

# THE STATE OF FLORIDA



## Comprehensive Emergency Management Plan 2018

**\*\*\*DRAFT\*\*\***

Florida Division of Emergency Management  
2555 Shumard Oak Boulevard  
Tallahassee, Florida 32399-2100

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❖ FLORIDA FOOD EMERGENCY RESPONSE PLAN	

## RECORD OF SIGNIFICANT CHANGES

Date	Description of Change	Page or Section
02/10	Added language addressing Florida's adoption of the United States National Grid for response and recovery.	Basic Plan, page 9
02/10	Added language addressing catastrophic planning.	Basic Plan, Emergency Support Function 15 Appendix
02/10	Added section on Resource Typing	Basic Plan, page 32
02/10	Added section on Special Needs Sheltering.	Basic Plan, page 36
02/10	Added section on Pet Sheltering.	Basic Plan, page 36
02/10	Added Critical Infrastructure/Key Resources preparedness actions.	Basic Plan, page 38
02/10	Updated State Emergency Response and Recovery Team organizational chart.	Basic Plan, page 40
02/10	Updated Joint Field Office (formerly Disaster Field Office) organizational chart.	Basic Plan, page 43
02/10	Moved Mitigation priorities to the <i>State Enhanced Hazard Mitigation Plan</i> (plan incorporated herein by reference).	Basic Plan
02/10	Added section on Homeland Security Exercise and Evaluation Program (HSEEP) compliance.	Basic Plan, page 51
02/10	Added incident-specific annexes for severe weather, tropical cyclone events, mass migration, and pandemic occurrences.	Incident-Specific Annexes
02/12	Added Executive Summary.	Basic Plan, page 4
02/12	Updated Figure 1 – Primary Agency Listing	Basic Plan, page 17
02/12	Updated Figure 2 – State and Federal Communications Systems	Basic Plan, page 24
02/12	Updated Joint Field Office (JFO) organizational chart.	Basic Plan, page 40
02/12	Inclusion of Functional Needs Support Services (FNSS) language.	Basic Plan, page 48
02/12	Updated Emergency Support Function Annex	Emergency Support Function Annex
02/12	Replaced the <i>State of Florida Annex for a Pandemic or Widespread Disease Occurrence</i> with the <i>State of Florida Biological Incident Annex</i>	Incident-Specific Annexes
02/12	Updated annexes for Wildfire, Terrorism, Radiological Emergency Preparedness and Repatriation	Incident-Specific Annexes
02/12	Replaced severe weather and tropical weather annexes with the <i>Tropical and Non-Tropical Severe Weather Annex</i>	Incident-Specific Annexes
02/12	Added the <i>Florida Food Emergency Response Plan</i> as an incident-specific annex	Incident-Specific Annexes
08/14	Revised language to better address the CEMP as being a document that is continuously in effect and can be executed in part or in whole—on an as-needed basis	Basic Plan, page 6



8/14	Revised language in the Mitigation Measures section	Basic Plan, page 47
8/14	Language added regarding the declaration process, 44CFR	Basic Plan, page 30
8/14	Updated Emergency Support Function Annex (ESF 1, 2, 3, 4, 5, 6, 8, 10, 18)	Emergency Support Function Annex
8/14	Updates to the Wildfire and Biological Annex	Incident-Specific Annexes
8/14	Updated ESF Chart	Basic Plan, page 19
03/16	Replaced the terms State Assistance Team (SAT) and State Management Team (SMT) with Incident Management Team (IMT)	Entire CEMP
03/16	Amended language to clarify the SERRT as always being activated, with issues being handled through the State Watch Office during Level 3 activation	Basic Plan
03/16	Updated statistical information in "Situation" section	Basic Plan, page 11
03/16	Updated population data	Basic Plan, page 14
03/16	Updated ESF chart delineating lead agency responsibilities for ESF 12	Basic Plan, page 19
03/16	Removed "State Resource Management Network" (SRMN)	Basic Plan, page 32
03/16	Added new chart depicting the EMAC and FEMA resource request process (Figure 5)	Basic Plan, page 35
03/16	Revised SERRT organizational chart (Figure 6)	Basic Plan, page 42
03/16	Replaced the term "Community Response Team (CRT)" with "Disaster Survival Assistance Team (DSAT)."	Basic Plan, page 44
03/16	Revised Joint Field Office organizational chart (Figure 8)	Basic Plan, page 45
03/16	Added language referencing the Fire Management Assistance Grant Program	Basic Plan, page 48
03/16	Revised "Plan Development and Maintenance" section	Basic Plan, page 52
03/16	Amended "References and Authorities" section to include the Post-Katrina Emergency Reform Act and the Sandy Recovery Improvement Act	Basic Plan, page 56
03/16	Updated Emergency Support Function Annex (ESFs 1, 3, 5, 6, 8, 10, 11, 12, 15, 16, 18)	Emergency Support Function Annex
03/16	Revised Repatriation Annex	Incident-Specific Annexes
03/16	Revised Terrorist Incident Annex	Incident-Specific Annexes
08/16	Updated Radiological Emergency Management Annex	Incident-Specific Annexes
05/18	Basic Plan revised to include updated demographics and other statistics, clarification of ECO and ESFs, and minor language updates throughout to account for operational realities, such as the adoption of WebEOC.	Basic Plan, throughout
06/18	All ESF Annexes reviewed. All except ESF-2 Annex received updates.	Emergency Support Function Annexes
06/18	ESF-7 created a new ESF-7 Annex in conjunction with the Logistics Section and other partners	Emergency Support Function Annex

07/18	Updates provided for all Incident-Specific Annexes except for Radiological Emergency Management and Biological.	Incident-Specific Annexes
08/18	Update provided for the Biological Incident Annex	Incident-Specific Annexes
09/20	Additional programmatic information provided for Response, Recovery, Mitigation, and Preparedness activities	Base Plan

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DRAFT REVISION

## EXECUTIVE SUMMARY

In accordance with section 252.35, Florida Statutes, and the Florida Administrative Code, the state Comprehensive Emergency Management Plan (CEMP) serves as the master operations document for all of the State of Florida's response and recovery activities related to emergencies and 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 and Recovery Team (SERRT), with the Director of the Division of Emergency Management serving as the State Coordinating Officer (SCO) during the response phase of an emergency or disaster, as well as serving as the State Disaster Recovery Coordinator (SDRC) during the entirety of the recovery phase.

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 function under a unified emergency organization to safeguard the well-being of Florida's residents and visitors. The CEMP complies with the National Incident Management System (NIMS), and incorporates the principles set forth in the Incident Command System (ICS).

The CEMP employs the strategic vision of Presidential Policy Directive 8 (PPD-8), which is aimed at strengthening the security and resilience of the United States through systematic preparation for the threats that pose the greatest risk to the security of the nation, including acts of terrorism, cyber attacks, pandemics, and catastrophic natural disasters. Additionally, the CEMP parallels federal activities set forth in the *National Response Framework* (NRF) and implements the functions outlined in the *National Disaster Recovery Framework* (NDRF).

The 2018 revision of the state CEMP represents the collective efforts of the Division of Emergency Management and the State Emergency Response and Recovery Team.

## INTRODUCTION

The state CEMP describes the basic strategies, assumptions, operational objectives, and mechanisms through which the SERRT 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 selected based on its authorities, resources, and capabilities in that ESF's functional area. The primary agency appoints an ESF Lead to manage the ESF's function in the State Emergency Operations Center (SEOC). By default, the ESF Lead is the ECO of the Primary Agency, unless the Agency ECO delegates the title to another individual in the ESF. If the Agency ECO delegates to another individual, it shall be done in coordination with the agency of the delegated individual. The ECOs and staff of the Division, other state agencies, and private volunteer organizations and non-governmental agencies form the SERRT. The SERRT 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 SERRT. 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 provided in a timely manner.

In lieu of Recovery Support Functions (RSF's), the State will use the ESF structure during both the response and recovery phases of an emergency or disaster. Whether as the State Coordinating Officer (SCO) or the State Disaster Recovery Coordinator (SDRC), the Director of the Division serves as the penultimate person in the chain of command – reporting directly to the Governor and authorized to direct the actions of each involved agency, organization, and ESF within the SERRT.

The CEMP is designed to be flexible, adaptable and scalable. It articulates the roles and responsibilities among local, state and federal emergency officials. This document supersedes the 2014 CEMP. The CEMP includes the Basic Plan 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 state, federal, and local agencies, private volunteer organizations and non-governmental organizations that form the SERRT.
2. Emergency Support Function (ESF) Annex: This series of appendices describe the 18 ESFs, 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.

The CEMP is always in effect. The plans and operational procedures within the CEMP are executed on an as-needed basis as determined by the Director of the Division of Emergency Management. The authority to execute this plan has been delegated to the Director of the Division of Emergency Management by the Governor.

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

An emergency plan specifies procedures for handling emergencies. 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.

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 man-made hazards by reducing the risk and vulnerability before a disaster occurs. The state's mitigation efforts are parallel to the Federal Emergency Management Agency's (FEMA) and include: enhancing and maintaining the state's capacity to implement a comprehensive State Hazard Mitigation Plan, supporting the development and enhancement of local capability to practice hazard mitigation, increasing the public and private sector awareness of 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:** 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 effectiveness.
- **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 and long-term operations. Short-term recovery operations restore vital services, such as electrical power, water, and sewer systems, clear roads in affected areas, and provide emergency assistance to disaster survivors. Disaster relief programs to help restore the personal, social, and economic well-being of private citizens are 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 state of normality 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 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 premise 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. Hence, the most efficient approach to planning is to plan in some detail for the tasks required to carry out basic emergency functions that may have to be executed whether a disaster is caused by a natural, technological, or man-made hazard. Hazard-specific plans for unique threats are developed to supplement all-hazards plans.

### **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. These resources include 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. 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**

In a catastrophic disaster, simply providing the same response faster or increasing the amount of resources will not be sufficient to ensure a quick and efficient response. Due to their size and magnitude, catastrophic disasters require local, state, and federal agencies to handle situations in ways that have not been traditionally used in the past.

In order to effectively identify resource shortfalls, response capabilities and needs must be checked against a scenario with given consequences. In the wake of Hurricane Katrina, the SERRT conducted the Florida Catastrophic Planning (FLCP) initiative, which utilizes scenario-based resource planning to promote the development and/or improvement 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 disasters, as the concepts developed are scalable and intended to address catastrophic response and recovery regardless of hazard type, size/scope, or geographic location.

Not all disasters are catastrophic in nature. The FLCP initiative defines a catastrophic disaster 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.

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

The emergency planning process collects the information and intelligence needed both to produce viable 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 local governments. In Florida this information and intelligence sharing effort is coordinated through the network of Florida Fusion Centers. 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 utilizes the U.S. National Grid (USNG) during response and recovery efforts which allows for both point and area referencing. The SERRT utilizes the USNG 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 are 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 SERRT utilizes the USNG and overlays of Geographical Information System maps during missions to identify high-density areas and to map priority response areas.

#### G. Relationship to Other Plans

- Relationship to Other State Plans:** The CEMP is supported by a number of specialized state plans such as the *State of Florida Unified Logistics Plan*, *State of Florida Recovery Plan* and the *Enhanced State Hazard Mitigation Plan*.
- **Relationship to Local Comprehensive Emergency Management Plans:** The State CEMP provides for coordination with local officials concerning natural, technological, and man-made disasters and the effective integration of state support for local emergency operations when local officials request state assistance. Local CEMPs provide guidance for the use of local resources, mutual aid resources, and specialized regional response resources under a local incident commander, who may be supported by a local emergency operations center (EOC). Local CEMPs 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:** The State CEMP 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 Integrated Planning System (IPS).

- **Relationship to Interstate Agreements:** The State CEMP addresses provisions for requesting emergency assistance from other states or providing emergency assistance to other states in accordance with 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 framework 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, by developing effective preparedness, response, recovery and mitigation plans.
- Describe the state's role in supporting local governments during an emergency or disaster response and recovery.
- Describe the state and federal relationship during an emergency or disaster.
- Describe the types of disasters which are likely to occur in Florida, from local emergencies to minor, major or catastrophic disasters.
- Describe the actions that the State Emergency Response and Recovery Team (SERRT) 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 disaster, whether it is natural, technological or man-made. The State of Florida Enhanced Hazard Mitigation Plan, Section 3 (Hazard Assessment), contains a detailed risk assessment of Florida's hazards and the risks they pose to the state. This assessment is the chief hazard assessment for disaster planning and is considered 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. Florida is vulnerable to freezing temperatures, drought, and biological hazards; which will have a direct impact on the state's heavy economic reliance on agriculture and tourism industries. Technological hazards are those that are a 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, oil spills, and critical infrastructure disruption/failure, amongst others. Finally, man-made hazards include terrorist attacks and mass migration events. Florida faces 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.

- With its warm temperatures, numerous beaches, and many attractions, the state draws millions of 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 2016 tourism was responsible for welcoming over 112 million visitors to the state, spending more than \$111 billion and generating \$4.9 billion of the state's tax revenue.
- Tampa, on the Gulf coast, is Florida's chief port by tonnage and area. Port Canaveral is home to the largest fleet of year-round vessels in the state. Miami has a dual distinction of being the "Cruise Capital of the World" and the "Cargo Gateway of the Americas." Other major ports are Jacksonville and Port Everglades, the deepwater port for Fort Lauderdale.<sup>1</sup>
- Overseas trade is of major importance. Florida trades mainly with Latin American and Caribbean countries. The total value of Florida's merchandise is nearly \$143 billion in value. Florida ranked 7<sup>th</sup> in the U.S. in 2017 in exporting goods produced or with significant value added in the state. Merchandise trade valued at \$147.7 billion flowed through Florida's airports and seaports in 2017, making the state one of the world's leaders in international trade.<sup>2</sup>
- Florida ranks 21<sup>st</sup> in all commodities grown in the United States with a cash value of over \$8 billion.

<sup>1</sup> Florida Seaport Transportation and Economic Development Council, 2017.

<sup>2</sup> Enterprise Florida, <http://www.eflorida.com/>

- Florida's leading crop is oranges, accounting for two-thirds of the total U.S. citrus crop. Other kinds of crops grown in Florida include tomatoes, strawberries, sugar cane, watermelons, cucumbers, peanuts, cotton and potatoes, among others.
- Florida is also noted for its ornamental horticulture industry, aquaculture industry, horse farms, and cattle ranches. Florida is one of the major cattle-raising states east of the Mississippi River.

## **B. Assumptions**

The following general operational and demographic assumptions apply to this plan:

### **1. General Operational Assumptions**

- All emergencies and disasters are local, but local governments may require state assistance.
- The most effective resources during emergencies and disasters are survivors. They are first on the scene and provide instant assistance to other survivors.
- There are "notice" (e.g., hurricanes) and "no-notice" (e.g., terrorist attacks) events. Emergencies and disasters occur with or without warning.
- 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 impact and an impact assessment.
- The State Emergency Operations Center will be staffed by the State Emergency Response and Recovery Team (SERRT) to support local operations as appropriate.
- The State Logistics Response Center (SLRC) will be activated and staffed by the State Emergency Response and Recovery Team (SERRT) to support local operations as required through the means of establishing State Mobilization Areas, State Logistics Staging Areas (LSA), County Points of Distribution (POD), Emergency Worker Base Camps and other temporary facilities and systems.

- The SERRT will utilize all available state resources to mitigate the impact of the emergency or disaster.
- Evacuation and sheltering may require regional coordination.
- The SERRT will provide assistance to the tribal nations within Florida as requested while respecting the governmental sovereign nation status they hold in the United States.
- If state contractor and Vendor Managed Inventory resources and capabilities are exhausted, additional resources may be requested from other states through the Emergency Management Assistance Compact (EMAC) and through the Federal Emergency Management Agency (FEMA) who coordinates all 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 major or 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 major and catastrophic events, the SERRT will proactively deploy resources into the impacted area, as opposed to waiting until the resources are asked for.
- 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 access and functional needs the same benefits provided to those without access and functional needs. 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 to include pre-identified locations for shelters, County Points of Distribution, County Staging Area(s), Base camps, Disaster Recovery Centers and temporary housing sites.
- Each state and local agency, along with eligible private, non-governmental and volunteer organizations 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 at least the initial 72 hours following an emergency or disaster.

## **2. Demographic Assumptions**

The following demographic assumptions apply to this plan:

- 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. 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 the emergency or disaster.
- 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 the 2017 U.S. Census estimate, Florida's population is 20,984,400, making it the third 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. The resources of local governments (police, fire, and medical services) will be the first to respond. 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 and Recovery Team (SERRT).

In Florida, local and state government must adhere to the statutory responsibilities prescribed under Chapter 252 and Florida Administrative Code 27P. This section provides an overview of those responsibilities.

#### A. County Responsibilities

Counties are responsible for:

- Maintaining an emergency management program at the county level which involves all local government agencies, private, non-governmental, and volunteer organizations which have responsibilities identified in their 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, non-English speaking persons, and persons 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. This

includes maintaining the State Emergency Alert System (EAS) through use of the EMnet System and National Warning System (NAWAS).

- 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.
- 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.
- Activating mutual aid agreements with neighboring counties and among municipalities within the county in accordance with the Statewide Mutual Aid Agreement (SMAA).
- 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.
- Maintaining a preparedness level that meets the needs of persons with access and functional needs, and developing policies that are consistent with federal policy and guidelines as they relate to the Americans with Disabilities Act (ADA) and other civil rights laws.
- Through the State Watch Office (SWO), 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 to 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 SERRT.
- 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 and reviewing these plans per an established review schedule to assess their consistency with adopted standards and requirements.
- Determining the resource requirements of the state and its political subdivisions in the event of an emergency; plan for and either procure supplies, medicines, materials, and equipment, award State Term and Agency Contingency Contracts for all necessary resources, 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 and staffing a State Logistics Response Center for the purpose of storing resources, acquiring additional resources through

- established contracts; deploying, managing, maintaining and recovering all necessary resources (personnel, teams, equipment, heavy equipment, commodities, vehicles and aircraft) necessary to support emergency operations in the State.
- 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 education 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.
  - Changing the activation level of the SERRT and coordinating local, state, and federal emergency management activities and taking all other steps, including the mobilization of emergency management assets and organizations in advance of an emergency to ensure the availability of adequately trained and equipped 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.
  - Assisting political subdivisions with the development and maintenance of specialized regional response teams in all disciplines of Operations, Logistics, Planning, Finance, Communications, and Safety.
  - 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 cooperation 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.
  - Assisting local emergency management agencies and their shelter program partners through administering of a statewide hurricane evacuation shelter survey and retrofit program. The survey and retrofit program includes public schools, community colleges, universities and other facilities owned or leased by state or local government agencies, and certain privately-owned facilities through written agreement. The Division recognizes the American Red Cross's Standards for Hurricane Shelters Selection as minimum hurricane safety criteria for the survey and retrofit program.
  - Coordinating the state's emergency response activities through its 18 Emergency Support Functions (ESFs).
  - Providing for the rendering of mutual aid among the political subdivisions of the state under the Statewide Mutual Aid Agreement (SMAA), with other states under the Emergency Management Assistance Compact (EMAC), and with the federal government with respect to emergency management functions and responsibilities.
  - Assisting the federal government as necessary during a mass migration or repatriation event.
  - Administering the Emergency Management Preparedness and Assistance (EMPA) 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 (NRF) and other federal emergency plans, the federal government may provide assistance to a state upon the request of the Governor or when primary federal jurisdiction is involved.

## **IV. CONCEPT OF OPERATIONS**

In order to ensure that preparations by the state of Florida 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 increase the activation level of the State Emergency Response and Recovery Team (SERRT) and recommend that the Governor declare a state of emergency.

**A. State Emergency Response and Recovery Team (SERRT)**

The SERRT is composed of agency-appointed Emergency Coordination Officers (ECOs) and staff from state agencies, volunteer and non-governmental organizations that operate under the direction and control of the Governor and State Coordinating Officer (SCO). Each state agency designates an ECO and an alternate ECO to be their primary representatives in the SERRT. Operationally, the SERRT is grouped into 18 Emergency Support Functions (ESFs) that 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. Figure 1 below identifies each ESF and the primary state agency.

**Figure 1 - 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	Information & Planning	Division of Emergency Management
6	Mass Care	Department of Business and Professional Regulations 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 (Electrical Power) and Division of Emergency Management (Fuels)
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	Department of Economic Opportunity

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. State Emergency Operations Center (SEOC)**

- 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.
- The SEOC is composed of the following functional areas: the Main Floor, Executive Rooms, ESF Breakout Rooms, Conference Rooms, the State Watch Office, GIS Room, and Media Briefing Room.
- The Operations Room has 87 workstations for SEOC staff; however, the SEOC can accommodate up to 244 personnel.
- In the event of an emergency or incident that may threaten the SEOC or render the SEOC unusable, the SERRT will relocate to a pre-determined alternate location as identified in the State COOP Plan.

**C. Direction and Control**

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 response and recovery operations, state and local emergency responders will remain, to the extent possible, under the established management and supervisory control of their parent organizations. Key positions are vested, by state law, executive order, or this plan, with the responsibility of executing direction and control of multi-agency state response and recovery operations within Florida. These key officials are responsible for determining response and/or recovery priorities. They have the authority to approve expenditures of state funds and commit state resources necessary and reasonable to satisfy those prioritized needs, and likewise, are provided with the authority to request assistance from the federal government.

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 of the state and its people in the event of emergencies and disasters. If 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 the emergency. The SCO may also utilize advisors or liaisons in order to obtain information specific to certain sectors (e.g., tourism, citrus, etc.). 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. The Deputy SCO has the authority to commit any and all state resources necessary to meet the needs created by 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.

6. **The SERRT Chief** coordinates the rendering of all state assistance, and is responsible for overall management and operation of the SERRT. Upon request and approval, the SERRT Chief will issue mission assignments to the appropriate ESF to fulfill. All requests for assistance are reviewed and prioritized by the SERRT Chief. The SERRT 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 Planning Section Chief** is responsible for developing the Action Plan for each incident period. Planning Section staff gather, synthesizes and reports on available intelligence information. ESF 5, the Technical Services Branch, and Meteorology Branch fall within the Planning Section. The Technical Services Branch's role is to ensure the connectivity and communication capabilities of the SEOC, as well as provide audio-visual and GIS capabilities. The role of the Meteorology Branch is to coordinate with the National Hurricane Center, Storm Prediction Center, National Weather Service Officers, and other meteorological support partners to provide up-to-date situational awareness on weather and other meteorological concerns. The role of ESF-5 is discussed in the ESF-5 Annex.
8. **The Logistics Section Chief** is responsible for coordinating all joint logistics (local, state, federal, nonprofit and contractor) for the deployment of state resources (personnel, crews, equipment, heavy equipment, commodities, vehicles and aircraft). The Logistics Section provides logistics support for all deployed field positions and establishes field locations to include State Logistical Staging Areas (LSAs), Forward Operating Bases (FOB), State Mobilization Areas; Joint Reception, Staging, Onward Movement and Integration (JRSOI); Emergency Worker Base Camps, and provides support to County Points of Distribution (POD), Recovery Disaster Field Offices (DFO), Joint Field Office (JFO), temporary housing and other sites.
9. **The Operations Section Chief** oversees the Infrastructure, Emergency Services, Human Services, Air Operations and Operations Support Branches, which are essential functions for a successful response operation.
10. **The Finance and Administration Section Chief** procures resources when needed and documents costs for financial reimbursement. This position is also responsible for entering into emergency contracts.
11. **Recovery Section Chief** is responsible for the management and monitoring of Recovery efforts during and after an event. During activation, the Recovery Section Chief reports directly to the SERRT Chief and Deputy SCO in the SEOC. Once the JFO is established, the Recovery Section Chief transitions into the role of Operations Section Chief (or Deputy Operations Chief if the SERRT Operations Chief is in command). At the JFO, the Operations Section Chief is responsible for making preparations for the move to the JFO, establishing Disaster Recovery Centers, and implementing continuing to monitor the Recovery Desk.
12. **The Adjutant General (TAG)** is the 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, coordinates the deployment of any and all military personnel, equipment and resources to the extent necessary to meet the needs created by the emergency.

**13. The Federal Coordinating Officer (FCO)** coordinates federal assistance to a state affected by a disaster or emergency. The FCO generally is assigned to the State Emergency Operations Center (SEOC) for the duration of the emergency and work with the SCO to coordinate the federal response. The FCO is 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 for the state. 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 a direct attack on the State of Florida occurs.

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.

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

The Division derives its statutory duties, 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 increase the activation level of the State Emergency Response and Recovery Team (SERRT) and assist local governments when the emergency or disaster exceeds the response capabilities of the county. The SERRT 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 one or more secondary emergency operating centers 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.
- To appoint, employ, remove, or provide, with or without compensation, coordinators, rescue teams, fire and police personnel, and other emergency management workers.
- To assign and make available for duty the offices and agencies of the political subdivision, including the employees, property, or equipment thereof relating to firefighting, engineering, rescue, health, medical and related services, police,

transportation, construction, and similar items or services for emergency operation purposes, as the primary emergency management forces of the political subdivision for employment within or outside the political limits of the subdivision.

- To request state assistance or invoke emergency-related mutual-aid assistance by declaring a state of local emergency in the event of an emergency affecting only one political subdivision. The duration of each state of emergency declared locally is limited to 7 days; it may be extended, as necessary, in 7-day increments. Further, the political subdivision has the power and authority to waive the procedures and formalities otherwise required of the political subdivision by law pertaining to:
  - Performance of public work and taking whatever prudent action is necessary to ensure the health, safety, and welfare of the community.
  - 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, materials, and facilities.
  - Appropriation and expenditure of public funds.
  - Upon the request of two or more adjoining counties, or if the Governor finds that two or more adjoining counties would be better served by an interjurisdictional arrangement than by maintaining separate emergency management agencies and services, the Governor may delineate by executive order or rule an interjurisdictional area adequate to plan for, prevent, mitigate, or respond to emergencies in such area and may direct steps to be taken as necessary, including the creation of an interjurisdictional relationship, a joint emergency plan, a provision for mutual aid, or an area organization for emergency planning and services. A finding of the Governor pursuant to this paragraph shall be based on one or more factors related to the difficulty of maintaining an efficient and effective emergency prevention, mitigation, preparedness, response, and recovery system on a unijurisdictional basis, such as:
    - Small or sparse population.
    - Limitations on public financial resources severe enough to make maintenance of a separate emergency management agency and services unreasonably burdensome.
    - Unusual vulnerability to emergencies as evidenced by a past history of emergencies, topographical features, drainage characteristics, emergency potential, and presence of emergency-prone facilities or operations.
    - The interrelated character of the counties in a multicounty area.
    - Other relevant conditions or circumstances.

#### **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 (FLNG)**

Under Section 252.36(4), Florida Statutes, the Governor is Commander in Chief of the FLNG during a state of emergency. Military personnel of the Florida Department of Military Affairs serve in the FLNG. 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 FLNG to respond to an emergency or disaster or imminent danger thereof (defined in section 252.34(3)), 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. The Adjutant General (through Emergency Support Function 13) and the State Coordinating Officer (SCO) 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 (SWO)**

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. To meet this requirement, the Division operates the State Watch Office (SWO), a 24-hour emergency communications center and situational awareness hub within the SEOC. The 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, located in the SEOC and attached to the Operations Section, is the element of the SERRT that is always activated, and it is the place where state-level incident response begins.

The SWO maintains continuous situational awareness of natural and technological hazards during non-emergency periods as well as in times of emergencies and disasters. Daily actions include monitoring open source media outlets, syndicated news data feeds, and social media sources. Continuous information flow also comes from a variety of sources such as emergency management officials, regional coordinators, county warning points, fusion centers, private citizens, the National Weather Service, nuclear power plants, and private industry, amongst others. The collected information is analyzed by Operations staff in the SWO for state, regional, national, and international threats, and then entered into an incident tracking system. A report is generated, matched to a matrix of warnings and notifications for the associated hazards, and then communicated to governmental officials, local responders, and SERRT team members.

The SWO also prepares a daily situational awareness report for state and county emergency management officials. The report includes a meteorology summary, the status of various infrastructure sectors, and SERRT staff on-duty for the operational period.

## 2. Communication Systems

The Logistics Section, Communications, and Information Technology Branch manage all state communications systems. The SWO is equipped with multiple communication networks composed of local, state, and federal emergency communication systems. Figure 2 identifies the types of communications maintained by state and federal government.

<b>Figure 2 – STATE AND FEDERAL COMMUNICATION SYSTEMS</b>	
<b>STATE COMMUNICATIONS SYSTEMS</b>	<b>FEDERAL COMMUNICATIONS SYSTEMS</b>
1. Commercial Telephone	1. National Oceanic and Atmospheric Administration (NOAA) Weather Wire Service (NWWWS)
2. Hot Ring Down for Nuclear Power Plants	2. National Warning System - Federal (NAWAS)
3. Amateur Radio Emergency System	3. Radio Amateur Civil Emergency Services (RACES)/Amateur Radio Emergency Services (ARES)
4. Commercial Wireless Devices	4. Shared Resources (Shares) High Frequency (HF) Radio Program
5. Emergency Management Network (EMnet)	5. FEMA National Radio System (FNARS)
6. Mobile Satellite Phone System (MSAT)	
7. Emergency Alert System (EAS)	
8. Everbridge Mass Notification System	
9. State Law Enforcement Emergency Radio System (SLERS) (800 MHz)	
10. Florida Interoperability Network (FIN)	
11. Survivor Assistance Information Line (SAIL)	
12. 800 MHz Conventional National Mutual Aid Network	
13. Very Small Aperture Terminal (VSAT) Satellite System	
14. National Warning System - State (NAWAS)	

## 3. Alert and Warning

The SWO will initiate warnings and emergency notifications in accordance with *The State of Florida Emergency Operations Plan*. The SWO operates a back-up dedicated voice and data 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, Florida’s three commercial nuclear power stations, the South Florida Water Management District, the Florida

Department of Law Enforcement, and the Florida Department of Military Affairs. All SWO systems are tested weekly to ensure operational readiness.

Once alerted or warned of an emergency or disaster, the SERRT Chief will immediately notify the Director. The Director will then notify the Governor's Office and apprise them of the situation and recommend protective and/or response actions, including increasing the activation level of the SEOC. Once the SERRT has mobilized to the SEOC, the SERRT Chief will conduct a situational briefing and request all ESFs to plan accordingly. The SERRT Chief may request certain ESFs to plan and deploy resources immediately.

#### **4. Communication Interoperability**

The Florida Interoperability Network (FIN) is a statewide network developed and managed by the Department of Management Services, Division of Telecommunications. The Division maintains one station and one tactical system on FIN. 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 as necessary. Additional tactical systems deployed across the state 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**

At the state level, 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 a state of emergency.

#### **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 SERRT, to be coordinated by the SERRT 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 direct the execution of certain components of the CEMP and is a condition for requesting interstate mutual aid through the Emergency Management Assistance Compact (EMAC). These 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.
- 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 ESF 14 (External Affairs - Public Information) will disseminate a copy to the public.

After the state of emergency is declared:

- The SERRT initiates protective measures to assist local governments.
- Depending on the nature of the hazard, state agencies and departments determine the need to execute their Continuity of Government and/or Continuity of Operations plans.
- The SERRT initiates response and recovery activities to assist impacted counties.
- The SCO notifies FEMA of the imminent or actual event and requests assistance, if necessary.
- If federal assistance is requested, a copy of the Executive Order is provided to FEMA's Region IV Regional Director.

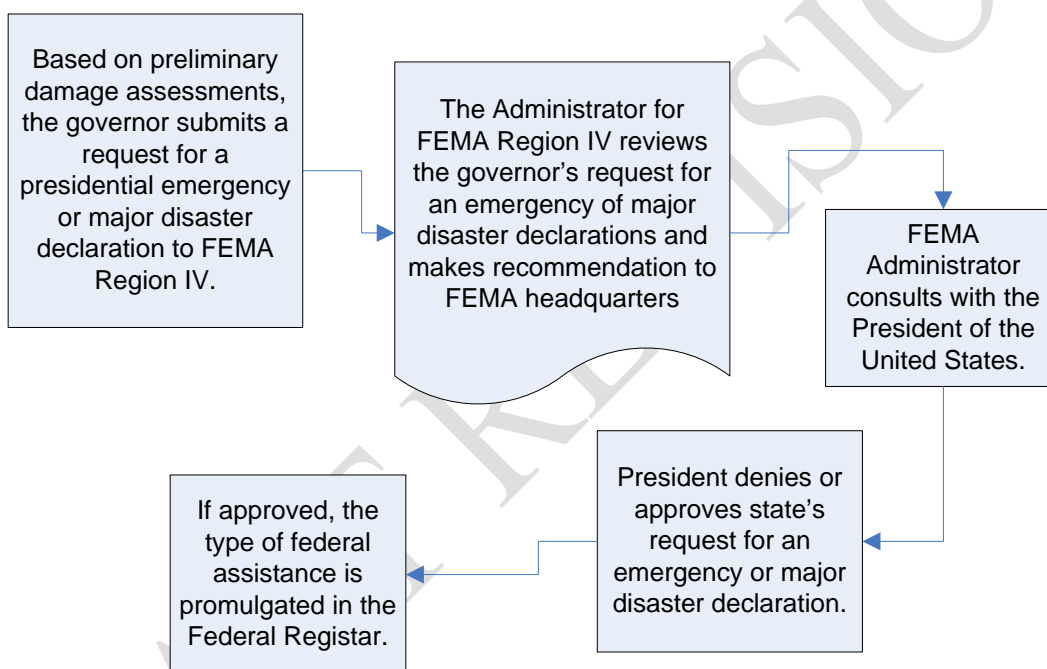
The state Legislature, by concurrent resolution, may terminate a state of emergency at any time. Thereupon, the Governor shall issue an executive order or proclamation ending the state of emergency as defined by Section 252.36(2), Florida Statutes. All executive orders or proclamations shall indicate 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.

The following flow chart describes the declaration process:

**Figure 3 – 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>3</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 affected local government(s); and
- Federal assistance under the Stafford Act<sup>4</sup> is necessary to supplement the efforts and available resources of the state, local governments, disaster relief organizations, and compensation by insurance for disaster-related losses.

The request also includes:

- Confirmation that the Governor has taken appropriate action under State law and directed the execution of the State emergency plan
- An estimate of the amount and severity of damages and losses stating the impact of the disaster on the public and private sector
- Information describing the nature and amount of State and local resources which have been or will be committed to alleviate the results of the disaster
- Preliminary estimates of the types and amount of supplementary Federal disaster assistance needed under the Stafford Act
- Certification by the Governor that State and local government obligations and expenditures for the current disaster will comply with all applicable cost sharing requirements of the Stafford Act.

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 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 works together to ensure all assistance is provided in accordance with Sections 404, 406, 407, 408 and other provisions of the Stafford Act.

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<sup>3</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 anticipated to be Category 3 or higher at landfall; however, assistance will be limited to Category A (debris clearance) and/or B (emergency protective measures) under FEMA's Public Assistance Program.

<sup>4</sup> [http://www.fema.gov/pdf/about/stafford\\_act.pdf](http://www.fema.gov/pdf/about/stafford_act.pdf)

## 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 emergency situations. The SEOC operates 24 hours a day, 7 days a week, but the level of staffing varies with the activation level.

There are three (3) levels of activation for the SEOC:

- Level 3: Monitoring, Steady-State. Issues are handled through the State Watch Office—with section, branch, and/or ESF assistance as needed.
- Level 2: Certain sections, branches, and ESFs are activated
- Level 1: All sections, branches, and ESFs are activated to conduct response and recovery operations.

The SEOC's activation level can be raised or lowered by the following:

- The Governor
- The Director, Division of Emergency Management
- The SERRT Chief, in the absence of the above

Once the SEOC activates to Level 1 and the Governor has declared a State of Emergency, the Division's Career Service Regular Compensatory Leave Payment Plan and SES Extraordinary Payment Plan will be activated, as well as permission for overtime for hourly employees.

- Cover Division employees who worked on the emergency response and recovery activities associated with that particular activation;
- Allows Division employees who normally earn regular compensatory leave credits to receive payment for hours in excess of the regular work period; and
- Provides authorization for hourly Division employees to work in excess of the regular work period and receive overtime pay for those excessive hours.

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

The State Logistics Response Center will activate to an equal level as the State EOC during emergency periods.

## I. Resource Management

### 1. Resource Typing

The Incident Resource Management System (IRMS) is a fully NIMS compliant software system. This system lists all state joint force resources under one of several nationally accepted resource types: personnel, crews, equipment, heavy equipment, commodities, vehicles, aircraft and facilities to 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 IRMS 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 SERRT Chief will activate the State Logistics Response Center (SLRC) through the State Unified Logistics Section who will coordinate with other state, federal non-profit and contractual agencies, organizations and companies 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 at State Logistics Staging Areas.

The SLRC Logistics Operations Center (LOC) is the centralized point of coordination for the resource ordering, deployment, resupply, maintenance, and demobilization of all joint force resources.

The State Unified Logistics Section will coordinate with the Federal Emergency Management Agency, Region IV, and HQ Logistics Sections on the pre-positioning of emergency resources in advance of an event and deployment of resources post event. In Florida, under agreement with FEMA, all federal logistics support resources (equipment and commodities) are signed over to the State for management versus managed by FEMA.

In major events and operations, the State Unified Logistics Section, in conjunction with the Florida National Guard, will establish one or more Joint Reception, Staging, Onward Movement and Integration (JSROI) sites in the state to process all out-of-state personnel, teams and resources entering the state for deployment. (See *State of Florida Unified Logistics Plan, Appendix 14—JSROI Plan*)

## **3. Resource Needs**

Resources will be identified by the Logistics Section, and if approved by the SERRT Chief/SCO, procured with the assistance of the Finance and Administration Section, or requested from federal assets/resources. Resource needs will be estimated by the Logistics Section using established algorithms with the assistance of the Planning 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 deployed to the impacted areas based on anticipated impact and needs. When county staging areas and points of distribution are established, the State will use commodity resource models developed by the Logistics Section to establish burn rates and resupply quantities.



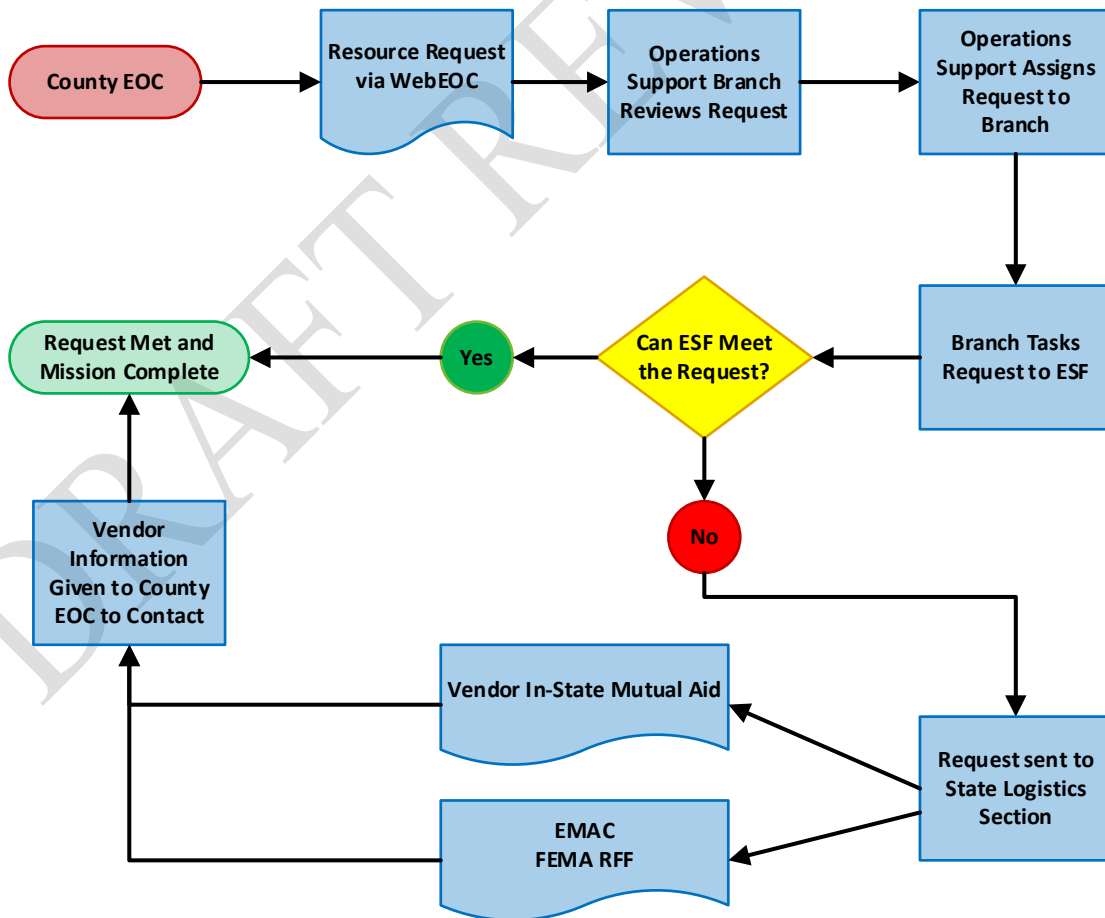
#### 4. County Resource Requests

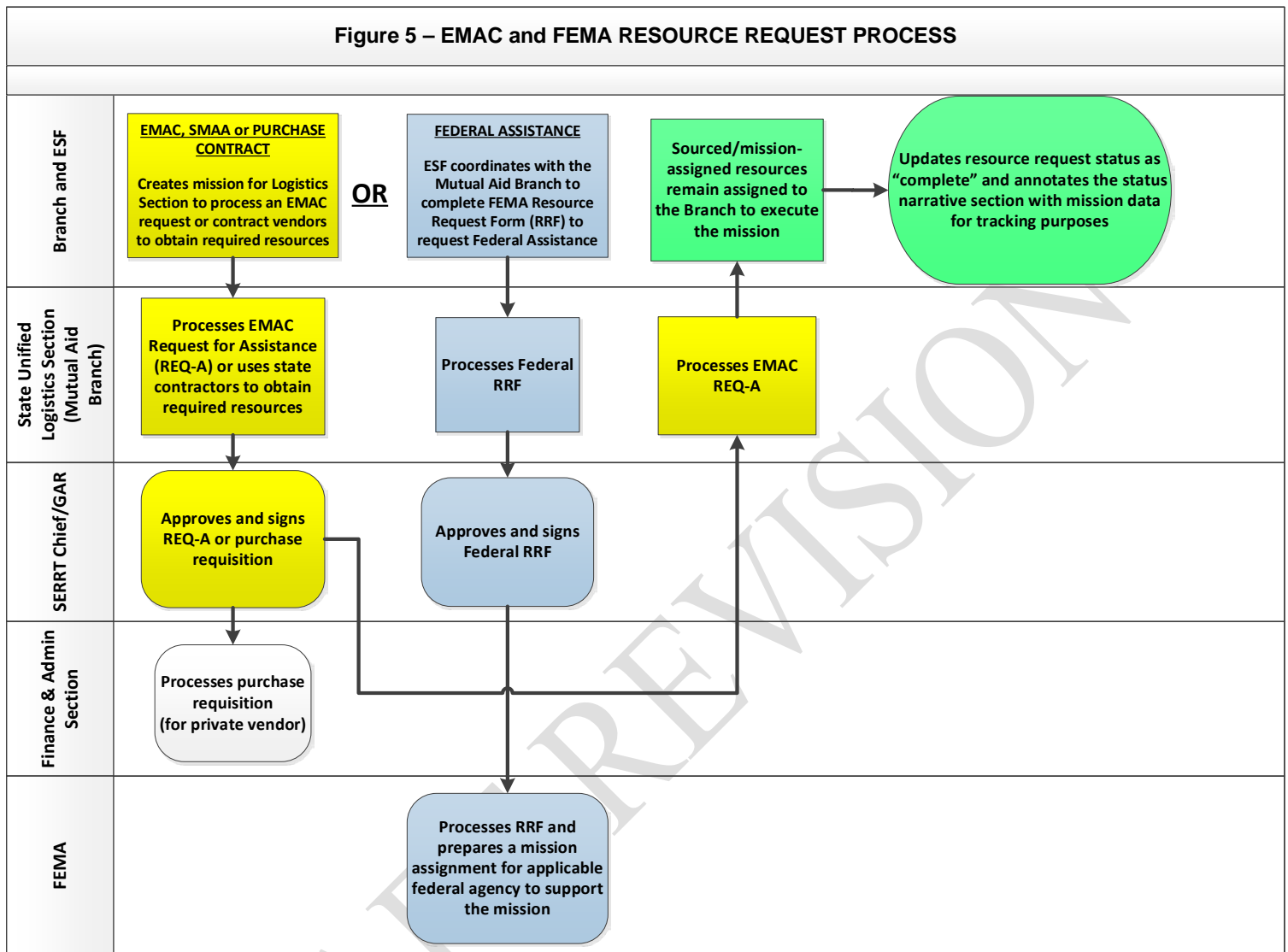
County resource requests are made through the WebEOC system or, if unavailable, any other form of communication. Once a request has been received by the SEOC from a county, it is initially processed by the County Liason Desk under the direction of the Operations Support Branch, who verifies the information. From there, it is assigned to the proper branch for tasking to the appropriate ESF. If the ESF can meet the provisions of the request, resource information is forwarded to the county EOC.

If the ESF cannot provide the requested resources, it is then forwarded to the 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 2 flow charts depict this process:

**Figure 4 - SEOC PROCESSING OF COUNTY RESOURCE REQUESTS**





**5. Private Sector Resources**

The Florida Retail Federation acts as one of the principal liaisons between the State and the retail, commercial, industrial, and manufacturing sector. The Florida Association of Realtors acts as the principal liaison for the commercial and residential real estate sector. The Florida Bankers Association serves as a liaison between the State and the commercial banking sector. The Florida Restaurant & Lodging Association acts as the principal liaison between the State and the restaurant, hotel and motel industry. Representatives of these associations participate as part of ESF 18 (Business, Industry, and Economic Stabilization). ESF 18 interfaces with all sections and ESFs in response and recovery efforts.

**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 ECOs to ensure that their respective agency and facilities have a disaster preparedness plan to provide continuity of essential state functions (COG) 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>5</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.
- 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, to include evacuees crossing county lines. The SERRT will promote regional and interregional planning and coordination of evacuation activities, in

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<sup>5</sup> Chapter 2002-43 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).

concert with local emergency management, law enforcement, sheltering organizations, public information offices, and adjacent states.

- The SEOC will coordinate all large-scale evacuations that surpass the coordination capabilities of the local emergency management offices.
- County Shelters will accept evacuees crossing county lines. Counties may coordinate directly and established mutual aid agreements for sheltering at their discretion.
- All counties that open shelters for evacuees 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
- To assist with timely evacuation, State ESF 1 will be responsible as needed and in coordination with the SERRT Chief, authorizing and accomplishing the lifting of state road and bridge tolls in a timely manner after notification by the SEOC of the evacuation timetable(s).
- The SERRT will support local emergency management actions and messaging to provide direction to evacuees to safe shelter.
- State ESF-12 will be responsible for coordinating with support agencies and organizations to provide sufficient and reasonably priced fuel supplies along evacuation routes.
- State ESF-8 will be responsible for coordinating with support agencies and organizations regarding emergency medical evacuations in compliance with applicable approved rules in the Florida Administrative Code.
- 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, 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.

## 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. All shelters must meet physical and programmatic accessibility requirements as defined by the Americans with Disabilities Act and Florida Accessibility Codes. The county emergency management agency shall coordinate with these entities to ensure that designated facilities are ready to activate prior to an emergency or disaster.

The Division will support the local emergency management agency and support organization efforts in sheltering operations and preparedness. Specifically, the Division will;

- Assist local emergency management agencies and their shelter program partners by administering of a statewide hurricane evacuation shelter survey and retrofit program. The survey and retrofit program includes public schools,

community colleges, universities and other facilities owned or leased by state or local government agencies, and certain privately-owned facilities through written agreement. The Division recognizes the American Red Cross's Standards for Hurricane Shelters Selection as minimum hurricane safety criteria for the survey and retrofit program.

- Through the SERRT, support local emergency management actions and messaging to provide direction to evacuees to safe shelter to include refuges-of-last-resort.
- State ESF-8 is responsible, in coordination with supporting agencies and organizations, providing guidance on the sheltering of people with special needs, in compliance with applicable rules in the Florida Administrative Code.
- Maintaining in coordination with State ESF-6 and supporting organizations a Statewide Shelter Plan, in compliance with §1013.372(2) and §252.385(2)(b). This plan will include specific guidance regarding;
  - Strategies to ensure adequate public shelter space in each region of the state.
  - Strategies to assist local emergency management efforts to ensure that adequate staffing plans exist for all shelters, including medical and security personnel

### **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. Any facility designated as a shelter must meet minimum hurricane safety criteria. To ensure consistency with state and national standards, guidelines and best practices, the Division recognizes the American Red Cross Standards for Hurricane Shelter Selection.

### **4. Sheltering Pets or Service Animals**

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. § 5196), which requires governmental jurisdictions to accommodate pets and service animals in the event of an emergency). A person who uses a service animal must be allowed to bring his or her service animal into a general population or 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 considers 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

Preparedness is a whole-community process that involves stakeholders from across the SERRT; including local, state, and federal governments, private sector stakeholders, non-profit volunteer partners, and individual residents. Every state agency and partner has a role in ensuring the preparedness of the State of Florida. For its part, the Division maintains a host of all-hazards preparedness programs and activities designed to keep the State prepared for any emergency or disaster. They include the following:

### 1. Natural Hazards Planning

The Division's Natural Hazards Unit coordinates the state's all-hazards planning programs. With the goal of ensuring that the SERRT is prepared to respond to and recover from all potential disasters, the unit coordinates directly with all Florida state agencies, counties, and other SERRT partners to include non-profit organizations and the private sector.

While the Unit is involved with planning initiatives throughout the Division, core programs include;

- Comprehensive Emergency Management Planning: Oversee the review and revision of the State's Comprehensive Emergency Management Plan (CEMP) and provide technical support in the review of county comprehensive emergency management plans. Comprehensive planning additionally involves the coordination with SERRT partners on various all-hazard planning initiatives.
- Continuity Planning: Oversee the SERRT's Continuity of Operations Plan (COOP) and assist state agencies and other partners with the development of entity specific continuity plans. These planning initiatives ensure that the SERRT and its partners maintain operations in the event of an impact to the SEOC, whether it be physical or technological.
- Fuels Planning: develops and maintains plans and procedures to ensure an adequate supply of fuels to support emergency response and recovery operations. The Fuel Planning initiative at the Division coordinates with counties and other partners on developing jurisdiction plans and procedures, while coordinating with industry partners for information sharing and awareness.

### 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.

The Division's Radiological Emergency Program has the responsibility to coordinate the preparedness and planning activities of state and local agencies as it relates to a nuclear power plant emergency. The Radiological Emergency Program will coordinate between the utility companies and the Division to ensure that planning initiatives and preparedness actions are consistent. In addition, The Radiological Emergency Program will coordinate with all stakeholders, including the federal government, on exercises involving nuclear power plants.

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

Geographic Information Systems (GIS) provides both the SERRT and statewide partners with crucial information to aid in effective and timely response and recovery operations. The GIS capabilities of the SERRT include spatial analysis, cartography, development of GIS applications and tools, information and data management, database administration, data maintenance, and web development, as well as non-GIS application design and development. During SEOC activations, this effort supports the SERRT Planning Section by providing tools for decision makers and responders that will facilitate decision-making. When the SEOC is not staffed, the section works to foster, enable, assist, and leverage technologies, information, and datasets used by other state agencies and counties to perform their daily activities.

### **4. Training and Exercise**

The training and exercise unit works with SERRT Members and other division staff to provide targeted training in areas of need as part of ongoing preparedness operations. Florida communities receive the resources and support needed to achieve the National Preparedness Goal through the training and exercise unit. The Training Unit coordinates the delivery of courses in the field primarily for county and municipal responders. The Exercise Unit serves the training needs of Division staff, and members of the SERRT, which includes representatives of the state agencies and other organizations that staff the SEOC. The Division also coordinates applicants for the federal Emergency Management Institute (EMI).

### **5. Threat and Hazard Identification and Risk Assessment (THIRA)**

In coordination with the SERRT partners, the Division conducts a regular Threat and Hazard Identification and Risk Assessment (THIRA). The THIRA is a multi-step risk assessment tool to better analyze the threats and capabilities of the State of Florida. The THIRA focuses on the following:

- What threats and hazards have the potential of affecting Florida?
- If a specific hazard did occur, what would be the impact to Florida?
- Based on the potential impacts, what capabilities should the state maintain?

Together, these questions assist the SERRT in identifying gaps in capabilities and serve as a foundation for increased preparedness priorities.

### **6. Domestic Security Preparedness**

To assist in providing guidance and coordination of Domestic Security preparedness across the state, the Division and SERRT Partners participate in the Domestic Security Coordinating Group (DSCG). The DSCG is an advisory council established by Florida Statute 943 that serves as a threats and gaps coordination element, examining and planning for issues from a statewide perspective, and building and sustaining capabilities (e.g., equipment purchase, training/exercise, usage/storage/maintenance, and replacement as necessary). The group serves to provide technical advice to the Domestic Security Oversight Council, the Chief of Domestic Security, and the seven Regional Domestic Security Task Forces. The Division and the Florida Department of Law Enforcement serve as co-chairs on the DSCG.

The DSCG is comprised of nine focus groups that provide guidance and direction on specific functional areas. These are

1. Critical Infrastructure
2. Education
3. Fusion Center / Intelligence
4. Law Enforcement Data Sharing
5. Specialty Response Teams
6. Communications
7. Cyber Terrorism
8. Planning, Response, and Recovery
9. Prevention and Awareness

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.

## **M. Response Operations**

### **1. State Emergency Response and Recovery Team (SERRT) Activation**

When the SERRT increases in activation level, the SWO issues a notice to the appropriate ECOs, Section Chiefs, and Branch Directors to report to the SEOC. Once the SERRT is assembled in the SEOC, the SERRT Chief provides a quick



synopsis of the situation. The SERRT conducts incident action planning, with meetings to determine tactical operations and the availability of resources. The SERRT also establishes objectives, assigns missions to be completed by ESFs, and establishes unified operations, planning, logistics, and finance and administration sections. ESFs 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 execute COOP to ensure the continuity of agency operations during the emergency.

The SERRT 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 (JFO).
- Deploying an All-Hazards Incident Management Team (AHIMT) to assess needs and coordinate response activities with the county emergency management agency. The AHIMT serves as the forward coordinating element for the SERRT and the SCO. In this role, they will provide situational awareness and operational planning to the SERRT and the SCO by incorporating information collected from the SEOC, County EOC's, and local agencies. The AHIMT will assist in the coordination of logistical support to the SERRT and SCO for forward deployment. Further, the AHIMT, in coordination with SERRT Liaisons, may be tasked to assist the SERRT Chief with other missions as assigned by the SEOC. These missions could include, but are not limited to, EOC Augmentation, Base Camp Management, Recovery Operations, or POD Operations. AHIMT personnel may be drawn from state and local department or agency staff, according to pre-established protocols. Additional AHIMT personnel can be requested from other states through EMAC.
- Conducting varying response activities depending upon the scope and nature of the emergency (see incident-specific CEMP annexes). The SERRT utilizes the Incident Command System (ICS) to organize both immediate and long-term field operations.

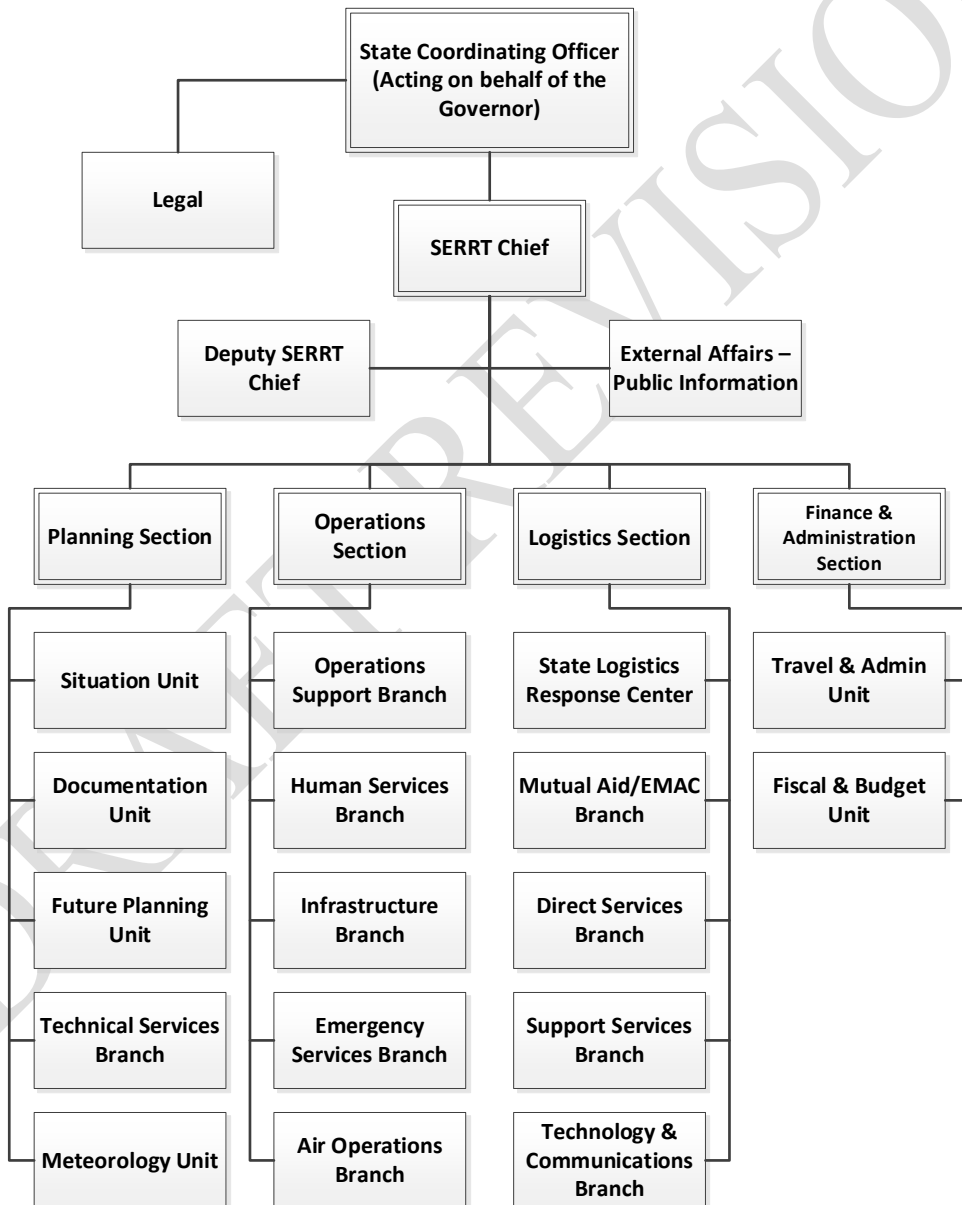
## **2. Maintaining a Common Operating Picture (COP)**

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 action plans, Situation Reports, Flash Reports, WebEOC, GIS products, Branch/Section specialty plans, Lifeline analysis and tracking and ESF/Branch briefings. This information is shared with all deployed personnel through video teleconferencing, e-mail, or conference calls.

### 3. Unified Command

It is important to have a unified command in all large-scale incidents involving multiple jurisdictions. 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 shows the incident command structure of the SERRT.

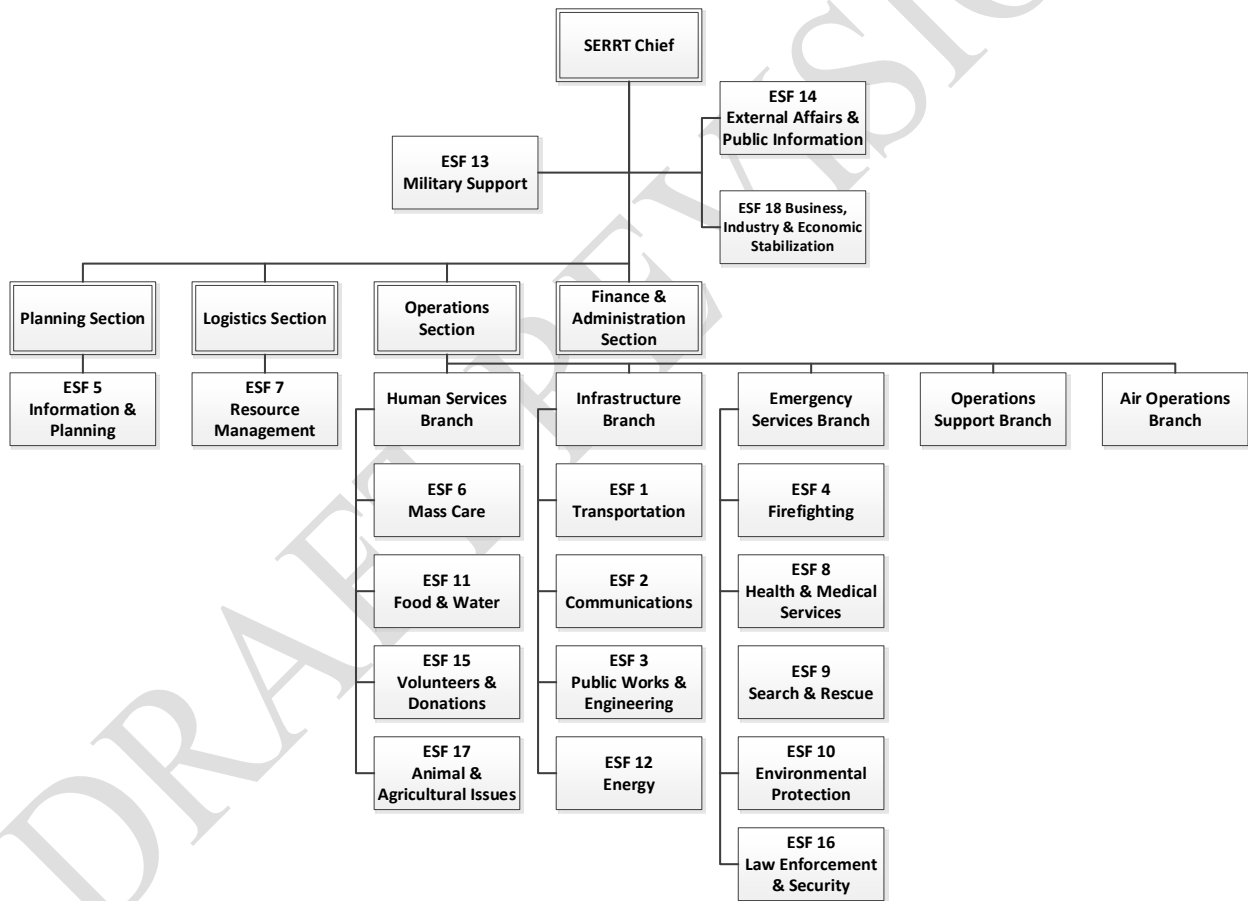
**Figure 6 - STATE EMERGENCY RESPONSE AND RECOVERY TEAM ORGANIZATIONAL AND INCIDENT COMMAND STRUCTURE**



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

The SEOC 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 Planning, Logistics, Finance and Administration, and Operations Sections along with the Infrastructure, Emergency Services, Human Services, and Operations Support branches. Each of the 18 ESFs are located in breakout rooms adjoining the main floor. Each ESF supports one of the ICS sections, as depicted in the following chart.

