

VOLUME 11A, CHAPTER 19: “DEFENSE SUPPORT OF CIVIL AUTHORITIES”**SUMMARY OF MAJOR CHANGES**

Changes are identified in this table and also denoted by [blue font](#).

Substantive revisions are denoted by an * symbol preceding the section, paragraph, table, or figure that includes the revision.

Unless otherwise noted, chapters referenced are contained in this volume.

Hyperlinks are denoted by [bold, italic, blue and underlined font](#).

The previous version dated [July 2015](#) is archived.

PARAGRAPH	EXPLANATION OF CHANGE/REVISION	PURPOSE
1.1	Added an Overview section	Addition
1.3	Moved Reference Hyperlinks into the Authoritative Guidance	Revision
2.0.10	Added definition for “Request for Assistance”	Addition
Addendum 1 (previous version)	Removed Addendum 1, Generalized Financial Flow - Notional	Deletion
Addendum 2 (previous version)	Removed Addendum 2, Reimbursable Authority Closure Certification (Completed by Unit)	Deletion

Table of Contents

VOLUME 11A, CHAPTER 19: “DEFENSE SUPPORT OF CIVIL AUTHORITIES”	1
1.0 GENERAL	3
*1.1 Overview	3
1.2 Purpose.....	3
*1.3 Authoritative Guidance.....	3
2.0 DEFINITIONS	4
3.0 RESPONSIBILITIES.....	5
3.1 Financial Management Augmentation Team (FMAT).....	6
3.2 Federal Emergency Management Agency	6
3.3 DSCA New Requests.....	7
3.4 Immediate Response Authority Support.....	7
4.0 GENERAL ACCOUNTING GUIDANCE	7
4.1 Stafford Act.....	7
4.2 Non-Stafford Act	8
5.0 APPLICABILITY	8
6.0 SCOPE.....	8
7.0 FUNDING	8
7.1 Disaster Relief Cap Adjustment.....	9
7.2 Base/Non-Major Disasters	9
7.3 Other	9
8.0 REIMBURSEABLE SUPPORT (AGREEMENT).....	9
8.1 Advances.....	10
8.2 Expenditures Eligible for Reimbursement.....	10
8.3 Requirements for Reimbursement	10
8.4 Supporting Documentation	11
9.0 FISCAL CLOSURE	12

CHAPTER 19

DEFENSE SUPPORT OF CIVIL AUTHORITIES

1.0 GENERAL

*1.1 Overview

The Department of Defense (DoD) has several key missions, including defending the homeland and supporting civil authorities. In certain cases, national defense resources might be provided to assist civil authorities during disasters, emergencies, or other incidents. The Defense Support of Civil Authorities (DSCA) is typically initiated by a request from a Primary Agency (PA) like the Federal Emergency Management Agency (FEMA). According to DoD policy, DSCA begins with a request from civil authorities or authorized entities, or as directed by the President or Secretary of Defense (SecDef). All DSCA support requests, except for Immediate Response Authority (IRA), must be in writing and include an agreement to reimburse DoD as per [*Title 42, United States Code \(U.S.C.\), Sections 5121-5208*](#) (42 U.S.C. §§ 5121-5208) (Robert T. Stafford Disaster Relief and Emergency Assistance Act, (commonly called the “Stafford Act”), [*31 U.S.C. § 1535*](#) (commonly called the “Economy Act”), or other applicable laws. DoD can allocate resources upon approval from SecDef or direction from the President.

1.2 Purpose

This chapter outlines financial guidelines for identifying, recording, reporting, and securing reimbursement for expenses incurred by the DoD while providing DSCA under existing laws and policies. DSCA encompasses assistance provided by the United States (U.S.) Federal military forces, DoD civilian employees, DoD contractors, heads of organizational entities within the DoD (hereafter referred to collectively as “DoD Components”) assets, and National Guard forces when the SecDef, collaborating with the governors of impacted States, decides to use these forces. These decisions are generally in response to civil authorities’ requests for domestic emergency support, law enforcement assistance, other domestic activities, or qualifying entities seeking aid for special events. (DoD Directive [*\(DoDD\) 3025.18*](#)).

