

# THE STATE OF FLORIDA



## Comprehensive Emergency Management Plan 2010



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## INTRODUCTION

Pursuant to Chapter 252, Florida Statutes and Rule 9G, Florida Administrative Code, the state Comprehensive Emergency Management Plan (CEMP) is the master operations document for the State of Florida in responding to all emergencies, and all catastrophic, major, and minor disasters. The CEMP defines the responsibilities of all levels of government, private, volunteer and non-governmental organizations (NGOs) that make up the State Emergency Response Team (SERT). The CEMP also captures the authority and role of the federal government during presidentially declared disasters. The CEMP ensures that all levels of government are able to mobilize as a unified emergency organization to safeguard the well-being of Florida's residents and visitors. The CEMP is compliant with the National Incident Management System (NIMS), and incorporates the principles set forth in the Incident Command System (ICS). In 2004, the state began utilizing the National Incident Management System (NIMS) as the standard procedure for incident management in the State of Florida. Each employee of the Division of Emergency Management and SERT is required, through its Training Branch, to complete required NIMS training and other training as it relates to their emergency support function.

The CEMP parallels federal activities set forth in the "National Response Framework" (NRF). The NRF details operating principles and protocols for major disasters. Together, the NRF and NIMS integrate the resources of jurisdictions, incident management and emergency response disciplines, NGOs, and the private sector into a seamless national framework for domestic incident response.

The CEMP requires annual exercises to determine the ability of state and local governments to respond to emergencies and disasters. The CEMP describes the basic strategies, assumptions, operational objectives, and mechanisms through which the SERT will mobilize resources and conduct activities to guide and support local emergency management efforts through preparedness, response, recovery, and mitigation. To facilitate effective operations, the CEMP adopts a functional approach that groups the types of assistance to be provided by the 18 Emergency Support Functions (ESFs). Each ESF is headed by a primary state agency, which has been selected based on its authorities, resources, and capabilities in that functional area. The primary agency appoints an Emergency Coordination Officer (ECO) to manage that function in the State Emergency Operations Center (SEOC). The ECOs and staff of the Division of Emergency Management (Division) form the SERT. The SERT serves as the primary operational mechanism through which state assistance to local governments is managed. State assistance will be provided to impacted counties under the authority of the State Coordinating Officer (SCO), on behalf of the Governor, as head of the SERT. If the President of the United States issues an emergency or major disaster declaration for the state, the SCO will coordinate in-state federal assistance through the Federal Coordinating Officer (FCO) and corresponding federal ESF(s). The federal ESF organization will work with the state ESF organization to ensure that resources and services are timely provided.

Lastly, the CEMP is designed to be flexible, adaptable and scalable. It is always in effect and it articulates the roles and responsibilities among local, state and federal emergency officials. In sum, this document focuses on the essential processes for preparing for, responding to, recovering from and mitigating against emergencies and disasters as well as processes for requesting and receiving state and federal assistance. Additionally, it summarizes the key response capabilities and essential support elements provided through the Emergency Support Function Annex and the Incident-Specific Annexes. This document supersedes the 2004 CEMP.

The CEMP includes the Basic Plan, which describes generically the processes for emergency management officials when preparing for, responding to, recovering from and mitigating against

emergencies and disasters, and supplemental documents that will provide more detailed information to assist emergency management officials and others in implementing the CEMP. The CEMP is broken down as follows:

1. Basic Plan: Describes the process for preparedness, response, recovery and mitigation activities of federal, state, and local agencies, private volunteer organizations and non-governmental organizations that form the SERT.
2. Emergency Support Function Annex: This series of appendices describe the 18 Emergency Support Functions, which serve as the primary mechanisms for providing assistance at the state level.
3. Incident-Specific Annexes: These annexes address the unique aspects of how the state responds to incident-specific emergencies and disasters (e.g., Biological, Nuclear/Radiological, Terrorism, Mass Evacuation and Migration).

The CEMP is always in effect; however, once the Governor declares a state of emergency certain plans and operating procedures within the CEMP are engaged. The nature of the emergency will generally dictate which plan(s) and standard operating procedure(s) are initiated. Once a specific plan is activated, certain Emergency Support Functions may have a greater role to play in response to the incident.

### **Why Emergency Planning is Necessary**

With the number of emergencies that impact Florida on a daily basis, a definite plan to deal with emergencies is critical. Besides the major benefit of providing guidance during an emergency, developing a plan has other advantages. The planning process may bring to light deficiencies that can be rectified before an emergency occurs, such as the lack of resources (equipment, trained personnel, supplies, etc). In addition, an emergency plan promotes safety awareness and preparedness and shows a commitment to the security and well-being of local governments, citizens, visitors and commercial and non-profit organizations.

Since emergencies will occur frequently in the State of Florida, pre-planning is necessary to prevent a possible disaster. A lack of resources, shortage of time, and an urgent need for rapid decisions can lead to chaos during an emergency. These circumstances during an emergency mean that normal channels of authority and communication cannot be relied upon to function routinely. The stress of the situation can lead to poor judgment and bad decisions that delay critical assistance.

An emergency plan specifies procedures for handling sudden unexpected situations. The objective of the CEMP is to reduce the possible consequences of the emergency by preventing loss of life and injuries, reducing damage to infrastructure, buildings and homes, and accelerating the resumption of normal daily life activities.

Emergency plan development begins with a vulnerability assessment. A vulnerability assessment shows how likely a situation is to occur, what means are available to stop or prevent the situation, and what resources are necessary for a given situation. From this analysis, appropriate emergency procedures can be established.

At the planning stage, it is important that the state's emergency stakeholders participate. These stakeholders include local, state, and federal agencies, non-governmental organizations, non-profit organizations, and private sector companies. These groups bring to the table personnel with subject matter expertise, equipment and other resources to assist the state during an

emergency. Communication, training and periodic drills with these stakeholders ensure adequate performance if the plan must be carried out.

Lastly, the CEMP incorporates the following planning concepts to develop a comprehensive program for emergency management in the State of Florida:

### A. Comprehensive Emergency Management

Comprehensive emergency management involves a cycle of phased, coordinated and mutually supporting activities conducted by each level of government before, during, and after an emergency situation, including:

- **Mitigation:** The State of Florida's mitigation effort helps to ensure that the residents, visitors and businesses in Florida are safe and secure from natural, technological and human-induced hazards by reducing the risk and vulnerability before disaster occurs. The state's mitigation efforts run parallel to the Federal Emergency Management Agency's (FEMA) and include enhancing and maintaining a state capacity to implement a comprehensive statewide hazard loss reduction strategy; supporting the development and enhancement of local capability to practice hazard mitigation; increasing public and private sectors awareness and support for disaster loss education; reducing Florida's hazard vulnerability through the application of scientific research and development; and reducing the vulnerabilities of state-owned facilities and infrastructure to natural and man-made hazards.
- **Preparedness:** Mitigation efforts alone cannot eliminate or prevent all emergency situations. Preparedness activities ensure governments and their residents and visitors are ready to react promptly and effectively during an emergency. Preparedness activities include obtaining information on threats, planning to prepare an organized response to emergencies, providing disaster preparedness training for emergencies, conducting emergency drills and exercises to test plans and training, obtaining and maintaining emergency equipment and facilities, establishing intergovernmental coordination arrangements, and conducting public education related to emergencies.
- **Response:** Response includes those actions that must be carried out when an emergency exists or is imminent. Activities include notifying key officials and warning the public of emergency situations; activating emergency facilities; mobilizing, deploying, and employing personnel, equipment, and supplies to resolve the emergency situation; and providing emergency assistance to the affected local population.
- **Recovery:** Recovery consists of short-term and long-term activities. Short-term recovery operations are conducted to restore vital services, such as electrical power, water, and sewer systems, clear roads in affected areas, and to provide emergency assistance to disaster victims. Disaster relief programs to help restore the personal, social, and economic wellbeing of private citizens will be administered by non-profit disaster relief and charitable organizations, and local, state, and federal disaster relief programs. Long-term recovery focuses on restoring communities to a normal state by assisting property owners in repairing or rebuilding their homes and businesses and assisting local governments, school districts, and other public non-profit agencies in restoring or reconstructing damaged infrastructure. State, local and non-government organizations will administer the provisions of federal and state

disaster relief funds to provide for restoration and recovery of vital facilities. Post-disaster mitigation programs may also be implemented during the recovery period.

## **B. All-Hazards Planning**

State and local emergency planning in Florida uses an all-hazards approach to planning. All-hazards planning is based on the fact that the consequences of disasters are the same regardless of the hazard, and most of the functions performed during emergency situations are not hazard-specific. For example, evacuation may be required because of flooding, a chemical spill, or a terrorist threat. Hence, the most efficient approach to planning is to plan in some detail for the tasks required to carry out basic emergency functions, such as warning or evacuation that may have to be executed whether an incident is caused by a natural, technological, or man-made hazard. All-hazards plans are supplemented by some hazard-specific plans for unique threats.

## **C. Comprehensive Resource Planning**

Comprehensive resource planning includes public sector resources and those private sector resources that can be reasonably expected to be made available, either on a voluntary or paid basis, including resources of industry and volunteer organizations, quasi-public resources, and donations. Similarly both intrastate and interstate mutual aid resources and federal resource assistance will be considered, where appropriate. All emergency organizations are expected to have an inventory of their major emergency resources or provisions for representatives of the departments, agencies, and organizations that develop its plans and staff its emergency operations facilities to provide current resource information.

When resources are limited, plans address suspending, reducing, or deferring some government services so that personnel, equipment, supplies, and facilities involved can be redirected to support emergency operations.

## **D. Catastrophic Planning**

### **1. Florida Catastrophic Planning Initiative**

In a catastrophic event, the familiar strategy of “pedaling faster” will not be sufficient to ensure a quick and efficient response. Providing the same response faster or increasing the amount of resources will not accomplish the mission. Catastrophic events will require local, state, and federal agencies to think outside the box and handle situations in ways that have not been traditionally used in the past.

In order to effectively identify resource shortfalls, response capability and needs must be checked against a scenario with given consequences. In the wake of Hurricane Katrina in 2006, the SERT launched the Florida Catastrophic Planning (FLCP) initiative, which utilizes scenario-based resource planning to promote the development of operational concepts, protocols, plans, and decision tools that put capabilities and resource gaps in context. The process can be used for any and all catastrophic or large scale event, as the concepts developed are scalable and intended to address catastrophic response regardless of hazard type, size/scope, or geographic location.

## 2. Definition of a Catastrophic Event

A repeat of any number of historical disasters in Florida would produce a modern day catastrophic event based on the dramatic increases in population and infrastructure that have occurred in the state. Not all events are catastrophic in nature. The FLCP initiative defines a catastrophic event as one that results in the following:

- An extraordinary level of required capabilities beyond the regional, state, or national capacities.
- A large number of casualties.
- Extensive damage to or disruption of critical infrastructure.
- Significant dislocation of the State's population from their communities of origin, resulting in the need to designate three or more host communities.
- Substantial degradation of Florida's environment.
- Destabilization of regional or State economies.
- Instability of one or more local governments.

## 3. Assumptions

Based on the results of the FLCP initiative, the SERT incorporated the following assumptions into the CEMP:

- Stronger integration of private-sector partners during response and recovery activities is necessary during catastrophic events.
- Broader use and stronger integration of volunteers into response and recovery activities, including the use of survivors as force-multipliers.
- Population shifts to host communities should be anticipated and mitigated to the greatest extent possible following catastrophic events.
- Prioritization of critical infrastructure and resources into impacted areas will be essential to ensure the delivery of life-sustaining commodities and mass care services.

## 4. Catastrophic Planning Focus Areas

The FLCP planning effort focuses on the following issues that could require extraordinary resources in a catastrophic event. They are based on a theoretical major hurricane landfalling in South Florida and a potential breach of the Herbert Hoover Dike surrounding Lake Okeechobee resulting in catastrophic impacts. Each of the following focus areas is designed to supplement the existing Emergency Support Functions of the CEMP:

- Animal and Agricultural Issues
- Community Stabilization
- Debris Clearance and Removal
- Environmental Protection
- Hazardous Materials
- Search and Rescue
- Fire Suppression
- Fuel Supply
- Health and Medical
- Host Community
- Health and Welfare – Disaster Case Management

- Health and Welfare - Family Notification
- Law Enforcement and Security
- Mass Care - Feeding and Sheltering
- Public Information and External Affairs

## **E. Information Support for Emergency Planning and Operations**

The emergency planning process develops the information and intelligence needed both to produce realistic plans and to conduct effective emergency operations. This effort includes:

- An accurate analysis of natural, technological, and man-made hazards; descriptions and/or maps of possible impact areas; and information on the characteristics of such areas.
- Estimates of the potential effects that hazards impose on people and property and where appropriate, tools to make dynamic assessments of such threats.
- A list of critical infrastructure, which typically includes both public and private sector facilities that are essential for security, public health and safety, or the economy.
- Resource data, including public resources and those industry and volunteer group resources that can reasonably be expected to be available for emergency use.
- Necessary measures to obtain and share intelligence and operational information essential to conducting effective emergency management operations with both the federal government and with local governments. In the case of homeland security threats, much of that intelligence is sensitive and must be protected through effective safeguards. Effective information sharing provides decision makers at all levels of government with a sound basis for making decisions, to posture and commit resources and implement plans and procedures.

## **F. The United States National Grid**

The State of Florida has adopted the use of the U.S. National Grid (USNG) during response and recovery efforts which allows for both point and area referencing. The SERT utilizes the Grid for designating ground-based areas of operation and dividing the state into scalable grid squares (100,000, 10,000, and 1,000 meters). The scalable nature of the grid also allows for defining levels of operation, such as strategic, regional, and tactical. 100,000-meter grid cells will be used to designate strategic operational areas; 10,000-meter areas are used for regional operations; and 1,000-meter grid cells are used for tactical missions. Each grid square will identify the types of structures, the years built, known hazardous materials locations, demographics, and other information. This information provides the field response and command elements with valuable pre-incident information to help pre-script missions consistent with this data to deploy the appropriate resources into each search grid. The SERT will utilize the U.S. National Grid System and overlays of Geographical Information System maps during all missions to identify high-density areas and to map priority response areas.

## **G. Relationship to Other Plans**

This plan provides for the employment of state resources in partnership with local governments, private sector, volunteer groups, non-governmental organizations (NGOs), and the federal government to carry out operational strategies to achieve emergency management objectives.

- **Relationship to Other State Plans:** This basic plan is supported by a number of specialized state plans such as the *State of Florida Recovery Plan* and the *State of Florida Enhanced Hazard Mitigation Plan*. Such plans are incorporated into the CEMP by reference.
- **Relationship to Local Emergency Management Plans:** This plan provides for coordination with local officials concerning natural, technological, and man-made emergencies and disasters and the effective integration of state support for local emergency operations when local officials request state assistance. Local emergency management plans provide guidance for the use of local emergency resources, mutual aid resources, and specialized regional response resources under a local incident commander, who may be supported by a local emergency operations center. Local emergency plans include specific provisions for requesting and employing state resources to aid in managing and resolving emergency situations for which local resources are inadequate.
- **Relationship to Federal Plans:** This plan provides for integration of state response operations with the federal agencies responding to emergency situations in Florida at the request of the Governor. This plan also recognizes the Federal regional planning efforts which utilize the national Integrated Planning System (IPS). Federal Concept of Operation Plans (CONPLANS) are being developed at the Department of Homeland Security (DHS) regional level based on the 15 National Planning Scenarios, which have been condensed down to eight planning "sets". The Regional CONPLAN addresses these planning sets, and interfaces with the State CEMP in an effort to fully integrate federal resources with state resources for large scale events.
- **Relationship to Interstate Agreements:** This plan also addresses provisions for requesting emergency assistance from other states or providing emergency assistance to other states pursuant to the Emergency Management Assistance Compact (EMAC) and a number of specialized agreements to which the State of Florida is a party.