**Figure 7 - 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 SERRT will initiate response operations to assist communities impacted by the event. As response operations are underway, the SERRT will simultaneously begin the planning of recovery operations. During the forward transition of recovery to the Joint Field Office (JFO), the Recovery Chief will be designated as the Deputy State Coordinating Officer (DSCO). In general, the DSCO will initiate the following measures when an emergency is declared:

- Assist the SERRT Chief at the SEOC.
- Determine the method for conducting Preliminary Damage Assessments and coordinate with the SBA to deploy PDA teams as necessary to determine the extent of damage to communities.
- Coordinate with SERRT Legal and the SCO to determine the type of public and/or individual assistance necessary in a request for a presidential emergency or major disaster declaration.
- Once an area has received a presidential disaster declaration, coordinate the establishment of Disaster Recovery Centers (DRCs), 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 Disaster Survival Assistance Teams (DSATs) which disseminate information to disaster-affected communities. The DSATs identify and report local unmet human needs and assist survivors. DSATs 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 *Disaster Assistance Team Activation Plan* for detailed information about the mobilization, procedures, and demobilization of Disaster Survival Assistance Teams. Additionally, the *Disaster Assistance Team Standard Operating Guide and Field Guide* provides specific program duties.
- 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 emergency for reimbursement by the federal government.
- Depending on the type of presidential disaster declaration received, request the activation of state Public Assistance, Individual Assistance, and Hazard Mitigation programs in the JFO.
- Coordinate with FEMA to establish a JFO to provide recovery assistance to the areas impacted by the disaster. DEM Logistics will work with FEMA Logistics to

locate and establish an Interim Operating Facility (IOF) until a JFO can be established.

## 2. Short- Term Recovery and Long-Term Reconstruction

Short-Term Recovery begins immediately after the incident and is typically what transitions the incident timeline from Response to Recovery. Short-Term priorities are primarily considered to be a continuation of Response functions and are typically coordinated out of the State Emergency Operations Center (SEOC) and managed by the Division. These priorities include:

- Continuing to assist in the provision of basic needs to survivors;
- Assessing the impacts of the incident on survivors and local governments, and initiating damage assessments;
- Restoring critical infrastructure, services and facilities including power, communications, water, sewage, and transportation;
- Supporting local governments and non-governmental organizations in their immediate relief efforts by acting as a conduit to State and Federal resources; and
- Meeting societal needs through rule of law, crisis counseling, etc.

Long-Term Reconstruction is a coordination effort between all available Federal, State, and local stakeholders as well as non-governmental organizations, voluntary agencies, Long-Term Recovery committees and emergent organizations that promote Recovery priorities. Long-Term Reconstruction begins after an affected community has met Short-Term Recovery goals such as restoring critical infrastructure/facilities, as well as vital programs/services. Long-Term Reconstruction occurs over a sustained period of time that may last for months or years after a disaster depending on the nature of the incident. Long-Term Reconstruction priorities include, but are not limited to:

- Promoting Economic Recovery;
- Restoring individual housing through repair, rebuilding and replacement of affected housing stock;
- Ensuring the restoration of infrastructure, critical facilities, and vital services;
- Increasing resiliency by implementing cost-effective mitigation strategies; and
- Ensuring unmet needs of survivors are addressed.

The Division coordinates all efforts for Long-Term Reconstruction.

The goal of Long-Term Reconstruction is to not only restore a community to its pre-disaster condition, but to build communities back to a more resilient state thereby reducing future risk to Floridians. The Recovery Bureau in concert with the Mitigation Bureau will encourage community leaders to review their planning and zoning

processes, participate in mitigation opportunities, and conduct risk reducing activities within their communities.

The State coordinates several Federally-funded grant programs that are available to assist in Long-Term Reconstruction. Programs such as Public Assistance, Individual Assistance, and Hazard Mitigation Grant Program are administered through Florida State agencies and provide funding to eligible applicants to recover from the incident's impacts. When faced with multiple Recovery efforts that include the potential of future disaster impact, it may become necessary to expand the Recovery efforts of the State in terms of personnel and resources. The State's Recovery efforts are scalable and addressed in further detail in the Long-Term Reconstruction Strategy below.

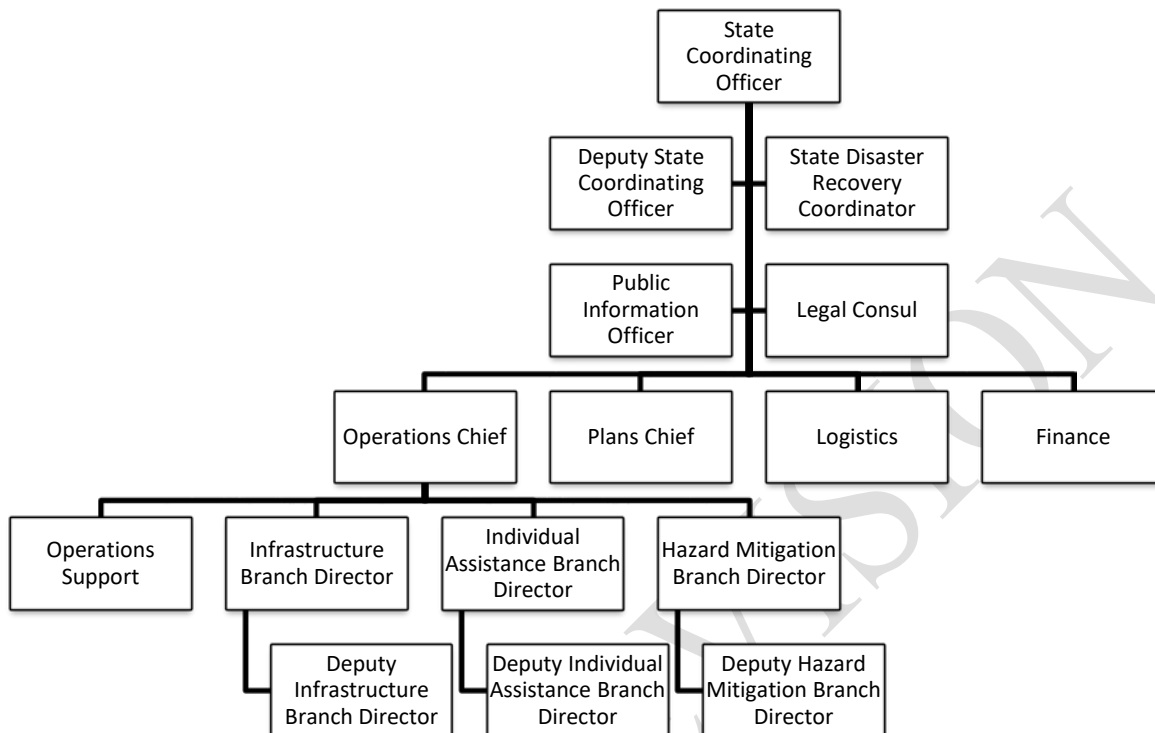
### **3. Establishment of a Joint Field Office (JFO)**

A JFO is established following incidents of great severity, magnitude or complexity for which a presidential disaster is declared and state and local response agencies require federal support. A JFO is a temporary multiagency coordination center established near 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. If the situation warrants, such operations can also be conducted virtually (Virtual JFO).

### **4. Roles and Responsibilities**

During the transition to Recovery and the establishment of the JFO, the SERRT will begin scaling up the organizational structure of the JFO. While the organizational structure of the SERRT during Recovery is scalable and adaptable to meet the needs of the specific Recovery operations, the standard organizational chart can be found below:

## JOINT FIELD OFFICE ORGANIZATIONAL CHART (STATE)



### 4. Long-Term Reconstruction Strategy

The Long-Term Reconstruction Strategy encompasses comprehensive planning and assessment to identify and resolve issues, to be responsive to the needs of survivors, and to provide a guide to cost-effective methods for achieving stabilization in the impacted areas.

The primary goals associated with Long-Term Reconstruction include the key components of the National Disaster Recovery Framework (NDRF). The NDRF is the doctrine that governs FEMA's strategic approach to ensure total Federal integration into Long-Term Reconstruction. To accomplish this, the NDRF identifies six functional Recovery Support Functions (RSFs) that support the mission of Long-Term Reconstruction:

1. Community Planning and Capacity
2. Economic Development
3. Health and Social Services
4. Housing
5. Infrastructure/Critical Facilities

## 6. Natural and Cultural Resources

Each agency brings significant planning capabilities to Long-Term Reconstruction, with the Division coordinating all efforts. The objective of the RSF structure is to identify, coordinate, and deliver Federal assistance as needed to supplement Recovery resources and efforts by all stakeholders involved in the reconstruction effort.

It is the priority of the State of Florida to stabilize and stimulate the economy of Florida post-disaster. To achieve this, local infrastructure must be capable of withstanding routine post-disaster demands. Such demands include the repair and restoration of utilities, clearing debris from major transportation routes, and the restoration of essential services such as public transportation, schools, and waste collection. Additionally, vital services such as law enforcement, fire and rescue, and emergency medical services must be operational in order to maintain the rule of law and civil stability.

## 5. Non-Declared Incidents

It is important to remember that all disasters begin and end at the local level. Therefore, the first Response and Recovery resources come from the local government, voluntary agencies, and faith and community-based organizations. When county resources are overwhelmed, local authorities may declare a state of emergency and request State assistance. The Governor of the State of Florida will assess the needs and direct the Division to begin assessments for additional support.

While the State presently has no financial grant program similar to those established by the Stafford Act, the State does have the capability to administer such programs (For example, grants managed under the BP Grant Program). The role of State Recovery is to coordinate applicable resources where available, between Federal, other resource holders, and the affected local government. The Division coordinates all of the State's Recovery efforts.

## 6. State Assistance

Specialized Recovery personnel from State resources may offer technical assistance to affected communities in non-declared disasters. This assistance may include offering technical assistance on debris clearance and removal operations, vector control, federal concurrency reviews, guidance on State regulations for conducting emergency protective measures, and assistance with identifying alternate sources of funding for restoration work. The Individual Assistance Program may coordinate State resources and establish an Essential Services Center to enable disaster survivors to gain access to information about non-Federal aid and services. A field office may become activated, operated jointly between State and local officials.

## 7. Local and Voluntary Assistance

Local authorities play a vital role in the Recovery process after a disaster. Utilizing local resources, such as force account equipment and labor, expedites Recovery by restoring critical infrastructure and resources. In addition, local authorities aid in the identification of damages and vulnerable populations as well as relay information to the State and aid organizations.



1. Voluntary agencies play an integral role in ensuring Short-Term Recovery and Long-Term Reconstruction by offering aid to survivors. Depending on available resources, assistance from voluntary agencies may range from food and shelter to home rebuild projects.
2. Locally established Long-Term Recovery committees must be especially proactive in documenting assistance to survivors and ensuring that unmet needs are addressed and receive follow-up. While non-Federally declared incidents limit the amount of funds available, all possible efforts are made to assist in the Recovery of individuals and communities.

## 8. Federally Declared Incidents

Federally declared incidents usually occur when an incident exceeds State and local government capabilities to respond, and a Presidential Declaration is requested by the State. Similar to non-federally declared incidents, the Governor may declare a State of Emergency and order State assistance to become available in the form of supplies, technical assistance, personnel and facilities. Once the SEOC is activated to Level 1 and the Governor has declared a State of Emergency, the Division's Career Service Regular Compensatory Leave Payment Plan and SES Extraordinary Payment Plan will be activated as well as permission for overtime for hourly employees. These Plans:

- Cover employees who worked on the emergency response and recovery activities associated with that particular activation;
- Allows employees who normally earn regular compensatory leave credits to receive payment for hours in excess of the regular work period; and
- Provides authorization for hourly employees to work in excess of the regular work period and receive overtime pay for those excessive hours.<sup>6</sup>

Once granted, Federal resources may become available for Recovery as justified on an incident-by-incident basis. Federal resources augment State resources and are coordinated jointly between State and Federal partners. These newly activated assets require a central coordination point which can be accomplished through a Joint Field Office (JFO).

Transition from SEOC to the JFO occurs as Response activities begin to de-mobilize. The focus changes to Recovery operations and, in a Presidentially declared disaster, the command and control of operations transfers to the JFO. The JFO is a temporary, Federal, multi-agency coordination center established locally to facilitate field-level domestic incident management activities. The JFO provides a centralized location for the coordination of Federal, State, local, tribal, non-governmental, and private sector

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<sup>6</sup> As with non-declared incidents, each State agency has its own extraordinary pay policy that may be activated at the discretion of each agency head. The automatic triggering of the Division's extraordinary pay policy will only apply to Division employees. The Division Director will still have to activate the extraordinary pay plan in accordance with 60L-32.0071, F.A.C., but must do so when there is a declared State of Emergency and the SEOC is activated to a Level 1.

organizations. The bulk of Recovery field operations during a declared incident are coordinated through the JFO.

Unlike the SEOC, the JFO facility is under the authority of FEMA. However, the State Emergency Response and Recovery Team personnel work alongside FEMA counterparts at the JFO to achieve mutual objectives. Once the JFO is established, a transition of staff, responsibilities, and authority takes place. To support this transition, several steps are taken:

1. The Deputy SCO, as directed by the State Coordinating Officer (SCO), establishes the Command and General staff for the JFO. Operations, Finance/Administration, Logistics and Planning staff travel to the JFO in support of Recovery-efforts.
2. State Recovery personnel deployed to the JFO are responsible for liaising with FEMA and local counterparts to ensure open communication within the operation and to ultimately ensure that survivors can begin Recovery as soon as possible. Of particular importance in the transition from the SEOC to the JFO is the continued flow of information throughout the chain of command and the Planning Section in the SEOC.
3. As the SEOC de-mobilizes, Incident Command authority may be delegated to the Deputy SCO at the JFO.

## **9. Recovery Programs**

### **9.1 Individual Assistance**

Once the President declares a disaster, funds are available through a series of disaster relief programs to assist in rebuilding communities within the affected area. These programs are classified under Individual Assistance and may provide assistance to state, territorial, tribal, and local government, certain types of private non-profit organizations, or to individuals and households. FEMA provides direct assistance to individuals and households, as well as state, territorial, tribal, and local government through the IA program. IA includes the following programmatic areas, which assist disaster survivors with unmet needs caused by the declared incident:

1. Mass Care and Emergency Assistance;
2. Individuals and Households Program;
3. Disaster Case Management;
4. Crisis Counseling Assistance and Training Program;
5. Disaster Legal Services;
6. Disaster Unemployment Assistance; and
7. Voluntary Agency Coordination.

Programs that the State can request from FEMA include, but may not be limited to;

**Housing Assistance Financial:** FEMA may provide financial assistance to eligible applicants for temporary lodging expenses, rental of temporary housing, or repair or replacement of a damaged primary residence. The following are programs that fall under Housing Assistance Financial:

**Lodging Expense Reimbursement (LER):** FEMA may provide LER for applicants who incur out-of-pocket temporary lodging expenses due to damage that affects the habitability of their primary residence as a result of a Presidentially-declared disaster. Eligible lodging expenses may include the cost of the room and taxes charged by a hotel or other lodging provider.

**Rental Assistance:** FEMA may provide financial assistance to pre-disaster homeowners or renters to rent temporary housing, at the Fair Market Rate, when an applicant is displaced from their primary residence as a result of a Presidentially-declared disaster.

**Continued Rental Assistance:** FEMA may provide Continued Rental Assistance to eligible applicants based on need, and generally only when adequate, alternate housing is not available, or when the applicant's permanent housing plan has not been fulfilled through no fault of the applicant.

**Home Repair Assistance:** FEMA may provide financial assistance to repair an owner-occupied primary residence, utilities, and residential infrastructure, including private access routes damaged as a result of a Presidentially-declared disaster up to the IHP financial assistance maximum award. Home Repair Assistance is intended to make the damaged home safe, sanitary, or functional. It is not intended to return the home to its pre-disaster condition.

**Replacement Assistance:** FEMA may provide financial assistance to owners whose primary residences were destroyed as a result of a Presidentially-declared disaster. FEMA calculates the replacement award amount according to the consumer price index data for the types of housing in the area where the damage occurred. FEMA establishes award amounts based on whether the pre-disaster home was a manufactured home, travel trailer, houseboat, or residential construction (e.g., single-family home).

**Housing Assistance Direct:** FEMA may provide Direct Housing Assistance in two forms: Direct Temporary Housing Assistance and Permanent Housing Construction (PHC). The following are programs that fall under Housing Assistance Direct:

**Multi-Family Lease and Repair (MLR):** FEMA may provide Direct Temporary Housing Assistance in the form of repairs or improvements to existing multi-family housing units (e.g., apartments). FEMA may utilize units repaired or improved under MLR as temporary housing for eligible applicants who are unable to use Rental Assistance due to a lack of available resources.

**Temporary Transportable Housing Units (TTHUs):** FEMA may provide Direct Temporary Housing Assistance in the form of TTHUs on sites with utility access that meet the needs of the household, and comply with applicable state, territorial, tribal, and local government ordinances. Approved

sites must also meet Federal floodplain management and EHP requirements. FEMA selects locations based on the cost-effectiveness, timeliness, and suitability of each potential site. Sites may include private, commercial, and group sites. TTHUs may be provided in the form of a manufactured home or a recreational vehicle.

**Direct Lease:** Direct Lease is a form of Direct Temporary Housing Assistance where FEMA may lease existing residential properties for eligible applicants to use as temporary housing. FEMA will only authorize Direct Lease when the verified disaster-caused housing need cannot be met with other Direct Temporary Housing Assistance options.

**Permanent Housing Construction (PHC):** FEMA may provide financial assistance to individuals and households to construct permanent or semi-permanent housing where no alternative housing resources are available.

**Other Needs Assistance (ONA):** FEMA may provide financial assistance for disaster-related necessary expenses and serious needs that are not covered by insurance or provided by any other source. ONA can be either SBA dependent or non-SBA dependent. The following programs are for disaster-related necessary expenses and serious needs that fall under Other Needs Assistance:

**Small Business Administration-Dependent ONA Forms of Assistance:** The following types of assistance are SBA-dependent. Applicants who were referred to the SBA but who did not qualify for an SBA loan, or who were approved for a partial loan but the amount of the loan was insufficient to meet the applicant's disaster expenses or serious needs, may be referred back to FEMA to determine their eligibility for Personal Property Assistance, Transportation Assistance, Moving and Storage Assistance, and a Group Flood Insurance Policy certificate.

**Personal Property Assistance:** FEMA may provide financial assistance under the ONA provision of the IHP to repair or replace personal property damaged or destroyed due to a disaster.

**Transportation Assistance:** FEMA may provide financial assistance under the ONA provision of the IHP to individuals and households with disaster-caused vehicle repair or replacement expenses. Unlike most other forms of IHP Assistance, an applicant seeking transportation assistance does not need to live in the Presidentially-declared disaster area to be considered for the assistance.

**Moving and Storage Assistance:** FEMA may provide financial assistance under the ONA provision of the IHP to individuals and households to avoid additional disaster damage. Generally, this includes storage of personal property while repairs are being made to the primary residence and returning the property to the applicant's primary residence.

**Group Flood Insurance Policy (GFIP):** The Group Flood Insurance Policy (GFIP) refers to a flood insurance policy established under the NFIP regulations. FEMA may pay \$600 under ONA for three years of flood

insurance for eligible ONA recipients of assistance for flood-damaged property (personal and real) located in an SFHA on which FEMA places a flood insurance requirement.

**Non-Small Business Administration (SBA)-Dependent:** Assistance provided by FEMA that does not require applying to the SBA for disaster assistance. The following are programs that do not require applying to the SBA:

**Funeral Assistance:** FEMA provides financial assistance under the ONA provision of the IHP to individuals and households with disaster-caused funeral expenses. An individual who incurs or will incur expenses related to a death attributed directly or indirectly to a declared emergency or major disaster may apply for and, if eligible, receive Funeral Assistance.

**Medical and Dental Assistance:** FEMA provides financial assistance under the ONA provision of the IHP to individuals and households with medical or dental expenses caused by a disaster.

**Child Care Assistance:** FEMA provides financial assistance under the ONA provision of the IHP to eligible individuals and households who have a disaster-caused increased financial burden for child care. FEMA will award a one-time payment for Child Care Assistance for the household's increased financial burden for up to eight cumulative weeks of child care, plus any eligible expenses, or the maximum amount of assistance for Child Care Assistance identified by the state, territorial, or tribal government, whichever is less.

**Assistance for Miscellaneous Items:** FEMA provides financial assistance under the ONA provision of the IHP to individuals and households with certain disaster-caused miscellaneous expenses. Eligible items must be purchased or rented after the incident to assist with the applicant's disaster recovery, such as gaining access to the property or assisting with cleaning efforts. Items damaged by the disaster that were owned prior to the disaster will be considered under Personal Property Assistance.

**Critical Needs Assistance (CNA):** FEMA may provide financial assistance under the ONA provision of the IHP to applicants who have immediate or critical needs because they are displaced from their primary dwelling. Immediate or critical needs are life-saving and life-sustaining items including, but not limited to: water, food, first aid, prescriptions, infant formula, diapers, consumable medical supplies, durable medical equipment (DME), personal hygiene items, and fuel for transportation.

**Clean and Remove Assistance:** FEMA may provide a limited amount of financial assistance to individuals and households with disaster-caused real property damage who do not qualify for Home Repair Assistance because the damage did not render the home uninhabitable. Clean and Removal Assistance (CRA) is intended to ensure contamination from floodwaters is addressed in a timely manner to prevent additional losses and potential health and safety concerns.

**Disaster Case Management (DCM) Program:** FEMA is authorized to provide financial assistance to state, territorial, tribal, or local government agencies, or qualified private organizations (non-Federal entity), so that they may provide case management services to survivors in order to identify and address disaster caused unmet needs. DCM does not have a State cost-share.

**Crisis Counseling Assistance and Training Program:** The mission of the CCP is to assist individuals and communities in recovering from the damaging psychological effects of a disaster through community-based outreach and educational services. The Crisis Counseling Assistance and Training Program (CCP) is a Federally-funded supplemental program administrated by FEMA in partnership with the Substance Abuse and Mental Health Services Administration (SAMHSA). Federal funding for CCP does not have a cost-share and is only available after a Presidential major disaster declaration that includes Individual Assistance (IA). CCP is broken down into Immediate Services and Regular Services Programs.

**Disaster Legal Services (DLS):** When the President declares a major disaster that is approved for Individual Assistance (IA), FEMA, through an agreement with the Young Lawyers Division (YLD) of the American Bar Association, provides free legal help for survivors of that disaster through a request from the state, territorial, tribal, or local governments. Disaster Legal Services (DLS) provides confidential legal assistance to low-income individuals who are unable to secure legal services to meet their disaster-related needs without a cost-share.

**Disaster Unemployment Assistance (DUA):** The FEMA Disaster Unemployment Assistance (DUA) program may be available to state, territorial, tribal, and local governments to provide unemployment benefits and reemployment services to individuals who have become unemployed as a direct result of a Presidential major disaster declaration approved for Individual Assistance (IA).

**Transitional Shelter Assistance (TSA):** Transitional Sheltering Assistance (TSA) is a short-Term non-congregate sheltering alternative for displaced disaster survivors in emergency shelter locations other than their pre-disaster primary residence. The intent of TSA is to provide a temporary sheltering alternative for survivors as they transition from emergency shelters to temporary or permanent housing solutions.

**Operation Blue Roof:** The Operation Blue Roof Program provides a free temporary roof for residential structures, schools, daycares, and some publicly-owned facilities. These temporary roofs provide short-Term relief until the owner can make permanent repairs.

**Rapid Repair:** Also known as STEP allows FEMA to reimburse the State or local government for minor home repairs that allow homes damaged as a result of a Presidentially-declared disaster to be brought back to a safe, sanitary, and code-compliant condition in order for the survivor to return home and shelter in place until such time as other funding streams can be implemented to bring the structure back to its pre-event condition.

**Disaster Recovery Center (DRC):** A Disaster Recovery Center is a readily accessible facility or mobile office where survivors may go for information about our programs or other disaster assistance programs, and to ask questions related to your case. Representatives from the Governor's Office of Homeland Security and Emergency Preparedness, the Federal Emergency Management Agency, U.S. Small Business Administration (SBA), volunteer groups and other agencies are at the centers to answer questions about disaster assistance and low-interest disaster loans for homeowners, renters and businesses. They can also help survivors apply for federal disaster assistance.

**Disaster Survivor Assistance (DSA):** The DSA mission supports Local, State, Tribal, Territorial, and Federal requirements during disaster response and recovery operations. DSA staff have the ability to quickly deploy in anticipation of (or immediately following) a disaster declaration, and can provide operational/situational awareness of conditions, needs, and activity in the affected area. They provide support to disaster survivors at their homes or in their communities, offering options for how to access programs that can help them move forward in their recovery.

**Disaster Supplemental Nutrition Assistance Program (DSNAP):** The Disaster Supplemental Nutrition Assistance Program (D-SNAP) gives food assistance to low-income households with food loss or damage caused by a natural disaster.

**SBA Emergency Bridge Loan (EBL):** The purpose of the Emergency Bridge Loan Program is to provide a source of expedient cash flow to Florida small businesses impacted by a disaster. Emergency Bridge Loans are short-term, interest-free working capital loans that are intended to "bridge the gap" between the time a major catastrophe hits and when a business has secured longer Term recovery resources.

**Community Services Block Grant (CSBG):** CSBG provides funds to alleviate the causes and conditions of poverty in communities. In a disaster, CSBG funds act as a fast implementing emergency fund to support disasters survivors. CSBG is funded through the US Department of Health and Human Services.

## 9.2 Public Assistance

FEMA's Public Assistance Grant Program is FEMA's largest grant program providing funds to assist communities responding to and recovering from major disasters or emergencies declared by the President. The program provides emergency assistance to save lives and protect property, and assists with permanently restoring community infrastructure affected by a federally declared incident. Eligible applicants include municipalities, counties, State agencies, and private non-profits that are legally responsible for facilities within the affected area that were damaged by the incident. Eligible applicants that receive Federal funding are subrecipients, while the Division is the Recipient to the Awarding Entity, FEMA. The Federal share for reimbursement under most Federal declarations is no less than 75%. The 25% non-Federal share is provided from a combination of State and local sources as specified in Section 252.37, Florida Statutes and in

accordance with policies established by the Executive Office of the Governor and the Florida Legislature. In addition, the Federal government provides an administrative cost allowance for each eligible project. The State Public Assistance Officer is the individual designated by the Governor to implement the Public Assistance Grant Program.

### **9.3 Fire Management Assistance Grant Program (FMAG)**

Under the FMAG, FEMA provides assistance in the form of grants for equipment, supplies, and personnel costs and is available to State, local, and Indian tribal governments to aid States and their communities with the mitigation, management and control of fires burning on publicly or privately owned forests or grasslands. FMAG provides a 75% federal cost-share reimbursement to Recipients for actual costs.

In Florida, local agencies that assist with the fighting of declared wildfires are considered to be acting in a mutual aid capacity for the Florida Forest Service.

## **O. Mitigation Measures**

Hazard mitigation aims to make human development and the natural environment safer and more resilient. Hazard mitigation generally involves enhancing the built environment to significantly reduce risks and vulnerability to hazards. Mitigation can also include removing the built environment from disaster prone areas and maintaining natural mitigating features, such as wetlands or floodplains. Hazard mitigation makes it easier and less expensive to respond to and recover from disasters by breaking the damage and repair cycle.

### **1. Enhanced State Hazard Mitigation Plan**

Under Section 322 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) enacted under the Disaster Mitigation Act of 2000 (DMA2K), the State of Florida is required to have a Federal Emergency Management Agency (FEMA)-approved hazard mitigation plan in order to be eligible for federal hazard mitigation funding. The purpose of the State Hazard Mitigation Plan (SHMP) is to reduce death, injuries, and property losses caused by natural hazards in Florida. The 2018 SHMP identifies hazards based on the history of disasters within the state and lists goals, objectives, strategies, and actions for reducing future losses. Implementation of planned, pre-identified, and cost-effective mitigation measures not only helps to reduce losses to lives, property, and the environment but it also streamlines the disaster recovery process. Hazard mitigation is most effective when based on an inclusive, comprehensive, long-term plan that is developed before a disaster occurs.

Plans are coordinated through appropriate state, local, and regional agencies, as well as non-governmental interest groups. The SHMP provides guidance in merging the planning efforts of all state agencies, local governments, the private sector, and non-profit organizations into one viable, comprehensive, and statewide mitigation program.



The State of Florida Enhanced SHMP Mitigation Strategy is to:

Reduce the impacts of all hazards within the State of Florida through effective administration of all mitigation grant programs and a coordinated approach to mitigation planning and floodplain management through federal, state, regional, and local initiatives.

This mission also serves as the FDEM Mitigation Bureau mission and is the mission of the Mitigate FL interagency group.

The SHMP State Mitigation Strategy details goals and objectives for achieving loss reduction in Florida. The goals are listed below.

Goal 1: Implement an effective comprehensive statewide hazard mitigation plan.

Goal 2: Support local and regional mitigation strategies.

Goal 3: Increase public and private sector awareness and support for hazard mitigation in Florida.

Goal 4: Support mitigation initiatives and policies that protect the state's cultural, economic, and natural resources.

## **2. Mitigation Bureau Responsibilities**

The Hazard Mitigation Grant Program Unit administers the Hazard Mitigation Grant Program (HMGP). This program makes federal funds available post-disaster for mitigation projects in communities participating in the National Flood Insurance Program (NFIP) and that have an approved Local Mitigation Strategy (LMS).

As a part of the Division's post disaster mitigation coordination efforts, the HMGP unit offers application development workshops to the affected areas. At these workshops, general information about the program and technical assistance is provided along with an opportunity to receive specific answers relating to potential applications.

### **a. Program Administration by States**

The Program Administration by States (PAS) allows for FEMA to delegate its grant management responsibilities to States that have demonstrated a commitment to hazard mitigation and that have experience in the requested responsibilities. Within the HMGP Unit, these PAS responsibilities include reviewing project applications, completing benefit-cost analyses, approving scope-of-work modifications, and moving funds between applicable projects. This program gives Florida increased control and oversight over their projects and shortens the standard 24-month grant obligation timeline.

**b. Allocations 27P-22**

The Florida Administrative Code 27P-22 delineates how HMGP funding will be allocated after a major disaster declaration. The Rule explains that funding is to be allocated to counties, according to the amount of Public Assistance, Individual Assistance, and Small Business Administration loans allocated during a disaster response and recovery. FEMA allocates 20% of Public Assistance, Individual Assistance, and Small Business Administration response and recovery funds for the HMGP. The available HMGP funds are allocated to the counties according to the Florida Administrative Code 27P-22.006. The Rule states that each county receives HMGP funds in the same proportion of the response and recovery costs. There are three tiers of HMGP funding in Florida. The first tier includes those counties which were impacted by a major disaster that was federally declared and the funding is allocated using the same proportion of response and recovery funds. If there is funding remaining after all eligible projects are funded, then the remaining funding is reallocated to those same counties that received the major disaster declaration whose allocation was not sufficient to fund all submitted eligible projects. Funding reaches the third tier if any remains and all counties, not only declared counties, are eligible to receive the funding.

**c. Pre-Disaster Mitigation Program (PDM)**

The PDM program is authorized by Section 203 of the Robert T. Stafford Disaster Relief and Emergency Act, as amended (Public Law 93-288) (42 U.S.C. 5133) and appropriated annually by the Consolidated Appropriations Act. It is a competitive federal grant program developed to assist state, local, and tribal governments to plan and implement cost-effective hazard mitigation activities. The intent of the program is to reduce overall risk to people and property while also minimizing the cost of disaster recovery. Eligible activities include acquisition, elevation, relocation, mitigation reconstruction, and mitigation retrofits. FDEM reviews submitted planning and project applications to verify appropriateness, consistency with the SHMP and LMS plans, cost effectiveness, eligibility, technical feasibility and completeness before submitting them to FEMA.

**d. Flood Mitigation Assistance (FMA)**

The FMA program is authorized by Section 1366 of the National Flood Insurance Act of 1968, as amended (Public Law 90-448) (42 U.S.C. 4104c) and appropriated annually by the Consolidated Appropriations Act. The goal of the program is to reduce or eliminate claims under the NFIP by providing funding for projects and planning that reduces or eliminates long-term risk of flood damage to structures insured under the NFIP. Eligible activities include acquisition, elevation, relocation, mitigation reconstruction, and mitigation retrofits. FDEM reviews submitted planning and project applications to verify appropriateness, consistency with the SHMP and LMS plans, cost effectiveness, eligibility, technical feasibility, and completeness before submitting them to FEMA.

**e. Hurricane Loss Mitigation Program (HLMP)**

The Hurricane Loss Mitigation Program (HLMP) is a state administered grant and receives \$10 million annually from the Florida Hurricane Catastrophe Trust Fund (Ch. §215.559, Florida Statutes).

Three million dollars is allocated towards the purpose of retrofitting existing facilities that are used as public hurricane shelters. Each year the Division shall prioritize the use of these funds for projects included in the annual report of the Shelter Retrofit Report prepared in accordance with § 252.385(3). The Division is required to give funding priority to projects in regional planning council regions that have shelter deficits and to projects that maximize the use of state funds.

Up to \$3.5 million is to be used to improve the wind resistance of residences through loans, subsidies, grants, demonstration projects, direct assistance, and cooperative programs with local and federal governments. The program is developed in coordination with the Advisory Council.

\$2.8 million is designated for the Mobile Home Tie-Down Program. Based on legislative directive the Florida Division of Emergency Management provides funding for mobile home tie-downs across the state, a program administered by Tallahassee Community College (TCC). By statute, TCC prepares a separate report for the Governor and the Legislature on these directives.

\$700,000 is designated for Hurricane Research to be conducted by Florida International University (FIU) to continue the development of an innovative research of a full-scale structural testing to determine inherent weakness of structures when subjected to categories 1 to 5 hurricane-force winds and rain, leading to new technologies, designs and products.

Grant funds awarded under the HLMP qualify as state financial assistance under the Florida Single Audit Act. See Section 215.971, Florida Statutes. The Catalog of State Financial Assistance number (CSFA#) for HLMP is 31.066. Because the Legislature provides the Division with HLMP funds through the grants and aid appropriation category, eligible proposers under this request for proposal (RPF) include governmental entities, nonprofit organizations, and qualified for-profit organizations; individual homeowners are ineligible to apply.

**f. State Floodplain Management Office (SFMO)**

The State Floodplain Management Office (SFMO) administers Florida's coordinated statewide floodplain management program through its direct contacts with other State agencies, regional entities such as the ten Regional Planning Councils and five Water Management Districts, and local government cities and counties. FEMA depends on each state's NFIP Coordinator to deliver the NFIP program to communities through conducting compliance reviews of local floodplain management regulatory programs, providing educational programs to enhance communities' knowledge of floodplain management best management practices and to address questions about NFIP flood insurance. The State NFIP Coordinator is the state's Floodplain Manager who represents state-level administration of flood disaster response along with the federal FEMA

partner during federally-declared disasters when FEMA staff are deployed. The SFMO also serves an active role in assisting the FEMA's mapping contractors in Flood Insurance Rate Maps (FIRMs) update process, and state staff must review revisions or updates of all local government flood ordinances prior to the effective date of new flood maps. The Office encourages communities to adopt higher regulatory standards in flood ordinances to help them advance in the Community Rating System (CRS) which helps lower the cost of NFIP flood insurance premiums.

The SFMO supports FEMA's Map Modernization and Risk MAP processes throughout the state, and provides training for local officials.

The SFMO also promotes the enrollment of communities in the Community Rating System (CRS). CRS is a federal program that incentivizes improved floodplain management practices and public outreach in exchange for NFIP insurance premium rate reductions to policy holders in flood zones. The CRS organizes three broad category goals for which communities may earn credit points for advancing these goals. The main goals of the CRS program are to reduce flood risk/damage, encourage the purchase of NFIP flood insurance, and pursue a broad approach to enhancing floodplain management. As of January 2018, Florida has 240 communities enrolled in CRS, which is a 51 percent participation rate.

#### **g. Repetitive Loss Strategy**

The State of Florida Division of Emergency Management has a comprehensive mitigation program that includes addressing repetitive loss (RL) properties in the state. Several of the SHMP goals refer to actions taken to reduce RL properties and four units work with communities on different aspects of RL properties. The Mitigation Planning Unit works with communities from a planning and strategy perspective. The CRS Initiative works with communities to identify Repetitive Loss Areas, and assists CRS communities in gathering repetitive loss information from FEMA. The SFMO unit works with communities to identify projects and assist with planning and strategy. The Grants unit works with communities that apply for PDM and FMA grants. Particularly the FMA program focuses on mitigating RL properties to reduce or eliminate claims to the NFIP.

Repetitive Loss (RL) Properties are defined by FEMA in the National Flood Insurance Program (NFIP) as an NFIP-insured structure that has had at least two paid flood losses of more than \$1,000 each in any 10-year period since 1978. Similarly, Severe Repetitive Loss (SRL) Properties are NFIP-insured residential properties that meet either of the following criteria since 1978:

- At least four NFIP claims payments over \$5,000 each and the cumulative amount of such claims payments exceeds \$20,000; or
- At least two separate claims payments with the cumulative amount of such claims payments exceeding the market value of the buildings.

For either scenario, at least two of the referenced claims must have occurred within any 10-year period and must be separated by a period of greater than 10 days.

## h. Mitigation Working Groups

In 2017, Florida Statute 252.3655 went into effect requiring the natural hazard interagency workgroup. The statute also required that a position within FDEM be created to be the coordinator of the workgroup. The Natural Hazards Interagency Workgroup was combined with the SHMPAT and the Silver Jackets team to form the Mitigate FL group. A new SHMP Coordinator position at FDEM was placed within the Mitigation Planning Unit and is responsible for the Mitigate FL group and for updating the SHMP.

The three aspects of the Mitigate FL group are valuable and important. The natural hazards interagency workgroup will allow for stronger relationships between state agencies, which will lead to a stronger mitigation program. The Mitigate FL team assists the Mitigation Planning Unit with updates to the plan and helps to ensure stakeholder involvement and input in the plan. The Silver Jackets team offers opportunities for partnerships between state and federal agencies regarding mitigation projects across the state.

## V. ADMINISTRATION AND LOGISTICS

### A. General Policies for Managing Resources

The Finance and Administration Section of the State Emergency Response and Recovery Team (SERRT) 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 SERRT to meet the response and recovery needs of the SERRT and survivors of the disaster or emergency.
- Maintain, document, and track personnel overtime and compensatory time. This section also arranges and tracks travel accommodations for personnel deployed into the impact area.
- 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 and recovery costs. This includes 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 SERRT 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. Similarly, Florida can request and receive assistance from other states through EMAC. The management and coordination of these resources will be administered through the Operations Section of the SERRT under the direction of the Operations Section Chief. This process is highlighted in Annex 3 (Mutual Aid) of the *State Unified Logistics Plan*.

## **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 MAINTENANCE**

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

The CEMP is developed with assistance and input from the State Emergency Response and Recovery Team (SERRT) members, including all levels of government, and private, volunteer and non-governmental organizations (NGOs) that have emergency management responsibilities. The Division of Emergency Management is responsible for coordinating any revision of the Basic Plan. Maintenance of the incident-specific annexes is conducted by the designated lead agency for the specific incident being addressed. Preparation and revision of the Emergency Support Function (ESF) Annex is the responsibility of the designated primary lead emergency support function agency and their designated support agencies. Format and content guidance is established by the Division and incorporated into all annexes and attachments as necessary. The Division maintains the CEMP and amends 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 conducts “No-Notice” exercises as well as annual full-scale exercises (Statewide Hurricane Exercise, Radiological Emergency Preparedness Exercises, etc.) to test core capabilities, responsiveness and overall effectiveness of the SERRT. Each exercise will test all or critical portions of the CEMP, including capabilities of equipment and the personnel to operate such equipment. A number of these exercises are coordinated with the federal government to test and exercise federal response plans and integration. Each exercise is evaluated through interviews of the emergency organization following the exercise and adopted into an After Action Report and Improvement Plan (AAR/IP). 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. These requirements are as follows:

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 is conducted annually in cooperation with SERRT member agencies, volunteer groups and other associates. Changes in procedures, lessons learned from previous incidents or events, identification of improved capabilities, and deficiencies for corrective action 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).

## **VII. LEGAL CONSIDERATIONS**

#### **A. Compliance with the Americans with Disabilities Act and other Laws or Guidelines for Functional Needs Support Services (FNSS)**

The Americans with Disabilities Act (ADA) of 1990 is incorporated into emergency preparedness plans. This law prohibits discrimination on the basis of disability. A best practice used to effectively address the needs of persons with disabilities or access and functional needs in emergency preparedness plans is establishing a process to pre-identify resources which may be used to fulfill requests from these individuals for reasonable accommodations they may need in emergency situations.

Functional Needs Support Services (FNSS) are defined as services that enable children and adults with or without disabilities who have access and functional needs to maintain their health, safety, and independence in a general population shelter. This may include personal assistance services (PAS), durable medical equipment (DME), consumable medical supplies (CMS), and reasonable modification to common practices, policies and procedures. Individuals requiring FNSS may have sensory, physical, mental health, cognitive and/or intellectual disabilities affecting their capability to function independently without assistance. Additionally, the elderly, women in the late stages of pregnancy, and individuals requiring communication assistance and bariatric support may also benefit from FNSS.

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 access and functional needs.



## 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.
- Post-Katrina Emergency Management Reform Act of 2006
- Sandy Recovery Improvement Act of 2013

## **B. Administrative Rules**

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

- Chapter(s) 27P-2, 6, 11, 14, 19, 20, 21, and 22 Florida Administrative Code.
- Chapter(s) 9J-2, 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 207 – Management Costs
- 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 establishing the State Emergency Response Commission.

## **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.
- Presidential Policy 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 Enhanced Hazard Mitigation 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

## **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 Biological Incident Annex
- The State of Florida Emergency Repatriation Annex
- The State of Florida Emergency Response Team Tropical and Non-Tropical Severe Weather Annex
- The State of Florida Emergency Response Team Mass Migration Annex
- The State of Florida Radiological Emergency Management Annex
- Florida Food Emergency Response Plan

**ACRONYMS**

AAR	After Action Report
ACAMS	Automated Critical Assessment Management System
ADA	Americans with Disabilities Act
ARC	American Red Cross
ARES	Amateur Radio Emergency Services
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
CMS	Consumable Medical Supplies
COG	Continuity of Government
COOP	Continuity of Operations
COP	Common Operating Picture
CSA	County Staging Area
DHS	Department of Homeland Security
DME	Durable Medical Equipment
DRC	Disaster Recovery Center
DSAT	Disaster Survival Assistance Team
DSCO	Deputy State Coordinating Officer
EAS	Emergency Alert System
ECO	Emergency Coordination Officer
EDICS	Emergency Deployable Interoperable Communications System
EDWARDS	Emergency Deployable Wide Area Remote Data System
EIDL	Economic Injury Disaster Loan
EMAC	Emergency Management Assistance Compact
EMI	Emergency Management Institute
EMPA	Emergency Management Preparedness and Assistance Trust Fund
EMS	Emergency Medical Services
EOC	Emergency Operations Center
ESC	Essential Services Center
ESF	Emergency Support Function
FCIC	Federal Crime Information Center
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
FIN	Florida Interoperability Network
FLCP	Florida Catastrophic Planning
FLNG	Florida National Guard
FNARS	FEMA National Radio System
FOB	Forward Operating Base
FMAGP	Fire Management Assistance Grant Program
FNSS	Functional Needs Support Services
FMA	Flood Mitigation Assistance
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
IA	Individual Assistance
ICS	Incident Command System

IMAT	Incident Management Assistance Team
IMT	Incident Management Team
IOF	Interim Operating Facility
IP	Improvement Plan
IPS	Integrated Planning System
IRIS	Immediate Response Information System
IRMS	Incident Resource Management System
JRSOI	Joint Reception, Staging, Onward Movement and Integration
JFO	Joint Field Office
LMS	Local Mitigation Strategy
LOC	Logistics Operations Center
LSA	Logistical Staging Area
LSE	Local State of Emergency
MARC	Mutual Aid Radio Communications
MSAT	Mobile Satellite Phone System
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 Service
ONA	Other Needs Assistance
PA	Public Assistance
PAS	Personal Assistance Services
PDA	Preliminary Damage Assessment
PL	Public Law
POD	Point of Distribution
PPD-8	Presidential Preparedness Directive 8
PSA	Protective Service Advisor
PW	Project Worksheet
RACES	Radio Amateur Civil Emergency Services
RCMP	Residential Construction Mitigation Program
RDSTF	Regional Domestic Security Task Force
SAIL	Survivor Assistance Information Line
SBA	Small Business Administration
SCO	State Coordinating Officer
SEOC	State Emergency Operations Center
SERRT	State Emergency Response and Recovery Team
SLERS	State Law Enforcement Radio System
SLRC	State Logistics Response Center
SMAA	Statewide Mutual Aid Agreement
SpNS	Special Needs Shelter
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
VSAT	Very Small Aperture Terminal

**APPENDIX I: EMERGENCY SUPPORT FUNCTION 1 – TRANSPORTATION****PRIMARY AGENCY:** Florida Department of Transportation (FDOT)**SUPPORT AGENCIES:**STATE AGENCIES

- Florida Department of Agriculture & Consumer Services (FDACS)
- Florida Department of Corrections (FDC)
- Florida Department of Environmental Protection (FDEP)
- Florida Department of Highway Safety & Motor Vehicles (FDHSMV)
- Florida Department of Law Enforcement (FDLE)
- Florida Department of Management Services (FDMS)
- Florida Department of Military Affairs (FDMA)
- Florida Water Management Districts (WMDs)

FEDERAL AGENCIES

- National Oceanic and Atmospheric Administration (NOAA)
- U.S. Department of Homeland Security (DHS)
- U.S. Department of Transportation (USDOT), Federal Highway Administration (FHWA)

**PURPOSE**

Pursuant to the National Response Framework (NRF) and the National Incident Management System (NIMS), Emergency Support Function 1 - Transportation (ESF 1) assists the State Emergency Response and Recovery Team (SERRT), upon activation of the State Emergency Operations Center (SEOC), by providing the resources (personnel, services, equipment, facilities, materials and supplies) of member agencies necessary to support transportation systems, infrastructure and emergency transportation (air, ground, water, space) needs during domestic events and incidents affecting the state. The term “transportation systems”, as used in this annex and all supporting plans and documents, includes the following modes of the State’s transportation system:

- Aviation;
- Highways and other roadway facilities;
- Marine, to include Seaports and fresh and salt water routes;
- Pipeline;
- Public Transit;
- Rail; and
- Space.

## SCOPE

ESF 1 is designed and structured to provide transportation emergency management and resource support to assist in domestic event and incident management. Activities within the scope of ESF 1 functions include:

- Processing and coordinating requests for transportation support;
- Reporting damage to transportation infrastructure as a result of the incident;
- Coordinating alternate transportation services;
- Coordinating the restoration and recovery of the transportation infrastructure;
- Coordinating and conducting activities under the direct authority of FDOT elements, including: 1) aviation, 2) highways and other roadway facilities, 3) marine (including seaports and fresh and salt water routes), 4) pipelines, 5) public transit, 6) rail, and space; and
- Coordinating and supporting the preparedness, response, recovery and mitigation activities necessary to support the state's transportation infrastructure.

## POLICIES

Upon activation of the SEOC, in response to an event or incident impacting the state, the ESF 1 primary and supporting agencies will assign personnel to the SERRT at the SEOC. ESF 1 is designed and structured to respond and report directly to the SERRT Infrastructure Branch Director, who in turn, reports to the SERRT Operations Section Chief (*see the State Comprehensive Emergency Management Plan (CEMP), Basic Plan, Concept of Operations*). To efficiently and effectively perform the duties, responsibilities and activities reserved to ESF 1, the primary and supporting agencies will ensure that the following policies, guidelines and principles are demonstrated:

- Transportation planning will employ the most effective means of transporting resources, including commercial transportation capacity.
- Transportation planning will recognize state and local plans used to control movement of relief personnel, equipment, and supplies, as well as state and local-established priorities for determining precedence of movement.
- Facilitate coordination between federal, state, district/regional, local and private entities.
- Movements of state and contracted personnel, equipment, and supplies are managed through the coordination and prioritization of shipments. To facilitate the prompt deployment of resources, priorities for various incidents are developed and maintained through a collaborative process led by the FDOT prior to an incident to facilitate the prompt deployment of resources. Each ESF agency is responsible for compiling, submitting, and updating information for inclusion in the ESF 1 prioritized shipments.
- FDOT Central Office (CO) and the eight (8) FDOT Districts will share and coordinate activities through timely and relevant situational awareness and threat information reports.
- Supporting agencies will collaborate in the provision of relevant situational awareness and threat information reports.
- Ensure that ESF 1 and its supporting agencies have designated personnel assigned to other ESFs in the SEOC, as needed, or to their respective agency emergency operations centers;
- Ensure that personnel are available to receive, assess and respond to transportation resource requests tasked by the State Emergency Response and Recovery Team (SERRT);



- Proactively assess and routinely develop action plans for submission to ESF 5 to meet the short and long-term transportation needs of the threatened and/or impacted area(s);
- Routinely prepare and submit Situation Reports (SITREP) to ESF 5;
- Meet transportation resource requests through available or obtainable resources of support function agencies, including resources that are available through mutual-aid agreements, compacts, and/or the Federal Emergency Management Agency (FEMA);
- Identify temporary alternative transportation solutions that can be implemented when systems or infrastructure are damaged or unavailable, and
- Evaluate damage to infrastructure and conduct impact assessment in the threatened and/or impacted area and, as appropriate, task personnel for response and recovery work.

## CONCEPT OF OPERATIONS (CONOPS)

### A. GENERAL

- Mission assignments for transportation support are tasked by the SERRT Infrastructure Branch to ESF 1 for action;
- ESF 1 communications are established, maintained and coordinated with ESF 5 (Information & Planning) to facilitate the expeditious and accurate exchange of information necessary to conduct mission management activities;
- ESF 1 receipt and reporting of assessment and status information is coordinated with ESF 5, ESF 7 (Resource Management), FDOT CO, FDOT Districts and other emergency management as required.
- ESF 1 provides a structure for managing and coordinating the complex operations of the transportation system. This includes:
  - Coordination of evacuation and re-entry efforts;
  - Coordination of resource deployment into and out of the event or incident area;
  - Coordination of transportation recovery, restoration, safety and security;
  - Coordination of Maintenance of Transportation (MOT) efforts; and
  - Coordination of the movement, or restricting the movement, of individuals, personnel and goods as necessary.
- ESF 1 resources are provided through the SEOC when activated, or coordinated through the FDOT Emergency Management Duty Officer;
- ESF 1 may obtain resources through member agency contractors, vendors, and suppliers. Resources may also be obtained from local, state, regional, national, and public and private associations or groups;
- ESF 1 resources may be used to:
  - Provide transportation support to other ESFs;
  - Provide information and support to entities conducting evacuation and re-entry efforts;
  - Monitor, control, and coordinate all modes of transportation;
  - Provide infrastructure status reports for all modes of transportation;
  - Provide multi-modal logistical support for the transportation of evacuees, responders, resources and survivors returning to impacted areas;
  - Identify temporary alternative transportation solutions that can be implemented when systems or infrastructure are damaged or unavailable, to include the identification of alternative routes;

- Provide transportation maps, charts and electronic geospatial information;
- Identify, assess, and prioritize repairs of damage sustained to the multi-modal transportation infrastructure;
- Prioritize and initiate emergency work to clear debris and obstructions from, and make emergency repairs to, the multi-modal transportation infrastructure, and;
- Facilitate and coordinate the Overweight and Over Dimensional expedited permitting process.
- Facilitate and coordinate the provisions for extended hours of operation for commercial operators for materials necessary to respond to the event or incident.

INITIAL ACTIONS. Immediately upon notification of a threat, event, or incident, consideration is given by ESF 1 toward:

1. Providing appropriate representation at the State Emergency Operations Center (SEOC);
2. Providing appropriate representation at the FDOT Transportation Emergency Operations Center (TEOC);
3. Initiating relevant reporting to ESF 1 agencies and the SERRT;
4. Implementing plans to ensure adequate staff and administrative support;
5. Implementing protective measures to manage and contain the event or incident to lessen potential impact regarding life safety, preservation of property and the environment, and mitigation against further damage.

CONTINUING ACTIONS. Upon an activation of the SERRT, consideration is given by ESF 1 toward:

1. Coordination of the acquisition of transportation services to fulfill 1) informational, 2) mission related, and 3) financial and administrative assignments in support of the SERRT and all ESFs when required.
2. Coordination of support to the appropriate state, local, and tribal entities regarding the movement of people and goods to, from, and within the impacted area(s), and provides information regarding issues such as movement restrictions, critical facilities closures, and evacuations.
3. Coordination of the administrative support of individuals involved in regional emergency transportation operations and for managing all financial transactions undertaken through mission assignments to ESF 1.
4. Coordination of appropriate regional/district operating administrations on the implementation of specific FDOT statutory authorities providing immediate assistance, such as air traffic control, long-term recovery of the transportation infrastructure, and any authorized mitigation efforts to lessen the effects of future incidents.

## **B. ORGANIZATION**

ESF 1 will be organized by implementing and utilizing the NIMS Incident Command System (ICS). FDOT, as the primary, or lead, agency for ESF 1, will staff the Command and General Staff positions (Intel Chief, Finance and Administration Chief, Logistics Chief, Operations Chief, Planning Chief - IFLOP) within the ESF 1 ICS structure. The duties, responsibilities and activities of FDOT personnel in these Command and General Staff positions include:

- Coordination of the ESF 1 activities in the SEOC during periods of activation;
- Development and maintenance of the ESF 1 duty roster and schedule;

- Coordination of the 1) information management, 2) mission management, and 3) administrative and financial management processes related to ESF 1;
- Tracking the status of primary and supporting agency available and obtainable transportation resources;
- Participating in the evaluation and mission assignment of transportation resource requests, and;
- Supporting the development of SITREPs and action plans during SEOC activations.
- Participating in and supporting the development of ESF 1 After Action Reports (AARs) following the deactivation of the event or incident by SERRT.

### C. DIRECTION AND CONTROL

As a part of the SERRT, ESF 1 may be needed to operate at several co-located facilities or participate on several emergency management teams simultaneously. The following is a listing of those facilities and teams:

EMERGENCY OPERATIONS CENTERS. In addition to receiving and conducting ESF 1 missions, both primary and supporting agencies, district or regional entities and local agencies may be represented and participate at the SEOC and their respective agency EOCs to manage the different roles and functions necessary to successfully (efficiently and effectively) accomplish all mission assignments.

FIELD OPERATIONS. ESF 1 primary and supporting agency resources will coordinate with and assist the SERRT in Field Operations efforts if necessary. Examples of the types of field operations teams that may be deployed are listed below:

- SERRT Air Operations Branch
- Forward SERRT (FSERRT)
- SERRT Incident Management Team (IMT)
- SERRT RECON (ESF 5)
- SERRT Fuels (ESF 12)
- SERRT Joint Information Center (JIC) (ESF 14)
- SERRT Joint Reception, Staging, Onward Movement, Integration Area (JRSOI)
- SERRT Logistical Staging Areas (LSA)
- Preliminary Damage Assessment (PDA) Team
- Damage Assessment Team (DAT)
- Joint Field Office (JFO)
- ESF 1 local (regional/district or county) EOC liaison
- Intrastate (SMA) and/or interstate (EMAC) mutual aid assistance teams

### D. NOTIFICATIONS

ESF 1 will utilize the following notification processes during SEOC activations:

- The State Watch Office (SWO) will notify the FDOT Duty Officer when a threat, event or incident that will potentially impact the state is occurring or has occurred;
- The FDOT Duty Officer will notify designated ESF 1 personnel to report to the SEOC, as directed by the SERRT and upon notification by the SWO;

- As warranted by the scope of the impending event or incident, the FDOT Duty Officer, at the direction of the FDOT Emergency Coordinating Officer (ECO), or their designee, will notify the appropriate supporting agencies and request necessary support;
- The supporting agencies designated to report to the SEOC will notify their respective agencies and emergency management partners;
- The designated supporting agencies will respond to the FDOT Duty Officer's request, report to the SEOC and ensure the necessary staffing for the remainder of the activation; and
- The FDOT Duty Officer or FDOT ECO will notify designated ESF 1 personnel to end operations at the SEOC, as directed by the SERRT and upon notification of the deactivation of the SEOC by the SWO.

## **E. OBJECTIVES AND ACTIONS**

### PREPAREDNESS - OBJECTIVES AND ACTIONS

1. Participate in the review and revision of the ESF 1 Appendix to the State CEMP, related SERRT Standard Operating Guidelines (SOGs) and ESF 1 documents and materials;
2. Attend and participate in ESF 1 conference calls, webinars, meetings, conferences, training sessions, and exercises;
3. Develop and maintain manual and automated templates, documents and listings for the following:
  - a. Agency emergency points of contact and Subject Matter Experts (SME) that are assigned or otherwise available to ESF 1;
  - b. Points of contact for agency, contractor and vendor obtainable transportation resources;
  - c. Websites and other electronic resources identified to assist all supporting agencies;
  - d. SEOC briefings, situation reports, and/or action plans.
  - e. Maintenance of records for time worked and costs incurred by ESF 1 agencies and personnel during an event or incident.
  - f. Evaluation of the probability and time period of the response and recovery phases for the event.
4. Participate on the SERRT Evacuation Team and the FEMA Evacuation Liaison Team (ELT).

### RESPONSE – OBJECTIVES AND ACTIONS

1. Evaluate and task multi-modal transportation requests to the appropriate supporting agency.
2. Support the SERRT's Air Operations Branch, ESF 5 Reconnaissance, ESF 12 Fuels, IMT, FSERRT, Rapid Response Team, PDA Teams, and/or DAT.
3. Support requests and directives leading to, and resulting from, Presidential and Gubernatorial Executive Orders and Declarations and requests for federal assistance.
4. Generate information to be included in Branch and ESF briefings, situation reports, and/or action plans.
5. Activate the notifications sequence listed in section D (Notifications) above.

6. Assign and schedule sufficient ESF 1 personnel to cover an activation of the SEOC for an extended period of time.
7. Contact ESF 1 counterparts in the threatened or impacted county(s) according to established procedures.
8. Maintain appropriate records of work schedules and costs incurred by ESF 1 agencies during an event.
9. Evaluate the probability and time period of the recovery phase for the event. If a recovery phase is probable, begin pre-planning for recovery actions.
10. Anticipate, evaluate, and respond to all requests for air operations assistance pursuant to established procedures.
11. Identify temporary alternative transportation solutions that can be implemented when systems or infrastructure are damaged or unavailable.
12. Prepare and maintain maps for all modes of transportation.

#### RECOVERY OBJECTIVES AND ACTIONS

1. Evaluate and task the transportation support requests for impacted areas.
2. Generate information to be included in SEOC briefings, situation reports, and/or action plans.
3. Support the establishment of staging areas, distribution sites, a JFO, JIC, the deployment of strike teams, mutual aid teams, and other local, state, and federal recovery facilities and emergency workers in the impacted area.
4. Coordinate with FEMA ESF 1 personnel.
5. Assign and schedule appropriate recovery personnel to cover an activation of the SEOC, as needed, throughout the recovery phase.
6. Maintain appropriate records of work schedules and costs incurred by ESF 1 agencies during an event.
7. Seek information concerning the projected date the SEOC will deactivate.
8. Anticipate, evaluate, and respond to all requests for Temporary Flight Restrictions according to established procedures.
9. Monitor the status of seaports, spaceport facilities, airports, navigable waterways, railway systems and tolls.
10. Plan, prepare for and assist with the movement of emergency relief personnel and commodities.
11. Evaluate damage to transportation infrastructure and conduct impact assessment in the threatened and/or impacted area as appropriate and task personnel for response and recovery work.
12. Update temporary alternative transportation solutions that have been implemented when systems or infrastructure are damaged or unavailable as system is restored.
13. Prepare and maintain maps for all modes of transportation.

