

Appendix XIII: Emergency Support Function

13 – Military Support

Primary Agency	Department of Military Affairs, Florida National Guard, Florida State Guard
Support Agencies	None

Section 1: Introduction

The purpose of Emergency Support Function (ESF) 13 is to provide Military Support (Florida National Guard) to the State of Florida in times of a major or catastrophic disaster and/or civil unrest. See the *Florida National Guard Joint Operations Plan for National Guard Support to Civil Authorities/Homeland Defense*.

1.1 Direction and Control

1.1.1 Adjutant General of Florida

Command of the National Guard is exercised through the Adjutant General of Florida or their designated military representative at the Joint Force Headquarters located in St. Augustine. Command and Control is normally exercised from the Adjutant General of Florida through the Florida National Guard Joint Operations Center to the Major subordinate commands in accordance with the Florida National Guard Joint Operation Plan for NGCS and Homeland Defense. Task Forces/Joint Task Forces created specifically for response to a disaster maintain the same command relationships as Major Commands.

1.1.2 Emergency Management Assistance Compact

Out-of-state National Guard units and organizations brought into the state through Emergency Management Assistance Compact (EMAC) will fall under the Command and Control of the Adjutant General of Florida. Specific guidance for EMAC forces is found both in EMAC agreements and additional Memorandums of Agreement and/or Memorandums of Understanding mutually agreed to by both states' Adjutants General.

Section 2: Roles and Responsibilities

2.1 Organization

The Department of Military Affairs / Florida National Guard is a support agency for the State Emergency Response Team (SERT).

2.2 Responsibilities

2.2.1 Primary Agency – The Department of Military Affairs, Florida National Guard

1. Provide Emergency Coordinating Officer representation on the State Emergency Response Team.

2. Provide NGCS to Civil Authorities on a mission request basis, within the Florida National Guard's capability, and within the limitations of existing state law, military regulations, and the applicable Governor's Executive Order.

2.2.2 Policies

In accordance with existing National Guard Bureau Regulations, it is understood that the primary responsibility for disaster relief shall be with local and/or state government, and those federal agencies designated by statute.

1. When the situation is so severe and widespread that effective response support is beyond the capacity of local and state government, and all civil resources have been exhausted, assistance is provided.
2. When required resources are not readily available from commercial sources, National Guard support will be furnished if it is not in competition with private enterprise or the civilian labor force.
3. National Guard resources will normally be committed as a supplement to civil resources that are required to cope with the humanitarian and property protection requirement caused by a civil emergency or mandated by law.
4. Assistance will be limited to the task that, because of experience and the availability of organic resources, the National Guard can accomplish more effectively and/or efficiently than other agencies.
5. When an emergency 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 to higher military authority and to civil authority as soon as possible. Support will not be denied or delayed solely for lack of a commitment for reimbursement or certification of liability from the requester.
6. The National Guard will be employed with adequate resources to accomplish the mission when conducting civil disaster/emergency relief operations. The on-scene commander or the senior officer present will make that determination. Military support to civil authorities will terminate as soon as possible after civil authorities can handle the emergency.
7. When a public service is lost or withdrawn, and an immediate substantial threat to public health, safety, of welfare is evident, the National Guard may be called to restore and/or continue that public service. It is desirable that supervisors, managers, and essential personnel of the public service are available to provide technical assistance to National Guard personnel. In the absence of key public service personnel, the state Adjutant General will make plans and coordinate with appropriate civil authorities to perform the mission within the capabilities and limitations of the National Guard.
8. 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.

2.2.3 Military Code

Chapter 250 of the Florida Statutes designates the Governor, as the Commander in Chief of all militia (Florida National Guard) of the state, to preserve the public peace, execute the laws of the state, and respond to State emergencies. The Governor, at their discretion may order all or part of the militia into active service of the state. Activation of the militia is accomplished through the issuance of a Governor's Executive Order.

Section 3: Concept of Operations

3.1 General

3.1.1 Mission

In response to an emergency or disaster, and when directed by lawful authority, the Adjutant General of Florida coordinates, employs and controls National Guard forces and military resources to assist civil authorities with the protection of life and property, and to maintain peace, order, and public safety.

3.1.2 Education

The Florida National Guard provides Civil Support to Authorities by leveraging military competencies, equipment, and training in accordance with the existing Florida National Guard Joint Operations Plan for National Guard Civil Support (NGCS) to Civil Authorities/Homeland Defense.

