

City of Seattle
Comprehensive Emergency Management Plan

Emergency Operations Plan
Military Support Annex

Prepared by
Seattle Office of Emergency Management

Updated November 2012

MILITARY SUPPORT ANNEX

COORDINATING ORGANIZATION:

*Mayor's Office
Seattle Office of Emergency Management*

COOPERATING ORGANIZATIONS:

*All City Departments
Washington State Emergency Management Division
Washington State Military Department*

I. INTRODUCTION

A. Purpose

1. To describe the circumstances under which units of the Department of Defense (DOD) and the Washington National Guard (WNG) can provide Defense Support of Civil Authorities (DSCA) during disasters and catastrophes.
2. To describe the procedures the City of Seattle government must use to obtain DSCA

B. Scope

1. This document applies to all City Departments and supporting agencies.

II. SITUATION

A. Situation

The City of Seattle, its citizens, are exposed to a variety of natural and human caused disasters such as severe weather, earthquakes, and acts of terrorism. The Seattle Hazard Identification and Vulnerability Analysis identifies and discusses in detail a wide range of events that could impact the citizens and governments of our region.

In some incidents, the City and neighboring jurisdictions may not have sufficient resources to support the response. The military is one of many resources the City can request assistance from.

B. Planning Assumptions

1. Military assistance is a supplemental resource.
2. Military support like any other form of outside assistance requires the Mayor's declaration of "Civil Emergency" and an executive order.
3. When deployed to provide DSCA, military personnel work under the City's command and control structure, but always retain their unit integrity and chain of command.
4. Only under circumstances where the provisions of "Immediate Response" can be applied, or where a National Guard or Reserve unit coincidentally happens to be in a training status, can military support be expected to be a ready source of help. In all

other situations, it would probably take at least 48 hours to muster and deploy a response.

III. CONCEPT OF OPERATIONS

A. General Response

The Governor maintains control of the state National Guard in peacetime. He or she appoints an Adjutant General to command the state Guard, which is a combination of Army and Air Force units. In Washington, the Adjutant General (TAG) is also the head of the state Military Department.

1. After the Mayor has declared a “Civil Emergency” and based on the Mayor’s request for supplemental assistance made by executive order, the Governor may, if support can best be provided through special resources possessed by the Washington National Guard, task available units and/or activate units not on duty.
2. In general, the type of support provided by the National Guard may include:
 - Weapons of Mass Destruction Civil Support Team
 - Limited mass feeding
 - Civil disturbance operations/area security patrols
 - Roadblocks/traffic control
 - Perimeter security/quarantine
 - Limited military engineering
 - Mobile/fixed communications
 - Emergency evacuation (land/air/water)
 - Delivery of supplies
 - Emergency shelter
 - Limited emergency electrical power
 - Light urban search and rescue
 - Limited emergency medical aid
 - Limited potable water
 - Aerial reconnaissance

B. Federal Support

Despite normal placement of the Guard under the Governor, the President retains the authority to federalize guard forces in a major national crisis. Whenever this happens, units affected by the President’s mobilization order are transferred from their State Area Command (STARC) to active duty commands in the Army or Air Force. Examples of such mobilizations occurred during wars fought in Korea and Viet Nam and more recently in military actions in the Persian Gulf, Afghanistan and Iraq. It can also happen in natural, technological and human-caused disasters, including episodes of serious civil unrest.

The military is capable of providing a wide range of support to local government in a disaster or catastrophe, but the use of military personnel and military assets for DSCA must comply with guidelines set down in DOD Directives and federal law. Within these formal parameters military assistance can be obtained:

1. For an “Immediate Response” situation. In such an event a unit commander can provide immediate assistance to local authority if:

- There is an imminent threat to life or property, and/or human suffering is at stake, **and**
- An exhaustive effort by local government to seek help from public and private resources in the local area has been tried first *without success*, and the local military unit is the only viable source available, **or**
- The local military unit is the only source of help that can respond in time to support the City in countering or alleviating the danger(s) present or imminently expected, **and**
- The local military unit is capable of providing the type of support requested without degrading its primary national defense commitments, **and**
- The Mayor has declared a “Civil Emergency” and invoked his/her “emergency power” to request outside assistance, **and**
- The City agrees to assume costs incurred by the military unit to provide the requested support, **and**
- The City, through the Washington State Emergency Management Division (EMD), conveys the following details to the Commander, USARMYNORTHCOM through the Defense Coordinating Officer attached to the Federal Emergency Management Agency (FEMA) Region X Defense Coordinating Element in Bothell, WA:
 - The reason(s) and circumstances necessitating the request for “Immediate Response”.
 - The name of the Commander and unit aiding the City.
 - The type(s) of asset(s) requested.
 - An affirmative acknowledgement of the City’s compliance with the above process, as prescribed in DOD Directives.

In certain circumstances where response time is critical, a unit commander can act in anticipation of official receipt of authorization from the Commander, USARMYNORTHCOM. The unit commander can also decide to forego reimbursement from the City, but the City should always be prepared to assume the costs, which in the past have been paid by the state when the above steps have been followed.