## I. PURPOSE

The purpose of Florida's Comprehensive Emergency Management Plan (CEMP) is to:

- Develop an all-hazards planning approach that will be used for all threats to and/or emergencies or disasters that may impact Florida.
- Create the general structure of planning for preparedness, response, recovery and mitigation activities of the state.
- Reduce the vulnerability of people and their communities, including the loss of life or injury, or the damage and loss of property resulting from natural, technological, and man-made disasters, including terrorist acts, by developing effective preparedness, response, recovery and mitigation plans.
- Describe the state's role in supporting local governments during an emergency or major disaster.
- Describe the state and federal relationship during response and recovery operations.

- Describe the various types of disasters which are likely to occur, from local emergencies to minor, major or catastrophic disasters.
- Describe the actions that the State Emergency Response Team will initiate, in coordination with county and federal counterparts, as appropriate, regardless of the magnitude of the disaster.
- Describe the mechanisms to deliver immediate assistance, including direction and control of intrastate, interstate and federal response and recovery assistance.
- Create a system that integrates, adopts, and applies (where applicable) the tenets of the National Incident Management System (NIMS) to ensure its interface with the National Response Framework (NRF) to maximize the integration of incident-related preparedness, response, recovery, and mitigation activities.

## II. SITUATION AND ASSUMPTIONS

### A. Situation

The primary goal of emergency management in the State of Florida is to ensure readiness to respond to and recover from the many consequences that can be generated by a hazard, whether it is natural, technological or man-made. The *State of Florida Enhanced Hazard Mitigation Plan*, Section 3.0 State Risk Assessment, contains a detailed risk assessment of Florida's hazards and the risks they pose to the state. This assessment is the main, central and chief hazard assessment for disaster planning and is conceded to be the hazard assessment section of the CEMP.

Due to Florida's unique coastal geography, the state is vulnerable to many natural hazards, including flooding, tropical cyclones (tropical depressions, tropical storms and hurricanes), tornados, and wildfires. The state's heavy economic reliance on agriculture and tourism industries also makes Florida vulnerable to freezing temperatures, drought, and biological hazards. Technological hazards are those that are direct result of the failure of a man-made system or the exposure of a population to a hazardous material. Florida is vulnerable to nuclear power plant accidents, hazardous materials incidents mass communication failures, major power disruptions, and critical infrastructure disruption/failure. Finally, man-made hazards include terrorist attacks and mass migration events. Florida faces both of these hazards due to the high number of facilities within the state associated with tourism, military, and government activities and the state's close proximity to oppressed and politically unstable regimes in the Caribbean.

Florida has a very diverse economy that can be severely disrupted by a major disaster, as evidenced by the following factors:

- With its warm temperatures, numerous beaches, and many attractions, the state draws nearly 60 million visitors each year. Florida's economy is very dependent on tourists and tourism-related industries. According to the official tourism marketing corporation, Visit Florida, in 2008, tourism returned \$3.9 billion to Florida in tax revenue and generated \$65.2 billion in direct economic impact.

- Tampa, on the Gulf coast, is Florida's chief port by tonnage due to its phosphate exports. Jacksonville is the leader in dollar value as it is a major destination for automobile imports. Miami is the nation's leading port for cruise ships. Other major ports are Canaveral Harbor and Port Everglades, the deepwater port for Fort Lauderdale.<sup>1</sup>
- Overseas trade is of major importance. Florida trades mainly with Latin American countries and also exports citrus to Canada and Europe. Leading exports are phosphate rock, fertilizers, foodstuffs, paper products, machinery, motor vehicles, iron and steel scrap, and wood pulp. Chief imports are petroleum products, chemicals, clays, cement and other building materials, limestone, foodstuffs, motor vehicles, steel mill products, and paper products.
- Florida ranks 8<sup>th</sup> in the nation in total crop value. There are approximately 9.2 million acres of total farmland in the state. Each year the state accounts for two-thirds of the total U.S. citrus crop. Florida is also noted for the production of early vegetables and fruit. The growing of vegetables and fruit for sale early in the year is a modern development that owes its advance in part to the demand for fresh vegetables in states north of Florida. Florida's warm near-tropical climate allows its farmers to produce crops earlier than farmers in most other states and thus to obtain good prices in cities north of Florida. Tomatoes are the most valuable winter crop, and potatoes, sweet corn, celery, carrots, and lettuce are also grown. Watermelons are a valuable summer crop in Florida and, like early vegetables; they are shipped mainly to Northern cities. Strawberries are another important crop. The Plant City area, east of Tampa Bay, is the center for strawberry cultivation. Together with Sanford, it is also a leading celery-producing center. Cucumbers are grown mainly in northern Florida, and early white potatoes are a specialty of the Hastings area. Among the other kinds of fruit grown in Florida are avocados, figs, persimmons, guavas, mangoes, pineapples, peaches, and grapes.<sup>2</sup>
- In the Florida panhandle, where commercial agriculture is not a major activity, livestock, cotton, peanuts, and other crops are raised on a relatively small scale. Farther east and southeast, in the northern part of the peninsula, agriculture is more important. In this area the chief crops are tobacco, peanuts, cotton, and vegetables. Dairy cattle and chickens are also raised. In central Florida, the leading crops are oranges and other citrus fruits. However, this area is also noted for its vegetable farms, ornamental horticulture, cattle ranches, and horse farms. In south central and southern Florida, the principal crops are vegetables and sugarcane but cattle are also raised in this area. In fact, Florida is one of the major cattle-raising states east of the Mississippi River.
- In 2007, nearly 27% of Florida's total land area consisted of farmland (including cropland, woodland, and pastureland).<sup>3</sup>

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<sup>1</sup> Florida Ports Council, 2009.

<sup>2</sup> United States Department of Agriculture Economic Research Service, 2009.

<sup>3</sup> United States Department of Agriculture Economic Research Service,  
<http://www.ers.usda.gov/StateFacts/FL.HTM#TCEC>.

## B. Assumptions

### 1. General Assumptions

- All emergencies and disasters are local, but local governments may require state assistance.
- The most effective resources in emergencies and disasters are survivors. They are first on the scene and provide instant assistance to other survivors.
- There are “notice” and “no-notice” events.
- Emergencies and disasters will result in one or more of the following: injury and/or loss of life; damage or destruction to public and private property; disruption of utilities (electric, telephone and water) and daily life activities; displacement of persons and families; disruption of local services (sanitation, EMS, fire and police); shortages of temporary or permanent housing; damage or destruction to public and private records; impacts on the environment; and social and economic disruption.
- Local governments will initiate actions to save lives and protect property.
- Counties will request mutual aid assistance from other counties through the Statewide Mutual Aid Agreement (SMAA) and will use available resources and mutual aid before requesting state assistance.
- The state may stage or deploy resources prior to an impact assessment.
- The State Emergency Operations Center will be activated and staffed by the State Emergency Response Team (SERT) to support local operations.
- The SERT will utilize all available state resources to mitigate the impact of the emergency or disaster.
- Evacuation and sheltering may require regional coordination.
- The SERT will provide assistance to the tribal nations within Florida as requested while respecting the governmental sovereign nation status they hold in the United States.
- When state resources and capabilities are exhausted, additional resources will be requested in the state, outside of the state and through federal assistance.
- In a catastrophic event, resource shortfalls at all levels of government may require the federal government to look to other countries for assistance.
- The need for out-of-area resources will be significant in a catastrophic event, requiring well-defined areas of operation utilizing consistent and standardized language that can be scaled to meet the needs of statewide operations as well as field operations.

- For catastrophic events, the SERT will proactively “push” resources into the impacted area, as opposed to waiting until the resources are asked for (“pull”).
- Disability civil rights laws require physical accessibility of shelter facilities, effective communication using multiple methods, full access to emergency services, and modification of programs where needed. In accordance with Title II of the Americans with Disabilities Act (ADA), evacuation shelters will offer individuals with disabilities the same benefits provided to those without disabilities. This includes safety, comfort, food, medical care, and the support of family and care givers.
- Planning at the county and state levels will be based on pre-identification of populations and determination of resource shortfalls and contingencies. The counties will identify resources for persons with special needs. The counties will use local registries for persons with special needs to identify needs and plan appropriately.
- Each state and local agency, eligible private, non-governmental and volunteer organization will document and seek federal and state reimbursement, as appropriate, for expenses incurred during disaster operations.
- Achieving and maintaining effective community preparedness reduces the immediate demands on response organizations. This level of preparedness requires constant public awareness and education programs to ensure people take appropriate advance actions to reduce their vulnerability during the initial 72 hours following an emergency or disaster.

## **2. Demographic Assumptions**

- Florida’s population resides in diverse communities across coastal, urban and rural areas. With the exception of Orlando, most of the state’s population is located near the coast. There are other communities that are not fully urbanized, but are emerging as centers of growth, such as Polk County and the cities of Ocala and Tallahassee. Rural Florida consists largely of cattle ranches, farms, pine forests, fishing villages and small towns. Therefore, response, recovery and mitigation activities must be tailored to the type of community impacted by disasters.
- Florida residents speak numerous languages, including, but not limited to: English, Spanish, French, French Creole, and American Sign Language. The ability to communicate with non-English speaking persons may pose a challenge during disasters.
- According to a 2008 estimate by the U.S. Census Bureau, Florida’s population is 18,328,340, making it the fourth most populated state in the nation. In addition to a tremendous residential population, Florida attracts millions of tourists each year.

### III. STATUTORY AND JURISDICTIONAL RESPONSIBILITIES

Pre-planned coordination is necessary to avoid conflicting responsibilities and duplication of services during an emergency or disaster. For example, the resources of local governments (police, fire, and medical services) will be the first to respond to the event. The state is responsible for providing assistance when the resources of the local government are overwhelmed by the event and the county emergency management agency requests assistance from the State Emergency Response Team (SERT). A pre-determined chain of command in such a situation is required to avoid organizational difficulties. Under certain circumstances, an outside agency may assume command.

In Florida, local and state government must adhere to the following statutory responsibilities prescribed under Chapter 252. This section provides an overview of those duties.

#### A. County Responsibilities

Counties are responsible for:

- Maintaining an emergency management program at the county level which involves all local government agencies, private and volunteer organizations which have responsibilities identified in the county comprehensive emergency management plan. The program shall be designed to avoid, reduce and mitigate the effects of hazards through the enforcement of policies, standards and regulations.
- Implementing a broad-based public awareness, education and information program designed to reach all residents and visitors of the county, including those needing special media formats, those non-English speaking persons, and those with sensory impairment or loss.
- Ensuring the county's ability to maintain and operate a 24-hour warning point with the capability of warning the public of an imminent threat or actual threat and coordinate public information activities during an emergency or disaster.
- Developing a county emergency management plan consistent with the state Comprehensive Emergency Management Plan (CEMP).
- Coordinating the emergency management needs of all municipalities within the county and working to establish mutual aid agreements to render emergency assistance to one another.
- Declaring a local state of emergency (LSE) and requesting assistance from the state.
- Coordinating emergency response efforts within their political jurisdictions, including coordinating shelter activation, and requesting outside assistance when necessary. A county or city emergency management director will be responsible for recommending to the board of county commissioners, city manager, or mayor that a local state of emergency be declared.
- Making a formal request for state assistance if needed.

- Issuing evacuations orders. According to Executive Order 80-29 and supported by Attorney General Opinion 95-24, the director of the county emergency management agency may order and direct the evacuation of county residents when threatened by an emergency or disaster.

Section 4 of Executive Order 80-29 provides in part:

“(f) Nothing contained in this Order shall prevent local jurisdictions from taking prompt and necessary action to save lives and protect property of their citizens, including the authority to compel and direct timely evacuation when necessary in the absence of the Governor’s directive.”

- Activating mutual aid agreements with neighboring counties and among municipalities within the county.
- Providing evacuation shelter facilities during a state or local emergency or disaster. Through the school districts, a county shall provide facilities and necessary personnel to staff such facilities. Each school board that provides transportation assistance in an emergency evacuation shall coordinate the use of its vehicles with the local emergency management agency.
- Maintaining cost and expenditure reports associated with emergencies and disasters, including resources mobilized as a result of mutual aid agreements.
- Developing and maintaining procedures to receive and shelter persons evacuating within their political jurisdiction and those persons evacuating from outside into their jurisdiction with assistance from the state.
- Providing emergency power to designated special needs evacuation shelters.

## **B. Special Districts**

Special districts are responsible for establishing liaisons with counties and other state organizations to support emergency management capabilities within Florida. Special districts (e.g., soil and water conservation, water management, mosquito control, fire and rescue, and educational) provide resources and services to support other functionally related systems in times of emergency or disaster.

## **C. The Florida Division of Emergency Management:**

The Division is responsible for maintaining a comprehensive statewide program of emergency management, including but not limited to:

- Coordinating preparedness activities with local and state agencies, private, volunteer and non-governmental organizations, as well as the public.
- Preparing a state CEMP which shall be integrated into and coordinated with the emergency management plans and programs of the federal government. The Division must adopt the plan as a rule in accordance with Chapter 120, Florida Statutes. The plan must contain provisions to ensure that the state is prepared for emergencies and minor, major, and catastrophic disasters, and the Division shall

- work closely with local governments and agencies and organizations with emergency management responsibilities in preparing and maintaining the plan. The CEMP shall be operations-oriented and include an evacuation, shelter, post-disaster response and recovery component. The plan must also address aspects of preparedness, response, recovery, and mitigation.
- Maintaining a preparedness level that meets the needs of persons with special needs and developing policies that are consistent with federal policy and guidelines (e.g., *Emergency Management Planning Guide for the Special-Needs Population*, Federal Emergency Management Agency and Office for Civil Rights and Civil Liberties, September 20, 2007) as they relate to civil rights and compliance with the Americans with Disabilities Act (ADA).
  - Through the State Watch Office, maintaining a system of communications and warning to ensure that the state's population and emergency management agencies are warned of developing emergency situations and can communicate emergency response decisions.
  - Establishing guidelines and schedules for annual and periodic exercises that evaluate the ability of the state and its political subdivisions to respond to emergencies, minor, major, and catastrophic disasters and support local emergency management agencies.
  - Assigning lead and support responsibilities to state agencies and departments and personnel for Emergency Support Functions and other activities to support the SERT.
  - Adopting standards and requirements for county emergency management plans. The standards and requirements must ensure that county plans are coordinated and consistent with the state CEMP.
  - Assisting political subdivisions in preparing and maintaining emergency management plans. The Division shall review these plans per an established review schedule and assess their consistency with the state CEMP.
  - Determining the requirements of the state and its political subdivisions for equipment and supplies of all kinds in the event of an emergency; plan for and either procure supplies, medicines, materials, and equipment or enter into memoranda of agreement or open purchase orders that will ensure their availability; and use and employ at various times any of the property, services, and resources within the state.
  - Anticipating trends and promoting innovations that will enhance the emergency management system, including maintaining a state logistics response center.
  - Instituting statewide public awareness programs which focus on emergency preparedness issues, including, but not limited to, the personal responsibility of individuals to be self-sufficient for at least 72 hours following an emergency or disaster. The public educational campaign shall include relevant information on statewide disaster plans, evacuation routes, fuel suppliers, and shelters (general population, special-needs, and pet).

- Collaborating with the Florida Department of Agriculture in developing strategies for the evacuation of persons with pets.
- Initiating community education and outreach to the public regarding the registry of persons with special needs and special needs shelters.
- Preparing and distributing to appropriate state and local officials catalogs of federal, state, and private assistance programs.
- Activating the SERT and coordinating local, state, and federal emergency management activities and taking all other steps, including the partial or full mobilization of emergency management forces and organizations in advance of an actual emergency, to ensure the availability of adequately trained and equipped forces of emergency management personnel before, during, and after emergencies and disasters.
- Establishing a schedule of fees that may be charged by local emergency management agencies for review of emergency management plans on behalf of external agencies and institutions.
- Implementing training programs to improve the ability of state and local emergency management personnel to prepare and implement emergency management plans and programs. This shall include a continuous training program for agencies and individuals that will be called upon to perform key roles in state and local post-disaster response and recovery efforts and for local government personnel on federal and state post-disaster response and recovery strategies and procedures.
- Reviewing, per an established schedule, emergency operating procedures of state agencies and recommending revisions as needed to ensure consistency with the CEMP.
- Maintaining an inventory of portable generators owned by the state and local governments which are capable of operating during a major disaster.
- Assisting political subdivisions with the development and maintenance of specialized regional response teams (Special Weapons and Tactics, Hazardous Materials Team, Incident Management Team, Explosive Ordinance Disposal, etc.) and promoting the development and maintenance of a state urban search and rescue program.
- Creating, implementing, administering, adopting, amending, and rescinding rules, programs, and plans needed in accordance with Chapter 120, Florida Statutes, to carry out the provisions of ss. 252.31-252.90, Florida Statutes, with due consideration for, and in cooperating with, the plans and programs of the federal government. In addition, adopting rules to administer and distribute federal financial pre-disaster and post-disaster assistance for prevention, mitigation, preparedness, response, and recovery.
- Supporting the emergency management needs of all counties by developing reciprocal intra- and interstate mutual aid agreements.

