

# **EMERGENCY SUPPORT FUNCTION # 13**

## **MILITARY SUPPORT**



**2019**

## **Emergency Support Function (ESF) 13 Military Support**

**Primary Agency:** Florida National Guard

**Support Agencies:** Whiting Field Disaster Preparedness  
Hurlburt Field Disaster Preparedness  
Eglin AFB Disaster Preparedness

### **I. Purpose**

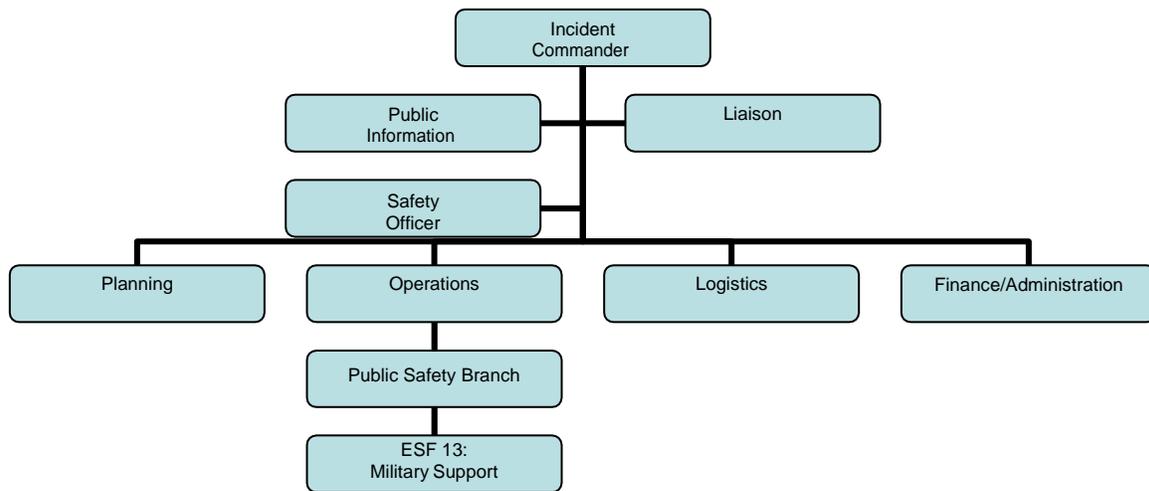
The purpose of ESF 13 is to provide military support coordination and support services in support of emergency events in Santa Rosa County. ESF 13 can provide personnel and resources to support prevention, preparedness, response, recovery and mitigation in support of the primary emergency management objectives. The ESF 13 Emergency Coordination Officer (ECO) is appointed by and located in the Florida National Guard and directs all aspects of emergency management. ESF 13 resources are used when individual agencies are overwhelmed and County Emergency Response Team requests additional military support assistance.

### **II. Concept of Operations**

#### **A. GENERAL**

1. ESF 13 is organized consistent with the State Emergency Operations Center and the requirements of the National Response Plan, the National Incident Management System, and the Incident Command System in order to provide incident assessment, planning, procurement, deployment, coordination and support operations to the Santa Rosa County Emergency Response Team, Area Operations and State Emergency Response Team officials to assure a timely and appropriate response to an emergency/disaster event.
2. Once the Guard is activated in Santa Rosa County, they will supply a liaison to the county's EOC to ensure communication and coordination.
3. Procedures protocols and plans for disaster response activities are developed to govern staff operations at the Santa Rosa Emergency Operations Center and in the field. These are in the form of NIMS compliant Emergency Operations Plan (i.e., Base Plan) and corresponding Appendices, Incident Annexes, Support Annexes and Standard Operating Guidelines, which describe Emergency Support Function 13 capabilities (based on the National Planning Scenarios, the Universal Task List and the Target Capabilities). Periodic training and exercises are also conducted to enhance effectiveness.
5. In a large event requiring, State, Federal or mutual aid assistance, ESF 13 will work with its support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
6. Throughout the response and recovery periods, ESF 13 will evaluate and analyze information regarding humanitarian, security request for response, develop and update assessments of the military support service situation and status in the impact area, and do contingency planning to meet anticipated demands or needs.