*1.3 Authoritative Guidance

- 1.3.1. [*Public Law No: 99-177*](#), “Balanced Budget and Emergency Deficit Control Act,”
- 1.3.2. [*6 U.S.C. § 314*](#), “Federal Emergency Management Agency,”
- 1.3.3. 31 U.S.C. § 1535, “Agency Agreements,”
- 1.3.4. [*31 U.S.C. § 9701*](#), “Fees and Charges for Government Services and Things of Value,”
- 1.3.5. 42 U.S.C. §§ 5121 – 5208, “Disaster Relief,”

1.3.6. [44 Code of Federal Regulations, part 206.8](#), “Reimbursement of Other Federal Agencies,”

1.3.7. [DoD Instruction \(DoDI\) 5015.02](#), “DoD Records Management Program,”

1.3.8. DoDD 3025.18, “Defense Support of Civil Authorities,” and

1.3.9. [DoD Manual 3025-1](#), “Manual for Civil Emergencies.”

2.0 DEFINITIONS

Unless otherwise noted, these terms and their definitions are for the purposes of this chapter.

2.0.1. [Defense Coordinating Officer \(DCO\)](#). A DoD single point of contact for domestic emergencies. Assigned to a joint field office to process requirements for military support, forward MAs through proper channels, and assign military liaisons as appropriate to activated emergency support functions. (Joint Publication 1-06).

2.0.2. [Defense Support of Civil Authorities](#). Support provided by U.S. Federal military forces, DoD civilians, DoD contract personnel, DoD component assets, and National Guard forces (when SecDef, in coordination with the governors of the affected States, elects and requests to use those forces in Title 32, U.S.C., status) in response to requests for assistance from civil authorities for domestic emergencies, law enforcement support, and other domestic activities, or from qualifying entities for special events. Also known as civil support. (DoDD 3025.18).

2.0.3. [Emergency](#). Any incident, whether natural or manmade, that requires responsive action to protect life or property. Under the Stafford Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the U.S. (42 U.S.C. § 5122).

2.0.4. [Immediate Response Authority](#). A Federal military commander’s, DoD Component Head’s, and/or responsible DoD civilian official’s authority temporarily to employ resources under their control, subject to any supplemental direction provided by higher headquarters. Those resources are provided to save lives, prevent human suffering, or mitigate great property damage. This is typically in response to a request for assistance from a civil authority, under imminently serious conditions when time does not permit approval from a higher authority within the U.S. IRA does not permit actions that would subject civilians to the use of military power that is regulatory, prescriptive, proscriptive, or compulsory. (DoDD 3025.18).

2.0.5. [National Response Framework \(NRF\)](#). This framework provides the principles by which response partners are to apply when providing a unified national response to disasters and emergencies. It defines the key principles, roles, and structures by which communities, tribes, States, the Federal Government, and private-sector and nongovernmental partners apply these

principles for a coordinated, effective national response. The NRF is always in effect and can be implemented at any level at any time. ([FEMA National Response Framework](#)).

2.0.6. Mission Assignment. The mechanism used by FEMA to support Federal operations in a Stafford Act major disaster or emergency declaration. The MA 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.

2.0.7. Primary Agency. Also known as Primary Federal Agency or Lead Federal Agency, is a Federal agency with significant authorities, roles, resources, or capabilities for a particular function within an Emergency Support Function (ESF). A Federal agency designated as an ESF PA serves as a Federal Executive agent under the Federal Coordinating Officer (FCO) (or Federal Resource Coordinator for non-Stafford Act incidents) to accomplish the ESF mission.

2.0.8. Principal Federal Official. In Homeland Security Presidential Directive (HSPD)-5 “Management of Domestic Incidents,” the President designated the Secretary of Homeland Security as the “principal Federal official” for domestic incident management and empowered the Secretary to coordinate Federal resources used in the prevention of, preparation for, response to, or recovery from terrorist attacks, major disasters, and other emergencies, except for law enforcement responsibilities otherwise reserved to the Attorney General under HSPD-5.