- Maintaining a program to reduce the deficit of evacuation shelter spaces and increasing the number of special-needs evacuation shelter spaces.
- Maintaining a program to require that all evacuation shelters are American Red Cross ARC 4496 compliant.
- Coordinating the state's emergency response activities through its 18 Emergency Support Functions.
- Providing for the rendering of mutual aid among the political subdivisions of the state, with other states, and with the federal government with respect to emergency management functions and responsibilities.
- Assisting the federal government as necessary during a mass migration event.
- Administering the Emergency Management, Preparedness, and Assistance Trust Fund.
- Developing, preparing, testing, and implementing (in conjunction with the appropriate counties and the affected operator), radiological emergency response plans and preparedness requirements as may be imposed by the U.S. Nuclear Regulatory Commission (NRC) or the Federal Emergency Management Agency as a requirement for obtaining or continuing the appropriate licenses for a commercial nuclear electric generating facility.
- Implementing and providing administrative support for the Accidental Release Prevention Program and ensuring the timely submission of Risk Management Plans and any subsequent revisions of Risk Management Plans.

#### **D. The Federal Government**

Under the National Response Framework and other federal emergency plans, the federal government may provide assistance to a state upon the request of the Governor or when a primary federal jurisdiction is involved.

## **IV. CONCEPT OF OPERATIONS**

In order to ensure that preparations of this state will be adequate to respond to and recover from emergencies and disasters, the Division of Emergency Management (Division) is charged with the responsibility of maintaining a comprehensive statewide program of emergency management. The Division is responsible for coordinating its efforts with the federal government, with other departments and agencies of state government, with county, tribal, and municipal governments and school boards, as well as with private agencies that have a role in emergency management (See section 252.35, Florida Statutes). When an imminent or actual event threatens the state, the Director of the Division will activate the State Emergency Response Team (SERT) and recommend that the Governor declare a state of emergency.

The strategic intent and overarching concept of operations is to provide local, state, and federal assistance to affected residents and visitors of the State of Florida in a comprehensive, coordinated, unified, and expedited manner. This is particularly essential

during major and catastrophic events. Florida has a proactive and forward-leaning (push) methodology to ensure that life-saving and life-sustaining resources reach survivors and pre-positioned responders in time to provide successful “gap-bridging” protective measures. This ensures continued survivability of those affected by the event. This “push” concept will remain in effect until sufficient situational awareness is obtained and validated through field-deployed resources and/or in-theatre organizations. Reverting back to conventional means of providing resources upon request (pull) will be considered after receiving positive confirmation that sufficient resources can be found or have been received in impacted areas. The following sections describes how the State Emergency Response Team is organized and how the state manages emergencies.

#### A. State Emergency Response Team (SERT)

The SERT is composed of agency-appointed Emergency Coordination Officers (ECOs) from state agencies and volunteer and non-governmental organizations that operate under the direction and control of the Governor and State Coordinating Officer. The SERT is grouped into 18 Emergency Support Functions (ESFs) that will carry out coordination and completion of response and recovery activities in the State Emergency Operation Center (SEOC) during an emergency or disaster. These ESFs are grouped by function rather than agency, with each ESF headed by a primary state agency and supported by additional state agencies.

PRIMARY AGENCY LISTING		
ESF #	Emergency Support Function	PRIMARY STATE AGENCY
1	Transportation	Department of Transportation
2	Communications	Department of Management Services, Division of Telecommunications
3	Public Works & Engineering	Department of Transportation
4	Firefighting	Department of Financial Services, Division of State Fire Marshal
5	Plans	Division of Emergency Management
6	Mass Care	Department of Business and Professional Regulation and Department of Children and Families
7	Resource Management	Department of Management Services, Division of Purchasing
8	Health and Medical	Department of Health
9	Search & Rescue	Department of Financial Services, Division of State Fire Marshal
10	Environmental Protection	Department of Environmental Protection
11	Food & Water	Department of Agriculture & Consumer Services
12	Energy	Public Service Commission and Florida Energy and Climate Commission
13	Military Support	Department of Military Affairs, Florida National Guard

14	External Affairs – Public Information	Executive Office of the Governor, Office of Communications
15	Volunteers & Donations	Governor’s Commission on Volunteerism and Community Service (Volunteer Florida)
16	Law Enforcement & Security	Department of Law Enforcement
17	Animal and Agricultural Issues	Department of Agriculture & Consumer Services
18	Business, Industry, and Economic Stabilization	Office of Tourism, Trade, and Economic Development and Department of Revenue

The ESF structure is a mechanism that consolidates jurisdictional and subject matter expertise of agencies that perform similar or like functions into a single, cohesive unit to allow for the better management of emergency response functions.

**B. The State Emergency Operations Center**

1. The SEOC is a permanent facility that is located at 2575 Shumard Oak Boulevard, Tallahassee, Florida 32399. The 24-hour emergency number for the SEOC is 1-800-320-0519.
2. The SEOC is composed of the following functional areas: the Main Floor, Executive Rooms, 18 ESF Breakout Rooms, Conference Rooms, State Watch Office, and Media Briefing Room.
3. The Operations Room has 87 work stations for SEOC staff; however, the SEOC can accommodate up to 244 personnel.
4. In the event of an emergency or incident that may threaten the SEOC or render the SEOC unusable, the SERT will relocate to a pre-determined alternate location.

**C. Direction and Control**

All emergencies and disasters begin locally and initial response is by local jurisdictions working with county emergency management agencies. It is only after local emergency response resources are exhausted or local resources do not exist to address a given emergency or disaster that state emergency response resources and assistance may be requested by local authorities.

During emergency operations, state and local emergency responders will remain, to the extent possible, under the established management and supervisory control of their parent organizations. Key officials are vested, by state law, executive order, or this plan, with the responsibility for executing direction and control of multi-agency state response and recovery operations in a defined area of responsibility within Florida. These key officials are responsible for deciding response and/or recovery priorities. They have the authority to commit state resources necessary and reasonable to satisfy those prioritized needs and likewise are provided with the authority to escalate the assistance request to a higher response support level. These key officials have the authority to issue mission assignments that involve the commitment of state personnel and/or material resources, and the expenditures of state funds to resolve emergency and/or disaster requirements.

This direction and control system provides a means for agencies/organizations to pursue existing mission requirements and for their emergency workers to continue to operate under their existing supervisory chain of command. This system also provides a means to focus the efforts and actions of multiple agencies/organizations to resolve the most

important problems facing the entire impacted area through the prioritized commitment of efforts and deployment of resources.

#### D. Roles and Responsibilities

In Florida, the following key positions in state and federal government direct and control response activities during an emergency:

1. **The Governor** is responsible (statutorily and constitutionally) for meeting the needs presented to the state and its people by emergencies and disasters. In the event the emergency or disaster is beyond local control, the Governor may assume direct operational control over all or any part of the emergency management functions within the state. The Governor is authorized to delegate such powers as he or she may deem prudent. A state of emergency must be declared by executive order or proclamation by the Governor when an emergency or disaster has occurred or the threat of occurrence is imminent.
2. **The Director of the Division of Emergency Management** ensures that the state is prepared to deal with any emergency or disaster (large or small) and is responsible for coordinating the state response in any emergency or disaster.
3. **The State Coordinating Officer (SCO)** is the authorized representative of the Governor to manage and coordinate state and local emergency response and recovery efforts. The SCO is provided the authority to commit any and all state resources necessary to cope with the emergency or disaster and the authority to exercise those powers in accordance with section(s) 252.36(3)(a) and 252.36(5)-(10), Florida Statutes. The SCO also has the authority to direct all state, regional and local agencies, including law enforcement agencies, to identify personnel needed from those agencies to assist in meeting the needs created by this emergency. The Governor directs all agencies and departments to place all such personnel under the direct command of the SCO. In general, the Governor will designate the Director of the Division of Emergency Management as the SCO.
4. **The Governor's Authorized Representative (GAR)** is empowered by the Governor to execute all necessary documents for disaster assistance on behalf of the state, including certification of application for public assistance. The GAR will also coordinate and supervise the state disaster assistance program to include serving as its grant administrator. The GAR is designated in the FEMA-State Agreement. In general, the SCO is designated the GAR.
5. **The Deputy State Coordinating Officer (DSCO)** is appointed by the SCO by supplemental order once the Governor declares a state of emergency. A Deputy SCO has the authority to commit any and all state resources necessary to meet the emergency. The Deputy SCO will confer with the SCO at all times and may be deployed to coordinate response and recovery activities at the impact area. The Deputy SCO may be designated as Incident Commander of the local event.
6. **The SERT Chief** will coordinate the rendering of all state assistance, and is responsible for overall management and operation of the SERT. Upon request and approval, the SERT Chief will issue mission assignments to the appropriate ESF to fulfill. All requests for assistance are reviewed and prioritized by the SERT Chief. The SERT Chief will coordinate with the 18 ESFs to fulfill these requests. All

- requests for assistance and ESFs designated to respond to the request are tracked in the SEOC.
7. **The Plans Chief** will be responsible for developing the Incident Action Plan for each incident period during an activation of the SEOC. Plans Section staff gathers, synthesizes and reports on available intelligence information. The Plans Section is also responsible for all Geographical Information System (GIS) support to the SEOC.
  8. **The Logistics Chief** will be responsible for coordinating all logistics for the deployment of state assets. The Logistics Section provides logistical support for all deployed field positions and supports the State Logistical Staging Areas (LSAs).
  9. **The Operations Chief** oversees the Infrastructure, Emergency Services, Human Services and Operations Support Branches, which are essential functions for a successful response operation.
  10. **The Finance and Administration Chief** procures resources when needed and documents costs for financial reimbursement. They are also responsible for entering into emergency contracts.
  11. **The Adjutant General (TAG)** is agency head of the Florida Department of Military Affairs. During a declared state of emergency the Governor may activate the Florida National Guard (FLNG). The TAG, acting through ESF 13, will coordinate the deployment of any and all military personnel, equipment and resources to the extent necessary to meet the emergency.
  12. **The Federal Coordinating Officer (FCO)** coordinates federal assistance to a state affected by a disaster or emergency. The FCO will generally be assigned to the State Emergency Operations Center for the duration of the emergency and work with the SCO to coordinate the federal response. The FCO will be in unified command with the SCO throughout the event to coordinate requested federal assistance.

## E. Emergency Powers

Under state and federal law, only certain constitutional officers may declare a state of emergency. In Florida, a mayor, city manager or board of county commissioners may declare a local state of emergency. If the situation exceeds the capabilities of the local government to cope with the emergency or disaster, only the Governor may declare a state of emergency. Under the emergency declaration, the Governor designates a SCO to direct the state's response to impacted local governments. The SCO is empowered through the Governor's executive order declaring a state of emergency to do all the things necessary to cope with the emergency, including the authority to use and deploy any forces and resources of state and local government.

Under Chapter 252 and the Florida Constitution, the following are authorized emergency powers:

### 1. Governor

The Governor derives his or her emergency powers through Chapters 14 and 252, Florida Statutes and the Florida Constitution. Emergency powers will be exercised

only when, and if, a state of emergency or disaster or impending emergency or disaster has been declared by proper authority (the Governor), or direct attack on the State of Florida.

Pursuant to section 14.022, Florida Statutes, the Governor is authorized and empowered "...to take such measures and to do all and every act and thing which she or he may deem necessary in order to prevent overt threats of violence or violence to the person or property of citizens of the State and to maintain peace, tranquility, and good order in the State." The powers and authorities extend to any political subdivision and in any area of the state designated by the Governor.

According to section 252.36, Florida Statutes, when a state of emergency is declared by the Governor he or she "...may assume direct operational control over all or any part of the emergency management functions within this state, and she or he shall have the power through proper process of law to carry out the provisions of this section. The Governor is authorized to delegate such powers as she or he may deem prudent." The Governor imputes these powers to the SCO. The SCO is empowered to obligate and direct the resources of all state and local agencies to cope with the emergency or disaster. Section 252.36 also enumerates the express and implied powers of the Governor during a state of emergency.

#### **Line of Succession for the Office of the Governor**

Upon vacancy in the Office of the Governor, the Lieutenant Governor shall become Governor. Upon vacancy in the Office of Governor and in the Office of Lieutenant Governor, the Attorney General shall become Governor; if the Office of Attorney General is vacant, the Chief Financial Officer shall become Governor; or if the Office of Chief Financial Officer is vacant, the Commissioner of Agriculture shall become Governor. See s. 14.055, Florida Statutes

## **2. The Florida Division of Emergency Management**

The Division derives its statutory duties and responsibilities and emergency powers through Chapter 252, Florida Statutes, or as tasked by the Governor through an emergency declaration. The Governor's executive order or emergency proclamation may designate the Director of the Division as the SCO for the event. The SCO acts on behalf of the Governor to the extent necessary to meet the emergency.

The Division Director/SCO will activate the State Emergency Response Team (SERT) and assist local governments when the emergency or disaster exceeds the response capabilities of the county. The SERT Chief issues mission assignments to obtain resources and capabilities from across the ESF organization in support of local emergency response activities.

## **3. Political Subdivisions**

A local state of emergency must be declared by a mayor, city manager, or board of county commissioners. Pursuant to section 252.38, Florida Statutes, if an emergency is declared by the Governor, each political subdivision shall have the power and authority:

- To appropriate and expend funds; make contracts; obtain and distribute equipment, materials and supplies for emergency management purposes; provide for the health and safety of persons and property, including emergency assistance to survivors of any emergency; and direct and coordinate the development of emergency management plans and programs in accordance with the policies and plans set by the state and federal emergency management agencies.
- To establish, as necessary, a primary and secondary emergency operations center to provide continuity of government and direction and control of emergency operations.
- To assign or make available employees, property and equipment relating to their county agencies and departments for emergency operation purposes.
- To request state assistance or invoke emergency-related mutual aid assistance by declaring a local state of emergency. The duration of each local state of emergency is limited to 7 days and may be extended as necessary in 7-day increments.
- To waive rules and regulations in the performance of public work; entering into contracts; incurring obligations; employment of permanent and temporary workers; utilization of volunteer workers; rental of equipment; acquisition and distribution (with or without compensation) of supplies, material, and facilities.
- Taking whatever prudent action is necessary to ensure the health, safety, and welfare of the community.

#### **4. The State Legislature**

Section 6, Article II, Florida Constitution, empowers the State Legislature to provide prompt and temporary succession to the powers and duties of all public offices, the incumbents of which may become unavailable to execute the functions of their offices, and to adopt such other measures as may be necessary and appropriate to ensure the continuity of governmental operations during the emergency. In exercising these powers, the Legislature may depart from other requirements of the constitution, but only to the extent necessary to meet the emergency or disaster.

Chapter 22 of the Laws of Florida also provides the State Legislature the ability to appoint an "emergency interim successor" to exercise the powers and discharge the duties of an office until a successor is appointed or elected and qualified as may be provided by the constitution, statutes, charters, and ordinances or until the lawful incumbent is able to resume the duties and powers of the office. The Legislature may at any time terminate the authority of the emergency interim successors by concurrent resolution.

