



Emergency Support Function 16 (Defense) Annex
to Georgia Emergency Operations Plan

2023

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Record of Change

Change #	Date	Part Affected	Date Posted	Who Posted
1	7/6/2023	Updates throughout document, Stationing Map, Org Chart	7/13/2023	LTC Lowrance
2	7/9/2023	Addition of ESF-15, ESF-17 support	7/13/2023	LTC Lowrance

Record of Distribution

Plan #	Office/Department	Representative	Signature
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1.0 Introduction

1.1 Purpose

The Georgia Department of Defense (GADOD) maintains a statewide presence and contains a vast assortment of specialized resources and personnel. It is because of this diverse capability that the GADOD can assist with many of the emergency support functions listed in the Georgia Emergency Operations Plan (GEOP), including law enforcement, if so directed by the Governor in an emergency declaration¹ (see page 6 of this annex for law enforcement duties). Access to these resources follows the established path of requests for state assistance.

1.2 Scope

The GADOD consists of four distinct branches; the Joint Forces Headquarters – Georgia (JFHQ-GA), Georgia Army National Guard (GA ARNG), Georgia Air National Guard (GA ANG), and the Georgia State Defense Force (GSDF). Each of the branches can support the 10 essential capabilities for Domestic Operations: aviation / airlift, command and control, chemical/ biological/ radiological/ nuclear and explosive (CBRNE) response, engineering, medical, communications, transportation, security, logistics, and maintenance. GADOD is also capable of maintaining command and control of all military forces within the State of Georgia by operating as the lead for National Guard personnel from other States, Active Components of the US Army, and US Army Reserve organizations (Title 10 personnel) in a Dual Status Command organization.

Joint Force Headquarters – Georgia

The JFHQ-GA is a Joint component comprised of Army and Air National Guard personnel. This organization coordinates Defense Support to Civil Authorities (DSCA) in direct support of the Georgia Emergency Management and Homeland Security Agency (GEMA/HS). The organizations' major function is to coordinate with GEMA/HS and provide Command and Control through the Joint Operations Center.

Georgia Army National Guard

The GA ARNG is comprised of more than 11,400 “Citizen Soldiers” who perform duty in 60 different armories located across the state. These Soldiers are assigned to a wide variety of units and are equipped with the latest equipment and technology. The types of units in the GA ARNG include infantry, field artillery, transportation, engineer, military police, logistics, communications, maintenance, medical, aviation, and CBRNE

¹ When the National Guard is under the command and control of the Governor (such as when the Governor places the guard under State Active Duty or, in conjunction with the President or Secretary of Defense, the Governor orders the guard to duty for operational Homeland Defense activities through Title 32 of the US Code) the guard is not subject to the Posse Comitatus Act, which limits the use of federal military personnel for enforcing state laws. The Posse Comitatus Act is applicable to the National Guard when serving full-time duty in the active military service of the US through Title 10 of the U.S. Code.

response forces. GA ARNG's rotary wing aviation consists of Blackhawks (UH-60), Chinooks (CH-47), and Lakotas (UH-72).

Georgia Air National Guard

The GA ANG consists of more than 2,700 Airmen and officers assigned to two flying wings and six geographically separated units across Georgia. These units have state of the art training and equipment and perform the following type missions: airlift, airborne surveillance, airborne command and control, initial area assessment, airspace management, communications operations installation, engineering, CBRNE, medical, security, and support.

Specialized Capabilities

GADOD has additional, specialized, DSCA capabilities. The National Guard Response Force (NGRF) acts as a State and regional response force capable of conducting Civil Disturbance tasks. The Civil Support Team (CST) is a 22-person, specialized, CBRNE organization proficient in response with initial support in 3 hours. The Homeland Response Force (HRF) is a regional support element capable of performing Command and Control of multiple CSTs and several Chemical, Biological, Radiological, Nuclear Enhanced Response Force Packages (CERF-P) which can initiate movement to the response site within in 6 hours from notification. The CERF-P can perform Search and Recovery, Medical, and Decontamination Operations in a CBRN environment composed of 200+ personnel that can initiate movement to the response site within 6 hours from notification. The Cyber Protection Team consists of 39 personnel highly trained in cyber incident response techniques focused on consequence management.

