



ESF 18: Military Support

THIS PAGE LEFT BLANK INTENTIONALLY

Table of Contents



1 Introduction	1
1.1 Purpose	1
1.2 Scope	1
2 Situation and Assumptions	2
2.1 Situation	2
2.2 Assumptions	4
3 Concept of Operations	5
3.1 General	5
3.2 Military Support	5
3.3 Coordination with Other ESFs	5
4 Emergency Coordination	7
4.1 County.....	7
4.2 Cities and Districts.....	7
4.3 State and Federal Assistance	7
5 ESF Annex Development and Maintenance	9
Appendices	10
Appendix A. DSCA Overview	11

ESF 18 Tasked Agencies

Primary County Agency	Clackamas County Disaster Management (CCDM)
Supporting Agencies	Clackamas County Sheriff's Office (CCSO)
Community Partners	Cities and Special Districts
State Agency	Oregon Military Department (OMD) Oregon Department of Emergency Management (OEM)
Federal Agency	Department of Defense (DOD) Federal Emergency Management Agency (FEMA)

1 Introduction



1.1 Purpose

Emergency Support Function (ESF) 18 describes the Defense Support of Civil Authorities (DSCA) program and outlines how Clackamas County requests and coordinates military support in times of emergency.

ESF 18 does not address the use of military (i.e., Department of Defense, National Guard, or U.S. Coast Guard) resources for search and rescue operations. Those activities are addressed in ESF 9 (Search and Rescue).

1.2 Scope

Activities encompassed within the scope of ESF 18 include the processes for requesting direct support from local military unit commanders and for seeking assistance from the State that may be assigned to a military unit to support. It also addresses the process for coordinating response operations when military personnel and equipment are deployed to the county.

2 Situation and Assumptions



2.1 Situation

The county faces a number of hazards that may require support from the military or lead to the deployment of military resources to assist civil authorities (i.e., the County, cities, etc.). A significant disaster or emergency event may result in widespread infrastructure damage and displace great numbers of people and require the rapid deployment of a self-contained and self-sufficient cadre of skilled military personnel and equipment. Similarly, even a smaller scale emergency such as a community water system failure or water contamination incident may require the deployment of specialized military equipment that is uniquely suited to support the response.

The Defense Support of Civil Authorities (DSCA) program is governed by Department of Defense (DOD) directives and specifies when and how military resources may be assigned/deployed to support civil authorities for domestic emergencies, law enforcement, and other domestic activities. Appendix A to this annex provides an overview of the DSCA program. Key characteristics of DSCA include:

- State and federal laws define how military forces support civil authorities.
- Civil authorities are in charge and military forces support them.
- Military forces depart when civil authorities can continue without military support.
- Military forces must document the costs of all direct and indirect support provided.

The Oregon National Guard (ORNG or the Guard) is the primary military organization in the state that provides support to civil authorities in times of emergency. The ORNG has two component forces – the Oregon Army National Guard and the Oregon Air National Guard. Although the ORNG units and equipment are federal elements/resources they operate under and are controlled on a daily basis by the Oregon Military Department (OMD).

OMD, which is located in Salem, serves as the headquarters for both components of the ORNG. It supervises all matters pertaining to personnel administration, support, and logistical support of the Guard, its volunteer Oregon Defense Force, and all state-owned or leased armories, posts, camps, military reservations, and rifle ranges.

The National Guard is the only U.S. military force that operates in both state and federal

capacities. Titles 10 and 32 of the U.S. Code provide the legal frameworks governing the Guard's activation and service. Title 10 covers National Guard members when they are called to active duty for federal missions, such as overseas deployments, military operations, or when serving at combatant commands or defense agencies in the U.S. Title 32 governs National Guard members serving in a state-level capacity, such as responding to natural disasters or domestic emergencies, or participating in homeland security missions.

In peacetime, the Guard is under the command of the governor with its active command and administration vested in the adjutant general (TAG). When directed by the governor through a declaration of a state of emergency, the Guard may be placed in a State Active Duty (SAD) status, with the State bearing financial responsibility for the committed forces to include wages, fuel, equipment maintenance, and other expenses.

The Oregon Military Department operates a Joint Operations Center that coordinates with state and federal agencies and controls the response and administration of ORNG resources mobilized in support of state and federal domestic missions.

Guard units are trained and equipped to aid in providing law enforcement, medical care, traffic control, firefighting support, resource distribution, potable water transportation, and mass feeding of disaster victims; establishing communications networks with fixed and mobile radios; and providing aerial surveillance of a disaster area, technical rescue during large scale catastrophic building collapses, debris and road clearing, large scale fatality search and recovery operations, and limited electric power from portable generators. The Guard also provides specialized resources for chemical, biological, radiological, nuclear, and high-yield explosive (CBRNE) detection, decontamination, and presumptive analysis operations. The Guard may also assist in search and rescue, lifesaving, and air ambulance missions.