According to Section 22.15, Florida Statutes, the Governor may declare an emergency temporary location for the seat of government. The emergency temporary location shall remain as the seat of government until the Legislature establishes a new location (by law), or until the emergency is declared to be ended by the Governor and the seat of government is returned to its normal location.

In the event of an “emergency,” the Legislature cannot fill vacancies except by election as provided by law. The Legislature by concurrent resolution may terminate a state of emergency at any time according to Section 252.36, Florida Statutes.

## **5. The Florida National Guard**

Under Section 252.36(4), Florida Statutes, the Governor is Commander in Chief of the Florida National Guard during a state of emergency. Military personnel of the Florida Department of Military Affairs serve in the Florida National Guard. The head of the Department of Military Affairs is the Adjutant General according to Section 250.05(3), Florida Statutes. The Governor may order into state active duty all or any part of the Guard to respond to an emergency or disaster as defined in section 252.34(3) or imminent danger thereof, to preserve the public peace, execute the laws of the state, enhance domestic security, respond to terrorist threats or attacks, or respond to any need for emergency aid to civil authorities as specified in section 250.08. The Adjutant General (through Emergency Support Function 13) and the State Coordinating Officer will coordinate the deployment of any and all military personnel, equipment and resources to the extent necessary to meet the emergency or disaster.

In the event of an invasion or insurrection (or threat thereof), or whenever there exists a threat to security, a terrorist threat or attack, a riot, a mob, an unlawful assembly, a breach of the peace, or resistance to the execution of the laws of the state (or imminent danger thereof), which civil authorities are unable to suppress, if the Governor is unavailable, and his or her successor is unavailable, and the emergency or disaster will not permit awaiting his or her orders, the Adjutant General is authorized to respond to the invasion, insurrection, threat to security, terrorist threat or attack, riot, mob, unlawful assembly, breach of the peace, or resistance to execution of the laws of the state. This is defined in Section 250.28, Florida Statutes.

## **F. Monitoring, Detection, Alert, and Warning**

### **1. State Watch Office**

Chapter 252 requires the Division to establish a system of communications and warning to ensure that the state’s population and emergency management agencies are warned of developing emergency situations and can communicate emergency response decisions. The Division operates a 24-hour emergency communications center within the SEOC. The State Watch Office (SWO) provides the state with a single point to disseminate information and warnings to governmental officials (federal, state and/or local) that a hazardous situation could threaten or has threatened the general welfare, health, safety, and/or property of the state’s population. The SWO also houses the State Warning Point which provides the official notification mechanism for several governmental programs that require notifications under specified conditions. In addition, the SWO provides continuous situational monitoring during non-emergency periods as well as in times of emergencies and disasters. Daily actions include 24-hour monitoring of media outlets from various sources such as online news sites, television, online radio stations, online newspapers, etc. Continuous information flow also comes from a variety of sources such as emergency management officials, regional coordinators, county warning points, private citizens, National Weather Service, nuclear power plants, private industry, etc. The collected information is analyzed by operations staff in the SWO for state, regional, national, and international threats. Based on information

collected within the SWO, a Situation Report is published daily by the SWO for state and county emergency management officials. These situation reports can be found on the Division’s website, [www.floridadisaster.org/eoc/Update/Home.asp](http://www.floridadisaster.org/eoc/Update/Home.asp).

**2. Communication Systems**

The SWO is equipped with multiple communication networks composed of local, state, and federal emergency communication systems. The figure below identifies the types of communications maintained by state and federal government.

STATE COMMUNICATIONS SYSTEMS	FEDERAL COMMUNICATIONS SYSTEMS
1. Commercial Telephone (tested daily)	1. National Oceanic and Atmospheric Administration (NOAA) Weather Wire System (NWS)
2. Hot Ring Down for Nuclear Power Plants	2. National Warning System (NAWAS)
3. Amateur Radio Emergency System	3. Radio Amateur Civil Emergency Services (RACES/Amateur Radio Emergency Services (ARES)
4. Wireless Devices	4. Shared Resources (Shares) High Frequency (HF) Radio Program
5. Emergency Satellite Communication System (ESATCOM)	
6. Terrestrial Based Satellite Telephone System (ESATPHONE)	
7. Emergency Alert System (EAS)	
8. Emergency Notification System	
9. Florida Crime Information Center (FCIC) Network	
10. State Law Enforcement Emergency Radio System (SLERS)	
11. Florida Interoperability Network (FIN)	
12. Florida Emergency Information Line (FEIL)	

**3. Alert and Warning**

The SWO will initiate warnings and emergency notifications in accordance with *The State of Florida Emergency Operations Plan* for the SWO. The SWO maintains a back-up dedicated voice and data system (an emergency satellite communication system) which is linked to each county warning point, the seven National Weather Service forecast offices which serve Florida, the Emergency Alert System, local primary television and radio stations, each nuclear facility, the South Florida Water Management District, and the Florida Department of Military Affairs. SWO systems are tested weekly to ensure operational readiness.

Once alerted or warned of an emergency or disaster, the SERT Chief will immediately notify the Director. The Director will then notify the Governor, including his or her Chief-of-Staff, and apprise them of the situation and recommend protective and/or response actions. Once the SERT has mobilized to the State Emergency

Operations Center, the SERT Chief will conduct a situational briefing and request all ESFs to plan accordingly. The SERT Chief may request certain ESFs to plan and deploy resources immediately.

#### **4. Communications Interoperability**

The Florida Interoperability Network (FIN) was created and is maintained by the Division. This network of communication systems supports all radio frequency bands and proprietary systems to ensure interoperable communications. It features a secure network with encryption throughout the network. The components are scalable for later expansion, as necessary. These systems include EDICS (Emergency Deployable Interoperable Communication System), MIL-WAVE (Secure Milwave™ Wireless GSM Communications Network), EDWARDS (Emergency Deployable, Wide Area Remote Data System), MARC (Mutual Aid Radio Communications) and TAC-SAT (Tactical Satellite Communications).

### **G. Emergency Declaration Process: Local, State, and Federal Government**

A declaration of emergency is important for a number of reasons. First, it allows a state or local government to prepare their communities for impending emergencies and disasters and facilitate response activities in their aftermath. The Governor, for example, routinely uses executive orders to declare emergencies as is required by Chapter 252, Florida Statutes. The Governor relies on the executive order to meet a number of response and recovery challenges, such as: deploying the National Guard or other response assets; coordinating evacuations; suspending state regulations to facilitate response and recovery operations; expanding social services; providing assistance to disaster survivors, and managing elections disrupted by the emergency. An emergency declaration, therefore, allows the Governor or local official to meet the challenges that lie ahead. The process of declaring an emergency is described in further detail below:

#### **1. Authority to Declare a State of Emergency**

The authority to declare a state or local state of emergency is identified in Chapter 252, Florida Statutes. At the local level: a mayor, city manager, or board of county commissioners can declare a local state of emergency. At the state level, the Governor is empowered with this responsibility. At the national level, the President of the United States can declare an area a disaster area.

#### **2. County Emergency Declaration Process**

In the event of an emergency or disaster, the impacted counties will coordinate the emergency response effort within their political jurisdictions (county and municipalities). If necessary, a county will activate the Statewide Mutual Aid Agreement (SMAA) for the exchange of emergency mutual aid assistance with neighboring counties and among municipalities within the county. This agreement is strictly for emergency purposes only. When the event is beyond the capacity of the local government, the county emergency management agency will request state assistance through the SERT, to be coordinated by the SERT Chief.

### 3. State Emergency Declaration Process

If the emergency or disaster has the potential to exceed the capabilities of counties or state agencies, the Governor, by executive order or proclamation, will declare a state of emergency for those impacted areas or areas in which the emergency or disaster is anticipated as defined in Section 252.36, Florida Statutes. Depending upon the type of emergency or disaster, a state of emergency will activate certain components of the CEMP. Such a proclamation by the Governor is also required to activate the full range of federal disaster recovery programs available to the state and a condition for requesting interstate mutual aid through the Emergency Management Assistance Compact (EMAC). Such executive orders, proclamations, and rules have the force and effect of law in congruence with Section 252.36, Florida Statutes. The process for declaring a state of emergency is as follows:

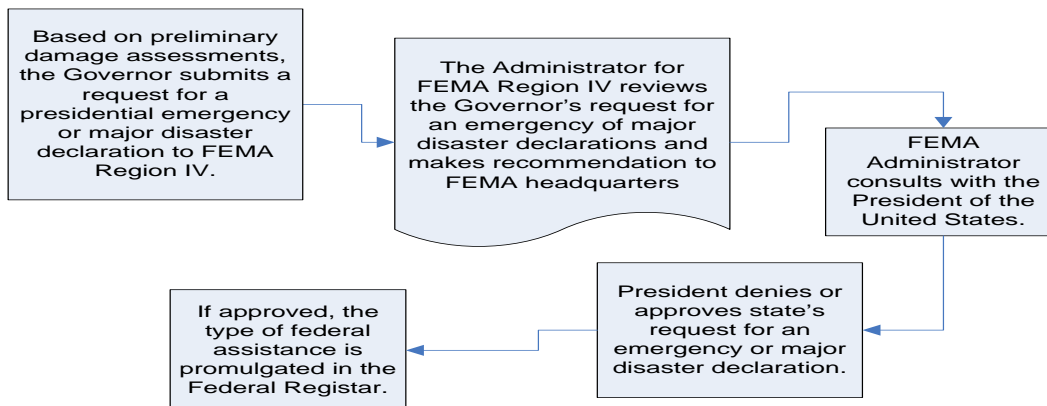
- The public is alerted to and/or warned of an imminent or actual event.
- The Division initiates response plans of the CEMP to manage the emergency or disaster.
- A county declares a local state of emergency.
- The Director of the Division of Emergency Management determines that the state of emergency is required, and determines the specifics and justification for the declaration.
- The Director of the Division recommends to the Governor that he or she declare a state of emergency. The Division prepares an executive order and forwards it to the Executive Office of the Governor for approval.
- Through executive order, the Governor designates the State Coordinating Officer. The executive order is then forwarded to the Secretary of State for attestation, affixation of the state seal, and filing with the Florida Department of State. The executive order will also be dated and time stamped. Copies of the order will be forwarded to government agencies, and Emergency Support Function 14 (External Affairs - Public Information) will disseminate a copy to the public.
- The State Emergency Response Team initiates protective measures to assist local governments.
- Depending on the nature of the hazard, state agencies and departments determine the need to activate their Continuity of Government and/or Continuity of Operations plans.
- The SERT initiates response and recovery activities to assist impacted counties.
- The State Coordinating Officer notifies the Federal Emergency Management Agency (FEMA) of the imminent or actual event and request assistance, if necessary.
- If federal assistance is requested, a copy of the Executive Order is provided to FEMA's Region IV Regional Director.

The state Legislature, by concurrent resolution, may terminate a state of emergency at any time. Thereupon, the Governor shall issue an executive order or proclamation ending the state of emergency as defined by Section 252.36(2), Florida Statutes. All executive orders or proclamations shall indicate the nature of emergency, the area or areas threatened, and the conditions which have brought the emergency about or which make possible its termination.

#### 4. Presidential Emergency or Major Disaster Declaration

Pursuant to Title 44, Code of Federal Regulations, the Governor may request that the President of the United States issue an emergency or a major disaster declaration. Before making a request, the Governor must declare a state of emergency and ensure that all appropriate state and local actions have been taken.

The following flow chart describes the declaration process:



There are two primary forms of presidential disaster declarations: an emergency declaration and a major disaster declaration.

The basis for the Governor’s request for an **emergency declaration** must be based upon a finding that the situation:

- Is of such severity and magnitude that effective response is beyond the capability of the state and the affected local government(s); and
- Requires supplementary federal emergency assistance to save lives and to protect property, public health and safety, or to lessen or avert the threat of a disaster.

The basis for the Governor’s request for a **major disaster declaration**<sup>4</sup> must be based upon a finding that:

- The situation is of such severity and magnitude that effective response is beyond the capability of the state and the affected local government(s); and
- Federal assistance under the Stafford Act is necessary to supplement the efforts of available resources of the state, local governments, disaster relief organizations, and compensation by insurance for disaster-related losses.

The request also includes:

<sup>4</sup> A state may also request an expedited major disaster declaration during a catastrophic event where the level of damage is empirically overwhelming. Additionally, the President may issue an expedited disaster declaration for pre-landfall hurricanes; however, assistance will be limited to Category A (debris clearance) and/or B (emergency protective measures) under FEMA’s Public Assistance Program.

- Information on the extent and nature of state resources that have been or will be used to address the consequences of the disaster;
- A certification by the Governor that state and local governments will assume all applicable non-federal costs required by the Stafford Act;
- An estimate of the types and amounts of supplementary federal assistance required; and
- Designation of a State Coordinating Officer (SCO).

The completed request, addressed to the President, is sent to the FEMA Regional Administrator, who will evaluate the damage reports and other information and make a recommendation to the FEMA Administrator. The FEMA Administrator, acting through the Secretary of Homeland Security, may then recommend a course of action to the President.

The Governor's request for a disaster declaration may result in either a Presidential declaration of a major disaster or an emergency, or denial of the Governor's request. If the President grants an emergency or major disaster declaration, the Governor and the FEMA Regional Administrator shall execute a FEMA-State Agreement which states the understandings, commitments, and conditions for federal assistance. This Agreement describes the incident and the incident period for which assistance will be made available, the area(s) eligible for federal assistance, the type and extent of federal assistance to be made available, and contains the commitment of the state and local government(s) with respect to the amount of funds to be expended in alleviating damage and suffering caused by the major disaster or emergency. With the declaration, the President appoints a Federal Coordinating Officer (FCO). The FCO is responsible for coordinating all federal disaster assistance programs administered by FEMA. The FCO and the SCO will work together to ensure all assistance is provided in accordance with Section 408 of the Stafford Act.

## **H. Activation of Emergency Facilities**

The SEOC, or its alternate, will be activated at a level necessary to effectively monitor or respond to threats or actual emergency situations. The SEOC operates 24 hours a day, 7 days a week, but the level of staffing varies with the Emergency Readiness and Response Level. There are three (3) levels of activation:

- Level 3 (monitoring): Normal conditions.
- Level 2 (partial activation): The SERT is activated, but may not require full activation of every ESF
- Level 1 (full activation): The SERT is fully activated to conduct response and recovery operations.

The SEOC can be activated by the following:

- The Governor/Chief of Staff
- The Director, Division of Emergency Management
- The SERT Chief, in the absence of the above.

The SEOC is equipped to conduct telephone conferences and video teleconferences. Whether the emergency is imminent or has occurred, the SEOC will contact the county emergency operations centers to conduct general coordination conferences. These conferences are normally conducted several times a day during emergency situations.

## **I. Resource Management**

### **1. Resource Typing**

Where resources are NIMS typed, those type definitions will be used for resource requests and order fulfillment. Those resources that are not typed will be filled based on a clear definition by the requestor. The State Resource Management Network (SRMN) is fully NIMS compliant. This system lists all state resources under one of several nationally accepted resource types. These include: State Logistics Staging Areas (I – III); Base Camps (I – V); County Points of Distribution (PODS); and, County Staging Areas (CSAs). All state and agency term contracts are in place for every possible resource type and are all included in the SRMN typed either under NIMS, the National Emergency Resource Registry (NERR), or Florida typed asset, system or package.

### **2. Pre-positioning of Resources**

When the impact point of an impending threat is known with reasonable certainty and precautionary deployment of personnel and equipment and pre-positioning of supplies can facilitate a rapid response, the state may pre-position resources. The SERT Chief will activate the State Logistics Response Center (SLRC) and will coordinate with other state agencies regarding the pre-positioning of state resources, including the activation and deployment of Florida National Guard personnel and equipment. Field operations normally pre-staged or deployed post-incident will be pre-deployed as appropriate in the context of safety/security.