Georgia State Defense Force

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 Georgia National Guard 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, ground search and rescue, traffic and crowd control, and physical security.

2.0 Concept of the Operation

2.1 General

The Joint Operations Center (JOC), located at Clay National Guard Center on Dobbins Air Reserve Base, serves as GADOD's coordination and communications center for response to Defense Support to Civil Authorities. Requests for GADOD assistance are communicated from local emergency management officials to their assigned GEMA/HS Field Coordinator (or the GEMA/HS Communications Center), passed to the GEMA/HS State Operations Center, vetted by the GADOD desk in the State Operations Center (SOC) and forwarded to the GADOD JOC for approval and tasking to the appropriate service component and unit.

2.2 Plan Activation

Widespread deployment of GADOD personnel and resources requires a Governor's State of Emergency declaration. Once the declaration is executed personnel are called to service in "State Active Duty" status. Personnel serving in State Active Duty status are covered under the appropriate Georgia laws pertaining to matters such as payroll, job related injuries, and liabilities. If, or when, a Federal Declaration is declared by the President of the United States, personnel may revert to Title 32 Federal Status. State Active Duty and Title 32 personnel are not subject to "Posse Comitatus" restrictions. The Governor may put GADOD personnel in State Active Duty Status for specific missions that do not require a declaration of a State of Emergency.

GADOD responds to support requests for assistance or mission assignments through three different methods based upon the type and level of emergency:

Immediate Response Authority, in response to a request under imminently serious conditions and time does not permit approval from higher authority to save lives, prevent human suffering or mitigate great property damage. Support shall end when the necessity is no longer required (State, Local other agencies are responding) and must be reassessed within 72 hours after the request was received.

State Active Duty, in response to a Governor's request for National Guard forces to support State requirements to include a declaration of a State of Emergency (the State Defense Force, as defined in Title 38 of the Georgia Code, when activated, also performs in a State Active Duty Status).

Title 32, requested by the President or Secretary of Defense in support of a declared Federal State of Emergency to support contingency responses which can be within the State of Georgia or within the United States.

3.0 Organization and Assignment of Responsibilities

GADOD has assigned Liaison Officers (LNOs) to several (NOT ALL) Emergency Support Functions (ESFs) to better educate the community of interest on the personnel and resources available to support these functions during an event. The LNO does not have authority to commit resources but provides valuable insight into available resources during the pre-event planning process.

When specific resources or mission assignments are developed during the planning process the ESF should forward this request to the SOC for review, coordination, and integration into the formal plan.

3.1 ESF Coordinator

The GADOD is coordinated by the Joint Force Headquarters – Georgia (JFHQ-GA) for the Adjutant General. The joint staff is broken into the functional areas listed below:

Joint Force Headquarters – Georgia (JFHQ-GA)

J1 - Personnel

J2 - Intelligence

J3 - Joint Operations

J33 - Current Operations (JOC)

J34 - Force Protection

J37 - Joint Education & Training

J4 - Joint Logistics

J5 - Strategic Plans and Policies

J6 - Communications

J8 - Finance

J9 - Joint Family Services

Primary and Support Elements

Georgia Army National Guard

G1 - Army Personnel

G3 - Army Training & Operations

G4 - Army Logistics

Georgia Air National Guard

A1 - Air Personnel

A3 - Air Training & Operations

A4 - Air Logistics

Georgia State Defense Force

G1 - SDF Personnel

G3 - SDF Training & Operations

G4 - SDF Logistics

3.2 Primary Agency Assignment of Responsibilities

Defense Support to Civil Authorities (DSCA)