It is the policy of the governor and the adjutant general to mobilize only those Guard resources necessary to respond to the emergency. Specific emergency management restrictions include:

- No state agency or local jurisdiction may employ Guard assets without coordination through the State ECC and the approval of the adjutant general. The exception to this rule is that military commanders may provide an immediate response (under Immediate Response Authority in accordance with DOD Directive 3025.18) by temporarily employing the resources under their control, to save lives, prevent human suffering, or mitigate great property damage.
- In general terms, Guard assets may be deployed under the following conditions:
 - The situation is beyond the control of local authorities and formal assistance has been requested through the declaration process.
 - Requested resources are not available from commercial sources and are deployed to supplement, not replace, local efforts.
 - Assistance is limited to those tasks that the Guard can accomplish more effectively or efficiently than another state agency.
- Guard resources specifically requested by state agencies or local jurisdictions will generally be provided on a cost reimbursable basis.

Camp Withycombe is the only Oregon National Guard facility in Clackamas County. It is owned by the OMD and houses two Oregon Army National Guard Brigade Headquarters (41st Brigade Combat Team and the 82nd Brigade), the ORNG's Warehouse, and a depot level maintenance facility. Camp Withycombe is a joint tenant facility that also houses a United States Army Reserve Engineer unit (federal force).

2.2 Assumptions

ESF 18 is based on the following planning assumptions:

- Guard assets are available for state missions. The federal wartime mission of all Department of Defense assets takes priority over state missions. If the Guard is federalized, it will not be available for state tasking.
- Local ORNG unit commanders will respond to immediate life safety and acute human suffering and damage mitigation requests from civil authorities if their resources allow.

3 Concept of Operations

3.1 General

Clackamas County Disaster Management (CCDM) or the County EOC, when activated, is responsible for implementation of ESF 18 and for making requests for military support. Requests for life safety and other acute human suffering and damage mitigation support may be made directly to ORNG Brigade Commanders at Camp Withycombe. Requests for assistance with other missions must be submitted to the State ECC following the declaration of emergency process.

3.2 Military Support

ORNG personnel and equipment providing direct support for life safety or other acute emergencies remain under the control of their unit commander but coordinate their response efforts with the on-scene incident commander (if assigned) or the supporting EOC. Once the acute emergency has been addressed and/or other resources are available to assume responsibility, the ORNG resources return to their base and may not be redeployed for non-acute operations.

If the State ECC assigns a mission to the ORNG in response to a county resource request, the OMD and TAG will identify the unit and related resources that will be assigned to the mission and deploy them to the county. The County EOC will then further assign the deployed resources to work in support of the appropriate on-scene incident commander or supporting EOC (city, district, or County). ORNG resources are deployed in support of a specific mission (e.g., debris management, water supply, medical transport, etc.) and may not be deployed by the County to support another mission unless and until a separate resource request has been submitted to the State ECC and a new mission assigned by OMD and the TAG to the currently deployed unit.

Depending on the scope and scale of the incident and the mission Guard resources have been assigned to support, the OMD and TAG may assign a liaison officer (LNO) to the County EOC. The LNO's role is to coordinate performance of the assigned mission with the County and serve as a representative of the assigned resources and the OMD and TAG.

3.3 Coordination with Other ESFs

The following ESFs support ESF 18-related activities:

- **ESF 1, Transportation:** Assist in transportation of military personnel to impacted areas.
- **ESF 2, Communications:** Augment communications resources.

- **ESF 3, Public Works:** Assist in damage assessment, debris management, potable water distribution, and infrastructure restoration.
- **ESF 6, Mass Care:** Assist with shelter and mass care operations.
- **ESF 8, Health and Medical:** Assist with emergency medical care and transport.
- **ESF 9, Search and Rescue:** Assist with search and rescue operations.
- **ESF 10, Hazardous Materials:** Provide support for chemical, biological, radiological, nuclear, and high-yield explosive (CBRNE) incidents.
- **ESF 13, Law Enforcement:** Provide support for law enforcement agencies.

4 Emergency Coordination



4.1 County

Clackamas County Disaster Management (CCDM) will coordinate with the brigade commanders at Camp Withycombe if and when direct assistance is warranted and needed for response to immediate life safety and/or other acute incidents. In all other cases where support from state resources is needed, CCDM or the County EOC, when activated, will follow the emergency declaration process and submit a resource request to the State ECC. The request should not specifically request National Guard personnel or equipment; rather, it should identify the work/activity for which support is needed. The exception to this process is for search and rescue (SAR) operations where the Clackamas County Sheriff's Office (CCSO) can make a request for military support through the State SAR Coordinator as outlined in ESF 9.

When Guard resources are deployed to the county by the State, CCDM or the County EOC, when activated, will work with the Oregon Military Department, the deployed resources, and the ORNG Liaison Officer (if assigned), to confirm tasking, reporting, and support processes.

4.2 Cities and Districts

Cities and districts will work with CCDM or the County EOC, when activated, to seek and coordinate direct assistance from the National Guard for immediate/acute incident response. In all other cases where resource support is needed, cities will follow the emergency declaration process and submit a resource request to the County. Although districts don't have emergency declaration processes similar to cities and counties, they must attest to having exhausted local resources or needing specialized resources that aren't otherwise available when seeking support from the County.