### **3. Resource Needs**

Resources will be identified by the Logistics Section, and if approved by the SERT Chief/SCO, procured with the assistance of the Finance and Administration Section, or requested from federal assets/resources. Resource needs will be estimated with the assistance of the Plans Section, who will anticipate the expected impacts of the event on the population and on infrastructure using HAZUS or other predictive computer models. In most cases, basic resources will be “pushed” to the impacted areas based on anticipated impact and needs. When county staging areas and points of distribution are established, the State will use the current Commodity Resource Model developed by the Logistics Section to establish burn rates and resupply quantities.

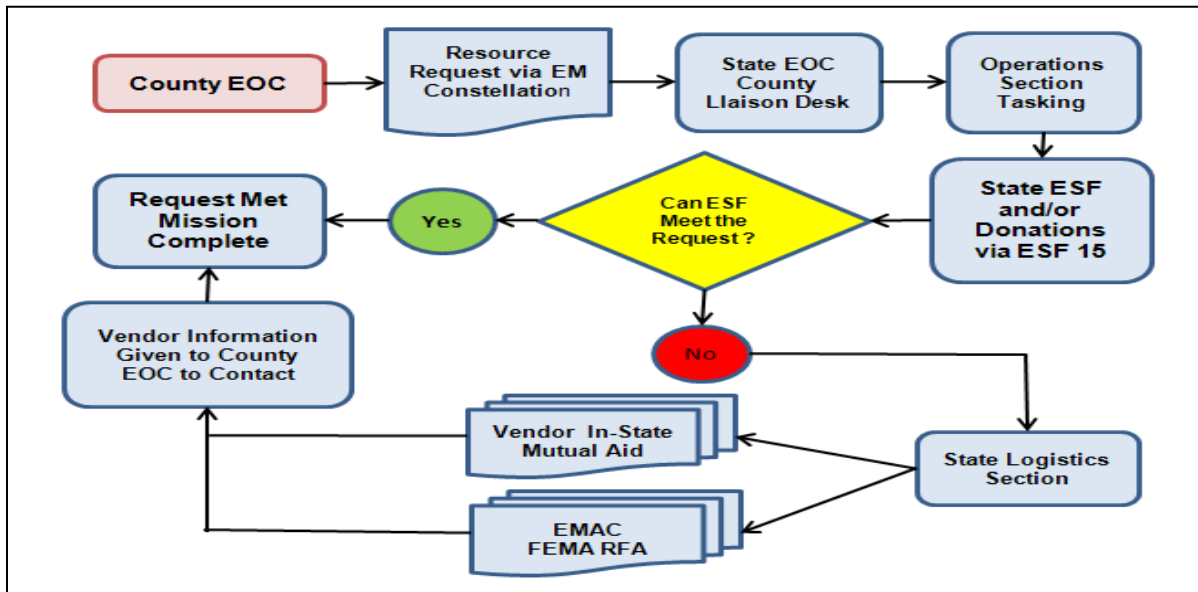
### **4. County Resource Requests**

County resource requests are made through the EM Constellation system or, if unavailable, any other form of communication. Once the request has been received by the State Emergency Operations Center from the County, it is initially processed by the Response Liaison Desk, under the direction of the Operations Support Branch, who verifies the information. From there, it is assigned to the proper branch for tasking to the appropriate Emergency Support Function. If the Emergency

Support Function can meet the provisions of the request, resource information is forwarded to the county emergency operations center.

If the Emergency Support Function cannot provide the requested resources, it is then forwarded to the State Logistics Section, who will work with either private vendors or through the Emergency Management Assistance Compact (EMAC) to secure the resources. If the resources are identified from private sources, the vendor information is given to the county emergency operations center. The following flow chart depicts this process:

**State Emergency Operations Center Processing of County Resource Requests**



**5. Private Sector Resources**

The Florida Retail Association acts as the principal liaison between the State and the retail, commercial, industrial and manufacturing sector. The Florida Realtors Association acts as the principal liaison for the commercial and residential real estate sector. The Florida Banking Association serves as a liaison between the State and the commercial banking sector. The Florida Restaurant and Lodging Association acts as the principal liaison between the State the restaurant, hotel and motel industry. Representatives of these associations participate as part of the Unified Logistics Section. ESF-18 “Business, Industry and Economic Stabilization” interfaces with these associations on the recovery efforts.

**6. Florida Emergency Preparedness Association**

The Florida Emergency Preparedness Association (FEPA) is a statewide emergency management information and advocacy group with members from a broad range of professional emergency management organizations. FEPA may be called upon to support the State Emergency Response Team (SERT) by identifying available personnel, equipment, and resources, as their regional organizational structure

allows for quick dissemination of requests for information and/or assistance in support of the SERT.

The *State of Florida Unified Logistics Plan* addresses specific subject matter pertaining to Resource Management operations.

## **J. Continuity of Government and Continuity of Operations**

Continuity of Government (COG) and Continuity of Operations (COOP) are functions essential to ensuring that the state and its political subdivisions continue to provide vital services throughout the emergency or disaster period. COG is defined as the preservation, maintenance, or reconstitution of the civil government's ability to carry out its constitutional responsibilities. On April 14, 1980, Governor Bob Graham issued Executive Order 80-29 requiring each department and agency of the state and its political subdivisions to take measures for the protection of personnel, equipment, supplies and essential records and adopt COG plans by providing for emergency interim successors, relocation of seats of government and resumption of essential services.

Section 252.365(3)(a), Florida Statutes, requires all agency Emergency Coordination Officers to ensure that their respective agency and facilities have a disaster preparedness plan to provide continuity of essential state functions (continuity of government) under all circumstances. The plan must include, at a minimum:

- Identification of essential functions, programs, and personnel.
- Procedures to implement the plan and personnel notification and accountability; delegations of authority and lines of succession.
- Identification of alternative facilities and related infrastructure, including those for communications.
- Identification and protection of vital records and databases.
- Provide schedules and procedures for periodic tests, training, and exercises as defined in (3)(b).

Subdivision (3)(c) of section 252.365 requires the Division of Emergency Management to develop and distribute guidelines for developing and implementing the plan. The COOP Guidance was adopted by the Division in response to the statutory mandate imposed by Chapter 2002-43.<sup>4</sup> The guidance is applicable to all state agencies and departments, commissions, water management districts, universities, correctional institutions and independent organizations. Each COOP is required to:

- Ensure the safety of personnel and visitors.
- Provide for the ability to continue essential operations.

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<sup>4</sup> Chapter 2002-42 was approved by the Governor on April 16, 2002. This guidance also follows requirements of Executive Order 01-262 which requires government agencies and departments to prepare disaster preparedness plans through their designated emergency coordination officers (ECOs).

- Contain provisions for the protection of critical equipment, records, and other state assets.
- Maintain efforts to minimize damage and loss.
- Contain provisions for an orderly response and recovery from any incident.
- Serve as a foundation for the continued survival of leadership.
- Assure compliance with legal and statutory requirements.

## K. Protective Measures

### 1. Evacuations

Counties may initiate their own protective measures, such as ordering evacuations and activating public shelters, including special needs shelters and pet-friendly shelters. The SERT, in concert with local emergency management, law enforcement, sheltering organizations, public information offices, and adjacent states, will coordinate regional evacuation. Guidelines integrate the operations of all the above organizations into one plan that manages the decision-making, implementation, and conduct of evacuations for entire regions. The *Regional Evacuation Guidelines* include the following guidance:

- The State Emergency Operations Center will coordinate all large-scale evacuations.
- One-way evacuation operations (reverse-lane operations) will be implemented at the direction of the Governor.
- All destination counties will activate their emergency operations centers to support major evacuations when directed to do so by the SCO.
- All destination counties will open and operate host shelters as directed by the SCO.
- All counties that open host shelters will be covered under the Governor's Executive Order declaring a state of emergency and will be included in all requests for federal emergency or major disaster declaration assistance.
- The regional evacuation process will be used by state and county governments to manage and coordinate any multi-county and/or regional evacuation. This includes the implementation of state guidelines for lifting tolls on state toll facilities pursuant to the *Florida Department of Transportation, Office of Toll Operations, Toll Suspension Plan*; locking down drawbridges, deploying and pre-deploying personnel, designating host counties for sheltering, ensuring the sufficiency of reasonably priced fuel, and addressing any emergency medical issues in accordance with the most current versions of the State of Florida Regional Evacuation Procedure.

## 2. Sheltering

Section 252.385(4)(a), Florida Statutes, requires that any public facility, including schools, postsecondary education facilities, and other facilities owned or leased by the state or local governments, but excluding hospitals, hospice care facilities, assisted living facilities, and nursing homes, which are suitable for use as public hurricane evacuation shelters shall be made available at the request of the local emergency management agencies. The county emergency management agency shall coordinate with these entities to ensure that designated facilities are ready to activate prior to a specific hurricane or disaster. Such agencies shall coordinate with the appropriate school board, university, community college, state agency or local governing board when requesting the use of such facilities as public hurricane evacuation shelters.

The state's shelter component of the CEMP is addressed through the Division of Emergency Management's *Statewide Emergency Shelter Plan* which is incorporated herein by reference.

## 3. Special Needs Sheltering

In addition to general population sheltering, the Division monitors the status of the statewide inventory of special needs shelters (SpNS). All shelters must meet physical and programmatic accessibility requirements as defined by the Americans with Disabilities Act and Florida Accessibility Codes. Special Needs Shelters provide a higher level of attendant care than general population shelters. Historically, SpNS have been included in total population hurricane shelter demand estimates; however, in 2006 the State Legislature mandated that the Florida Department of Health designate special needs shelters and that the Division install generators to provide emergency power for life support systems as well as air conditioning, heating and ventilation systems (See Chapter 2006-71- House Bill 7121). Any facility designated as a shelter must meet minimum safety requirements. To ensure consistency with state and national standards, guidelines and best practices, the Division has adopted the American Red Cross (ARC) 4496 Standards for Hurricane Evacuation Shelter Selection.

## 4. Sheltering Pets

In collaboration with the Florida Department of Agriculture, the Division is responsible for addressing strategies for the sheltering of persons with pets. (See section 252.3568, Florida Statutes; see also The Pets Evacuation and Transportation Standards Act of 2006 (PL 109-308, October 6, 2006), an amendment to the Robert T. Stafford Disaster Relief and Emergency Act of 2006 (42 U.S.C.A. section 5196), which requires governmental jurisdictions to accommodate pets and service animals in the event of an emergency). A person with special needs must be allowed to bring his or her service animal into a special needs shelter and has the right to be accompanied by a service animal in all areas of a public accommodation (See sections 252.355(3) and 413.08, Florida Statutes). In developing these strategies, the state will consider the following:

- Locating pet-friendly shelters within buildings with restrooms, running water, and proper lighting.
- Allowing pet owners to interact with their animals and care for them.

- Ensuring animals are properly cared for during the emergency.

## **L. Preparedness Measures**

The Division of Emergency Management maintains a host of all-hazards preparedness programs and activities designed to keep the State prepared for any hazard event. They include the following:

### **1. Natural Hazards Planning**

The Division actively develops and maintains all-hazards plans to ensure that the State Emergency Response Team is prepared for prompt, efficient response and recovery to protect lives and property affected by natural disasters. This includes the State's pandemic planning efforts.

#### **a. Comprehensive Emergency Management Plan (CEMP) – State and County**

The Division maintains the State CEMP, which is an "all hazards" plan that serves as the framework to make certain that the state is prepared for major, minor, and catastrophic disasters. The CEMP is updated biannually by coordinating with other state agencies and revising items within the plan in order to reflect National Incident Management System requirements as well as applying lessons learned from prior emergencies. County CEMPs are submitted to the Division once every four years for review and approval by the Division.

#### **b. Continuity of Operations Planning (COOP)**

Continuity of Operations Planning (COOP) is an effort to ensure the continued performance of critical essential functions during a wide range of potential emergencies. Local and state agencies plan to provide critical services in an environment that is threatened, diminished, or incapacitated.

#### **c. Hurricane Preparedness**

Statewide hurricane planning efforts are lead by the development and update of the eleven regional evacuation studies. These studies—a vital element of the decision-making process for public safety—aid local governments in establishing evacuation zones and routes as well as appropriate shelter locations.

#### **d. Catastrophic Disaster Preparedness**

The Florida Catastrophic Planning Initiative (FLCP), as described in the Introduction provides the State with two catastrophic planning scenarios: a breach of the Herbert Hoover Dike around Lake Okeechobee and a Category 5 hurricane making landfall in South Florida, which has a population of nearly seven million. The results of this initiative are valuable planning guidance and concepts that can enhance existing plans and operational procedures. Additionally, these concepts can be applied to any catastrophic event regardless of type.

## **2. Technological Hazards Planning**

The Division serves as staff support to the State Emergency Response Commission which administers the federal Emergency Planning and Community Right-To-Know Act, Florida Hazardous Materials Emergency Response and Community Right-To-Know Act, and the Florida Accidental Release Prevention and Risk Management Planning Act.

## **3. Information Management – Geographic Information Systems (GIS)**

The GIS capabilities of the SERT including spatial analysis, cartography, the development of GIS applications and tools, information and data management, database administration, data maintenance, web development, as well as non-GIS application design and development. During SEOC activations, this effort supports the SERT Plans Section. The focus is to provide tools for decision makers and responders that will facilitate decisions which positively impact the outcome of an event.

## **4. Training and Exercise**

A full range of training and exercise opportunities for State and local emergency management staff is available. The Division also coordinates applicants for the federal Emergency Management Institute.

## **5. Critical Infrastructure – Key Resources (CIKR)**

The State of Florida has undertaken preparedness actions to ensure its CIKR is identified, and protected, to the extent possible. To coordinate vulnerability assessments for the thousands of CIKR structures in Florida, the Regional Domestic Security Task Forces (RDSTFs) have established multi-agency, multi-disciplinary critical infrastructure protection committees, and provided them with the Automated Critical Assessment Management System (ACAMS) training to coordinate the identification and vulnerability assessments of the infrastructure and assets in their jurisdictions. RDSTFs named critical infrastructure assessment coordinators responsible for reviewing the assessments and prioritizing the infrastructures based on federal criteria in terms of continuity of operations (COOP), the impact of hazardous materials, and the potential for loss of human life.

Based on the infrastructure prioritization, the assessment coordinators along with local partners, may provide DHS-approved, sector-specific common vulnerabilities reports. In addition, the assessment coordinators, along with local partners, may present verbal options for consideration for possible security enhancements at prioritized locations. The vulnerability assessments along with security enhancement options are submitted to the ACAMS system for review and comparison with national risk and threat-based intelligence and funding recommendations to implement enhancement projects.

Florida's State Working Group on Domestic Preparedness has established a committee on CIKR protection that is responsible for ensuring that the Florida state strategy for critical infrastructure remains updated and consistent with emerging federal guidance and published best practices. Department of Homeland Security (DHS) Protective Security Advisors (PSA's) have been integrated into Florida's

strategy and structure to ensure coordination with federal mandates and guidelines and ensure Florida's critical infrastructure assets are inclusive and consistent with those maintained by DHS at the Office of Infrastructure Management.

## **M. Response Operations**

### **1. State Emergency Response Team (SERT) Activation**

When the SERT activates, the State Watch Office will issue a notice to the Emergency Coordination Officers to report to the SEOC. Once the SERT is activated, the SERT Chief will provide a quick synopsis of the situation. The SERT will conduct incident action planning, with meetings to determine tactical operations and the availability of resources. The SERT will also establish objectives, assign missions to be completed by emergency support functions, and establish unified operations, planning, logistics, and finance and administration sections. Emergency Support Function (ESF) agencies will implement their specific emergency operations plans to activate resources and organize their response actions. The ESF Annex contains additional detail on each ESF's response actions. If applicable, all state agencies will activate COOP to ensure the continuity of agency operations during the emergency.