7. Military support request to the West Area Command (FLNG), headquartered at Tallahassee FL, will be authorized at the EOC by the EO Manager or the Sheriff through the State Coordinator.
8. Florida National Guard Operations Plan for Military Support to Civil Authorities (FLNG-OPLAN-MSCA), dated June 02, 2000, contains annexes necessary for any specific mission that the County would request. All requests will go through the State Coordinator to the FLNG Liaison Officers providing support to the county.
9. Before a disaster, Florida Division of Emergency Management (FDEM) and The Adjutant General (TAG)-EOC will attempt, if possible, to decide if Santa Rosa County will receive Rapid Impact Assessment Teams (RIAT).
10. The County will provide Damage Assessment Teams to conduct Joint Impact Assessments with the appropriate state agency/FLNG personnel of the Rapid Impact Assessment Team (RIAT).
11. National Guard assistance normally is provided when:
  - a. The situation is so severe and widespread that effective response and support is beyond the capabilities of local, state government and civil resources are exhausted.
  - b. Required resources are not available from commercial sources. National Guard support will not furnish personnel if it is in competition with private enterprise or the civilian labor force.
  - c. Required as a supplement to civil resources to cope with the humanitarian and property protection requirements caused by a civil emergency or mandated by law
  - d. The experience and the availability of FLNG organic resources, permits them to do a task more effectively or efficiently than another agency.
  - e. An emergency or disaster occurs and waiting for instructions from higher authority would preclude an effective response, a National Guard commander may do what is required and justified to save human life, prevent immediate human suffering, or lessen major property damage or destruction. The commander will report the action taken as soon as possible. Support will not be denied or delayed solely due to a lack of a commitment for reimbursement or certification of liability from the requestor.
  - f. When a public service is lost or withdrawn and an immediate substantial threat to public health, safety, or welfare is evident, it is desirable that supervisors, managers, and key personnel of that public service be available to provide technical assistance to National Guard Personnel. In the absence of key public service personnel, the State Adjutant General (TAG) will make plans and coordinate with appropriate civil authorities to perform the mission within the capabilities and limitations of the National Guard.
  - g. The capability of the National Guard to assist in the restoration/continuation of public services depends primarily on the degree of military or civilian skills possessed by National Guard personnel.
12. When an event is focused in scope to a specific type or response mode technical and subject matter expertise may be provided by an appropriate person(s) from a supporting agency with skills pertinent to the type of event, who will advise and/or direct operations within the context of the Incident Command System structure.



**Figure – Incident Command System Structure: ESF 13 – Military Support**

**B. ORGANIZATION**

**1. COUNTY**

- a. During an activation of the County Emergency Operations Center, Florida National Guard support agency staff is integrated with the staff to provide support that will allow for an appropriate, coordinated and timely response.
- b. During an emergency or disaster event, the primary and support agencies of Emergency Support Function 13 will respond indirectly to the Emergency Services Branch Chief who reports to the operations Section Chief under the overall direction of the County Incident Commander.
- c. During the response phase, Emergency Support Function 13 will evaluate and analyze information regarding military support service requests. Also, Emergency Support Function 13 will develop and update assessments of the military support service status in the impact area and does contingency planning to meet anticipate demands and needs.
- d. Florida National Guard and Santa Rosa County Division of Emergency Management develops and maintains the overall ESF 13 Emergency Operations Plan and accompanying Appendices, annexes and Standard Operating Guidelines that govern response actions related to emergencies. However, support agencies may develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall Emergency Operations Plan. All such documents will be in compliance with the National Response Plan, The National Incident Management System, the Incident Command System and the County Comprehensive Emergency Management Plan.