2. After emergency declarations have been made by both the Mayor and Governor, the Mayor may request assistance from the Commander of the Seattle District of the US Army Corps of Engineers (USACE) to provide flood fighting and rescue support authorized under Public Law 84-99. The Governor, based on a request from the Mayor, can also ask the USACE to provide emergency supplies of clean water when contamination of normal sources endangers public health.

3. After the Governor has proclaimed a “State of Emergency” and formally requested federal assistance, the President after declaring an “Emergency” or “Major Disaster” may – through FEMA or the through the Joint Field Office (JFO) if established and the Defense Coordinating Officer (DCO) if in-place – task the DOD to provide specific support identified in the NRP. DOD participation could be used for:
 - Disaster Medical Assistance Teams (DMATs)
 - Disaster Mortuary Teams (DMORTs)
 - Patient evacuation to National Disaster Medical System (NDMS) hospitals
 - Urban fire suppression
 - Communications equipment
 - Debris clearance
 - Structural evaluation
 - Damage Assessment
 - Stabilization or demolition of damaged structures
 - Water supply
 - Restoration of critical public facilities
 - Contracting and construction management
 - Electric generation
 - To defend against a “credible threat” of a terrorist attack, or to respond to a terrorist attack.

C. Direction and Control

The EOC Director is responsible for coordinating all requests for military assistance.

Military units remain under control of their chain of command when deployed to assist civilian authorities. Military support is coordinated through the EOC and the incident commands that are provided such support.

EMD and/or military Liaisons may be assigned to the City EOC and/or incident commands as needed.

Once DSCA is dispatched to the City, it will be the responsibility of the requesting department to receive, direct, integrate, and sustain this capability for as long as they continue to support the City. Help in supplying the logistics for doing this will be available through the EOC, and should be directed to the EOC Logistics Section.

D. Procedures

A department that determines it will run out of resources before operations can be completed or has exhausted all resources will follow procedures outlined in the Logistics Section of the SDRRP to obtain outside resources.

IV. RESPONSIBILITIES

A. Preparedness

1. Seattle OEM is responsible for ensuring the Military Support Annex is current.
2. All departments that conduct training or develop plans with military organizations will notify the Seattle OEM of such activities before they occur to ensure City training and planning efforts are coordinated.

B. Response and Recovery

1. The Mayor, as the City's Chief Executive, will:
 - Determine when circumstances warrant asking the state for outside assistance, which may be provided through DSCA.
 - After deciding to do so and after declaring a "Civil Emergency", sign an executive order requesting outside assistance.
 - Direct public-notice, and ensure briefings of the City Council President and Public Safety Chair occur as called for in the Direction and Control Support Annex.
2. The City Council will review and act on all proclamations and executive orders as called for in the Direction and Control Support Annex.
3. The EOC Director will:
 - Decide when it would be necessary to request a state mission number.
 - Decide when and if it would be necessary to request the state EOC to send their Emergency Management Division (EMD) and/or Military Department Liaison to the Seattle EOC.
 - Determine if, and when a recommendation will be made to the Mayor to request outside assistance.
 - As soon as the Mayor signs the executive order requesting outside assistance, direct the Plans Section Chief to transmit it to the state EOC.
 - Based on information received from the state EOC (either through Logistics Section Chief or the EMD Liaison), brief the Mayor and as necessary direct the Operations Section Chief to make sure that:
 - Word has been passed to the requesting department.
 - The EOC JIC has been notified.
 - Adequate instructions have been given to the responding military commander, to at a minimum include the name of the official he or she is to report to and their cell phone number, and a map and directions to the staging area.
 - Arrangements are in place to receive and care for the arriving DSCA unit(s).
 - DSCA units are used for approved missions only, and that they are able to withdraw once those missions are completed.
4. The Operations Sections Chief will:

- Ensure all Operations Section ESFs that are activated are coordinating resource requests with the EOC Logistics Section.
- Work with the Logistics Section Chief, EMD Liaison and the Plans Section Chief to monitor critical resource requests that exceed the City's capability. As soon as it can be reasonably determined that outside assistance is the only suitable recourse, inform the EOC Director.
- Follow the EOC Director's instructions in making certain that departments are given an early "heads up" of the arrival of DSCA, and that departments take necessary actions to effectively receive, integrate, direct, and support DSCA units.
- Brief the department requesting the military assistance on what are the approved missions.
- Ensure that DSCA units are able to disengage and return to their normal duty station as soon as their assigned missions are completed.

5. The Plans Section Chief will:

- At the direction of the EOC Director, request the EMD Duty Officer to issue a state mission number for the major incident, disaster or catastrophe.
- At the direction of the EOC Director, request the state EOC to send their EMD and or Military Department Liaisons to the Seattle EOC.
- As necessary, make assistance available to the Law Department Representative in preparing the declaration of "Civil Emergency" and the executive order for outside assistance.
- Work with the Operations Section Chief, EMD and state Military Liaisons, and the Logistics Section Chief in making recommendations to the EOC Director on the need to seek state assistance in obtaining critical resources.
- At the direction of the EOC Director, oversee transmission of the City's request for outside assistance, including the Mayor's executive order and the Request for Outside Assistance form, to the state EOC.
- Once word is received from the state EOC that DSCA resources are on the way, advise the EOC Director and the Operations Section Chief.

