadron |
| | |
| XO | Executive Officer |

**NOTES**

You have reached the end of the *Tactical Level Commander and Staff Toolkit*

For the *Liaison Officer Toolkit*, flip the book over.