The Council of Governors (established from Presidential Executive Order 13528, 11 Jan 2010) and its federal participants (i.e., the Federal officials identified in Executive Order 13528 and officials of other Federal executive departments or agencies as may be designated by the Secretary of Defense or the Secretary of Homeland Security) adopted the following as a Statement of Principle concerning DSCA in emergency response operations:

When an emergency event occurs in any area subject to the laws of any state, territory, or the District of Columbia (hereinafter a "state"), the Governor of the affected State will normally be the principal supported civil authority and the Adjutant General of the state or his/her subordinate designee will be the principal supported military authority.

Law Enforcement Duties

Should the Governor determine that missions assigned to GADOD during a state emergency require the assigned Guardsmen to perform law enforcement duties, after consultation with the Adjutant General, the Staff Judge Advocate should coordinate with the Governor's executive counsel for the issuance of a gubernatorial order granting Guardsmen law enforcement powers.

Proposed language for the Governor's order: "Pursuant to O.C.G.A. Sect. 38-2-307, I hereby grant Georgia National Guard personnel who are called to duty pursuant to O.C.G.A. Sect. 38-2-6 and specifically tasked for law enforcement duties by the Governor, the Adjutant General, or his designee to have the same powers of arrest and apprehension as do law enforcement officers."

Emergency Powers of Governor

Governor has statutory authority to declare an emergency when he is of the opinion that a danger exists. O.C.G.A. § 45-12-30.

When the Governor declares an emergency, he signs a proclamation and files it with the Secretary of State. Among other powers, he is then authorized to call up the National Guard to avert the danger. O.C.G.A. § 45-12-31.

After declaring an emergency, the Governor has the authority to call any and all units of the National Guard into state service to deal with the emergency. O.C.G.A. § 38-2-6(a) and (c).

If the Governor calls the National Guard into state service pursuant to O.C.G.A. § 38-2-6, the members shall receive the pay and entitlements as if they were in the active duty of the United States. O.C.G.A. § 38-2-6(d) and § 38-2-250.

If the Governor has not declared an emergency but has need of National Guard personnel to perform any official National Guard duty, he may request individual members to report for duty in the service of the state. O.C.G.A. § 38-2-6.1.

The Governor may call up individual members or units when he believes there is the possibility of imminent disaster, riot, etc., in order to prepare. Members may not be deployed to quell riots until an emergency has been declared. O.C.G.A. § 38-2-25.

The Governor may assign a wide range of duties to the National Guard. The continuum ranges from any action needed to avert danger or maintain order to law enforcement powers to martial rule. The Governor may direct National Guard forces to take such action as in his judgment may be necessary to avert the threatened danger and to maintain peace and good order. National Guard may, at the discretion of the Governor, have the same powers of arrest and apprehension as do law enforcement officers, to include enforcing martial law. O.C.G.A. §§ 38-2-7, 38-2-300, 38-2-307, 45-12-31.

Funding of State Active Duty

While O.C.G.A. § 38-2-170 authorizes the appropriation of funds to be used for any military purpose in the carrying out of the militia's duties under Title 38, the amount appropriated typically does not include funds for carrying out emergency operations.

Should the National Guard be called into State service for an emergency, O.C.G.A. § 38-2-172 authorizes the Governor to transfer money from any fund of the state treasury to the military account to pay for emergency operations.

Depending upon the level of emergency and the total amount of state funds expended, a percentage (75 – 100%) reimbursement from the Federal Emergency Management Agency (FEMA) is a possibility. However, such reimbursement is not guaranteed and should not be depended upon as decisions are being made regarding the mobilization of the National Guard into state active duty.

32 U.S.C. 502(f) funds may generally be used only for state missions if they are in the nature of “immediate response”. However, expended federal funds are expected to be reimbursed by the requesting local or state agency. Chief, National Guard Bureau Instruction (CNGBI) 1302.1, dated 23 April 2012.