## **RESPONSIBILITIES**

### **PRIMARY AGENCY - DEPARTMENT OF TRANSPORTATION**

1. Coordinate all ESF 1 administrative, management, planning, training, preparedness, response, recovery, and mitigation/redevelopment activities.
2. Assign FDOT personnel, including ICS Command and General Staff, FDOT EM Staff, to the ESF 1 duty roster and schedule in the SEOC.
3. Provide all available and obtainable transportation resource support for the ESF 1 mission to include:

- a. Transportation equipment and facilities lists;
- b. Vehicular traffic management and control signs and devices of various types;
- c. Vehicular traffic flow data and information from permanent and temporary monitoring sites;
- d. Authorizing and accomplishing the lifting of state road and bridge tolls in a timely manner after notification by the SEOC of the evacuation timetable(s);
- e. Coordinating with the United States Coast Guard (USCG) to take protective measures (lockdown) for moveable bridges in a timely manner after notification by the SEOC of the marine and residential evacuation timetable(s);
- f. Suspend and clear all construction and maintenance zones in a timely manner in anticipation of a notice of an evacuation order or as a protective measure in forecasted impacted areas;
- g. Support the activation of evacuation plan(s) in a timely manner after notice of an evacuation order;
- h. Provide public transit and resources with point of contact data by city and county;
- i. Provide public and private airport, airfield, heliport, seaplane base, and hospital heliport data such as location, elevation, marine navigation aids, runways, and owner-operator points of contact;
- j. Provide railroad transportation systems data and points of contact;
- k. Provide seaport data such as location, marine navigation aids, docking and cargo capability, and owner-operator points of contact;
- l. Provide pipeline data with coordination of ESF 12, and other support agencies;
- m. Provide the SERRT, including deployed personnel, maps for all modes of transportation;
- n. Identify temporary alternative transportation solutions that have been implemented when systems or infrastructure are damaged or unavailable and update as system is restored.
- o. Provide staffing and resources necessary to conduct impact assessment of the impacted area, and;
- p. Provide multi-modal transportation engineering, technical, and specialty support and coordination.

#### **SUPPORTING AGENCIES**

##### **Florida Department of Agriculture & Consumer Services (FDACS)**

- a. Assign DACS personnel to the ESF 1 duty roster and schedule in the SEOC, as needed.
- a. Provide all available and obtainable transportation resources for the support of ESF 1 missions.

##### **Florida Department of Corrections (FDC)**

- a. Assign DC personnel to the ESF 1 duty roster and schedule in the SEOC, as needed.
- b. Provide all available and obtainable transportation resources for the support of ESF 1 missions.

##### **Florida Department of Environmental Protection (FDEP)**

- a. Assign FDEP personnel to the ESF 1 duty roster and schedule in the SEOC, as needed.
- b. Provide all available and obtainable resources for the support of ESF 1 missions.

#### **Florida Department of Highway Safety & Motor Vehicles (FDHSMV)**

- a. Assign FDHSMV personnel to the ESF 1 duty roster and schedule in the SEOC, as needed.
- b. Provide all available and obtainable transportation resources for the support of ESF 1 missions. These resources may be used in coordination with the FDLE to:
  - Coordinate law enforcement support for activating, maintaining, and deactivating Emergency Shoulder Use (ESU) plans for ordered evacuations;
  - Coordinate law enforcement escort support for emergency materials, supplies, and personnel vehicles, singularly or in convoys;
  - Coordinate law enforcement support for traffic control, public safety, and security.
  - Coordinate and provide road and bridge closure reports for SERRT Infrastructure Branch, ESF 1, ESF 5, and ESF 14 (External Affairs).

#### **Florida Department of Law Enforcement (FDLE)**

- a. Assign FDLE personnel to the ESF 1 duty roster and schedule in the SEOC, as needed.
- b. Provide all available and obtainable transportation resources for the support of ESF 1 missions. The FDLE resources will be used to:
  - Coordinate law enforcement support for activating, maintaining, and deactivating Emergency Shoulder Use (ESU) plans for ordered evacuations;
  - Coordinate law enforcement escort support for emergency materials, supplies, and personnel vehicles, singularly or in convoys;
  - Coordinate law enforcement support for traffic control, public safety, and security.

#### **Florida Department of Management Services (FDMS)**

- a. Assign FDMS personnel to the ESF 1 duty roster and schedule in the SEOC, as needed.
- b. Provide all available and obtainable transportation resources for the support of ESF 1 missions.

#### **Florida Department of Military Affairs (FDMA)**

- a. Assign FDMA personnel to the ESF 1 duty roster and schedule in the SEOC, as needed.
- b. Provide all available and obtainable transportation resources for the support of ESF 1 missions.
- c. Provide transportation related technical and specialty support and coordination.

**Florida Water Management Districts (WMDs)**

- a. Assign WMD personnel to the ESF 1 duty roster and schedule in the SEOC, as needed.
- b. Provide all available and obtainable resources for the support of ESF 1 missions. These resources and facilities may be used to support coordination efforts with the NOAA National Weather Service (NWS), USACE, and other weather and river forecasting and monitoring entities.

**National Oceanic and Atmospheric Administration (NOAA)**

- a. Assign NOAA personnel to the ESF 1 duty roster and schedule in the SEOC, as needed.
- b. Support response to navigation emergencies.
- c. Coordinate with Federal ESF 10 (Hazardous Material and Environmental).
- d. Provide emergency hydrographic surveys, search and recovery, obstruction location to assist safe vessel movement, and vessel traffic rerouting in ports and waterways.
- e. Provide expertise and conducts/supports specialized salvage/wreck removal operations.
- f. Supports the United States Coast Guard (USCG) and other authorities in response to significant transportation disruption by providing expertise and conducting underwater obstruction surveys to search for dangers to navigation.
- g. Coordinates Coast Survey response activities with the Navigation Services Division (NSD).
- h. Coordinate with USCG Maritime Transportation System Recovery Unit (MTSRU), Port Recovery Team, Harbor Safety Committee, USCG staff, or Pilots Association.

**U.S. Department of Homeland Security, Office of Infrastructure Protection (OIP)**

In response to threats, events and incidents impacting the state, the OIP will have a dedicated Protective Security Advisor (PSA) report to the SEOC to coordinate critical infrastructure impact information resulting from the incident.

- a. The PSA provides expert knowledge of the impacted infrastructure providing vital information on interdependencies, cascading effects and damage assessments.
- b. The PSA coordinates closely with critical infrastructure owner/operators on incident impacts and makes recommendations on critical infrastructure reconstitution prioritization, re-entry and recovery efforts.
- c. The PSA will utilize the Special Event and Domestic Incident Tracker (SEIDIT), to track, in near real time, facilities' pre-incident and post-incident status in order to provide situational awareness to counties and the SEOC as well as OIP leadership.

**U.S. Department of Transportation, Federal Highway Administration (FHWA)**

- a. Assign USDOT and FHWA personnel to the ESF 1 duty roster and schedule in the SEOC and the TEOC.
- b. Monitor and report the status of and damage to the transportation system and infrastructure.



- c. Assist with the identification of temporary alternative transportation solutions to be implemented when primary systems or routes are unavailable or overwhelmed.
- d. Serve as the Air Operations Liaison until a representative from the FAA is available in person to serve in this role.
- e. Coordinates federal regulatory waivers and exemptions.
- f. Serve as the ELT representative on location during evacuations and re-entries.
- g. Provide longer-term coordination of the restoration and recovery of the affected transportation systems and infrastructure if required.
- h. Work with primary and support agencies, local and state transportation departments, and industry partners to assess and report the damage to the transportation infrastructure and analyze the impact of the incident on transportation operations, nationally and regionally.
- i. Coordinates and implements, as required, emergency-related response and recovery functions performed under USDOT and FDOT statutory authorities. This includes management of the airspace within and surrounding the disaster-impacted area, emergency highway funding for federally owned highways and highways on the Federal Aid System, hazardous material movement, and damage assessment, including safety- and security-related actions.
- j. Provides technical assistance to local, state, tribal, territorial, insular area, and Federal governmental entities in determining the most viable transportation networks to, from, and within the incident area and on availability of accessible transportation.
- k. Assists in restoring the transportation infrastructure through ESF 1 and the Stafford Act program.
- l. Provide all available and obtainable transportation resources for the support of ESF 1 missions. FDEM will coordinate with ESF 1 the acquisition of transportation resources from intrastate/interstate mutual-aid and compact agreements and the FEMA.

### **SERRT Emergency Support Functions (ESF) 2 -18**

Provide all available and obtainable transportation resources for the support of ESF 1 missions. The seventeen (17) other SERRT ESFs will assist ESF 1 by providing:

- a. Notification of the availability of vehicles, vessels, and aircraft for transportation missions;
- b. Notification of the availability of repair, service, refueling, parking, storage, and staging facilities, equipment, and personnel for the modes of transportation listed in item "a" above;
- c. Notification of the availability of vehicular traffic management and control signs and devices for transportation missions;
- d. Notification of any known vehicular traffic flow information, highway, road, and street closure or obstruction information, and the availability of any transportation related engineering, technical, and specialty support or assistance.

## **FINANCIAL MANAGEMENT**

### **Documentation of Incurred Costs**

- a. Each ESF 1 agency that has an automated financial management system will utilize that system to capture the incurred costs of available and contracted

resources used during the preparedness, response, recovery, and mitigation/redevelopment activities of an emergency, disaster, or exercise.

- b. All agencies that do not have an automated financial management system will utilize its normal financial management procedures to capture and document incurred costs. All automated financial management systems that are used to document incurred costs must comply with applicable agency, State, and federal guidelines, rules, standards, and laws. This understanding is based on the knowledge that any reimbursement of incurred costs must be eligible.

#### Notification of Incurred Costs

- a. All agencies that have an automated financial management system must use the companion procedures and forms necessary for notification of and authorization for incurring costs.
- b. All agencies that do not have an automated financial management system will use their normal financial management procedures and forms necessary for notification of and authorization for incurring costs.
- c. All agencies understand that their automated financial management system, or normal financial management, procedures and forms necessary for notification of and authorization for incurring costs must be in compliance with applicable agency, State, and federal guidelines, rules, standards, and laws.

#### Transportation Equipment and Facilities Pool

The following is the transportation equipment and facilities pool of all ESF 1 agencies from which certain and specific resources are referenced and assigned as the responsibility of each ESF 1 agency identified herein:

- a. Buses of various types and sizes, with drivers, to be used for evacuations and other logistical transportation missions;
- b. Passenger and utility vans of various types and sizes, with and without drivers, to be used for evacuations and other logistical transportation missions;
- c. Trucks and/or trailers of various types, sizes, and combinations with drivers/operators to be used for various logistical transportation missions;
- d. Aircraft, aircrews, ground and operations personnel and communications for transportation of emergency officials, personnel, light-load cargo, and for various aerial surveillance and reconnaissance flights;
- e. Boats of various types and sizes, powered and non-powered, for various logistical transportation missions;
- f. Cars of various sizes, most without drivers, to be used for various logistical transportation missions;
- g. Vehicle repair facilities, equipment, and personnel to be used for repairs to various types of emergency vehicles;
- h. Fleet parking and storage areas to be used for the staging, parking, and storage of various types of emergency vehicles, and
- i. Motor pool and vehicle service facilities and personnel to be used for refueling and servicing various types of emergency vehicles.

#### **REFERENCES AND AUTHORITIES**

- A. HOMELAND SECURITY PRESIDENTIAL DIRECTIVES

- HSPD 5
- HSPD 8

**B. FEDERAL REGULATIONS, PLANS, AND GUIDELINES**

- NRF
- NIMS
- National Infrastructure Protection Plan (NIPP)
- National Disaster Recovery Framework (NDRF)
- CFR, Part 91.137, Federal Aviation

**C. FLORIDA STATUTES**

- Chapter 252, Florida Statutes
- Chapter 327, Florida Statutes

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## APPENDIX II: EMERGENCY SUPPORT FUNCTION 2 - COMMUNICATIONS

**PRIMARY AGENCY:** Department of Management Services, Division of Telecommunications

**SUPPORT AGENCIES:** Department of Agriculture and Consumer Services, Department of Law Enforcement, Department of Military Affairs, Public Service Commission, Florida Civil Air Patrol, and Amateur Radio Emergency Services.

### I. INTRODUCTION

The purpose of Emergency Support Function 2 (ESF 2) is to provide the state provisions for communications support before, during, and after an emergency/disaster situation. ESF 2 will coordinate communications resources (equipment, services, and personnel) that may be available from a variety of sources (i.e., State agencies, voluntary groups, county agencies, the telecommunications industry, federal government agencies, and the United States armed forces) before or after the activation of the State Emergency Operations Center (SEOC).

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

Under the leadership of the Division of Telecommunications (DIVTEL), representatives from each of the primary, support and voluntary agencies will staff the SEOC when appropriate. The role of the primary agency will be to focus coordination and ensure the management of combined agency efforts. DIVTEL will respond directly to the Operations Section Chief who reports to the State Emergency Response and Recovery Team (SERRT) Chief (**see Chapter 4, Section M of the Basic Plan**).

#### B. ORGANIZATION

The Department of Management Services (DMS) Division of Telecommunications provides the leadership and management of the ESF with those identified supporting agencies providing a subordinate role for ESF 2 operations.

#### C. OPERATIONAL OBJECTIVES

1. Preparedness
  - a. Identify communications facilities, equipment, and personnel located in, and outside, the affected area that could be made available to support response and recovery efforts.
  - b. Assess the need for and obtain telecommunications industry support as required.

- c. Assess needs to pre-stage communications assets for rapid deployment into the affected area.
- d. Alert and/or contact all support agencies of ESF 2 and Florida telecommunications industry as necessary.
- e. Assure configuration of War Room and Vendor Room with computers, dedicated phone lines, printers, etc. for activation as necessary.
- f. Develop scheduling for ESF 2 dedicated staff, War Room staff and Technical Support staff as necessary.

## 2. Response

- a. Identify the actual and planned actions of Florida telecommunications to restore services.
- b. Identify any planned activity by the Internet Service Providers to restore services that would enable use of e-government service.
- c. Identify to the extent practical the level of consumer services available for e-government services, internet access and other similar services.
- d. Determine what assets are available and nearest to the affected area(s) by each ESF 2 support agency and the time frame in deploying those assets.
- e. Identify communications facilities, equipment and personnel located nearest to the affected area(s) that could be made available to support recovery efforts.
- f. Coordinate the acquisition and deployment of communications equipment, personnel, and resources to establish temporary communications capabilities within the affected area.
- g. Prioritize the deployment of services based on available resources and critical needs.
- h. Accumulate damage information obtained from assessment teams (i.e. Field Support Team), the telecommunications industry, the local county emergency operations centers, and other city/county/State agencies and report that information through the Plans Section daily.
- i. Provide specific support to the SERRT personnel outside of the SEOC for full office capability at any forward SERRT, LSA, etc. including telephone, data, Internet Access, and Intranet Access,

etc. Communications support for the state's response and recovery teams will be a priority.

- j. Coordinate communications support to all governmental, quasi-governmental and volunteer agencies as required.

### 3. Recovery

- a. Assess State communications assets available to support a recovery mission(s). Other volunteer and local agencies with communications assets may be requested to contribute assets to the response effort. Industrial resources may also be considered for availability and effectiveness. Also, availability, operational condition, and duration of need must be considered. The logistical requirements necessary to obtain critical equipment will also be evaluated.
- b. Plan and prepare the notification systems to support the establishment of Logistical Staging Areas, distribution sites, Disaster Field Offices, Area Command, State Management Teams, staging areas, Points of Distribution sites, a Joint Field Office, Recovery Centers, Joint Information Centers, the deployment of strike teams, mutual aid teams, and other local, State, and federal recovery facilities and emergency workers in the impacted area(s).
- c. Review, categorize, and compare damage information obtained from all the assessment teams, telecommunications industry, local county EOCs and other city/county/state agencies with industry and local government sources to insure that specific problems are clearly understood and agreed upon.
- d. Select the resource alternative or package most applicable and coordinate its deployment.
- e. Evaluate and task the transportation support requests for impacted areas. Coordinate access into the impacted area(s) for restoration and recovery actions of the communications industry personnel.
- f. Generate in a timely manner, information to be included in SEOC briefings, situation reports, action plans, internal and external state agency management and/or communications industry reports.
- g. Assign and schedule sufficient personnel to cover an activation of the SEOC for an extended period of time.
- h. Prepare and process reports using established procedures, focusing specific attention to the production of after-action reports.

- i. Maintain appropriate records of work schedules and costs incurred by ESF 2 agencies during an event.
  - j. Maintain appropriate tracking records of deployed communications equipment coordination through ESF 2 during event for billing and equipment retrieval.
  - k. Seek information concerning the projected date the SEOC will deactivate.
4. Operations
- a. Monitor the National Weather Service for the latest weather report for the area, including present conditions, the 24 hour forecast, and the long-range forecast.
  - b. Assess the need for mobile or transportable communications equipment.
  - c. Assess the need for, and obtain telecommunications industry support as required.
  - d. Prioritize the deployment of services based on available resources and critical needs.
  - e. Work to resolve all conflicts regarding communications resource allocation requests.
  - f. Determine from local county/city authorities the location of possible secondary response locations in the disaster area, e.g., logistical staging areas, feed sites, tent cities, medical stations, satellite Disaster Field Offices, etc.
  - g. Obtain the exact location of any proposed forward State Emergency Response and Recovery Team.
  - h. Obtain information from ESF 1 (Transportation) and ESF 16 (Law Enforcement) regarding road, rail, and air transportation conditions and whether ESF 1 can move mobile communications systems into the area.
  - i. Maintain all activities on WebEOC (i.e. communications request, response, recovery, reports).
  - j. Prepare and process reports using established procedures; focusing specific attention to the production of after action reports that will be crucial for future review of ESF activities and procedures.
  - k. Coordinate Federal communications support to all governmental,

quasi-governmental, and volunteer agencies as required.

- I. Coordinate ESF 2 needs and time frames with the Federal Emergency Management Agency (FEMA), the Department of Defense (DOD), and the National Communications System (NCS) as required.
- m. Develop and promulgate information collection guidelines and procedures to enhance assessment, allocation, and reallocation of telecommunications industry assets.

5. Mitigation

ESF 2 provides feedback to Department of Management Services DIVTEL and all supporting State agencies and voluntary organizations concerning activities and issues that need to be addressed. The Department of Management Services is the primary agency responsible for the State implementation plan for communications services as mandated in Section 282.1021, Florida Statutes.

**D. DIRECTION AND CONTROL**

1. The Director of the Division of Telecommunications who is within the Department of Management Services provides direction and control for ESF 2. The Director or his/her Bureau Chiefs and supervisors will manage and control the operation of this ESF to include mission assignment, mutual aid, State Management Team, Area Command, contracts for goods and services, radiological emergencies, and recovery and mitigation activities (Recovery Center and Joint Field Office operations).
2. Field Support (RECON) Team: Field Support Team members from DIVTEL and ESF 2 supporting agencies keep in contact with the ESF 2 staff within the SEOC usually by cellular telephone, satellite phone, laptop, etc. but fall under the direct supervision and control of the Field Support SERRT Chief.
3. Field Operations: Agencies of ESF 2 may serve the SERRT in Field Operations (i.e., the State Management Team, Impact Assessment Teams: Preliminary Damage Assessment Team, Joint Field Office operations, Recovery Center operations, intrastate and/or interstate mutual aid assistance, etc.).

**III. RESPONSIBILITIES**

**A. PRIMARY AGENCY – DEPARTMENT OF MANAGEMENT SERVICES (DMS)**

DMS, through Division of Telecommunications serves as the primary agency for ESF 2 and as such, will coordinate all activities (i.e., administration, planning, training, preparedness, response, recovery, mitigation, etc.). DIVTEL will also coordinate and manage ESF 2 activities with the other components of the SERRT.



**B. SUPPORT AGENCIES**

The Department of Management Services, DIVTEL ESF 2 coordinates with other state agencies and communications entities that support emergency communications response and recovery efforts.

1. Florida Division of Emergency Management (DEM)
2. Florida Public Service Commission (PSC)
3. Department of Military Affairs (DMA)
4. Department of Agriculture and Consumer Services (FDACS)
5. Florida Department of Law Enforcement (FDLE)
6. Florida Wing of the Civil Air Patrol (CAP)
7. Amateur Radio Emergency Services (ARES)

**IV. FINANCIAL MANAGEMENT**

All requests for communication services must originate through the SEOC WebEOC system. Once entered into WebEOC and tasked, ESF 2 will initiate action. The SEOC WebEOC System will be used to provide a record of all payment to vendors.

## V. REFERENCES AND AUTHORITIES

All references and authorities are available in the DMS, Division of Telecommunications ESF 2 Library.

- A. Presidential Executive Order 12472, April 3, 1984.
- B. NCS Manual 3-1-1, July 9, 1990, Telecommunications Service Priority, system for National Security Emergency Preparedness, Service User Manual.
- C. Telecommunications Electric Service Priority Restoration Initiative, United States Department of Energy, February 1993.
- D. Division of Emergency Management, State Warning Point Communications Operator Standard Operating Procedure, Chapter 252.38, Florida Statutes, Emergency Management.
- E. Powers of Political Subdivisions, Chapter 252.36, Florida Statutes, Emergency Management Powers of the Governor.
- F. Civil Air Patrol Operating Plan 1000, Civil Air Patrol Support of the Department of Defense and Civil Authorities During a National Emergency or Major Disaster Operation.
- G. Training Circular 24-24, Headquarters, Department of the Army, Signal Data References: Communications Electronics Equipment.
- H. Section 252.55, Florida Statutes, Civil Air Patrol, Florida Wing; Appropriations Procurement Authority; Wing Commander bond.
- I. Section 252.35, Florida Statutes, Emergency Management Powers; Division of Emergency Management.
- J. Section 252.34, Florida Statutes, Definitions.
- K. Section 252.60, Florida Statutes, Radiological Emergency Preparedness.
- L. Section 252.83, Florida Statutes, Powers and Duties of the Department.

## APPENDIX III: EMERGENCY SUPPORT FUNCTION 3 – PUBLIC WORKS & ENGINEERING

**PRIMARY AGENCY:** Florida Department of Transportation (FDOT)

**SUPPORT AGENCIES:**

STATE AGENCIES

- Florida Department of Agriculture & Consumer Services (FDACS)
- Florida Department of Corrections (FDC)
- Florida Department of Environmental Protection (FDEP)
- Florida Department of Management Services (FDMS)
- Florida Department of Military Affairs (FDMA)
- Florida Water Management Districts (WMDs)

STATE ASSOCIATIONS:

- Florida Rural Water Association (FRWA)

FEDERAL AGENCIES

- National Oceanic and Atmospheric Administration (NOAA)
- U.S. Army Corps of Engineers (USACE)
- U.S. Department of Homeland Security (USDHS)

**PURPOSE**

Pursuant to the National Response Framework (NRF) and the National Incident Management System (NIMS), Emergency Support Function 3 – Public Works and Engineering (ESF 3) assists the State Emergency Response and Recovery Team (SERRT), upon activation of the State Emergency Operations Center (SEOC), by providing the resources (personnel, services, equipment, facilities, materials and supplies) of member agencies necessary to support public works systems, infrastructure and other emergency needs during domestic events and incidents affecting the state.

**SCOPE**

ESF 3 is designed and structured to provide public works and engineering resource support to assist in domestic event and incident management. Activities within the scope of ESF 3 functions include:

- Processing and coordinating requests for public works and infrastructure;
- Reporting damage to infrastructure as a result of the incident;
- Coordinating the restoration and recovery of critical public works facilities infrastructure;
- Coordinating and supporting the preparedness, response, recovery and mitigation activities necessary to support the state's public works facilities infrastructure.

## POLICIES

Upon activation of the SEOC, in response to an event or incident impacting the state, the ESF 3 primary and supporting agencies will assign personnel to the SERRT at the SEOC. ESF 3 is designed and structured to respond and report directly to the SERRT Infrastructure Branch Director, who in turn, reports to the SERRT Operations Section Chief (*see the State Comprehensive Emergency Management Plan (CEMP), Basic Plan, Concept of Operations*). To efficiently and effectively perform the duties, responsibilities and activities reserved to ESF 3, the primary and supporting agencies will ensure the following policies, guidelines and principles are demonstrated:

- Facilitate coordination between federal, state, district/regional, local and private entities.
- Movements of state and contracted personnel, equipment, and supplies are managed through the coordination and prioritization of shipments. To facilitate the prompt deployment of resources, priorities for various incidents are developed and maintained through a collaborative process led by the FDOT prior to an incident to facilitate the prompt deployment of resources. Each ESF agency is responsible for compiling, submitting, and updating information for inclusion in the ESF 3 prioritized shipments.
- Supporting agencies will collaborate in the provision of relevant situational awareness and threat information reports.
- Ensure that ESF 3 and its supporting agencies have designated personnel assigned to other ESFs in the SEOC, as needed, or to their respective agency emergency operations centers;
- Ensure that personnel are available to receive, assess and respond to public works resource requests tasked by the State Emergency Response and Recovery Team (SERRT);
- Proactively assess and routinely develop action plans for submission to ESF 5 to meet the short and long-term needs of the threatened and/or impacted area(s);
- Routinely prepare and submit Situation Reports (SITREPs) to ESF 5;
- Meet resource requests through available or obtainable resources of support function agencies, including resources that are available through mutual-aid agreements, compacts, and/or the Federal Emergency Management Agency (FEMA);
- Identify temporary alternative solutions that can be implemented when systems or infrastructure are damaged or unavailable, and;
- Evaluate damage to infrastructure and conduct impact assessment in the threatened and/or impacted area and, as appropriate, task personnel for response and recovery work.

## CONCEPT OF OPERATIONS (CONOPS)

### A. GENERAL

- Mission assignments for public works support are tasked by the SERRT Infrastructure Branch to ESF 3 for action;
- ESF 3 communications are established, maintained and coordinated with ESF 5 (Information & Planning) to facilitate the expeditious and accurate exchange of information necessary to conduct mission management activities;
- ESF 3 receipt and reporting of assessment and status information is coordinated with ESF 5, ESF 7 (Resource Support), FDOT CO, State and Federal agencies, and other emergency management as required.

- ESF 3 provides a structure for managing and coordinating the complex operations of the State's public works system. This includes:
  - Coordination of evacuation and re-entry efforts;
  - Coordination of resource deployment into and out of the incident area;
  - Coordination of facilities recovery, restoration, safety and security;
  - Coordination of the movement, or restricting the movement, of individuals, personnel and goods as necessary.
- ESF 3 resources are provided through the State Emergency Operations Center (SEOC) when activated, or coordinated through the FDOT Emergency Management Duty Officer;
- ESF 3 may obtain resources through member agency contractors, vendors, and suppliers. Resources may also be obtained from local, state, regional, national, and public and private associations or groups;
- ESF 3 resources may be used to:
  - Provide public works support to other ESFs;
  - Provide information and support to entities conducting evacuation and re-entry efforts;
  - Monitor, control, and coordinate all requests for assistance for public works and facilities;
  - Provide infrastructure status reports for all impacted public works facilities;
  - Identify temporary alternative solutions that can be implemented when systems or infrastructure are damaged or unavailable;
  - Provide critical public works, water treatment facilities and other relevant maps, when requested;
  - Identify, assess, and prioritize repairs of damage sustained to public works facilities and infrastructure;
  - Prioritize and initiate emergency work to clear debris and obstructions from, and make emergency repairs to, the multi-modal transportation infrastructure, and;

INITIAL ACTIONS. Immediately upon notification of a threat, event, or incident, consideration is given by ESF 3 toward:

1. Providing representation at the State Emergency Operations Center (SEOC);
2. Expanding or surging the FDOT Transportation Emergency Operations Center (TEOC);
3. Initiating reporting to and from ESF 3 agencies and FDOT districts;
4. Implementing plans to ensure adequate staff and administrative support.

CONTINUING ACTIONS. Upon an activation of the SERRT, consideration is given by ESF 3 toward:

1. Coordination of State and federal assets in support of staging and preparation of public works facilities to fulfill mission assignments in support of the SERRT and all ESFs when required;
2. Coordination of support to the appropriate state, local, and tribal entities regarding the movement of people and goods to, from, and within the impacted area(s), and

- providing information regarding issues such as movement restrictions, critical facilities closures, and evacuations.
3. Coordination of the administrative support of individuals involved in regional emergency operations and for managing all financial transactions undertaken through mission assignments to ESF 3.

## **B. ORGANIZATION**

ESF 3 will be organized by implementing and utilizing the NIMS Incident Command System (ICS). FDOT, as the primary, or lead, agency for ESF 3, will staff the Command and General Staff positions (Intel Chief, Finance and Administration Chief, Logistics Chief, Operations Chief, Planning Chief - IFLOP) within the ESF 3 ICS structure. The duties, responsibilities and activities of FDOT personnel in these Command and General Staff positions include ensuring:

- Coordination of the activities in the SEOC during periods of activation;
- Development and maintenance of the ESF 3 duty schedule;
- Coordination of the information management, mission management, administrative and financial management processes;
- Tracking the status of primary and supporting agency available and obtainable public works resources;
- Participating in the evaluation and mission assignment of public works resource requests, and;
- Supporting the development of situation reports and action plans during SEOC activations.

## **C. DIRECTION AND CONTROL**

As a part of the SERRT, ESF 3 may be needed to operate at several co-located facilities or participate on several emergency teams simultaneously. The following is a listing of those facilities and teams:

EMERGENCY OPERATIONS CENTERS. In addition to receiving and conducting ESF 3 missions, both primary and supporting agencies, district or regional entities and local agencies may be represented and participate at the SEOC and their respective agency EOCs to manage the different roles and functions necessary to successfully (efficiently and effectively) accomplish all mission assignments.

FIELD OPERATIONS. ESF 3 primary and supporting agency resources will coordinate with and assist the SERRT in Field Operations efforts if necessary. The following is a listing of the types of field operations teams that may be deployed:

- SERRT Air Operations Branch
- Forward SERRT (FSERRT)
- SERRT Incident Management Team (IMT)
- SERRT RECON (ESF 5)
- SERRT Joint Information Center (JIC) (ESF 14)
- Preliminary Damage Assessment (PDA) Team
- Joint Field Office (JFO)

- Disaster Recovery Centers (DRC)
- Intrastate and/or interstate mutual aid assistance teams

#### **D. NOTIFICATIONS**

ESF 3 will utilize the following notification processes during SEOC activations:

- The State Watch Office (SWO) will notify the FDOT Duty Officer when a threat, event or incident that will potentially impact the state is occurring or has occurred;
- The FDOT Duty Officer will notify designated ESF 3 personnel to report to the SEOC, as directed by the SERRT and upon notification by the SWO;
- As warranted by the scope of the impending event, the FDOT Duty Officer, at the direction of the FDOT Emergency Coordinating Officer (ECO), or their designee, will notify the appropriate support agencies and request necessary support;
- The support agencies designated to report to the SEOC will notify their agencies and emergency management partners, and;
- The designated support agencies will respond to the FDOT Duty Officer's request, report to the SEOC and ensure the necessary staffing for the remainder of the activation.

#### **E. OBJECTIVES AND ACTIONS**

##### PREPAREDNESS - OBJECTIVES AND ACTIONS

1. Participate in the review and revision of the ESF3 Appendix to the State CEMP, related SERRT Standard Operating Guidelines (SOGs) and ESF 3 documents and materials;
2. Attend and participate in ESF 3 conference calls, webinars, meetings, conferences, training sessions, and exercises;
3. Develop and maintain manual and automated templates, documents and listings for the following:
  - a. Agency emergency points of contact and Subject Matter Experts (SME) that are assigned or otherwise available to ESF 3;
  - b. Points of contact for agency, contractor and vendor obtainable public works resources;
  - c. Websites and other electronic resources identified to assist all supporting agencies;
  - d. SEOC briefings, situation reports, and/or action plans.
  - e. Maintenance of records for time worked and costs incurred by ESF 3 agencies and personnel during an event or incident.
  - f. Evaluation of the probability and time period of the response and recovery phases for the event.

##### RESPONSE – OBJECTIVES AND ACTIONS

1. Evaluate and task public works requests to the appropriate supporting agency.
2. Support the SERRT's ESF 5 Reconnaissance, Air Operations Branch, Incident Management Team, Forward State Emergency Response and Recovery Team, Preliminary Damage Assessment Team, and/or Damage Assessment Team.

3. Support requests and directives leading to, and resulting from, Presidential and Gubernatorial Executive Orders and Declarations and requests for federal assistance.
4. Generate information to be included in Branch and ESF briefings, situation reports, and/or action plans.
5. Activate the "Notifications" sequence listed in Section D (Notifications) above.
6. Assign and schedule sufficient ESF 3 personnel to cover an activation of the State Emergency Operations Center for an extended period of time.
7. Contact ESF 3 counterparts in the threatened or impacted county(s) according to established procedures.
8. Maintain appropriate records of work schedules and costs incurred by ESF 3 agencies during an event.
9. Evaluate the probability and time period of the recovery phase for the event. If a recovery phase is probable, start pre-planning for recovery actions.

#### RECOVERY OBJECTIVES AND ACTIONS

1. Evaluate and task public works support requests for impacted areas.
2. Generate information to be included in SEOC briefings, situation reports, and/or action plans.
3. Support the establishment of staging areas, distribution sites, a Joint Field Office (JFO), Disaster Recovery Centers (DRC), Joint Information Centers (JIC), the deployment of strike teams, mutual aid teams, and other local, state, and federal recovery facilities and emergency workers in the impacted area.
4. Coordinate with the Federal Emergency Management Agency (FEMA) ESF 3 personnel.
5. Assign and schedule appropriate recovery personnel to cover an activation of the SEOC, as needed, throughout the recovery phase.
6. Maintain appropriate records of work schedules and costs incurred by ESF 3 agencies during an event.
7. Seek information concerning the projected date the SEOC will deactivate.
8. Monitor the status of the State's and other public works facilities
9. Evaluate damage to infrastructure and conduct impact assessment in the threatened and/or impacted area as appropriate and task personnel for response and recovery work.
10. Prepare and maintain maps for all state public works facilities in impacted areas.

## **RESPONSIBILITIES**

### **PRIMARY AGENCY - DEPARTMENT OF TRANSPORTATION**

1. Coordinate all ESF 3 administrative, management, planning, training, preparedness, response, recovery, and mitigation/redevelopment activities.
2. Assign FDOT personnel to the ESF 3 duty schedule in the SEOC and Transportation Emergency Operation Center (TEOC).
3. Provide all available and obtainable resource support for the ESF 3 mission. To include:
  - a. Support the activation of evacuation plan(s) in a timely manner after notice of an evacuation order;
  - b. Provide the SERRT, including deployed personnel, maps for all modes of transportation;



- c. Identify temporary alternative solutions that have been implemented when systems or infrastructure are damaged or unavailable and update as system is restored.
- d. Provide staffing and resources necessary to conduct impact assessment of the impacted area, and;
- e. Provide engineering, technical, and specialty support and coordination.

## **SUPPORT AGENCIES**

### **Florida Department of Agriculture & Consumer Services (FDACS)**

- a. Assign DACS personnel to the ESF 3 duty schedule in the SEOC, as needed.
- b. Provide all available and obtainable resources for the support of ESF 3 missions.
- c. Provide related technical and specialty support and coordination.

### **Florida Department of Corrections (FDC)**

- a. Assign DC personnel to the ESF 3 duty schedule in the SEOC, as needed.
- b. Provide all available and obtainable resources for the support of ESF 3 missions.
- c. Provide related technical and specialty support and coordination.

### **Florida Department of Environmental Protection (FDEP)**

- a. Provide a DEP liaison to support restoration of state regulated Community Water Systems (CWS) and Domestic Wastewater (DW) Systems via coordination with ESF10.
- b. Provide all available and obtainable public works resources for the support of ESF 3 missions.
- c. Provide technical and specialty support and coordination.

### **Florida Department of Management Services (FDMS)**

- a. Assign DMS personnel to the ESF 3 duty schedule in the SEOC, as needed.
- b. Provide all available and obtainable resources for the support of ESF 3 missions.

### **Florida Department of Military Affairs (FDMA)**

- a. Assign DMA personnel to the ESF 3 duty schedule in the SEOC, as needed.
- b. Provide all available and obtainable resources for the support of ESF 3 missions.
- c. Provide public works related technical and specialty support and coordination.

### **Florida Water Management Districts (WMDs)**

- a. Assign WMD personnel to the ESF 3 duty schedule in the SEOC, as needed.
- b. Provide all available and obtainable public works resources for the support of ESF 3 missions. These resources and facilities may be used to support coordination efforts with the NOAA National Weather Service (NWS), USACE, and other weather and river forecasting and monitoring entities.
- c. Provide public works related technical and specialty support and coordination.

### **National Oceanic and Atmospheric Administration (NOAA)**

- a. The National Oceanic and Atmospheric Administration (NOAA) is assigned responsibility for supporting response to navigation emergencies through the NRF, Federal Emergency Support Functions (ESF); ESF 3 – Public Works, and ESF 10 – Oil and Hazardous Material Response, require NOAA to provide emergency hydrographic surveys, search and recovery, obstruction location to assist safe vessel movement, and vessel traffic rerouting in ports and waterways. In addition, ESF 3 – Public Works and Engineering, specifies that NOAA “provides expertise and conducts/supports specialized salvage/wreck removal operations as part of a coordinated response and restoration strategy.” To fulfill these obligations, NOAA’s Office of Coast Survey supports the United States Coast Guard (USCG) and other authorities in response to significant transportation disruptions by providing expertise and conducting underwater obstruction surveys to search for dangers to navigation. Coast Survey response activities are coordinated by the Navigation Services Division (NSD).
- b. Post storm recovery surveys are typically a group effort by the U.S. Army Corps of Engineers (USACE), NOAA, and other available survey assets that may be in the area. Coordination for high impact events is led by the local USCG Maritime Transportation System Recovery Unit (MTSRU). Lesser impact events are coordinated by a Port Recovery Team, Harbor Safety Committee, USCG staff, or Pilots Association. The Federal Emergency Management Administration (FEMA) will stand up essential support function coordination during presidentially declared disasters, but FEMA does not play a coordination or leadership role in post-storm obstruction surveys. NOAA assets typically augment the USACE efforts in federally maintained channels, and provide coverage for the waterways USACE assets and their contractors are not authorized to survey.
- c. The USCG stands up a MTSRU when a significant transportation disruption occurs or is anticipated. The MTSRU is part of the Incident Command Center (ICC), either as a unit of the Planning Section or as part of the Command Staff. As a member of the MTSRU a NOAA Navigation Manager is a member of the MTSRU, leads the NOAA coordination with the various federal agencies, local, state, and port officials involved in the response. Navigation Managers provide technical expertise and an operational background to facilitate survey planning and management.
- d. NSD can provide a Strike Team (multiple units with a leader) or Single Resource to assist in surveying the affected area or port. The Single Resource NOAA provides to the ICC is typically a Navigation Response Team (NRT). If a Strike Team is provided, typically several NRTs with an operations manager are deployed. Other NOAA assets such as Office of Marine and Aviation Operations (OMAO) ships and aircraft, a Mobile Integrated Survey Team (MIST), NOAA contracted survey assets, or an autonomous underwater vehicle (AUV) can be provided to participate in the response. This broad range of response options is continually assessed, along with U.S. Army Corps of Engineers (USACE) and other outside NOAA capability, to ensure a response is quickly and efficiently executed without duplication of effort and excessive cost
- e. NRTs are the most common NOAA asset used to respond to events where a hydrographic survey is required. An NRT is a highly mobile survey asset consisting of a 30’ trailer-able survey vessel, three hydrographers, and an office

trailer. The vessel is outfitted with multi-beam echo sounder and side scan sonar equipment. The office trailer contains processing computers, generators, and plotters needed to complete survey work and produce final products in remote areas. Each NRT regularly moves around their region of the country conducting survey operations for nautical chart verification and updates. The NRTs have the equipment and develop the skills necessary to respond to a navigational emergency during their daily operations.

### **U.S. Army Corps of Engineers (USACE)**

ESF 3 USACE (Lead for FEMA in Response Phase). In the event of a major disaster impacting the State of Florida, USACE can provide support under the following authorities.

#### **Civil Authorities**

1. PL 84-99 (Flood Control and Coastal Emergencies)
  - a. Advance Measures (Imminent threat/unusual flooding, temporary in nature, protect life and property)
  - b. Floodfight (Save life and property, temporary in nature, Emergency Debris, Emergency Infrastructure)
  - c. Rehabilitation Program (Repair Flood Control Works and Beaches in the USACE Rehabilitation and Inspection Program)
  - d. Mitigate (Identify mitigation opportunities, Intergovernmental Task Force, i.e. Silver Jackets - System Wide Improvement Framework)
2. Civil Works Authorities (USACE Flood Control Works)
  - a. Reservoir Operations
  - b. Lock and Dam Operations

**Stafford Act** - USACE can be Mission Assigned by FEMA to support the State in the following areas if the State requires assistance.

1. Temporary Emergency Power
2. Debris Removal
3. Drinking Water
4. Temporary Roofing
5. Urban Search and Rescue (structural assessments)
6. Coastal PDAs
7. Other tasking as needed.

USACE will also provide an LNO familiar with these authorities and capabilities to the State EOC to explain capabilities and coordinate these efforts.

### **U.S. Department of Homeland Security/Office of Infrastructure Protection (OIP)**

In the event of a major incident impacting the State of Florida, the US Department of Homeland Security/Office of Infrastructure Protection (DHS/IP) will have a dedicated Protective Security Advisor (PSA) report to the Florida State Emergency Operations Center (SEOC) to coordinate critical infrastructure impact information resulting from the incident.

- a. The PSA provides expert knowledge of the impacted infrastructure providing vital information on interdependencies, cascading effects and damage assessments.
- b. The PSA coordinates closely with critical infrastructure owner/operators on incident impacts and makes recommendations on critical infrastructure reconstitution prioritization, re-entry and recovery efforts.
- c. The PSA will utilize the Special Event and Domestic Incident Tracker (SEdit), to track, in near real time, facilities' pre-incident and post-incident status in order to provide situational awareness to counties and the SEOC as well as DHS/IP leadership.

## FINANCIAL MANAGEMENT

### Documentation of Incurred Costs

1. Each ESF 3 agency that has an automated financial management system will utilize that system to capture the incurred costs of available and contracted resources used during the preparedness, response, recovery, and mitigation/redevelopment activities of an emergency, disaster, or exercise.
2. All agencies that do not have an automated financial management system will utilize its normal financial management procedures to capture and document incurred costs. All automated financial management systems that are used to document incurred costs must comply with applicable agency, State, and federal guidelines, rules, standards, and laws. This understanding is based on the knowledge that any reimbursement of incurred costs must be eligible.

### Notification of Incurred Costs

1. All agencies that have an automated financial management system must use the companion procedures and forms necessary for notification of and authorization for incurring costs.
2. All agencies that do not have an automated financial management system will use their normal financial management procedures and forms necessary for notification of and authorization for incurring costs.
3. All agencies understand that their automated financial management system, or normal financial management, procedures and forms necessary for notification of and authorization for incurring costs must be in compliance with applicable agency, State, and federal guidelines, rules, standards, and laws.

## REFERENCES AND AUTHORITIES

**A. HOMELAND SECURITY PRESIDENTIAL DIRECTIVES**

- HSPD 5
- HSPD 8

**B. FEDERAL REGULATIONS**

- NRF
- NIMS
- National Infrastructure Protection Plan (NIPP)
- National Disaster Recovery Framework (NDRF)
- CFR, Part 91.137, Federal Aviation

**C. FLORIDA STATUTES**

- Chapter 252, Florida Statutes
- Chapter 327, Florida Statutes

**D. FLORIDA ADMINISTRATIVE PROCEDURES CODE (F.A.C.)**

- Part 91.137, Federal Aviation Regulation

## APPENDIX IV: EMERGENCY SUPPORT FUNCTION 4 - FIREFIGHTING

**PRIMARY AGENCY:** Department of Financial Services, Division of State Fire Marshal

**SUPPORT AGENCIES:** Department of Agriculture and Consumer Services, Florida Forest Service; and the Florida Fire Chiefs' Association; State Emergency Response Plan (SERP) Coordinators.

### I. INTRODUCTION

The purpose of Emergency Support Function 4 (ESF 4) is to provide State support to local governments and to describe the use of State resources to detect and suppress urban, rural and wildland fires resulting from, or occurring coincidentally with, a significant disaster condition or event whether planned or unplanned.

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

Firefighting involves managing and coordinating firefighting support and command and control as needed to local governments for detection and suppression of fires, including mobilizing and providing personnel, equipment, and supplies to support local government responses.

#### B. ORGANIZATION

The Department of Financial Services, Division of State Fire Marshal is the primary agency for ESF 4. Supporting the Fire Marshal's Office are a representative from the Florida Fire Chiefs' Association and the Department of Agriculture and Consumer Services, Florida Forest Service. Representatives from primary and support agencies will be present in the State Emergency Operations Center (SEOC) on a 24-hour basis during SEOC activations. ESF 4 reports directly to the Emergency Services Branch Chief who reports to the Operations Section Chief (**see Chapter 4, Section M of the Basic Plan**).

#### C. OPERATIONAL OBJECTIVES

1. Preparedness Objectives
  - a. Utilizing the Florida Fire Chiefs' Association *Statewide Emergency Response Plan (SERP)*, planning, coordinating and mobilizing resources from fire service organizations statewide through the seven SERP regional coordinators is accomplished.
  - b. The Florida Fire Chiefs' Association and the State Fire Marshal coordinate training and exercises regularly utilizing the Disaster Response Plan statewide.

- 2. Response Objectives
  - a. Activate the State Fire Resource Coordination Group.
  - b. Coordinate State and local resources from outside the impacted area through County EOCs and coordinating with other responding agencies.
  - c. Transportation MAY be provided, if available, but is usually the responsibility of the responding agency. This may require coordination with ESF 1. Additionally, resources may be pre-positioned as conditions permit (i.e. pre-landfall for hurricanes).
  - d. Members of ESF 4 may serve the State Emergency Response and Recovery Team in Field Operations on any appropriate field operations team assigned.
  
- 3. Recovery Objectives
  - a. Department of Financial Services, Division of State Fire Marshal personnel may serve as members of any deployed recovery team assigned.
  - b. Will provide fire fighting personnel and resources for recovery efforts upon request as appropriate and available.

**III. RESPONSIBILITIES**

**A. PRIMARY AGENCY- DEPARTMENT OF FINANCIAL SERVICES, DIVISION OF STATE FIRE MARSHAL**

The Department of Financial Services, Division of State Fire Marshal's Office is the primary agency in ESF 4. As the primary agency, it coordinates with the support agencies in directing fire fighting resources and response activities.

**B. SUPPORT AGENCIES**

<b>Agency</b>	<b>Responsibilities</b>
<p><b>1. Florida Fire Chiefs' Association (FFCA)</b></p>	<p>Works with the Division of State Fire Marshal by forwarding requests for fire fighting assistance to the seven fire regional response zones designated in the State of Florida <i>Statewide Emergency Response Plan</i> (prepared by the FFCA).</p>
<p><b>2. Department of Agriculture and Consumer Services, Florida Forest Service</b></p>	<ul style="list-style-type: none"> <li>a. Serve as primary agency during an activation of the SEOC for a wildfire.</li> <li>b. Request and coordinate the use of all State and/or Forestry Agency Compact assets that are ordered for control of wildfires.</li> </ul>

#### IV. FINANCIAL MANAGEMENT

All disaster response agency assets, city/county or otherwise, who provide assets and staff to requests from ESF 4, must submit their preliminary reimbursement request to the Department of Financial Services / Division of State Fire Marshal (ESF49@em.myflorida.com within 15 business days of demobilization orders. The final request must include the following:

- A. **Salaries** - Provide a schedule for all employees, the time they worked, their pay rate and matching rate, separating regular time from overtime; NOTE: Individuals will only be paid for 24-hours during the first 48-hours of the incident, after that reimbursement is only allowable for 16 hours a day.
- B. **Travel** - Provide copies of the travel vouchers you have paid due to disaster response. The appropriate Finance Director must certify travel vouchers as true expenditures; and
- C. **Equipment** - Provide a detailed description of the equipment used to assist, detailing the type and size, pump size and horsepower, where the equipment was used, number of hours per piece, per day, and type of work each piece performed.

#### V. REFERENCES AND AUTHORITIES

- A. Federal ESF 4 Annex.
- B. Fire Suppression Draft – Forestry.
- C. The Guidelines of the State Emergency Response and Recovery Team for Wildfire Events,” 2006 version.
- D. The Florida Fire Chiefs’ Association, *Statewide Emergency Response Plan*.
- E. Agreement between the Department of Health, Emergency Support Function 8, the Florida Fire Chiefs’ Association; and the State Fire Marshal.”
- F. Division of State Fire Marshal Policy 1-31 (ESF 4 and 9).
- G. Memorandum of Understanding between the Department of Environmental Protection, ESF 10; The Florida Fire Chiefs’ Association; and the State Fire Marshal.



## APPENDIX V: EMERGENCY SUPPORT FUNCTION 5 – INFORMATION & PLANNING

**PRIMARY AGENCY:** Division of Emergency Management

**SUPPORT AGENCIES:** Department of Military Affairs—Florida National Guard, the Florida Wing of the Civil Air Patrol, Florida Department of Transportation, and the Florida Fish and Wildlife Conservation Commission—Division of Law Enforcement.

### I. INTRODUCTION

Emergency Support Function (ESF) 5— is a function located within the Planning Section, with the mission of compiling, analyzing and coordinating overall information and planning activities in the State Emergency Operations Center (SEOC) in support of emergency operations.

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

The primary function of ESF 5 is to serve as a clearinghouse for event information, facilitate the development of action plans, develop approaches, and devise solutions for future response operations. This is accomplished through the collection, processing, analysis, and dissemination of information in the form of standardized planning documents, ad-hoc reports, and operational briefings. Essential information may be collected from sources such as other Emergency Support Functions and counties. ESF 5 is responsible for coordinating SERRT Reconnaissance (Recon) activities with its supporting agencies. Additionally, ESF 5 closely coordinates with other Planning Section functions to provide full situational awareness, to include meteorological information, spatial analysis through Geographical Information Systems (GIS), technical assistance, technical reports, and information displays for the State Emergency Response and Recovery Team (SERRT).

#### B. ORGANIZATION

ESF 5 is staffed by Division of Emergency Management Planning Section personnel and—when requested—assisted by the Florida National Guard, the Florida Wing of the Civil Air Patrol, Florida Department of Transportation, and the Florida Fish and Wildlife Conservation Commission—Division of Law Enforcement, and other SERRT Partners as arranged. It is comprised of three functional units (Situation Unit, Documentation Unit, and the Future Planning Unit. ESF 5 is led by the SERRT Planning Section Chief. The organizational structure for ESF 5/SERRT Planning Section is located in Chapter 4 (Concept of Operations), Section M (Response Operations) of the Comprehensive Emergency Management Plan (CEMP) Basic Plan.

**C. NOTIFICATION**

1. The State Watch Office will notify Division and SERRT personnel of an activation of the SEOC.
2. Once notified of an activation of the SEOC, the Planning Section Chief will determine which units and subunits need to be mobilized and notify ESF 5 staff accordingly. A staff roster, based on the operational period and event intensity, will be developed and instituted to support SEOC operations.

**D. OBJECTIVES**

1. Preparedness
  - a. Maintain a trained staff to fulfill tasks associated with ESF 5/SERRT Planning Section operations.
  - b. Maintain and regularly update ESF 5 plans and procedures, necessary computer data and programs, maps, critical facility information, evacuation studies, demographics, critical county data, etc.
  - c. Periodically evaluate systems, processes, and methodologies in an effort to anticipate operational requirements and types of response information needed by the SERRT and its partners.
  - d. Orient other SERRT personnel to the support that ESF 5 can provide.
  - e. Provide Planning Section support for SERRT preparedness initiatives and planning meetings as requested.
2. Response
  - a. Upon notification, immediately staff the State Emergency Operations Center.
  - b. Establish a duty roster.
  - c. Coordinate with the Technical Services Branch to set up status displays, obtain data/studies and electronic files, and initiate the planning and reporting processes.
  - d. Coordinate with the Meteorology Unit to develop and disseminate meteorological forecasts.
  - f. Anticipate types of response information that the SERRT and its partners will require.
  - f. Initiate and maintain event/incident information on the Division of Emergency Management's website.

- g. Coordinate information gathering with key personnel in the field.
- h. Facilitate SEOC briefings and County/State situational awareness conference calls.
- i. Provide information in support of the SERRT, local governments, federal agencies and volunteer organizations.
- j. Facilitate planning meetings to develop Action Plans and, if needed, other specialized plans.
- k. Maintain situational awareness.
- l. Establish contact with local governments, and all state field operations facilities, teams, and personnel.
- m. Plan and coordinate impact assessment assets (e.g., Reconnaissance teams) and incorporate the results of the assessments into the SERRT's common operating picture.
- n. Develop and disseminate Flash Reports, Situation Reports, and other reports to all SERRT partners.

### 3. Recovery

- a. When requested, deploy personnel in support of Joint Field Office (JFO) operations.
- b. Collect and process information concerning recovery activities while the response phase of the disaster is ongoing.
- c. Coordinate with federal government partners to develop and disseminate Incident Action Plans, Situation Reports, and other information.
- d. Develop spatial analysis of recovery operations.
- e. Anticipate other types of recovery information the SERRT and its partners will require.
- f. Compile information to support recovery activities.

### 4. Mitigation

- a. Provide assistance as requested.

## E. DIRECTION AND CONTROL

- 1. Policies – ESF 5 will:

- a. Immediately implement requests or directives of SERRT leadership in an efficient and effective manner.
  - b. Provide support, as required, to SEOC operations.
  - c. Provide support to SERRT field operations – Reconnaissance (Recon), Incident Management Team (IMT), Forward SERRT (FSERRT), Area Command, Joint Field Office (JFO), etc.
  - d. Collect and verify information from known and reliable sources.
  - e. Consolidate key information into reports and other materials, describe and document overall response activities, and keep appropriate authorities informed of the status of overall event operations.
  - f. Coordinate with Technical Services Branch to maintain displays of key information such as meeting/briefing and reporting schedules, maps, charts, status boards, and electronic data.
  - g. Establish a pattern of information flow in support of the action planning process initiated by the State Emergency Response and Recovery Team leadership.
2. Decision-Making Authority
- a. The SERRT Chief has the authority to assign personnel, allocate resources, and expend funds to meet the responsibilities outlined for ESF 5 or to complete missions assigned to ESF 5.
  - b. The Planning Section Chief has the authority to designate a Deputy Planning Section Chief(s).
  - c. The Planning Section Chief has the authority to designate unit leaders and reassign ESF 5 personnel within the section as necessary.
  - d. The Planning Section Chief has the authority to coordinate with the SERRT Chief to request additional staffing assistance if needed.
3. Coordination
- a. All actions taken by ESF 5 will be guided by and coordinated with the SERRT Chief, mobilized Area Command or Incident Management Team representatives, and impacted county disaster officials.
  - b. As operational activities expand outside of the SEOC (e.g. staging area, Recon, Area Command), information will continue to be

reported to the SEOC, with ESF 5 collecting and reporting the information.

- c. Simultaneous coordination of vital information and protective actions will be accomplished by conference calls and/or other communications systems.
- d. When possible, ESF 5/Planning Section personnel will co-locate with Federal Emergency Management Agency (FEMA) Planning Section personnel to better coordinate and unify planning and reporting efforts. Even if physical co-location is not possible, the SERRT Planning Section will work jointly with FEMA Planning Section personnel deployed to the SEOC.

**III. RESPONSIBILITIES**

**A. PRIMARY AGENCY - Division of Emergency Management:**

Area	Responsibilities
<b>1. Documentation Unit</b>	<ul style="list-style-type: none"> <li>a. Develop and disseminate Situation Reports, Flash Reports, and other reports as required.</li> <li>b. Establish and maintain an event chronology.</li> <li>c. Monitor and develop a summary report of coordination conference calls and meetings.</li> <li>d. Establish and maintain dissemination distribution lists for the Planning Section.</li> <li>e. Maintain meeting, briefing, and conference call schedule displays.</li> <li>f. Document after action items and assist in preparing after action reports.</li> </ul>
<b>2. Situation Unit</b>	<ul style="list-style-type: none"> <li>a. Maintain situational awareness of the SERRT and the area of operations.</li> <li>b. Monitor WebEOC and gather information to be included in reports and plans.</li> <li>c. Establish, maintain, and disseminate (as needed) vulnerable population estimates; risk profiles; intelligence; forecasts; impact assessment summaries and other reports.</li> <li>d. Track resources.</li> <li>e. Coordinate Recon operational activities with partner agencies, to include Rapid Impact Assessment Teams should the need be identified by the SERRT Chief.</li> <li>f. Monitor the status of evacuations.</li> </ul>
<b>3. Future Planning Unit</b>	<ul style="list-style-type: none"> <li>a. Facilitate the development of action plans and other plans as required.</li> </ul>

	<ul style="list-style-type: none"> <li>b. Provide planning support by consolidating key information to support the action, strategic, transition, and/or demobilization planning processes.</li> <li>c. Develop recommended future planning considerations for the SERRT Chief and Planning Section Chief based upon current situation and intelligence.</li> </ul>
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**B. SUPPORT AGENCIES**

The following agencies provide support to Emergency Support Function 5:

Agency	Support Provided
Department of Military Affairs— Florida National Guard	Planning Section Chief, Situation Unit, Documentation Unit, Future Planning Unit, Technical Services Unit, Meteorology Unit, Recon
Florida Fish and Wildlife Conservation Commission—Division of Law Enforcement	Recon
Florida Department of Transportation	Recon
Florida Wing of the Civil Air Patrol	Recon

When requested, these agencies provide personnel and equipment for the SEOC and field operations.

**IV. FINANCIAL MANAGEMENT**

**A. DOCUMENTATION OF EXPENDITURES**

1. ESF 5/SERRT Planning Section will coordinate approval of all expenditures with the SERRT Chief and the Finance and Administration Section.
2. Staff will maintain employee time logs to reflect hours worked.
3. Each agency—primary and supporting—will be responsible for tracking its own costs.
4. All missions conducted will be entered into WebEOC for documentation and tracking purposes.

## APPENDIX VI: ESF 6 - MASS CARE

**PRIMARY AGENCIES:** Department of Business and Professional Regulation (Response) and Department of Children and Families (Recovery)

**SUPPORT AGENCIES:** Agency for Persons with Disabilities, American Red Cross, Catholic Charities, Department of Corrections, Department of Economic Opportunity, Department of Education, Department of Elder Affairs, Department of Veterans' Affairs, Farm Share Feeding Florida, Florida Baptist Convention, Florida Board of Governors, Global Rescue- Relief and Resilience, The Salvation Army, 2Serve.

### I. INTRODUCTION

#### Purpose

Emergency Support Function 6 (ESF 6) – Mass Care coordinates the provision of life-sustaining resources and essential services when the needs of disaster survivors exceed local government capabilities.

#### Scope

Before and after disasters local, state, tribal, and non-governmental human services agencies and organizations work together to provide life-sustaining mass care and emergency assistance to disaster survivors. ESF 6 – Mass Care is a member of the Human Services Branch of Florida's State Emergency Response and Recovery Team. ESF 6's three primary functions are:

- **Mass Care:** Includes, but is not limited to, support of congregate, non-congregate and transitional sheltering, mass feeding, distribution of emergency supplies, the reunification of children with their legal guardians and to facilitate the ability of adults to notify approved parties regarding their post impact condition.
- **Emergency Assistance:** Includes, but is not limited to, support to individuals with disabilities and others with access and functional needs in congregate facilities, support to children in disasters and the provision of human services during and after mass evacuations.
- **Human Services:** Includes coordination of select programs to assist disaster survivors. These programs include, but are not limited to, the Disaster Supplemental Nutrition Assistance Program (DSNAP), disaster unemployment assistance and survivor case management.

## II. ASSUMPTIONS

### The following assumptions are applicable to this plan:

- All disasters are local, but may require state assistance.
- A disaster may occur with little or no warning and may escalate more rapidly than the jurisdiction and local response organizations can manage.
- Disasters will result in one or more of the following: loss of life; damage or destruction to public and private property; disruption of utilities (electric, telephone and water) and daily life activities; displacement of individuals 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.
- The most readily available resources in disasters are survivors. They are often first on the scene and provide instant assistance to other survivors.
- Achieving and maintaining effective community preparedness reduces the immediate demands on response organizations. This level of preparedness requires regular public awareness and education programs to ensure people will take appropriate advance actions to reduce their vulnerability during the initial 72 hours following a disaster.
- Local government agencies will initiate actions toward saving lives and protecting property.
- Counties may request assistance from other counties through the Statewide Mutual Aid Agreement and will use available resources and mutual aid before requesting state assistance.
- All state resources available through the State Emergency Response and Recovery Team (SERRT) will be mobilized to mitigate the impact of the emergency or disaster.
- When state resources and capabilities are exhausted, additional resources will be requested from FEMA through the Stafford Act and from other states through the Emergency Management Assistance Compact (EMAC).
- In a catastrophic event, resource shortfalls at all levels of government may impact the effectiveness and efficiency of the response. The need for out-of-area resources will be significant.
- Eligible private nonprofits and voluntary organizations will document disaster activities performed and resources provided during response and recovery. This information will then be provided to the appropriate authority to be used to mitigate FEMA required cost shares.

## II. CONCEPT OF OPERATIONS

### General

ESF 6 uses the National Incident Management System and promotes adoption of the National Incident Management System by ESF 6 Support Agencies. The primary function of ESF 6 is to coordinate the provision of life- sustaining resources and essential services when the needs of disaster survivors exceed local government capabilities.

A basic premise of emergency management is that disaster response begins and ends at the community level. This is particularly true for the functions of ESF #6, as many disasters occur with little or no warning, thereby requiring that life-sustaining services be provided quickly to prevent additional suffering and loss of life. ESF #6 partner



agencies and organizations rely on the whole community to meet the needs of disaster survivors.

