

CHATHAM COUNTY EMERGENCY OPERATIONS PLAN

SUPPORT ANNEX G

INTEGRATING AND COORDINATING DEFENSE SUPPORT TO CIVIL AUTHORITIES

OCTOBER 2009

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FOREWORD

The Chatham Emergency Management Agency continuously strives to improve mitigation, preparedness, response, and recovery operations throughout Chatham County. These efforts include the development of this Annex. The lessons learned from previous events, results of research and the particular emergency management needs of ESF partners, the unincorporated county, and the municipalities of Chatham County are incorporated into this manual.

Over the last few years, there has been a marked increase in the levels of disaster preparedness. This has been matched by a renewed dedication on the part of local government, public safety and disaster response officials to work collaboratively to protect lives and property in our County. Due to the great potential for personal harm, property damage, economic loss and disruption of community activities, everyone with a role in disaster management and operations must remain perpetually vigilant and proactive; we can never be over-prepared. By developing this Annex, Chatham County can ensure military support provided during times of emergency can be easily integrated into the current organizational structure to provide fluid support to the response community and expedite recovery operations.

It is only through our continued efforts and coordinated partnerships that Chatham County can meet and overcome the potentially devastating effects of a major disaster.

Comments or questions concerning this Annex should be addressed to CEMA at (912) 201-4500

Clayton S. Scott
Director

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ACRONYMS

AD	Assistant Director
CEMA	Chatham Emergency Management Agency
CBRNE	Chemical, Biological, Radiological, Nuclear, Explosive
CFR	Code of Federal Regulations
CPG	Command Policy Group
DO	Duty Officer
DOD	Department of Defense
DRP	Disaster Recovery Plan
DSCA	Defense Support to Civil Authorities
EMT	Emergency Medical Technician
EOC	Emergency Operations Center
EOD	Explosive Ordnance Disposal
EOP	Emergency Operations Plan
ESF	Emergency Support Function
GaDOD	Georgia Department of Defense
GANG	Georgia National Guard
GEMA	Georgia Emergency Management Agency
GEOP	Georgia Emergency Operations Plan
GSDF	Georgia State Defense Force
HAAF	Hunter Army Airfield
HEMMTT	Heavy Expanded Mobility Tactical Truck
HMMWV	High Mobility Multi-Purpose Wheeled Vehicle
IAP	Incident Action Plan
JIC	Joint Information Center
LAN	Local Area Network
LMTV	Light Medium Tactical Vehicle
LNO	Liaison Officer
MSCA	Military Support to Civil Authorities
MHz	Megahertz

NRF	National Response Framework
POC	Point of Contact
RFA	Request for Assistance
SAR	Search and Rescue
SOC	State Operations Center
UH	Utility Helicopter
UHF	Ultra High Frequency
USC	United States Code
VHF	Very High Frequency

DEFINITIONS

Georgia Army and Air National Guard (GANG): The Army GANG is comprised of more than 10,000 “Citizen Soldiers” who perform duty in some 60 different armories located across the state. These soldiers are assigned to a wide variety of units, and equipped with the latest in equipment and technology. The types of units in the GANG include infantry, transportation, engineer, military police, aviation, and chemical/biological/radiological/nuclear/explosive (CBRNE) response forces. The Air GANG consists of 3,000 airman and officers assigned to two flying wings and six geographically separated units across Georgia. These units perform the following type missions: airlift, surveillance, airspace management, and communications installation, engineering, and support.

Georgia Department of Defense (GaDOD): The GaDOD consists of three distinct branches; the Georgia Army National Guard and Georgia Air National Guard (GANG), and the Georgia State Defense Force (GSDF).

Georgia State Defense Force (GSDF): The GSDF is an all-volunteer, structured, uniformed, and unsalaried branch of GaDOD authorized by Georgia law. The purpose of the GSDF is to augment the GANG by providing trained volunteers to assist in activities such as disaster relief efforts and humanitarian causes. The GSDF is organized into military units and has various levels of training in medical support, search and rescue, physical security, traffic and crowd control.