3.3 Support Agency Assignment of Responsibilities

State Operations Center and State Aviation Support Operations Center Augmentation

- Be prepared to (BPT) provide Incident Command System positions within the Operations Section and the Plans Section as developed. (Operations supported by GADOD Desk; Plans supported by J5).
- BPT provide GADOD Desk (JFHQ - Senior Field Grade Officer).
- BPT provide State Aviation Liaison Officer in SOC and Liaison Officer(s) at Aviation Support Operations Center(s). (Representatives from GA ARNG & GA ANG Aviation Units).
- ESF-7, Logistics. BPT Provide personnel support to the Deputy Section Chief Position in the Facilities Management Unit (including generator expertise), Material Management Unit (MHE and Supply expertise), Movement Control Unit, and Mutual Aid [via the Emergency Management Assistance Compact (EMAC)]. (JFHQ - J4 / DOL).
- ESF-9, Search and Rescue. (SDF - BPT provide State Defense Force Liaison Officer to the GADOD Desk with Search and Rescue Experience).
- Public Information Officer. (PAO - BPT provide GADOD Public Affairs Office Liaison Officer at State Operations Center).

GADOD Possible Missions in support of GEMA/HS and the State during DSCA events.

GADOD can support all ESFs with the exception of ESF-14, Cross-Sector Business and Infrastructure.

ESF-1 (Transportation)

- BPT provide fixed / rotary wing aviation to support evacuation operations (GA ARNG & GA ANG Aviation Units).
- BPT provide heavy earth moving equipment, dump trucks, chainsaws, and operators to clear roadways during re-entry operations (GA ARNG & GA ANG Engineer units).
- BPT provide rotary wing assets to support route reconnaissance during re-entry operations (GA ARNG Aviation Units).

- BPT to support traffic contra-flow along evacuation routes (GA ARNG Infantry, Artillery, Military Police units).

ESF-2 (Communications)

- BPT provide mobile communications equipment to support tactical ground and/or air communications in an affected area (GA ARNG & GA ANG communications units).
- BPT provide mobile communications equipment to Aviation Support Operations Center (ASOC) in Savannah (GA ARNG & GA ANG communications units).
- BPT provide personnel as members of a State Communications Strike Team to operate the GEMA/HS Mobile Communications Vehicle(s) during the response phase of operations (SDF).
- BPT provide communications equipment operators at logistics nodes during response operations (GA ARNG & GA ANG communications units).

ESF-3 (Public Works and Engineering)

- BPT provide temporary water storage (GA ARNG water buffalo capabilities).
- BPT provide engineer support to assist in restoring municipal water systems (GA ARNG Engineer units).

ESF-4 (Firefighting)

- BPT provide rotary wing aviation assets, buckets, and associated support equipment necessary to support wildfire suppression operations (GA ARNG Aviation Units).

ESF-5 (Emergency Management, Information and Planning)

- BPT provide rotary wing aviation support to Preliminary Damage Assessment operations (GA ARNG Aviation Units).
- BPT provide rotary wing aviation support for VIP missions (GA ARNG Aviation Units).

ESF-6 (Mass Care, Emergency Assistance, Temporary Housing, & Human Assistance)

- BPT assist in conducting sheltering operations for general evacuee populations (GA ARNG and GA ANG armories will be used for temporary warming centers to transport personnel to more permanent shelters).
- BPT transport or assist in movement of evacuees (JFHQ - buses).

ESF-7 (Logistics)

- BPT augment State Logistics Staging Area (LSA) staff (J4, GA ARNG logistics units, SDF in support).
- BPT provide material handling equipment to the LSAs (forklifts, pallet jacks, and portable ramps) (GA ARNG Maintenance Shops, logistics units, and GA ANG support squadrons).
- BPT provide tractor trailer rigs with enclosed cargo trailers and flatbed trailers to support LSA operations (GA ARNG transportation units).