Key elements of the whole community include individuals with disabilities and others with access and functional needs whose needs must be considered well in advance when preparing for disasters and emergencies, and who are important partners to support the delivery of core capabilities during incident response (e.g., through associations and alliances that serve these populations). People with disabilities and others with access and functional needs include individuals who are from diverse cultures, races, and nations of origin; individuals who do not read, have limited English proficiency, or are non-English speaking; people who have physical, sensory, behavioral, mental health, intellectual, developmental and cognitive disabilities; senior citizens with and without disabilities or other access and functional needs; children with and without disabilities or other access and functional needs and their parents and/or guardians; individuals who are economically or transportation-disadvantaged; women who are pregnant; individuals who have chronic medical conditions; and those with pharmacological dependency.

ESF 6 is composed of a variety of state and non-governmental agencies. As noted previously, the Department of Business and Professional Regulation and the Department of Children and Families are the Primary Agencies for ESF 6. ESF 6 Support Agencies include but are not limited to the Agency for Persons with Disabilities, American Red Cross, Catholic Charities, Department of Corrections, Department of Economic Opportunity, Department of Education, Department of Elder Affairs, Department of Veterans' Affairs, Feeding Florida, Florida Baptists, Florida Board of Governors, Global Rescue- Relief and Resilience, The Salvation Army, and 2Serve.

All agencies are to provide trained staff to perform ESF 6 activities. The Primary and Support Agencies shall conduct their activities in accordance with applicable laws and rules, ESF 6's Standard Operating Guide and their own existing plans or authorities during the preparation, response and recovery phases of a disaster. Initial response activities shall focus on safety and the immediate needs of the survivors. Recovery efforts shall be initiated concurrently with response activities.

When deemed necessary by the State Emergency Response and Recovery Team (SERRT), ESF 6 shall activate in full or part. Depending upon the disaster ESF 6 Primary and Support Agencies shall provide personnel and representatives to staff the State Emergency Operations Center. Upon verification that the SERRT no longer requires Mass Care support, ESF 6 staff and resources will be de-mobilized in an orderly manner.

As appropriate, ESF 6 coordinates its activities with:

- ESF 6 Primary and Support Agencies.
- Other members of the SERRT. This includes, but is not limited to, ESF 8- Health and Medical, ESF 11- Food and Water, ESF 15- Volunteers and Donations and ESF 17- Animal and Agriculture Issues, ESF 18- Business, Industry and Economic Stabilization and SERRT Logistics.
- The Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA) who, through the Federal ESF 6, provides Federal Mass Care resources to assist and augment the State's Mass Care capabilities.
- Non-governmental organizations (NGOs) that provide Mass Care resources to assist and augment the State's Mass Care activities.
- The private sector and ESF-18, which is capable of providing Mass Care

resources to assist and augment the State's Mass Care activities.

### Structure

- State Response: When activated, and as needed, trained representatives from ESF 6 Primary and Support Agencies shall:
  - Report to the State Emergency Operations Center and prepare to support requests from appropriate sources for Mass Care and Emergency Services
  - Perform other duties as per the ESF 6 Standard Operating Guide.
- County Response: Mass Care and Emergency Assistance activities are coordinated according to their individual County Emergency Management Plans.
- Non-governmental Organization Response: ESF 6's non-governmental Support Agencies shall mobilize and respond in accordance with ESF 6 Standard Operating Guide and their individual organizational missions.

### Operational Priorities & Goals

- Coordinate ESF 6 Activities
  - Immediately activate a Mass Care and Emergency Assistance coordination function that is able to assess operational requirements and shortfalls and to request additional Federal/state resources if needed.
  - Maintain a steady-state evaluation of Mass Care and Emergency Assistance capabilities and available support resources.
  - Integrate and report the actions of ESF 6 Support Agencies as appropriate.
  - Continually seek out new and innovative partners and processes that would assist ESF 6 with the provision of life-sustaining services to affected populations.
- Support Mass Evacuation
  - Support the provision of feeding, hydration and other Mass Care services along evacuation routes and at collection points.
  - Coordinate with responsible organizations in the local community, State or nation to support the delivery of Mass Care and Functional Needs and Support Services during an evacuation.
  - Support the tracking of individuals that use government provided transportation during an evacuation.
- Support Shelter Operations
  - Immediately begin to assess, in coordination with sheltering agencies, shelter requirements and shortfalls and then request additional resources if needed.
  - Immediately begin to support, in coordination with shelter providers, the requirements for Functional Needs and Support Services for shelter residents. Coordinate with responsible organizations in the local community, State or nation to support the delivery of Mass Care and Functional Needs and Support Services while sheltering.
  - Coordinate with ESF 6 and other sheltering partners.
- Support Feeding Operations
  - Immediately begin to assess, in coordination with responsible agencies, disaster feeding requirements and shortfalls. Seek additional resources should existing resources be inadequate to meet the need.
  - Coordinate the establishment and support of a targeted Mass Care

- feeding infrastructure in the affected area in accordance with the State of Florida Multi-Agency Feeding Plan.
  - Coordinate daily with ESF 6's Mass Feeding partners.
- Support Transition of Shelter Residents to Longer Term Housing
  - Support transition of general population shelter residents to temporary or permanent long term housing by working with the Division of Emergency Management's Recovery Section.
  - Coordinate daily with sheltering agencies.
- Support Transition to Long Term Feeding
  - If applicable, coordinate the implementation of a Disaster Supplemental Assistance Program (DSNAP- disaster food stamp program) in eligible jurisdictions.
  - Coordinate the implementation of targeted household disaster feeding, if required. This would provide foodstuffs for households to self-prepare separate from the Mass Feeding operations.
  - When appropriate, coordinate the demobilization of the Mass Care feeding infrastructure in the affected area.
- Support Family Reunification Services
  - Assess the requirements for family reunification services and facilitate the activation of reunification services as needed.
  - Support the distribution of information regarding available reunification services.
  - Coordinate, as needed, with reunification resource providers.
- Support Distribution of Emergency Supplies Operations
  - Immediately assess, in coordination with responsible agencies, the requirements and shortfalls of any necessary emergency supplies.
  - Coordinate the establishment of emergency supplies infrastructure in the affected area in a timely manner and support the subsequent targeted distribution of same.
- Support Recovery Operations
  - Provide Mass Care support to Disaster Recovery Centers/Essential Services Center/Family Assistance Centers/Multi-Agency Assistance Centers as required.
  - Provide program staffing support to Disaster Recovery Centers/Essential Services Centers as required.
  - Assess the need for disaster unemployment assistance, workforce, and occupational training within the affected area.
  - Support Disaster Case Management based on the need for this service.

### **Preparedness Tasks**

- In coordination with all responsible agencies, develop plans, policies, and procedures for the provision of Mass Care, Emergency Assistance and Human Services to survivors
- Develop plans, policies, and procedures to help support the availability of Functional Needs and Support Services in General Population Shelters.
- Develop plans, policies, and procedures for the activation and mobilization of ESF 6 personnel to support the State Emergency Operations Center and other facilities as needed.
- Develop reference materials that will provide ESF 6 personnel with guidance regarding ESF 6 disaster functions and how to support and/or perform them.
- Develop and implement training programs for ESF 6 personnel.

- Develop plans, policies, and procedures to help support county actions related to the inputting and gathering of shelter information (locations, census counts, etc.).
- Develop procedures to ensure that ESF 6 personnel assigned to the State Emergency Operations Center (SEOC) have adequate and operational:
  - Supplies
  - Equipment
  - Support systems

### **ESF 6 Support Agencies**

Agency for Persons with Disabilities, American Red Cross, Catholic Charities, Department of Corrections, Department of Economic Opportunity, Department of Education, Department of Elder Affairs, Feeding Florida, Florida Baptists, Florida Board of Governors, Global Rescue- Relief and Resilience, The Salvation Army, Department of Veterans' Affairs, 2Serve.

### **Human Services Branch of the State Emergency Response and Recovery Team**

ESF 6 is a component of the Human Services Branch in the Operations Section of the Florida's State Emergency Response and Recovery Team (SERRT) (see Figure 4 of the Basic Plan). The other ESF's within the Human Services Branch of State Emergency Response and Recovery Team are:

- Emergency Support Function 11 – Food and Water (ESF 11), identify food, water, and ice needs in the aftermath of a disaster or emergency; obtain these resources; and transport them to the impact area. ESF 11 will coordinate with ESF 6 and the State Emergency Response and Recovery Team (SERRT) Logistics Section to ensure ample and timely deliveries of food, water and ice supplies to the disaster feeding organizations or staging areas.
- Emergency Support Function 15- Volunteers & Donations (ESF 15), provides a central point for the coordination of information and activities of voluntary agencies responding in times of disaster and the effective utilization of donated goods.
- Emergency Support Function 17, Animal and Agriculture Issues (ESF 17), provides information and technical expertise on pet evacuation and sheltering, including pet friendly sheltering and special needs sheltering with pets.

### **Policies**

ESF 6 will coordinate services with counties, local governments and communities without regard to race, color, religion, nationality, sex, age, disability, limited English proficiency, or economic status.

Services for persons with disabilities and functional needs will be integrated into all aspects of ESF 6 operations. Service animals shall remain with the persons to whom they are assigned throughout every stage of disaster assistance.

ESF 6 is responsible for providing information to the State Emergency Response and Recovery Team as requested. Such information includes, but is not limited to:

- Facilitating the reporting of the locations, status and populations of open disaster shelters before, during and after disasters. This includes shelters for persons with medical needs. ESF 6 will verify and update, as required, the state shelter information provided through the state sponsored shelter status site.
- Reporting information on the scope of Florida mass feeding operations, to include the number of meals served per day, the county where those meals

were served and the location of disaster feeding facilities- both preparation and service.

- Reporting on the scope and location of the delivery of other Human Services such as family reunification and disaster recovery assistance programs.
- ESF 6, through its support agencies the Department of Education and the Florida Board of Governors, is responsible for coordinating requests by any member of the State Emergency Response and Recovery Team for the use of public schools, state colleges and university facilities.

### **III. ORGANIZATION**

As noted previously, the Department of Business and Professional Regulation and the Department of Children and Families are the Primary Agencies for the coordination of all State ESF 6 activities. State ESF6 supports County ESF 6 with preparedness activities (e.g., planning, training and exercises) to ensure the operational readiness of the County ESF 6 and to maximize coordination between the State and county. Support Agencies, corporations, volunteer groups, and individuals with local, state, and national NGO affiliation are the primary avenues for securing and distributing services, volunteers, and donated goods.

Support Agencies include but are not limited to the Agency for Persons with Disabilities, American Red Cross, Catholic Charities, Department of Corrections, Department of Economic Opportunity, Department of Education, Department of Elder Affairs, Department of Veterans' Affairs, Feeding Florida, Florida Baptists, Florida Board of Governors, Global Rescue- Relief and Resilience, The Salvation Army, and 2Serve.

#### **State Emergency Operations Center (SEOC)**

- In the event that the State Emergency Operations Center (SEOC) is activated the Emergency Coordination Officer (ECO) for the Department of Business and Professional Regulation (DBPR), or his/her designated representative, assumes the position of State Mass Care Coordinator. The organization chart is shown in the State ESF 6 Standard Operating Guide (SOG).
- The State Mass Care Coordinator coordinates with ESF 6 Support Agencies, in accordance with the ESF 6 Standard Operating Guide, in order to respond to assigned official Missions as well as directives of the State Emergency Response and Recovery Team

#### **Joint Field Office (JFO)**

- Upon activation of the Joint Field Office the Emergency Coordination Officer for the Department of Children and Families, or his/her designated representative, coordinates with ESF 6 Support Agencies to provide an ESF 6 representative at the Joint Field Office, when required.
- The ESF 6 representative at the Joint Field Office coordinates with ESF 6 Support Agencies in accordance with the ESF 6 Standard Operating Guide.

#### **American Red Cross (ARC)**

- Responds following pre-determined procedures and using a structure of chapters, regions, divisions and National Headquarters. The American Red

Cross adheres to the Principles of Service Delivery and the Regulations of Disaster Response as outlined in the American Red Cross' Concepts of Operations: Program Essentials and associated Standards and Procedures.

- When needed, the American Red Cross Liaison Team assigns a Government Liaison to the State Emergency Operations Center in order to coordinate American Red Cross' disaster response activities with the State.
- The American Red Cross coordinates the delivery of disaster services through local chapters, regions or Disaster Relief Operations (DRO's) supported by the Southeast & Caribbean Division, and when necessary, American Red Cross' National Headquarters. Each component has a direct and interconnected accountability for ensuring disaster response. However, each American Red Cross Regional Chapter should have plans, resources and an operational structure adequate to initiate response to a disaster in its jurisdiction.
- The American Red Cross' Disaster Relief Operation supports affected Regional Chapters by coordinating the distribution of their resources to disaster survivors as needed. The immediate priorities are:
  - Sheltering
  - Conducting fixed and mobile feeding operations
  - Staffing local government emergency operations centers and contact and/or coordinate with local government and partner relief agencies
  - Assessing the impact of the disaster
  - Conducting public affairs and disaster fundraising activities
- Other American Red Cross Disaster Services include:
  - Disaster Client Assistance (DSA)
  - Disaster Health Services (DHS)
  - Mental Health Services (MHS)
  - Safe & Well Linking (a Family Reunification resource)
  - Services to personnel in the Armed Forces
  - Sharing disaster Damage Assessment data

### **The Salvation Army (TSA)**

- In the event of a disaster or emergency the local Salvation Army Corps in the affected area responds with available resources in accordance with the requirements of their charter and in cooperation with local emergency management officials.
- When needed, the Salvation Army provides a liaison to the State Emergency Operations Center in order to coordinate the organization's activities with the State.
- When required, the Salvation Army Emergency Disaster Services for Florida Divisional Headquarters coordinates the response of the affected and unaffected Corps.
- When required, the Salvation Army Southern Territory headquarters coordinates the deployment of additional organizational resources in support of their Florida Division and the State of Florida.

#### IV. PRIMARY AGENCY RESPONSIBILITIES

##### **Primary Agency / Response - Department of Business & Professional Regulation (DBPR)**

- Designate individuals as Emergency Coordination Officer and Alternate who have the knowledge and training to function as the State Mass Care Coordinator and can perform the tasks indicated in this Appendix and in the ESF 6 Standard Operations Guide. These individuals must continuously carry electronic devices that allow them to respond to alerts by the State Watch Office.
- Revise the ESF 6 Appendix to the Comprehensive Emergency Management Plan, in coordination with the appropriate support agencies, as required.
- Produce, promulgate and update as needed a Standard Operating Guide for ESF 6 that standardizes and assigns responsibilities for completing recurring tasks.
- Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure employee participation is consistent with Department of Business and Professional Regulation and State of Florida policies
- Recruit and train personnel to adequately staff and operate ESF 6 during activation; with a priority to tasks in the Preparation and Response phases of emergency events.

##### **Primary Agency / Recovery - Department of Children & Families (DCF)**

- Designate individuals as Emergency Coordination Officer and Alternate who have the knowledge and training to perform the tasks indicated in this Appendix. These individuals must continuously carry electronic devices that allow them to respond to alerts by the State Watch Office.
- Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure employee participation is consistent with Department of Children & Families and State of Florida policies
- Provide appropriate resources to the Joint Field Office, when activated, including personnel if deemed necessary by the Department of Children and Families (DCF) Secretary or if requested by State or Federal Emergency Management officials.
- Upon approval by the U.S. Department of Agriculture, Food and Nutrition Services, the Disaster Supplemental Nutrition Assistance Program (DSNAP) is activated. This program provides benefits to survivors in order to supplement income for those families who are not currently enrolled in the Supplemental Nutrition Assistance Program (SNAP) program and are negatively impacted by the effects of a disaster through loss of food due to power loss, income loss or damages to residence.

## V. SUPPORT AGENCY RESPONSIBILITIES

### American Red Cross (ARC)

- Respond to Florida disasters by conducting Mass Care, Client Assistance and Disaster Health and Mental Health Services activities in accordance with the American Red Cross policies and procedures.
- Upon request, provide a Government Liaison to staff the State Emergency Operations Center.
- Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure employee participation is consistent with American Red Cross and State of Florida policies
- Support the training of County Staff and SERRT Partners, including the Florida National Guard in shelter operations.
- Provide timely information to ESF 6 regarding the American Red Cross's disaster related activities.

### Agency for Persons with Disabilities (APD)

- Coordinate with federal, state and local agencies, as well as non-governmental organizations, to provide assistance and resources for individuals with functional needs. Provide timely information to ESF 6 regarding Agency for Persons with Disabilities' disaster related activities.
- Be prepared to provide trained personnel, including persons trained in accommodating and supporting access and functional needs, to ESF 6 upon activation of the State Emergency Operations Center. Ensure employee participation is consistent with Agency for Persons with Disabilities and State of Florida policies governing this activity.
- Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure employee participation is consistent with Agency of Persons with Disabilities and State of Florida policies
- Provide timely information to ESF 6 regarding the Agency of Persons with Disabilities' disaster related activities.

### Department of Corrections (DOC)

- Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure employee participation is consistent with Department of Corrections and State of Florida policies governing this activity.



- If necessary, coordinate with ESF 6 for the preparation of disaster related meals.

### **Department of Economic Opportunity (DEO)**

- Provide volunteer workers to staff ESF 6 during an emergency. Ensure agency employee participation is consistent with state policies governing this activity.
- When requested by the State Emergency Response and Recovery Team Chief, request federal funds and authority to administer national emergency grants including the National Dislocated Worker Grants Program, and other programs to provide temporary jobs to assist local communities that received substantial damage caused by major disasters.
- When requested by the State Emergency Response and Recovery Team Chief, request federal funds and authority to administer the payment of Disaster unemployment assistance to individuals whose employment or self-employment has been lost or interrupted as a direct result of a major disaster declared by the President.
- Provide timely information to ESF 6 regarding the Department of Economic Opportunity's disaster related activities

### **Department of Education (DOE)**

- Coordinate, when necessary, the use of educational facilities during emergency activations among federal and state agencies, local school districts, Colleges and Universities.
- Serve as the primary liaisons in coordinating all phases of emergency response from pre-disaster planning through post disaster recovery of educational facilities.
- Facilitate the coordination and implementation of an emergency communication network with the State Emergency Response and Recovery Team and the public education school districts, Colleges, and Universities.
- Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure employee participation is consistent with Department of Education and State of Florida policies governing this activity.
- Provide timely information to ESF 6 regarding Department of Education's disaster related activities.

### **Department of Elder Affairs (DOEA)**

- Coordinate with federal, state and local agencies, as well as Non-Governmental Organizations, to address the needs of elderly populations, in assisted living and long term care facilities and those aging in place in residential communities. The Department of Elder Affairs Emergency Coordinating Officer (ECO) serves as the liaison to the State Emergency Operations Center (SEOC) to direct and coordinate the response and recovery efforts for elders needing assistance following an emergency event.

- Serve as the primary liaison with the Area Agencies on Aging, Comprehensive Assessment and Review for Long Term Care Services (CARES) State and Regional Offices, State and District Ombudsman offices, the Serving the Health Insurance Needs of Elders (SHINE) program and Department of Elder Affairs program offices to ensure that elders currently receiving services are contacted pre and post event to ensure delivery of services and continuity of care.
- As requested by local agencies, assign and coordinate personnel to support operations and discharge planning for general population shelters within and outside the disaster area.
- Convene multiagency special needs shelter (SpNS) discharge planning teams within and outside of the impacted areas, as deemed necessary by the Secretary of the Department of Elder Affairs, and/or provide additional assistance with SpNS discharge planning upon request(s) from local agencies.
- Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure employees' participation is consistent with Department of Elder Affairs and State of Florida policies governing this activity.
- Provide timely information to ESF 6 regarding the Department of Elder Affairs' disaster related activities.

#### **Department of Veterans' Affairs (DVA)**

- Coordinate with federal, state and local agencies, as well as non-governmental organizations, to address the needs of Veterans.
- Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure employee participation is consistent with Department of Veterans' Affairs and State of Florida policies governing this activity.
- Provide timely information to ESF 6 regarding the Department of Veterans' Affairs' disaster related activities.

#### **Farm Share (FS)**

- Respond to Florida disasters by conducting Mass Care in accordance with Farm Share's policies and procedures and the ESF 6 Standard Operating Guide.
- Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure employee participation is consistent with Farm Share and State of Florida policies governing this activity.
- Provide timely information to ESF 6 regarding Farm Share's disaster related activities.

#### **Feeding Florida (FF)**

- Respond to Florida disasters by conducting Mass Care in accordance with

Feeding Florida policies and procedures and the ESF 6 Standard Operating Guide.

- Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure employee participation is consistent with Feeding Florida and State of Florida policies governing this activity.
- Provide timely information to ESF 6 regarding Feeding Florida disaster related field activities.

#### **Florida Baptist Convention (FBC)**

- Respond to Florida disasters by conducting Mass Care in accordance with the Florida Baptists' policies and procedures and the ESF 6 Standard Operating Guide.
- Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure employee participation is consistent with Florida Baptist Convention and State of Florida policies governing this activity.
- Provide timely information to ESF 6 regarding the Florida Baptist Convention disaster field activities.

#### **Florida Board of Governors (BOG)**

- Serve as the primary liaisons in coordinating all phases of emergency response from pre-disaster planning through post disaster recovery of university facilities.
- Facilitate emergency communication between the State Emergency Response and Recovery Team and the Universities.
- Provide timely information to ESF 6 regarding the State University System's disaster related activities.
- Coordinate, when necessary, the use of university facilities during emergency activations.
- Serve as liaisons if the event that the State Emergency Response and Recovery Team is seeking to determine if university expertise or resources are available in responding to or preparing for an emergency, including qualified students or staff: for instance, individuals with specific language, public health, cyber/technical skills, etc.

#### **Global Rescue, Relief, and Resilience (GR3)**

- Respond to Florida disasters by conducting Mass Care in accordance with Global Rescue, Relief, and Resilience's policies and procedures and the ESF Standard Operating Guide.
- Upon request, provide a liaison to the State Emergency Operations Center.
- Provide timely information to ESF 6 regarding Global Rescue, Relief,

and Resilience's disaster field activities.

### **The Salvation Army (TSA)**

- Respond to Florida disasters by conducting Mass Care, Emergency Assistance and Human Services activities in accordance with the Salvation Army policies and procedures.
- Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure employee participation is consistent with Salvation Army and State of Florida policies governing this activity.
- Provide timely information to ESF 6 regarding the Salvation Army's disaster related activities.

### **2Serve**

- Respond to Florida disasters by conducting Mass Care, Emergency Assistance and Human Services activities in accordance with the 2Serve's policies and procedures.
- Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure employee participation is consistent with 2Serve and State of Florida policies governing this activity.
- Provide timely information to ESF 6 regarding the 2Serve's disaster related activities.

## **VI. FINANCIAL MANAGEMENT**

Agencies should work under their own accounting principles and authorities. However, state agencies must work closely with the Division of Emergency Management's budget and accounting staff to ensure that their agencies properly document all reimbursable expenses related to their disaster activities. Such expenses should be directly related to official Mission Requests submitted through the Division of Emergency Management. Reimbursable expenses could include, but are not limited to, travel, maintenance, meals, supplies, etc.

NGO's and voluntary organizations should document disaster activities performed and resources provided during response and recovery. This information should then be provided to the appropriate county or state authority to be used to mitigate FEMA required cost shares.

## **VII. REFERENCES AND AUTHORITIES**

- National Response Framework, Emergency Support Function 6  
– Mass Care, Emergency Assistance, Housing, and Human Services
- Chapter 252, Florida Statutes
- Florida's Comprehensive Emergency Management Plan
- State of Florida, ESF 6 Standard Operating Guide
- State of Florida, Multiagency Feeding Plan

- State of Florida, Multiagency Shelter Plan
- Florida Division of Emergency Management Recovery Plan

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## APPENDIX VII: EMERGENCY SUPPORT FUNCTION 7 – RESOURCE MANAGEMENT

**PRIMARY AGENCY:** Department of Management Services

**SUPPORT AGENCIES:** Department of Agriculture and Consumer Services, Department of Corrections, Division of Emergency Management, Board of Governors Management Department of Law Enforcement, Department of Military Affairs, Department of Transportation, Executive Office of the Governor.

### I. INTRODUCTION

The purpose of this Emergency Support Function is to assist the State Emergency Response and Recovery Team (SERRT), upon activation of the State Emergency Operations Center (SEOC) by providing general resource support to State and local entities involved in emergency response and recovery efforts for an emergency or disaster that impacts the State of Florida.

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

Emergency Support Function 7 – Resource Support is responsible for providing direct and active support to emergency response and recovery throughout the entire period of an emergency event. This support includes locating, sourcing, and allotting resources, such as supplies, office space, and office equipment, fuel, contracting services, personnel, heavy equipment, generators, pumps, light towers, base camps and transportation of such in coordination in support of state and local agencies with the Florida Division of Emergency Management Logistics Section.

The Department of Management Services (DMS) is responsible for planning, coordinating, and managing the resource support needed in Emergency Support Function 7 (ESF 7). Statewide capabilities and resources committed to ESF 7 will be allocated and coordinated by DMS. The primary source of equipment, supplies, and personnel shall be made from existing support agencies' resources and local sources outside the impacted area. Support, which cannot be provided from these sources, will be obtained through commercial contract sources<sup>1</sup>. Resources outside disaster areas will be directed to fulfill unmet needs of State or local governments. Logistical support necessary to save lives will receive priority. Acquisition of resources will be accomplished in accordance with an Executive Order, which would exempt normal procedures for purchasing. Individuals representing agencies supporting the staffing of ESF 7 will have extensive knowledge regarding resources and capabilities of their respective agencies and have access to the appropriate authority for committing such resources during activation. ESF 7 will respond directly to the Logistics Section

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<sup>1</sup> *Contracts to include, but are not limited to: State Term Contract (STC), State Agency Term Contracts, Alternate Contract Sources (ACS), Prison Rehabilitative Industries and Diversified Enterprises, Inc. (PRIDE), RESPECT, or General Service Administration (GSA – all schedules)*

Chief who reports to the SERRT Chief (**see Chapter 4, Section M of the Basic Plan**).

**B. ORGANIZATION**

Operate under the direction of the Department of Management Services Emergency Coordination Officer (ECO), with the support of other Department of Management Services Emergency Support Function 7 Lead(s). During an emergency or disaster, the primary and support agencies of Emergency Support Function 7 will assign personnel to the State Emergency Operations Center and state logistics facilities as required. In addition, Emergency Support Function 7 will:

1. Operate throughout the emergency, as needed, for potentially several operational periods either in the SEOC, or at a location designated by the State Logistics Section Chief and State Emergency Response and Recovery Team Chief, in coordination with the DMS ECO.
2. Alert designated primary personnel of possible resource needs and to report to the SEOC.
3. Maintain liaison with other ESFs and interested parties.
4. Take action (at the tasking of the State Logistics Section Chief) if another ESF Function requires assistance in obtaining needed items.
5. Recruit members of the Florida Emergency Purchasing Network (FEPN) to augment staffing to support the SEOC and other logistics facilities

**C. NOTIFICATION**

At the direction of the Logistics Section Chief, State Emergency Response and Recovery Team Chief, or as needed, the State Watch Office will notify the DMS ECO. The SEOC will implement the activation plan to notify appropriate DMS personnel and other support personnel. Personnel may either be placed on standby or deployed for immediate response. All support agency contact persons for ESF 7 will be instructed to alert their contacts throughout the State to ensure that all available resources are on standby.

**D. OPERATIONS OBJECTIVES**

. Preparedness

- a. Participate in the review and revision of Appendix 7: ESF 7 Resource Management to the State Comprehensive Emergency Management Plan.
- b. Attend and participate in ESF 7 conference calls, webinars, meetings, conferences, training sessions, and exercises.
- c. Participate in trainings and exercises to validate, test and improve plans and procedures.
- d. Support the pre-identification of facilities and bare sites suitable for use as Emergency Worker Base Camps, , State Logistics Staging Areas, Forward Operating Bases and other remote sites that could be made available to support both response and recovery efforts.

- e. Maintain and update the Florida Emergency Supplier Network (FESN) list of suppliers who have agreed to make all reasonable efforts to ensure that goods and services remain available during emergencies.
- f. Maintain and update the Florida Emergency Purchasing Network (FEPN) list of purchasing professionals from state agencies and local governments who have offered to assist other agencies during emergencies.
- g. Provide public procurement professional development to purchasing personnel throughout the cities and counties of Florida.

## 2. Response

- a. Assist, facilitate, and coordinate MOU's, leases and contractual services between the State and outside sources.
- b. Provide contracting information to other state agencies that need vendors/contractor support.
- c. Facilitate purchases between a State agency and vendor/contractor for services.
- d. Identify additional agency purchasing personnel and resources as needed to support response efforts.
- e. Identify potential buildings to be leased for staging areas, forward operating bases, emergency worker base camps, warehouses or to replace damaged or destroyed facilities.
- f. Assist with sourcing potential emergency facilities and/or land to support emergency operations.
- g. Assist in the negotiations of lease or memorandum of understanding (MOU) terms for a facility in an expedited fashion.
- h. Draw up all the state required documents (to be executed by a State Agency) for an emergency lease or MOU between the State of Florida and the facility/land owner or prime contractor/leasing agent.
- i. Report Florida Facilities Pool (FFP) office closures to the SERRT.
- j. Maintain records for all properties loaned requested by ESF 7 in support of the State Emergency Operations Center by the federal government.
- k. Ensure vendors that are utilized for response/recovery efforts are not listed on the DMS Convicted Vendor List or the General Services Administration, Federal Excluded Party List.

## 3. Recovery

- a. Support the Division of Emergency Management's Logistics Section with providing logistics support for staff movement,



- procuring equipment after disaster events, deploying staff to a Forward and/or Alternate State Emergency Operations Center (if established)
  - b. Providing logistical support to the Joint Field Office and/or from the Department of Management Services Purchasing Office.
  - c. Maintain appropriate records of work schedules and costs incurred by ESF 7 agencies during an event.
  - d. Participates in Rapid Impact Assessment Teams to assess damage to DMS-managed facilities.
  - e. Seek information concerning the projected date the SEOC will deactivate.
4. Operations
- a. Monitor the National Weather Service for the latest weather report for the area, including present conditions, the 24-hour forecast, and the long-range forecast.
  - b. Determine from local county/city authorities the location of possible secondary response locations in the disaster area, e.g., logistical staging areas, feed sites, tent cities, medical stations, satellite Disaster Field Offices, etc.
  - c. Obtain the exact location of any proposed forward State Emergency Response and Recovery Team.
  - d. Maintain all activities on WebEOC (i.e. response, recovery, reports).
5. Mitigation
- Work with other State agency and local purchasing directors and other purchasing agents. Encourage local cities and counties to work with County Emergency Operations Center personnel at the county level to build data bases for acquisition of goods and services that may be needed for preparedness, response, and recovery.

#### **D. DIRECTION AND CONTROL**

1. The Department of Management Services Secretary is responsible to the Governor for the operation of the Department of Management Services during normal operations and emergencies. The Secretary has designated a primary and alternate ECO for ESF 7. The ECO is the Secretary's designee for resource support and is authorized to act on behalf of the Secretary. In times of emergency, when the SEOC is in operation, the ECO works directly with the State Emergency Response and Recovery Team Chief in the emergency operations center to meet the needs of this support function, statewide. The ECO is authorized to make decisions and manage, control, and coordinate resources.

### III. RESPONSIBILITIES

#### A. PRIMARY AGENCY – DEPARTMENT OF MANAGEMENT SERVICES (DMS)

DMS, through Division of State Purchasing and Real Estate serves as the primary agency for ESF 7 and as such, will coordinate all activities (i.e., administration, planning, training, preparedness, response, recovery, mitigation, etc.). State Purchasing will also coordinate and manage ESF 7 activities with the other components of the SERRT.

#### B. SUPPORT AGENCIES

The Department of Management Services ESF 7 coordinates with other state agencies and communications entities that support emergency communications response and recovery efforts.

1. Florida Division of Emergency Management (DEM)
  - a. Provide fiscal, grant/management consulting staff, computers, and emergency operations center.
2. Florida Department of Law Enforcement (FDLE)
  - a. In coordination with ESF-16, ESF-7 will coordinate with the Florida Department of Law Enforcement on the security of ESF-7 operations and facilities, as needed.
3. Department of Military Affairs (DMA)
  - a. The Department of Military Affairs, in coordination with ESF-13, may provide ESF-7 support with uniformed personnel, as well as heavy equipment and vehicles.
4. Department of Agriculture and Consumer Services (FDACS)
  - a. In coordination with ESF-11, ESF-7 will coordinate with FDACS to provide food and water, distribution services and personnel, vehicles, heavy equipment, and equipment operators.
5. Department of Corrections
  - a. ESF-7 will coordinate with the Department of Corrections on the use of inmate labor and vehicles.
6. State University System of Florida, Board of Governors
  - a. The Board of Governors maintains a listing of building space at college and university facilities. Based on needs, ESF-7 will coordinate with the Board of Governors to identify facilities that can be used to support the SERRT Response and Recovery efforts.

### IV. FINANCIAL MANAGEMENT

#### A. NOTIFICATION AND TRACKING

1. The DMS Budget Officer is notified when the SEOC is activated. Expenditures for cost recovery are documented during the incident and after the incident period. The ECO and the Emergency Management Support Function Lead work with ESF 7 personnel in notifying the DMS Budget and Financial sections of expenditures based on standard accounting procedures.
2. Each support agency is responsible for tracking its own costs associated with ESF 7 operations, using the standard procedures established by the support

agency's standard accounting and tracking procedures. In concurrence with the SEOC, each support agency will file for reimbursement of the costs it incurs through its own agency's accounting and reimbursement filing system.

3. Each support agency is responsible for monitoring staff hours using its own tracking system, and requesting financial reimbursement for staff hours incurred in association with ESF 7 operations
4. All requests for resource management must originate through the SEOC WebEOC system. Once entered into WebEOC and tasked, ESF 7 will initiate action. The SEOC WebEOC system will be used to provide a record of all payment to vendors.

## V. REFERENCES AND AUTHORITIES

### A. REFERENCES

1. Sections 215.90-97, F.S., Florida Financial Management Information System Act;
2. Sections 216.311-313, F.S., Unauthorized Contracts;
3. Sections 287.001-136, F.S., Procurement of Commodities, Insurance, and
4. Contractual Services
5. Agency for State Technology, Administrative Rules
6. Department of Financial Services, Reference Guide for State Expenditures [http://www.myfloridacfo.com/aadir/reference\\_guide/](http://www.myfloridacfo.com/aadir/reference_guide/)
7. DFS Numbered Memoranda <http://www.myfloridacfo.com/Division/AA/Memos/default.htm>
8. DMS State Purchasing Numbered Memoranda [http://www.dms.myflorida.com/business\\_operations/state\\_purchasing/documents\\_forms\\_references\\_resources/purchasing\\_memos\\_rules\\_and\\_statutes/state\\_purchasing\\_numbered\\_memoranda](http://www.dms.myflorida.com/business_operations/state_purchasing/documents_forms_references_resources/purchasing_memos_rules_and_statutes/state_purchasing_numbered_memoranda)
9. Federal Emergency Support Function #7 - Resource Support Annex.
10. Division of Emergency Management, State Warning Point Communications Operator Standard Operating Procedure

### B. AUTHORITIES

1. Chapter 215, Florida Statutes
2. Chapter 252, Florida Statutes
3. Chapter 282, Florida Statutes
4. Chapter 287, Florida Statutes
5. Chapter 60A-1, Florida Administrative Code

## APPENDIX VIII: ESF8 – PUBLIC HEALTH AND MEDICAL SERVICES

**PRIMARY AGENCY:** Department of Health

**SUPPORT AGENCIES AND ORGANIZATIONS:**

Agency for Health Care Administration (AHCA), Agency for Persons with Disabilities (APD), Department of Elder Affairs (DOEA), Department of Children & Families (DCF), Department of Agriculture & Consumer Services (FDACS), Department of Business & Professional Regulation (DBPR), Department of Environmental Protection (DEP), Department of Veterans' Affairs (DVA), State Fire Marshal, Medical Examiner Commission, Office of the Attorney General (AG), University of Florida Maples Center for Forensic Medicine), State University Laboratories, Florida Hospital Association (FHA), Florida Health Care Association, Florida Assisted Living Association, Florida Senior Living Association End-Stage Renal Disease Network (ESRD), Poison Information Center Network, Florida Association of Community Health Centers, Florida Pharmacy Association, Florida Fire Chiefs Association, Florida Health Care Coalitions, International Medical Corps.

### I. INTRODUCTION

The purpose of Emergency Support Function 8 (ESF8), Public Health and Medical Services, is to coordinate plans, procedures and resources as a part of the State Emergency Response and Recovery Team (SERRT) to assure Florida can meet a core set of operational missions:

1. Support local assessment and identification of public health and medical needs in impacted counties.
2. Coordinate and support stabilization of the public health and medical system in impacted counties.
3. Support sheltering of persons with medical and functional needs.
4. Monitor and coordinate resources to support care and movement of persons with medical and functional needs in impacted counties.
5. Support monitoring, investigating and controlling potential or known threats and impacts to human health through surveillance, delivery of medical countermeasures and non-medical interventions.
6. Support monitoring, investigating and controlling potential or known threats to human health of environmental origin.
7. Develop, disseminate and coordinate accurate and timely public health and medical information.
8. Monitor need for and coordinate resources to support fatality management services.

9. Monitor need for and coordinate resources to support disaster behavioral health services.
10. Support responder safety and health needs.
11. Provide public health and medical technical assistance and support.

## II. CONCEPT OF OPERATIONS

### A. GENERAL

State ESF8 will operate under the following principles in order to implement the core missions:

- Implement appropriate incident management structure using Incident Command System principles to manage state-level public health and medical functions in support of the State Emergency Response and Recovery Team.
- Ensure coordinated situational awareness at the local, state and federal level.
- Identify, procure, deploy and direct the use of public health and medical needs in impacted counties.

These principles serve as the general concept of operations for State ESF8 and are further described in supporting plans and procedures.

In addition, ESF8 maintains a standard operating procedure (SOP) which describes the processes for implementation of this appendix and supports all ESF8 core missions. The processes established in the ESF8 SOP are designed to:

The State ESF8 core mission concept of operations is to:

1. Support local assessment and identification of public health and medical needs in impacted counties.
  - a. Coordinated assessments will be conducted to create a common operating picture of the anticipated or actual impact to public health and medical facilities and determine resource support needs and priorities. Assessments will be conducted both pre-and post-impact.
    - Pre-impact assessments will be conducted to verify the status of in-patient licensed health care facilities within the projected impact area. A tiered approach assures that facilities least likely to self-report or be locally contacted based on historical evidence are contacted first.
    - Post-impact assessments will be conducted to determine the status of health care facilities in the area of impact. A tiered approach assures that facilities with the most critical services are assessed first.
  - b. Local, state and federal assessment efforts will be integrated, to the fullest extent possible, to reduce duplication, maximize response resources and expedite response and recovery actions.

- c. Initial assessments will not be regulatory in nature and should be focused on determining immediate needs of the facilities to continue their life saving missions. Follow-up visits may be required based on the initial findings.
  2. Coordinate and support stabilization of the public health and medical system in impacted counties.
    - a. Support integrated medical surge operations by monitoring and assessing the health care system and providing support through augmentation of staff, supplies, pharmaceuticals and equipment. The best course of action in the continuance of critical health and medical services will be to keep existing facilities open and normal staff operating.
    - b. Ensure processes are in place and resources available for individuals to access or to be transported to appropriate facilities for diagnosis and treatment based on the patient's level of acuity.
    - c. Increased demand for health care services in an impacted area may require the establishment of temporary alternate care sites (ACS). ESF8 support may include Alternate Care Site facility identification, selection, and operational and logistical support.
    - d. Provide guidance regarding emergency waivers or variances of statutory or regulatory authorities for licensed medical professionals, health care facilities, and/or standards of care.
    - e. Coordinate requests for Emergency Management Assistance Compact (EMAC) and federal assistance for equipment, supplies and personnel, including Disaster Medical Assistance Teams (DMATs) and Federal Medical Stations (FMS).
  3. Support sheltering of persons with medical and functional needs.
    - a. Special Needs Shelters will be monitored and supported through augmentation of staff, supplies and equipment.
      - Coordinate statewide reporting on Special Need Shelter status, census of clients and caregivers, and staffing levels.
      - Facilitate the deployment of Special Needs Shelter Teams maintained by the Department of Health.
      - Facilitate the deployment of single resource clinical and non-clinical staff for shelter needs.
      - Activate contingency staffing contracts for clinical providers.
      - Conduct contingency planning for Special Needs Shelter surge, evacuation and re-location.
      - In coordination with local ESF8, procure and deploy pharmaceuticals, medical supplies and equipment for use in shelters when local resources are exhausted.
      - Facilitate the deployment of Special Needs Shelter Discharge Planning Teams maintained by the Department of Elder Affairs.

- If catastrophic circumstances warrant, coordinate with state and federal authorities to implement and staff state managed co-located or Special Needs Shelters.
  - Assist local jurisdictions in coordinating transportation for shelter clients to needed medical service locations.
  - Assist local jurisdictions with investigation and medical management of reported disease outbreaks in shelters.
- b. State ESF8 may support, as requested, the augmentation of medical personnel, supplies and equipment to meet the health and medical needs of individuals in general population shelters when available resources are exhausted.
- c. Coordinate requests for federal assistance for sheltering equipment, supplies and personnel. This may include identification of facilities suitable for Federal Medical Stations and coordination for wrap-around services.
4. Monitor and coordinate resources to support care and movement of persons with medical and functional needs in impacted counties.
- a. Individuals will be supported in their communities by reconstituting needed critical support services and reducing the need to move large groups of individuals out of the area. ESF8 will support impacted jurisdictions with medical staff, equipment, supplies, pharmaceuticals and temporary medical facilities to maintain continuity of patient care.
- b. Evacuation increases the health risks to patients; therefore, patients will only be evacuated when their risk of adverse health outcomes (by staying in place) is greater than the risk involved in being moved. Evacuated patients will be kept as close to their point of origin as possible.
- c. Patients will be evacuated to appropriate facilities based on capability/capacity, the patients' acuity, and required medical treatment/interventions. State ESF8 will monitor statewide hospital bed census/availability and is prepared to support the local jurisdiction by facilitating patient movement coordination and placement.
- d. Transportation methods for patients will be selected based on individual patient acuity, level of monitoring required during transport, and distance to be traveled in order to mitigate the risk of adverse health outcomes. The *Ambulance Deployment Standard Operating Procedure* is the primary method for obtaining ground and air ambulance resources to support patient transportation. .
- e. Patients evacuated as a part of state missions will be tracked throughout the patient movement process from their point of origin to their final destination; including return home as required. State ESF8 is prepared to facilitate the return transport of patients back to their originating medical facility, a step-down facility or their residence.
- f. Patient care, movement and stabilization support is not limited to the impacted community, and may include the extended community, and any host communities.

- g. If necessary, coordinate requests for Emergency Management Assistance Compact and federal assistance for equipment, supplies and personnel including:
- Federal Emergency Management Agency (FEMA) Region IV States Unified Planning Coalition patient movement support (State Medical Response Teams, Ambulance Buses, ground and air ambulances, available bed space, and staff augmentation).
  - Disaster Medical Assistance Teams and Federal Medical Stations, including wrap-around services.
  - National Disaster Medical System (NDMS) support for patient movement and/or definitive care.
  - Federal Emergency Management Agency National Ambulance Contract.
  - U.S. Department of Health and Human Services (HHS) Service Access Teams (SATs) and Joint Patient Assessment and Tracking (JPATS) Strike Teams.
  - Department of Defense (DOD) Disaster Aeromedical Staging Facility (DASF).
5. Support monitoring, investigating and controlling potential or known threats and impacts to human health through surveillance, delivery of medical countermeasures and non-medical interventions.
- a. Disease control functions will be implemented to protect residents and visitors, thereby reducing disease morbidity and mortality and limiting economic and social disruption. These functions will include coordinated surveillance, outbreak investigations, epidemiological analysis and appropriate laboratory testing.
- Analyze, detect, assess or predict potential or known threats and impacts to human health.
    - Provide continuous monitoring and analysis of sentinel systems for epidemics.
    - Detect and identify agents responsible for food and waterborne disease and emerging infectious disease outbreaks.
  - Provide emergency public health laboratory services to County Health Departments (CHD) and other official agencies, physicians, hospitals and private laboratories.
  - Analyze incidence prevalence or other frequencies for illness occurring in state or regional populations to guide public health or responder actions.
  - Maintain and assess a uniform system for notification of reportable diseases or threats.
  - Sustain, monitor and assess bioterrorism early event detection systems (e.g., syndromic surveillance and disease registries).
  - Detect and identify a range of threat organisms and toxins that could be used as biological weapons.
  - Train sentinel laboratory staff from hospitals and commercial laboratories in the techniques to perform rule-out testing for potential bioterrorism agents and to properly package and safely ship referred



- specimens to the Laboratory Response Network (LRN) reference laboratory.
- Identify chemical metabolites in clinical specimens in case of terrorist attack.
  - Organize and coordinate monitoring and surveillance activities for state health care monitoring systems, which include mortality, hospital discharge and emergency department data.
  - Ensure appropriate mitigation, prophylaxis and treatment of at-risk populations for diseases of public health significance.
  - Provide standard operations and response guidance for investigations, interventions or communications of public health incidents and biological disasters.
  - Coordinate with Federal Laboratories to identify drug resistant organisms as needed.
  - Coordinate with other state agencies to ensure appropriate response, investigation and mitigation of public health incidents.
- b. Medical countermeasures and non-medical interventions will be implemented to stop or slow the spread of communicable diseases.
- Support pharmaceutical services provided by County Health Departments, and public and private partners including pharmaceutical repackaging, dispensing and the purchase and distribution of vaccines and other pharmaceuticals.
  - Provide supplies for clinical provisions and pharmaceutical needs.
  - Recover or direct the disposal of unused pharmaceuticals.
  - Maintain, monitor and allocate state pharmaceutical caches to applicable entities for prophylaxis or treatment.
    - Coordinate statewide policy decisions on distribution of pharmaceuticals and vaccines by region to federal or state subject matter expert designated priority groups.
    - Monitor vaccine coverage when such pharmaceuticals are available.
    - Oversee distribution and return of vaccine pursuant to federal or state guidance.
    - Monitor adverse effects of pharmaceuticals and vaccines and report appropriately.
  - Maintain appropriate distribution data that may be needed for patient tracking and other studies or reports.
  - Request, receive and distribute the external resources, Centers for Disease Control and Prevention (CDC) Strategic National Stockpile (SNS), when an incident requiring distribution of pharmaceuticals and/or medical supplies exceeds the local and state resources, regardless of the precipitating cause.
  - Coordinate statewide policy decisions regarding the implementation of non-pharmaceutical interventions (NPIs) during an incident.
    - Declare statewide Public Health Emergencies and Executive Orders as necessitated by an incident to implement and enforce NPIs.
    - Through the authority of the State Health Officer, issue isolation and quarantine orders.
    - Provide statewide guidance for implementing and enforcing isolation (i.e., restriction of movement of ill persons) and quarantine (i.e.,

- restriction, testing, treatment, destruction, vaccination and inoculation, closure of premises and disinfection).
  - Provide statewide guidance on restriction of movement and provision of travel advisories/warnings.
  - Recommend social distancing (e.g., school and work place distancing, restricting public gathering and travel, and sheltering in place).
  - Provide statewide recommendations for external decontamination procedures.
  - Provide coordinated statewide information to the public regarding NPIs.
6. Support monitoring, investigating, and controlling potential or known threats to human health of environmental origin.
- a. Support environmental health functions to:
- Ensure safe drinking water.
    - Monitor public water systems and precautionary boil water notice status.
    - Support local water sampling and testing activities by augmenting personnel or supplies.
    - Coordinate with and provide technical assistance to local, state and federal response partners.
    - Monitor laboratory capacity to accept and analyze water samples.
    - Implement surge plans as needed.
  - Prevent foodborne illness.
    - Review and monitor data from the various surveillance systems and report any indication of outbreaks to County Health Departments.
    - Provide lab analysis of environmental samples and clinical specimens.
    - Support local environmental health assessments to identify food safety concerns.
    - Report any food or waterborne illness to appropriate regulatory entity to ensure items are removed from commerce if necessary.
  - Prevent human disease from animal, insect and tick vectors.
    - Provide guidance and develop recommendations for responders, the general public, clinicians (e.g., physicians and veterinarians) and other stakeholders.
    - Review and monitor data from various surveillance systems for indication of human disease risk from animals and/or vectors and share findings with County Health Departments and other stakeholders.
    - Participate in local, state, and federal analysis, recommendation and approval for emergency vector control pesticide applications when necessary.
  - Prevent exposure to sanitary nuisances (as defined in F.S. 386.01) by ensuring basic sanitation services are available and functioning.
    - Provide support to local jurisdictions conducting investigations of complaints related to sanitary nuisances.

- Provide guidance and support for the assessment and procurement of basic sanitation services (e.g., portable toilets, hand washing stations, trash removal, etc.).
  - Prevent, identify and mitigate impacts of environmental exposures.
    - Prevent and/or mitigate exposure to chemical hazards and toxins.
      - Assess and address human health impacts by conducting acute morbidity and mortality surveillance and investigations.
      - Provide guidance to health care providers regarding diagnosis, treatment, and reporting information.
    - Control exposure to biomedical waste.
      - Provide technical information and advice on protecting health care workers, environmental service staff, waste haulers and the general public from risks associated with potentially infectious biomedical waste.
- b. Respond to all radiological/nuclear incidents and emergencies by controlling exposure and assessing health hazards including unexpected radiation releases from nuclear power plants, transportation accidents, and weapons of mass destruction, lost or stolen radioactive sources and contamination of a facility or the environment. A radiological/nuclear incident will require an immediate coordinated response by local, state and federal response entities including the Department of Energy, Nuclear Regulatory Commission, Environmental Protection Agency, Department of Homeland Security, and ESFs 8, 10, 17 and 6.
  - Provide technical consultation and support to the State Emergency Response and Recovery Team.
    - Provide situational assessment and analysis.
    - Recommend protective actions (e.g., evacuation, shelter-in-place, etc.).
    - Determine levels of radiation released, health hazards and the need for decontamination.
    - Recommend actions to protect the public from the ingestion of radioactive contaminated food or water (e.g., embargo and/or disposal of contaminated food or animals, shut down of surface water intakes for public water supply systems, curtailment of hunting or fishing, etc.).
  - Conduct field assessment and monitoring.
    - Conduct monitoring activities and coordinate with county emergency management agencies to obtain additional dosimetry equipment for emergency responders.
    - Collect and test environmental samples (e.g., air, water, soil and food) and provide laboratory analysis. The collected samples will be analyzed at the Health Physics Laboratory in Orlando and/or the Mobile Emergency Radiological Lab.
  - Provide to County Health Departments relevant treatment advice and guidance for physicians at medical facilities or community reception centers for testing and medical treatment of individuals exposed to radiation or contaminated with radioactive material.
    - Assist in coordinating the availability of national and private capabilities for clinical specimen testing.
    - Provide instructions for specimen collection, packaging and shipment.

- Provide recommendations for the distribution of radiological countermeasures, including potassium iodide.
    - Assist in the processing of contaminated response personnel by providing technical assistance, experienced staff, and equipment (monitors).
    - Support local population monitoring (contamination screening), decontamination activities, and long-term monitoring (establishment of an exposure registry) of the health of the affected population by providing guidance and augmenting staff, supplies, equipment and pharmaceuticals.
    - Support efforts to collect and store contaminated tools, clothing, equipment and other material that cannot be decontaminated for later disposition by providing guidance and coordinating the availability of national and private capabilities for disposal.
    - Provide guidance for the safe and appropriate handling of deceased victims who may be contaminated with radioactive material.
  - c. When appropriate, environmental response actions will be coordinated with local, state and federal response partners and in concert with existing agency plans.
  - d. Coordinate with ESF 10, 11 and 17 to provide guidance on food, water, and animal issues.
7. Develop, disseminate and coordinate accurate and timely public health and medical information.
- a. Provide staff and resources to support the state's emergency and risk communications response. Public information released by ESF8 will be done in coordination with ESF14 and established joint information systems.
  - b. Gather, validate and analyze incident specific public health and medical information.
  - c. Provide effective public health messaging tools and resources for emergency response.
  - d. Communication to internal and external stakeholders will be prioritized to minimize adverse health impacts and to maintain the public's confidence in the public health and medical system.

Essential communication will be provided for each target audience through various mediums (i.e., email, news release, inter/intranet, social media, hotlines, etc.).

- Provide government officials and policy-makers immediate notification of significant incident changes, regular situational updates that go beyond news reports, and advance notice of sensitive public health information.
- Provide health care providers/facilities clear and current testing and treatment protocols, reporting requirements, protective measures for staff and clients and a method for seeking additional professional medical management information.

- Provide Department of Health personnel regular situation updates, reporting requirements and guidance for communications with local stakeholders and continuity of operations activities.
  - Provide emergency response partners regular situational briefings, including public information and rumors, responder safety and health recommendations, occupation specific information and recommendations related to the hazard.
  - Provide media organizations regular incident briefings, news releases and contact information. Provide general public (including vulnerable population groups) timely, accurate protective actions recommendations, situational updates and a method to obtain additional information.
  - Provide additional community partners (including, but not limited to: private industry, small business owners, ESF15, ESF18, non-governmental organizations, etc.) regular incident briefings and information related to the effective management of their businesses/organizations and ground-truth rumors that may impact them.
8. Monitor need for and coordinate resources to support fatality management services.
- a. State fatality management resources will augment the district medical examiner capabilities by providing additional staff, equipment and morgue capacity to address surge.
- Assist in initial scene evaluation, recovery of human remains, collection of missing person information, victim identification, records management and disposition of human remains.
  - Establish supplemental or temporary morgues with ancillary equipment and staffing of various forensic teams within the morgue (i.e., pathology, personal effects, evidence collection, radiology, finger- print, odontology, anthropology, DNA collection and embalming).
  - Provide guidance regarding special processing complications such as protection from chemical exposure of responders and decontamination of recovered remains prior to transportation to a temporary morgue site.
  - Assist district medical examiners in determining fatality management needs as a result of an incident through an assessment.
  - Establish or assist with victim information center operations at a site removed from both the disaster site and the morgue.
  - Establish or assist with records management and computer networking for managing data generated about missing persons and remains processed.
9. Monitor need for and coordinate resources to support disaster behavioral health services.
- a. Coordinate disaster behavioral health services to mitigate the adverse effects of disaster-related psychological trauma for survivors and responders.

- Analyze situational awareness information to identify and forecast behavioral health impacts on the community based on established indicators.
- Coordinate a network of behavioral health experts to advise on behavioral health aspects of incident response.
- Assist in the development of contingency plans to address potential behavioral health impacts in the counties.
- At the request of local jurisdictions, conduct assessments in impacted communities to identify behavioral health needs for the public and responders as a result of the incident.
- Based on assessments, assist local communities in developing plans to address local behavioral health needs for the public and responders.
- Augment local behavioral health capabilities by deploying behavioral health providers to the communities to provide targeted services for the public and responders.
- Transition short-term behavioral health response to the Department of Children and Families for long-term mental health services as needed during the recovery phase.
- Provide guidance to community partners regarding referral to assure mental health patients maintain the continuum of care.
- Provide public information regarding psychological first aid.

10. Support responder safety and health needs.

a. Provide tactical support to personnel that deploy under ESF8.

- Provide incident specific responder safety and health guidance and protective measures (personal protective equipment, countermeasures, etc.).
- Monitor the health and wellness of ESF8 responders during deployments, including subsequent follow-up as required.
- Ensure a process is in place for ESF8 responders to receive medical care should an injury occur in the field.

b. Support the State Emergency Response and Recovery Team by providing incident-based health and safety information/considerations for dissemination to other responding entities.

- Provide recommendations for safety messaging, personal protective equipment and medical countermeasures to SERRT responder safety personnel based on the incident.
- Advise the SERRT on the public health and medical implications of response strategies.
- Serve as technical specialists for specific questions during an incident.

11. Provide public health and medical technical assistance and support.

- a. Establish and operate a state-level incident management structure to execute the public health and medical functions of the state response including developing,

verifying and maintaining statewide situational awareness and resource management.

- Integrate public health and medical subject matter experts into response efforts as technical specialists.
  - Establish and operate a medical advisory group to provide recommendations on response actions with significant public health and/or health care implications.
- b. Through the authority of the State Health Officer, declare Public Health Emergencies to ensure legal capability to implement or enforce response actions.
- c. Facilitate resolution of policy or legal aspects of response (e.g., waiver of rules, Executive Orders) in order to meet the needs of the response.
- d. Represent public health and medical interests on the State Assistance Team.
- e. Provide public health and medical logistical resources and support.
- f. Assist the public health and medical system with seeking reimbursement for eligible expenses when appropriate.
- Seek appropriate funding source for public health and medical incident expenditures.
  - Provide a mechanism (e.g., establishing financial codes) to track and report statewide public health and medical expenditures toward the response.

## ORGANIZATION

1. ESF8 is comprised of the Florida Department of Health (Lead), and numerous support agencies and organizations. The roles and responsibilities of each agency are documented in Section III: Responsibilities of this appendix.
2. When ESF8 is activated by the SERRT, necessary personnel from the agencies and organizations within ESF8 are organized into a single ESF8 coordinating structure led by the DOH Emergency Coordination Officer (ECO) who serves as the lead representative for ESF8.
3. ESF8 reports to the Emergency Services Branch Director.
4. When necessary, federal ESF8 resources will be integrated into the State ESF8 response structure.

## C. OPERATIONAL OBJECTIVES

1. Preparedness Objectives
  - a. Maintain and implement the Florida Public Health and Health Care Preparedness Strategic Plan to manage risk and build response capabilities.
  - b. Develop integrated plans and procedures among local, state, interstate and federal partners to carry out the core missions of ESF8 during a response.
  - c. Conduct and participate in trainings and exercises to validate, test and improve plans and procedures.
  - d. Administer public health and medical preparedness funding to build statewide response capabilities.
  - e. Identify, develop, acquire, stage and train the necessary resources to implement plans and procedures.
  - f. Coordinate with the State Watch Office and the Florida Fusion Center to detect, prevent and prepare for incidents and events impacting the state.
2. Response Objectives
  - a. Implement plans and procedures to support the local public health and medical system.
  - b. Activate and deploy personnel, supplies and equipment to support local needs. ESF8's primary and support agencies maintain the following resources to support incident response and can procure additional resources as necessary for the response:
    - i. Epidemiology Strike Teams – At full capability this team is able to conduct surveillance and investigation efforts in a defined geographic area. Teams have the capacity to perform activities related to disease



- surveillance, outbreak investigation, quarantine and isolation, data analysis and phlebotomy.
- ii. Environmental Health Strike Teams – At full capability this team is able to provide up to 80 environmental health services per day. Each team includes a supervisor level position for liaison with local structure. A team has the capacity to perform activities related to the following subject areas: food, water, sewage, indoor air, vectors, zoonotic, facilities, chemical, toxicology and radiological.
  - iii. Special Needs Shelter Teams – A team can perform a variety of management, operations and patient care functions for a special needs shelter. Teams are configured in multiple packages to best meet the needs of the shelter.
  - iv. Behavioral Health Intervention Providers – Through the Department of Children and Families, single resource providers or ad hoc teams skilled in psychological first aide, spiritual care, critical incident stress management, pediatric disaster behavioral health, school crisis intervention and mental health can be deployed, and are available for identified behavioral health needs based on assessments.
  - v. Fatality Management Teams – Provide initial scene response and evaluation, processing the scene, temporary morgue operations and administration, the roles of various forensic units within the morgue (e.g., pathologist, anthropologist, odontologist, radiologist, fingerprint specialist, DNA analyst, funeral director, and others), victim identification, disposition of human remains (i.e., embalming/casketing), personal effects and evidence collection.
  - vi. Medical Assistance Teams – Clinical personnel capable of providing patient care in a variety of settings including hospital augmentation, field based medical care, patient transportation support and patient triage. Teams are configured in multiple packaged to best meet the needs of the mission.
  - vii. Ambulance Strike Teams – Provide emergency medical services including patient triage and transport. These teams can be built from the existing ground ambulance units, air ambulances and trained ambulance strike team leaders across the state. Deployment of ground ambulances is coordinated with ESFs 4 & 9 and the Florida Air Ambulance Association.
  - viii. Infectious Disease Transportation Network - Highly trained EMS teams able transport of a single patient with a highly infectious disease by ground to a facility able to provide a higher level of more specialized care (i.e. regional treatment center) or to an airfield for air transport. Teams are mobilized through the Florida Fire Chief Association in coordination with the Department of Health.
  - ix. Medical Reserve Corps – These individuals volunteers and private medical providers who can be integrated into local response efforts for

a variety of roles to address public health and medical workforce surge.

- x. Radiological Emergency Response Teams - Radiation Control inspectors are located in the following geographic areas: Jacksonville, Tampa, Orlando, Miami, Ft. Lauderdale, Lantana, Pensacola, Ft. Myers, and Tallahassee. Polk County also has a radiation control program. Each inspector has an emergency kit that contains equipment appropriate to manage a radiological response.
- xi. Multi-agency Discharge Planning Team – Coordinates with special needs shelters to discharge clients from shelters when the clients individual needs cannot be resolved locally.
- xii. County Augmentation teams for ESF8 and County Health Departments - Personnel experienced in senior level operations of a County Health Department or county ESF8 function to replace or augment staff in the impacted county for relief during the incident response.
- xiii. RSS (Receive, Stage and Store) Management Team - An RSS operated by the Florida Department of Health is established to receive material from the Strategic National Stockpile. The RSS receives, stages, stores and distributes pharmaceuticals, medical supplies and equipment to the affected area.
- xiv. Western Shelter Gatekeeper – Mobile, 50-bed units that can be used as shelters, alternate medical treatment sites or triage centers.
- xv. Chempack Chemical Antidote Caches – 107 chemical nerve agent antidote containers prepositioned (forward placed) in 64 designated locations to include hospitals, EMS stations and warehouse facilities.
- xvi. Medical Supplies and Equipment Caches – A broad range of medical supplies and equipment including pharmaceuticals, ventilators and medical supplies strategically placed across the state.
- xvii. Mobile Communications Units - Enclosed utility trailers customized and equipped with high-speed satellite communications, self-generated power, rooftop AC, and necessary infrastructure hardware pre-configured to establish interoperable access. They include four VOIP phone lines and server hardware to restore data from valid back-ups. Units are supported by two Information Technology Disaster Preparedness Consultants (DPC).