**2. AREA**

- a. The Emergency Services Branch Chief, in consultation with the requesting jurisdiction, may obtain additional military support services resources via established mutual aid agreements.
- b. The Florida National Guard serves as the lead agency for military support coordination and support and will designate a liaison to the EOC from the Florida National Guard Regional Office and/or the Regional Domestic Security Task Force (RDSTF). The liaisons have been trained to carry out Emergency Support Function

13 responsibilities and will function as coordinators, assessors, and operational personnel in support of EOC or field activities.

- c. If more than one county emergency management operation center is activated State environmental protection may support the coordination of the event response with regional resources or request additional resources from the State Emergency Operations Center, the State will participate in a Multi-Agency coordinating entity to coordinate requests for military support resources among multiple Emergency Operations Centers.

### **3. STATE**

- a. During an activation of the State Emergency Operations Center, the Florida National Guard is the designated lead agency for State military services and will provide a liaison to facilitate requests for military services resources to local Emergency Operations Centers.
- b. During an emergency or disaster event, the primary and support agencies of Emergency Support Function 13 will respond indirectly to the Emergency Services Branch Chief who reports to the Operations Section Chief under the overall direction of the State Coordination Officer.
- c. During the response phase, Emergency Support Function 13 will evaluate and analyze information regarding military support service requests. Also, Emergency Support Function 13 will develop and update assessments of the military support service situation and status in the impact area and do contingency planning to meet anticipated demands and needs.
- d. The Florida National Guard develops and maintains the overall Emergency Support Function 13 Emergency Operations Plan and an accompanying appendices, annexes and Standard Operating Guidelines that govern response actions related to emergencies. However, support agencies may develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall Emergency Operations Plan. All such documents will be in compliance with the National Response Plan, the National Incident Management System, the Incident Command System and the County Comprehensive Emergency Management Plan.

### **C. ALERTS/NOTIFICATIONS**

1. The Florida National Guard will notify the County Warning Point when information becomes known indicating that an emergency or disaster situation is developing. This report will include all relevant information that is known at the time. Additional information should be reported as it becomes available.
2. The County Warning Point will notify the "on call" Emergency Duty Officer and/or Emergency Coordinating Officer (ECO) for ESF 13 when the county or an area of the County has been threatened or impacted by an emergency or disaster event as provided in the County Warning Point procedure.
3. ESF 13 will be activated or placed on standby upon notification by the County Emergency Management Office. Santa Rosa County personnel will man the ESF 13 desk in the EOC until the arrival of the Florida National Guard, at which time they will assume the ESF 13 desk after coordinating with the Santa Rosa County personnel who manned the desk until their arrival.

4. Upon instructions to activate ESF 13, County and City Fire Departments will implement its operating procedures to notify and mobilize all personnel, facilities, and physical resources likely to be needed, based on the emergency circumstance.

## **D. ACTIONS**

Actions carried out by ESF 13 are grouped into several phases of emergency management: prevention, preparedness, response, recovery and mitigation. Each phase requires specific skills and knowledge to accomplish and requires significant cooperation and collaboration between all supporting agencies and the intended recipients of service. ESF 13 encompasses a full range of activities from training to the provision of field services. It also functions as a coordinator and, at times, assumes direct operational control of provided services. The following services may be provided:

- Assessment of Military Support Service needs and potential impacts.
- Military Support Service personnel.
- Military Support Service equipment and supplies.
- Humanitarian and Security support.
- Evacuation.
- Impact Assessment.
- Search and Rescue.
- Transportation of Supplies and Services.
- Provide and Operate Generators.
- Mass Feeding.
- Comfort Stations.
- Remove and Transport Debris.
- Water Purification.
- Base Camps for Emergency Workers.
- Aviation Operations.
- Law Enforcement and Security.
- Engineer Support.
- Civilian Acquired Skills.
- Communications.
- Clear Roads and Bridges.
- Emergency Medical Support.
- Emergency responder health and safety.
- Radiological/chemical/biological hazards.
- Mental health and crisis counseling for responders.
- Military Support Service Public Information and risk communication.
- Military Support Service Management, Command and control of assets.
- Military Support Service activities related to terrorist threats and/or events.
- Logistical Staging areas and Points of Dispensing.
- Catastrophic incident and alternate Military Support Service facility support.