- BPT conduct Point of Distribution operations in multiple locations to support retail distribution of water, MREs, ice, and tarps to affected areas (generally all units in GA ARNG, SDF in support).
- BPT assist in transportation of antiviral/antidotes during public health disasters (GA ARNG Aviation units and units with wheeled assets).
- BPT conduct Reception, Staging, Onward Movement, and Integration operations for military forces entering/departing Georgia through EMAC.
- BPT augment the State Logistics Section Movement Control Unit with resources capable of integrating the Defense Movement Control System into the overall movement control plan (GA ARNG logistics commands and transportation units).
- BPT provide food service support for state emergency worker camps (GA ARNG logistics units).
- BPT provide portable satellite tracking devices and ancillary tracking equipment for state trucks delivering supplies in support of the LSAs.

ESF-8 (Public Health and Medical Services)

- BPT assist in establishing and operating temporary morgues (HRF).
- BPT assist in patient transport (nursing homes, hospitals, etc.) (GA ARNG and GA ANG: units with HMMWVs or FLAs; JFHQ buses).
- BPT assist in distribution of antiviral/antidotes during public health disasters (GA ARNG MP units, all GADOD units with wheeled assets).

ESF-9 (Search and Rescue)

- BPT provide rotary wing aviation support to Search and Rescue (SAR) operations (GA ARNG Aviation Units).
- BPT provide physical security forces to cordon areas during SAR (GA ARNG Infantry, Military Police, Artillery units; GA ANG security forces; SDF in support).
- BPT augment SAR operations with ground personnel (GA ARNG Infantry, Military Police, Artillery units; GA ANG security forces; SDF).

ESF-10 (Oil and Hazardous Materials Response)

- BPT provide monitoring teams in response to a radiological incident (HRF).

ESF-11 (Agriculture and Natural Resources)

- BPT provide personnel and vehicle decontamination capabilities to affected areas (HRF).

ESF-12 (Energy)

- BPT transport motor gasoline and diesel fuel and provide on-site dispensing at temporary refueling points (GA ARNG logistics units).

ESF-13 (Public Safety and Security)

- BPT provide traffic control points at critical intersections along hurricane evacuation routes (GA ARNG Infantry, Military Police, Artillery units, GA ANG security forces).

- BPT provide physical security at critical facilities within an affected area during response and recovery phase of operations (GA ARNG Infantry, Military Police, Artillery units; SDF; GA ANG security forces).
- BPT augment state and local authorities with Civil Disturbance capabilities and/or curfew enforcement operations (GA ARNG NGRF).

ESF-15 (External Affairs)

- BPT provide GADOD Public Affairs Office Liaison Officer at State Operations Center.
- BPT imbed public affairs personnel with responding units (GA ARNG PA units, Public Affairs Office).

ESF-17 (Cyber Security)

- BPT provide Cyber consequence management in support of civil authorities to prevent, detect, respond, or recover from the effects of a cyber incident restoring public confidence in governance (GA ARNG G6, Cyber Protection Team).

4.0 Direction, Control, and Coordination

4.1 Information Collection and Dissemination

GADOD will report all activities to the ESF-5 Planning Section / Situation Unit through WebEOC for inclusion in the development of Incident Action Plans and Situational Reports. All public information reports regarding GADOD activities will be coordinated with ESF-15, External Affairs.

When activated, GADOD assesses and responds to requests for assistance from impacted local, state, or federal agencies or other ESFs. All requests for GADOD support must be routed through and approved by GEMA/HS.

In addition to the SOC, GADOD may provide personnel to field operations established in Georgia, including but not limited to: Joint Field Offices, Joint Information Centers, Re-Entry Teams, Disaster Recovery Centers, and any other incident facility established to meet operational demands for each particular incident requiring the activation of the GEOP.