### 3. Recovery Objectives

- a. Support local communities with the restoration of public health and medical infrastructure and assure the continuum of care.
- b. Support local Environmental Health, Epidemiology and Special Needs Shelter missions through the deployment of additional resources and responders.

- c. Conduct follow-up Health Care Facility Assessments as needed based on initial or subsequent findings.
  - d. Continue to develop, disseminate and coordinate accurate and timely public health and medical information.
  - e. Support long term monitoring of the health status of populations and responders.
  - f. Support efforts to re-establish primary care systems in local communities and assure medical providers are operating in environments in which they can legally bill for services.
  - g. Seek financial reimbursement from appropriate reimbursing party.
  - h. Support health and medical components of essential service centers or recovery centers.
4. Mitigation Objectives
- a. Implement public health control measures to prevent outbreaks.
  - b. Educate the public on measures to mitigate the spread of disease and self-management of medical needs.
  - c. Pre-identify vulnerable facilities or populations.
  - d. Identify, assess, prioritize and protect critical infrastructure and key resources so they can detect, prevent, deter, devalue and mitigate deliberate efforts to destroy, incapacitate or exploit critical infrastructure and key resources.
  - e. Provide computerized access to regional and county personnel for management communications, situation/status reports, geographical information systems and resource management data.
  - f. Stockpile critical medical supplies and equipment and pharmaceuticals in strategic locations throughout the state.
  - g. Develop and implement After Action Reports and improvement plans based on exercises and real incidents/events to improve preparedness plans.

#### **D. DIRECTION AND CONTROL**

The DOH Emergency Coordination Officer is the delegated authority for the State Surgeon General and performs the role of ESF8 Lead. The ESF8 Lead determines the appropriate and necessary ESF8 plans to activate for the response and assures they are implemented. The ESF8 Lead establishes incident objectives for ESF8 that support the SERRT's broader incident objectives.

The ESF8 Lead, through the ESF8 command structure, determines appropriate resources to meet mission needs. Each agency/organization retains administrative control over its resources

deployed during the incident. ESF8 has operational control of deployed resources to make assignments.

### III. RESPONSIBILITIES

The primary and support agencies that comprise ESF8 have agency level responsibilities as a part of ESF8. Additionally, all primary and support agencies and organizations have common responsibilities which include:

- Identify, train and activate qualified staff to support ESF8 activities in the State Emergency Operations Center (SEOC) and alternate locations.
- Provide status updates on public health and medical impacts and actions to ESF8 for integration into overall situational awareness.
- Maintain agency-level emergency plans and procedures.
- Coordinate deployment of personnel to the area of operations through ESF8 in the SEOC.
- Identify subject matter experts to serve as technical specialists during response.
- Disseminate public health and medical messaging to stakeholders.

The following matrix depicts the role of primary and support agencies and organizations in carrying out the core missions of ESF8. Details regarding the responsibilities of agencies follow the matrix.

State Emergency Support Function 8 Agency Level Responsibilities by Core Mission	Dept. of Health	Agency for Health Care Administration	Agency for Persons with Disabilities	Dept. of Elder Affairs	Dept. of Children & Families	Dept. of Agriculture & Consumer Services	Dept. of Business & Professional Reg. (ESF-6)	Dept. of Environmental Protection	Dept. of Veterans' Affairs	Office of the Attorney General	State Fire Marshal	Medical Examiner Commission (FDLE)	Univ. of F. L. Maples Center for Forensic Medicine	State University Labs	Florida Hospital Association	Florida Health Care Association	Florida Assisted Living Association	End-Stage Renal Disease Network	Poison Information Center Network	Florida Association of Community Health Centers	Florida Pharmacy Association
Support local assessment and identification of public health and medical needs in impacted counties.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>		
Coordinate and support stabilization of the public health and medical system in impacted counties.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Monitor and coordinate resources to support care and movement of persons with medical and functional needs in impacted counties.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>								<input type="checkbox"/>				<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			
Support monitoring, investigating, and controlling potential or known threats and impacts to human health through surveillance, delivery of medical countermeasures and non-medical interventions.	<input type="checkbox"/>					<input type="checkbox"/>		<input type="checkbox"/>						<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>		<input type="checkbox"/>
Support monitoring, investigating, and controlling potential or known threats to human health of environmental origin.	<input type="checkbox"/>					<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>						<input type="checkbox"/>					<input type="checkbox"/>		
Support sheltering of persons with medical and functional needs.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>								<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
Develop, disseminate, and coordinate accurate and timely public health and medical information.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Monitor need for and coordinate resources to support fatality management services.	<input type="checkbox"/>											<input type="checkbox"/>	<input type="checkbox"/>								
Monitor need for and coordinate resources to support disaster behavioral health services.	<input type="checkbox"/>				<input type="checkbox"/>					<input type="checkbox"/>									<input type="checkbox"/>		
Support responder safety and health needs.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Provide public health and medical technical assistance and support.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

1. Serve as the lead agency for ESF8, which includes maintaining and operating a response structure, emergency plans and procedures, coordinating with support agencies to assure operational readiness and identifying and procuring resources to fulfill mission needs.
2. Activate and deploy public health response teams, contracted response entities and volunteer health professionals as needed.
3. Serve as the lead agency for biological and radiological incidents.
4. Issue public health emergencies and public health advisories as appropriate to take actions necessary to protect public health (381.00315, F.S.).
5. In consultation with subject matter experts, determine and implement public health response actions such as surveillance, delivery of medical countermeasures and non-medical interventions.
6. Support local special needs sheltering operations.
7. Coordinate and verify licensure of medical professionals.

## **B. SUPPORT AGENCIES AND ORGANIZATIONS**

### **1. Agency for Health Care Administration**

- a. Ensure that each licensed health care facility has an approved emergency management plan as required by authorizing statute or rule.
- b. Maintain and manage an electronic system for facility reporting during emergency responses to include: (Section 408.821, F.S.)
  - Contact Information
  - Licensure Information
  - Utility Information
  - Bed Availability and Capacity
  - Damage, Impacts and Needs
  - Evacuation Status
  - Generator and Fuel Status
- c. Assist facilities unable to report via the electronic system for facility reporting, by entering phoned in reports into the system.
- d. Monitor licensed and/or certified health care facilities to include:
  - Hospitals
  - Nursing Homes
  - Assisted Living Facilities
  - Hospices
  - Dialysis Centers
  - Intermediate Care Facilities
  - Transitional Living Facilities
  - Homes for Special Services
  - Crisis Stabilization Units
  - Short Term Residential Treatment Facilities

- Residential Treatment Facilities
  - Residential Treatment Centers
  - Adult Family Care Homes
- e. Permit health care facilities to go overcapacity in excess of 15 days, subject to approval based upon satisfactory justification and need as provided by the receiving and sending providers (Section 408.821, F.S.).
  - f. Authorize health care facilities (e.g., hospitals, nursing homes and ambulatory surgery centers) with sustained damage to re-open. A facility with significant structural damage shall not be reoccupied until approval is received from the Agency's Office of Plans and Construction.
  - g. Inspect evacuated health care facilities that have sustained damage as needed, based on the severity of the damage sustained.
  - h. Communicate facilities needs and support requirements to ESF8 to assure needs of residents and patients are met.
  - i. Oversee structural and engineering requirements for health care facilities and provide engineers to inspect facilities post-impact as needed.
  - j. Maintain emergency contact information for health care facilities.
  - k. Provide daily reports from the health care facility emergency status reporting system to internal and external stakeholders.
  - l. Establish mutual aid offices to augment AHCA field offices impacted by the incident, which will provide direct support to impacted facilities.

## **2. Agency for Persons with Disabilities**

APD serves individuals with developmental disabilities who live within a variety of community-based settings. Pursuant to s. 393.063(12), F.S., the term developmental disability means a disorder or syndrome that is attributable to intellectual disability, cerebral palsy, autism, spina bifida, Down syndrome, Phelan-McDermid syndrome, or Prader-Willi syndrome; that manifests before the age of 18; and that constitutes a substantial handicap that can reasonably be expected to continue indefinitely. APD shall provide the following activities:

- a. Assure that all APD-licensed residential facilities have emergency plans.
- b. Ensure that all clients receiving supported living services, within their own homes or apartments, have their own individual emergency plans.
- c. Provide support and coordination for APD clients before, during, and after disaster.
- d. Provide special needs shelter registration information to all APD-licensed residential facilities as well as those individuals receiving supported living services.
- e. Determine status of APD-licensed residential facilities following a disaster.

f. Provide technical assistance on the development of emergency plans to APD-licensed residential facilities and clients receiving supported living services as necessary.

f. Assist in the transition of APD clients out of emergency shelters as necessary following the disaster.

### **3. Department of Elder Affairs**

- a. Provide special needs registration information to all of their special needs clients and to all persons with special needs who receive services.
- b. Coordinate discharge planning for special needs shelters.
- c. Establish and maintain discharge planning teams for special needs shelters.
- d. Provide messaging to elderly populations through established service areas.
- e. Serve as an advocate for elderly populations during disaster planning.

### **4. Department of Children & Families**

- a. Designated State Mental Health authority.
- b. Coordinate deployment of behavioral health resources.
- c. Responsible for planning, managing and evaluating a statewide program of mental health services and supports, including community programs, crisis services for children and adults and state residential treatment facilities for people who qualify for publically funded treatment services.
- d. Evaluate the need for, and pursue funding for, a FEMA Crisis Counseling Program (CCP) Grant.
- e. Prepare the CCP grant application.
- f. Provide special needs registration information when needed.

### **5. Department of Agriculture and Consumer Services**

- a. Provide aerial spraying for vector control.
- b. Serve as the lead agency to coordinate food safety issues.
- c. Coordinate with the Department of Health on animal illnesses that have the potential for human impact.
- d. Augment laboratory surge.

### **6. Department of Business and Professional Regulation**



- a. Coordinate with the Department of Health on human health issues identified during food establishment inspections following disasters.
- b. Coordinate with the Department of Health on food safety issues.

## **7. Department of Environmental Protection**

- a. Coordinate with the Department of Health on environmental response actions impacting human health.
- b. Assess potable water systems.
- c. Assist in response to surface and ground water contaminations.
- d. Provide environmental sampling data to the Department of Health for evaluation of human health impacts.
- e. Augment laboratory surge.

## **8. Department of Veterans' Affairs**

- a. Coordinate with State Veterans' Nursing Homes and State Veterans' Assisted Living Facility during disasters.
- b. Participate in the Multi-Agency Discharge Planning Team to provide care coordination for Veterans needing assistance upon closure of a Special Needs Shelter.

## **9. Office of the Attorney General**

- a. Provide staff from the Medicaid Fraud Control Unit to assist with post-impact assessments of licensed health care facilities.
- b. Provide staff from the Division of Victim Services to perform psychological first aide coordinated through the Florida Crisis Consortia.

## **10. State Fire Marshal**

- a. Identify, mobilize, deploy and demobilize ground ambulance assets in coordination with the Florida Fire Chiefs Association as described in the State Emergency Response Plan.

## **11. Medical Examiners Commission**

- a. Maintain the State of Florida Mass Fatality Response Plan.
- b. Provide oversight for the 24 Medical Examiner Districts throughout the state, which are responsible for handling of the deceased resulting from homicide, suicide, or accident and those constituting a threat to public health (406.11, F.S.).

- c. In absence of other reporting procedures, serves as the information clearing house on the status of fatalities due to the incident.

## **12. University of Florida, Maples Center for Forensic Medicine**

- a. Maintain the Florida Emergency Mortuary Response System (FEMORS), which is a team of qualified “reserve” forensic professionals who can be deployed by ESF8 to supplement the needs of the Medical Examiner(s) affected by a mass fatality event.
- b. Respond to Medical Examiner requests for assistance within 4 hours.
- c. When activated, FEMORS will assist the Medical Examiner in planning for:
  - i. Special processing complications such as protection from chemical exposure of responders and decontamination of recovered remains prior to transportation to a temporary morgue site, if applicable.
  - ii. Disaster site management of human remains with regard to recovery, preliminary documentation procedures and refrigerated storage until transportation can be arranged.
  - iii. Supplemental or temporary morgue operations either in concert with the existing medical examiner facility or at a remote location.
  - iv. Supplemental refrigerated storage at the morgue both for remains received from the disaster site and for remains processed and awaiting release for disposition.
  - v. Victim information center operations at a site removed from both the disaster site and the morgue.
  - vi. Records management and computer networking for managing data generated about missing persons and remains processed.

## **13. State University Laboratories**

- a. Augment state laboratory surge.

## **14. Florida Hospital Association**

- a. Disseminate incident related messaging to hospitals through established networks.
- b. Assist in validating and fulfilling resource requests from hospitals.
- c. Advocate for hospitals in disaster planning efforts.

## **15. Florida Health Care Association**

- a. Disseminate incident related messaging to nursing homes and assisted living facilities through established networks.
- b. Assist in validating and fulfilling resource requests from nursing homes.
- c. Assist nursing home facilities with development of emergency plans to assure continuity of care during disasters.

- d. Advocate for nursing home facilities in disaster planning efforts.

#### **16. Florida Assisted Living Association and Florida Senior Living Association (FSLA)**

- a. Disseminate incident related messaging to assisted living facilities through established networks.
- b. Assist in validating and fulfilling resource requests from assisted living facilities.
- c. Assist assisted living facilities with development of emergency plans to assure continuity of care during disasters.
- d. Advocate for assisted living facilities in disaster planning efforts.

#### **17. End-Stage Renal Disease Network**

- a. Facilitate effective emergency planning across End-Stage Renal Disease providers to ensure the well-being of this vulnerable patient population during a disruptive event.
- b. Collect and make available the open and closed status of ESRD facilities during disruptive events.
- c. Identify facility needs to return systems back to operational status and refer for additional assistance if necessary.
- d. Advocate for ESRD patients during all phases of disruptive events.

#### **18. Poison Information Center Network**

- a. Establish disaster support /surge capacity for the State by providing health professional staffed call-centers for all hazards public health and medical information as requested by the Department of Health.
- b. Provide real-time health surveillance information to Department of Health.
- c. Provide 24 hour expertise and consultation to public and health care providers on health and medical issues via network.

#### **19. International Medical Corps**

- a. Provide personnel, equipment caches and supplies to support field based medical surge and public health incidents.
- b. Provide personnel support for special needs shelters.
- c. Establish temporary field based patient care such a field hospital, alternate care sites, and clinics.

#### **20. Florida Association of Community Health Centers**

- a. Coordinate assessment of community health centers.
- b. Identify needs to return system back to operational status.
- c. Assist community health centers with development of COOP Plans to assure continuity of care during disasters.
- d. Advocate for community health centers in disaster planning efforts.
- e. Coordinate FQHC resources to assist with Special Needs Sheltering and Field-based clinics during response efforts.

## **21. Florida Pharmacy Association**

- a. Disseminate incident related messaging to retail pharmacies through established networks.
- b. Identify needs to return system back to operational status.
- c. Assist retail pharmacies with development of emergency plans to assure continuity of care during disasters.
- d. Advocate for retail pharmacies in disaster planning efforts.

## **IV: FINANCIAL MANAGEMENT**

Each agency and organization within ESF8 is responsible for costs associated with preparedness, response, recovery and mitigation activities and must individually seek reimbursement following activations. Expenses for personnel and materials must be documented in EM Constellation as a part of an approved mission assignment.

The Department of Health, as the lead agency for ESF8, is responsible for seeking reimbursement for materiel resources procured by ESF8 Logistics during an incident in coordination with the SERRT. Agencies and organizations are responsible for individual costs associated with missions assigned to their agency (e.g., deployments of personnel).

All ESF8 agencies and associations should maintain financial records according to agency plans, including information regarding:

### **A. SALARIES**

Provide a schedule for all employees' time worked, pay rates/matching rates and separating regular time from overtime.

### **B. TRAVEL**

Provide copies of the travel vouchers that have been paid due to disaster response. The appropriate Finance Director must certify these as true expenditures.

### **C. EQUIPMENT AND SUPPLIES**

Provide a detailed description of the equipment and supplies used to assist, detailing the type, where the equipment and supplies were used, number of hours per piece, per day and type of work performed.

**V. REFERENCES AND AUTHORITIES**

- A. Chap. 252, F.S., Emergency Management
- B. Chap. 406.11, F.S., Medical Examiners
- C. Chap. 408, F.S., Health Care Administration
- D. Chap. 395, F.S., Hospital Licensing and Regulation
- E. Chap. 381, F.S., Public Health
- F. Chap. 943, F.S., Department of Law Enforcement
- G. Chap. 401, F.S., Medical Telecommunications and Transportation

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## APPENDIX IX: EMERGENCY SUPPORT FUNCTION 9 - SEARCH AND RESCUE

**PRIMARY AGENCY:** Department of Financial Services (DFS) / Division of State Fire Marshal (DSFM).

**SUPPORT AGENCIES:** Florida Fire Chiefs' Association (FFCA), Florida Fish and Wildlife Conservation Commission (FWC), Florida Wing of the Civil Air Patrol, and Florida Association of Search and Rescue (FASAR)

### I. INTRODUCTION

The purpose of Emergency Support Function 9 (ESF 9) is to provide state support to local governments and coordinate deployment of resources for urban and non-urban search and rescue and support to ESF 8 for EMS resources housed in Fire Service agencies in response to actual, potential emergency/disaster or planned events.

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

1. Urban search and rescue (US&R) activities include, locating, extricating, and providing immediate medical assistance to survivors trapped in collapsed structures and related activities.
2. Non-urban search and rescue activities include, emergency incidents that involve locating missing persons, locating boats that are lost at sea, locating downed aircraft, extrication if necessary, and treating any survivors rescued.
3. Wilderness Search and Rescue missions include, locating overdue/missing boaters on inland bodies of water or rivers, locating overdue persons, or locating downed aircraft in wilderness areas with limited/restricted access, extrication when possible and treating any survivors.

#### B. ORGANIZATION

1. The Department of Financial Services / Division of State Fire Marshal is the primary agency responsible for ESF 9, providing representatives on a 24-hour basis to the State Emergency Operations Center (SEOC), to insure deployment and full utilization of resources identified under ESF 9.
2. During an emergency or disaster, the primary and support agencies of ESF 9 will assign personnel to the SEOC. ESF 9 reports directly to the Emergency Services Branch Chief who reports to the Operations Section Chief (**see Chapter 4, Section M of the Basic Plan**).

### C. OPERATIONAL OBJECTIVES

#### 1. Preparedness Objectives

Utilizing operational plans, including the Florida Fire Chiefs' Association – *Statewide Emergency Response Plan (SERP)*: Accomplish planning, coordinating and mobilization of resources from the statewide fire service through the FFCA State SERP Coordinator and seven fire region coordinators. The Florida Fire Chiefs' Association and the Division of State Fire Marshal coordinate training on use of the State Emergency Response Plan.

#### 2. Response Objectives

a. Activate a Search and Rescue Planning Team.

b. Utilize the Florida Search and Rescue Concept of Operations Plans (Search and Rescue Assessment, Search and Rescue Management, Initial Recon/Search Team).

c. Coordinate commitment of State and other resources from outside the impacted area through other agencies with search and rescue resources. This includes coordination of all FEMA US&R Task Forces deployed within the state.

d. Transportation may be provided, if available, but, is usually the responsibility of the responding agency. This may require coordination with Emergency Support Function 1. In addition, resources may be pre-positioned as necessary (i.e. ahead of hurricanes where safe).

e. Members of ESF 9 may serve the State Emergency Response and Recovery Team in Field Operations (i.e., the State Management Team, Area Command, Preliminary Damage Assessment Team, Joint Field Office operations, Recovery Center operations, intrastate and/or interstate mutual aid assistance, etc.).

#### 3. Recovery Objectives

Upon request, ESF 9 will provide search and rescue personnel and resources for recovery missions as assigned and appropriate.

### III. RESPONSIBILITIES

#### A. PRIMARY AGENCY – DEPARTMENT OF FINANCIAL SERVICES / DIVISION OF STATE FIRE MARSHAL

The Department of Financial Services / Division of State Fire Marshal (DSFM) is the primary response and coordination agency for ESF 9. As the primary

agency, the (DSFM) coordinates with its supporting agencies in directing search and rescue resources and response activities.

**B. SUPPORT AGENCIES**

<b>Agency</b>	<b>Responsibilities</b>
1. <b>Florida Fire Chiefs' Association</b>	Deploy a logistics officer to the SEOC on request to work with the State Fire Marshal to assist in responding to requests for search and rescue assistance utilizing the <i>Statewide Emergency Response Plan (SERP)</i>
2. <b>Florida Wing of the Civil Air Patrol</b>	Provide aircraft for search and rescue reconnaissance
3. <b>The Florida Fish and Wildlife Conservation Commission</b>	Provide aircraft, all-terrain vehicles, boats and other specialized personnel and equipment for search and rescue efforts
4. <b>Florida Association of Search and Rescue</b>	Assist with coordination of search and rescue resources available through local government and volunteer organizations

**IV. FINANCIAL MANAGEMENT**

All disaster responders, city/county or otherwise, who respond (deploy) to a request from the ESF 9, must submit their preliminary reimbursement estimates to the DSFM ESF49@em.myflorida.com within 30 business days of demobilization orders. Upon deployment to an assigned mission the DSFM will send the responding agency the documentation guidance and forms. The final request must include the following:

**A. SALARIES**

Provide a schedule for all employees; time worked, pay rates/matching rates, and separating regular time from overtime. Required documentation include Timesheets, Payroll, ICS 214 daily activity logs, personnel rosters, benefit calculation sheets, station staffing logs and department personnel policies and/or collective bargaining agreements. NOTE: Only the first 48-hours of a deployment are reimbursable for 24-hours a day, thereafter only 16 hours in a 24-hour day are reimbursable under FEMA Category B unless otherwise documented in department policies and receive prior approval from the DSFM..

**B. TRAVEL**

Provide copies of the travel vouchers that have been paid due to disaster response. The appropriate Finance Director must certify these as true expenditures. If meals, lodging or other support were provided by the department or state individual travel cost is not eligible.



**C. EQUIPMENT**

Provide a detailed description of the equipment used to assist, detailing the type and size, pump size and horsepower, where the equipment was used, number of hours per piece, per day, and type of work each piece performed utilizing the current FEMA Cost Codes.

**D. MATERIALS**

If eligible items were purchased to support the deployment the department must provide copies of invoices/receipts, p'card statements and bank payments.

**V. REFERENCES AND AUTHORITIES:**

1. Federal Emergency Support Function 4 Annex
2. Fire Suppression Draft – Forestry
3. Civil Air Patrol information, 12 March 1993
4. The Florida Fire Chief's Association, Rescue Disaster Response Plan
5. Agreement between the Department of Health, Emergency Support Function 8, the Florida Fire Chiefs' Association, and the State Fire Marshal
6. Florida Association of Search and Rescue, "Standard Operating Guidelines"
7. Division of State Fire Marshal Policy 1-31 (ESFs 4 and 9)

## **APPENDIX X: EMERGENCY SUPPORT FUNCTION 10 - ENVIRONMENTAL PROTECTION**

**PRIMARY AGENCY:** Department of Environmental Protection

### **SUPPORT AGENCIES AND ORGANIZATIONS:**

Division of Emergency Management, Department of Transportation, Department of Highway Safety and Motor Vehicles, Florida Department of Law Enforcement, Department of Military Affairs, Florida Fish and Wildlife Conservation Commission, Department of Health, Department of Agriculture and Consumer Services, Department of Financial Services - Division of State Fire Marshal, Florida Water Management Districts, U.S. Environmental Protection Agency, U.S. Coast Guard, Florida's Water/Wastewater Agency Response Network (FlaWARN), Federal Emergency Management Agency.

### **ADDITIONAL SUPPORT AGENCIES AND ORGANIZATIONS:**

Florida Rural Water Association, Florida Fire Chiefs' Association, Florida Wing Civil Air Patrol, U.S. Department of Homeland Security, American Red Cross, Agency for Toxic Substances and Disease Registry, National Oceanic and Atmospheric Administration, U.S. Department of Interior, Federal Bureau of Investigations, Occupational Safety and Health Administration, National Response Center

## **I. INTRODUCTION**

The purpose of Emergency Support Function 10 (ESF 10) is to provide state support to local governments in response to an actual or potential discharge or release of hazardous materials resulting from a natural, manmade, or technological disaster and coordinate the appropriate response to other environmental protection issues. To accomplish this goal, ESF 10 coordinates the actions necessary to carry out the functions and minimize impact. The Department of Environmental Protection's (DEP) Emergency Coordinating Officer (ECO) is located in the Office of Emergency Response (OER), and coordinates all functions of ESF 10. The DEP OER has developed a detailed Emergency Response Plan to provide a framework for responding to the full range of potential hazardous material incidents and other emergencies. The Emergency Response Plan promotes coordination between federal, state and local governments and the private sector when responding to hazardous material incidents and other threats to the environment and public health.

Additionally, ESF 10 acts as the initiator for activating other resources within DEP that provide authorization and guidance for environmental protection issues that are the primary responsibility of that agency.

## **II. CONCEPT OF OPERATIONS**

### **A. GENERAL**

ESF 10 provides a coordinated, effective and efficient response to discharges and releases of hazardous materials by committing human, financial, and material resources for action in the impacted area. The OER is responsible for staffing ESF 10 during an activation of the State

Emergency Operations Center (SEOC) and will coordinate the resources of the DEP as well as other appropriate state resources. During prolonged activations, OER may require additional personnel support from other programs in DEP.

The Emergency Response Plan has been developed by the OER to provide an all hazards framework for response actions by DEP, to coordinate with local and federal responders, and provide for consistency with the National Response Framework (NRF), National Response Plan (NRP), the Regional Contingency Plan for Oil and Hazardous Materials, and Area Contingency Plans.

## **B. ORGANIZATION**

1. Staff from the OER are responsible for coordinating the functions of ESF 10 and for sourcing other resources from DEP, as needed. When the State Emergency Response and Recovery Team (SERRT) is activated, DEP support staff will integrate with ESF 10 to provide the necessary expertise to accomplish our missions and provide an effective response.
2. State support agencies and organizations are available as needed for specific issues and are accessed through their respective ESFs at the SEOC.
3. Federal support agencies staff, such as the United State Coast Guard (USCG) and the United States Environmental Protection Agency (EPA) may be integrated directly into ESF 10 to assist with response efforts.
4. During an emergency or disaster, the primary and support agencies of ESF 10 will assign personnel to the SEOC. ESF 10 will respond directly to the Emergency Services Branch Director who reports to the Operations Section Chief (see Chapter 4, Section M of the Basic Plan).

## **C. OPERATIONAL OBJECTIVES**

ESF 10 supports the SERRT through its actions and response efforts to activate and organize an effective response to an event. These objectives are further described in preparedness, response, recovery and mitigation actions.

### **1. Preparedness Objectives**

- a. Participate in training exercises for hazardous material incident planning and response with the Division of Emergency Management (DEM), EPA, USCG, Florida Civil Support Teams (CST), other state agencies, local governments, and industries.
- b. Assist DEM with updating and maintaining the state Comprehensive Emergency Management Plan (CEMP) incident specific annexes and ESF 10 and support agencies' appendices.
- c. Collect and maintain information on drinking water facilities, wastewater treatment facilities, solid and hazardous waste facilities, and phosphogypsum stacks.
- d. Participate in ESF 10 and SERRT meetings, training, conferences and exercises.

- e. Maintain and update the OER Emergency Response Plan.
- f. Ensures DEP maintains and exercises the agencies Continuity of Operations Plan (COOP).
- g. Coordinate a DEP personnel notification system to support SERRT activation.
- h. Assist with the development of response procedures for field assessments to include RECON teams, facility damage assessments, hazardous materials releases, debris disposal assessments, and water and wastewater system assessments.
- i. Plan and prepare for the usage of notification systems to support disaster efforts. The notification systems should address securing water and wastewater systems, suspension of vessel traffic in ports and navigable waterways, securing solid waste facilities, and ensuring phosphate gypsum wastewater stacks have adequate freeboards.
- j. Initiate appropriate DEP emergency orders to facilitate preparation, response, and recovery
- k. Develop an Emergency Final Order for impacted counties to streamline permitting requirements to allow for speedy recovery operations.

## 2. Response Objectives

When a state of emergency is declared by the Governor, an emergency exists, or a disaster is imminent, ESF 10 will initiate response Operations to assist communities impacted by the event. ESF 10 will initiate the following response objectives:

- a. Participate with the State Evacuation Coordination Team (determine state park closures and coordinate with county evacuations, respond to highway blockages involving hazardous materials).
- b. Establish a department emergency tracking number to document response activities associated with the event.
- c. Participate in the development of the SERRT daily incident action plan (IAP).
- d. Support search and rescue planning and Operations.
- e. Conduct preliminary assessment of known hazardous materials facilities.
- f. Track facility and incident status
- g. Assess and report on the erosion status of beaches, breakwaters and jetties.
- h. Track and follow-up on all reported hazardous material incidents and coordinate notification and response to active incidents with county Emergency Operations Centers (EOC) and with local responders.

- i. Establish and maintain communication with the Florida Rural Water Association (FRWA) as it conducts its assessments.
- j. Support the restoration of potable water and wastewater systems through the coordination with FRWA and FlaWARN.
- k. Complete regulatory reports as required.
- l. Establish and maintain communication with federal counterparts (USCG, EPA and FEMA)
- m. Assist ESF 14 to provide a clear and coordinated message to the public.
- n. Coordinate Operations of ESF 10 in the SEOC and other locations as required.
- o. Conduct credentialing (if necessary) and verification of training for volunteers and EMAC state professionals brought in to assist ESF 10 during extended activations.
- p. Support the SERRT in various areas of field Operations (RECON team, State Management Team, Area Command, Preliminary Damage Assessment (PDA) Team, Joint Field Office (JFO) Operations, Recovery Center Operations, intrastate and/or interstate mutual aid assistance, etc.).
- q. Support the Forward State Emergency Response and Recovery Team (FSERRT) with coordination of response and recovery missions within a defined area. See FSERRT Standard Operating Guidelines for specific authority, roles, and responsibilities.
- r. Assist and support ESF 17 with deceased animal disposal options and with vector control issues.
- s. Coordinate environmental sampling Operations with ESF 8 to ensure public safety.
- t. Generate response information in a timely manner to be included in SERRT briefings, situation reports, and incident action plans.
- u. Assist ESF 12: Fuels
- v. Provide information and feedback to agency leadership regarding status, impact and involvement of DEP in any incident.

### 3. Recovery Objectives

The recovery phase of an event begins immediately after it is safe to make entry into the impacted area. Recovery actions consist of short-term and long-term activities. ESF 10 and DEP play a part in both short-term and long-term recovery activities through assisting local government with restoring essential services and ensuring the safety of citizens.

There are a number of disaster recovery programs available to assist the impacted county(ies) after a disaster event. The specific programs that are implemented are entirely dependent upon the magnitude of the disaster event, the needs of the impacted county(ies), and the decision of the State Coordinating Officer (SCO) or Deputy SCO. Certain DEP programs will need to

provide personnel to assist with the proper delivery and administration of these disaster recovery programs as follows:

- a. One of the first focuses of DEP shall be to attempt to establish communications with the impacted area to assess the safety of district personnel, their families, and property. The DEP Emergency Coordinating Officer (ECO) will be responsible for initiating these actions; however, it will be the responsibility of district supervisors to follow through and make contact with their individuals.
- b. Provide and maintain personnel support for the Disaster Field Office and Disaster Recovery Center, as needed.
- c. Assist the SERRT with coordinating and providing personnel for PDA teams to collect and report impact status. PDA teams collect and report information on the status of facilities and State lands after a natural disaster. Damage assessments may be ongoing for a number of weeks, depending on the severity of the natural disaster. DEP divisions and 6 district regulatory offices, have personnel who can assist with the following functions:
  - Division of Air Resource Management
  - Division of Recreation and Parks
  - Division of State Lands
  - Division of Waste Management
  - Division of Water Resource Management
  - DEP Beaches & Coastal Systems
- d. Support county and regional hazardous materials response teams until the county government is self-sustaining. Ensure proper cleanup of oil and hazardous material releases, debris removal, and any other contaminants that could affect human health or the environment.
- e. Develop an Emergency Final Order for impacted counties in order to streamline permitting requirements allowing for speedy recovery Operations.
- f. Continue to monitor the status of ports and navigable waterways, sovereign state lands.
  - Reporting of Port Status to the SERRT comes from ESF 1/3
- g. Assist the county with collection and disposal of household hazardous waste.
- h. Coordinate with FEMA to identify and document all eligible response actions for federal reimbursement.
- i. Support and coordinate activities with FLWARN and FRWA to assist water and wastewater plants become Operational. This includes the coordination for distribution of portable generators where power has not been restored.
- j. Assist ESF 1 with clearing hazardous materials from transportation routes in order to facilitate a speedy response to the impacted area.
- k. Assist impacted counties with identifying debris storage areas.
- l. Coordinate debris removal from state lands and parks.

- m. Assist federal and state recovery officials with establishing a JFO. The JFO serves as the hub for the coordination of federal and state disaster assistance as well as a focal point for associated recovery and reconstruction.

#### **4. Hazard Mitigation**

The State Hazard Mitigation Officer is responsible for coordinating the preparation and implementation of the State Hazard Mitigation Grant Plan (pursuant to Section 409 of the Stafford Act), and the Hazard Mitigation Grant Program (pursuant to Section 404 of the Stafford Act). The State Hazard Mitigation Grant Plan will coordinate the State Hazard Mitigation and Recovery Team, who are responsible for development of a hazard mitigation plan. The team consists of representatives from key state agencies, local governments, and other public and private sector organizations that influence development and hazards management policies within the state. DEP OER and their Division of Environmental Resources Permitting, from the impacted district office provides personnel for the team.

Mitigation Objectives (but are not limited to the following):

- a. Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters. Typical areas of expertise are storm water management, beaches, state lands, water and wastewater facilities, solid and hazardous waste management, debris disposal, and facilitating environmental permitting issues.
- b. Identify long-term hazard mitigation measures that may reduce the risk of future damage and coordinate these measures with Federal Agency Partners, (i.e. FEMA, EPA, USCG).
- c. Provide oversight for the restoration of natural resources damaged in the event.
- d. Identify beaches that have suffered extensive erosion for sand renourishment projects.

#### **D. DIRECTION AND CONTROL**

DEP OER is responsible for providing the overall direction and control of ESF 10. During an activation of the SERRT, ESF 10 reports directly to the Emergency Services Branch Chief who ultimately reports to the Operations Section Chief.

- 1. During activations of the SERRT, ESF 10 activities will be coordinated from the SEOC.
- 2. Emergency Support Function 10 actions are coordinated through DEPs ECO.
- 3. During non-emergencies, DEPs ECO is responsible for planning, training, equipping and exercising activities of ESF 10.

4. OER maintains the all hazards Emergency Response Plan to coordinate State resources and is in compliance and compatible with the NRF, the National Contingency Plan, the Regional Contingency Plan, the Area Contingency Plans and the State of Florida CEMP.
5. ESF 10 supports field Operations coordinated from the SEOC that includes FSERRT, RECON Teams, JFO Operations, and EMAC requests.
6. Should federal assistance be necessary, ESF 10 coordinates federal assistance through the State Coordinating Officer (SCO) and the Federal Coordinating Officer (FCO) and Federal OSC in compliance with the Federal Response Plan and National Contingency Plan (NCP).

### **III. RESPONSIBILITIES**

#### **A. PRIMARY AGENCY - DEPARTMENT OF ENVIRONMENTAL PROTECTION**

1. The lead agency of ESF 10, DEP, provides the leadership for directing, coordinating and integrating response efforts of support agencies and organizations.
2. Coordinate the drafting and execution of emergency orders consistent with Governor's executive orders and presidential directives.
3. Assign DEP personnel to assist ESF 10 when the SEOC is activated at Level 1 or 2. Assigned staff must be National Incident Command System compliant.
4. Assist ESF 14 (Public Information) with coordination of press releases and public announcements concerning State SERRT and ESF10 functions.
5. Provide a financial officer to assist the SERRT Finance Section with tracking agency expenses and coordinate FEMA or responsible party reimbursement.
6. Issues directives for closures/ COOP Operations of DEP offices, facilities, and parks.
7. Provide assistance with coordinating disposal issues. This may include woody debris, construction and demolition debris, household hazardous waste, pollutants, or biological.
8. Assist with the issuing of emergency permits to assist with the stabilization of an event.
  - a. Emergency burn permits
  - b. Emergency coastal construction permits
  - c. Dredge and fill permits
9. Provide assistance to drinking and wastewater facilities to restore function and service.



**B. SUPPORT AGENCIES**

<b>Agency</b>	<b>Responsibilities</b>
<p><b>1. Division of Emergency Management (DEM)</b></p>	<ul style="list-style-type: none"> <li>a. Establish and maintain direct communication and coordination with local government units and/or citizens affected by a major discharge, natural disaster, or pollution incident. These actions will be taken in accordance with the State CEMP.</li> <li>b. Serve as the State notification point for all releases or discharges.</li> <li>c. Coordinate assistance from other State Agencies as requested by DEP.</li> <li>d. Provide generators via the Logistics branch to support drinking and waste water facilities once FlaWARN and the their mutual aid capability is capped.</li> </ul>
<p><b>2. Department of Transportation (DOT)</b></p>	<ul style="list-style-type: none"> <li>a. Upon issuance of an Executive Order by the Governor, suspend tolls on State highways to facilitate traffic movement.</li> <li>b. Determine load variances on State roads to assist with the movement of heavy equipment during an oil or hazardous material spill event.</li> <li>c. Coordinate and assist with the containment and cleanup of any discharge that occurs on a State maintained road or right-of-way.</li> <li>d. Upon the issuance of an Executive Order by the Governor, provide vehicles and drivers to be used in the transporting of debris from the scene, to staging or disposal sites.</li> <li>e. Coordinate and assist with the delivery of bulk absorbents to the scene of a pollutant or hazardous material discharge incident that occurs on, or may impact, a state road or right-of-way.</li> </ul>
<p><b>3. Department of Highway Safety and Motor Vehicles (HSMV)</b></p>	<ul style="list-style-type: none"> <li>a. Provide traffic supervision and control for all surface transportation routes adversely affected by a pollutant or hazardous material incident.</li> <li>b. Provide security and crowd control within the affected area of the pollutant or hazardous material incident.</li> <li>c. Provide vehicle escort service for heavy over-the-road shipments of containment and/or cleanup equipment.</li> <li>d. Make available the use of aircraft assigned to HSMV.</li> </ul>
<p><b>4. Florida Department of Law Enforcement (FDLE)</b></p>	<ul style="list-style-type: none"> <li>a. Provide assistance with conducting criminal investigations at the site of a pollutant or hazardous substance discharge incident.</li> <li>b. Provide general site security and control.</li> <li>c. Coordinate law enforcement support for DEP hazardous materials assessment teams making entry into the impact area.</li> </ul>
<p><b>5. Department of Military Affairs</b></p>	<ul style="list-style-type: none"> <li>a. Upon request of the Governor, provide predetermined staff and logistical support for the containment and cleanup of a pollutant incident.</li> </ul>

	<ul style="list-style-type: none"> <li>b. Upon request of the Governor, provide water tankers and tractors during a pollutant or hazardous material discharge incident, or a natural disaster.</li> <li>c. Provide assistance from the Forty-fourth or 48th Civil Support Team when activated.</li> </ul>
<p><b>6. Florida Fish and Wildlife Conservation Commission (FWC)</b></p>	<ul style="list-style-type: none"> <li>a. Upon request of the ECO, prepare an assessment of damages to wildlife populations and habitats resulting from a pollutant or hazardous material discharge incident. In the event that wildlife area is affected by an incident, coordinate with the appropriate federal and state authorities to oversee the capture, cleaning and rehabilitation of these affected wildlife as well as all other wildlife under the jurisdiction of the Commission.</li> <li>b. Assist with identifying resources at risk during a hazardous material or oil spill incident.</li> <li>c. Provide aerial reconnaissance and security of affected wilderness areas.</li> <li>d. Assist with the investigation of oil or hazardous material releases involving surface waters.</li> <li>e. Provide traffic supervision and control for water transportation routes adversely affected by a hazardous material release or natural disaster.</li> <li>f. Determine if motorized equipment may be used on the beaches or shores of an area affected by a hazardous material release during turtle nesting and hatching season.</li> <li>g. Assist DEP with damage assessment activities when fish and wildlife have been impacted by a hazardous material release.</li> <li>h. Identify derelict vessel(s) and provide the funds to counties for their removal.</li> <li>i. Provide law enforcement support to ESF 10 missions as needed.</li> <li>j. Coordinate displaced vessel removal efforts that are a result of an event.</li> </ul>
<p><b>7. Department of Health (DOH)</b></p>	<ul style="list-style-type: none"> <li>a. Provide assistance with sampling private water supplies when they are suspected of being contaminated by a pollutant or hazardous material.</li> <li>b. Provide health-related statements to the public.</li> <li>c. Serve as the lead State agency for all radiological incidents.</li> <li>d. Provide medical guidance in response to a pollutant or hazardous material incident.</li> <li>e. Provide the resources of the Human Resource Services laboratories in response to pollutant or hazardous material incident.</li> <li>f. Assist with the identification and disposal options for bio-hazardous waste.</li> </ul>
<p><b>8. Department of Agriculture and Consumer Services (FDACS)</b></p>	<ul style="list-style-type: none"> <li>a. Provide water tankers and tractors for bulk water deliveries during natural disasters or hazardous material incidents</li> <li>b. Provide technical assistance for pesticide related incidents.</li> <li>c. Provide laboratory support for analyzing pollutant samples obtained during the investigation of pollutant or hazardous material incidents.</li> </ul>

	<ul style="list-style-type: none"> <li>d. Assist with the disposal of livestock killed or contaminated during a hazardous material release or natural disaster.</li> <li>e. Provide veterinarian animal care for those injured by a hazardous materials event.</li> <li>f. Provide shellfish evaluation and sampling assistance.</li> <li>g. Coordinate vector control efforts on and near State Lands</li> </ul>
<p><b>9. Department of Financial Services, Division of State Fire Marshal (SFM)</b></p>	<ul style="list-style-type: none"> <li>a. Assist in sharing response resources under a Memorandum of Understanding between SFM, the Florida Fire Chiefs’ Association (FFCA), and DEP.</li> </ul>
<p><b>10. Water Management Districts (WMD)</b></p>	<ul style="list-style-type: none"> <li>a. There are five WMDs in Florida, and each is responsible for various water-related activities in their geographic area. This includes:                         <ul style="list-style-type: none"> <li>i. Maintenance of rivers and canals under their jurisdiction;</li> <li>ii. Flood control;</li> <li>iii. Well permitting;</li> <li>iv. Inventory dredge, and;</li> <li>v. Fill activities.</li> </ul> </li> <li>b. Some WMDs keep basic spill control supplies on hand for incidents on their water bodies, such as booms and absorbent pads.</li> <li>c. They also have boats, maps, knowledge and control of surface water systems and control structures such as floodgates, vehicles; some have heavy equipment, aerial capabilities, laboratories and a 24-hour telephone number.</li> <li>d. WMDs have biologists, chemists, and other professionals that may have useful knowledge and expertise.</li> <li>e. The district emergency response coordinators are encouraged to meet with the WMD coordinator in their area to discuss the mutual assistance that each agency can provide for spills and abandoned materials.</li> <li>f. Provide available pumps to be used as FlaWARN resources.</li> </ul>
<p><b>11. Florida Rural Water Association</b></p>	<p>A non-profit trade association for public drinking water and wastewater utilities across Florida. The FRWA has over 1,400 members that:</p> <ul style="list-style-type: none"> <li>a. Provides services such as on-site technical assistance and training at no charge to the 7,000 public water systems and 3,500 wastewater systems across Florida. This assistance is in all areas of management, finance, Operations, maintenance, compliance, emergency preparedness and response.</li> <li>b. Partners with DEP on programs like compliance improvement, training and hurricane response.</li> <li>c. Supported under an agreement with DEP. This agreement has made FRWA a member of the SERRT and they have participated through ESF 10 since 1989.</li> </ul>
<p><b>12. Florida Fire Chiefs’ Association (FFCA)</b></p>	<ul style="list-style-type: none"> <li>a. Lead management education organization for fire and emergency services professionals, specializing in</li> </ul>

	<p>promoting and supporting excellence in fire and emergency services management.</p> <ol style="list-style-type: none"> <li>b. Help members maintain and develop management and leadership skills.</li> <li>c. During an emergency, maintain and support activities under the State Emergency Response Plan.</li> <li>d. Assist in sharing response resources under a Memorandum of Understanding between SFM, FFCA, and DEP.</li> </ol>
<p><b>13. Florida's Water/Wastewater Agency Response Network (FlaWARN)</b></p>	<ol style="list-style-type: none"> <li>a. Assist ESF 10 by coordinating mutual aid responses to Drinking Water and Waste Water Facilities that have been damaged or impacted by disasters and other emergency situations.</li> <li>b. Help utilities address mutual aid during emergency situations.</li> <li>c. Manage a secure web-based data bank of available resources and a practical mutual aid agreement designed to expedite assistance to utilities during emergencies.             <ul style="list-style-type: none"> <li>• This includes generator coordination and working with DEP Division of Water to provide ESF 10 with utility status updates.</li> </ul> </li> </ol>

**C. OTHER GOVERNMENT AGENCIES**

**1. Federal Government Responsibility**

a. DEP OER works closely with the EPA and the USCG to assure all emergency incidents involving pollutants and hazardous materials are investigated promptly and proper cleanup actions are taken.

b. The NRF and the EPA Region IV Oil and Hazardous Substances Contingency Plan provides a mechanism which defines the Regional Response Team and enables federal, state and local government agencies to participate in planning and response actions involving pollution incidents. The OER of DEP, along with the DEM, represents the State of Florida on the Region IV Regional Response Team. The Regional Response Team is comprised of the following federal agencies and states:

- The United States Coast Guard
- U.S. Environmental Protection Agency
- U.S. Department of Agriculture
- U. S. Department of Commerce
- U. S. Department of Defense
- U. S. Department of Energy
- U. S. Department of Health and Human Services
- U. S. Department of Interior
- U. S. Department of Justice
- U. S. Department of Labor
- U. S. Department of State
- U. S. Department of Transportation
- Federal Emergency Management Agency

- General Services Administration
- Nuclear Regulatory Commission
- Tennessee Valley Authority
- State of Alabama
- State of Florida
- State of Georgia
- Commonwealth of Kentucky
- State of Mississippi
- State of North Carolina
- State of South Carolina
- State of Tennessee

c. The EPA Region IV Regional Response Team acts as an advisory body to the Federal On-Scene Coordinator and enables federal, state and local government agencies to participate in the planning and response actions involving pollution incidents and brings the resources of the federal government to bare upon the incident. When activated, Regional Response Team members' responsibilities include:

1. Provide advice and recommend courses of action to the Federal On-Scene Coordinator.
2. Advise the Federal On-Scene Coordinator on the duration and extent of the federal response.
3. Monitor and evaluate reports from the Federal On-Scene Coordinator.
4. Advise the Federal On-Scene Coordinator of any regulatory conflicts or concerns under state jurisdiction.
5. Advise the Federal On-Scene Coordinator with disposal options.
6. Advise the Federal On-Scene Coordinator on chemical dispersant use or in-situ burning as oil spill response tools.
7. Provide the Federal On-Scene Coordinator with any regulatory state standards, and
8. Identify vulnerable state resources that may be threatened or damaged.

## **2. Local Government Responsibility**

DEP OER works closely with municipal and county governments during an incident. Since local public safety organizations are generally the first government representatives at the scene of a discharge or release, they would be expected to initiate public safety measures necessary to protect public health and welfare. These responsibilities include directing evacuations, fire suppression and hazardous material support where available, identification of drum or contaminated debris staging areas, arranging disposal of abandoned containers that contain non-hazardous waste such as rainwater and such responsibilities as described in the State of Florida CEMP.

Some local governments or counties have active household hazardous waste programs and or environmental response programs. DEP will assist these programs and may, on a case-by-case basis, enter into response agreements with them.

Local governments may participate in activities of the EPA Region IV Regional Response Team upon invitation by the state representative. The local government designee to the Regional Response Team is expected to coordinate all internal communication at his/her level of government and be able to commit local government resources if required.

## **IV. FINANCIAL MANAGEMENT**

DEP is responsible for managing the financial affairs of ESF 10 during activation. Travel and Operational expenses incurred prior to a disaster declaration, or during meetings, briefings or training events by ESF 10 and any supporting agencies or organizations may be the responsibility of those agencies and organizations unless agreed to in advance. ESF 10 and supporting agencies and organizations shall maintain adequate personnel and financial records in the event reimbursement is available in the future.

Immediately upon notification that a Declaration of a State of Emergency has been signed by the Governor, the OER will notify DEP's Division of Administrative Services and request that a specific grant/module number be established to assist in tracking event related expenditures and activities for the staff of DEP. This grant/module number will be distributed to all DEP divisions with specific instructions to track all Department efforts directed toward the event response and recovery efforts. During an activation of the SERRT, ESF 10 supporting agencies are responsible for recording and tracking their own expenditures and seeking reimbursement from the appropriate channels after the event.

OER also routinely tracks all costs associated with day-to-day oil and hazardous substance incidents in an effort to seek appropriate reimbursement from those responsible for the incident. Detailed guidance for documenting staff efforts and contractor expenditures are given in the Emergency Response Plan under the Operational Response Section.

DEM will assist ESF 10 and supporting agencies and organizations with obtaining federal reimbursement for personnel, travel, lodging and meal expenses for staff providing assistance to ESF 10, in accordance with federal guidelines. Where reimbursement will be provided by or administered through DEM, reimbursement claims shall be submitted to the Division in accordance with its instructions. In the event federal and state reimbursement is not available, DEM will provide guidance and instructions for seeking any other sources of reimbursement. Specific reimbursable items are:

- Personnel hours
- Vehicle hours/miles
- Trailer hours/miles used for logistic support
- All-terrain vehicle hours/miles
- Boats or other vessels
- Specialized equipment (meters, calibration gas, etc.)
- Contractor costs
- Travel (including airfare), lodging, meals and fluids (Per Diem)
- Fuel for generators or other equipment used in the response
- Personnel, equipment and parts used for vehicle repairs attributed to the event
- Parking and storage fees
- Sampling jars and sampling equipment
- Laboratory analyses costs related to the event

## V. REFERENCES AND AUTHORITIES

DEP, pursuant to Section 376.021, 376.30, 376.303, 376.305, and 376.307, 403.061, 403.1655, 403.726, Florida Statutes, is delegated the power and duty to control, prohibit and respond to pollution of the air, surface waters, groundwater, and lands of the State, and protect the public health, safety and welfare from the effects of releases of hazardous substances.

The Clean Water Act of 1977, and amended in 1990 (formerly the Federal Water Pollution Control Act of 1972), established the National Oil and Hazardous Substances Pollution Contingency Plan as the base for providing a federal response to major pollutant discharges.

The NRF has been supplemented on a regional basis. As part of the regional concept, the Atlanta Coastal Region IV Contingency Plan has been developed for application in Florida. Other states under the Region IV Plan include North Carolina, Georgia, Alabama, and Mississippi. Within the discharges, the Area Response Plan for the coastal region has been developed. The inland plan has been developed and is being maintained by the EPA.

DEP Emergency Response Plan supports these goals and is required by Sections 376.97(2)(e) and 376.303(1)(6), Florida Statutes, and 40 CFR Part 311. This Emergency Response Plan complements and supports the NRF and the Region IV Oil and Hazardous Substances Regional Contingency Plan.

Amendments to this Emergency Response Plan shall be coordinated with members of DEP-OER, DEM, EPA, USCG, the FEMA, and other interested parties.

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## APPENDIX XI: EMERGENCY SUPPORT FUNCTION 11 - FOOD AND WATER

**PRIMARY AGENCY:** Department of Agriculture and Consumer Services

**SUPPORT AGENCIES:** United States Department of Agriculture, American Red Cross, The Salvation Army, School Districts (School Nutrition Services), Department of Children and Families, Department of Business and Professional Regulation; Governor's Commission on Volunteerism (Volunteer Florida)

### I. INTRODUCTION

The purpose of Emergency Support Function 11 (ESF 11) is to identify food, water, and ice needs in the aftermath of a disaster or emergency; obtain these resources; and transport them to the impact area. Food supplies obtained and distributed by ESF 11 will be dispensed to disaster survivors through the agencies of ESF 6 (Mass Care).

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

1. ESF 11 will operate under existing United States Department of Agriculture (USDA) authority and regulations as well as Public Law 93-288, as amended, and the State Comprehensive Emergency Management Plan (CEMP), to provide disaster food supplies to designated disaster staging areas and mass feeding sites.
2. Following a notification of an impending major disaster or emergency, ESF 11 will be staffed at the State Emergency Operations Center (SEOC) on a 24-hour basis as needed.
3. ESF 11 will use damage projection models to calculate the number of people who may be affected in order to assess the amount of food, water and ice needed to meet the anticipated demand. Warehouse inventories will be tabulated and if additional food supplies are needed, ESF 11 will obtain the food, primarily through the USDA, and coordinate the transport of such supplies to the disaster feeding organizations or staging areas.
4. ESF 11 will provide food for the mass feeding sites from the inventory USDA Foods for the National School Lunch Program. Meal compilation tool will be used to address serving sizes and quantities needed. These tables will be used for the purpose of ordering, forecasting, and supplying data. Other mass care organizations with food resources will supplement the food supply.
5. ESF 11 will provide staff where needed to oversee the inventory of food, water and ice resources and to assess the effectiveness of the food distribution network. ESF 11 will coordinate with ESF 6 and the State Emergency Response and Recovery Team (SERRT) Logistics Section to ensure ample and timely deliveries of food, water and ice supplies.



6. ESF 11 will coordinate with the federal ESF 3 (Public Works), which is responsible for providing potable water and ice at the federal level.

## **B. ORGANIZATION**

During an emergency or disaster, the primary agency of ESF 11 will assign personnel to the SEOC. ESF 11 will respond directly to the Human Services Branch Director who reports to the Operations Section Chief (**see Chapter 4, Section M of the Basic Plan**). The following organization will be adhered to by ESF 11:

1. The Florida Department of Agriculture and Consumer Services (FDACS) has primary responsibility for all ESF 11 activities. The ESF 11 Emergency Coordinating Officer (ECO), Alternate ECO and/or Incident Commander will direct response and recovery activities for this ESF from the SEOC.
2. Upon activation of ESF 11, the ESF 11 ECO/Incident Commander or designee will be responsible for ensuring all food, water and ice concerns are addressed. Additional support agencies, organizations and vendors may be utilized and will either be tasked to provide a representative to the SEOC or to provide a representative who will be immediately available via telecommunications means (telephone, facsimile, conference call, etc.).

## **C. OPERATIONAL OBJECTIVES**

1. Preparedness Objectives:
  - a. Maintain an accurate roster of personnel assigned to perform ESF 11 duties during a disaster.
  - b. Identify and schedule periodic disaster response training for ESF 11 assigned personnel.
  - c. Obtain information annually regarding the number of infants born in Florida per year/per county from the Department of Health (DOH), Bureau of Vital Statistics.
  - d. As needed, acquire from the Division of Food Safety a list of certified water and ice plants in Florida.
2. Response Objectives:
  - a. Immediately activate an ESF 11 coordinating officer able to assess and coordinate the operational requirements and shortfalls, and request additional Federal/state resources as needed.
  - b. Obtain inventory of USDA food supplies available in the state-contracted warehouse(s) and, if needed, school district- owned or leased warehouses.

- c. Notify USDA of the SEOC activation.
- d. Contact water and ice vendors on state term contract. Locate other water and ice vendors and obtain availability, delivery and pricing information, if additional sources needed.
- e. Work with Logistics Section to ascertain anticipated number of Points of Distribution (POD) to determine the volume of water and ice needed to support the PODs and affected population.
- f. Once an Executive Order is issued and in coordination with Logistics section, place orders for water and ice. Determine location of pre-mobilization areas, if established, for initial receipt and subsequent dispatching of trucks of water and ice.
- g. Authorize the release of USDA foods to disaster feeding organizations for feeding of sheltered population. Notify USDA that USDA foods are being released for mass feeding.
- h. Provide and obtain a signed USDA Foods for Disaster Feeding Application from the pertinent disaster feeding organizations.
- i. Work with the vendors and the ESF 11 Staff, SLRC team/LSA team team to monitor the arrival and staging of trucks of water and ice at the pre- mobilization area and maintain an inventory to determine replenishment requirements.
- j. Determine quantities of baby formula and food necessary for the event. Coordinate with USDA and submit Resource Request Forms for baby food and formula. As needed, acquire additional supplies of baby food, formula, food supplements for infants and children, and other baby supplies from commercial sources for distribution through mass feeding sites and other appropriate outlets.
- k. Initiate plan for deployment of ESF 11 State Logistics Response Center (SLRC) team and, if needed, Logistical Staging Area team(s) and determine departure time and destination(s).
- l. Work with ESF 12 (Energy) and/or use WebEOC to determine power outages for estimated ice needs and quantities.
- m. Work with ESF 8 (Health and Medical) and ESF 10 (Hazardous Materials) to monitor water contamination and boil water orders in the disaster area and estimate water needs and quantities.
- n. In collaboration with Logistics Section, deploy trucks of water and ice to the designated Logistical Staging Area(s), PODs and the SLRC. Deploy water and ice direct to mission requestors as needed.
- o. Coordinate with ESF 6 to obtain the locations of all kitchens and mass feeding sites. Update daily as needed.

- p. Provide USDA foods to the disaster feeding organizations, as requested, for mass feeding purposes.
- q. On a daily basis, obtain from ESF 6, the total number of meals served the previous day by the disaster feeding organizations. Submit the information to the USDA Southeast Regional Office designated staff.
- r. Coordinate with Logistics Section or submit an ResourceRequest Form to FEMA, as appropriate, to obtain additional food, water, and ice resources, if needed.
- s. Direct offers of donated supplies, particularly food items for home consumption, with ESF 15 for non-profit organizations serving those in need.
- t. Coordinate with ESF 15 to fulfill mission requests with donated supplies when available in sufficient quantities.
- u. Monitor and coordinate the flow of food, water and ice supplies into the impact area.
- v. Monitor inventories at SLRC and Logistical Staging Area(s); order replenishment as needed.
- w. Monitor inventories of USDA foods in state warehouses and, as needed, request additional foods from the USDA.
- x. Coordinate with the SERRT Logistics Section and/or the federal ESF 3 for additional quantities of water and ice, if appropriate.
- y. Coordinate with ESF 6 and disaster feeding organizations to determine need for other, non-USDA, foods and related items to support the kitchens, especially in a catastrophic event.
- z. Work with the State Multi-Agency Feeding Task Force and commercial food vendors to identify and determine amounts of commercial food required; acquire food and related items as needed and appropriate.
- aa. Determine need for and amount of adult food supplement necessary for the event. Work with commercial vendors to acquire adequate quantities for distribution through mass feeding organizations, and other outlets.
- bb. Evaluate the need to demobilize resources (personnel and assets).
- aa. In a catastrophic event, secure authorization from USDA to make foods available for household distribution and consumption.

3. Recovery Objectives:
  - a. Assess special food concerns of the affected residents.
  - b. Document and report all emergency-related response activities and their costs to appropriate personnel.
  - c. Assess the need for any sustained, long-term food, water or ice provisions.
4. Mitigation Objectives:
  - a. None

#### **D. DIRECTION AND CONTROL**

1. Policies:
  - a. Activate upon notification of a potential or actual disaster or emergency.
  - b. Provide suitable food, water and ice for congregate meal service, as appropriate.
  - c. Encourage the use of congregate feeding arrangements as the primary outlet for disaster food supplies.
  - d. If authorized in writing by the USDA, secure and make available for distribution, sufficient amounts of food suitable for household consumption.
  - e. Consult with the Florida Department of Children and Families (DCF) concerning issuance of Disaster Supplemental Nutrition Assistance Program benefits (D-SNAP).
2. Decision making authority
  - a. The ESF 11 ECO has the authority to allocate resources, expend funds and direct personnel to meet the responsibilities outlined for ESF 11 in the Plan or to complete missions assigned to ESF 11 by the State Coordinating Officer (SCO) or his/her designated representative in the SEOC.
  - b. The ESF 11 ECO will designate, in writing, a Shift Leader for each ESF 11 shift operating in the SEOC, and a Team Leader for the ESF 11 component of the SLRC, Logistical Staging Area Team or Forward State Emergency Response and Recovery Team (FSERRT), if deployed, operating in the disaster area.
  - c. The designated shift/team leader has the authority, in consultation with the ESF 11 ECO, to take those actions necessary to meet the responsibilities outlined for ESF 11. This would include completing all missions assigned by the SCO or designee.

3. Coordination
  - a. All actions taken by ESF 11 will be guided by and coordinated with the SERRT Chief and local disaster officials.
  - b. ESF 11 will coordinate with, and provide support, as appropriate, to ESF 6.
  - d. The ESF 11 ECO or designated representative (Shift/Team Leaders) will coordinate the activities and requirements of the various ESF 11 support agencies.
  - e. In case of federal activation, the ESF 11 ECO or designated representative (Shift/Team Leaders) will coordinate the allocation of appropriate federal ESF 11 resources.
  - f. Support agencies of ESF 11 may serve the SERRT in various areas of any forward operations teams.