The SERT Chief may initiate other measures as necessary, such as:

- Contacting the FEMA Regional Administrator and requesting that the Regional Administrator deploy a liaison or Incident Management Assistance Team (IMAT) to support operations at the SEOC. IMATs are federal interagency teams composed of subject-matter experts and incident management professionals. The IMAT's primary role is to coordinate information and mission requests between the state and federal response agencies. IMAT and SEOC staff may merge to a singular organizational structure to support a Unified Command. An IMAT also has the responsibility for coordinating and making the preliminary arrangements to set up Federal field facilities and initiate establishment of a Joint Field Office.
- Deploying a State Management Team (SMT) to assess needs and coordinate response activities with the county emergency management agency. The SMT serves as the forward coordinating element for the SERT and the State Coordinating Officer (SCO). In this role they will provide situational awareness and operational planning to the SERT and the SCO by incorporating information collected from the SEOC, County EOC's, local agencies and SMT reconnaissance. The SMT will also supply all necessary logistical support to the SERT and SCO for forward deployment. Further, the SMT, in coordination with SERT Liaisons may be tasked to assist the SERT Chief with other missions as assigned by the SEOC. SMT personnel may be drawn from state and local department or agency staff according to pre-established protocol.
- Response activities by the SERT will vary depending upon the scope and nature of the emergency (See Incident-Specific Annexes). The SERT will use the Incident Command System (ICS) to organize both immediate and long-term field operations.

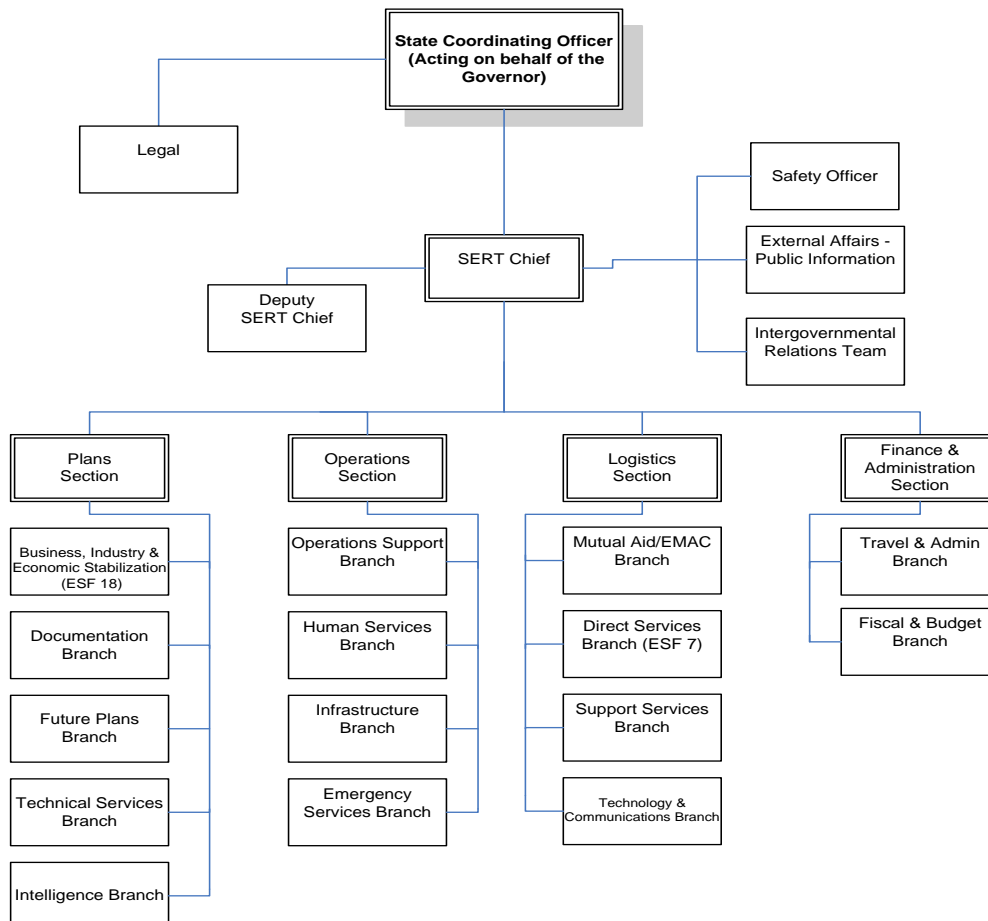
## 2. Maintaining a Common Operating Picture (COP)

Ensuring the SEOC and deployed field personnel maintain a COP is essential. A COP allows on-scene and off-scene personnel to have the same information about an incident. This is accomplished in the SEOC through a variety of measures, including coordinated development of the Incident Action Plans (IAP), Situation Reports, Flash Reports, EM Constellation, GIS enabled products, Branch/Section specialty plans, and ESF/Branch briefings. This information is shared with all deployed personnel through video teleconferencing, or conference calls.

## 3. Unified Command

It is important to unify command in all large-scale incidents involving multiple jurisdictions requiring state/federal assistance; however, it is imperative in a catastrophic incident that all levels of government/responders operate in a Unified Command environment. Every effort must be made to prevent parallel, ad hoc, and disconnected operations from developing. Such operations will fragment response efforts, cause unnecessary competition for limited resources, and negatively impact the ability to support responders. The following chart show the incident command structure of the SERT when it is activated during emergencies.

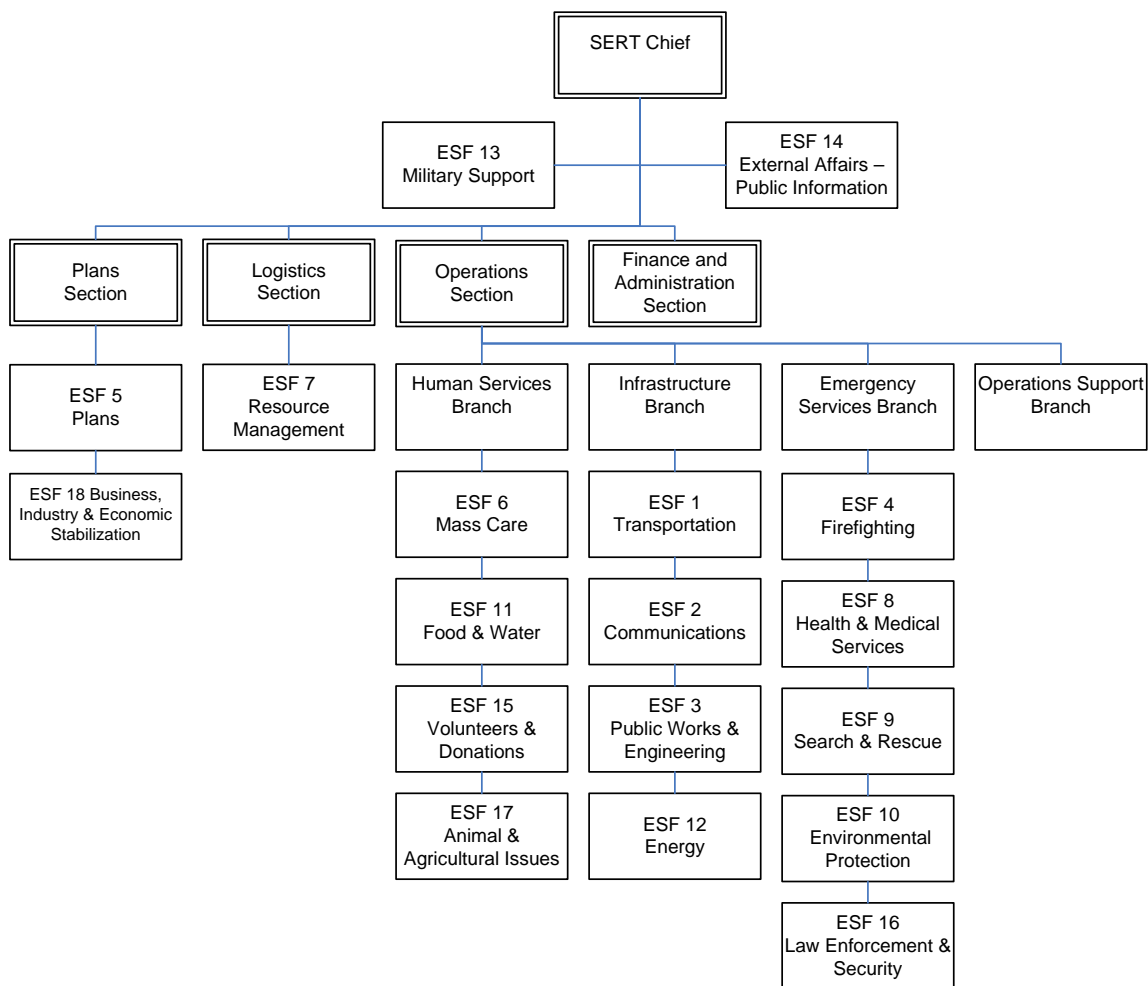
### STATE EMERGENCY RESPONSE TEAM ORGANIZATIONAL AND INCIDENT COMMAND STRUCTURE



**4. Integration of the Incident Command System and Emergency Support Functions (ESF)**

The State EOC integrates both an ICS and ESF command structure, without losing any of the integrity of either system. The SEOC is configured using ICS Sections (Planning, Operations, Logistics, and Finance and Administration). The main floor of the SEOC includes the Plans, Logistics, Finance and Administration, and the Operations Sections along with the Infrastructure, Emergency Services, Human Services, and Operations Support branches. Each of the 18 ESFs are located in separate rooms adjoining the main floor. Each ESF supports one of the ICS Sections, as depicted in the following chart.

**SEOC Incident Command System and Emergency Support Function Integration**



**N. Recovery Operations**

**1. Transition from Response to Recovery**

When a state of emergency is declared by the Governor, the SERT will initiate response operations to assist communities impacted by the event. As response operations are underway, the SERT will simultaneously begin the planning of

recovery operations. Planning for recovery during the response phase ensures an effective transition from one phase of emergency operations to another. To meet this objective, the lead for Recovery will function as the Deputy SERT Chief. During the forward transition of Recovery to the Joint Field Office (JFO), the Deputy SERT Chief for Recovery will be designated at the Deputy State Coordinating Officer (DSCO). This relationship will enable the DSCO for Recovery to maintain situational awareness of the event and determine what actions are necessary and the type of state and federal assistance that will be required once the state transitions from a response to a recovery phase of emergency operations. In general, the DSCO will initiate the following measures when an emergency is declared:

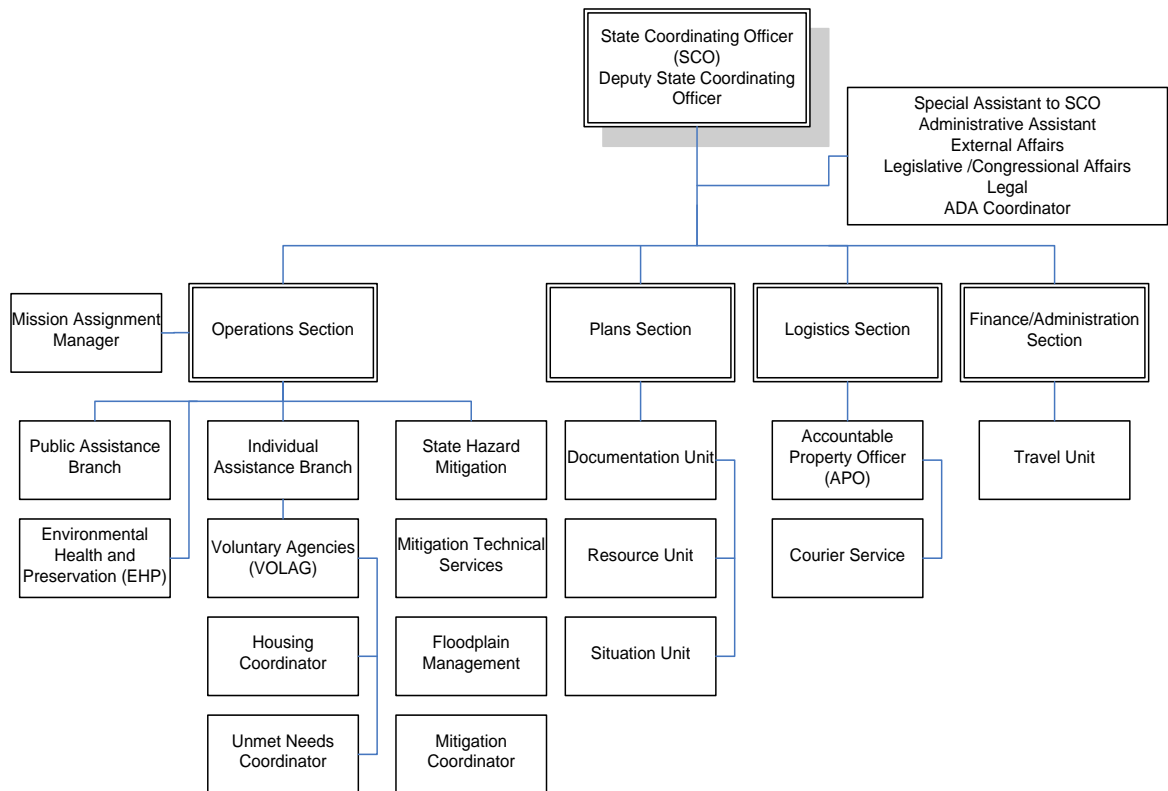
- Assist the SERT Chief at the State Emergency Operations Center.
- As the SERT transitions from the response phase to the recovery phase, the Deputy SERT Chief will coordinate with FEMA and local impacted communities to focus Preliminary Damage Assessment (PDA) teams to conduct damage assessments of homes, businesses, and public facilities that have been affected by a disaster.
- Request FEMA and the Small Business Administration (SBA) to deploy Preliminary Damage Assessment (PDA) teams to determine the extent of damage to communities. PDA teams are comprised of personnel from FEMA, the SERT, local officials, and the SBA.
- Coordinate with SERT Legal to determine the type of public and/or individual assistance in a request for a presidential emergency or major disaster declaration.
- Prior to receiving a presidential disaster declaration, coordinate with the Logistics Section of the SERT to mobilize the Essential Services Centers (ESCs). ESCs are temporary, mass care emergency locations where impacted survivors of disasters can go for limited essential services and information within 24 to 96 hours following a disaster. An ESC is considered a joint operation between the county, non-governmental organizations and the state.
- Once an area has received the presidential disaster declaration, transition ESCs to Disaster Recovery Centers (DRC), which assist survivors in applying for state or federal assistance. Responsibility for these centers is then jointly shared by FEMA, the state and the county in which the DRC is located.
- Deploy Community Response Teams (CRTs) which will disseminate information to disaster-affected communities. The CRTs will identify and report local unmet human needs and assist survivors. CRTs also determine what areas within the disaster area received the most damage and where the priority of effort should be from a human-needs perspective. See the *Community Response Activation Plan* for detailed information about the mobilization, procedures, and demobilization of Community Response Teams. Additionally, the *Community Response Standard Operating Guide and Field Guide* provides specific program duties.

- Coordinate with FEMA to establish a JFO to provide recovery assistance in the areas impacted by the disaster.
- Coordinate with other local, state, and federal agencies to assist impacted communities.
- Coordinate with local and state agencies to identify and track all eligible federal costs incurred by local and state government during the period of the emergency for reimbursement by the federal government.
- Depending on the type of Presidential Disaster Declaration received, activate the state Public Assistance, Individual Assistance, and Hazard Mitigation programs in the JFO.

**2. Establishment of a Joint Field Office**

Following a declaration, a JFO will be established following incidents of great severity, magnitude or complexity for which state and local response agencies require state and federal support. A JFO is a temporary multiagency coordination center established at the incident site to provide a central location for coordination of local, state, federal, tribal, non-governmental, and private-sector organizations with primary responsibility for incident oversight, direction, and/or assistance to effectively coordinate recovery actions. The chart below shows the organizational and command structure of the JFO:

**Joint Field Office Organizational Chart (State)**



### 3. Recovery Assistance Programs

The following primary categories of disaster aid available under the Robert T. Stafford Relief and Emergency Assistance Act, Public Law 93-288.