2.0.9. Reimbursable Budget Authority (RBA) (also called reimbursable obligation authority). Authority to incur obligations in accomplishing reimbursable work if a budgetary resource—either a reimbursable agreement from a federal customer or an advance from a non-Federal customer—is also available. This authority can be acquired only by obtaining an allotment through the FCO using an approved funding program process.

* 2.0.10. Request for Assistance (RFA). A formal request submitted by a civil authority, like a state governor or a designated federal agency, to the Department of Defense for military assistance. This assistance is needed to respond to a specific emergency or situation where civilian capabilities have been overwhelmed or are insufficient.

3.0 RESPONSIBILITIES

3.0.1. Key DoD participants in DSCA activities mentioned in this chapter include, but are not limited to, the SecDef, Under Secretary of Defense for Policy (USD(P)), Under Secretary of Defense (Comptroller) (USD(C)), Chairman Joint Chiefs of Staff (CJCS), Commanders of Combatant Commands (CCDRs), Joint Staff (JS), and DoD Components and agencies.

3.0.2. The SecDef holds the top authority over the DoD and advises the President on DSCA matters. SecDef approves the use of forces, personnel, units, and equipment; oversees policy and actions for DSCA during domestic incidents; and has sole authority to waive reimbursement for DoD support.

3.0.3. The USD(C)/Chief Financial Officer sets policies and guidelines to ensure timely reimbursement to DoD for DSCA activities.

3.0.4. DoD Components ensure adherence to FM guidance for DSCA operations, including cost tracking and reimbursement; and plan, program, and budget for associated DSCA capabilities as per law, policy, and assigned missions.

3.0.5. The Secretaries of the Military Departments require that reimbursement requests for actual DSCA expenditures (including work performed, contractor payments, or inventory deliveries) start within 30 calendar days after the month when the performance took place. Final billing invoices must be sent to the supported departments and agencies within 90 calendar days following the last billable event.

3.0.6. The Chief, National Guard Bureau (CNGB), under the authority, direction, and control of SecDef and the Secretaries of the Army and Air Force, reports the use of National Guard assets for DSCA when using Federal resources, equipment, and/or funding to the National Joint Operations and Intelligence Center. CNGB will ensure that the National Guard appropriations are appropriately reimbursed for DSCA activities.

3.0.7. The JS allocates resources for DSCA requests and issues execute orders (EXORDs) to the responsible CCDR to carry out SecDef-approved actions.

3.0.8. The Assistant Secretary of Defense for Homeland Defense and Global Security (ASD(HD&GS)) advises SecDef and USD(P) on DSCA, coordinates policy with federal agencies and DoD Components, and recommends DSCA policy to USD(P). The ASD(HD&GS) ensures all requests for DoD assistance include reimbursement provisions and works with USD(C), JS, and CCDRs to ensure reimbursements are made and reported to SecDef.

3.0.9. CCDRs with DSCA responsibilities must collaborate with subordinate commands to ensure proper reimbursement for DSCA. They provide command and control of DoD personnel and resources coordinating DSCA operations as directed by SecDef.

3.1 Financial Management Augmentation Team (FMAT)

The supported CCDR may form an FMAT to aid in performing FM responsibilities during DSCA operations. The FMAT is composed of experienced FM experts from each Service and major Defense Agency. Under the CCDR's oversight of DSCA activities, aspects of the FMAT can be engaged in real-world events. FMAT members facilitate communication with their respective Services and Agencies and assist in integrating DSCA FM processes into existing financial procedures and policies. Additionally, Military Services and Agencies will designate an FMAT Office in writing and FMAT members take part in training and exercises with the supported Combatant Command.