### III. RESPONSIBILITIES

#### A. PRIMARY AGENCY – DEPARTMENT OF AGRICULTURE AND CONSUMER SERVICES

1. Determine the availability of USDA foods that are safe for human consumption within the disaster area.
2. Coordinate with DEM, ESF 6 (Mass Care), and local officials to determine food, water, and ice needs for the population in the impact areas.
3. If authorized by the USDA and in the absence of Disaster Supplemental Nutrition Assistance Program benefits (D-SNAP), provide emergency food supplies for distribution to eligible households for home consumption.
4. Provide appropriate information to the designated section(s) of the SEOC on a regular basis.
5. Develop a plan of operation that will ensure timely distribution of food supplies to mass care locations.
6. Maintain records of the cost of supplies, resources, and employee-hours expended in response to the disaster.
7. Monitor the number of mass feeding sites providing food to disaster survivors.

#### B. SUPPORT AGENCIES

1. American Red Cross

- a. Assist in identifying and assessing the requirements for food on a two-phase basis: critical emergency needs immediately after the disaster and long-term sustained needs after the emergency phase is over.
  - b. Assist with the distribution of coordinated disaster relief supplies.
  - c. Per established agreements with private vendors, supplement USDA food inventory.
  - d. Provide meal counts, excluding snacks, by county, on a daily basis, through ESF 6.
2. Department of Children and Families
    - a. Authorize and coordinate the issuance of Disaster Supplemental Nutrition Assistance Program benefits (D-SNAP).
3. School Districts (School Nutrition Services)
    - a. Provide inventories of readily identifiable USDA food supplies available in their warehouses.
    - b. School Nutrition Services Directors in the impacted counties will work with ESF 11 to provide available USDA food to designated disaster feeding organizations.
    - c. Report quantities and types of USDA Foods utilized for disaster feeding to appropriate FDACS staff after the disaster.
4. The Salvation Army
    - a. Assist in identifying and assessing the requirements for food on a two-phase basis: critical emergency needs immediately after the disaster and long-term sustained needs after the emergency phase is over.
    - b. Assist with the distribution of coordinated disaster relief supplies.
    - c. Per established agreements with private vendors, supplement USDA food inventory.
    - d. Provide meal counts, excluding snacks, by county, on a daily basis, through ESF 6.
5. Department of Business and Professional Regulation
    - a. Report the locations, status, and populations of all shelters

in the state.

- b. Coordinate the allocation of state and federal resources necessary to augment the mass care feeding capabilities of the ARC, TSA, and other organizations.
  - c. Report on mass care org feeding activities in a timely manner.
6. Volunteer Florida
- a. Communicate available donated food, water, and ice resources.

#### **IV. FINANCIAL MANAGEMENT**

##### **A. DOCUMENTATION OF EXPENDITURES**

1. The ESF 11 ECO or designated representative (Shift/Team Leaders) will be responsible for approving all expenditures incurred by ESF 11 related to the incident.
2. With the activation of the SEOC at Level 1, the ESF 11 ECO will appoint, in writing, an ESF 11 Financial Officer. The ESF 11 Financial Officer will have the following responsibilities:
  - a. Obtain from FDACS the budgetary organization code and necessary budget authority for the particular incident. Document all expenditures by the ESF 11 using this organization code for cost recovery subsequent to the incident period.
  - b. Supervise the maintenance of a personnel log that tracks the hours worked by all ESF 11 personnel during the incident period.
  - c. Every 24 hours during the incident period, prepare a report summarizing the dollar costs and personnel hours expended during the previous 24 hours, and during the incident to date. This report will be delivered on a daily basis to the ESF 11 ECO and appropriate personnel of FDACS including the Director of the Division of FNW or his designee, designated personnel in the Bureau of Finance and Accounting, and other appropriate personnel.
  - d. Notify appropriate personnel in the Bureau of Finance and Accounting of the time and telephone number for reporting expenditures to the SEOC Finance Section. Provide copy of purchasing documents( i.e., field purchase order, Purchasing-card documentation, invoices, etc.) to the Bureau of Food Distribution Accountant, Department's Purchasing Director, and the Bureau of Finance and Accounting, as expenditures are made
  - e. Obtain a copy, when issued, of the Governor's Executive

Order/Declaration of Emergency for the incident and transmit to specific departmental personnel, including Commissioner's office, as required.

**B. COMMUNICATING EXPENDITURES TO THE AGENCY**

FDACS, Division of Food, Nutrition, and Wellness, will be responsible for communicating the level of expenditures related to the incident to the Director, Division of Administration, FDACS.

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## **APPENDIX XII: EMERGENCY SUPPORT FUNCTION 12 - Energy**

**PRIMARY AGENCIES:** Public Service Commission and the Florida Division of Emergency Management

### **SECTION I: EMERGENCY SUPPORT FUNCTION 12 - FUELS**

**PRIMARY AGENCIES:** Florida Division of Emergency Management

**SUPPORT AGENCIES:** Florida Department of Agriculture and Consumer Services, Florida Department of Environmental Protection, Florida Department of Health, Florida Department of Management Services, Florida Department of Transportation, Florida National Guard, Florida Petroleum Council, Florida Petroleum Marketers Association, Florida Propane Association, Florida Trucking Association, and Industry Trade Groups and Associations

#### **I. INTRODUCTION**

The purpose of this Emergency Support Function 12-Fuels is to promulgate the policies and procedures to be used by the Division of Emergency Management and the other support agencies and organizations listed above in responding to and recovering from shortages and disruptions in the supply and delivery of transportation fuels, propane, and other forms of energy and fuels that, impact or threaten, significant numbers of citizens and visitors. Shortages and disruptions in the supply of fuel may be caused by such events as unusually cold or hot weather, storms, fuel supply disruptions, electric transmission and distribution disruptions. Other energy and fuel shortages affecting the private sector may be caused by such events as severe weather, flooding, and labor strikes.

Emergency Support Function 12-Fuels coordinates with private sector providers of energy and transportation fuels such as propane, fuel oil, diesel fuel, and gasoline. The Division of Emergency Management will have primary responsibility to monitor and coordinate with the private sector suppliers of such fuels to ensure that adequate supplies of fuels are available and deliverable for normal community functioning.

#### **II. CONCEPT OF OPERATIONS**

##### **A. GENERAL**

When transportation fuels are disrupted, an appraisal of the situation is made by the designated authorities and personnel, and action is taken in accordance with this Emergency Support Function-12 Fuels. Emergency organization personnel are notified and mobilized to direct and coordinate relief efforts, to communicate with the public and appropriate governmental agencies, and to restore normal service when the emergency is over. These response actions are carried out to maintain energy system integrity and to minimize the impact on Florida citizens and visitors to the degree possible.

##### **B. ORGANIZATION**

1. The Division of Emergency Management is the lead agency for Emergency Support Function (ESF) 12-Fuels. Other agencies and entities supporting Emergency Support Function 12-Fuels are:
  - Florida Department of Agriculture and Consumer Services
  - Florida Department of Environmental Protection
  - Florida Department of Health
  - Florida Department of Management Services
  - Florida Department of Transportation
  - Florida National Guard
  - Florida Petroleum Council
  - Florida Petroleum Marketers Association
  - Florida Propane Association
  - Industry Trade Groups and Associations
2. During an emergency or disaster, the primary and support agencies of Emergency Support Function 12-Fuels will assign personnel to the State Emergency Operations Center. Emergency Support Function 12-Fuels will respond directly to the Infrastructure Branch Director, who reports to the Operations Section Chief (**see Chapter 4, Section M of the Basic Plan**).

#### **C. OPERATIONAL OBJECTIVES**

1. Preparedness
  - a. The Division of Emergency Management and other support agency personnel designated to serve in Emergency Support Agency 12-Fuels as emergency operations center representatives shall be given an initial orientation class of at least 2 hours of familiarization training, which shall include a review of the Standard Operating Guide and a physical tour of the State Emergency Operations Center.
  - b. Training and exercises should take place after the January update of the guide, and prior to the end of May before the start of hurricane season.
  - c. All staff responsible for interacting with the Division of Emergency Management/State Emergency Operations Center will complete a review of the Comprehensive Emergency Management Plan each year to ensure their familiarization with any changes in the procedures and/or data.
  - d. In preparation for an emergency/disaster situation, Emergency Support Function 12-Fuels will coordinate support agencies and organizations in an attempt to:
    - 1) Maintain overall awareness of the fuel industry to determine response and recovery needs;

- 2) Maintain communication with major fuel and other energy providers to determine response and recovery needs; and
- 3) Assist State Emergency Response and Recovery Team and local emergency operations centers to identify emergency fuel needs.

## 2. Response

- a. Emergency Support Function 12-Fuels' Standard Operating Guide will be implemented when notified by the Division of Emergency Management. The Division of Emergency Management and other Emergency Support Functions support agencies and organizations will cooperate with local, state and federal agencies and public or private entities in achieving the purposes or activities of Emergency Support Function 12-Fuels.
- b. The assets available to Emergency Support Function 12-Fuels will be used to assist county emergency operations agencies and other Emergency Support Functions with their life saving emergency efforts to provide fuel, and other resources as necessary. In response to an emergency, Emergency Support Function 12-Fuels will coordinate with support agencies and organizations in an attempt to:
  - 1) Provide sufficient fuel supplies to state agencies, emergency response organizations, and areas along evacuation routes;
  - 2) Provide, to the extent possible, resources for the support of emergency activities being conducted by local Emergency Operations Centers or State Emergency Support Functions as requested through the State Emergency Operations Center;
  - 3) Maintain communication with major fuel and other energy providers to determine response and recovery needs;
  - 4) Provide current fuel shortage and supply information to the State Emergency Operations Center; and
  - 5) Assist local governments and agencies with identifying fuel providers.
- c. Agencies of Emergency Support Function may serve the State Emergency Response and Recovery Team in various areas of Field Operations (i.e., the Forward State Emergency Response and Recovery Team, Impact Assessment Teams, Rapid Response Team, Preliminary Damage Assessment Team, Joint Field Operations, Disaster Recovery Centers operation, intrastate and/or interstate mutual aid assistance, etc.);

- d. Develop strategies for meeting local and state fuel energy needs;
  - e. Receive and assess requests for assistance from local, state and federal agencies, energy offices, energy suppliers and distributors;
  - f. Work with the State Coordinating Officer and other state and local emergency agencies to assess and coordinate accelerated energy restoration for unique situations that may arise during an individual emergency; and
  - f. Keep accurate logs and other records of emergency response activities and their costs.
3. Recovery
- Continue to keep accurate logs and other records of emergency response activities and their costs.
4. Mitigation
- Emergency Support Function 12-Fuels will work cooperatively with other Emergency Support Functions to mitigate the effects of any emergency.

#### **D. DIRECTION AND CONTROL**

In the wake of a disaster, many of the local resources will be unavailable due to damage, inaccessibility or insufficient supply. The Division of Emergency Management representatives in Emergency Support Function 12-Fuels will coordinate a response to non-utility sector energy and transportation fuel related requests with assistance from the other Emergency Support Function 12 support agencies and organizations as well as with assistance from other Emergency Support Functions. When the State Emergency Operations Center has been activated, the Florida Division of Emergency Management will staff the Emergency Support Function work stations in the State Emergency Operations Center, identify which support agencies for Emergency Support Function 12-Fuels which are needed, and take necessary steps to assure that these agencies are activated, or at least placed on alert status, as appropriate.

### **III. RESPONSIBILITIES**

#### **A. PRIMARY AGENCY - DIVISION OF EMERGENCY MANAGEMENT**

- 1. The Division of Emergency Management
  - a. Will monitor and/or address situations affecting the supply of non-utility sector energy resources and transportation of fuels.

- b. Will monitor energy concerns upon activation of the State Emergency Operations Center.
- c. Will maintain communications with all stakeholders of ESF 12-Fuels in responding to and recovering from emergencies regarding shortages and disruptions in the supply of other private sector energy and transportation fuels affecting the public.
- d. Will communicate and coordinate with local, state and federal agencies and organizations in responding to energy emergencies and energy restoration.
- e. Will direct efforts to obtain needed fuel supplies in case of a shortage of automotive transportation fuels or non-utility fuels needed for lifesaving, life sustain and public safety purposes.
- f. Will coordinate with the industry trade groups and associations in the effort of response and recovery from emergencies regarding shortages and disruptions in the supply of transportation fuels for other residential, commercial, or industry.
- g. Will coordinate with Emergency Support Function 14 on State and local news issues to keep them apprised of energy shortfalls.

#### **B. SUPPORT AGENCIES**

Florida Department of Agriculture and Consumer Services, Florida Department of Environmental Protection, Florida Department of Health, Florida Department of Management Services, Florida Department of Transportation, Florida National Guard, Florida Petroleum Council, Florida Petroleum Marketers Association, Florida Propane Association, Florida Trucking Association, and Industry Trade Groups and Associations.

#### **IV. Financial Management**

N/A

#### **V. REFERENCES AND AUTHORITIES**

Emergency Support Function 12, Energy Annex,  
Procedures for Response to an Energy Emergency  
National Response Framework  
Chapter 252, Florida Statutes  
377.703 (2)(a) Florida Statutes  
377.701 Florida Statutes  
377.701(2)(b) Florida Statutes  
377.703 (2)(m) Florida Statutes  
526.143(2) Florida Statutes  
526.143(3) Florida Statutes

## SECTION II: EMERGENCY SUPPORT FUNCTION 12 - POWER

**PRIMARY AGENCIES:** Public Service Commission

**SUPPORT AGENCIES, ORGANIZATIONS AND UTILITIES:**

Nuclear Regulatory Commission, Florida Rural Electric Cooperative Association, Florida Municipal Electric Association, Florida Reliability Coordinating Council, Investor Owned Electric Utilities, Natural Gas Operators, Florida Department of Environmental Protection, and Florida Department of Health

### I. INTRODUCTION

The purpose of this Emergency Support Function is to promulgate the policies and procedures used by the Public Service Commission (PSC/ESF 12-Power), and the other support agencies, and entities listed above in recovering from shortages or disruptions in the supply and delivery of electricity or natural gas.

ESF 12-Power has primary responsibility to monitor and coordinate the availability of electric utility generating capacity and reserves, the availability and supply of natural gas, and the supply of power plant generation fuels.

ESF 12-Power coordinates with the electric and natural gas utilities to ensure the power generation systems and natural gas supplies are restored in an efficient and expedient manner. ESF 12-Power will also monitor and coordinate the restoration of electric and natural gas services to normal community functioning.

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

When the Emergency Operations Center is activated, the Public Service Commission will staff ESF 12-Power until notified by the Department of Emergency Management to discontinue operation.

#### B. ORGANIZATION

1. The PSC is the lead agency for Emergency Support Function 12-Power. Other agencies and entities supporting ESF 12-Power:
  - Nuclear Regulatory Commission
  - The Florida Reliability Coordinating Council
  - Florida Rural Electric Cooperative Association
  - Florida Municipal Electric Association
  - Investor Owned Electric Utilities
  - Natural Gas Operators
  - Florida Department of Environmental Protection
  - Department of Health (Nuclear)

2. During an emergency or disaster, the primary and support agencies of ESF 12-Power will assign personnel to the State Emergency Operations Center. Emergency Support Function 12 will respond directly to the Infrastructure Branch Director, who reports to the Operations Section Chief (see Chapter 4, Section M of the Basic Plan).

### C. OPERATIONAL OBJECTIVES

1. Preparedness
  - a. All Public Service Commission personnel designated to serve as emergency operations center representatives shall be trained by attending ESF 12-Power during exercises or activations with experienced personnel.
  - b. In preparation for an emergency/disaster situation, ESF 12-Power will maintain contact with the support agencies and entities to initiate:
    1. Obtain information regarding utilities staging areas, estimated number of restoration personnel, and determine any unmet needs.
    2. When to start reporting outage and restoration information.
    3. Establish a mission to place a link to the outage and estimated restoration information.
2. Response
  - a. ESF 12-Power procedures will be implemented when notified by the Division of Emergency Management. The PSC, Division of Emergency Management and other Emergency Support Function utility partners, support agencies and organizations will cooperate with local, state and federal agencies and public or private entities in achieving the purposes or activities of Emergency Support Function 12.
  - b. ESF 12-Power will coordinate with support agencies and organizations to:
    1. Restore power and natural gas to entities that are determined by the local emergency operations centers in coordination with the utilities in each county as priority such as hospitals, police, and possible loss of life situations.
    2. Maintain communication with utility representatives to determine response and recovery needs.
    3. Provide current electrical power outage and restoration information to State Emergency Operations Center.

4. When electric utility operating reserves are nearly exhausted, the FRCC will send a notification to ESF 12-Power. ESF 12-Power will notify the DEM staff of the status and estimated time when the reserves are back to normal. The utilities will implement load demand shedding and their Emergency Fuels Plans on file with the PSC.

#### **D. DIRECTION AND CONTROL**

In the wake of a disaster, many of the local resources will be unavailable due to damage, inaccessibility, or insufficient supply. The Public Service Commission will coordinate a response to electric and natural gas energy related requests with assistance from the Emergency Support Function 12 support agencies and organizations as well as with assistance from other Emergency Support Functions. When the Public Service Commission is notified by the Division of Emergency Management that the State Emergency Operations Center has been activated, the Public Service Commission will staff the Emergency Support Function 12 work station in the State Emergency Operations Center, identify which support agencies for Emergency Support Function 12 are needed, and take the necessary steps to assure that these agencies are activated, or at least placed on alert status, as appropriate.

### **III. RESPONSIBILITIES**

#### **PRIMARY AGENCIES - PUBLIC SERVICE COMMISSION AND DIVISION OF EMERGENCY MANAGEMENT**

The Public Service Commission:

1. Will address issues pertaining to emergencies affecting electric and natural gas utility services to the public.
2. Upon activation of the State Emergency Operations Center, will ensure that energy concerns are addressed.
3. Will maintain communications with electric utilities and other support agencies and organizations in responding to and recovering from emergencies regarding electric generating capacity shortages, electric generating fuel shortages, transmission and distribution line outages, and electrical service outages affecting the public.
4. Will make contact with electric, gas, and industry coordinating groups serving the emergency area to obtain information about damage and/or assistance needed in their area of operations.
5. Will monitor the procedures followed by the individual utilities during a generating capacity shortage on their systems and the procedures



followed by all utilities to ensure coordinated statewide action and communication.

6. Coordinate and communicate with the Florida Reliability Coordinating Council and report to the State Emergency Operations Center information regarding:
  - Florida electric generating capacity
  - Florida expected electric peak load
  - Geographic areas and number of customers that are impacted, if available
  - Status of major generating unit outages
  - Expected duration of event
  - Explanation of utilities planned actions; and recommendations of agency actions in support of the utilities.
7. Will administer regulatory authorities for generating capacities and shortages of natural gas.
8. Will coordinate with Emergency Support Function 14 on state and local news issues to keep them apprised of energy shortfalls.
9. Will maintain communications with the Nuclear Regulatory Commission, the Department of Health, and nuclear facilities in responding to and recovering from radiological nuclear power plant emergencies.

## V. REFERENCES AND AUTHORITIES

Emergency Support Function 12, Energy Annex,  
Procedures for Response to an Energy Emergency  
Rule 25-6.0183, Florida Administrative Code  
Rule 25-6.0185, Florida Administrative Code  
366.05, Florida Statutes  
366.04, Florida Statutes  
368, Florida Statutes

## APPENDIX XIII: EMERGENCY SUPPORT FUNCTION 13 - MILITARY SUPPORT

**PRIMARY AGENCY:** Department of Military Affairs, Florida National Guard

**SUPPORT AGENCY:** None

### I. INTRODUCTION

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

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

**1. Mission:**

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

**2. Execution:**

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

**3. Concept of Operations:**

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

**4. Executive Order:**

Upon the issuance of the Governor's Executive Order and prior to an imminent disaster, the Adjutant General will mobilize and stage personnel and equipment to restore/preserve law and order and provide support to

other Emergency Support Functions respectively as directed by the State Emergency Response and Recovery Team Chief and within Florida National Guard capabilities.

**5. Mission Assignment:**

As the State Coordinating Officer (SCO) and the State Emergency Response and Recovery Team determine that all available state resources are exhausted and/or a mission exceeds the Emergency Support Functions' capabilities, or that the Florida National Guard is the best resource to fulfill a request, the State Emergency Response and Recovery Team Chief will assign the request to Emergency Support Function 13 in the form of a "Mission." The request needs to include the scope of the requirement, when it is needed, where it is needed and the local point of contact information. The 5 W's (Who, What, Where, When and Why) are preferred. The mission will then be tasked to the Florida National Guard Joint Operations Center (JOC) for immediate staffing and determination of the ability to support the request. If the Florida National Guard can support the requested mission, the Adjutant General or his designated representative will determine the number of personnel and type of equipment required. The mission will then be re-tasked to the appropriate command who will immediately contact the supported agency's local point of contact for mission coordination. The tasked Commander/staff will be responsible for updating the status within the mission tracking system and/or through the chain of command up to the JOC.

**6. United States Department of Defense:**

In major or catastrophic disasters requiring a federal Department of Defense response, the Adjutant General and his staff will serve in a liaison role between the State of Florida and the Active Component Commander in charge. The Defense Coordinating Officer (DCO) will normally be in charge of the federal military response unless the disaster requires the employment of a federal Joint Task Force. Under certain circumstances, when approved by the Governor and President, National Guard and/or Active Component officers may be appointed as dual-status commander to ensure unity of command. As the state's first line military response in times of disaster and civil emergency, the National Guard will closely coordinate with the active federal military and vice versa to ensure mutual support during federal disaster relief operations.

**B. ORGANIZATION**

The Florida National Guard is a support agency for the State Emergency Response and Recovery Team.

**C. NOTIFICATION**

1. Emergency Support Function 13 will be activated upon notification by the Florida Division of Emergency Management (FDEM) that an emergency condition is imminent or exists that requires personnel and resources of the Florida National Guard. The State Watch Office will make initial

notification to the Emergency Support Function 13 Emergency Coordinating Officer or alternate. If the Emergency Coordinating Officer cannot be reached by the alert system they will be notified by email and then telephonically.

2. Upon notification of imminent or existing emergency conditions, the Emergency Support Function 13 Emergency Coordinating Officer will notify the Joint Directorate of Military Support and Joint Operations Center for initial response planning. The Joint Operations Center will notify key Florida National Guard staff and the Adjutant General. The Adjutant General will then order the activation of personnel and equipment as necessary to provide military support.
3. Based upon the magnitude of the Florida National Guard activation, directors and staff will be activated and advised to report to the Florida National Guard Joint Operations Center located at the Robert F. Ensslin Jr. Armory, SR 207 in St. Augustine, Florida. The staffing of the Florida National Guard Joint Operations Center will be dictated by mission requirements.
4. As Florida National Guard units are activated, the Adjutant General may appoint a Joint Task Force-Florida Commander and subordinate Joint Task Force commanders as required. The Joint Task Force – Florida will normally be commanded by a Brigadier General who will assume operational command and control of all Florida National Guard assets operating during the activation. Missions will flow from the State Emergency Response and Recovery Team through Emergency Support Function 13 to the Florida National Guard Joint Operation Center to the Joint Task Force - Florida Commander. Mission tasks may be given directly from the State Coordinating Officer, State Emergency Response and Recovery Team Chief or Multi-Agency Coordination Group operating in the area of operations. The Joint Operations Center maintains status of these missions and provides updates to the Joint Task Force - Florida Commander and Emergency Support Function 13.
5. Florida National Guard units will utilize existing unit alert plans to assemble troops at their home station. Orders for deployment will be forwarded through military channels to the Commanding Officer of the unit or units mobilized.

#### **D. OPERATIONAL OBJECTIVES**

##### **1. Preparedness**

The Florida National Guard conducts planning, coordination and training to be prepared to respond to natural or man-made emergencies. Major Commands (Army/Air) ensure training is coordinated and performed to prepare their forces to undertake assigned missions. The Florida National Guard prepares operational plans in preparation of providing support during different emergencies. The Florida National Guard is not the lead

agency in any emergency response so the planning process must be a joint/inter-agency venture. The Florida National Guard publishes specific plans and orders for each operation designating the task organization and operational areas for the specified mission. Missioned subordinate commands are tasked to perform further planning, coordination and to develop plans to support these specified missions. Day to day coordination with civil authorities is essential. The Florida National Guard must continually educate civil authorities on our capabilities and limitations. Florida National Guard Major Commands are also tasked with conducting State Emergency Response and Recovery Team unique training, such as State Emergency Response and Recovery Team Liaisons, Points of Distribution, Reconnaissance Teams and Logistical Staging Areas. The Florida National Guard trains throughout the year on its wartime mission which also increases the readiness of the Florida National Guard to conduct Defense Support to Civil Authorities.

## 2. Response

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

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

- Search and Rescue
  - Debris removal
  - Transportation of Supplies and Services
  - Points of Distribution
  - Communications
  - Clear Roads and Bridges
  - Aviation Operations
  - Law Enforcement and Security
  - Engineer Support
  - Logistical Staging Areas
  - Staffing Support to the State Logistics Response Center
  - Shelter Staffing Support
  - Civilian acquired skills
- e. Plan and initiate demobilization of Guard and equipment.

### 3. Recovery

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

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

### 4. Mitigation

Mitigation actions are not applicable to Emergency Support Function 13.

## E. DIRECTION AND CONTROL

### 1. **Adjutant General of Florida:**

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

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

Out-of-state National Guard units and organizations brought into the state through Emergency Management Assistance Compact will fall under the

Command and Control of the Adjutant General of Florida. Specific guidance for Emergency Management Assistance Compact forces is found both in Emergency Management Assistance Compact agreements and additional Memorandums of Agreement and/or Memorandums of Understanding mutually agreed to by both states' Adjutants General.

### III. RESPONSIBILITIES

#### A. PRIMARY AGENCY – THE DEPARTMENT OF MILITARY AFFAIRS, FLORIDA NATIONAL GUARD

1. Provide Emergency Coordinating Officer representation on the State Emergency Response and Recovery Team.
2. Provide Defense Support to Civil Authorities on a mission request basis, within the Florida National Guard's capability, and within the limitations of existing state law, military regulations, and the applicable Governor's Executive Order.

#### B. POLICIES

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

1. When the situation is so severe and widespread that effective response support is beyond the capacity of local and state government, and all civil resources have been exhausted, assistance is provided.
2. When required resources are not readily available from commercial sources, National Guard support will be furnished if it is not in competition with private enterprise or the civilian labor force.
3. National Guard resources will normally be committed as a supplement to civil resources that are required to cope with the humanitarian and property protection requirement caused by a civil emergency or mandated by law.
4. Assistance will be limited to the task that, because of experience and the availability of organic resources, the National Guard can accomplish more effectively and/or efficiently than other agencies.
5. When an emergency occurs and waiting for instructions from higher authority would preclude an effective response, a National Guard commander may do what is required and justified to save human life, prevent immediate human suffering, or lessen major property damage or destruction. The commander will report the action taken to higher military authority and to civil authority as soon as possible. Support will not be denied or delayed solely for lack of a commitment for reimbursement or certification of liability from the requester.

6. The National Guard will be employed with adequate resources to accomplish the mission when conducting civil disaster/emergency relief operations. The on-scene commander or the senior officer present will make that determination. Military support to civil authorities will terminate as soon as possible after civil authorities are capable of handling the emergency.
7. When a public service is lost or withdrawn, and an immediate substantial threat to public health, safety, or welfare is evident, the National Guard may be called to restore and/or continue that public service. It is desirable that supervisors, managers, and essential personnel of the public service are available to provide technical assistance to National Guard personnel. In the absence of key public service personnel, the state Adjutant General will make plans and coordinate with appropriate civil authorities to perform the mission within the capabilities and limitations of the National Guard.
8. The capability of the National Guard to assist in the restoration/continuation of public services depends primarily on the degree of military or civilian skills possessed by National Guard personnel.

#### **C. MILITARY CODE**

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

### **IV. FINANCIAL MANAGEMENT**

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

### **V. REFERENCES AND AUTHORITIES**

#### **A. REFERENCES**

1. Department of Defense Directive 3025.12, Use of Military Resources during Peacetime Civil Emergencies within the U.S., Its Territories and Possessions.
2. National Guard Regulation 500-1, Defense Support to Civil Authorities.
3. Headquarters, Florida National Guard, Joint Operations Plan for Defense Support to Civil Authorities/Homeland Defense.



4. Chapter 23, F.S., Florida Department of Law Enforcement, Florida Mutual Aid Plan and the Florida Mutual Aid Act.
5. Memorandum of Agreement Between The State of Florida and The Department of Defense for the Use and Establishment of a Dual-Status Commander Pursuant to Title 32, U.S. Code

**B. AUTHORITIES**

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

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## APPENDIX XIV: EMERGENCY SUPPORT FUNCTION 14 – EXTERNAL AFFAIRS - PUBLIC INFORMATION

**PRIMARY AGENCY:** Executive Office of the Governor, Office of Communications

**SUPPORT AGENCIES:** Florida Division of Emergency Management, Office of External Affairs, Agency for Persons With Disabilities, Department of Business and Professional Regulation, Department of Children and Families, Department of Economic Opportunity, Department of Corrections, Department of Education, Department of Elder Affairs, Enterprise Florida, Department of Environmental Protection, Florida Department of Law Enforcement, Department of Health, Agency for Health Care Administration, Department of Highway Safety and Motor Vehicles, Department of Juvenile Justice, Department of Management Services, Department of Lottery, Department of Revenue, Department of State, Department of Transportation, Department of Veterans Affairs, Agency for Workforce Innovation, Florida National Guard, Florida Fire Chiefs' Association, and WFSU-TV / The Florida Channel.

### I. INTRODUCTION

The purpose of Emergency Support Function 14 (ESF 14) is to coordinate with state, local and federal partners to develop messaging for the Florida State Emergency Response and Recovery Team (SERRT), as well as to amplify local messaging that is critical for Floridians to prepare for, respond to, recover from and mitigate against an emergency or disaster. Providing clear and consistent direction to citizens before, during and following a disaster is key to emergency preparedness and response. ESF 14 disseminates information through a variety of means, including: press conferences, press releases, social media, FloridaDisaster.org information page and the State Assistance Information Line (SAIL).

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

ESF 14 is located in the State Emergency Operations Center (SEOC). The scope of information that must be provided to the media exceeds the resources of a single agency. Support from state agency communicators is critical. Information must be disseminated from a central source. ESF 14 serves as Florida's Joint Information Center (JIC).-This structure is consistent with the National Incident Management System (NIMS).

Should an event occur requiring the deployment of an Area Command or All Hazards Incident Management Team (AHIMT), a Public Information Officer (PIO) may be deployed.

ESF 14 disseminates information to the media and general public on all phases of an emergency or disaster event. Information regarding state actions and services during an event are collected from all SERRT partners; messaging is coordinated with the Executive Office of the Governor. The SERRT will support local jurisdiction messaging by amplifying via social media.

## **B. ORGANIZATION**

The Executive Office of the Governor (EOG), Office of Communications, will direct all ESF 14 operations, led by the Governor's Communications Director, through the Division of Emergency Management's (DEM) Communication's Director, or his or her designee.

At the direction of the Governor's Communications Office, or DEM's Office of External Affairs, state agency communications offices will provide staff and support to ESF 14 operations. ESF 14 will adhere to the following organization:

1. Agency communications staff will assist with incoming media requests for information, preparing for press conferences, drafting press releases and handling reporter and citizen calls.
2. ESF 14 will be responsible for activating and deactivating the SAIL. At the request of the SERRT Chief or Governor's Communications Office, DEM will coordinate oversight of SAIL operations during activation. ESF 14 will work directly with the Department of Management Services to execute activation of the SAIL.
3. The Intergovernmental Relations Team will be led by the Governor's Legislative Affairs Office and DEM Office of External Affairs.

## **C. OPERATIONAL OBJECTIVES**

### **1. Preparedness Objectives**

- a. Prepared public service announcements in multi-lingual formats applicable to the impacted population.
- b. Emphasize family preparedness through a coordinated print and broadcast campaign.
- c. Train state agency public information personnel in ESF 14 operations to ensure an adequate source of capable assistance during emergencies.

### **2. Response Objectives**

- a. Serve as the primary external voice in communicating state information operating as the JIC.

- b. Coordinate with local counterparts when disseminating information regarding State activities.
- c. Coordinate with SAIL staff to ensure they have up-to-date information to share with the public.
- d. Respond, coordinate and monitor media who accompany the AHIMT or other field operational teams.

### 3. Recovery Objectives

- a. Provide up-to-date information on status of recovery, including damage assessments and status of disaster declarations.-Work with local, state and federal partners to identify and promote all available resources to support the recovery of those impacted.
- b. Provide staff to support the JIC at the Disaster Field Office (DFO).

### 4. Mitigation Objectives

At the direction of the Governor's Communications Office, and in coordination with the applicable federal and state agencies, DEM will publicize the status of disaster declarations, mitigation operations, funding opportunities and applicant briefings.

### 5. Dissemination of Emergency Information Objectives

ESF 14 will disseminate information to the media/public in the following ways:

- a. **Press Conferences:** ESF 14 is solely responsible for coordinating and executing any press conferences involving the SERRT.
- b. **Emergency Updates:** ESF 14 will release periodic emergency updates to the media and public via traditional and social media, as well as statewide alert notification system where appropriate.
- c. **Press Releases:** ESF 14 will coordinate and distribute all SERRT press releases regarding the emergency event.
- d. **Broadcast Interviews:** To meet the needs of television and radio reporters, ESF 14 will ask applicable State officials to serve as spokespersons for radio and TV interviews. SERRT personnel who are contacted directly by the media for a broadcast interview should route that request to ESF 14.
- e. **State Assistance Information Line (SAIL):** ESF 14 will regularly coordinate with SAIL staff to ensure call representatives have up-to-date information to share with citizens.

- f. **Media in the State Emergency Operations Center (SEOC):** When a news reporter enters the SEOC or the Sadowski Building to cover emergency operations, ESF 14 should be notified immediately.
- g. **The Florida National Guard's (FLNG) Multi-media assets on the ground** will support media transportation and serve as pool acquisition resources on behalf of the SERRT. Liaison on the ground with the Guardsmen who are providing transportation will serve as spokesperson.

#### D. DIRECTION AND CONTROL

1. **Management of Emergency Support Function 14 (SEF 14):** All ESF 14 staff work is at the direction of the Governor's Communications Director, through DEMs Communications Director, or designee. The Communications Director oversees the information flow to the public through the media. DEM Communications Director falls within DEM Office of External Affairs. ESF 14 will be staffed by state agency communications personnel.
2. **Working with Radiological Emergency Preparedness (REP):** At the direction of the Governor's Press Office, ESF 14 staff will play a role in radiological exercises in power plants across the State. In coordination with DEM REP plant liaisons, ESF 14 may provide staff to deploy for exercises and/or staff the SEOC. Staff will help write press releases, disseminate information to the media, execute press conferences and work in coordination with the Florida Departments of Health, Agriculture and Consumer Services and county public information personnel.
3. **Joint Field Office (JFO) Operations:** ESF 14 will be responsible for providing a PIO to support JFO Operations.

#### III. RESPONSIBILITIES:

ESF 14 is responsible for all media activity related to an emergency/disaster event and the way in which the media informs the public. To that end, ESF 14 must be the primary contact for all media who contact the Division regarding emergency activities. In addition, ESF 14 is tasked with the coordination and maintenance of Chapter 7 (Public Information and Education) of *The State of Florida Radiological Emergency Management Annex* (to the State of Florida Comprehensive Emergency Management Plan).

##### A. PRIMARY AGENCY – EXECUTIVE OFFICE OF THE GOVERNOR, OFFICE OF COMMUNICATIONS

The Governor's Communications Director will liaison with all applicable staff in regards to all external affairs functions involving SERRT activities.

**B. SECONDARY AGENCY – FLORIDA DIVISION OF EMERGENCY MANAGEMENT, OFFICE OF EXTERNAL AFFAIRS**

The Florida Division of Emergency Management Communication's Director will liaison with all applicable staff to work jointly with the Governor's Communications Director and team regarding all external affairs functions involving SERRT activities.

**C. SUPPORT AGENCIES**

The following agencies may be asked to provide an agency PIO to assist with ESF 14 operations as needed:

Florida Division of Emergency Management, Agency for Persons With Disabilities, Department of Business and Professional Regulation, Department of Children and Families, Department of Economic Opportunity, Department of Corrections, Department of Education, Department of Elder Affairs, Enterprise Florida, Department of Environmental Protection, Florida Department of Law Enforcement, Department of Health, Agency for Health Care Administration, Department of Highway Safety and Motor Vehicles, Department of Juvenile Justice, Department of Management Services, Department of Lottery, Department of Revenue, Department of State, Department of Transportation, Department of Veterans Affairs, Agency for Workforce Innovation, Florida National Guard, Florida Fire Chiefs' Association, WFSU-TV / The Florida Channel.

## APPENDIX XV: EMERGENCY SUPPORT FUNCTION 15 - VOLUNTEERS AND DONATIONS

**PRIMARY AGENCY:** Governor's Commission on Volunteerism and Community Service (Volunteer Florida)

**SUPPORT AGENCIES:** ACTS World Relief, Adventist Community Services, American Red Cross, Billy Graham Evangelistic Association, Catholic Charities of Florida, Inc., Christian Contractors Association, Inc., Christian Disaster Response, Church of Jesus Christ of Latter-Day Saints, Church of Scientology Disaster Relief Team, Church World Service, Convoy of Hope, Corporation for National and Community Service, Crossroads Alliance, Episcopal Diocese of Central Gulf Coast, Episcopal Diocese of Florida, Episcopal Diocese of Southeast Florida, Florida Alliance of Information and Referral Services, Florida Association of Food Banks, Florida Association for Volunteer Resource Management, Florida Baptist Convention, Florida Conference United Church of Christ, Florida Conference of the United Methodist Church, Florida Department of Elder Affairs, Florida Goodwill Association, Florida Presbyterian Disaster Assistance Network, Florida Voluntary Organizations Active in Disaster, Knights Hospitallers (OSJ), Lutheran Services Florida, Inc., Mennonite Disaster Services, Operation Blessing International, Samaritan's Purse, The Florida State Conference National Association for the Advancement of Colored People, The Salvation Army, United Way of Florida, World Renew

### I. INTRODUCTION

The purpose of this Emergency Support Function (ESF) is to provide a central point for the coordination of information and activities of voluntary agencies responding in times of disaster and the effective utilization of donated cash, goods, and services. This Annex provides guidance to personnel coordinating the relief efforts of ESF 15 Support Agencies and the management of undesignated cash donations, unsolicited goods, and spontaneous volunteers. It will also provide guidance to nongovernmental organizations working in support of or in coordination with State Emergency Support Function 15.

Included in the Concept of Operations section of this Annex are brief descriptions of the State's plan for the management of spontaneous volunteers, the Florida Volunteers and Donations Portal, and the Multi-agency Donations Warehouse.

### II. ASSUMPTIONS

The following assumptions are applicable to this plan:

- All disasters are local, but may require state assistance.
- A disaster may occur with little or no warning and may escalate more rapidly than the jurisdiction and local response organizations can manage.
- Disasters will result in one or more of the following: loss of life; damage or destruction to public and private property; disruption of utilities (electric, telephone and water) and daily life activities; displacement of individuals 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.

- The most readily available resources in disasters are survivors. They are often first on the scene and provide instant assistance to other survivors.
- Achieving and maintaining effective community preparedness reduces the immediate demands on response organizations. This level of preparedness requires regular public awareness and education programs to ensure people will take appropriate advance actions to reduce their vulnerability during the initial 72 hours following a disaster.
- Local government agencies will initiate actions toward saving lives and protecting property.
- Counties may request assistance from other counties through the Statewide Mutual Aid Agreement and will use available resources and mutual aid before requesting state assistance.
- All state resources available through the State Emergency Response and Recovery Team (SERRT) will be mobilized to mitigate the impact of the emergency or disaster.
- When state resources and capabilities are exhausted, additional resources will be requested from FEMA through the Stafford Act and through the Emergency Management Assistance Compact (EMAC).
- In a catastrophic event, resource shortfalls at all levels of government may impact the effectiveness and efficiency of the response. The need for out-of-area resources will be significant.
- Eligible private nonprofits and voluntary organizations may document their disaster-related expenses and seek reimbursement, as available, for expenses incurred during disaster operations.

### III. CONCEPT OF OPERATIONS

#### A. GENERAL

1. Emergency Support Function 15 (ESF 15) uses the National Incident Management System and promotes adoption of the National Incident Management System by ESF 15 Support Agencies. The primary function of ESF 15 is to coordinate the provision of donated resources to meet the needs of disaster impacted communities. The Volunteer and Donations Coordination Team, consisting of Volunteer Florida staff and representatives of ESF 15 Support Agencies, as needed, is activated by the State Emergency Response and Recovery Team (SERRT) Chief in disasters to ensure that coordination of donated resources and support to affected counties is available if needed. Upon verification that ESF 15 support is no longer required, staff and resources will be de-mobilized.
2. **Spontaneous Volunteer Management Strategy** – The State recognizes the value and challenges of managing spontaneous volunteers. The State’s strategy for the management of this resource consists of the following:
  - a. Pre-disaster – Volunteer Florida provides planning assistance to local jurisdictions and conducts training and functional exercises for local ESF 15 stakeholders who have or should have roles in the management of



spontaneous disaster volunteers. County governments should plan and work to achieve a “whole community” response by engaging and supporting the large numbers of spontaneous local volunteers who wish to help after disasters.

- b. Post-disaster – ESF 15 will inform the public about appropriate ways to help the relief effort and discourage self-deployment of volunteers via the Florida Volunteer and Donations Hotline, the Florida Volunteer and Donations Portal and Volunteer Florida’s Website, and by coordinating with Emergency Support Function 14 Public Information. Volunteer Florida will assist county emergency management agencies to assess the need for spontaneous volunteer management. Local volunteer connector organizations, several ESF 15 Support Agencies and county government volunteer programs may participate in the operation of Volunteer Reception Centers, as needed and with the support of the Florida Association for Volunteer Resource Management (FAVRM). In the absence of local capacity to manage spontaneous volunteers, Volunteer Florida will train and assist a local organization and/or coordinate with FAVRM for staffing assistance from member organizations outside the impacted areas.
- c. Catastrophic Event – In a catastrophic event all available resources must be utilized, including mobilizing local volunteers and disaster survivors to assist in the response and recovery operations in non-traditional roles. All available media, via ESF 14 Public Information, and all available voluntary agency networks will be utilized to let prospective volunteers know whether/where they are needed and to discourage self-deployment. Contact information for volunteer organizers in all communities where volunteers are needed (whether in impact or host communities) will be provided on an on-going basis via the media, Volunteer Florida’s Website, the Florida Volunteers and Donations Portal, and other formal and informal networks. Some ESF 15 Support Agencies may be deployed to host communities overwhelmed by an influx of evacuees, and could absorb, train and manage spontaneous host community volunteers to help meet the needs of these temporary residents.

It is anticipated that, to support large numbers of survivors remaining in the initial impact areas efficiently for more than a few days, it may be necessary to move some shelter residents into larger, congregate shelters. Volunteer Reception Centers may be established in the vicinity of large shelters, from which to recruit and train survivors to assist local authorities and relief organizations. In a catastrophic event where access to the impact areas is limited, ESF 15 Support Agencies may be instructed to send only experienced team leaders, capable of training and directing the activities of survivor volunteers recruited via volunteer connector organizations or Volunteer Reception Centers.

3. In a major or catastrophic event local authorities and relief organizations in host communities serving Florida disaster evacuees, within or outside of Florida, may become eligible to request/receive goods offered to the State of Florida.

4. **The Multi-agency Donations Warehouse** serves as a central location for the management of unsolicited and, in some cases, solicited goods to address the needs of local relief agencies equitably and effectively. ESF 15 is responsible for the establishment and operational activities of the Warehouse through a Memorandum of Understanding with Adventist Community Services and with the Florida Division of Emergency Management.

ESF 15 will provide oversight of the Warehouse operations and will manage the flow of donated goods into Florida by identifying and informing the public of the needs via the Florida Volunteer and Donations Hotline, and the Volunteer Florida Website, as well as by coordinating with ESF 14 Public Information. Any agency approved by the County ESF 15 and Multi-agency Donations Warehouse Supervisor may request donated goods.

Adventist Community Services will provide a Donations Warehouse Management Team. The Donations Warehouse Management Team will identify leadership through its internal staff and will work with local volunteer connector organizations to recruit and train volunteers to support the donations warehouse operation. Guidance on packaging, labeling and shipping goods will be provided to donors to help coordinate the flow of incoming goods. The Donations Warehouse Management Team will supervise local volunteers in receiving, sorting, inventorying, packing, and shipping of donated goods; and make all goods available to organizations through coordination with the State ESF 15. The Donations Warehouse Management Team will identify, with the assistance of State and local ESF 15, a local agency to which to transfer the operation of the Multi-agency Donations Warehouse if required.

In advance of an anticipated **catastrophic event**, Florida will coordinate with other State Volunteer and Donations Management Teams to begin identifying locations for additional Multi-agency Donations Warehouses, to serve both multiple impact areas and host communities affected by a surge of evacuees, and may request additional Warehouse management assistance from Adventist Community Services through National Voluntary Organizations Active in Disaster (NVOAD).

5. **International Donations** – If Florida receives offers of donations directly from foreign governments, the State may choose to accept the donations directly. Any donation accepted by the State must be correctly vetted, including ensuring that donations of food meet USDA Standards. Any international donation with which it needs assistance or which the State does not wish to accept, will be directed to the FEMA Regional Volunteer and Donations Specialist at the Regional Response Coordination Center.
6. **Support Agency Disaster Activity Reports** – ESF 15 assists Support Agencies and County ESF 15 Coordinators to document disaster activities performed and resources provided during response and recovery by nongovernment organizations (NGO) (e.g., voluntary agencies, faith based organizations, businesses, private nonprofits). Documentation of activities and resources provided by nongovernment organizations will help validate the value and critical role voluntary organizations play. Support Agency Disaster Activity Reports are designed to help nongovernment

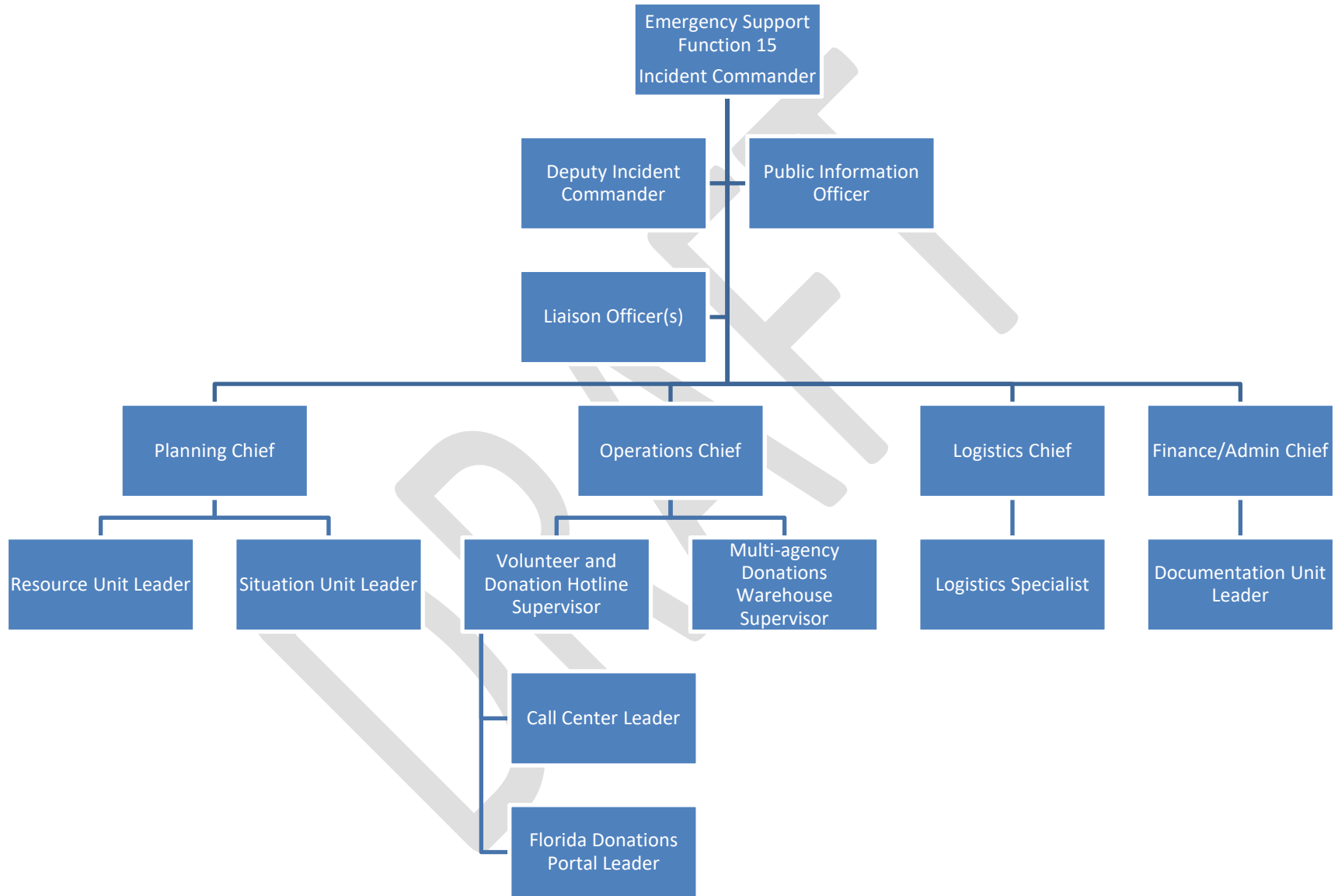
organizations provide Public Assistance applicants with accurate information on eligible emergency work done by volunteers following declared disasters. Applicants may be credited for volunteer labor, donated equipment, and donated materials used in the performance of eligible emergency work (Categories A and B) per Disaster Assistance Policy 9525.2.

## **B. ORGANIZATION**

1. State: Volunteer Florida is the Lead Agency for the coordination of all State Emergency Support Function 15 activities. State ESF15 supports County ESF 15 with preparedness activities (e.g., planning, training and exercises) to ensure the operational readiness of the County ESF 15 and to maximize coordination between the State and county. Support Agencies, corporations, volunteer groups, and individuals with local, state, and national NGO affiliation are the primary avenues for securing and distributing services, volunteers, and donated goods.

The organizational chart below identifies key positions that may be used in Emergency Support Function 15 operations. While all Incident Command System positions will be staffed, this structure is scalable to the scope and magnitude of each event. In some events, one person may manage the responsibilities of two or more positions, and one or more of the operations functions may not be needed. Additional positions may also be added as needed. More detailed information on each position's duties and responsibilities is located in the Emergency Support Function 15 Standard Operating Guidelines.

### Emergency Support Function 15 Organization Chart



The Volunteer and Donations Coordination Team, under the direction of the ESF 15 Incident Commander, coordinates all ESF 15 operations. Operations may include a Florida Volunteer and Donations Hotline, the Florida Volunteer and Donations Portal, a coordinated media relations effort, effective liaison with other emergency support functions, and the management of such facilities as Volunteer Reception Center(s) and a Multi-agency Donations Warehouse.

The State ESF 15 will coordinate with the County ESF 15 to support the county's response and recovery activities. State ESF 15 may also deploy a liaison to impacted counties to provide additional assistance with local coordination of volunteers and donations.

The State ESF 15 will maintain liaison with the Corporation for National and Community Service (CNCS) to access Corporation resources, including AmeriCorps State and AmeriCorps National Direct, AmeriCorps Volunteers in Service to America (VISTA), AmeriCorps National Civilian Community Corps (NCCC), Foster Grandparents, Senior Companions, and Retired Senior Volunteer Programs (RSVP). The State ESF 15 will facilitate the engagement of local national service members, as appropriate, in local response; and will coordinate the activities of all national service participants deployed by CNCS from other states.

2. **Federal:** Under the National Response Framework Volunteer and Donations Management Support Annex, the coordinating agency is the Department of Homeland Security/Emergency Preparedness and Response, Federal Emergency Management Agency. The National Response Framework Volunteer and Donations Management Support Annex describes the coordinating process used to ensure the most efficient and effective utilization of spontaneous volunteers and unsolicited donated goods. The Annex provides guidance that applies to all agencies with direct and indirect volunteer and/or donations responsibilities under the National Response Framework. State, local, and tribal governments, in coordination with Voluntary Organizations Active in Disaster, have primary responsibility for the management of spontaneous volunteer services and unsolicited donated goods. The Federal Emergency Management Agency coordinates with other Federal agencies to ensure that spontaneous volunteers and unsolicited donated goods are effectively used. The Department of Homeland Security regional-level responsibilities include setting up a Volunteer and Donations Coordination Center and establishing a volunteer and donations hotline.
3. **Catastrophic Event Planning:** In a catastrophic event, Florida ESF 15 will ensure a continual flow of information on the needs for volunteers and donations to FEMA personnel in the State Emergency Operations Center and to the FEMA Regional Volunteer and Donations Specialist at the Regional Response Coordination Center. Regular updates on the status of Multi-agency Donations Warehouses, Volunteer Reception Centers and other volunteer and donations management entities will be provided to all local, State and federal partners to ensure consistent, accurate and timely public information.

### C. NOTIFICATION

1. Upon notification by the State Watch Office of a potential or actual event requiring response, ESF 15 will notify all Support Agency Emergency Coordinating Officers (ECO) by email or telephone.
2. All Support Agency ECOs will be instructed to notify their networks throughout the State to ensure all available resources are on standby.
3. Other potential sources of donated goods and services will be notified and asked to remain on standby.
4. **Catastrophic Event Planning:** Upon notice of a potential or actual catastrophic event, ESF 15 will immediately notify the FEMA Volunteer and Donations Management Specialist at the Regional Response Coordination Center to begin informally identifying potential state volunteer and donations management specialists for Emergency Management Assistance Compact (EMAC) deployment to Florida.
5. Emergency Support Function 15 will notify the Points of Light Institute/ HandsOn Network to:
  - a. Request identification of available trained Volunteer Reception Center strike teams from other states.
  - b. Notify local volunteer centers and HandsOn affiliates of the potential for an influx of evacuees and to begin making plans to provide volunteer management support to the host community relief efforts on behalf of Florida evacuees.
  - c. Coordinate with other states, including formal communication with contiguous states.
6. ESF 15 will immediately notify National Voluntary Organizations Active in Disaster (NVOAD) and the Corporation for National and Community Service of the potential need for NVOAD and national service support for the recovery effort.

### D. OPERATIONAL OBJECTIVES

1. Prevention Function Objectives
  - a. Provide public information on appropriate ways to volunteer and donate for disaster relief efforts, to prevent a secondary disaster of unneeded donated goods and an influx of unneeded volunteers or volunteers for whom the impacted community is unable to provide basic support and management.
2. Preparedness Function Objectives
  - a. The Lead Agency will maintain and distribute as necessary, a roster of agency contacts and support personnel.
  - b. Maintain a list of ESF 15 Support Agencies' capabilities and resources available for use in Florida for response and recovery operations.
  - c. Volunteer Florida will coordinate training for Florida national service programs that could be called on to assist.
  - d. Lead and Support Agencies will participate in disaster operations training and exercises appropriate to their response/recovery roles. **Catastrophic Event** training will include orientation to the Florida Catastrophic Plan.

- e. Promote formal adoption of the National Incident Management System by ESF 15 Support Agencies and provide guidance on Incident Command System training recommended/required for Support Agency personnel.
  - f. Update ESF 15 Standard Operating Guidelines as needed.
  - g. Conduct annual meetings of ESF 15 Support Agencies.
  - h. Regularly participate in meetings of Florida Voluntary Organizations Active in Disaster (FLVOAD).
  - i. Assist in the promotion of individual and family disaster planning and preparedness.
  - j. Provide technical assistance to counties on ESF 15 program improvement planning and implementation.
  - k. Assist county emergency management agencies in engaging and integrating nongovernmental organizations into their emergency management programs.
  - l. **Catastrophic Event Planning** – Work with other emergency management disciplines to help them identify roles for spontaneous, survivor volunteers in their relief operations; promote the preparation of detailed job descriptions and development of just-in-time training to prepare volunteers for disaster service.
  - m. Promote to Florida Volunteer Centers, HandsOn affiliates and other volunteer connector organizations the assembly of Go-kits to contain all office supplies, forms and instructions needed to set up and operate a self-sustaining Volunteer Reception Center for three days. As volunteer position descriptions and just-in-time training are completed, they will be stored electronically in the Go-kits to expedite the provision of volunteers to the relief effort.
  - n. Seek opportunities to provide orientation to other state Volunteer and Donations Coordination Teams on Florida's Catastrophic Plan, to help ensure that qualified mutual assistance will be available to Florida through EMAC.
3. Mitigation Function Objectives
- a. Assist in increasing public awareness of the importance of mitigation, the various types of mitigation, and opportunities to participate in mitigation projects.
  - b. Promote citizen involvement in Local Mitigation Strategy Committees.
  - c. Disseminate information on mitigation programs to ESF 15 Support Agencies and County ESF 15 Coordinators.
  - d. Emergency Support Function 15 may be represented on the State Hazard Mitigation Team. The Hazard Mitigation Team considers possible rule and

ordinance changes and activities that would reduce disaster-related costs through proper mitigation activities. ESF 15 will coordinate information and related activities with its Support Agencies and County ESF 15 Coordinators.

#### 4. Response Function Objectives

- a. Distribute situation updates to ESF 15 Support Agencies and county ESF 15 points of contact.
- b. Monitor ESF 15 staffing levels and request resources through in-state mutual aid and EMAC, in anticipation of needs. Deploy State Voluntary Agency Liaisons (VAL) to impacted counties as needed to support county emergency management and ESF 15. VALs also may be required in host communities.
- c. Scale the Volunteer and Donations Hotline operations to accommodate callers quickly and efficiently. **Catastrophic Event Planning** – If the Hotline call volume exceeds the capacity of the Lead Agency to maintain it, operation of the Volunteer and Donations Hotline may be contracted to a commercial provider.
- d. Administer the Florida Volunteer and Donations Portal and the Volunteer and Donations Hotline to ensure prompt allocation of donated goods, timely referral of prospective volunteers to local volunteer organizers, and direct connection of cash donors to Florida relief organizations.
- e. Communicate with other emergency support functions regarding available donated resources and volunteers.
- f. Monitor all missions in Web EOC assigned to the Human Services Branch, coordinate ESF 15 Support Agencies' response to missions tasked to ESF 15, and monitor and regularly update the status of each mission through completion.
- g. Maintain a daily log of activities and action plans, including the scheduling of staff and submission of information for the Situation Report and State Emergency Operations Center briefings to the Human Services Branch and Emergency Support Function 5 as requested.
- h. Post for download the Support Agency Disaster Activity Report form and submission schedule for Support Agencies and compile the data for briefings, reports and incident action plans.
- i. Assess the need for a Multi-agency Donations Warehouse. If warranted, secure a venue and mobilize Florida Adventist Disaster Response. **Catastrophic Event Planning** – In a catastrophic event, more than one Multi-agency Donations Warehouse may be needed to support impacted and host communities.
- j. Help counties assess the need for Volunteer Reception Centers (VRC) and coordinate in-state mutual aid as needed for VRC operations and training. In a **Catastrophic Event** VRCs may be located in proximity to large



shelters in order to engage available survivors to meet the need for volunteers.

- k. Provide appropriate information and press releases intended for public distribution to Emergency Support Function 14.
- l. Maintain the Volunteer Florida Disaster Website to provide current disaster information and guidance for individuals wishing to volunteer or make financial or in-kind contributions.
- m. **Catastrophic Event Planning** – In the event of an actual or impending catastrophic event, ESF 15 will request that the FEMA Volunteer and Donations Management Specialist at the Regional Response Coordination Center place on standby all qualified out-of-state volunteer and donations management resources available for possible deployment.

#### 5. Recovery Function Objectives

- a. State ESF 15 will assist in procuring volunteers for disaster recovery operations. **Catastrophic Event Planning** – In the short-term recovery phase of a catastrophic event, this may be accomplished by recruiting survivors as volunteers through Volunteer Reception Centers. As Volunteer Reception Centers demobilize, Volunteer Florida will continue to post on the agency's website needs for volunteer teams to assist with recovery and contact information for local volunteer project organizers. ESF 15 will coordinate with Florida Department of Economic Opportunity (DEO) to assist survivor volunteers with the transition from volunteer to paid employment. Volunteer Reception Centers and DEO facilities may both locate near large shelters to facilitate this transition.
- b. The Multi-agency Donations Warehouse(s) will continue to distribute donated goods to relief agencies to meet emergency needs of disaster survivors until such time as the quantities of unsolicited goods being received no longer warrant continued operation. Criteria for mobilizing and demobilizing Multi-agency Donations Warehouses are contained in the Multi-agency Donations Warehouse Standard Operating Guidelines.
- c. Volunteer Florida staff and/or EMAC Voluntary Agency Liaisons will represent ESF 15 at initial/formative long-term recovery organization meetings.
- d. Volunteer Florida is designated the State agency responsible for submission of the application and fiscal management of the Disaster Case Management Program in a federally declared disaster. Volunteer Florida will coordinate with FEMA, impacted counties and Florida VOAD members to conduct an assessment of need for federal case management assistance, and administer the grant according to Florida's Disaster Case Management Plan.
- e. Volunteer Florida will assist in the coordination and utilization of the National Dislocated Worker Grant funding to hire staff to support ESF 15 and recovery operations.

- f. ESF 15 may be represented on the Long-Term Recovery Task Force. This Task Force typically monitors long-term rebuilding activities and assists in the coordination of local rebuilding, relocation, and voluntary agency assistance activities.
- g. Volunteer Florida staff and/or other Support Agency representatives will represent ESF 15 as the State Voluntary Agency Liaison at the Joint Field Office.
- h. ESF 15 will coordinate representation of active long-term recovery organizations in Essential Services Centers/Disaster Recovery Centers to connect survivors with additional recovery resources.

#### E. DIRECTION AND CONTROL

During an emergency or disaster, the ESF 15 Lead Agency will respond directly to the Human Services Branch Chief who reports to the Operations Section Chief. ESF 15 Support Agencies are coordinated by the Lead Agency and are subject to the guidance and direction of the Human Services Branch Director and Operations Section through the ESF 15 Lead Agency.