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I. INTRODUCTION

- A. The Governor of Georgia is empowered by both the U.S. and Georgia State Constitutions to execute the laws of the State and command the units from the Georgia Department of Defense (GaDOD), when serving in State status. The GaDOD consists of the Georgia Army National Guard and Air National Guard (GANG), and the Georgia State Defense Forces (GSDF). Although the primary responsibility of the GaDOD is to provide forces to their respective Federal services for fighting the Nation's wars, they are particularly well suited for and provide the vast majority of Defense Support to Civil Authorities (DSCA) during emergencies and disasters.
- B. When activated, the GaDOD is not constrained by the same limitations as Federal troops. It has access to military equipment and provides an organized, well-trained pool of manpower that is thoroughly familiar with local conditions and geography.

II. PURPOSE

- A. The purpose of this Annex is to establish procedures that are used by Chatham County to integrate and coordinate GaDOD assets and resources to prepare for, respond to, and/or recover from, an emergency and/or disaster.
- B. This document can also be utilized by GaDOD when developing contingency plans and support packages for emergency response efforts in Chatham County.

III. SCOPE

- A. With the exception of immediate response authorities and support provided under mutual aid agreements, DSCA does not include a "First Responder" capability.
- B. GaDOD resources may not be immediately available due to the Department's primary mission, and local authorities must be prepared to conduct the initial response with limited GaDOD assistance. GaDOD assets may require some time to mobilize, train, and deploy to a Request for Assistance (RFA).

IV. AUTHORITIES

- A. Authorities: This Annex is developed under the authority of the Chairman of the Board of the County Commission, Chatham County, Georgia; and the Director of the Chatham Emergency Management Agency, Chatham

County, Georgia. This Annex supersedes all similar and previous versions to date.

- B. Chatham Emergency Management Agency (CEMA) has primary responsibility for compliance with provisions of the Chatham County Emergency Operations Plan (EOP), and Disaster Recovery Plan (DRP); therefore will have primary responsibility for ensuring execution of activities outlined in this Annex and supporting documents.
- C. This Annex is developed in accordance with the legal references below
 - 1. FEDERAL.
 - a. National Response Framework (NRF), January 2008
 - b. Code of Federal Regulations (CFR), Title 32, Part 185 – Military Support to Civil Authorities (MSCA)
 - c. Department of Defense Directive 3025.1, Military Support to Civil Authorities, January 15, 1993.
 - 2. STATE:
 - a. Constitution of the State of Georgia
 - b. Georgia Emergency Management Act of 1981, as amended
 - c. Georgia Emergency Operations Plan (GEOP), Support Annex DSCA
 - d. Georgia National Guard Emergency Response Support Capability Handbook, June 13, 2008.
 - 3. COUNTY:
 - a. Chatham County Emergency Operations Plan (EOP)
 - b. Chapter 4, Article III, of the Chatham County Code, Emergency Management, March 24, 2006

V. ASSUMPTIONS

- A. GaDOD units will not respond to requests for assistance directly from civil authorities except to save human life, prevent extreme human suffering, or to prevent destruction of property.
- B. Activation and use of GaDOD Resources by civil authorities requires a State of Emergency or Disaster Declaration by the Governor.

- C. The Governor retains operational authority over all GaDOD forces.
- D. Civil authorities making a request for GaDOD resources must have exhausted local resources, or the required resources are not available locally.
- E. All requests for GaDOD assistance from Chatham County must be processed through CEMA and the Georgia Emergency Management Agency (GEMA).
- F. State activated GaDOD assets are deployed in a State-funded status.
- G. All military forces, either State or Federal, remain under and follow their military chain of command.

VI. IMPLEMENTATION

- A. The primary responsibility for disaster relief rests with local and/or State governments, and with those Federal agencies designated by statute.
- B. When an emergency situation is so severe and widespread that effective response and support is beyond the capacity of local and State civilian agencies, and civil resources have been exhausted, assistance may be requested from the GaDOD.
- C. This Annex serves as a guidance document for working with the GaDOD once an RFA or Mutual-Aid request has been issued.