3.1.3 Concept of Operations

As a potential disaster develops, or upon the occurrence of a disaster, the Florida National Guard dispatches the Emergency Coordinating Officer (ECO) for Emergency Support Function 13 and his/her team. The Emergency Coordinating Officer will advise the State Coordinating Officer on Florida National Guard capabilities and resources, ongoing mission status, troop numbers, estimated daily costs, and legal considerations. The State Emergency Operations Center (SEOC) receives official mission requests. When deemed appropriate by the State Emergency Response Team Chief, the mission request will be assigned to Military Support. Military Support will vet the mission to ensure the mission request is appropriate and meets Florida National Guard guidelines. Once approved for support by Emergency Support Function 13 the mission request will be passed to the Florida National Guard Joint Operations Center for assignment to appropriate Florida National Guard forces.

3.1.4 Executive Order

Upon the issuance of the Governor's Executive Order and prior to an imminent disaster, the Adjutant General will mobilize and stage personnel and equipment to restore/preserve law and order and provide support to other Emergency Support Functions respectively as directed by the State Emergency Response Team Chief and within Florida National Guard capabilities.

3.1.5 Mission Assignment

The State Coordinating Officer (SCO) and/or the State Emergency Response Team (SERT) Chief determine allocation of state resources and capabilities to include the Florida National Guard during disasters. The SERT Chief (or Operations Support) will assign the request to Emergency Support Function 13 in the form of a "Mission". The request needs to include the scope of the requirement, when it is needed, where it is needed and the local point of contact information. The mission will then be

tasked to the Florida National Guard Joint Operations Center (JOC) for determination of the organizations ability to support, how to support and tasking to specific Commands for support of the “mission”. The tasked Commander/staff will be responsible for updating the status within the mission tracking system and/or through the chain of command up to the JOC.

3.1.6 United States Department of Defense

The Defense Coordinating Officer (DCO) will be the lead coordination point for any federal military support to include federal installations. Only the SCO or designated Florida Division of Emergency Management (FDEM) personnel with signature authority can approve federal requests. The DCO will work in coordination with ESF-13 to synchronize any military federal requests. When approved by the Governor and President, National Guard and/or Active Component officers may be appointed as dual-status commander to ensure unity of command. As the state’s first line military response in times of disaster and civil emergency, the National Guard will closely coordinate with the active federal military and vice versa to ensure mutual support during federally declared disaster relief operations.

3.2 Notification

1. Emergency Support Function 13 will be activated upon notification by the Florida Division of Emergency Management (FDEM) that an emergency condition is imminent. The State Watch Office will make initial notification to the Emergency Support Function 13 Emergency Coordinating Officer or alternate. If the Emergency Coordinating Officer cannot be reached by the alert system, they will be notified by email and then telephonically.
2. Upon notification of imminent or existing emergency conditions, the Emergency Support Function 13 Emergency Coordinating Officer will notify the Joint Directorate of Military Support and Joint Operations Center for initial response planning. The Joint Operations Center will notify key Florida National Guard staff and the Adjutant General. The Adjutant General will then order the activation of personnel and equipment as necessary to provide military support.
3. Based upon the magnitude of the Florida National Guard activation, directors and staff will be activated and advised to report to the Florida National Guard Joint Operations Center located at the Robert F. Ensslin Jr. Armory, SR 207 in St. Augustine, Florida. The staffing of the Florida National Guard Joint Operations Center will be dictated by mission requirements.
4. As Florida National Guard units are activated, the Adjutant General may appoint a Joint Task Force-Florida Commander and subordinate Joint Task Force commanders as required. The Joint Task Force – Florida will normally be commanded by a Brigadier General who will assume operational command and control of all Florida National Guard assets during the activation. Missions will flow from the State Emergency Response Team through Emergency Support Function 13 to the Florida National Guard Joint Operation Center to the Joint Task Force - Florida Commander. Mission tasks may be given directly from the State Coordinating Officer, State Emergency Response Team Chief or Multi-Agency Coordination Group operating in the area of operations. The Joint Operations Center maintains status of these missions and provides updates to the Joint Task Force - Florida Commander and Emergency Support Function 13.
5. Florida National Guard units will utilize existing unit alert plans to assemble troops at their home station. Orders for deployment will be forwarded through military channels to the Commanding Officer of the unit or units mobilized.