ESF 15 activities will be coordinated from the State Emergency Operations Center during activation. ESF 15 will respond to missions as tasked by the Human Services Branch Director. Any requests that cannot be filled by resources already available or through solicitations made to or by participating support agencies will be returned to the Human Services Branch Director for reassignment. Volunteer Florida is authorized by Florida Statutes Chapter 14.29 to initiate or conduct direct solicitations for donated goods. Discussion between ESF 15 and the originating ESF regarding mission tasking / re-routing will occur prior to message rerouting. Updates will be made to missions tasked to ESF 15 in Web EOC to document the progress made in acquiring/deploying donated items or services.

**Catastrophic Event Planning** - A coordinated mobilization of ESF 15 Support Agencies will ensure that resources are available where the greatest needs exist, which, in extreme cases, might not include areas actually impacted by the event, but host communities or a multi-agency coordination unit instead.

ESF 15 and participating voluntary agencies continue to be operational when the State Emergency Operations Center is no longer activated. Activities may be coordinated from the Joint Field Office and may involve continued operation of the Multi-agency Donation Warehouse(s) and limited coordination of nongovernmental representation in Disaster Recovery Centers.

ESF 15 Support Agencies, coordinated by the ESF 15 Lead, will perform the work described in Section IV.B. of this annex. **Catastrophic Event Planning** - In some cases Support Agencies will be asked to deploy only team leaders, rather than whole teams, who will train and direct the activities of survivor volunteers.

## IV. RESPONSIBILITIES

### A. PRIMARY AGENCY – GOVERNOR’S COMMISSION ON VOLUNTEERISM AND COMMUNITY SERVICE (VOLUNTEER FLORIDA)

1. Provide year round technical assistance regarding the use of volunteers and donations through all emergency management functions to county emergency management agencies.
2. Work with the Recovery section, the Joint Field Office and Long-Term Recovery Committees to address the unmet needs of impacted communities.
3. Coordinate with all other Emergency Support Functions to maintain a list of disaster-related needs, which will be provided to Emergency Support Function 14 for public release. This information may include drop-off points and any specific field information useful to the public. Information for situation reports will be provided to Emergency Support Functions 5 and 14.
4. Ensure that appropriate recognition of individual and agency efforts is accomplished and coordinated through Emergency Support Function 14.
5. Field Activity
  - a. Coordinate response efforts with the Multi-agency Donations Warehouse.
  - b. Coordinate with County ESF 15 points of contact to facilitate the delivery of donated goods and services to areas of need.
  - c. Operate and scale the Florida Volunteer and Donations Hotline, as needed, at a designated site. Offers of volunteer service will be referred to local volunteer organizers in impact areas via the Hotline, the Florida Volunteers and Donations Portal, and the Volunteer Florida Web site.
  - d. Provide planning/training assistance to counties on the management of spontaneous disaster volunteers. Participate in assessment of the need for Volunteer Reception Centers, and mobilization and support the operation of Volunteer Reception Centers.

**B. SUPPORT AGENCIES**

AGENCY	RESPONSIBILITIES
<p><b>1. ACTS World Relief</b></p>	<ul style="list-style-type: none"> <li>a. Provide emergency mass feeding preparation and distribution of meals.</li> <li>b. Maintain emergency food banks for distribution of food and other supplies to supplement mass feeding.</li> <li>c. Support pet-friendly family shelters.</li> <li>d. Support emergency points of distribution, where food, bottled water, ice are distributed to the public.</li> <li>e. Conduct emergency roof repairs with the installation of tarps and other materials</li> <li>f. Provide building/rebuilding construction management and safety training.</li> <li>g. Conduct emergency yard cleanup, tree removal, and gutting of homes.</li> <li>h. Register and coordinate non-affiliated volunteers using mobile volunteer registration facilities.</li> <li>i. Establish central public address and presentation venues using mobile sound stages and public address systems.</li> <li>j. Support community relief centers providing hot meals, emergency supplies, counseling, public address venues (with portable sound stages), and support facilities for other agencies to reach into the impacted community.</li> </ul>
<p><b>2. Adventist Community Services</b></p>	<ul style="list-style-type: none"> <li>a. Provide management of a Multi-agency Donations Warehouse if requested by the State.</li> <li>b. Provide distribution of food, clothing, water, and other needed items.</li> <li>c. Maintain close coordination with ESF 15 on utilization of above resources.</li> </ul>
<p><b>3. American Red Cross</b></p>	<ul style="list-style-type: none"> <li>a. Provide an American Red Cross representative to work with ESF 15 through the American Red Cross State Liaison. ESF 15 personnel will interact with the American Red Cross liaison assigned to Emergency Support Function 6.</li> <li>b. Provide the American Red Cross toll-free telephone numbers to the Public Information Officer.</li> <li>c. Coordinate with chapter offices and the disaster relief operation to identify unmet needs.</li> <li>d. Produce a resource directory of services available specifically to the current disaster that will be distributed to agencies through the disaster relief operation.</li> </ul>
<p><b>4. Billy Graham Evangelistic Association</b></p>	<ul style="list-style-type: none"> <li>a. Provide emotional and spiritual care.</li> </ul>
<p><b>5. Catholic Charities of Florida, Inc.</b></p>	<ul style="list-style-type: none"> <li>a. Provide a State Emergency Operations Center liaison to coordinate statewide diocesan and Catholic Charities participation in disaster response and recovery.</li> <li>b. Promote diocesan-level and parish-level training and education in disaster preparedness, response, and mitigation.</li> <li>c. Establish points of distribution and other operations as needed and as assigned.</li> </ul>

	<ul style="list-style-type: none"> <li>d. Assist with the identification of unmet needs in local communities with a particular emphasis on diverse populations.</li> <li>e. Provide coordinated assistance to needy communities and populations. Participate in long-term recovery activities.</li> </ul>
<b>6. Christian Contractors Association, Inc.</b>	<ul style="list-style-type: none"> <li>a. Provide staff resources to assist with cleanup, temporary roof repairs, consultations, assessments, and reconstruction.</li> <li>b. Participate in training events, other meetings, and exercises.</li> <li>c. Provide warehouse storage for donated materials/supplies and, in some cases, provide transportation of goods.</li> </ul>
<b>7. Christian Disaster Response</b>	<ul style="list-style-type: none"> <li>a. Provide on-site Disaster Needs Assessment by trained Christian Disaster Response volunteers for interfaith groups and make this information available as requested to other qualified agencies.</li> <li>b. Use Christian Disaster Response Regional Centers nationally to stockpile food, clothing, building materials, medical supplies, etc.</li> <li>c. Provide transportation of relief supplies to assist other agencies.</li> </ul>
<b>8. Church of Jesus Christ of Latter-Day Saints</b>	<ul style="list-style-type: none"> <li>a. Provide staff resources to assist with evaluation and cleanup.</li> </ul>
<b>9. Church of Scientology Disaster Relief Team</b>	<ul style="list-style-type: none"> <li>a. Support points of distribution operations.</li> <li>b. Provide assistance and volunteers to support response and recovery operations</li> <li>c. Coordinate assistance and services with other volunteer organizations as deemed most efficient</li> </ul>
<b>10. Church World Service</b>	<ul style="list-style-type: none"> <li>a. Provide a point of contact for liaison between responders from the religious community, among themselves and government and other voluntary agencies.</li> <li>b. Facilitate cooperative, coordinated response in relief and recovery by the religious community in affected areas through counsel and assistance to representatives of national denominations and local jurisdictions.</li> </ul>
<b>11. Convoy of Hope</b>	<ul style="list-style-type: none"> <li>a. Support and/or manage local communities' points of distribution.</li> <li>b. Assist with warehousing and distribution of donated goods.</li> <li>c. Support the multi-agency donation warehouse operations.</li> <li>d. Assist with procurement and transportation of supplies and donations.</li> <li>e. Assist with assessments, consultations, and supplies for long-term recovery operations.</li> </ul>
<b>12. Corporation for National and Community Service</b>	<ul style="list-style-type: none"> <li>a. Provide coordination on the Federal Emergency Management Agency's mission tasking of National Service programs.</li> </ul>
<b>13. Crossroads Alliance</b>	<ul style="list-style-type: none"> <li>a. Provide ice, water, supplemental groceries, personal care items, and other necessities as they come available to the affected areas.</li> <li>b. Assist ESF 15 by the management of a distribution site or sites and/or coordinating logistical functions relief supplies and outside donations into the impacted county.</li> <li>c. Solicit and manage volunteers to assist in the distribution of goods.</li> </ul>

	<ul style="list-style-type: none"> <li>d. Manage, when needed, volunteers and donations, solicited and unsolicited, from organizations and agencies, with emphasis on those that are faith-based.</li> <li>e. Assist as many organizations and agencies as possible involved in disaster response to improve the quality of the response and to ease the burden of the local Emergency Operations Center.</li> </ul>
<b>14. Episcopal Diocese of Central Gulf Coast</b>	<ul style="list-style-type: none"> <li>a. Collect and provide monetary assistance to Volunteer Florida, local support agencies, and Long-Term Recovery Committees to assist in disaster response and recovery efforts.</li> </ul>
<b>15. Episcopal Diocese of Florida</b>	<ul style="list-style-type: none"> <li>a. Work through the Episcopal State Emergency Support Coordinator to provide monetary assistance to Volunteer Florida, local support agencies and Long-Term Recovery Committees to assist in disaster response and recovery efforts.</li> </ul>
<b>16. Episcopal Diocese of Southeast Florida</b>	<ul style="list-style-type: none"> <li>a. Collect and provide monetary assistance to Volunteer Florida, local support agencies, and Long-Term Recovery Committees to assist in disaster response and recovery efforts.</li> </ul>
<b>17. Florida Alliance of Information and Referral Services</b>	<ul style="list-style-type: none"> <li>a. Facilitate the collection, aggregation, and dissemination of information about the disaster-related needs of callers to the County and State Emergency Operations Centers.</li> <li>b. Serve as a conduit from the State Emergency Operations Center to individual Information and Referral Services for the dissemination of information about the disaster, services available to survivors, and opportunities to provide assistance.</li> </ul>
<b>18. Florida Association of Food Banks</b>	<ul style="list-style-type: none"> <li>a. Provide supplemental groceries, if available, in support of ESF 15. (Transportation may be needed.)</li> <li>b. If the disaster is a Class 4 or 5 disaster, as defined in the Second Harvest Disaster Relief Response Plan, request the assistance of the Second Harvest National Food Bank Network. They will assist in soliciting donated groceries and in the coordination of available transportation of donated groceries into the disaster area.</li> <li>c. Assist with warehousing and distribution of donated groceries to eligible agencies.</li> </ul> <p>NOTE: A Class 4 condition exists when tens of thousands of households are affected, multiple food banks are affected, more than 250,000 pounds of food is needed, and there is a temporary impact on the food bank (temporarily incapacitated). Class 5 is when hundreds of thousands of households are affected; international food banks affected; entire communities are affected; multiple food banks are closed; millions of pounds of food are needed; and there is major disruption of all non-food services.</p>
<b>19. Florida Association for Volunteer Resource Management</b>	<ul style="list-style-type: none"> <li>a. Provide a liaison to the State Emergency Operations Center.</li> <li>b. Provide volunteers as available for the Florida Volunteer &amp; Donations Hotline.</li> <li>c. Coordinate the operation of Volunteer Reception Centers as needed.</li> </ul>
<b>20. Florida Baptist Convention</b>	<ul style="list-style-type: none"> <li>a. Provide feeding services.</li> <li>b. Provide clean-up and debris removal services and may provide these services collaboratively with other voluntary agencies on an event by event basis as determined by Florida Baptist Disaster Relief to be the most efficient method of delivery.</li> </ul>

	<ul style="list-style-type: none"> <li>c. Around the clock care for children of emergency personnel, up to 48 hours pre-disaster and 48 hours post-disaster</li> </ul>
<p><b>21. Florida Conference United Church of Christ</b></p>	<ul style="list-style-type: none"> <li>a. Raise funds to purchase construction materials for long-term rebuilds following a major disaster.</li> <li>b. Recruit groups of volunteer workers (from within Florida and other states) to assist with rebuilds.</li> <li>c. Provide lodging facilities for volunteer workgroups at several locations throughout Florida. (Holly Hill, Sarasota, Ft. Myers, Pensacola Beach, Hollywood).</li> <li>d. Assemble emergency flood clean-up buckets and hygiene kits and store them at 3 locations in Florida.</li> <li>e. Work with congregations to do preparedness planning and mitigation to church buildings &amp; members' homes.</li> <li>f. Encourage partnerships between congregations that enable them to provide evacuation housing for each other.</li> </ul>
<p><b>22. Florida Conference of the United Methodist Church</b></p>	<ul style="list-style-type: none"> <li>g. Provide a liaison to the State Emergency Operations Center.</li> <li>h. Provide volunteers to sort, assemble, and warehouse donated goods.</li> <li>i. Assist with procurement and transportation of supplies and donated goods.</li> <li>j. Provide assistance with mobile feeding.</li> </ul>
<p><b>23. Florida Department of Elder Affairs</b></p>	<ul style="list-style-type: none"> <li>a. Provide a liaison to the State Emergency Operations Center.</li> <li>b. Assist with coordination of volunteer agencies to identify unmet needs at the local level.</li> <li>c. Provide assistance with locating volunteers to conduct outreach and case management.</li> <li>d. Provide information on needs of elders.</li> </ul>
<p><b>24. Florida Goodwill Association</b></p>	<ul style="list-style-type: none"> <li>a. Communicate with participating Goodwill stores about the donations being collected and deployed to disaster survivors.</li> <li>b. Provide public information following a disaster on the types of material donations accepted to help disaster survivors.</li> <li>c. Have Goodwill caseworkers provide vouchers to disaster survivors that will be honored at all participating Goodwill stores.</li> <li>d. Coordinate with other organizations to provide transportation, volunteers, communications, and facilities used to support Goodwill's disaster response operations.</li> <li>e. Coordinate with county emergency management officials to identify materials and the appropriate level of disaster operations/activities needed for disaster survivors.</li> </ul>
<p><b>25. Florida Presbyterian Disaster Assistance Network</b></p>	<ul style="list-style-type: none"> <li>a. Provide volunteers to assist with response and long-term recovery activities in impacted counties.</li> <li>b. Communicate needs for technical assistance from Presbyterian Disaster Assistance at the national level in the event of a disaster (e.g., volunteer support).</li> </ul>
<p><b>26. Florida Voluntary Organizations Active in Disasters</b></p>	<ul style="list-style-type: none"> <li>a. Provide a liaison to the State Emergency Operations Center.</li> <li>b. Coordinate with member agencies throughout Florida to determine disaster related needs and resources.</li> <li>c. Coordinate post-disaster committee meetings to assess ongoing and unmet needs.</li> </ul>
<p><b>27. Florida Knights Hospitallers of the</b></p>	<ul style="list-style-type: none"> <li>a. Provide a liaison to the State Emergency Operations Center.</li> <li>b. Assist with warehouse and donated goods management</li> <li>c. Assist with cleanup, chainsaw teams and debris removal</li> </ul>

<p><b>Sovereign Order of Saint John (OSJ)</b></p>	<ul style="list-style-type: none"> <li>d. Provide and assist with emergency communications</li> <li>e. Distribute disaster relief kits.</li> <li>f. Assist with volunteer management.</li> </ul>
<p><b>28. Lutheran Services Florida, Inc.</b></p>	<ul style="list-style-type: none"> <li>a. Provide financial assistance to disaster survivors to assist with immediate needs and support an expeditious recovery.</li> </ul>
<p><b>29. Mennonite Disaster Services</b></p>	<ul style="list-style-type: none"> <li>a. Repair and rebuild.</li> <li>b. Debris removal</li> </ul>
<p><b>30. Operation Blessing International</b></p>	<ul style="list-style-type: none"> <li>a. Provide “Strike Teams” of skilled personnel who will deliver a single resource (e.g., crane operators and food management teams).</li> <li>b. Provide mobile kitchens and a fulltime cook that can also certify others as food managers to ensure quality and food safety.</li> <li>c. Provide tractors and trailers for delivering food and product.</li> <li>d. Provide one 18 ton and one 20 ton crane as available.</li> <li>e. Provide warehouse space and services.</li> <li>f. Provide a mobile command center.</li> <li>g. Provide volunteer housing, national volunteer recruitment, and volunteer coordination.</li> </ul>
<p><b>31. Samaritan’s Purse</b></p>	<ul style="list-style-type: none"> <li>a. Provide a liaison to the State Emergency Operations Center.</li> <li>b. Coordinate with local congregations to help identify unmet community needs</li> <li>c. Assist with cleanup and debris removal</li> <li>d. Provide volunteers for rebuild efforts</li> <li>e. Assist with financial assistance for building materials</li> </ul>
<p><b>32. The Florida State Conference National Association for the Advancement of Colored People</b></p>	<ul style="list-style-type: none"> <li>a. Provide a liaison to the State Emergency Operations Center during activation (as needed).</li> <li>b. Coordinate the utilization and distribution of donated goods and services utilizing its statewide branches, college chapters, and youth councils.</li> <li>c. Provide volunteers to assist with response and recovery activities during a disaster.</li> </ul>
<p><b>33. The Salvation Army</b></p>	<ul style="list-style-type: none"> <li>a. Provide a liaison to the State Emergency Operations Center.</li> <li>b. Assist with warehousing and distribution of donated goods.</li> <li>c. Provide a Salvation Army designated Volunteer as needed for current disaster services information.</li> <li>d. Coordinate with local offices to identify unmet needs.</li> </ul>
<p><b>34. United Way of Florida</b></p>	<ul style="list-style-type: none"> <li>a. Coordinate with Florida’s United Ways, the Florida Association for Volunteer Resource Management and 2-1-1 providers throughout Florida to assure proper utilization of volunteers.</li> <li>b. Provide a liaison for area offices throughout Florida.</li> </ul>
<p><b>35. World Renew</b></p>	<ul style="list-style-type: none"> <li>a. Unmet needs assessments.</li> <li>b. Minor repairs.</li> <li>c. Board administrative support.</li> </ul>



The Emergency Support Function 15 Capabilities Matrix provides a quick reference to the services and capabilities each ESF 15 Support Agency may provide during a disaster.

**Emergency Support Function 15 Capabilities Matrix**

Capabilities Matrix ESF 15 Support Agencies	Chain Saw Team	Child Care	Disaster Management	Stress Management	Dry Wall	Debris Removal	Donations Management	Food Distribution	Food Preparation	Incident Management Team	Information & Referral	Long Term Recovery	Mass Feeding	Pantry Operations	Pet/Animal Operations	Point of Distribution (POD) Team	Roof Repairs (Tarps)	Safety Training	Shelter Management	Strike Teams	Unsolicited Donations Management	Spontaneous Volunteer Management	Case Management	Web-based Site for Disaster Information	Disaster Financial Assistance	
	ACTS World Relief	X					X	X	X	X	X			X	X	X	X	X	X				X	X		
Adventist Community Services							X	X	X																	X
American Red Cross			X					X	X		X	X	X					X	X			X		X	X	
Catholic Charities of Florida, Inc.		X	X			X	X	X	X			X	X	X		X					X	X				
Billy Graham Evangelistic Association			X									X														
Christian Contractors Association, Inc.	X					X	X			X							X	X		X	X					
Christian Disaster Response																				X						
Church of Jesus Christ of Latter-Day Saints	X		X			X	X	X	X	X			X			X	X									
Church of Scientology Disaster Relief Team			X				X	X								X										
Church World Service																				X						
Convoy of Hope							X	X								X						X				
Corporation for National Service						X	X										X			X	X	X				
Crossroads Alliance																X						X				
Episcopal Diocese of Central Gulf Coast						X		X																		X
Episcopal Diocese of Florida						X	X	X																		X

Capabilities Matrix  ESF 15 Support Agencies	Chain Saw Team	Child Care	Disaster Stress Management	Dry Wall	Debris Removal	Donations Management	Food Distribution	Food Preparation	Incident Management Team	Information & Referral	Long Term Recovery	Mass Feeding	Pantry Operations	Pet/Animal Operations	Point of Distribution (POD) Team	Roof Repairs (Tarps)	Safety Training	Shelter Management	Strike Teams	Unsolicited Donations Management	Spontaneous Volunteer Management	Case Management	Web-based Site for Disaster Information	Disaster Financial Assistance	
	Episcopal Diocese of Southeast Florida																								
Florida Alliance of Information and Referral Services			X							X															
Florida Association of Food Banks						X	X						X								X				
Florida Association for Volunteer Resource Management																						X			
Florida Baptist Convention	X	X	X		X	X	X		X		X	X		X			X		X						
Florida Conference United Church of Christ											X														
Florida Conference of the United Methodist Church			X		X						X								X			X			X
Florida Department of Elder Affairs											X										X	X			
Florida Goodwill Association						X																			
Florida Presbyterian Disaster Assistance Network											X								X						X
Florida Voluntary Organizations Active in Disasters											X														X
Knights Hospitallers (OSJ)	X				X	X	X										X				X				
Lutheran Services, Florida, Inc.																									

Capabilities Matrix ESF 15 Support Agencies	Chain Saw Team	Child Care	Disaster Stress Management	Dry Wall	Debris Removal	Donations Management	Food Distribution	Food Preparation	Incident Management Team	Information & Referral	Long Term Recovery	Mass Feeding	Pantry Operations	Pet/Animal Operations	Point of Distribution (POD) Team	Roof Repairs (Tarps)	Safety Training	Shelter Management	Strike Teams	Unsolicited Donations Management	Spontaneous Volunteer Management	Case Management	Web-based Site for Disaster Information	Disaster Financial Assistance	
	Mennonite Disaster Services					X						X													
Operation Blessing International								X				X							X		X				
Samaritan's Purse	X			X	X																			X	
The Florida State Conference of the NAACP						X									X										
The Salvation Army							X	X				X													
United Way of Florida						X	X				X				X	X				X					
World Renew											X														

The Emergency Support Function 15 Resource Matrix provides a quick reference to the resources each ESF 15 Support Agency may offer during a disaster.

**Emergency Support Function 15 Resources Matrix**

<b>Resources Matrix ESF 15 Support Agencies</b>	Building Materials	Cleaning Materials	Clothing	Communication Equipment	Food Stock	Forklifts	Heavy Equipment	Household Goods	Mobile Command Units	Mobile Feeding Units	Personal Comfort Supplies	Phone Hotline Services	Portable Generators	Sound Equipment	Sound Stage (Portable)	Transportations - Vans/Trucks	Transportations (Tractors/Trailers)	Volunteer Housing	Warehouses (in Florida)	Warehouses (outside of Florida)	Refrigeration Trailers
ACTS World Relief		X			X	X				X	X	X	X	X	X	X	X			X	X
Adventist Community Services																					
American Red Cross		X	X	X	X					X	X	X						X	X	X	
Billy Graham Evangelistic Association																					
Catholic Charities of Florida, Inc.		X	X	X	X			X	X		X					X			X		
Christian Contractors Association, Inc.	X	X				X			X				X			X	X		X		
Christian Disaster Response	X		X		X											X	X				
Church of Jesus Christ of Latter-Day Saints	X		X	X	X			X			X		X					X		X	X
Church of Scientology Disaster Relief Team																					
Church World Service																					
Convoy of Hope		X			X	X					X							X			
Corporation for National Service																					
Crossroads Alliance					X						X										

<b>Resources Matrix</b> <b>ESF 15</b> <b>Support Agencies</b>	Building Materials	Cleaning Materials	Clothing	Communication Equipment	Food Stock	Forklifts	Heavy Equipment	Household Goods	Mobile Command Units	Mobile Feeding Units	Personal Comfort Supplies	Phone Hotline Services	Portable Generators	Sound Equipment	Sound Stage (Portable)	Transportations – Cars/Vans/Trucks	Transportations (Tractors/Trailers)	Volunteer Housing	Warehouses (in Florida)	Warehouses (outside of Florida)	Refrigeration Trailers
Episcopal Diocese of Central Gulf Coast			X		X			X			X										
Episcopal Diocese of Florida			X		X			X			X										
Episcopal Diocese of Southeast Florida																					
Florida Alliance of Information and Referral Services				X								X									
Florida Association of Food Banks					X	X										X	X		X	X	X
Florida Association for Volunteer Resource Management																					
Florida Baptist Convention	X	X	X		X	X	X	X	X	X	X	X	X	X	X	X			X		X
Florida Conference United Church of Christ	X	X									X							X	X		
Florida Conference of the United Methodist Church											X					X					
Florida Department of Elder Affairs																					
Florida Goodwill Association			X			X		X								X			X		
Florida Presbyterian Disaster Assistance Network	X	X																X			
Florida Voluntary Organizations Active in Disasters																					
Knights Hospitallers (OSJ)		X		X							X										

<b>Resources Matrix</b>  <b>ESF 15</b> <b>Support Agencies</b>	Building Materials	Cleaning Materials	Clothing	Communication Equipment	Food Stock	Forklifts	Heavy Equipment	Household Goods	Mobile Command Units	Mobile Feeding Units	Personal Comfort Supplies	Phone Hotline Services	Portable Generators	Sound Equipment	Sound Stage (Portable)	Transportations – Cars/Vans/Trucks	Transportations (Tractors/Trailers)	Volunteer Housing	Warehouses (in Florida)	Warehouses (outside of Florida)	Refrigeration Trailers
Lutheran Services Florida, Inc.																					
Mennonite Disaster Services																					
Operation Blessing International									X	X	X						X	X	X	X	
Samaritan’s Purse																					
The Florida State Conference of the NAACP																					
The Salvation Army		X								X						X			X		
United Way of Florida	X	X						X			X	X							X		
World Renew																					

## V. FINANCIAL MANAGEMENT

Travel and operational expenses incurred by Volunteer Florida and any participating national service organizations shall be the initial responsibility of those organizations unless otherwise agreed to by the parties. In all cases where Volunteer Florida or national service organizations intend to seek reimbursement, they shall maintain appropriate financial records and supporting documents in accordance with the requirements of the Florida Division of Emergency Management. Where reimbursement will be provided by or administered through the Division, reimbursement claims shall be submitted to the Division in accordance with its instructions. For all participating organizations and volunteers, Volunteer Florida shall arrange for training (with the assistance of the Division as needed) on the creation and maintenance of appropriate records to support a request for reimbursement from the Federal government and other sources for costs incurred in performing disaster response and recovery activities.

The Division of Emergency Management will assist Volunteer Florida staff and ESF 15 Support Organizations in obtaining Federal reimbursement of travel, lodging, and meal expenses for staff and volunteers providing disaster assistance, in accordance with applicable policies, regulations, and rules, upon receipt of appropriate claims and supporting documentation. In the event no Federal resources are available, then the Division may reimburse Volunteer Florida staff and specifically identified and pre-approved volunteers providing disaster assistance in accordance with Division policies and procedures for travel, lodging, and meal expenses approved in advance by the Division, upon receipt of appropriate claims and supporting documentation. In addition, the Division will provide office space and furniture, telephone service, facsimile equipment, computers, and office materials, to the extent they are available, for Volunteer Florida staff assigned to lead Volunteer Florida disaster assistance efforts at the State Emergency Operations Center and Federal Emergency Management Agency/State Joint Field Office and for Volunteer Florida staff and volunteers assigned to work at various disaster assistance offices.

Voluntary agencies should maintain logs and journals documenting all expenses incurred in any disaster relief activities. They should also maintain all documentation of their Memoranda of Understanding with State or local government to provide disaster services; event-specific requests for their services; mission numbers; and copies of all subsequent updates to missions tasked to their organizations.

Emergency Support Function 15 and State Public Assistance staff will provide timely and complete information on the public assistance reimbursement process to nongovernmental organizations that have notified State Emergency Support Function 15 of their disaster-related work and reported on their organizations' accomplishments.

## VI. AUTHORITIES AND REFERENCES

Chapter 252, Florida Statutes.

Part IV, Chapter 110, F.S.

Chapter 14.29, F.S.

## APPENDIX XVI: EMERGENCY SUPPORT FUNCTION 16 - LAW ENFORCEMENT AND SECURITY

**PRIMARY AGENCY:** Florida Department of Law Enforcement

**SUPPORT AGENCIES:** Department of Agriculture and Consumer Services, (Office of Agricultural Law Enforcement), Department of Business and Professional Regulation (Division of Alcoholic Beverages and Tobacco), Department of Corrections, Department of Financial Services (Division of Investigations & Forensic Services), Florida Sheriff's Task Force, Florida Police Chiefs' Association, Department of Highway Safety and Motor Vehicles, (Division of Florida Highway Patrol and Bureau of Motor Carrier Compliance), Department of Lottery (Division of Security), Department of Military Affairs (Florida National Guard), Florida Fish and Wildlife Conservation Commission (Division of Law Enforcement), Department of Juvenile Justice, State University Police Group.

### I. INTRODUCTION

The purpose of Emergency Support Function 16 (ESF 16) is to establish procedures for the command, control, and coordination of all state and local law enforcement personnel and equipment to support impacted local law enforcement agencies. ESF 16 also establishes procedures for the use of the Florida National Guard (ESF 13) in public safety and security missions requested by local law enforcement agencies.

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

When an emergency situation is anticipated or occurs, the Florida Department of Law Enforcement (FDLE) will dispatch sworn officer(s) from the nearest FDLE facility to the affected local Emergency Operation Center(s) to establish state mutual aid liaisons and monitor the situation. These officers will coordinate all requests for additional state law enforcement resources from within the affected region of the state and make regional resources immediately available to local law enforcement. The Special Agent in Charge, or a designee from the nearest FDLE office, will accomplish coordination of state resources supporting local law enforcement executives. Should a situation escalate or require at the onset additional state law enforcement resources from outside the affected region, such resources will be deployed in coordination with other state law enforcement agencies listed in this Appendix by the FDLE Emergency Coordinating Officer (ECO) or designee.



**B. ORGANIZATION**

1. ESF 16 consists of one Primary Agency, the Florida Department of Law Enforcement (FDLE), with all other Support Agencies aligned along a horizontal plane. Each agency has specific basic responsibilities, which are discussed in Section III (Responsibilities) of this Appendix.
2. During an emergency incident or event, the Primary and Support Agencies of ESF 16 will respond directly to the Emergency Services Branch Director who reports to the Operations Section Chief (**see Chapter 4, Section M of the Basic Plan**).

**C. NOTIFICATION**

1. The Florida Department of Law Enforcement (FDLE) and the Division of Emergency Management routinely monitor incidents throughout the state that may require state law enforcement involvement and/or have the potential for the involvement of state law enforcement. When local law enforcement responds to an incident and requires state law enforcement assistance, Sheriffs and Police Chiefs may call directly on the regional command of any agency to request assistance. Those state agencies notify the nearest FDLE office of their involvement. FDLE actively monitors activities for potential escalation and expansion beyond the capabilities of regional state law enforcement resources, and the ECO or designee notifies other ESF 16 Support Agencies and the Division of Emergency Management.
2. If it appears that state law enforcement resources will be required beyond those in the affected region, the FDLE may request an activation of the State Emergency Operations Center including those ESF 16 Support Agencies that are necessary for the response. The Support Agencies activated will be notified by the FDLE ECO or designee to report to the State Emergency Operations Center. Each activated Support Agency's Emergency Coordination Officer will notify their agency's regional offices of the need for additional resources, and prepare for response. The Division of Emergency Management will determine which other ESFs are needed based on the incident, and ensure similar notifications and response to the State Emergency Operations Center.
3. The FDLE Public Information Officer will assist the ESF 14 Public Information Officer in the preparation and dissemination of information released to the media and other interested parties, and provide any other operations support as needed.

**D. OPERATIONAL OBJECTIVES**

1. Preparedness Training

FDLE provides law enforcement focused emergency response training to state and local law enforcement. Training offered includes, but is not limited to the understanding the role of the Florida Mutual Aid Plan (under

Chapter 23, F.S., the Florida Mutual Aid Act) and the State Comprehensive Emergency Management Plan (under Chapter 252, F.S., the State Emergency Management Act). Particular emphasis is given to the coordinative roles of Emergency Support Functions, particularly ESF 16.

ESF 16 agencies also participate in training and exercises conducted by the Division of Emergency Management in the State Emergency Operations Center.

## 2. Response

- a. Evacuation: As needed, ESF 16 agencies will participate in local, regional, and/or highway evacuations to ensure a safe and smooth population egress from potentially impacted areas.

The Florida Highway Patrol will assume the role as ESF 16's Primary Agency for activities pertaining to the established FDOT plan for state highway evacuations and coordinate all requests for law enforcement services through the Florida Department of Law Enforcement.

- b. Pre-positioning: ESF 16 will identify the number of law enforcement personnel and equipment which may be available to respond anywhere in the state. ESF 16 may pre-position resources as conditions allow and for forecast incidents (i.e., hurricanes) and such events as high profile dignitary visits, trials, or public venues.

- c. Resource Coordination: The Florida Department of Law Enforcement may activate a Regional Law Enforcement Coordination Team (RLECT) to support resource deployments and selects locations in the impacted area for establishing law enforcement command posts to fulfill assignments requested by local law enforcement. This information is provided to all ESF 16 agencies that may begin response and pre-positioning preparations, as required.

- d. Search and Rescue: The Florida Fish and Wildlife Conservation Commission (FWC), Division of Law Enforcement, will assume the role of ESF 16's Primary Agency for the coordination of all activities regarding Search and Rescue. FWC will participate and assist in the development of search and rescue plan(s) for the area of impact and coordinate with ESF 4&9 and other ESFs in the implementation of the Search and Rescue Plan.

- e. Initial Assessments: Contact with affected Sheriffs and Police Chiefs will be made quickly to determine their law enforcement resource needs for the particular incident or event. That information is collected and transmitted to the affected FDLE

Regional Operations Center, FDLE Command Staff, and the FDLE ECO.

- f. Physical Deployment: Each ESF 16 Support Agency Emergency Coordination Officers at the State Emergency Operations Center will coordinate with FDLE for deployment of their resources. All state law enforcement resources typically respond in numbers and types of equipment based on initial assessments made with local law enforcement, and State agency operations requiring law enforcement support. Upon arrival in the area of impact, each ESF 16 Support Agency coordinates with FDLE and their agency representative within the RLECT.
- g. Force Reductions (Demobilization): ESF 16 will continually assess all law enforcement support mission assignments and will demobilize as required. These assessments, which are done in conjunction with the respective Sheriff(s) and Police Chief(s), help determine the level of resources required and the duration expected. As assignments are taken over by local law enforcement, or are no longer necessary, reductions in the number of out-of-region sheriff deputies and police officers, state law enforcement and Florida National Guard (ESF 13) personnel are taken into consideration. Unless other assignments require support, the first agency to begin withdrawal will be the Florida National Guard (ESF 13), followed by out-of-region sheriff deputies and police officers, then out-of-region state law enforcement.

### 3. Recovery

Law enforcement support from ESF 16 may continue to be required by affected local law enforcement into the recovery phase of an incident. Normally, by this time the majority of responder assignments has been returned to local law enforcement or is no longer required. The same requirement may continue to exist for state operations remaining active and requiring law enforcement support, but typically are similar to local law enforcement needs, as described. FDLE will continue to conduct assessments of all assignment requirements with the requesting agencies and will respond accordingly.

### 4. Mitigation

Consideration is given after each incident to identify problems that need to be addressed within the Emergency Support Function in order to better enhance future emergency response.

## E. DIRECTION AND CONTROL

### 1. Control

Pursuant to Chapter 23, F.S., the Florida Department of Law Enforcement is given the responsibility for command, and coordination of state law enforcement planning, operations, and mutual aid. In the State of Florida Comprehensive Emergency Management Plan, FDLE is given the responsibility of lead (Primary) agency for ESF 16.

### 2. Mission Assignments

When possible, ESF 16 Support Agency assignments are determined by the basic responsibilities assigned to each member agency as described in this appendix.

Assignment procedures follow established guidelines within the State Emergency Operations Center for all emergency support functions. Assignments come from several sources, such as the State Coordinating Officer, State Emergency Operations Center Message Center, County Liaison, other Emergency Support Functions, and telephone calls from local and state law enforcement agencies in the impacted area. All assignments are entered into the emergency management tracking system (WebEOC), given a mission number, logged by FDLE, and then given to the appropriate ESF 16 support agency for action. FDLE also enters into the emergency management tracking system any mission updates and results.

### 3. Mutual Aid

In the event of a Level II activation/disaster, the Florida Sheriffs' Task Force and the Florida Police Chiefs' Association will dispatch representatives to ESF 16 at the State Emergency Operations Center to coordinate response. The coordination of assignments of those responding Sheriffs' Task Force resources or police personnel is done through ESF-16.

### 4. Regional Law Enforcement Coordination Team (RLECT)

The Florida Department of Law Enforcement establishes a RLECT as soon as possible in the impacted region. The RLECT will facilitate and support in-place and deployed state law enforcement and mutual aid resources to assist local law enforcement. If a State Incident Management Team (IMT) is deployed to manage appropriate state response, the Florida Department of Law Enforcement will assign a liaison representative to the team.

## 5. Federal Resources

The National Response Framework developed by the Department of Homeland Security designates ESF 13 as the counterpart federal law enforcement Emergency Support Function to ESF 16 in the state Comprehensive Emergency Management Plan. Under the National Response Framework, any request for federal law enforcement personnel and support during emergencies must be made by the Governor to the US Attorney General who must review and approve the request pursuant to the Emergency Federal Law Enforcement Assistance Act. Federal agencies that respond will coordinate closely with ESF 16, and provide liaison personnel in the State Emergency Operations Center, as well as any regional law enforcement coordination team in the impacted area. Should the Division of Emergency Management establish a SMT, a federal liaison will be assigned at that location.

## 6. Radiological Emergencies (Nuclear Power Plant)

In the event of a Radiological Emergency, FDLE and ESF 16 Support Agencies will assist local law enforcement agencies in the impacted area through efforts that may include, but are not limited to, the following:

- a. Conduct warnings and evacuation for all waterways in coordination with the United States Coast Guard, state parks and recreational areas, and assist local law enforcement in evacuations and checkpoints in and around affected nuclear power plants.
- b. Supply supporting agency watercraft to the Department of Health as needed in the collection of samples.
- c. Provide assistance in the rapid transport of samples for analysis as necessary.
- d. Establish checkpoints to prevent entry into the impacted or contaminated area and to prevent the distribution of radiological contaminated foodstuffs.

### III. RESPONSIBILITIES

#### A. PRIMARY AGENCY - FLORIDA DEPARTMENT OF LAW ENFORCEMENT (FDLE)

Lead agency is responsible for overall command and coordination of ESF 16, and the deployment of state law enforcement assets to affected local agencies.

1. FDLE is responsible for staffing the State Emergency Operations Center, any regional law enforcement coordination team, county government Emergency Operations Centers, and maintaining liaison with affected Sheriffs and Police Chiefs.

2. FDLE is also responsible for collecting statistics such as manpower, and disaster-related deaths, etc., in accordance with the Florida Mutual Aid Plan for Law Enforcement, and will participate in investigations/task forces related to the disaster, as necessary, and gather intelligence and evidence.
3. FDLE also receives and responds to requests for the Florida National Guard to augment law enforcement public safety and security missions.

**B. SUPPORT AGENCIES**

<b>Agency</b>	<b>Responsibilities</b>
1. Dept. of Highway Safety and Motor Vehicles, Florida Highway Patrol (FHP), and Bureau of Motor Carrier Compliance	<ol style="list-style-type: none"> <li>a. The Florida Highway Patrol (FHP) will assume the role as ESF 16’s Primary Agency for activities pertaining to the established FDOT plan for state highway evacuations and coordinate all requests for law enforcement services through FDLE. FHP is also responsible for providing law enforcement support for traffic control, road status closure information, high visibility patrol, communications issues, and escorts.</li> <li>b. Provide assistance with other assignments as required.</li> <li>c. In case of nuclear power plant emergencies, FHP will assist in the transportation of samples for analysis, when immediate analysis is necessary.</li> <li>d. Will be responsible for assisting in coordinating modifications to commercial vehicle restrictions regarding size, weight, registration requirements, and other commercial vehicle rules and regulations, as they pertain to the movement of relief supplies and recovery equipment.</li> <li>e. Establish fixed post assignments associated with Florida’s transportation infrastructure;</li> <li>f. Coordinate ESF16 missions with ESFs 1 &amp; 3.</li> </ol>

<p>2. Florida Fish and Wildlife Conservation Commission, Division of Law Enforcement</p>	<ul style="list-style-type: none"> <li>a. Will be responsible for conducting waterborne zone enforcement/security evacuations, search and rescue, waterborne law enforcement, and patrol of rural natural areas.</li> <li>b. Will assist FDLE with communications issues, US&amp;R, and assist in missions requiring four-wheel drive, all terrain vehicles, vessels or aircraft.</li> <li>c. Provide assistance in other assignments as required.</li> <li>d. Will provide assistance to local law enforcement and county humane societies in animal issues regarding abandoned, escaped, or captive wildlife and exotics.</li> <li>e. In case of nuclear power plant emergencies, FWC will coordinate with the Department of Health in the collection of isotope samples.</li> <li>f. Will assume the role of ESF 16's Primary Agency for coordination of all activities regarding Search and Rescue. FWC will participate and assist in the development of search and rescue plan(s) for the area of impact and coordinate with ESF 4&amp;9 and other ESFs in the implementation of the Search and Rescue Plan.</li> </ul>
<p>3. Department of Business and Professional Regulation, Division of Alcoholic Beverages and Tobacco</p>	<ul style="list-style-type: none"> <li>a. Will be responsible for assisting FDLE in staffing and coordination of assignments, and conducting assessments of all assignments staffed by ESF 16. Further, provide assistance in other assignments as required.</li> </ul>
<p>4. Department of Agriculture and Consumer Services, Office of Agricultural Law Enforcement</p>	<ul style="list-style-type: none"> <li>a. Will be responsible for assisting FDLE in the coordination of logistics (i.e., fuel, meals, generators, cots, etc), in support of law enforcement.</li> <li>b. Assist in patrol assignments and search and rescue, requiring four-wheel drive vehicles.</li> <li>c. Provide assistance in other assignments as required.</li> <li>d. In case of nuclear power plant emergencies, the Department of Agriculture and Consumer Services in concert with the Department of Health will assist in obtaining samples of animal food and water sources for radiological testing.</li> <li>e. When necessary, the Office of Agriculture Law Enforcement will also coordinate with the Department of Health in the establishment of quarantine zones.</li> </ul>

<p>5. Department of Lottery, Division of Security</p>	<p>a. Will be available for limited logistical transport assistance to state law enforcement, as required.</p> <p>b. Provide other law enforcement services consistent with agency capabilities and responsibilities.</p>
<p>6. Department of Corrections</p>	<p>Will be responsible for state prison evacuations, assistance FDLE in county jail evacuation, debris removal, and as a source on inmate labor (on public property) consistent with agency capabilities and responsibilities.</p>
<p>7. Department of Military Affairs, Florida National Guard</p>	<p>a. Will assist FDLE in providing manpower for augmenting state and local law enforcement on public safety and security assignments to include, but not limited to fixed post, security patrol, assisting the Department of Agriculture and Consumer Services in logistical transport, and other assignments as required, particularly involving specialized equipment such as helicopters, humvees, and trucks.</p> <p>b. All law enforcement requests for the Florida National Guard (FLNG) (ESF 13) assistance must be forwarded to and approved by FDLE.</p> <p>c. FLNG may assist the Florida Highway Patrol during Emergency Shoulder Use (ESU) evacuations.</p>
<p>8. Florida Sheriffs' Task Force</p>	<p>a. Will ensure that a representative is dispatched to the State Emergency Operations Center to assist FDLE in coordinating the response from other Sheriff's Offices in the state.</p> <p>b. Provide general law enforcement services to the impacted Sheriff(s) and Chief(s).</p> <p>c. Provide equipment as required to fulfill their assignments.</p>
<p>9. Florida Police Chiefs' Association</p>	<p>a. Will ensure that a representative from the Florida Police Chiefs' Association is dispatched to the State Emergency Operations Center to assist FDLE in coordinating the response from other police departments in the state.</p> <p>b. Provide general law enforcement services to the impacted sheriff(s) and chief(s), and will provide equipment as required to fulfill their assignments.</p>



<p>10. Florida Dept, of Financial Services, Division of Investigative &amp; Forensic Services</p>	<ul style="list-style-type: none"> <li>a. Provide general and specialized law enforcement personnel and equipment to assist FDLE in providing a force multiplier to augment state and local law enforcement resources. Assignments may include investigative support, static and mobile security, or other related law enforcement functions.</li> <li>b. Provide specialized equipment and law enforcement support for Urban Search and Rescue (USAR - ESF 4 and 9) assignments which may include providing law enforcement security and presence, path-finding access to disaster areas, establishing command post areas, EOD related incidents, and other related law enforcement functions.</li> <li>c. Provide post-disaster task forces and investigative efforts relating to unlicensed adjusters, fraudulent insurance claims, and any other insurance related crime.</li> </ul>
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<p>11. Department of Juvenile Justice</p>	<ul style="list-style-type: none"> <li>a. When possible, assist the Florida Department of Law Enforcement in coordinating activities and services, which may include but are not limited to:                             <ul style="list-style-type: none"> <li>i. Transport survivors and/or supplies to disaster relief sites,</li> <li>ii. Provide temporary housing,</li> <li>iii. Prepare supplies for dissemination to disaster relief sites,</li> <li>iv. Assist with the relocation of displaced citizens,</li> <li>v. Assist with food support services,</li> <li>vi. Provide limited, temporary manpower for restoration and cleanup,</li> <li>vii. Provide clerical/administrative support for command/communications centers.</li> </ul> </li> <li>b. Responsible for the evacuation of juvenile offender facilities in the state.</li> <li>c. Provide the services of sworn youth custody officers.</li> <li>d. Provide staff for the dissemination of information both written and electronic as needed.</li> </ul>
<p>12. State University Police Group</p>	<ul style="list-style-type: none"> <li>a. Ensure that regional evacuation planning recognizes the impact/needs of campus populations.</li> <li>b. Provide for the identification and coordination for use of campus areas which may serve as command and/or logistical staging areas in support of ESF 16</li> <li>c. Provide law enforcement services consistent with agency capabilities and responsibilities in support of ESF 16</li> </ul>

<p>13. Federal ESF 13 Law Enforcement</p>	<ul style="list-style-type: none"> <li>a. The National Response Framework (NRF) developed by the Department of Homeland Security designates Federal ESF 13 as the counterpart federal law enforcement Emergency Support Function to the State of Florida's ESF 16 in the state Comprehensive Emergency Management Plan. Under the NRF, any request for federal law enforcement personnel and support during emergencies must be made by the Governor to the US Attorney General who must review and approve the request pursuant to the Emergency Federal Law Enforcement Assistance Act.</li> <li>b. The State of Florida's ESF 16 Federal Support Agency will coordinate closely with FDLE and provide liaison personnel in the State Emergency Operations Center, as well as any regional law enforcement coordination team.</li> <li>c. Should the Division of Emergency Management establish a SMT, a federal liaison will be assigned at that location.</li> </ul>
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**IV. FINANCIAL MANAGEMENT**

The Florida Department of Law Enforcement uses the following procedures in accounting for disaster related costs.

Each law enforcement agency participating in ESF 16 response activities should follow generally similar procedures in accounting for their mission related costs in seeking reimbursement for their agency.

**GENERAL GUIDELINES TO ACCOUNT FOR DISASTER RELATED COSTS**

- A. A specific tracking number shall be assigned for each disaster. The tracking number is used to account for expenses for use of vehicles in response to the disaster, other expenses incurred as a result of the response and to account for the hours worked in response to the event by each member.
- B. Each member will document their hours worked in their appropriate records management system.
- C. The Office of Finance and Accounting assigns the following accounting codes to account for encumbrances and expenditures, such as overtime, travel and other costs, related to the case; Organization Code, Expansion Object Code and Other Cost Accumulator Code. The accounting system is known as the Florida Accounting Information Resource. The Office of Finance and Accounting also assigns a 'charge object' for members to record overtime hours worked for a

disaster. Using several sources of information including appropriate records management systems, the mission assignment system used by ESF16, the Office of Finance and Accounting provides estimated cost data to the Division of Emergency Management and to the department's Budget Office to obtain budget authority for use in documenting reimbursements related to a disaster.

- D. The Office of Finance and Accounting obtains Florida Accounting Information Resource accounting reports monthly or as needed to document costs for the case. The reports most frequently used are the Schedule of Allotment Balances and the Detail Journal by Other Cost Accumulator within Fund. These reports provide detailed information including the voucher number, vendor name, purchase order number, amount paid or encumbered, etc.
- E. At the end of each pay cycle, members record their event hours and any attendance and leave in the appropriate records management system and submit the documentation to their supervisor for approval.
- F. The accounting office obtains appropriate information from the records management system as support documentation for vehicle use on the event and for comparison purposes of other costs in the system with Florida Accounting Information Resource and other systems as appropriate.
- G. Using Florida Accounting Information Resource reports, records management system reports and other expenditure supporting documentation, automated Excel spreadsheets are prepared by the Office of Finance and Accounting for overtime (including benefits) vehicle use, travel expenses, and other operating expenses. If a presidential declaration is received, the spreadsheets and all supporting documentation are forwarded via the Florida Public Assistance internet website to the Division of Emergency Management and the Federal Emergency Management Agency for reimbursement of costs.
- H. Upon receipt of reimbursement from the Federal Emergency Management Agency, the Florida Accounting Information Resource accounting records are adjusted to reimbursement the appropriate operating budgets.

## V. REFERENCES AND AUTHORITIES

Florida Mutual Aid Act (Chapter 23, Part I, Florida Statutes)

The Florida Mutual Aid Plan for Law Enforcement; Guidelines for Emergency Response

Mass Immigration Emergency Plan

## APPENDIX XVII: EMERGENCY SUPPORT FUNCTION 17 - ANIMAL AND AGRICULTURAL ISSUES

**PRIMARY AGENCY:** Florida Department of Agriculture and Consumer Services

**SUPPORT AGENCIES:** University of Florida/Institute of Food and Agricultural Sciences, University of Florida/College of Veterinary Medicine, United States Department of Agriculture (USDA)/Farm Service Agency, USDA/Animal and Plant Health Inspection Services (APHIS)/Veterinary Services, USDA/APHIS/Wildlife Services, USDA/APHIS/Animal Care, Extension Disaster Education Network, Florida Department of Health, Florida Fish and Wildlife Conservation Commission, Florida Farm Bureau Federation, Florida Veterinary Medical Association, Florida Veterinary Technician Association, Florida Animal Control Association, Florida Aquaculture Association, Florida Integrated Rapid Response Team, Florida Nursery Growers and Landscape Association, Humane Society of the United States, The American Society for the Prevention of Cruelty to Animals, Southern Plant Diagnostic Network, Southeast Milk, Inc., Florida Cattlemen's Association, Florida Association of Kennel Clubs, Florida Fertilizer and Agrichemical Association, Florida Wildlife Rehabilitators Association, Florida Fruit and Vegetable Association, Florida State Animal Response Coalition

### I. INTRODUCTION

The purpose of Emergency Support Function 17 is to coordinate the state's response for animal, agricultural, food safety, and vector control issues in case of an emergency or disaster situation. To accomplish this goal, Emergency Support Function 17 oversees the emergency management functions of preparedness, recovery, mitigation, and response with all agencies and organizations involved in the state's response activities.

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

1. Chapter 252, Florida Statutes, (State Emergency Management Act) mandates the development of the Florida Comprehensive Emergency Management Plan (the Plan), which establishes a framework through which the State of Florida prepares for, responds to, recovers from, and mitigates the impacts of a wide variety of disasters that could adversely affect the health, safety and/or general welfare of the residents of the state.
2. The Plan describes the basic strategies, assumptions, operational goals, objectives and mechanisms through which the state will mobilize resources and conduct response activities.

3. To facilitate effective operations, the Plan adopts a functional approach that groups the types of assistance to be provided into 18 Emergency Support Functions. Each Emergency Support Function is headed by a lead or primary agency or organization, which has been selected based on its authorities, resources, and capabilities in that functional area.
4. The primary agency appoints an Emergency Coordinating Officer(s) to manage that function at the State Emergency Operations Center.
5. The Emergency Coordination Officers and staff of the Division of Emergency Management form the State Emergency Response and Recovery Team. The State Emergency Response and Recovery Team serves as the primary operational mechanism through which state assistance to local governments is managed.
6. State assistance will be provided to impacted counties under the authority of the State Coordinating Officer, on behalf of the Governor, as head of the State Emergency Response and Recovery Team.

#### **B. ORGANIZATION**

1. Emergency Support Function 17 is responsible for animal, agricultural, food safety, and vector control issues.
2. The Florida Department of Agriculture and Consumer Services is the lead agency for Emergency Support Function 17.
3. The Florida Department of Agriculture and Consumer Services, Division of Animal Industry, is responsible for providing sufficient personnel to staff the Emergency Support Function 17, 24 hours per day, seven days per week while operational or as requested by the Division of Emergency Management.
4. A person, or persons, from the Florida Department of Agriculture and Consumer Services', Division of Animal Industry will be designated as the Emergency Coordinating Officer(s) for Emergency Support Function 17.
5. The Emergency Coordination Officer(s) will provide oversight for Emergency Support Function 17 and duties include, but are not limited to: activating and coordinating Emergency Support Function 17 Incident Management Teams during an activation; assigning requests for assistance, and ensuring that requests for assistance are prioritized, met, and documented; assigning staff for support at the State Emergency Operations Center and liaison with other Emergency Support Functions at the State Emergency Operations Center.
6. Emergency Support Function 17 Incident Management Teams include an Incident Management Team for animal and agricultural issues, led by the Florida Department of Agriculture and Consumer Services, Division of Animal Industry, an Incident Management Team for vector control issues

led by the Florida Department of Agriculture and Consumer Services, Division of Agricultural Environmental Services, and an Incident Management Team for food safety issues led by the Florida Department of Agriculture and Consumer Services, Division of Food Safety.

7. Other Divisions and Offices from the Florida Department of Agriculture and Consumer Services provide direct support of Emergency Support Function 17. These include the Division of Agricultural Environmental Services, Division of Aquaculture, Division of Food Safety, Division of Plant Industry, Florida Forest Service, Office of Agricultural Water Policy, Office of Agricultural Technology Services, and the Office of Agricultural Law Enforcement. Depending upon the disaster or emergency, these Divisions and Offices will assist the Division of Animal Industry as the lead agency for Emergency Support Function 17.
8. The Emergency Coordination Officer(s) and the Florida Department of Agriculture and Consumer Services', Division of Animal Industry provide leadership and administrative support for Emergency Support Function 17 and its Incident Management Teams.

#### **C. NOTIFICATION**

1. The State Watch Office will notify the Emergency Coordinating Officer(s) for Emergency Support Function 17 when an area of Florida is threatened or has been impacted by an emergency or disaster event.
2. The Emergency Support Function 17 Emergency Coordinating Officer(s) will notify all ESF17 associated personnel and support agencies of the activation.

#### **D. ACTIONS**

1. Preparedness - Emergency Support Function 17 will:
  - a. Train personnel to staff Emergency Support Function 17 at the State Emergency Operations Center during an emergency activation.
  - b. Prepare the Florida ESF-17 by coordinating preparedness activities and training through meetings, conferences and exercises for its partner agencies.
  - c. Prepare Emergency Support Function 17 Incident Management Teams through training, drills and exercises.
2. Response - Emergency Support Function 17 will:

- a. Staff Emergency Support Function 17 at the State Emergency Operations Center.
  - b. Support the actions of the State Emergency Response and Recovery Team.
  - c. Activate ESF-17 partners to set incident priorities, to coordinate and integrate the communications and information flow, and to provide resources for Emergency Support Function 17 and its Incident Management Teams.
  - d. Activate the Emergency Support Function 17 Incident Management Team(s).
  - e. Respond to resource requests from local governments in need.
  - f. Coordinate response activities with local government emergency management directors and Emergency Support Function 17 cooperators.
  - g. Support the activities of other Emergency Support Functions as needed.
3. Recovery - Emergency Support Function 17 will:
- a. Provide support to the Joint Field Office, as needed, after the State Emergency Operations Center is deactivated.
  - b. Support the State Emergency Response and Recovery Team until the local system is self-sustaining.
  - c. Initiate the financial reimbursement process for these activities when such support is available.
4. Mitigation – Emergency Support Function 17 will:
- a. Identify locations of animal and agriculture’s critical infrastructure and assist with mitigation activities.
  - b. Identify and seek funds for disaster-proofing critical animal and agricultural infrastructure.
  - c. Compile Geographical Information Systems data related to animal and agricultural emergency management issues, in cooperation with the Division of Emergency Management and the Florida Department of Agriculture and Consumer Services.

#### **E. DIRECTION AND CONTROL**

1. The direct chain of command for Emergency Support Function 17 is as follows: Governor, State Emergency Coordinating Officer, State



Emergency Response and Recovery Team Chief, Operations Chief, Human Services Branch Chief (**see Chapter 4, Section M of the Basic Plan**), Emergency Support Function 17, Emergency Coordinating Officer(s); Emergency Support Function 17 Incident Management Teams Incident Commanders.

2. Also providing supervision and guidance to Emergency Support Function 17 is the leadership of the Florida Department of Agriculture and Consumer Services and its Divisions of Animal Industry, Agricultural Environmental Services, and Food Safety.
3. The Emergency Support Function 17 Emergency Coordination Officer(s) activates Incident Management Teams that set up and operate from Incident Command Posts, which coordinate response activities in the impacted area.

### III. RESPONSIBILITIES

#### A. PRIMARY AGENCY – FLORIDA DEPARTMENT OF AGRICULTURE AND CONSUMER SERVICES

1. Provide leadership in directing, coordinating, and integrating overall state efforts related to animal and agricultural issues during a disaster or emergency.
2. Coordinate and direct the activation and deployment of support agencies and resources.
3. Identify and train sufficient personnel to adequately support Emergency Support Function 17 at the State Emergency Operations Center during an activation.
4. Coordinate activities with other Emergency Support Functions.
5. Provide leadership and be actively engaged in Emergency Support Function 17.
6. Assist counties with identifying strategies for pet-friendly sheltering and pet evacuation.

#### B. SUPPORT AGENCIES

Emergency Support 17 is supported by a number of partners including, but not limited to:

1. Florida Department of Health
  - a. Assist in the diagnosis, prevention, and control of zoonotic diseases of public health significance.

- b. Provide guidance in the proper techniques and procedures to adequately protect Emergency Support Function 17 responders from contagious and infectious human and zoonotic diseases.
  - c. Assist in Emergency Support Function 17 response activities with the utilization of personnel, equipment and facilities.
2. Florida Fish and Wildlife Conservation Commission
- a. Assist in the evacuation of wildlife and exotic animals kept in major exhibits, circus facilities and with wildlife dealers, as needed.
  - b. Conduct damage assessments of permitted facilities housing wildlife or exotic animals.
  - c. Use specialized personnel and equipment and coordinate the capture of potentially dangerous or hazardous wildlife or exotic animals.
  - d. Assist in Emergency Support Function 17 response activities with the utilization of personnel, equipment and facilities.
3. University of Florida, College of Veterinary Medicine
- a. Provide veterinary medical assistance for animals during a disaster or emergency.
  - b. Coordinate with the Florida Veterinary Medical Association response activities involving Florida's veterinary practitioners.
  - c. Provide expertise in the area of animal disease control and eradication.
  - d. Assist in Emergency Support Function 17 response activities with the utilization of personnel, equipment and facilities.
4. University of Florida, Institute of Food and Agricultural Sciences, Cooperative Extension and Research Service
- a. Identify and educate commercial and noncommercial animal and agricultural producers in pertinent emergency management issues.
  - b. Provide expertise in the area of production agriculture as it relates to Emergency Support Function 17 response activities.
  - c. Assist in Emergency Support Function 17 response activities with the utilization of personnel, equipment and facilities.

5. United States Department of Agriculture (USDA) Animal and Plant Health Inspection Service
  - a. Assist in the diagnosis, prevention, and control of animal and plant diseases that threaten the animal and agricultural industries of Florida.
  - b. Assist in Emergency Support Function 17 response activities related to wildlife issues.
  - c. Assist in Emergency Support Function 17 response activities with the utilization of personnel, equipment and facilities.
6. United States Department of Agriculture Farm Service Agency
  - a. Assist in damage assessment activities related to animal and agricultural industries.
  - b. Provide information and assistance to impacted animal and agricultural producers about USDA-sponsored damage assistance programs.
  - c. Assist in Emergency Support Function 17 response activities with the utilization of personnel, equipment and facilities.

#### **IV. FINANCIAL MANAGEMENT**

- A. Emergency Support Function 17 with assistance from the Florida Department of Agriculture and Consumer Services will be responsible for managing financial matters related to resources that are procured during an incident.
- B. The Florida Department of Agriculture and Consumer Services will provide an organizational code for the existing incident. All expenditures by Emergency Support Function 17 shall reference this organizational code for cost recovery subsequent to the incident period.
- C. In a federally declared disaster, a reimbursement formula is established by the Federal Emergency Management Agency. When the reimbursement is less than 100 percent, the Governor's Office, together with legislative leadership, may reimburse agencies/departments for the difference. In some instances, the agencies/departments may be required to assume this financial responsibility from their regular budgets.

#### **V. REFERENCES AND AUTHORITIES**

- A. Florida Statutes 1993, Emergency Management, Chap. 252 (252.31-52.61).
- B. State of Florida Comprehensive Emergency Management Plan.
- C. Florida Field Operations Guide (FFOG).