VII. CONCEPT OF OPERATIONS

- A. **Immediate Response Authority:** Imminently serious conditions resulting from any civil emergency may require immediate action to save lives, prevent human suffering, or mitigate property damage. When such conditions exist and time does not permit approval from higher headquarters, local military commanders and responsible officials from all DOD components and agencies (State and Federal), are authorized to take necessary action to respond to RFAs. This response must be consistent with the Posse Comitatus Act (18 USC § 1385), which generally prohibits Federal military personnel and Federalized national guard personnel from acting in a law enforcement capacity (e.g., search, seizures, arrests) within the United States, except where expressly authorized by the United States Constitution or United States Congress.
- B. **Mutual Aid Agreements:** GaDOD units may be authorized to enter into Mutual Aid Agreements with local civil authorities. Mutual-aid agreements are between agencies, organizations, and jurisdictions that provide a mechanism to quickly obtain emergency assistance in the form of personnel, equipment, materials, and other associated services. The

165th Airlift Wing Fire Department of the GANG is an active Emergency Support Function (ESF) 4 (Fire Response), Partner within Chatham County, and has an agreement to provide firefighting assets to civilian fire departments when practical.

- C. Requests for Assistance: When requesting assistance from GaDOD, an RFA will be generated from the County Emergency Operations Center (EOC) to the State Operations Center (SOC). The RFA from the EOC should be mission specific, not a request for specific equipment or personnel (unless needed to clarify the request).
 - 1. Examples of mission specific requests include:
 - a. Provide air or land transportation for: (type of equipment or number of personnel).
 - b. Provide security and traffic control for: (a specific area, and/or jurisdiction).
 - c. Establish a mobile communications station.
 - d. Establish and operate a mass feeding station.
 - e. Establish a water purification station.
 - 2. See Appendix 1, GaDOD RFA Tasking Flow Chart.
- D. GaDOD Capabilities. DSCA may include but is not limited to: back-up/supplemental communications, transportation (air and ground), maintenance, emergency feeding, area security, emergency equipment, medical care and water supply, search and rescue, decontamination assistance, engineering support, and limited firefighting assistance. See Appendix 2, GaDOD Resource List (June 2008).
- E. Communications.
 - 1. General: Communications during any emergency event may be a challenge. Mass communications networks including radio and land line communications methods routinely used by both government and private agencies may not be operational or available. Communications to, from, and between units/agencies in the field may be difficult. Because of this possibility, both government and private agencies should maintain redundant communications capabilities with the County EOC. GaDOD may be requested to augment established/damaged communications networks.

2. Communications Methods: Regardless of the location of the County EOC, available communications resources will be coordinated through ESF 2 (Communications) and may include:
 - a. Commercial Land Line Telephone
 - b. Commercial Satellite Telephone
 - c. 800 MHz Radio
 - d. UHF Radio
 - e. VHF Radio
 - f. HF and other Ham Radio Frequencies (ARES)
 - g. Internet Connectivity
 - h. Message Courier
 - i. Commercial Radio and Television Stations
- F. Public Information: All information released pertaining GaDOD operational support to Chatham County during an event will be coordinated through the Joint Information Center (JIC).
- G. Training and Exercises: During exercises and other emergency planning activities, the use of GaDOD resources should be considered. See Appendix 3, Potential/Anticipated RFAs to GaDOD.