#### a. Individual Assistance

Immediately after a disaster declaration, disaster workers arrive and set up a central field office to coordinate the recovery effort. A toll-free telephone number is published for use by affected residents and business owners in registering for Individual Assistance. Disaster Recovery Centers also are opened where disaster victims can meet with program representatives and obtain information about available aid and the recovery process. Disaster aid to individuals generally falls into the following categories:

- **Disaster Housing** may be available for displaced persons whose residences were heavily damaged or destroyed. Funding also can be provided for housing repairs and replacement of damaged items to make homes habitable.
- **Disaster Grants** are available to help meet other serious disaster related needs and necessary expenses not covered by insurance and other aid programs. These may include replacement of personal property, transportation, medical, dental and funeral expenses.
- **Low-Interest Disaster Loans** are available after a disaster for homeowners and renters from the U.S. Small Business Administration (SBA) to cover uninsured property losses. Loans may be for repair or replacement of homes, automobiles, clothing or other damaged personal property. Loans are also available to businesses for property loss and economic injury. SBA loans offer low-interest, fixed rate loans to disaster victims, enabling them to repair or replace property damaged or destroyed in federal declared disasters. It also offers such loans to affected small businesses to help them recover from economic injury caused by the disaster. The state must meet eligibility requirements to qualify for SBA and the President need not declare an emergency for a state to receive SBA loan assistance.

There are other forms of Individual Assistance under the Robert T. Stafford Act. They include:

- **Other Needs Assistance (ONA):** Under the Individual and Households Program (IHP), ONA provides financial assistance to eligible individuals and households who, as a direct result of a major disaster or emergency, have uninsured or under-insured necessary expenses and serious needs and are unable to meet such expenses or needs through other means. ONA money is available for necessary expenses and serious needs caused by a disaster.
- **Unemployment Assistance:** The Disaster Unemployment Assistance (DUA) program provides unemployment benefits and re-employment services to individuals who have become unemployed because of major disasters. Benefits begin with the date the individual was unemployed due to the disaster incident and can extend up to 26 weeks after the Presidential

declaration date. These benefits are made available to individuals not covered by other unemployment compensation programs, such as the self-employed, farmers, migrant and seasonal workers, and those who have insufficient quarters to qualify for other unemployment compensation.

- **Food Coupons and Distribution:** Emergency food coupons may be made available to disaster victims. This program is administered by the U.S. Department of Agriculture at the federal level and the Florida Department of Children and Families at the state level. The length of eligibility for receiving food coupons will be determined by the President.
- **Food Commodities:** This program assures that adequate stocks of food will be ready and conveniently available for emergency mass feeding or distribution in any major disaster area.
- **Relocation Assistance:** This program provides assistance to cover moving and transportation costs for families returning to a disaster area or moving into permanent housing elsewhere.
- **Legal Services:** When the President declares a disaster, FEMA, through an agreement with the Young Lawyers Division of the American Bar Association, provides free legal assistance to disaster victims. The assistance that participating lawyers provide typically includes: assistance with insurance claims (life, medical, property, etc.); counseling on landlord/tenant problems; assisting in consumer protection matters, remedies, and procedures; and replacement of wills and other important legal documents destroyed in a major disaster. Disaster legal services are provided to low-income individuals who, prior to or because of the disaster, are unable to secure legal services adequate to meet their needs as a consequence of the disaster.
- **Crisis Counseling Assistance and Training:** The Crisis Counseling Assistance and Training Program (CCP) is designed to provide supplemental funding to states for short-term crisis counseling services to people affected in Presidentially-declared disasters. The two separate portions of the CCP that can be funded are immediate services and regular services. A state may request either or both types of funding.
- **Community Disaster Loans:** Under this program the federal government may provide funds to any eligible jurisdiction in a designated disaster area that has suffered a substantial loss of tax and other revenue. The jurisdiction must demonstrate a need for financial assistance to perform its governmental functions. Loans are not to exceed 25 percent of the local government's annual operating budget for the fiscal year in which the major disaster occurs with up to a maximum of \$5 million. There is no cost-share requirement and any local government or other eligible jurisdiction in a designated disaster area that has demonstrated a substantial tax loss and a need for financial assistance to perform its governmental functions may receive funding.

#### b. Public Assistance

Seven categories of public assistance have been established by FEMA to differentiate between the aid provided in the immediate aftermath of a disaster to

save lives and property, and the longer term assistance provided to help communities rebuild.<sup>5</sup> The categories are as follows:

- Category A: Debris removal
- Category B: Emergency protective measures
- Category C: Roads and bridges
- Category D: Water control facilities
- Category E: Buildings and equipment
- Category F: Utilities
- Category G: Parks, recreational, and other

A presidential major disaster declaration initiates a process that begins with applicants filing a Request for Public Assistance at an applicant's briefing. These briefings are publicized through the media and notifications to county emergency management directors in accordance with 44 CFR Part 206, Subpart G & H. Additionally:

- Project worksheets (PW) are prepared for eligible emergency costs and eligible costs for restoration of damaged facilities.
- Pursuant to Section 252.37, (5) and (6), Florida Statutes, relative to the federal Public Assistance Program, the state shall provide the entire amount of any required matching funds for state agencies and one-half of any required match for grants to local governments. The affected local government shall provide the other one-half. A hardship waiver provision can be provided to the local governments through the Office of the Governor.
- The eligible sub-grantee recipient prior to the receipt of the federal funds shall provide any matching funds required under the federal Hazard Mitigation Assistance Grant Program in full.
- The federal share for eligible reimbursement under a Stafford Act declaration shall be no less than seventy-five (75%) percent. The non-federal share is provided from a combination of state and local sources in accordance with policies established by the Executive Office of the Governor and the Florida Legislature.
- The state serves as the Grantee, and eligible applicants are Sub-grantees under the federal disaster assistance program. Contractual agreements with the Florida Division of Emergency Management are executed with applicants with all reimbursements coming through the Division.
- Documentation, record keeping, inspections, and final closeouts are overseen and approved by the Division of Emergency Management.
- The Governor and the State Legislature may authorize other assistance to a local government based upon a declared emergency.

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<sup>5</sup> U.S. Department of Homeland Security, Federal Emergency Management Agency, "Public Assistance Guide - FEMA 322/June 2007" available at [[http://www.fema.gov/pdf/rrr/pa/pagprnt\\_071905.pdf](http://www.fema.gov/pdf/rrr/pa/pagprnt_071905.pdf)].

### **c. Hazard Mitigation Assistance**

FEMA also provides Hazard Mitigation Assistance through the Hazard Mitigation Grant Program, and Section 406 of the Public Assistance Program which assists survivors and public entities to mitigate the life and property risks of future disasters. Examples include the elevation or relocation of chronically flood-damaged homes away from flood hazard areas, retrofitting buildings to make them resistant to strong winds, and adoption and enforcement of adequate codes and standards by local, state and federal government. Section 406 helps fund mitigation measures under the Public Assistance Program when repairing damaged structures.

### **d. Small Business Administration**

If a state does not receive a presidential emergency or major disaster declaration, the U.S. Small Business Administration (SBA) can make federally subsidized loans to repair or replace homes, personal property or businesses that sustained damages not covered by insurance. The Small Business Administration can provide three types of disaster loans to qualified homeowners and businesses:

- Home Disaster Loans to homeowners and renters to repair or replace disaster-related damages to home or personal property;
- Business Physical Disaster Loans to business owners to repair or replace disaster-damaged property, including inventory, and supplies; and
- Economic Injury Disaster Loans (EIDL), which provide capital to small businesses and to small agricultural cooperatives to assist them through the disaster recovery period.

SBA disaster loans are a critical source of economic stimulation for communities hit by a disaster, spurring job retention and creation, revitalizing business health and stabilizing tax bases. There are four types of declarations:

- Presidential Declarations
- Agency Declarations
- Gubernatorial Declarations
- Secretary of Agriculture or Commerce Declarations

When a President declares a major disaster declaration for Individual Assistance, SBA's disaster assistance programs are automatically activated. For smaller disasters, the SBA Administrator may issue an "SBA-only" declaration. Such declarations are based on the occurrence of at least the minimum amount of uninsured physical damage to buildings, machinery, inventory, homes and other property. Typically this would mean at least 25 homes, 25 businesses, or some combination, have sustained uninsured losses of 40% or more. With an agency declaration, SBA disaster assistance programs are available to homeowners,

renters and businesses within designated areas. Further information about SBA disaster loans can be found at [www.sba.gov](http://www.sba.gov).

**e. Other Recovery Assistance**

There are other forms of emergency assistance that may be provided through state programs such as: Small Cities Community Development Block Grant, Community Services Block Grant, Low-Income Home Energy Assistance Program, Low-Income Emergency Home Repair Program, Home Investment Partnership Program, and the State Housing Initiative Partnership Program. A more thorough explanation of recovery operations and procedures, including needs and damage assessments, can be found in the *State of Florida Recovery Plan*, and the *State of Florida Enhanced Hazard Mitigation Plan*.

**O. Mitigation Measures**

Hazard mitigation involves reducing or eliminating long-term risk to people and property from damage due to hazards.

**1. Disaster Activity**

The Mitigation Section is responsible for the delivery of mitigation funding programs within the affected area, including hazard mitigation grant programs for:

- Loss reduction measures;
- Coordination of loss reduction building science expertise;
- Coordination of activities under the National Flood Insurance Program in cooperation with federal partners post-disaster;
- Integration of mitigation with other program and planning efforts;
- Post-disaster documentation of cost avoidance due to previous mitigation measures; and
- Community education and outreach necessary to foster loss reduction statewide.

**2. Hazard Mitigation Planning**

Hazard mitigation planning involves identification of hazards, assessing the frequency and magnitude of the hazard, assessing the vulnerability of the built and natural environment to those risks, and identifying mitigation goals, objectives and actions to address these risks and vulnerabilities. The Division of Emergency Management's Bureau of Mitigation develops and maintains the *State of Florida Enhanced Hazard Mitigation Plan* and assists all 67 Florida counties with the development and update of their multi-jurisdictional Local Mitigation Strategies through training and technical assistance. The state and local mitigation plans must be updated and approved periodically to ensure continued mitigation funding eligibility through FEMA.

**3. Hazard Mitigation Grant Program**

Mitigation projects utilizing Hazard Mitigation Grant Program (HMGP) funding are prioritized at the local level and may include such activities as wind retrofit projects, hazard warning systems, local drainage projects and some planning grants. Special initiatives may be directed by the Governor under this program also. The HMGP is

also designated to fund local project identified in the declared county Local Mitigation Strategy (LMS).

#### **4. Non-Disaster Mitigation Grant Programs**

Mitigation projects utilizing these federal post-disaster grant funds may include such activities as elevation of flood-prone structures, flood proofing, acquisition or demolition, localized drainage projects and some mitigation planning projects. Federally-funded mitigation grant programs include the Pre-Disaster Mitigation Program, the Flood Mitigation Assistance Program (FMAP), the Repetitive Flood Claims Program and the Severe Repetitive Loss Program. The State also funds the Residential Construction Mitigation Program (RCMP) annually.

#### **5. The National Flood Insurance Program**

The Division is the coordinating agency for the National Flood Insurance Program (NFIP). Under the Mitigation Section, the Community Assistance Program State Support Services Element grant is implemented, and the State's NFIP office brings monitoring of local floodplain management programs as well as technical assistance to Florida's 460+ participating NFIP communities. The NFIP program brings federally subsidized flood insurance to Florida citizens in exchange for formal commitments to implement minimum federal regulations for floodplain development. Florida citizens hold over 40 percent of the nation's total number of flood insurance policies.

## **V. ADMINISTRATION AND LOGISTICS**

### **A. General Policies for Managing Resources**

The Finance and Administration Section of the State Emergency Response Team (SERT) is responsible for coordinating several important measures that are necessary to process and track expenditures. These measures and activities are undertaken as provided for in the *State of Florida Resource and Financial Management Policies and Procedures for Emergency Management* policy document.

Several of these measures are as follows:

- Execution and maintenance of documentation related to the purchase of equipment, services and commodities by the SERT to meet the response and recovery needs of the SERT and victims of the disaster or emergency.
- Maintain, document and track personnel overtime and compensatory time of personnel. This section will also arrange and track travel accommodations for personnel deployed into the impact area or when personnel are attending conferences or meetings throughout the year.
- Process documents to ensure expeditious employment of additional response and recovery personnel to meet the staffing requirements of the event.
- Collaborate with other state agency finance offices to track the estimated costs of the event for the management of state financial resources and for future reimbursement processes.

- Ensure that there is sufficient budget authority and federal funds to compensate for response costs, including any required state matching fund commitments to ensure proper reimbursement of funds to eligible local, state and non-profit entities for reimbursable response and recovery efforts. After the state of emergency has ended, the SERT will continue to monitor costs associated with the event and seek budget authority requests as required.
- Identify and track all eligible federal costs incurred during and after the event for reimbursement by FEMA.

## **B. Mutual Aid**

In accordance with section 252.40 and Part III, Chapter 252, Florida Statutes, all political subdivisions of the state are authorized to participate in cooperative relationships to accept services, equipment, supplies, materials, or funds for emergency management efforts. Local mutual aid agreements and memoranda of understanding are essential components of emergency management planning, response, and recovery activities. These agreements provide reciprocal emergency aid and assistance during an emergency or disaster. They can increase available resources and improve response and recovery efforts. There are two types of mutual aid:

### **1. Statewide Mutual Aid Agreement**

In accordance with section 252.40, Florida Statutes, participating parties are authorized to participate in cooperative relationships (the Statewide Mutual Aid Agreement) to accept services, equipment, supplies, materials, or funds for emergency management efforts. All special districts, educational districts, and other local and regional governments are allowed to participate in the agreement. Any participating party may request assistance (oral or written) during an emergency or disaster.

### **2. Emergency Management Assistance Compact**

In accordance with Chapter 252, Part III, Florida Statutes, the state adopted the Emergency Management Assistance Compact (EMAC), which provides for the mutual assistance between states during any emergency or disaster when the state has depleted its resources, supplies or equipment. In the event a request for disaster assistance comes from another state, the Governor may order the mobilization of state resources under EMAC to be deployed to the impacted state. The management and coordination of these resources will be administered through the Operations Section of the SERT under the direction of the Operations Section Chief. This process is highlighted in the State Logistics Plan Annex: Mutual Aid Branch Section.

## **C. Authorities and Policies for Procurement Procedures and Liability Provisions**

Chapter 287, Florida Statutes and Chapter 60A, Florida Administrative Code, are the laws that govern the purchase of goods and services by state agencies. Chapter 60A permits emergency purchases under circumstances designated in the rule. During a state of emergency, however, the state's procurement rules may be suspended to allow for the timely purchase of response supplies, services and equipment. The Division's *Resource and Financial Management Policies and Procedures for Emergency*

*Management* document outlines the statutory authorities, responsibilities and delegation of emergency functions and priorities for resources and financial management related to response activities. The policy also provides information on financial data maintenance, reporting, tracking resource needs, and compensation to owners for private property used in an emergency.

## **VI. PLAN DEVELOPMENT AND MAINTAINENCE**

### **A. Overall Approach to Plan Development**

The CEMP is developed with assistance and input from the State Emergency Response Team (SERT) members, including all levels of government, private, volunteer and non-governmental organizations (NGOs) that have emergency management responsibilities. The Division of Emergency Management will also be responsible for any revision of the Basic Plan as well as incident and hazard-specific annexes. Preparation and revision of the Emergency Support Function Annex will be the responsibility of the designated primary lead emergency support function agency and their designated support agencies. Format and content guidance will be established by the Division and will be incorporated in all annexes and attachments as necessary. The Division will maintain the CEMP and amend it to incorporate new concepts of operations or information from lessons learned or developed through experience, events and/or training exercises.

### **B. Exercise and Plan Revisions**

The Division regularly conducts “No-Notice” exercises as well as annual full-scale exercises (Statewide Hurricane Exercise, Radiological Emergency Preparedness Exercises, Governor’s Tabletop Exercise, etc.) to test the responsiveness and capability of the SERT. Each exercise will test all or critical portions of the CEMP, including capabilities of equipment and the personnel to operate such equipment. These exercises are designed to enhance the training of state, local, and volunteer personnel on their roles and responsibilities in the four phases of emergency management (preparedness, response, recovery, and mitigation). A number of these exercises will be coordinated with the federal government to test and exercise federal response plans and integration. Each exercise will be evaluated through interviews of the emergency organization following the exercise and adopted into an After Action Report (AAR). Revisions will be made to the appropriate plans based on the AAR findings.