### **1. PREPAREDNESS ACTIONS**

- a. Actions and activities that develop military support service response capabilities may include planning, training, orientation sessions, and exercises for ESF 13 personnel (i.e., County, State, Regional, and Federal) and other emergency support functions that will respond with ESF 13. This involves the active participation on inter-agency preparedness organizations, which collaborate in such activities on a regular basis.
- b. Military Support Service will jointly address planning issues on an ongoing basis to identify response zones, potential staging areas, potential critical facilities and establish specialized teams.

- c. Conduct planning with ESF 13 support agencies, Regional Domestic Security Task forces, and other emergency support functions to refine Fires Service operations.
- d. Develop and refine procedures to be used in the following field surveys: Rapid Impact Assessment (i.e., recon), and other response service activities.
- e. Conduct training and exercise EOC and response team members.
- f. Prepare and maintain emergency operating procedures, resource inventories, personnel rosters and resource mobilization information necessary for implementation of the responsibilities of the lead agency. Ensure lead agency personnel are trained in their responsibilities and duties.
- g. Develop and implement emergency response and military support service strategies.
- h. Develop and present training courses for ESF 13 personnel, provide information on critical facilities to the County Emergency Management and develop protocols for frequently provided services.
- i. Maintain liaison with support agencies.
- j. Conduct all hazards exercises involving ESF 13.
- k. Conduct vulnerability analysis at critical facilities and make recommendations to improve the physical security.

## **2. RESPONSE ACTIONS**

- a. Coordinate operations at the ESF 13 office in the County Emergency Operations Center and/or at other locations as required.
- b. Establish and maintain a system to support on-scene direction and control and coordination with county EOC, Regional Domestic Security Task Force and State EOC.
- c. Establish Mutual Aid procedures for the following resources: Humanitarian, Security and Air and Ground transport, Interoperable Communications and Command Vehicles, Emergency Management Assistance Compact (EMAC): Out of State National Guard units and Organizations will be under the Command and Control of the Adjutant General of Florida. In addition to the guidance outlined in the EMAC additional coordination between the Technical Advisory Groups of Florida will be contained in established Memorandum of Agreements and Memorandum of Understandings.
- d. Resource Management and Logistical Support.
- e. Implementation of Impact Assessment Teams to determine post-storm impact to Emergency Services functional group resources and ability to perform Continuity of Operations of essential functions.
  - The RIAT composition will include civil utility and infrastructure experts, as needed. The mission of the RIAT is to evaluate expeditiously the affected population's immediate needs. RIAT evaluate the availability of essential services (food, water, housing, and medical) within the impacted area and loss or damage to the infrastructure (communications, transportation, utilities). Each RIAT consists of 8-12 personnel and deploys from a pre-selected staging site at the earliest possible time following an emergency/disaster to a pre-identified county landing zone. The RIAT includes communication specialists, aircrews and three helicopters. The Santa Rosa County Landing Zones are registered with the appropriate state agencies.
  - The landing zone is controlled by the county EOC (ESF 5). Users other than the FLNG coordinate with the EOC to use the zone.
  - Local agencies will be tasked to provide debris removal at the landing sites until augmented. Once the landing zone is cleared, the RIAT will arrive. The RIAT

support is through the Emergency Operations Center, which assists the RIAT with transportation support. Debris removal at landing sites is a high priority. Vehicle and helicopter fuel requirements are coordinated between the RIAT and local resources. The RIAT is self-sufficient for at least 72 hours. They billet at available facilities or set up tents after the hurricane.