VIII. RESPONSIBILITIES

- A. CEMA Director: In the event of an EOC activation, the Director will make notifications to County Commissioners as required, the County Manager, and appropriate County Department Heads. The CEMA Director serves as a liaison and advisor to the Command Policy Group. His role is to serve as the EOC Manager, oversee EOC functions, collect incident-related forecasts and/or information and relay information, along with his professional recommendations, to the Command Policy Group (CPG) for decisions and declarations. The Director also has signature authority and responsibility to issues and/or requests through the County and GEMA. During times of community crisis or major events, the CEMA Director may serve as the lead spokesperson to the community and primary subject matter expert in relation to the County's emergency management function.
- B. CEMA Assistant Director: The CEMA Assistant Director (AD) provides the supervisory role across EOC functional elements. He/she takes recommendations from the CEMA Duty Officer (DO) and determines EOC

activations, operations and terminations through consultation with the CEMA Director. In the event activation of the EOC is ordered, the AD will make notifications to CEMA Staff and the GEMA Area V Field Coordinator. The AD's primary role is to serve as the EOC Operations Section Chief and Assistant EOC Manager. He/She will take the responsibilities of the CEMA Director when required.

- C. EOC Operations Section Chief: The Operations Section Chief manages the incident's EOC response activities and implements the Incident Action Plan (IAP) for the appropriate operational period. This includes prioritizing and allocating resources and approving RFAs to GEMA for additional resource support. The Operations Section Chief confers with the GaDOD Liaison Officer (LNO) to determine the availability of GaDOD resources, and provides any required pre-tasking/mission coordination.
- D. GaDOD LNO: The GaDOD LNO is CEMA's primary Point of Contact (POC) with GaDOD, and provides direct support to Chatham County during emergency situations in which the EOC is activated. This position has the responsibility of coordinating the RFAs to the SOC that could involve GaDOD resources. The GaDOD LNO is staffed by the 165th Military Airlift Wing, GANG, Savannah.

IX. ANNEX MANAEMENT AND MAINTENANCE

- A. CEMA is the executive agent for Annex management and maintenance. This Annex and supporting documents will be updated periodically as required to incorporate new directives and changes based on lessons learned from exercises and actual events. This section establishes procedures for interim changes and full updates of the Annex.
- B. Types and Changes: Changes include additions of new or supplementary material and deletions. No proposed change should contradict or override authorities or other plans contained in statute, order, or regulation.
- C. Coordination and Approval: Any department or agency with assigned responsibilities within the Annex may propose a change to the plan. CEMA is responsible for coordinating all proposed modifications to the Annex with primary agencies, support agencies and other stakeholders. CEMA will coordinate review and approval for proposed modifications as required.
- D. Notice of Change: After coordination has been accomplished, including receipt of the necessary signed approval supporting the final change language, CEMA will issue an official Notice of Change. The notice will specify the date, number, subject, purpose, background, and action required, and provide the change language on one or more numbered and dated insert pages that will replace the modified pages in the EOP, Annex,

or supporting documents. Once published, the modifications will be considered part of the EOP for operational purposes pending a formal revision and re-issuance of the entire document. Interim changes can be further modified or updated using the above process.

- E. Distribution: CEMA will distribute the Notice of Change to all participating agencies. Notice of Change to other organizations will be provided upon request. Re-issuance of the individual annexes or the entire EOP will take place as required. Working toward continuous improvement, CEMA is responsible for an annual review and update of the EOP to include related annexes, and a complete revision every four years (or more frequently if the County Commission of GEMA deems necessary). The review and update will consider lessons learned and best practices identified during exercises and responses to actual events, and incorporate new information technologies. CEMA will distribute revised EOP documents for the purpose of interagency review and concurrence.

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APPENDIX 1
GA DOD RFA TASKING FLOW CHART

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APPENDIX 2
GA DOD RESOURCES LIST

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GaDOD RESOURCES LIST

The following is a list of Emergency Response Support Capabilities as provided by GaDOD as of June 2008:

PERSONNEL - Approximately 14,000 National Guard and State Defense Forces with the following capabilities:

- Chaplain
- Public Affairs
- Riot/Crowd Control
- Search and Rescue
- Security- Armed and Unarmed
- Traffic Control

TRANSPORTATION

AIR:

- Air Traffic Control
- Boeing 707 Communications and Surveillance
- C-130 Hercules Cargo Aircraft
- CH-47 Cargo Helicopter
- Sherpa Light Cargo and Personnel
- UH-1 Huey Medevac Helicopter
- UH-60 Black Hawk Utility Helicopter

GROUND:

- Busses (44 and 30 Passenger)
- Dump Trucks
- Fuel Trailers, 5000 gal
- Fuel Trucks (1200 and 600 gal)
- Heavy Expanded Mobility Tactical Trucks (HEMMTT's)
- Heavy Mobility Multi-Purpose Wheeled Vehicle (HMMWV's)
- Light Medium Tactical Vehicle (LMTV's)
- Semi-Trucks and Trailers
- Vans / Sedans
- Vehicle maintenance
 - Fixed Facilities (Various Locations)
 - Mobile Maintenance Teams (Limited Number and Capabilities)
- Wreckers

TENTAGE SERVICES

- Chaplain
- Firefighting (Limited Savannah Airport Based)
- Housing
- MILITARY/LEA (Limited Support Available)
- Parachute Delivery

COMMUNICATIONS

- Air traffic control
- FM
- HF
- Limited Computer and Local Area Network (LAN)
- Radio
- Satellite
- UHF
- VHF
- Wire

FOOD/FEEDING SUPPORT

- Fixed Dining Facility (HAAF)
- Food Service
- Mobile Kitchens

MEDICAL

- CBRNE Monitoring, Detection, and Decontamination
- Doctors and Nurses plus Triage Teams
- EMT and Emergency Treatment Facilities
- Water Purification (Limited Distribution)

ENGINEER SUPPORT

- Augers
- Bucket Truck
- Chainsaws
- Civil Engineer Assessment Teams
- Combat Earthmover (Light Dozer Type)
- Crane, Truck Mounted
- D7 Bulldozer (Heavy Type)
- Excavator
- Explosive Ordinance Disposal (EOD)
- Fork-Lift
- Front-End Loader
- Grader
- Lighting, Mobile Sets
- Power (Electricity) Generators 3Kw-60Kw (Multiphase)

APPENDIX 3
POTENTIAL/ANTICIPATED RFAS TO GA DOD

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POTENTIAL/ANTICIPATED RFAs TO GaDOD

SERVICES:

ESF-1

- Staffing (Maintenance)

ESF-6

- Food Service
- Mobile Field Kitchens
- Quartermaster Laundry/Shower Points
- Temporary Sheltering

ESF-8

- Temporary Field Hospitals
- Water Purification

SUPPORT:

ESF-1

- Fork Lifts/Operators
- Petroleum Transport/Field Refueling
- Staffing (Ground Support Unit Functions)
- Transportation, Air (Commodities and General Supplies)
- Transportation, Air (Personnel and Equipment)
- Transportation, Ground (Commodities and General Supplies)
- Transportation, Ground (Personnel and Equipment)

ESF-2

- Communications Support

ESF-3

- Aerial Reconnaissance
- Bridging
- Damage Assessment
- Ground Reconnaissance
- Road Clearing/Debris Removal/Repair

ESF-4

- Firefighting Assistance

ESF-5

- Staffing (LNO for County EOC)

ESF-6

- Temporary Shelters (Tentage)

ESF-7

- Staffing (Points of Distribution, Staging Areas, Logistics Support Areas)

ESF-8

- Graves Registration (Mass Casualties and Cemetery Disinterment)
- Staffing (Medical & Mental Health)
- Veterinarian Support

ESF-9

- Aerial SAR
- Staffing (Search and Rescue Ground Teams)

ESF-10

- Decontamination Assistance
- Radiological Monitoring and Reporting

ESF-11

- Veterinarian Support

ESF-12

- Portable Electric Generators
- Portable Light Sets
- Power Generators

ESF-13

- Riot/Crowd Control
- Security/Access Control (Armed and Unarmed)
- Traffic Control

ESF-15

- Linguist Support (Spanish)
- Public Information