3.3 Operational Objectives

3.3.1 Preparedness

The Florida National Guard conducts planning, coordination, and training to be prepared to respond to natural or man-made emergencies. Major Commands (Army/Air) ensure training is coordinated and performed to prepare their forces to undertake assigned missions. The Florida National Guard prepares operational plans in preparation of providing support during different emergencies. The Florida National Guard is not the lead agency in any emergency response so the planning process must be a joint/inter-agency venture. The Florida National Guard publishes specific plans and orders for each operation designating the task organization and operational areas for the specified mission. Missioned subordinate commands are tasked to perform further planning, coordination and to develop plans to support these specified missions. Day to day coordination with civil authorities is essential. The Florida National Guard must continually educate civil authorities on our capabilities and limitations. Florida National Guard Major Commands are also tasked with conducting State Emergency Response Team unique training, such as State Emergency Response Team Liaisons, Points of Distribution, Reconnaissance Teams and Logistical Staging Areas. The Florida National Guard trains throughout the year on its wartime mission which also increases the readiness of the Florida National Guard to conduct National Guard Civil Support (NGCS).

3.3.2 Response

All Florida National Guard units are potentially available to support civil authorities during times of emergency. The Florida National Guard is task organized to support minor, major, or catastrophic emergencies/disasters. Task force organizational integrity will be retained when operational requirements permit. However, any Florida National Guard element may be modified to create special task force organizations and attached to other units to enhance the capability to provide greater support during major/catastrophic emergencies. Response operations focus on those life saving functions required by the population in the disaster area and generally follow the following steps:

1. Activate the Joint Operation Center at Ensslin Armory in St. Augustine.
2. Activate Emergency Support Function 13 at the State Emergency Operation Center.
3. Activate planning cells throughout the State as needed.
4. The Florida National Guard will task organized forces to accomplish assigned missions. Example of missions the Florida National Guard can provide during a state of emergency include:
 - a. Evacuation
 - b. Impact Assessment
 - c. Staffing State Emergency Operations Center
 - i. ESF13
 - ii. Plans (ESF5, Recon, Meteorology)
 - iii. Air Operations Branch Liaisons
 - iv. ESF12 (Fuels) Liaison
 - v. Logistics
 - d. Recon
 - e. Search and Rescue

- f. Debris removal
- g. Transportation of Supplies and Services
- h. Points of Distribution
- i. Communications
- j. Clear Roads and Bridges
- k. Aviation Operations
- l. Law Enforcement and Security
- m. Engineer Support
- n. Logistical Staging Areas
- o. Staffing Support to the State Logistics Response Center
- p. Shelter Staffing Support
- q. Civilian acquired skills

- 5. Plan and initiate demobilization of Guard and equipment.

3.3.3 Recovery

Recovery operations begin the process of restoring community infrastructure and services to pre-disaster status.

- a. The Florida National Guard will continue to provide military support to lead agencies during the recovery phase until local/state agencies can sustain support on their own or services can be contracted to the civilian sector and the response is stabilized.
- b. The Florida National Guard forces will “right-size” as operations transition from the response to the recovery.

3.3.4 Mitigation

Mitigation actions are not applicable to Emergency Support Function 13.

Section 4: Finance and Administration

4.1 Financial Management

The State Quartermasters Office, located at the St. Francis Barracks, St. Augustine, Florida, will deploy members of its office to the affected areas with the Task Force and the Staff Coordination and Assistance Team. These personnel track all state Active-Duty expenses incurred by the Florida National Guard during state Active Duty. An estimated cost projection is kept for each and an accrued balance is reported to the Florida Division of Emergency Management budget agent.

4.2 Authorities and References

4.2.1 References

- 1. Department of Defense Directive 3025.12, Use of Military Resources during Peacetime Civil Emergencies within the U.S., Its Territories and Possessions.
- 2. National Guard Regulation 500-1, Defense Support to Civil Authorities.

3. Headquarters, Florida National Guard, Joint Operations Plan for Defense Support to Civil Authorities/Homeland Defense.
4. Chapter 23, F.S., Florida Department of Law Enforcement, Florida Mutual Aid Plan and the Florida Mutual Aid Act.
5. Memorandum of Agreement Between The State of Florida and The Department of Defense for the Use and Establishment of a Dual-Status Commander Pursuant to Title 32, U.S. Code

4.2.2 Authorities

1. Governor's Executive Order.
2. Chapter 250, Florida Statutes, Military Code.
3. Chapter 252, Florida Statutes, Emergency Management.
4. U.S. Code, Title 32