3.2 Federal Emergency Management Agency

The Secretary of Homeland Security serves as the primary Federal authority for managing domestic incidents. According to 6 U.S.C. § 314, the Administrator of FEMA is tasked with overseeing the Federal assistance programs under the Stafford Act. FEMA requests assistance through Mission Assignments ([Form 010-0-8 Mission Assignment Form](#)). These MAs must

include necessary details on funding and other management controls, like funding obligation limits, for the requested support. FEMA is responsible for coordinating federal plans and responses to civil emergencies at both national and regional levels and for providing federal assistance to states during such emergencies. Under the Stafford Act, the President may instruct any federal agency to use its legal authorities and resources, with or without reimbursement, to support state and local emergency and disaster response efforts. An RFA is only valid once approved by SecDef. RFAs from FEMA are also known as mission assignments (MAs), though they do not have a directive effect until SecDef's approval.

3.3 DSCA New Requests

The PA uses an RFA or FEMA MA to request goods or services from DoD for DSCA under the Economy Act or Stafford Act. DSCA is typically provided on a cost-reimbursable basis unless directed otherwise by the President or waived by SecDef.

3.4 Immediate Response Authority Support

Support under IRA must be cost reimbursable when appropriate or legally required but must not be delayed or denied due to the requester's inability or unwillingness to commit to reimbursement. Oral emergency requests must be followed by a written request with an offer to reimburse the DoD as soon as possible. IRA support will end when the need is no longer present or when the approving DoD official or a higher authority directs it (DoDD 3025.18).

4.0 GENERAL ACCOUNTING GUIDANCE

DSCA is provided on a cost-reimbursable basis. Exceptions include cases where the law mandates or allows non-reimbursable support, pending approval by the appropriate DoD official. Requests for DSCA can be submitted under the Stafford Act or other conditions.

4.1 Stafford Act

4.1.1. The Stafford Act grants the President the authority to direct the SecDef to use DoD resources to aid state and local governments in addressing emergencies and major disasters. A Governor can seek Federal assistance under this act. Once the request is submitted and meets the certification requirements outlined in the Stafford Act, the President has the discretion to declare an emergency or a major disaster.

4.1.2. The Stafford Act establishes a system for emergency preparedness to safeguard life and property in the U.S., distributing disaster assistance responsibilities among federal, state, and local governments. FEMA is primarily responsible for domestic disaster relief efforts and manages aid under the Stafford Act. Federal departments and agencies, including the DoD, assist FEMA upon request and can receive reimbursement from FEMA for eligible costs incurred during their support.

4.2 Non-Stafford Act

4.2.1. A Federal entity that has the primary responsibility and legal authority for managing an incident (i.e., the requesting agency) and requires support or assistance beyond its usual operations can seek coordination and facilitation from the Department of Homeland Security through the NRF. Agencies offering disaster aid under their own authorities, without a declaration under the Stafford Act, use their own appropriated mission funds. Upon request, the DoD can assist other Federal departments and agencies by establishing inter-agency reimbursable agreements and requesting reimbursement from the requesting agency for eligible costs. Typically, the requesting agency provides funding to the DoD for the requested assistance in accordance with the Economy Act, unless other statutory authorities are applicable.

4.2.2. When an urgent situation arises and there is no time to seek higher approval, Federal military commanders, DoD Components, and responsible DoD civilian officials can exercise IRA to save lives, reduce severe property damage, and prevent human suffering (DoDD 3025.18).

5.0 APPLICABILITY

5.0.1. This policy applies to the Office of the SecDef, the Military Departments, the Office of the CJCS and the JS, the Combatant Commands, the Office of the Inspector General of the DoD, the Defense Agencies, the DoD Field Activities, and all other DoD Components.

5.0.2. This policy applies to the Army and Air National Guard when under Federal command. It also applies when the SecDef deems it necessary to use National Guard personnel for DSCA and obtains concurrence from the affected States' Governors.

6.0 SCOPE

6.0.1. This chapter outlines DoD financial policy for emergency or disaster relief when SecDef approves support requests to assist other Federal departments or agencies under DoDD 3025.18.

6.0.2. Under the Unified Command Plan, DSCA responsibilities are assigned to the Commander of U.S. Northern Command for the 48 contiguous states, the District of Columbia, Alaska, Puerto Rico, and the U.S. Virgin Islands; while the Commander of U.S. Indo-Pacific Command assumes these responsibilities in Hawaii, U.S. territories or insular areas, and possessions within their area of responsibility.