When Guard resources are deployed in support of a city or district need, the city/district will work with the County and the ORNG Liaison Officer (if assigned), to confirm tasking, reporting, and support processes.

4.3 State and Federal Assistance

The State ECC will work with OMD and other state agencies to identify the appropriate resources to support a county request. When support is assigned to OMD, the TAG and OMD leadership will task appropriate Guard resources and coordinate deployment with the requesting county. A

Guard Liaison Officer may also be assigned to the requesting county EOC.

If support from federal military resources may be needed, the State will follow the emergency declaration process and seek a presidential emergency or major disaster declaration and submit resource requests to the Federal Emergency Management Agency (FEMA). The State will coordinate tasking, reporting, and support processes with FEMA, DOD, and the supported county or counties.

5 ESF Annex Development and Maintenance



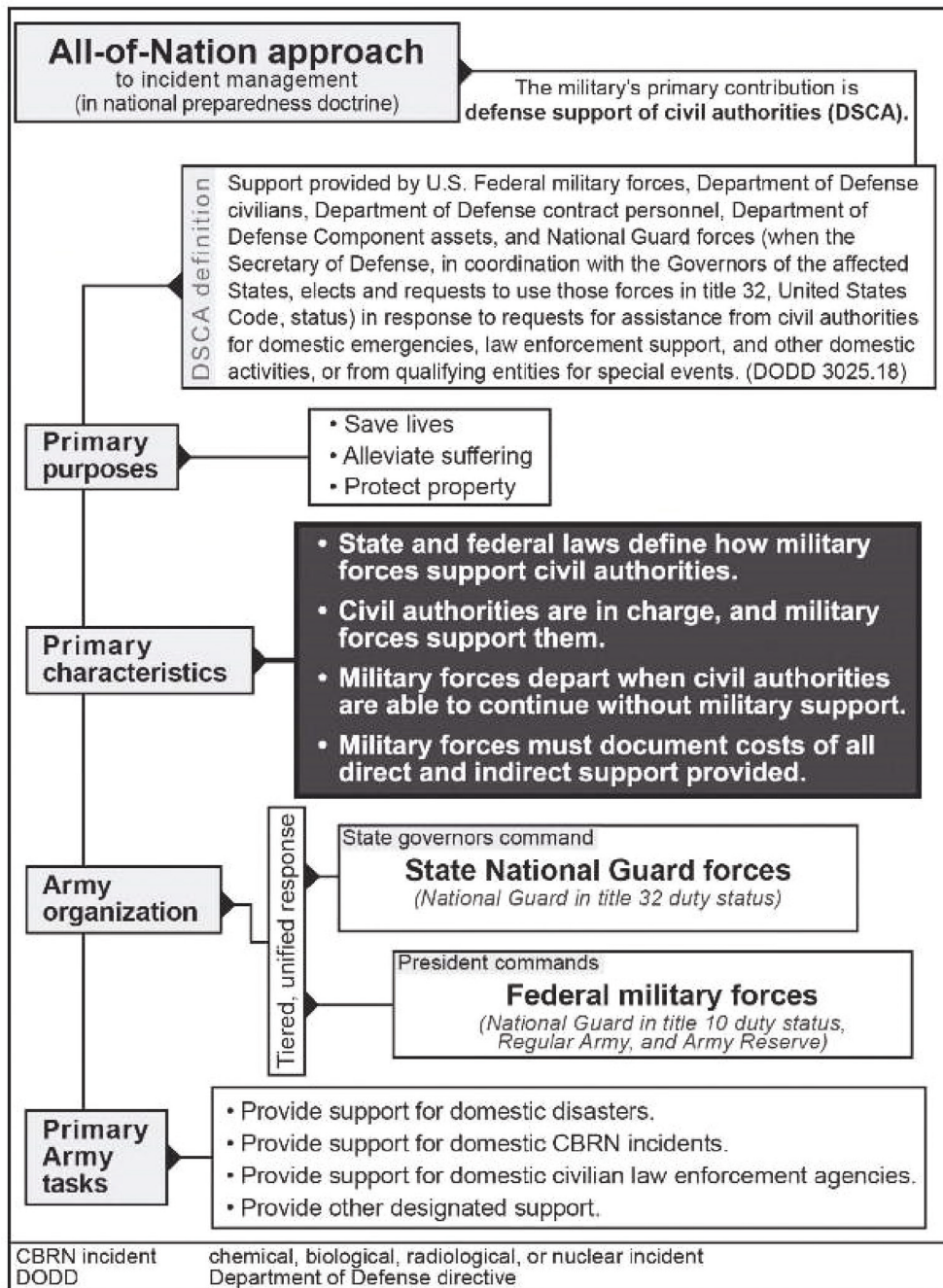
CCDM is responsible for coordinating regular review and maintenance of this annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

Appendices

Appendix A – DSCA Overview



Appendix A. DSCA Overview



THIS PAGE LEFT BLANK INTENTIONALLY