- f. Mutual Aid procedures to assist with supporting issues related to a terrorist event.
- g. Military Support Service support RDSTF in the security mission of a terrorist attack.
- h. Preposition response resources when it is apparent that military support resources will be necessary. Relocate military support resources when it is apparent that they are endangered by the likely impacts of the emergency situation.
- i. Monitor and direct military support resources and response activities.
- j. Participate in EOC briefings, Incident Action Plans, Situation Reports and meetings.
- k. Coordinate with support agencies, as needed, to support emergency activities.
- l. Military Support Services may assist with emergency response and security missions.
- m. Military Support Services may assist with humanitarian missions of threatened areas of the County.
- n. Obtain State resources through the State Comprehensive Emergency Management Plan (CEMP); coordinate all resources into the affected areas from designated staging areas.
- o. Coordinate with other County ESFs to obtain resources and to facilitate an effective emergency response among all participating agencies.
- p. Response operations focus on those of life saving functions required by the population in the disaster area.

### **3. RECOVERY ACTIONS**

- a. The Public Safety Branch Director, in consultation with the requesting jurisdiction, may obtain additional military support resources via established mutual aid agreements.
- b. The Florida National Guard serves as the lead agency for military support services coordination and support and will designate a liaison to the EOC from the Florida National Guard Regional Office and/or the Regional Domestic Security Task Force (RDSTF). The liaisons have been trained to carry out ESF 13 responsibilities and will function as coordinators, assessors, and operational personnel in support of EOC or field activities.
- c. If more than one county emergency management operation center is activated State environmental protection may support the coordination of the event response with regional resources or request additional resources from the State Emergency Operations Center, the State Environmental Protection agencies will participate in a Multi-Agency coordinating entity to coordinate requests for hazardous materials resources among multiple Emergency Operations Centers.

### **4. MITIGATION ACTIONS**

- a. Identify and seek funds for retrofitting critical facilities and providing auxiliary power.
- b. Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.

### **E. DIRECTION AND CONTROL**

1. ESF 13 complies with the National Response Plan, the National Incident Management System and uses the Incident Command System composed of Planning, Operations, Logistics and Finance/Administration Sections with their standardized Units, Teams, positions, forms and terminology) to manage its emergency/disaster responsibilities. Key to this system is the Division of Emergency Management, which functions as the official disaster prevention, response, preparedness, recovery, and mitigation organization within Santa Rosa County. The Florida National Guard also serves as the focal point for ESF 13 activities. It is responsible for ensuring that all appropriate program departments, support agencies, other Emergency Support Functions and other private voluntary agencies have knowledge about the system and ESF 13 expectations, as well as coordinate and cooperate efficiently during an event.
2. The ESF 13 system operates in two arenas; 1) the county Emergency Operations Center; 2) Field locations.
3. During emergency activations, all management decisions regarding County or regional response are made at the County Emergency Operations Center by the ESF 13 coordinator. Under the Incident Command System structure, the Planning, Logistics, Finance/Administration, and Operations Section Coordinators and staff at the County Emergency Operations Center assist the commander in carrying out the overall mission. Sections, Units, Teams, staffing levels, etc. are modular and scalable, depending on the type, size, scope and complexity of the emergency or disaster event.
4. A staffing directory and the ESF 13 Emergency Operations Plan, its accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the Florida National Guard with status of the call lists updated at least monthly and all other documents at least annually.
5. All military support field personnel are subordinate to the ESF 13 at the County Emergency Operations Center.
6. In accordance with a mission assignment from ESF 13, and further mission tasking by a Local primary agency, each support organization assisting ESF 13 assignment will retain administrative control over its own resources and personnel but will be under the operation control of ESF 13. Delegation of mission operational control may be delegated to a Management Support Unit, Multi-Agency Coordination Team or a local entity.