4.2 Communications and Documentation

The GEMA/HS Planning Section has provided standard operating guide development templates and planning assistance to all ESFs listed in the GEOP. All ESFs will strive to develop operationally ready Standard Operating Guides (SOG) for inclusion in the GEOP. GADOD will meet as necessary to develop, review and refine SOGs that discuss specific operational processes and procedures.

4.3 Administration, Finance, and Logistics

In conjunction with ESF-7 Logistics, ESF-16 Defense will develop, review, refine, and maintain lists of all resources currently available and under the control of the primary or support agencies listed in this Annex. The development of these lists may be

completed by several organizations and professional groups, which currently operate within this ESF. These resource lists should be compliant with the resource typing standards outlined in the National Incident Management System.

Resource requirements will be primarily determined by affected County Emergency Management Agency (EMA) Directors, working with assigned GEMA/HS Field Coordinators. Resource Requests flow from the County EMA Director (or the GEMA/HS Field Coordinator acting on his/her behalf) or other state agency to the SOC. Existing state resources, intrastate mutual aid, donations, Georgia Volunteer Organizations Active in Disasters, and Non-Governmental Organizations (NGO) provide the initial source of personnel, vehicles, equipment, supplies, and services to fulfill resource requests. Resource Requests that exceed the capability of these sources may be fulfilled through state purchasing and contracting, interstate mutual aid, or federal government assistance.

The GEOP ESF-7 Logistics Annex contains information on the provision of assets and resources through EMAC, private-sector or NGO procurement procedures, and requests for assistance to FEMA.

5.0 Plan Evaluation, Maintenance and Revision

5.1 Evaluation

GEMA/HS conducts all exercises within the structure provided by the Homeland Security Exercise Evaluation Program (HSEEP). GADOD will participate in all exercise activities when applicable and will follow the HSEEP process to include active participation in planning and evaluating meetings, workshops, and conferences.

GEMA/HS and GADOD conduct quarterly synchronization meetings to discuss upcoming exercises, future events that may require a joint response, and potential joint training opportunities. These meetings are attended by GEMA/HS planners, GADOD representatives from the joint staff, representatives from the GSDF, and State Emergency Preparedness Liaison officers representing the Defense Coordination Officer for FEMA Region IV.

GEMA/HS systematically coordinates and conducts event debriefings and compiles after action reports for any incident that calls for the activation of all or any portion of the GEOP. GADOD shall participate in this process when applicable. After Action Reports will document areas for improvement, resource shortfalls and corrective action planning requirements which will be incorporated into the GEOP, its annexes or ESF SOG when applicable.

5.2 Maintenance and Revision

This Emergency Support Function Annex will be reviewed every two years and updated as required. In addition, the document shall be evaluated for recommended revisions and corrective measures as an integral part of the Agency Exercise or Event After Action Reports / Improvement Plans, as well as internal reviews that will follow the

issuance of any Governor Executive Order or passage of legislation impacting the Agency.