7.0 FUNDING

Disaster relief is not a budgeted program for DoD. Congress appropriates the Disaster Relief Fund (DRF) to FEMA for Federal and State disaster relief. The DRF supports the Stafford Act, providing FEMA a no-year base to direct, coordinate, manage, and fund eligible response and recovery efforts for major disasters and emergencies that exceed State resources. DoD Components may need to initially cover DSCA costs with existing funds, expecting reimbursement later. DRF funding is divided into disaster relief cap adjustment and base/non-major disasters.

7.1 Disaster Relief Cap Adjustment

Funding under the disaster relief cap adjustment is allocated for major disasters declared under the Stafford Act and must be designated by Congress for disaster relief according to section 251(b)(2)(D) of the Balanced Budget Emergency Deficit Control Act (amended by the Budget Control Act). The incremental costs incurred by the DoD beyond its usual mission are reimbursable by FEMA from funds allotted for disaster relief in this category. DoD Components must establish processes to identify and document these incremental costs to ensure reimbursement, as outlined in [Volume 4, Chapter 3, "Receivables."](#)

7.2 Base/Non-Major Disasters

Funding in the base/non-major disasters category encompasses Emergencies, Pre-disaster Surge Support, Fire Management Assistance Grants, and activities that are not specific to disasters, such as Disaster Readiness Support (e.g., distribution center operations, reservist training). Pre-declaration requests for DoD support in response to disaster events are reimbursed to DoD based on actual costs. Typically, the requesting agency provides funding for the incident in accordance with the provisions of statutory authorities available for this purpose. This funding is not subject to cost-sharing. When an emergency necessitates a DoD response without a major disaster declaration, this funding category is utilized to reimburse DoD for the actual expenses (i.e., full costs) incurred.

7.3 Other

DRF funding cannot be used for activities related to incidents that need a coordinated Federal response before the disaster is declared. If a department or agency requires support beyond its usual operations, it can request PA coordination and facilitation via the NRF. Federal departments and agencies can assist one another by setting up inter/intra-agency reimbursable agreements according to the Economy Act, as outlined in [Chapter 3, "Economy Act Orders,"](#) or other relevant authorities.

8.0 REIMBURSEABLE SUPPORT (AGREEMENT)

FM units deliver similar capabilities during DSCA operations as in other missions. The primary concerns affecting DoD's response in providing DSCA are authorities and funding. Costs incurred are reimbursable according to the Economy Act and Stafford Act, unless otherwise directed by the President. Typically, cost reimbursement happens under the Economy Act (from the Federal agency requesting support) or the Stafford Act (from Federal funds following a Presidential declaration). Reimbursement should be sought for DSCA support provided under these acts. Per 31 U.S.C. § 9701, IRA support to non-Federal agencies is reimbursed to the U.S. Treasury, while IRA support to Federal agencies is reimbursed to DoD organizations per the Economy Act.

8.1 Advances

Advance payments to the DoD from the DRF are usually not permitted but may be required if DoD Components lack sufficient funds to deliver the requested support to the PA before the fiscal year ends.

8.2 Expenditures Eligible for Reimbursement

8.2.1. 44 Code of Federal Regulations, part 206.8 allows for the reimbursement of costs incurred by the DoD when providing requested assistance. Only the SecDef can waive reimbursement under the Economy Act and Stafford Act. Examples of eligible expenditures for reimbursement include:

8.2.2. Overtime, travel, and per diem of permanent Federal agency personnel;

8.2.3. Wages, travel, and per diem of temporary Federal agency personnel assigned solely for the performance of services directed in the major disaster or emergency area;

8.2.4. Travel and per diem of Federal military personnel assigned solely for the performance of services directed in the major disaster or emergency area;

8.2.5. Cost of work, services, and materials procured under contract for the purposes of providing directed assistance;

8.2.6. Cost of materials, equipment, and supplies (including transportation, repair, and maintenance) from regular stocks used in providing directed assistance;

8.2.7. All costs incurred that are paid from trust, revolving, or other funds, and whose reimbursement is required by law; and

8.2.8. Other costs presented by an agency with written justification or mutually agreed upon in writing by the PA.

8.3 Requirements for Reimbursement

8.3.1. DoD Components operating under an approved RFA must submit reimbursement requests following SecDef-approved and Combatant Command's standing DSCA EXORDs. FEMA MAs should also follow FEMA's [Mission Assignment Billing Reimbursement Checklist](#). Requests must reference the specific approved RFA/MA and the relevant disaster or emergency identification number.