## **F. RESPONSIBILITIES**

### **1. PRIMARY AGENCY – FLORIDA NATIONAL GUARD**

- a. Provide leadership in directing, coordinating and integrating overall County efforts to provide Military Support Service assistance to affected areas and populations.
  - RIAT Recon Mission
  - Security Support to State and Local Law Enforcement
  - Humanitarian Support to ESF 15, United Way for distribution of medical supplies to impacted areas
- b. Staff and operate a National Incident Management system compliant command and control structure (i.e., Incident Command System) to assure that services and staff are provided to areas of need.
- c. Coordinate and direct the activation and deployment of County agencies Military Support Service personnel, supplies, and equipment and provide certain direct resources.

- d. ESF 13 liaisons or designees will jointly evaluate the emergency situation, make strategic decisions, and identify resource needs and secure resources required for field operations.
- e. ESF 13 is responsible for monitoring firefighting emergency response and recovery operations. ESF 13 liaisons or designees will coordinate all State and Federal military support resources into the affected areas from staging areas.
- f. Local and State support agencies will manage emergency incidents in accordance with each department's Standard Operating Guidelines and under the direction of ESF 13 liaison or designee.
- g. ESF 13 liaisons or designee will make specific requests for military support assistance to the Florida National Guard through the Santa Rosa County Liaison, as needed. The State will activate resources through the State Emergency Response Plan.
- h. ESF 13 liaison or designees will continue to re-assess priorities and strategies, throughout the emergency, according to the most critical Military Support Service needs.
- i. ESF 13 will demobilize resources and deactivate the ESF 13 station upon direction from the County Incident Commander.
- j. Some emergencies require specially trained and equipped security forces. FLNG has units designated for civil disturbances and law enforcement operations. FLNG units in Sarasota and Bradenton are trained for these missions. Special mission teams available from FLNG include:
  - Damage Assessment Teams: To conduct an immediate and limited assessment of a given area to analyze the extent of damage to life sustaining or life-threatening systems; Meant to complement RIAT
  - Forward Area Response Team: Deploys to remote or inaccessible locations to establish reception capability for follow on forces.
  - Insertion Teams: Capable of inserting themselves and others into inaccessible areas to conduct follow-on missions such as first aid, damage assessment, etc; these teams can conduct insertion through airmobile, airborne or maritime methods.
  - On-The-Street-Teams: To perform standard civil disorder maneuvers in support of the commander's objectives.

## 2. SUPPORT AGENCIES

(NOTE: Each Support Agency should review its own roles and responsibilities and revise in conjunction with Florida National Guard).

- a. Support agencies will provide assistance to the Emergency Support Function with services, staff, equipment, and supplies that complement the entire emergency response effort as the County Emergency Response Team addresses the consequences generated by the hazards that may impact the County (i.e., severe weather, tropical cyclones, environmental biological, terrorism, technological, and mass migration, etc.). Because services and resources are subject to change from time to time, emergency coordinators are responsible for frequently updating their resources capabilities with the ESF 13.

## **G. FINANCIAL MANAGEMENT**

1. ESF 13 is responsible for managing financial matters related to resources that are procured and used during an event. During a response, each agency/department is responsible for recording and tracking its own expenditures and seeking reimbursement from the appropriate resource after the event. If a federally declared disaster exists, then a reimbursement formula is established by the Federal Emergency Management Agency that may be as much as 100 percent, but usually does not exceed 75 percent.
2. This section will coordinate closely with the Logistics Section to ensure that procurements and staff hours are properly documented and processed for payment and potential reimbursement. It will also be responsible for following up all financial issues after response has ceased by coordinating with Division of Emergency Management fiscal and personnel management officials, the State Division of Emergency Management fiscal agents and the Federal Emergency management Agency fiscal agents and directly with vendors as necessary.
3. Expenditures by other department entities will be documented by those entities and submitted directly to the Finance/Administration Section or a designated Finance Service officer as soon as possible.