6.0 Authorities and References

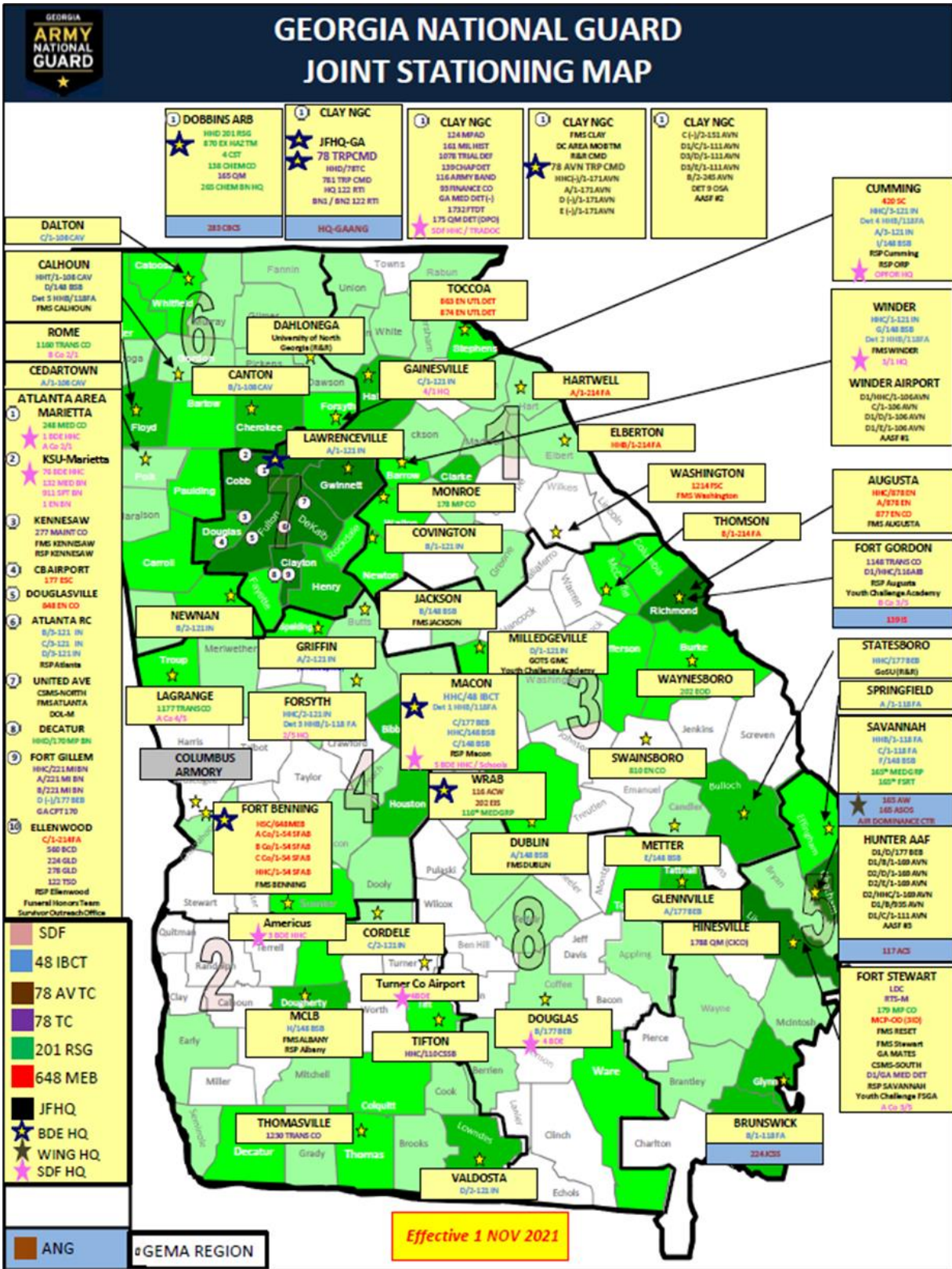
6.1 Authorities

The authority for the Georgia Emergency Operations Plan is based on Official Code of Georgia, Title 38, Section 3, Articles 1 through 3, known as the Georgia Emergency Management Act of 1981, and is compliant with the National Incident Management System and supports the National Response Framework.

O.C.G.A. § 38-3-1, to § 38-3-10, establishes legal authority for development and maintenance of Georgia's Emergency Management Program and organization, and defines the emergency powers, authorities, and responsibilities of the Governor and Director of GEMA/HS. Moreover, the State's Emergency Services and Disaster Laws require that state and local governments develop and maintain current Emergency Operations Plans in order to be prepared for a variety of natural and human-caused hazards. Executive Orders by the Governor supplement the laws and establish specific planning initiatives and requirements.

6.2 References

Georgia National Guard Joint Stationing Map



GADOD Organizational Chart