8.3.2. Reimbursement requests for expenses from multiple orders cannot be combined. Components seeking reimbursement must keep all financial records, supporting documents, statistical records, and related records concerning the services or resources used by the Department.

8.3.3. A Component official knowledgeable about the original approved RFA must review reimbursement requests to ensure chargebacks outside the original scope are correctly adjusted.

8.3.4. Upon deployment to a supported Combatant Command following an approved RFA, units must report FM details to the Command or its designee until the order is closed. This requirement stands regardless of the unit's redeployment timing.

8.4 Supporting Documentation

8.4.1. Approved RFA (or MA) requests for reimbursement must include supporting documentation.

8.4.2. Each Component **must** keep supporting documentation for all incurred obligations, outlays, and other costs, including:

8.4.2.1. Copy of approved RFA form and identification of order number on other documentation;

8.4.2.2. Breakdown of costs by sub-object class code (see [OMB Circular A-11](#)) and cost breakdown structure code (see [Volume 2A, Chapter 3](#), "Operation and Maintenance Appropriations");

8.4.2.3. Description of services performed;

8.4.2.4. Period of Performance;

8.4.2.5. Personnel Services:

8.4.2.5.1. Regular or overtime labor with **the** breakdown of hours;

8.4.2.5.2. Indirect cost (percentage, description of costs included in cost pool);

8.4.2.6. Travel/Per Diem and Transportation;

8.4.2.7. Contract Services (contract number, name, cost, purpose); **and**

8.4.2.8. Property/Equipment Purchase, provide the following information **and coordinate specialty items with the PA in advance**:

8.4.2.8.1. Expendable Property, separate identification not required;

8.4.2.8.2. Non-expendable property or sensitive items, separate identification is required, including **a** description of item, vendor name, unit cost, and serial number or other unique identification; **and**

8.4.2.8.3. Verification of disposition for items listed in subparagraph 8.4.2.8.2.

8.4.3. Records Retention. [Volume 1, Chapter 9](#), “Financial Records Retention” outlines document retention requirements. Supplementary guidance is available in DoDI 5015.02. DoD Components must follow their own records management policies, and any questions should be directed to their respective ([Federal Records Officers](#)).

8.4.4. Citing the Appropriation. Reimbursed funds from the PA for goods and services provided under the Stafford Act should be credited to the appropriation used for those expenditures, available on the reimbursement date. Each DoD Component involved in DSCA is responsible for:

8.4.4.1. Maintaining documentation to support requests for reimbursement;

8.4.4.2. Identifying a staff-level point of contact for financial coordination with the PA and identifying a headquarters-level point of contact for billing and reimbursement issues that cannot be resolved at the staff level;

8.4.4.3. Notifying the requesting activity when a task is completed;

8.4.4.4. Applying proper financial principles, policies, regulations, and management and internal controls to ensure full accountability for the expenditure of DRF funds;

8.4.4.5. Submit bill for final reimbursement no later than 90 days from final billing outlay;

8.4.4.6. Submitting annual validation of open obligations to the PA by providing cost data or other justification to show the amount of the obligation balance that must remain available, and why the approved RFA or MA must remain open, or risk losing reimbursable authority due to the possible de-obligation of funds;

8.4.4.7. Reconciling obligation balances and identifying excess funds available for de-obligation in an effort to return funds to the DRF in a timely manner; and

8.4.4.8. Marking all final bills “Final.”

9.0 FISCAL CLOSURE

Components must carry out RFA closeout procedures, and if excess reimbursable funding is found, notify the PA to deobligate it to the DoD.