### **C. HSEEP Compliance and Plan Improvement**

The Division is compliant with the requirements of the Homeland Security Exercise and Evaluation Program (HSEEP) which is a capabilities and performance-based exercise program which provides a standardized policy, methodology, and terminology for exercise design, development, conduct, evaluation, and improvement planning. HSEEP compliance is defined as adherence to specific processes and practices for exercise program management and exercise design, development, conduct, evaluation, and improvement planning. The Division complies with the four HSEEP performance requirements, including:

1. Conduct an annual Training and Exercise Planning Workshop and maintain a Multiyear Training and Exercise Plan.

2. Plan and conduct exercises in accordance with the guidelines set forth in HSEEP policy.
3. Develop and submit properly formatted After Action Report/Improvement Plans (AAR/IP).
4. Track and implement corrective actions identified in the AAR/IP.

#### **D. Plan Review**

A review of the CEMP will be conducted annually in cooperation with SERT member agencies, volunteer groups and other associates. Changes in procedures, identification of improved capabilities, as well as deficiencies identified for corrective action will guide any necessary revisions to the plan. As required by law, revisions will be made through formal rule making. Pursuant to Chapter 120, Florida Statutes, the Division will submit a Notice of Proposed Rule Making and allow for public comment before any amendment to the CEMP is adopted by the Division. As required by Chapter 252, Florida Statutes, a copy of the CEMP shall be submitted to the President of the Senate, Speaker of the House of Representatives, and the Governor no later than February 1 of every even-numbered year. At all times, the CEMP will be published and available online at [www.floridadisaster.org](http://www.floridadisaster.org). Provisions will be made for the training of both individuals and teams to ensure adequate performance in an emergency.

## **VII. LEGAL CONSIDERATIONS**

### **A. Compliance with the Americans with Disabilities Act**

The Americans with Disabilities Act (ADA) of 1990 also impacts emergency preparedness plans. This law prohibits discrimination on the basis of disability. Providing a reasonable accommodation to an individual with a disability is a central concept under the ADA. A best practice used to effectively address the needs of persons with disabilities in emergency preparedness plans is establishing a process to fulfill requests from individuals with disabilities for reasonable accommodations they may need in emergency situations.

On July 22, 2004, Executive Order 13347 was issued (Individuals with Disabilities in Emergency Preparedness), directing the federal government to work together with state, local and tribal governments, as well as private organizations, to appropriately address the safety and security needs of people with disabilities.

The state and all local governments will make every effort to comply with Title II of the Americans with Disabilities Act (ADA) and other applicable laws related to emergency and disaster-related programs, services and activities for individuals with disabilities.

## **VIII. REFERENCES AND AUTHORITIES**

The following references and authorities may be consulted for further advice and guidance. Other than those references and authorities that have the inherent force and effect of law, this Plan is not intended to incorporate them by reference.

## A. LAWS

### 1. Florida Statutes

- Chapter 14, Florida Statutes (Governor)
- Chapter 22, Florida Statutes (Emergency Continuity of Government)
- Chapter 23, Part 1, Florida Statutes (The Florida Mutual Aid Act)
- Chapter 125, Florida Statutes (County Government)
- Chapter 154, Florida Statutes (Public Health Facilities)
- Chapter 161, Florida Statutes (Beach and Shore Preservation)
- Chapter 162, Florida Statutes (County or Municipal Code Enforcement)
- Chapter 163, Florida Statutes (Intergovernmental Programs; Part I, Miscellaneous Programs)
- Chapter 166, Florida Statutes (Municipalities)
- Chapter 187, Florida Statutes (State Comprehensive Plan)
- Chapter 215, Florida Statutes (Financial Matters)
- Chapter 216, Florida Statutes (Planning and Budgeting)
- Chapter 235, Florida Statutes (Educational Facilities)
- Chapter 245, Florida Statutes (Disposition of Dead Bodies)
- Chapter 250, Florida Statutes (Military Affairs)
- Chapter 252, Florida Statutes (The Emergency Management Act)
- Chapter 284, Florida Statutes (State Risk Management and Safety Programs)
- Chapter 287, Florida Statutes (Procurement of Personal Property and Services)
- Chapter 376, Florida Statutes (Pollutant Discharge Prevention and Removal)
- Chapter 377, Florida Statutes (Energy Resources)
- Chapter 380, Florida Statutes (Land and Water Management)
- Chapter 388, Florida Statutes (Public Health)
- Chapter 401, Florida Statutes (Medical Telecommunications and Transportation)
- Chapter 403, Florida Statutes (Environmental Control)
- Chapter 404, Florida Statutes (Radiation)
- Chapter 413, Florida Statutes (Vocational Rehabilitation)
- Chapter 442, Florida Statutes (Occupational Safety and Health)
- Chapter 553, Florida Statutes (Building Construction Standards)
- Chapter 581, Florida Statutes (Plant Industry)
- Chapter 590, Florida Statutes (Forest Protection)
- Chapter 633, Florida Statutes (Fire Prevention and Control)
- Chapter 870, Florida Statutes (Riots, Affrays, Routs, and Unlawful Assemblies)
- Chapter 943, Florida Statutes (Domestic Security)
- Chapter 1013, Florida Statutes (Educational Facilities)

### 2. Federal Statutes

- Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended, which provides authority for response and recovery assistance under the Federal Response Plan, which empowers the President to direct any federal agency to utilize its authorities and resources in support of State and local assistance efforts.

- Public Law 106-390, Disaster Mitigation Act of 2000, to amend the Robert T. Stafford Disaster Relief and Emergency Assistance Act to authorize a program for pre-disaster mitigation, to streamline the administration of disaster relief, to control the federal costs of disaster assistance, and for other purposes.
- The National Strategy for Homeland Security, July 16, 2002.
- Price-Anderson Amendments Act of 1988, Public Law 100-408, as amended.
- Emergency Management Assistance Compact, Public Law 104-321.
- Public Law 107-296, 116 Stat. 2135 (2002) (codified predominantly at 6 U.S.C. 101-557 and in other scattered sections of the U.S.C.), established the Department of Homeland Security with the mandate and legal authority to protect the American people from the continuing threat of terrorism.
- The Americans with Disabilities Act (ADA) of 1990.
- 16 U.S.C. 3501, et seq, Coastal Barrier Resources Act.
- Public Law 93-234, Flood Disaster Protection Act of 1973, as amended by the Flood Insurance Reform Act of 1994, 42 U.S.C. 4001, et seq, provides insurance coverage for all types of buildings.
- Public Law 99-499, Superfund Amendments and Re-authorization Act of 1986, Part III, the Emergency Planning and Community Right-to-Know Act of 1986, 42 U.S.C. 11001, et seq, which governs hazardous materials planning and community right-to-know.
- Public Law 101-615, Hazardous Materials Transportation Uniform Safety Act (HMTUSA), which provides funding to improve capability to respond to hazardous materials incidents.
- Public Law 95-510, 42 U.S.C. 9601, et seq, the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA), as amended, which requires facilities to notify authorities of accidental releases of hazardous materials.
- Public Law 101-549, Clean Air Act Amendments of 1990, which provide for reductions in hazardous air pollutants and risk management planning requirements.
- Public Law 85-256, Price-Anderson Act, 42 U.S.C. 2210, which provides for a system of compensating the public for harm caused by a nuclear accident.
- Public Law 84-99, 33 U.S.C. 701n, Flood Emergencies, authorizing an emergency fund for flood emergency preparation, flood fighting and rescue operations, and repair and restoration of flood control works threatened or destroyed by flood.
- Public Law 91-671, Food Stamp Act of 1964, in conjunction with Section 412 of the Stafford Act, relating to food stamp distributions after a major disaster.
- Public Law 89-665, 16 U.S.C. 470, et seq, National Historic Preservation Act, relating to the preservation of historic resources damaged as a result of disasters.
- Stewart B. McKinney Homeless Assistance Act, 42 U.S.C. 11331-11352, Federal Emergency Management Food and Shelter Program.
- National Flood Insurance Act of 1968, 42 U.S.C. 4101, et seq, as amended by the National Flood Insurance Reform Act of 1994 (Title V of Public Law 103-325).
- Regal Community Development and Regulatory Improvement Act of 1994.
- Public Law 833-703, an amendment to the Atomic Energy Act of 1954.

## **B. Administrative Rules**

### **1. Florida Administrative Code**

- Chapter(s) 9G-2, 6, 11, 14, 19, 20, and 21, Florida Administrative Code.
- Chapter(s) 9J-2 and 5, Florida Administrative Code.

### **2. Code of Federal Regulations**

- 28 CFR Part 35 – Nondiscrimination on the Basis of Disability in State and Local Government Services.
- 44 CFR Part 10 -- Environmental Considerations.
- 44 CFR Part 13 -- Uniform Administrative Requirements for Grants & Cooperative Agreements.
- 44 CFR Part 14 -- Audits of State and Local Governments.
- 44 CFR Part 59-76 --National Flood Insurance Program and related programs.
- 44 CFR Part 201 – Mitigation Planning.
- 44 CFR Part 204 – Fire Management Assistance Grant Program.
- 44 CFR Part 206 -- Federal Disaster Assistance for Disasters Declared after Nov. 23, 1988.
- 44 CFR Part 208 – National Urban Search and Rescue Response System.
- 44 CFR Part 209 – Supplemental Property Acquisition and Elevation Assistance.
- 44 CFR Part 350 – Review and Approval of State & Local Radiological Emergency Plans.
- 44 CFR Part 351 – Radiological Emergency Planning and Preparedness.
- 44 CFR Part 352 – Commercial Nuclear Power Plants: Emergency Preparedness Planning.
- 44 CFR Part 353 – Fee for Services in Support, Review and Approval of State and Local Government or Licensee Radiological Emergency Plans and Preparedness.
- 44 CFR Part 360 – State Assistance Programs for Training and Education in Comprehensive Emergency Management.
- 44 CFR Part 361 – National Earthquake Hazards Reduction Assistance to State & Local Governments.

## **C. Executive Orders**

### **1. State**

- Executive Order 80-29 dated April 14, 1980 which requires each department and agency of the State and political subdivisions to take measures for the protection of personnel, equipment, supplies and essential records and adopt continuity of government (COG) plans by providing for emergency interim successors, relocation of seat of government and resumption of essential services.
- Executive Order 05-122 dated June 10, 2005 which establishes the State Emergency Response Commission. Executive Orders 98-153 and 98-155 are hereby rescinded.

## 2. Federal

- Homeland Security Presidential Directive 3: Homeland Security Advisory System.
- Homeland Security Presidential Directive 5: Management of Domestic Incidents.
- Homeland Security Presidential Directive 7: Critical Infrastructure Identification, Prioritization, and Protection.
- Homeland Security Presidential Directive 8: National Preparedness.
- Presidential Decision Directive 39, United States Policy on Counter Terrorism.
- Executive Order 11988, Flood Plain Management.
- Executive Order 11990, Protection of Wetlands.
- Executive Order 12657, Federal Emergency Management Assistance in Emergency Planning at Commercial Nuclear Power Plants.
- Executive Order 12656, Assignment of Emergency Preparedness Responsibilities.
- Executive Order 12241, transferring review and concurrence responsibility for State plans from the NRC to FEMA.

### D. Supporting Plans and Procedures

- State of Florida Continuity of Operations Plan
- State of Florida Emergency Operations Plan
- Statewide Emergency Shelter Plan
- State of Florida Recovery Plan
- State of Florida Resource and Financial Management Policies and Procedures for Emergency Management
- State of Florida Unified Logistics Plan
- Regional Evacuation Guidelines

### E. Supporting Annexes

- Emergency Support Function Annex
- The State of Florida Terrorist Incident Response Annex
- The State of Florida Emergency Response Team Annex for Wildfire Operations
- The State of Florida Annex for a Pandemic or Widespread Disease Occurrence
- The State of Florida Emergency Repatriation Annex
- The State of Florida Emergency Response Team Severe Weather Events Annex
- The State of Florida Emergency Response Team Annex for Tropical Cyclone Events
- The State of Florida Emergency Response Team Mass Migration Annex
- The State of Florida Radiological Emergency Management Plan

**ACRONYMS**

AAR	After Action Report
ACAMS	Automated Critical Assessment Management System
ADA	Americans with Disabilities Act
APO	Accountable Property Officer
ARC	American Red Cross
ARES	Amateur Radio Emergency Services
CCP	Crisis Counseling Assistance and Training Program
CEMP	Comprehensive Emergency Management Plan
CERCLA	Comprehensive Environmental Response Compensation and Liability Act
C.F.R.	Code of Federal Regulations
CIKR	Critical Infrastructure / Key Resources
COG	Continuity of Government
CONPLANS	Concept of Operation Plans
COOP	Continuity of Operations
COP	Common Operating Picture
CRT	Community Response Team
CSA	County Staging Area
DEM	Division of Emergency Management
DHS	Department of Homeland Security
DRC	Disaster Recovery Center
DSCO	Deputy State Coordinating Officer
DUA	Disaster Unemployment Assistance
EAS	Emergency Alert System
ECO	Emergency Coordination Officer
EDICS	Emergency Deployable Interoperable Communications System
EDWARDS	Emergency Deployable Wide Area Remote Data System
EHP	Environmental Health and Preservation
EIDL	Economic Injury Disaster Loan
EMAC	Emergency Management Assistance Compact
EO	Executive Order
EOC	Emergency Operations Center
ESC	Essential Services Center
ESATCOM	Emergency Satellite Communications System
ESATPHONE	Terrestrial-Based Satellite Telephone System
ESF	Emergency Support Function
F.A.C	Florida Administrative Code
FCIC	Federal Crime Information Center
FCO	Federal Coordinating Officer
FEIL	Florida Emergency Information Line
FEMA	Federal Emergency Management Agency
FEPA	Florida Emergency Preparedness Association
FIN	Florida Interoperability Network
FLCP	Florida Catastrophic Planning
FLNG	Florida National Guard
FMAP	Flood Mitigation Assistance Program
F.S.	Florida Statutes
GAR	Governor's Authorized Representative
GIS	Geographic Information System
GSM	Global System for Mobile Communications
HF	High Frequency

HMGP	Hazard Mitigation Grants Program
HMTUSA	Hazardous Materials Transportation Uniform Safety Act
HSEEP	Homeland Security Exercise and Evaluation Program
IAP	Incident Action Plan
ICS	Incident Command System
IHP	Individuals and Households Program
IMAT	Incident Management Assistance Team
IP	Improvement Plan
IPS	Integrated Planning System
JFO	Joint Field Office
LMS	Local Mitigation Strategy
LSA	Logistical Staging Area
LSE	Local State of Emergency
MARC	Mutual Aid Radio Communications
NAWAS	National Warning System
NERR	National Emergency Resource Registry
NFIP	National Flood Insurance Program
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRC	Nuclear Regulatory Commission
NRF	National Response Framework
NWWS	NOAA Weather Wire System
ONA	Other Needs Assistance
PDA	Preliminary Damage Assessment
PL	Public Law
POD	Point of Distribution
PSA	Protective Service Advisor
PW	Project Worksheet
RACES	Radio Amateur Civil Emergency Services
RDSTF	Regional Domestic Security Task Force
SBA	Small Business Administration
SCO	State Coordinating Officer
SEOC	State Emergency Operations Center
SERT	State Emergency Response Team
Shares	Shared Resources
SLERS	State Law Enforcement Radio System
SLRC	State Logistics Response Center
SMAA	Statewide Mutual Aid Agreement
SMT	State Management Team
SpNS	Special Needs Shelter
SRMN	State Resource Management Network
SWO	State Watch Office
TAC-SAT	Tactical Satellite Communications
TAG	The Adjutant General (National Guard)
U.S.C.	United States Code
U.S.C.A.	United States Code Annotated
USNG	U.S. National Grid
VOLAG	Voluntary Agencies