6. The Law Department Representative will at the direction of the EOC Director:

- Prepare the declaration of "Civil Emergency" and executive order requesting outside assistance.
- Be available to answer legal questions arising from or about the declaration of "Civil Emergency" or executive order.
- Be available to answer legal questions regarding the approved missions for military units and other issues related to the use of military units.
- Assist in briefing the Council President and Chair of the Public Safety Committee on the declaration of "Civil Emergency" and executive order.

7. Emergency Support Function (ESF) Coordinators for ESFs-1, 2, 3, 4, 6, 8, 9, 10, 12 and 13, under the direction of the Operations Section Chief, will:

- Make sure DOCs are working with the EOC Logistics Section to resolve resource needs that exceed department capabilities.

- Make sure that once a department's DOC determines that vital resource requirements cannot be met locally they communicate the shortfall to their EOC department representative.
- As soon as a request for outside assistance is received, advise the Operations Sections Chief of the details.
- As applicable and as soon as the Operations Section Chief advises the ESF representative that DSCA is being provided to a City department ensure:
 - The department is informed.
 - The department communicates with the military commander and provides all necessary support.
 - The department coordinates with the EOC Logistics for any support for the military unit it cannot manage on its own.
 - The department uses DSCA for approved missions only.
 - The department releases the military unit as soon as approved missions are completed.

8. EOC Logistics Section Chief will:

- Ensure that within means available to the City, the EOC Logistics Section is providing all necessary logistical support to DOCs.
- Ensure the request is beyond the City's means to obtain with local resources.
- Assist City departments with any logistical requirements that may be necessary to support a military unit that is part of an authorized DSCA mission.

9. Department Operating Centers will:

- As soon as they have exhausted or anticipate exhausting, all local resource and assistance, inform their ESF representative in the EOC of the details and urgency of any resource shortcomings.
- When advised that DSCA is being sent to support the department, notify the Incident Commander, provide detailed description of what military missions are authorized and ensure the arriving military commander is given:
 - All necessary information for safely integrating his/her unit into the department's field operations.
 - All necessary support to sustain the military unit while they are supporting the department.
- For any support requirements needed to sustain the military unit for its assigned mission that cannot be managed with means available to the department, coordinate with the EOC Logistics Section.
- Ensure the military unit is being used for its assigned mission only and is allowed to demobilize as soon as the mission is completed.

10. Commanders of local military installations will:

- As requested and feasible, provide the City of Seattle with DSCA in accordance with guidelines established in DOD Directives.
- In a Presidentially declared “Emergency” or “Major Disaster” provide “direct federal assistance” or “technical assistance” as tasked by the Defense Coordinating Officer (DCO) under the National Response Plan.
- For a “credible threat” or act of terrorism, provide “direct federal assistance” or “technical assistance” as tasked by the DCO or the FBI Joint Operations Center that may be operating from the Seattle Field Office or attached to the Joint Field Office (JFO).

11. Washington State Emergency Management Division will:

- Upon receipt of proper notification from the City, issue a state mission number to cover the City’s involvement in managing a major incident, disaster or catastrophe.
- Provide 24/7 Duty Officer support to assist the City in coordinating with the USARMYNORTHCOM in an “Immediate Response” situation.
- As requested by the Seattle EOC Director and as authorized by the state EOC, send a liaison officer to the Seattle EOC.
- As provided for in the Washington State Comprehensive Emergency Management Plan, assist the City with any Mayoral request for supplemental assistance.

12. Washington State Military Department will:

- As requested and as authorized by the state EOC, send a liaison officer to the Seattle EOC.
- Provide National Guard support to the City as coordinated by the state EOC.

E. Liability

So long as personnel of the Washington National Guard are acting under the authority of the Governor (RCW 38.08.040) they are indemnified under the “Emergency Worker” provisions of WAC 114-04-070 and RCW 38.52.

Federal employees, including members of the Washington National Guard who may be activated for federal service by the President, are protected under Section 305 of the Stafford Act.

V. RESOURCE REQUIREMENTS

A. Logistical Support

- Requests for military support will be coordinated with the EOC Logistics Section to ensure adequate support is available.
- The EOC Logistics Section is responsible for providing logistical support to all approved military units that have been requested by the City.

B. Communications and Data

- ESF-2 is responsible for coordination of City radio communications support to military units, including patching.
- ESF-2 is responsible for screening any requests for military communications support to ensure compatibility with communications systems deployed.

VI. ADMINISTRATION

A. Cost Accounting and Cost Recovery

Units and departments will use the National Incident Management System and Incident Command System to organize and submit cost recovery documents to City, state and federal agencies as required to recover incident response and recovery cost.

B. Annex Maintenance

The Seattle OEM is responsible in maintaining this annex. The annex will be reviewed and updated annually as prescribed in the DRRP or when deemed necessary by either the Agency Administrator or the Seattle Office of Emergency Management.