## APPENDIX XVIII: EMERGENCY SUPPORT FUNCTION 18 – BUSINESS, INDUSTRY, AND ECONOMIC STABILIZATION

**PRIMARY AGENCY:** Florida Department of Economic Opportunity

**SUPPORTING AGENCIES:** Florida Division of Emergency Management  
Florida Department of Agriculture and Consumer Services  
Florida Department of Business and Professional Regulation  
Florida Department of Financial Services  
Florida Department of Management Services  
Florida Department of Revenue

**PRIMARY INDUSTRY ORGANIZATIONS:**  
Florida Restaurant & Lodging Association  
Florida Retail Federation  
VISIT FLORIDA

**SUPPORTING INDUSTRY ORGANIZATIONS:**  
Associated Industries of Florida  
Career Source Florida  
Enterprise Florida  
Florida Bankers Association  
Florida Chamber of Commerce  
Florida Chapters of the Association of Contingency Planners  
Florida Economic Development Council  
Florida First Capital Finance Corporation  
Florida Housing Finance Corporation  
Florida Small Business Development Centers Network  
Florida Regional Councils Association  
Manufacturers Association of Florida  
National Federation of Independent Businesses  
The Florida Council of 100  
Volunteer Florida

### I. INTRODUCTION

The purpose of ESF 18 is to support the private sector in preparing for, in responding to, and recovering from disasters. Preparedness assistance may include assessing the financial, workforce, technical, and community resources that affect a community's ability to restore business operations and to resume focus on long-term business strategies. ESF 18 will assist businesses during the response and recovery phases by providing for situational awareness, resource sharing, incident action planning and resource coordination. The systematic implementation of these activities allows private sector businesses to resume its operation in a more timely and effective manner.

Establishing Public-Private Partnerships (PPP) prior to a disaster enables ESF 18 to identify resources available from the private sector, by either donation or compensation, and the needs of the private sector to aid in the response and with recovery following a disaster. Participating agencies and organizations will determine the most efficient and effective ways to coordinate the delivery of needed services at the local, regional, and state levels.

ESF 18 will provide information to the private sector on short-term assistance for economic stabilization and to support initiatives that focus on long-term economic recovery of affected communities. Coordination of local, state, and federal business related assistance is accomplished through networks of local and regional economic, tourism and workforce development partners, as well as other business support organizations.

This appendix provides a general overview of the ESF 18 operations. A detailed ESF 18 Standard Operating Guidelines (SOG) has been developed that more specifically identifies the roles and responsibilities of ESF 18 staff, the critical actions that must be completed within each phase of emergency management, and sets expectations on how the private sector and emergency management officials will communicate. The SOG is intended to be a working document that can be adjusted to include new technology, requirements, needs or restrictions as identified through implementation. The SOG may be used by local and state emergency management agencies, business organizations, economic development associations, tourism boards, and members of the private sector with a role in emergency management. The SOG will be reviewed on an annual basis unless significant changes in the process are determined, which will dictate additional updates. The Emergency Coordination Officer (ECO) shall be responsible for the dissemination and maintenance of this document.

## **II. CONCEPT OF OPERATIONS**

### **A. ORGANIZATION**

The ESF 18 Business, Industry and Economic Stabilization (ESF 18) team plays a critical role in responding to disasters and supporting the recovery of a community. Building a resilient business community starts with preparing the private sector for all types of disasters, providing resources during the response, and tools to aid in the recovery. Establishing PPPs prior to a disaster will reduce the need of the government to provide assistance during the response.

The Florida Department of Economic Opportunity (FDEO) is the primary agency for ESF 18 and will designate the ECO for ESF-18. The Florida Division of Emergency Management (FDEM) is a supporting agency for ESF 18 and will designate the alternate ECO for ESF-18.

The ESF 18 team includes members of workforce development boards, tourism and convention boards, industry associations, designated business support organizations, and private sector partners that will support local and state emergency operations centers, will provides information sharing to the private sector, and will collect information on economic impacts during and after a disaster.

The ESF 18 private sector team is comprised of multiple businesses and entities that have a shared interest in location, industry, or emergency support function.

## **B. NOTIFICATION**

The State Watch Office will notify ESF 18 ECO of an activation of the SEOC. ESF 18 ECO will notify ESF 18 staff of all activations requiring the involvement of ESF 18.

## **C. OPERATIONAL OBJECTIVES**

Establishing operational objectives for ESF 18 based on the phases of emergency management will create a consistent operating picture for those agencies and industry organizations that support the operation. Operational objectives will be assigned by the ESF 18 ECO based on supporting agency mission and expertise as related to the task. Operational objectives will be maintained in the ESF 18 SOG and assigned using the ESF 18 Event Checklist.

Businesses that prepare are more likely to return to the community after a disaster. Preparedness campaigns developed for the private sector aid in business continuity planning and information sharing to employees on personal preparedness. FDEM will be the lead coordinating agency on private sector preparedness objectives that include building PPPs between the business community and emergency management during steady state by engaging in outreach, developing business preparedness campaigns, promoting family and individual preparedness, supporting ESF 18 at the local level, as well as, and representing FDEM and ESF 18 at private sector events.

A coordinated response to a disaster will provide resources to support the private sector and will allow the private sector to support the response by emergency management. Operational objectives will be determined for specific types of disasters. Florida agencies and industry support organizations will be identified to support the disaster.

The recovery objectives will begin once the initial response phase concludes at the direction of the State Coordinating Officer (SCO) or when command and control is transferred to the Joint Field Office (JFO). In the event Florida receives a Major Disaster Declaration the recovery operation is transferred to the JFO and will include local, state and federal support.

### **1. Preparedness Objectives:**

Pre-disaster the ESF 18's primary objectives are to build public-private partnerships, identify resources available to the emergency management community, identify needs of the private sector, and provide business continuity information and preparedness information for the business community to share with employees, stakeholders, and customers.

### **2. Response Objectives:**

In the event a disaster occurs, ESF 18's primary objective are to provide pertinent and timely information to the private sector through established

communication tools, manage resources available from the private sector either through donation or compensation, provide resources to the private sector to aid in the response to the disaster, and coordinate staffing within local and state emergency operations centers in support of the private sector.

3. Recovery Objectives:

After a disaster occurs, ESF 18's primary objectives are to conduct economic assessments of impacted communities, provide pertinent and timely information to the private sector on the recovery process, manage resources available from the private sector either through donation or compensation, provide resources to the private sector to aid in the recovery of the community, and coordinate staffing at the JFO in support of the private sector.

4. Mitigation Objectives:

After a disaster occurs, one of ESF 18's objectives is to support the recovery of a community through mitigation programs. As a community recovers from a disaster, it is important to identify steps that can be taken to mitigate future impacts, either economic or physical. ESF 18 will work with the private sector and emergency management to provide information about programs that may assist the affected community.

**D. DIRECTION AND CONTROL**

1. ESF 18 Policies

- a. Immediately implement requests or directives of SERRT leadership in an efficient and effective manner.
- b. Provide support, as required, to SEOC and JFO operations.
- c. The ESF 18 Standard Operating Guidelines outlines the background, organizational structure, purpose, roles and responsibilities, and operational objectives for preparedness, response, recovery and mitigation. ESF 18 personnel will reference the SOG for further guidance.

2. Decision-Making Authority
  - a. The ESF 18 ECO has the authority to assign personnel, allocate resources, and expend funds to meet the responsibilities outlined for ESF 18 or to complete missions assigned to ESF 18.
  - b. The ESF 18 ECO has the authority to designate ESF 18 section leaders and reassign ESF 18 personnel within the section as necessary.
3. Coordination
  - a. ESF 18 response activities will be guided by and coordinated with the SERRT Chief, mobilized Area Command or Incident Management Team representatives, and impacted county disaster officials.
  - b. As operation activities expand outside of the SEOC information will continue to be reported to the SEOC, with ESF 18 Information Section collecting and reporting the information.
  - c. Simultaneous coordination of vital information and protective actions will be accomplished by conference calls and/or other communications systems.
  - d. When possible, ESF 18 personnel will co-locate with Federal and local personnel to better coordinate and unify planning and reporting efforts. Even if physical co-location is not possible, the ESF 18 will work jointly with FEMA and local personnel deployed to the SEOC.



**III. RESPONSIBILITIES**

**PRIMARY AGENCY:** Florida Department of Economic Opportunity

**SUPPORTING AGENCIES:** Florida Division of Emergency Management

AGENCY	RESPONSIBILITIES
<p><b>Department of Economic Opportunity</b></p>	<ul style="list-style-type: none"> <li>a. Designate an Emergency Coordination Officer to oversee ESF 18 operations at the SEOC and JFO.</li> <li>b. Provide staff support for ESF 18 at the SEOC and JFO.</li> <li>c. Manage the ESF 18 Operations Section Chief to ensure all missions are assigned and completed.</li> <li>d. Manage the Information Section Chief to ensure information is updated in a timely manner and communicated to the public.</li> <li>e. Execute contract(s) with administrative entity(ies).</li> <li>f. Coordinate with the Primary Industry Organizations, State of Florida Agencies, and Industry Organizations to identify the needs of the private sector.</li> <li>g. Facilitate conference calls with ESF 18 partners and private sector.</li> <li>h. Provide labor market information and census data.</li> <li>i. Mobilize one-stop mobile units.</li> <li>j. Initiate the disaster unemployment assistance program, if deemed appropriate.</li> <li>k. Initiate contract and budget amendment preparation for the Florida Small Business Emergency Bridge Loan Program implementation if needed.</li> <li>l. Operate the national emergency grants jobs program, if deemed appropriate.</li> <li>m. Assist in labor exchange activities – matching workers with employers.</li> <li>n. Participate in post disaster economic recovery workshops.</li> <li>o. Coordinate the delivery of intermediate and long term economic impact assessment <i>(subject to resource availability)</i>.</li> <li>p. Coordinate in conjunction with Career Source Florida the Quick Response Training Program and the Incumbent Worker Training Program.</li> </ul>

<p><b>Division of Emergency Management</b></p>	<ul style="list-style-type: none"> <li>a. Manage preparedness activities for the private sector during steady state including public education and outreach campaigns, business continuity planning tools, and information sharing.</li> <li>b. Provide staff support for ESF 18 at the SEOC and JFO.</li> <li>c. Coordinate with the Primary Industry Organizations, State of Florida Agencies, and Industry Organizations to identify the needs of the private sector.</li> <li>d. Participate in conference calls with ESF 18 partners and private sector.</li> <li>e. Disseminate critical information to the private sector through established communication tools.</li> </ul>
<p><b>Department of Agriculture and Consumer Services</b></p>	<ul style="list-style-type: none"> <li>a. Provide economic updates on the agriculture industry.</li> <li>b. Provide staff support for ESF 18 at the SEOC and JFO.</li> </ul>
<p><b>Department of Business and Professional Regulation</b></p>	<ul style="list-style-type: none"> <li>a. Provide assistance to the business community.</li> <li>b. Provide staff support for ESF 18 at the SEOC and JFO.</li> </ul>
<p><b>Department of Financial Services</b></p>	<ul style="list-style-type: none"> <li>a. Provide economic updates on the financial and insurance industry.</li> <li>b. Provide staff support for ESF 18 at the SEOC and JFO.</li> </ul>
<p><b>Department of Management Services</b></p>	<ul style="list-style-type: none"> <li>a. Identify registered suppliers and vendors for emergency goods and services; identify state-owned facilities and assets.</li> <li>b. Provide staff support for ESF 18 at the SEOC and JFO.</li> </ul>
<p><b>Department of Revenue</b></p>	<ul style="list-style-type: none"> <li>a. Provide assistance with intermediate and long-term economic impacts related to property tax, general tax, and child support.</li> <li>b. Provide staff support for ESF 18 at the SEOC and JFO.</li> </ul>

**PRIMARY INDUSTRY ORGANIZATIONS:**

<b>ORGANIZATION</b>	<b>RESPONSIBILITIES</b>
<b>Florida Restaurant &amp; Lodging Association</b>	<ul style="list-style-type: none"> <li>a. The primary industry organizations will collect information on economic impact, provide updates to the ESF 18 operation, and provide updates to their membership on response actions by the SERRT.</li> <li>b. Provide support staff to the ESF 18 operations for response and recovery.</li> <li>c. Collect information on the economic impact to the hospitality industry, provide updates to the ESF 18 operation, and communicate response/recovery updates to members.</li> </ul>
<b>Florida Retail Federation</b>	<ul style="list-style-type: none"> <li>a. The primary industry organizations will collect information on economic impact, provide updates to the ESF 18 operation, and provide updates to their membership on response actions by the SERRT.</li> <li>b. Provide support staff to the ESF 18 operations for response and recovery.</li> <li>c. Collect information on the economic impact of the retail industry, provide updates to the ESF 18 operation, and communicate response/recovery updates to members.</li> </ul>
<b>VISIT FLORIDA</b>	<ul style="list-style-type: none"> <li>a. The primary industry organizations will collect information on economic impact, provide updates to the ESF 18 operation, and provide updates to their membership on response actions by the SERRT.</li> <li>b. Provide support staff to the ESF 18 operations for response and recovery.</li> <li>c. Collect information on the economic impact to the tourism industry, provide updates to the ESF 18 operation, and communicate response/recovery updates to members.</li> </ul>

**SUPPORTING INDUSTRY ORGANIZATIONS:**

<b>ORGANIZATION</b>	<b>RESPONSIBILITIES</b>
<b>Associated Industries of Florida</b>	a. Facilitate public-private sector exchange of information regarding needs and capabilities. b. Support the ability of the state and local governments to recover from disasters by connecting them with appropriate business affiliates. c. Assist state and local officials in identifying where private sector support is available or needed to restore business operations in affected areas. d. Engage affiliated organizations and businesses who can bring resources, capabilities, and expertise during the disaster response and recovery period. e. Improve situational awareness with the private sector across the affected area. f. Provide staffing support as needed and as is available to the SEOC and JFO.
<b>Career Source Florida</b>	
<b>Enterprise Florida</b>	
<b>Florida Bankers Association</b>	
<b>Florida Chamber of Commerce</b>	
<b>Florida Chapters of the Association of Contingency Planners</b>	
<b>Florida Economic Development Council</b>	
<b>Florida First Capital Finance Corporation</b>	
<b>Florida Housing Finance Corporation</b>	
<b>Florida Small Business Development Center Network</b>	
<b>Florida Regional Councils Association</b>	
<b>Manufactures Association of Florida</b>	
<b>National Federation of Independent Businesses</b>	
<b>The Florida Council of 100</b>	
<b>Volunteer Florida</b>	

**IV. FINANCIAL MANAGEMENT**

- A. ESF18 will coordinate approval of all expenditures with the SERRT Chief and the Finance and Administration Section.
- B. Staff will maintain employee time logs to reflect hours worked. The ESF 18 ECO will maintain staffing scheduling documentation.
- C. Each agency – primary and supporting – will be responsible for tracking its own costs.
- D. All missions conducted will be entered into an approved management information system for documentation and tracking purposes.

**V. REFERENCES AND AUTHORITIES:**

- A. Public Law 93-288, as amended, 42 U.S.C. 5121, et seq, the Robert T. Stafford Disaster Relief and emergency Assistance Act.
- B. Public Law 106-390, Disaster Mitigation Act of 2000.
- C. Powers of Political Subdivisions, Chapter 252.36, Florida Statutes, Emergency Management Powers of the Governor Chapter 288, Florida Statutes, Commercial Development and Capital Improvements.



# **THE STATE OF FLORIDA BIOLOGICAL INCIDENT ANNEX**

**To the State Comprehensive Emergency Management Plan**

Version 5.0  
August 2018

Maintained by the Florida Department of Health

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## AUTHORITIES

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### Federal

#### **Title 42, Code of Federal Regulations Part 70 Interstate Quarantine**

Authorize the detention, isolation, quarantine, or conditional release of individuals, for the purpose of preventing the introduction, transmission, and spread of the communicable disease listed in an Executive Order.

#### **Title 42, Code of Federal Regulations Part 71 Foreign Quarantine**

Authorizes the Director, Centers for Disease Control, to order the isolate, quarantine, or placement of a person under surveillance and may order disinfection or disinfestation, fumigation, as he/she considers necessary to prevent the introduction, transmission, or spread of the listed communicable diseases.

#### **Title 42, Code of Federal Regulations 201 Public Readiness and Emergency Preparedness Act (PREP)**

Authorizes the Secretary of the Department of Health and Human Services to issue a declaration that provides immunity from liability (except for willful misconduct) for claims of loss caused, arising out of, related to, or resulting from administration or use of countermeasures to diseases, threats and conditions determined by the Secretary to constitute a present, or creditable risk of a future public health emergency to entities and individuals involved in the development, manufacture, testing, distribution, administration, and use of such countermeasures.

#### **Title 42, Code of Federal Regulations Part 264 Regulations to Control Communicable Diseases**

Authorizes the Surgeon General, to make and enforce regulations to prevent the introduction, transmission, or spread of communicable diseases from foreign countries into the United States, or from one state to another.

#### **Title 42, Code of Federal Regulations Part 265 Suspension of entries and imports from designated places to prevent spread of communicable diseases**

Whenever the Surgeon General determines that by reason of the existence of any communicable disease in a foreign country there is serious danger of the introduction of such disease into the United States, and that this danger is so increased by the introduction of persons or property from such country that a suspension of the right to introduce such persons and property is required in the interest of the public health, the Surgeon General, in accordance with regulations approved by the President, shall have the power to prohibit, in whole or in part, the introduction of persons and property from such countries or places as he shall designate in order to avert such danger, and for such period of time as he may deem necessary for such purpose.



**Pub. Law No. 109–417 Pandemic and All-Hazards Preparedness Act (PAHPA)**

- Amends the Public Health Service Act and established the Assistant Secretary of Preparedness and Response as a new position with authority over the advanced development and acquisitions of medical countermeasures.
- Established the National Health Security Strategy to coordinate preparedness activities across agencies and organizations in order to reduce the social and economic cost of significant public health incidents.

**Pub. Law No. 113–5 Pandemic and All-Hazards Preparedness Reauthorization Act (PAHPRA)**

Amends the Public Health Service Act and provides Assistant Secretary of Preparedness and Response with additional responsibilities and authorities to develop and implement the National Health Security Strategy.

**Section 319, Public Health Service Act, Public Health Emergencies**

Authorizes the Secretary of Health and Human Services to determine that a Public Health Emergency exists, if the Secretary determines a disease or disorder presents a Public Health Emergency or that a Public Health Emergency, including significant outbreaks of infectious disease or bioterrorist attacks, otherwise exist. If the Secretary issues this declaration, it would authorize the Secretary to take appropriate actions consistent with other authorities to respond to the emergency, temporarily suspend or modify certain legal requirements, and expand available funds in the Public Health Emergency Fund for the response.

**Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act)**

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 disaster assistance efforts.

## **State**

### **Section 20.43, F.S.**

#### **Department of Health**

Authorizes the purchase of items necessary to encourage patient compliance with disease prevention behaviors.

### **Section 120.54, F.S.**

#### **Rulemaking**

If an agency finds that an immediate danger to the public health, safety, or welfare requires emergency action, the agency may adopt any rule necessitated by the immediate danger.

### **Chapter 252, F.S.**

#### **Emergency Management Act**

A state of emergency shall be declared by Executive Order or proclamation of the Governor if she or he finds an emergency has occurred or that the occurrence or the threat thereof is imminent.

### **Section 381.0011, F.S. Duties and powers of the Department of Health**

- Assess the public health status and needs of the state.
- Administer and enforce laws and rules related to sanitation, control of communicable diseases, illnesses and hazards to health among humans and from animals to humans, and the general health of the people of the state.
- Coordinate with federal, state, and local officials for the prevention and suppression of communicable and other diseases, illnesses, injuries, and hazards to human health.
- Provide for a thorough investigation and study of incidence, cause, modes of propagation and transmission, and means of prevention, control, and cure of diseases, illnesses, and hazards to human health.
- Provide for the dissemination of information, to the public relative to the prevention, control, and cure of diseases, illnesses, and hazards to human health.
- Manage and coordinate emergency preparedness and disaster response functions to: investigate and control the spread of disease; ensure the safety of food and drugs; and provide surveillance and control of radiological, chemical, biological, and other environmental hazards.

### **Section 381.0012, F.S. Enforcement authority**

It shall be the duty of every state and county attorney, sheriff, police officer, and other appropriate city and county official upon request to assist the department or any of its agents in enforcing the state health laws, rules, and orders adopted under this chapter.

### **Section 381.00315, F.S. Public health advisories; public health emergencies; isolation and quarantines**

The State Health Officer is responsible for declaring public health emergencies, issuing public health advisories, and ordering isolation and quarantines.

**Section 403.861, F.S. Department of Health; public water supply duties and responsibilities; coordinating budget requests with department**

Public health aspects of the state public water supply program require joint participation in the program by the Department of Health and its units and the Department of Environmental Protection.

**Section 570.36, F.S. Division of Animal Industry; powers and duties**

- Enforcing those provisions of chapter 585, and rules adopted pursuant thereto, relating to testing, supervising, controlling, and eradicating brucellosis and tuberculosis in livestock.
- Enforcing those provisions of chapter 585, and rules adopted pursuant thereto, relating to the control and eradication of dangerous transmissible diseases of livestock, including parasitic infestations such as screwworm and cattle fever tick.
- Operating and managing the animal disease diagnostic laboratory provided for in chapter 585.

**Section 585.145, F.S. Control of animal diseases**

Gives the Department of Agriculture and Consumer Services the authority to take such measures as may be necessary and proper for the control, suppression, eradication, and prevention of the spread of contagious, infectious, and communicable disease and to protect animals in the state. The Department shall also quarantine such animals as it shall find, or have reason to believe, to be infected with or exposed to any such disease.

**Section 768.28, F.S. Waiver of sovereign immunity in tort actions; recovery limits; limitation on attorney fees; statutes of limitations; exclusions; indemnification; risk management programs**

Protects state employees who administer immunizations as part of their official duties.

## REFERENCES

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1. State of Florida Comprehensive Emergency Management Plan
2. Florida Natural Disease Outbreak and the Pandemic Influenza Management Response Plan, April 2008
3. Fatality Management Response Plan of the Florida Medical Examiners Commission, May 2012
4. Florida Department of Health, Alternate Care Site Standard Operating Procedure, April 2013
5. Florida Comprehensive Emergency Management Plan, Appendix VIII: ESF 8 Public Health and Medical Services, 2014
6. Florida Department of Health, Emergency Operations Plan, Mass Prophylaxis and Treatment Annex, Version 6, October 2014
7. Florida Strategic National Stockpile Standard Operating Procedure, January 2015
8. Florida Department of Health, Biological Disease Outbreak Incident Response Playbook, February 2015
9. Florida Department of Health, Ebola Incident Response Playbook, February 2015
10. Florida department of Health, Pandemic Influenza Incident Response Playbook, February 2015
11. Florida Department of Health, Florida Infectious Disease Transportation Network Plan, May 2016
12. Florida Department of Health, Zika Incident Response Playbook, 2017
13. Federal Emergency Management Agency Biological Incident Annex to the Response and Recovery Federal Interagency Operational Plan, January 2017

## GLOSSARY OF TERMS

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### **Centers for Disease Control and Prevention Category A Bioterrorism**

**Agent/Disease** – High-priority agents including organisms that pose a risk to national security because they: can be easily disseminated or transmitted from person to person; result in high mortality rates and have the potential for major public health impact; might cause public panic and social disruptions; and require special actions for public health preparedness. These Agents/Diseases include: Anthrax; Botulism; Plague; Smallpox; Tularemia; and Viral hemorrhagic fevers. Many of these agents/diseases are naturally occurring.

**Critical Infrastructure and Key Resources** – the assets of the United States that are essential to the nation's security, public health and safety, economic vitality, and way of life (e.g., energy production and delivery).

**Epidemiology** – the study of disease sources, occurrence, transmission, and prevention.

**Emergency Support Function (ESF)** – a grouping of governmental and certain private sector capabilities into an organizational structure to provide support, resources, program implementation, and services that are most likely needed to save lives, protect property, and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal following domestic incidents.

**Florida Emergency Mortuary Operations Response System (FEMORS)** – a team of trained personnel from multiple state and local agencies that supports Medical Examiner Offices with victim identification during mass fatality incidents.

**Incubation Period** – the length of time between the point of exposure to an infectious agent and the point at which signs and symptoms of the disease appear.

**Infection Control** – measures taken to prevent further infections and the spread of disease. These precautions include: separate waiting facilities, a pre-arranged triage mechanism, spatial separation, use of personal protective equipment, and encouragement of respiratory hygiene.

**Isolation** – the separation and confinement of individuals known or suspected to be infectious or ill with a contagious disease in order to prevent them from transmitting the disease to others.

**Laboratory Response Network (LRN)** – an integrated network of state and local public health, federal, military, and international laboratories that are equipped to respond to bioterrorism, chemical terrorism and other public health emergencies.

**Medical Countermeasure** – Food and Drug Administration regulated products (biologics, drugs, devices) that may be used to diagnose, prevent, protect from, or treat conditions associated with chemical, biological, radiological, or nuclear threats, or emerging infectious diseases.

**Medical Surge** – increased need for medical personnel in a catastrophic health incident or pandemic.

**Morbidity** – the measure or rate of disease occurrence - usually expressed as the number of disease cases per 100,000 populations.

**Mortality** – the measure or rate of death from a disease occurrence - usually expressed as percent of deaths among the number of cases.

**Non-Pharmaceutical Intervention** – disease control measures that include isolation and quarantine, restrictions on movement and travel advisory/warning, social distancing, external decontamination, hygiene, and precautionary protective behaviors.

**Novel Disease** – a new type or strain of disease for which there is no or limited human immunity widespread infection.

**Occupational Health** – a branch of public health concerned with protecting the safety, health, and welfare of people engaged in work or employment.

**Pandemic** – a disease epidemic characterized by sustained human-to-human transmission causing community outbreaks in more than one World Health Organization Region.

**Personal Protective Equipment (PPE)** – specialized clothing or equipment, worn for protection against infectious materials. Items may include: protective garments, gloves, gowns, goggles, hand sanitizer, and/or equipment.

**Public Health Advisory** – any warning or report giving information to the public about a potential public health threat.

**Public Health Emergency** – any occurrence or threat thereof, whether natural or man-made, which results or may result in substantial injury or harm to the public health from infectious disease, chemical agents, nuclear agents, biological toxins, or situations involving mass casualties or natural disasters.

**Public Health Reference Laboratories** – designated state and local laboratories that perform conclusive tests to quickly detect and confirm the presence of threat agents.

**Quarantine** – the restriction of activities of currently well people when there is reason to believe that they have been exposed to and are in the incubation period for an infectious disease.

**Sheltering in place** – procedures that involves individuals isolating themselves within their homes.

**Social distancing** – voluntary or mandatory steps taken to reduce face-to-face interactions among people in the community.

**Surveillance** – measures and procedures used to detect disease outbreaks and to monitor and assess their progression.

**Symptomatic** – the stage of infection when a patient begins to show outcomes of the infection.

**Transmission-based Precautions** – infection control procedures that are instituted in a hospital setting to prevent the spread of disease particles through the air usually from sneezing and coughing.

**Vaccines** – preparations of live, killed, or attenuated (modified) microorganisms that can stimulate an immune response in the body to prevent future infection of a similar type.

**Zoonoses/Zoonosis/Zoonotic** – a disease capable of being transmitted from infected animals to humans.

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## CHAPTER 1 – INTRODUCTION

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### I. General:

The overarching objective of the Biological Incident Annex (BIA) is to:

- Establish a framework for an integrated multi-agency response to a biological outbreak by reducing disease morbidity and mortality and limiting economic and social disruption.

An effective response will require local, state, and tribal coordination to:

- Detect the incident through disease surveillance and/or environmental monitoring;
- Characterize and monitor the outbreak to determine the most effective interventions;
- Identify and protect the population(s) at risk through pharmaceutical and non-pharmaceutical interventions;
- Determine the source of the outbreak;
- Rapidly frame public health and medical, pharmaceutical, pre-hospital and law enforcement implications;
- Control and contain the spread of disease;
- Augment public health and medical service surge capacity;
- Coordinate public messaging;
- Coordinate implementation of protective actions.

### II. Hazard Context:

Florida's population density, demographics, climate, and role as an international tourist destination increase the state's vulnerability to the impacts/introduction and/or spread of infectious disease – whether natural or manmade. Unlike incidents involving chemical, radiological, nuclear, or explosive agents (which generally allow for easier detection, investigation, and containment), biological incidents tend to be less transparent. As a result, a largescale biological incident would pose a significant threat to public health, critical infrastructure, and state and local economies.

Biological agents may elude early detection, compromising the ability of public health professionals to understand the scope and magnitude of an emerging disease outbreak. This allows infection to spread unabated and increases the likelihood of catastrophic consequences. Examples of public health threats that may result in the activation of this Annex include:

- Emergence of an infectious disease of high consequence;
- Introduction of an infectious disease agent of high consequence into the state;
- Established person-to-person transmission of a novel influenza virus to which there is no existing human immunity;



- Dispersal of a Category A Bioterrorism Agent/Disease as part of a bioterrorism act;
- Local (autochthonous) transmission of an imported vector-borne disease;
- Largescale contamination of the water supply or pharmaceutical supply chain.

### **III. Purpose**

The purpose of the Annex is to describe the actions used to mitigate against, prepare for, respond to, and recover from biological incidents requiring state, interstate, and/or federal support.

The BIA is intended to address biological incidents that exceed or are predicted to exceed the response capability and/or resources of local jurisdiction(s) and/or the state. The information contained in the BIA is not disease agent-specific.

While the BIA is intended to cover the state response to any biological incident, it may not be all-inclusive, as new disease threats continue to surface. As such, additional response activities may be required that are not detailed in the Annex. However, the BIA has sufficient flexibility to allow for easy adaptation to new and evolving biological threats.

### **IV. Scope**

The scope of incidents addressed in this Annex can be identified as any incident that exceeds or overwhelms the capabilities or resources of one or more responding agencies. As incident complexity increases, transition to command/lead agency is expected to effectively manage the multijurisdictional resources that will be utilized. As local/state/private resources are overwhelmed, federal agencies increase their operational responsibility.

### **V. Situation Overview and Planning Assumptions**

As the lead agency, the Florida Department of Health (DOH) is responsible for the establishment of a preparedness and response framework to address biological threats of various scopes and magnitudes ranging from isolated to widespread disease outbreaks. The State Surgeon General is responsible for declaring public health emergencies, issuing public health advisories, and ordering isolation and quarantine.

#### **A. Situation Overview**

Biological incidents that require the activation of the BIA may arise from a variety of public health threats that must be analyzed individually to adequately support preparedness, response, and recovery activities. Given the dynamic nature of biological incidents, DOH, in collaboration with the Executive Office of the Governor and the Division of Emergency Management (DEM), will establish the threshold for initiating the state-level response.

The scale and timing of state response actions corresponds with the attributes of the disease agent and the predicted scope and magnitude of the incident, and is not tied to any pre-determined response triggers. Response decisions are ultimately driven by situational awareness and an assessment of epidemic potential.

### Biological Incident Characteristics

1. Naturally-occurring Disease Outbreaks
  - a. Emerging – Caused by newly identified species or strains of disease for which there may be no human immunity.
  - b. Reemerging – Caused by a disease agent that was previously controlled or eradicated, but has been reintroduced.
2. Manmade Incidents
  - a. Terrorist-related – Intentional release of biological agent to achieve a political, religious, or ideological goal.
  - b. Non-terrorist related – Unintentional dissemination of a biological agent such as the accidental contamination of the food or water supply.
3. Transmissibility
  - a. Communicable – Transmissible from person-to-person via contact, respiration, and/or ingestion of disease causing agent.
  - b. Non-communicable – Cannot be transmitted from person-to-person.
  - c. Vector-borne – Transmitted through a disease vector (animal or arthropod) such as an insect (i.e., mosquito, flea).
4. Severity

A categorization of the overall impact of a disease outbreak, particularly during pandemics. Severity levels are specific to the disease and are assessed examining the illnesses association with infection or number of infections resulting in hospitalization or death. These factors combined are used to guide decisions about actions to implement at a given time during an outbreak. All disease agents do not have established severity levels.
5. Response and Medical Prophylaxis Options
  - a. Available response options may include:  
enhanced (active) surveillance; disease investigation; boil water orders; vector or animal control measures; stop sale and recall of medicines or products; facility closure; imposition of travel advisories and restrictions; isolation; and quarantine.
  - b. Available medical prophylaxis options may include:  
medical countermeasures to include pre and post-exposure vaccinations and antibiotics.

## B. Planning Assumptions

1. Naturally-occurring Disease Outbreaks
  - a. Public health surveillance systems may require days or weeks to detect a pattern that indicates a biological incident has occurred.
  - b. Reports of suspected and/or confirmed cases involving the threat agent may come from multiple sources.
  - c. Initial public health actions may need to be taken in the absence of complete information.
  - d. Initial response actions may take place with or without a state or federal disaster declaration or public health emergency declaration.
  - e. The effectiveness of response actions may be a determinant of the type of biological agent, mode of transmission, degree of infectivity, timeliness of detection, and availability of public health interventions to mitigate disease spread.
  - f. Medical countermeasures may or may not be available from local, state, federal or private sector caches to support mass prophylaxis for exposed populations, when appropriate.
  - g. Emergency provisions will allow for the dispensing of eligible medical countermeasures without the need for individual prescriptions.
  - h. Executive Order(s) and/or public health emergency declaration(s) will provide additional authority, as necessary to support the response (e.g., temporary suspension of pharmaceutical laws).
  - i. No single entity will possess all of the authority, expertise, and/or resources to respond unilaterally.
  - j. Federal assistance may not be available or severely limited during multi-state outbreaks.
  - k. Biological response actions will require significant coordination with the private sector.

2. Manmade Incidents

- a. A biological threat will occur with little or no warning.
- b. Individuals presenting symptoms of disease may be the first indication of a bioterrorism incident if it is carried out covertly.
- c. Intelligence of an imminent attack may be gathered by law enforcement prior to the incident and provide advance warning.
- d. Environmental surveillance systems (i.e., BioWatch) may detect the presence of a Category A Bioterrorism Agent in the environment and trigger a response.
- e. Medical equipment, supplies, and/or pharmaceuticals may or may not be available from the private sector, and state and federal stockpiles within 12 hours of a request.
- f. The response to an actual or threatened incident will involve law enforcement and investigative activities as an integrated element.
- g. In the case of a biological attack, there may be multiple sites.
- h. An act of terrorism, particularly an act directed against a large population center will have major consequences that can quickly exceed current capabilities and capacities.
- i. A biological attack involving a contagious agent may require quarantine activities to contain the disease outbreak.

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## CHAPTER 2 – THE RESPONSE ORGANIZATION

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### I. GENERAL

This Chapter describes how response operations are organized across jurisdictions following a significant biological incident. A significant biological incident is any incident involving a biological threat that requires an immediate, coordinated local and state response to prevent or reduce increases in morbidity and mortality/disease and death. While many traditional support systems may remain intact during such an incident, local, interstate, and federal mutual aid resources may be strained due to the magnitude of the incident. Private sector resources may be leveraged to increase response capability.

### II. Local Response

The following activities should be considered at the local level to respond to a significant biological incident:

- Activate Emergency Operations Center or Incident Management Team (IMT) in accordance with plans and procedures.
- Disseminate key public health and risk mitigation messages to the public and local stakeholders.
- Conduct enhanced surveillance to detect the disease agents in the environment and/or at-risk populations.
- Coordinate laboratory testing for samples.
- Collect and report data on cases and clusters following standard case definitions for the disease agents.
- Implement non-pharmaceutical interventions to help contain the disease.
- Provide access to medical countermeasures in accordance with mass prophylaxis plans.
- Be prepared to take actions as directed in executive orders and/or public health emergencies.
- Monitor and be prepared to implement guidance on non-pharmaceutical interventions at the direction of the State Surgeon General.
- Request additional resources and capabilities using formal request channels.

### III. State Response

The following activities may be conducted at the state level to respond to a significant biological incident:

- Implement enhanced epidemiologic and surveillance activities to define cases, identify at-risk populations, and determine source of infection.
- Provide laboratory testing capability for the identification, confirmation, characterization, and determination of drug susceptibility of the biological agent.
- Provide technical assistance in environmental health and/or conducting environmental sampling to support disease surveillance and other epidemiological activities.
- Identify exposure pathways to support the development and implementation of infection control protocols.
- Provide guidance on identification, diagnosis, and clinical management of human cases.
- Coordinate patient movement to Regional Treatment Center(s) or isolation chambers for individuals with highly-infectious diseases.
- Provide guidance on the use of medical countermeasures.
- Distribute medical countermeasures, as required or directed.
- Develop effective infection control practice recommendations for communities and health care settings.
- Provide guidance on non-pharmaceutical interventions to assist with the containment and control of the disease agent.
- Provide technical assistance to local jurisdictions to support public health response activities.
- Disseminate key public health and risk mitigation messages to the public and government stakeholders.
- The State Emergency Response and Recovery Team (SERRT) will be activated consistent with guidelines established in the State Comprehensive Emergency Management Plan (CEMP) to coordinate state and federal assets deployed to support the local response.
- Activate IMTs, Multi-agency Coordination Group(s) (MAC) and/or Forward SERRT(s) to effectively use limited staff and allocated scarce resources to the local response system.
- Coordinate plans, policies, and procedures that will be used to respond during an incident with Federal Emergency Management Agency Region IV counterparts.

## CHAPTER 3 – CONCEPT OF OPERATIONS

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### I. General

#### A. Concept of Operations

##### 1. Assessment of Threat

- a. Disease outbreaks are common and may arise from a variety of sources. Through situational awareness, DOH assess an outbreak's potential for developing into an incident that requires a statewide response.
- b. The DOH Bureau of Public Health Laboratories operates a network of specialized laboratories that are used to confirm disease outbreaks, including those involving agents that require focused attention at the local, state, national, or international level.
- c. The DOH Bureau of Epidemiology and County Health Department (CHD) epidemiology programs primarily use passive surveillance systems to detect outbreaks by monitoring increases in reportable diseases from vital statistics, health care providers, hospital emergency department data, laboratories, and toxic exposure reports from poison control centers.
- d. Passive public health surveillance allows for continuous monitoring for clusters of human illness from any cause, including food and waterborne disease.
- e. Factors that may indicate individually or collectively that a disease outbreak or biological incident requires activation of the SERRT include:
  1. Large number of cases relative to data on spatial and temporal disease trends for a given area.
  2. Atypical temporal or unseasonal clusters of a disease (e.g., illness resembling mosquito borne disease during winter).
  3. Atypical geographic spread of a disease based on established disease agent characteristics.
  4. High rate of disease morbidity and mortality resulting in a significant number of hospitalizations and/or deaths.
  5. Unexplained mode of transmission based on established disease agent attributes.
  6. Widespread distribution of a biological agent that is persistent in the environment (e.g. wide area anthrax dispersal).
  7. Short incubation period and/or high rates of secondary transmission, creating the potential for a rapid increase in the number of cases.
  8. A completely novel disease or a known disease with highly unusual characteristics or presentations.

- f. Epidemiologists from DOH are responsible for providing necessary situational awareness by:
  - 1. Assessing all outbreaks that come to their attention;
  - 2. Transitioning from passive to active surveillance, as necessary, to determine the extent of the outbreak;
  - 3. Notifying appropriate officials of suspicious outbreaks; and
  - 4. Seeking consultation and assistance, as necessary, to characterize an outbreak.
- g. Contact tracing investigations will be directed locally with support from state epidemiology subject matter experts.
- h. Sample collection may involve a variety of methods depending on the source of the outbreak to include:
  - 1. Human biological samples (e.g., blood, urine, etc.) may be collected by epidemiology staff.
  - 2. Environmental samples of Category A Bioterrorism Agents may be collected by local hazard materials teams trained in proper sample collection procedures.
  - 3. All environmental samples submitted for testing following a bioterrorism incident must follow chain of custody procedures to maintain the integrity of the potential law enforcement investigation.
- i. The LRN will be activated to fulfill local and state needs for rapid testing and characterization of biological agents as this type of biological testing cannot be carried out in the field.
  - 1. In a suspected bioterrorism incident, laboratory testing is coordinated with state and federal law enforcement in addition to LRN members.
- j. A key component of this process is the establishment and maintenance of the law enforcement chain of custody and transport arrangements. Prior to transporting a specimen to an LRN laboratory, a basic field screening will be performed by responders on-scene to rule out radiation, oxidizers, flammability, corrosives, explosives, and volatile organic compounds.
- k. Any potential biological agent, disease outbreak, or suspected bioterrorism act affecting or involving humans will be brought to the immediate attention of the State Surgeon General. The State Public Health Veterinarian will notify the State Food and Waterborne Disease Coordinator if food or water is potentially involved, the State Toxicologist if a biologic toxin is suspected, and the State Arbovirus Surveillance Coordinator if an arthropod-borne disease is suspected.
- l. When a waterborne illness is suspected, it is critical that information be shared between jurisdictions early in the process to reduce exposure and prevent secondary cases, as well as to eliminate the source of the outbreak as quickly as possible. Bureau of Environmental Health notification procedures for waterborne emergencies should be followed.



- m. LRN laboratories will provide the results of their testing and analysis of suspected bioterrorism samples to the entity that submitted the sample and to all public officials with a need to know.
- n. Instances of disease that raise the “index of suspicion” for terrorist or criminal involvement, as determined by the State Epidemiologist, State Public Health Veterinarian, Bureau of Epidemiology and/or Bureau of Environmental Health, are reported to the State Watch Office and the Florida Fusion Center.

## **B. Unique Prevention and Protection Activities**

1. Upon activation, the primary objectives of DOH are to identify populations that have been exposed to the biological agent, are at risk for becoming exposed, and that are disproportionately vulnerable to the effects of the biological agent.
2. Additional investigative tasks such as identifying the route of exposure and mode of transmission for the biological agent will need to be conducted in order to determine effective public health interventions.
3. If a county is faced with a significant outbreak related to waterborne illness, the CHD will decide if it is appropriate to activate an IMT and request potential assistance from the appropriate DOH Central Office staff.
4. For waterborne, vector-borne, zoonoses and biotoxin events, DOH will write a report at the conclusion of the investigation once the following criteria have been met:
  - a. There is no longer a risk for exposure and spread of a disease.
  - b. There are no additional cases being reported.
  - c. Epidemiological and statistical analyses have been completed.

## **II. Deactivation**

Deactivation of the state’s response and demobilization of deployed personnel will be at the direction of the SERRT after coordination with the local jurisdictions. Deactivation of specific assets, operations, or facilities may be initiated as conditions warrant.

A partial deactivation may occur after the first wave while maintaining surveillance activities for the occurrence of a second wave (influenza) or subsequent secondary attack or infection.

## **III. Command and Coordination**

Command and coordination will be accomplished in accordance with the CEMP, existing structures, and other requirements with the State Surgeon General serving as the Incident Commander.

## **IV. Communications**

### **A. Intra-Agency**

Spokespersons for public information on a biological incident are the State Surgeon General and the Director of the Office of Communications.

### **B. Inter-Agency**

1. The DOH Office of Communications, with the technical assistance of Subject Matter Experts in their respective agencies, will establish and maintain public confidence through timely implementation of a public messaging campaign.
2. The DOH Office of Communications will participate in the Joint Information Center operation and will coordinate its public messages with all domestic media outlets and CHDs, as appropriate.
3. The DOH Director of the Division of Disease Control and Health Protection will work with the DOH Office of Communications to establish guidelines for formulating appropriate messages and disseminating information within the Department and external to the Department, including at minimum, elected officials, health care professionals, responders, the public, people with disabilities, and people whose first language is not English.
4. If any agency or government entity becomes aware of an overt threat involving biological agents or indications of unnatural disease, the federal Department of Justice (DOJ) must be notified. The agency or entity alerts FDLE and the FBI, and those agencies notify DOJ.
5. The Health Insurance Portability and Accountability Act (HIPAA) Privacy Rule permits covered entities to disclose protected health information for public health purposes without prior authorization during a public health emergency or significant incident.

## **V. Reduction of Morbidity and Mortality**

### **A. Disease Control**

Effectively reducing morbidity and mortality from a biological agent requires implementation of disease control interventions designed to:

1. Prevent those who are ill from infecting others.
2. Prevent those infected or exposed from becoming ill.
3. Prevent those not infected from becoming infected.

These disease control objectives will be achieved through implementation of epidemiology surveillance, laboratory surveillance and diagnostics, rapid response and containment strategies, community-based control and mitigation interventions, distribution and dispensing of medical countermeasures, and implementation of infection control and occupational health strategies. Uniform application of control measures is vital.

### Epidemiology Surveillance

Generally, the purpose of epidemiology surveillance is to collect data that will describe the characteristics of disease in human and animal populations to support disease control. Surveillance data will be integrated into Incident Action Plans and Situation Reports (SitReps) to support the overall response.

1. The Department of Agriculture and Consumer Services (DOACS) is responsible for supporting the surveillance of disease in domestic animals.
2. DOH is responsible for supporting the surveillance of disease in human populations.
3. While DOH and DOACS have separate surveillance responsibilities, preparation of SERRT SitReps will require a coordinated effort.

### **B. Medical Surge for Patient Care**

During a biological incident, there may be a significant surge in demand on the health care system. This could stress community medical support systems. It may be necessary for hospitals to maximize bed capacity by implementing surge plans. Use of alternate care sites may be required. Strategies to meet the increased demand for medical services will be implemented using established medical surge protocols and procedures.

The increased demand on the health care system can result in significant shortages of needed medical supplies and equipment. Strategies to meet the increased demand for medical equipment, supplies and pharmaceuticals will be implemented using established medical logistics protocol and procedures.

The Joint Information Center under the direction of ESF 14 will be responsible to develop and disseminate materials to educate citizens regarding self-care for uncomplicated disease symptoms.

### **C. End of Life Care**

Palliative care will be required to provide comfort and minimize the physical and psychological suffering of those whose lives may be shortened as a result of the epidemic.

### **D. Management of Fatalities and Animal Dispositions**

DOH, in coordination with the Medical Examiners Commission, will provide guidance to Medical Examiner's district offices to assist in managing the anticipated increase in the number of deaths. In the event of a mass fatality incident, the Florida Mass Fatality Plan may be activated, to include FEMORS. There may be conditions that result in the destruction or depopulation of domestic animals. Animal dispositions and methods are coordinated by DOACS and the Department of Environmental Protection.

**E. Law Enforcement, Public Safety, and Security**

The Florida Department of Law Enforcement (FDLE) is responsible for the command, control, and coordination of all state and local law enforcement personnel and equipment to support security missions, enforcement of quarantine orders, and to ensure the safety of quarantined individuals following a biological incident. FDLE also establishes procedures for the use of the Florida National Guard in support of the overall law enforcement mission.

Following a biological incident, it will be essential for law enforcement agencies to maintain public safety and order. Critical/Key areas where civil disturbances are likely to occur include health care facilities, Point of Dispensing (POD) locations, and at food distribution sites. Law enforcement presence may be required to secure isolation and quarantine facilities in order to control disease spread, which will temporarily divert these resources from traditional duties. Law enforcement agencies may also be limited by staffing shortages, requiring activation of the Florida National Guard.

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## CHAPTER 4 – ROLE AND RESPONSIBILITIES

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### I. General

ESF roles and responsibilities during SERRT activations are found in the CEMP. Because of the potential widespread nature of an epidemic, non-traditional agencies and unusual ESF response roles may be required. Potential ESF roles and responsibilities in the context of an epidemic are summarized below.

- **Preparedness Activities:** Participate in epidemic preparedness activities as directed by the DEM. Encourage agency staff to learn and practice basic hygiene to reduce disease spread. Establish a communications plan to update staff on pandemic stages and required actions. Appoint rumor control staff to monitor and respond to profession-specific rumors in coordination with ESF 14.
- **Response Plans:** Integrate epidemic considerations into existing agency response plans.
- **Key Event Indicators:** Identify key event indicators for critical infrastructure and key resources during the epidemic monitoring phase. During response, monitor key event indicators using data to prepare Incident Action Plans and evaluate the effectiveness of response.
- **Infection Control:** Develop agency infection control protocols based on guidelines provided by DOH to mitigate disease transmission and spread.
- **Legal Issues and Executive Orders:** Be prepared to take actions as dictated in executive orders and make specific recommendations on rule variances.
- **Quarantine, Sheltering in Place and Social Distancing:** Monitor and be prepared to implement DOH direction on isolation, quarantine, and social distancing.

The SERRT will take the following precautions when there is widespread human transmission of any biological agent:

- Implement enhanced access control procedures and internal infection control procedures as recommended by the State Surgeon General.
- Implement internal surveillance protocols to monitor the health of workers.
- Implement Continuity of Operations Plans to maintain delivery of essential goods and services.
- Monitor threat levels for trigger point changes that will affect the SERRT.

Specific ESF roles and responsibilities for a biological incident are outlined in the section below.

## II. Emergency Support Function Responsibilities

### ESF 1 – Transportation

#### Preparedness

1. In coordination with ESF 8, develop protocols and instructions for responding to sick passengers on local public conveyances.

#### Response

1. In coordination with ESF 8, assess the need for periodic sanitizing of local public conveyances.
2. In coordination with ESFs 8 and 16, issue transportation travel advisories as needed to discourage or limit non-essential travel to affected regions.
3. In coordination with ESF 16, implement travel restrictions for non-essential movement of personnel and goods as directed through executive order.
4. In coordination with ESF 8, make available updated policies and procedures necessary for cleaning or sanitizing transportation systems.
5. In coordination with ESF 8, provide special instructions, guidance, and training to essential or unique employees who must travel to regions that have experienced severe outbreak; focusing on worker safety, health monitoring and PPE use.
6. In coordination with ESF 8, issue instructions to transportation workers on the detection and disposition of symptomatic passengers on public conveyances.
7. In coordination with ESFs 8 and 14, issue public service announcements and public safety educational campaign materials, via posters, brochures, websites, or other media regarding how to reduce the spread of viruses while riding public transportation systems.

#### Recovery

1. Reassess travel restrictions for non-essential movement of persons.
2. Integrate best practices and lessons learned during the previous pandemic wave across all transportation modes and update plans to reflect lessons learned.
3. Sanitize workplaces as needed before resuming normal operations.

## **ESF 4 – Firefighting**

### **Response**

1. Determine whether fire rescue resources will be needed to deliver/administer appropriate medical countermeasures.
2. Determine need for fire rescue resources to assist with transport of human remains.

## **ESF 6 – Mass Care**

### **Preparedness**

1. In coordination with ESF 8, identify and disseminate recommendations for the closure and subsequent reopening of schools.
2. In coordination with ESF 8, create plans that identify the criteria and trigger points for removing potentially infectious persons from congregate shelters and schools.

### **Response**

1. Coordinate with ESF 8 and 10 to obtain situational awareness of the public health and environmental threats to sheltering and Mass Care operations.
2. In coordination with ESF 8, provide guidance regarding the criteria and trigger points for removing potentially infectious persons from congregate shelters and schools.

### **Recovery**

1. In cooperation with ESF 8, provide guidance and support regarding the reopening of schools.

## **ESF 7 – Resource Management**

### **Preparedness**

1. In coordination with SERRT Logistics and ESF 8, identify potential facilities for use as quarantine centers and alternate care sites.
2. Provide information regarding state policies on sick and administrative leave.

## **ESF 8 – Public Health and Medical Services**

### **Preparedness**

1. Identify key incident indicators to monitor implementation of disease control strategies and status of health care delivery system.
2. Develop recommendations for stockpile of medical supplies, equipment, personal protective equipment, and pharmaceuticals.
3. Coordinate with ESF 16 regarding current isolation and quarantine guidance.

### **Response**

1. Collaborate with the SERRT, and the Executive Office of the Governor on implementation of executive orders, proclamation of public health emergencies, or state of emergency.
2. Evaluate the need for medical countermeasures.
3. Request medical countermeasure, if necessary.
4. Deploy Receipt, Stage, Store Teams.
5. Distribute medical countermeasures.
6. Provide daily status of medical countermeasures available.
7. Conduct surveillance and investigation of confirmed and suspected cases and/or contacts and disease patterns.
8. Provide guidance to CHDs on sample collection.
9. Evaluate laboratory surge capabilities.
10. Coordinates with ESF 17 to provide guidance on animals.
11. Determine investigative capabilities.
12. Coordinate with ESF 16 to implement and support isolation and quarantine, as necessary.
13. Activate FEMORS, as necessary.
14. Provide guidance to medical providers regarding treatment and management of patients.
15. Disseminate public health regarding infection control practices and personnel protection measures.

### **Recovery**

1. Develop and implement a monitoring system to determine status of health and safety issues.
2. Track individuals that received medical countermeasures.
3. Track absent or ill health care workers' return to the workforce.
4. Demobilize medical countermeasure operations.
5. Demobilize FEMORS.

## **ESF 9 – Search and Rescue**

### **Preparedness**

1. Review and evaluate search and rescue procedures that would be applicable during a biological event.

### **B. Response**

1. Determine whether fire rescue resources will be needed to deliver/administer medical countermeasures.



2. Assist in the retrieval of deceased from residences in coordination with ESFs 8, 16 and FEMORS.

## **ESF 10 – Environmental Protection**

### **Preparedness**

1. Coordinate with ESF 17 on the develop of educational materials regarding the handling and disposal of animal carcasses, if applicable.
2. Coordinate with ESF 8 to identify contractors to handle a surge in biomedical waste.
3. Review agency plans for biological response standards.

### **Response**

1. Coordinate with ESF 17 on the use of curtain incinerators for disposal of animal carcasses and identification of alternative burial sites.
2. Coordinate with ESF 8 on the cleanup of improper biomedical waste disposal sites.

### **Recovery**

1. Monitor animal carcass disposal sites in conjunction with ESF 8 and 17.

## **ESF 11 – Food and Water**

### **Response**

1. Coordinate the provisioning of food to quarantine and alternate care sites in coordination with ESF 6 and 8.

## **ESF 12 – Energy**

### **Preparedness**

1. Coordinate with petroleum partners and ESF 8 regarding recommendations on medical countermeasures.

## **ESF 13 – Military Support**

### **Preparedness**

1. Ensure development and coordination of National Guard biological response plan with other SERRT ESFs and agencies and NORTHCOM.
2. Encourage contact and coordination of active military installation Public Health Emergency Officers with county emergency management and Health Departments.
3. Identify alternate sites for assembly and deployment.
4. Identify what deployed personnel are the most vulnerable.

5. Monitor health status of personnel, including those at home stations, assembly and deployment bases, and those returning from areas where known infections are prevalent.

#### **Response**

1. Support distribution and security of medical countermeasures and other materiel as requested.
2. Assist with medical support personnel, if requested.
3. Provide security at hospitals, isolation, quarantine, and mortuary facilities.

#### **Recovery**

1. Prepare for possible secondary spread or re-introduction.

### **ESF 14 – External Affairs- Public Information**

#### **Preparedness**

1. Develop messages that enlist public participation and support in the control efforts that contribute to a more rapid resolution of the emergency (e.g. hygiene, check on neighbors, and stay away from public gatherings).
2. Develop pre-recorded communications and messages to be distributed at the appropriate phase of the incident.
3. Develop pre-planned messages in coordination with ESF 17 regarding animal industry issues and consumption.

### **ESF 15 – Volunteers and Donations**

#### **Preparedness**

1. Educate non-governmental organizations on the biological threat.
2. Identify organizations that can share information with their members and partners to promote biological agent preparedness and knowledge to the general public.
3. Assess the capability of volunteer units to respond in a biological incident.

#### **Response**

1. Support the use of non-medical staff at health care facilities.

### **ESF 16 – Law Enforcement and Security**

#### **Preparedness**

1. Develop security plans to support the receipt, distribution, and dispensing of medical countermeasures.
2. Emphasize law enforcement officer and family biological incident preparedness planning.
3. Review plans for mass fatalities and security implications with medical examiners and health care facilities.

4. Identify security issues or patterns of unlawful conduct specifically related to a biological incident within the US.
5. Review legal authorities applicable to a biological incident.
6. Review possible movement and restrictive actions which would assist with prevention of spread of biological incident.
7. Prepare to implement isolation measures and other containment strategies to limit infections in correctional facilities as might be necessary.
8. Identify immuno-compromised and at risk inmates and staff in correctional facilities.
9. Evaluate alternative schooling methods for juveniles in correctional facilities.
10. Educate staff and inmates on preventative strategies and proper infection control procedures.
11. Identify correctional facilities and institutions with infirmaries.
12. Identify areas for temporary and/or long-term morgue sites at correctional facilities.

#### **Response**

1. Activate the Florida Mutual Aid Plan, as needed to provide security for medical countermeasures and other materiel, points of distribution, health care facilities, quarantine sites, mortuaries, and ensure the safety of quarantined individuals.
2. Coordinate Closed POD agreements between CHDs and local law enforcement agencies.
3. Enforce restrictive measures and orders.
4. Determine the priority of terminally ill, at risk or immuno-compromised inmate populations.
5. Utilize videoconferencing and teleconferencing to conduct meetings to eliminate mass gatherings.
6. Implement isolation measures and other containment strategies to limit infection in correctional facilities.
7. Monitor number and location of fatalities in correctional facilities.

#### **Recovery**

1. Reduce proportionately deployed personnel in accordance with Florida Mutual Aid Plan.
2. Determine continued need for ongoing security missions.

### **ESF 17 – Animal and Agriculture Issues**

#### **Response**

1. Through the State Agricultural Response Team, functioning as a Multi-Agency Coordination Group, provide guidance, set priorities, and provide resources.

## **ESF 18 – Business, Industry, and Economic Stabilization**

### **Preparedness**

1. Provide education and training to the business community, local and regional organization and staff regarding widespread biological incidents.
2. Identify essential functions necessary to keep business operating during an epidemic.
3. Review the parameters of the Florida Small Business Emergency Bridge Loan Program for possible changes to meet the business community's needs in the course of and aftermath of a biological incident.

### **Response**

1. Facilitate production of essential goods and services while mitigating the epidemic's impact on business operations.
2. Encourage businesses to implement internal surveillance and detection.
3. Assist in the management of and tracking of individual worker risk (pregnant women, those with compromised immune systems, etc.) with employers and business groups.
4. Coordinate with ESF 5 and 14 to provide and disseminate biological incident response information.

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# Florida Food Emergency Response Plan



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January 25, 2018

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## Executive Summary

The Governor and the Commissioner of Agriculture are united in their approach to the mission of protecting and relieving the citizens of the State of Florida from the effects and consequences of any and all food and/or feed emergencies or incidents, and as such have caused this document to be created and maintained.

As part of their statutory responsibilities, the Florida Department of Agriculture and Consumer Services (FDACS), the Florida Department of Health (FDOH), and the Florida Department of Business and Professional Regulation (FDBPR) are the three primary state agencies that are tasked with preventing, preparing for, responding to, and ensuring recovery from food and/or feed emergencies and incidents in Florida. This plan represents a consensus effort and is intended to expand and build upon established departmental routine procedures and to involve additional local, state and federal agencies and the private sector as circumstance may dictate.

The Florida Food Emergency Response Plan, an Annex to [\*Florida's Comprehensive Emergency Management Plan \(CEMP\)\*](#), defines a statewide program to Prevent, Prepare for, Respond to, and Recover from large-scale intentional, unintentional or naturally-occurring, food and/or feed emergencies or incidents. This specific annex governs the operational concepts, policies and plans required to achieve the broad objectives for a response that exceeds, or is anticipated to exceed the capacity of one or more responding agencies. This plan may be executed following the issuance of a Governor's executive order, but is also scalable to food and/or feed emergency occurrences that do not rise to such a level. The provisions of this annex can likewise be scaled and adapted as a model for regional or county food and/or feed emergency responses throughout Florida.

This plan benefited in its development by the utilization of information gathered from the existing food response plans of other states and by accessing the template designed and formulated by the National Association of State Departments of Agriculture (NASDA). This template, the Food Emergency Template, Version 1.0, was designed to assist states both with developing a food emergency response plan and with identifying how they will integrate the National Response Plan by adopting National Incident Management System (NIMS) principles during a large-scale food emergency response, as well as how they will integrate with local emergency response plans.

## Introduction

- This all-hazards Florida Food Emergency Response Plan (FERP) addresses complex or severe food and/or feed emergencies requiring response resources exceeding or anticipated to exceed the capacity of one or more agencies and builds on established departmental routine procedures. Any and all references to food emergencies, events, incidents or responses contained in this plan are to be construed as referring to both food and/or feed-related issues.
- Although the focus of this document is on the response phase of the emergency management cycle, it also addresses the prevention, protection and recovery phases.
- The FERP has been developed to address roles and functions during a food emergency response event and the plan fits within the framework of the [\*Florida Comprehensive Emergency\*](#)

[Management Plan \(CEMP\)](#). It is designed to complement other agency plans and provide a framework for multi-agency collaboration during an incident. As with all emergency events, and particularly with expanding multi-agency events, the [National Incident Management System \(NIMS\)](#) should be used. Its use should neither replace sound judgment nor jeopardize the safety of responding personnel.

## **Purpose**

The purpose of this plan is to identify how Florida's resources will respond in coordination with those of federal, local and tribal governments as well as the private sector to prepare for a rapid response to significant threats to food safety and public health. This will be accomplished by:

- Identifying procedures for command and coordination of complex multi-jurisdiction responses consistent with the National Incident Management System (NIMS).
- Specifying state agency duties and responsibilities during food-related events beyond routine activities.
- Identifying procedures for integration of public (local, state, federal, and tribal) and private sector actions.
- Delineating methods for timely, consistent, and accurate communications between food emergency responders, industry and with the public.
- Providing a seamless transition from routine investigations and response to Florida's FERP activation to activation of the Florida State Emergency Operations Center (SEOC), up to and including gubernatorial declarations.

## **Planning Assumptions**

- Local, state, federal and tribal agencies share the responsibility of protecting the food supply with primary emergency response components being:
  - Human health monitoring and response - led and/or coordinated by the FDOH in cooperation with the 67 FDOH County Health Departments (CHD).
  - Animal health response - led and/or coordinated by FDACS in cooperation with the United States Department of Agriculture, Animal and Plant Health Inspection Service (USDA-APHIS).
  - Food supply response – led and/or coordinated by FDACS. Specific food regulatory authorities are listed below and can also be found in Attachment 1:
    - The Agency for Persons with Disabilities (APD) licenses and inspects residential care facilities that primarily serve persons with disabilities.



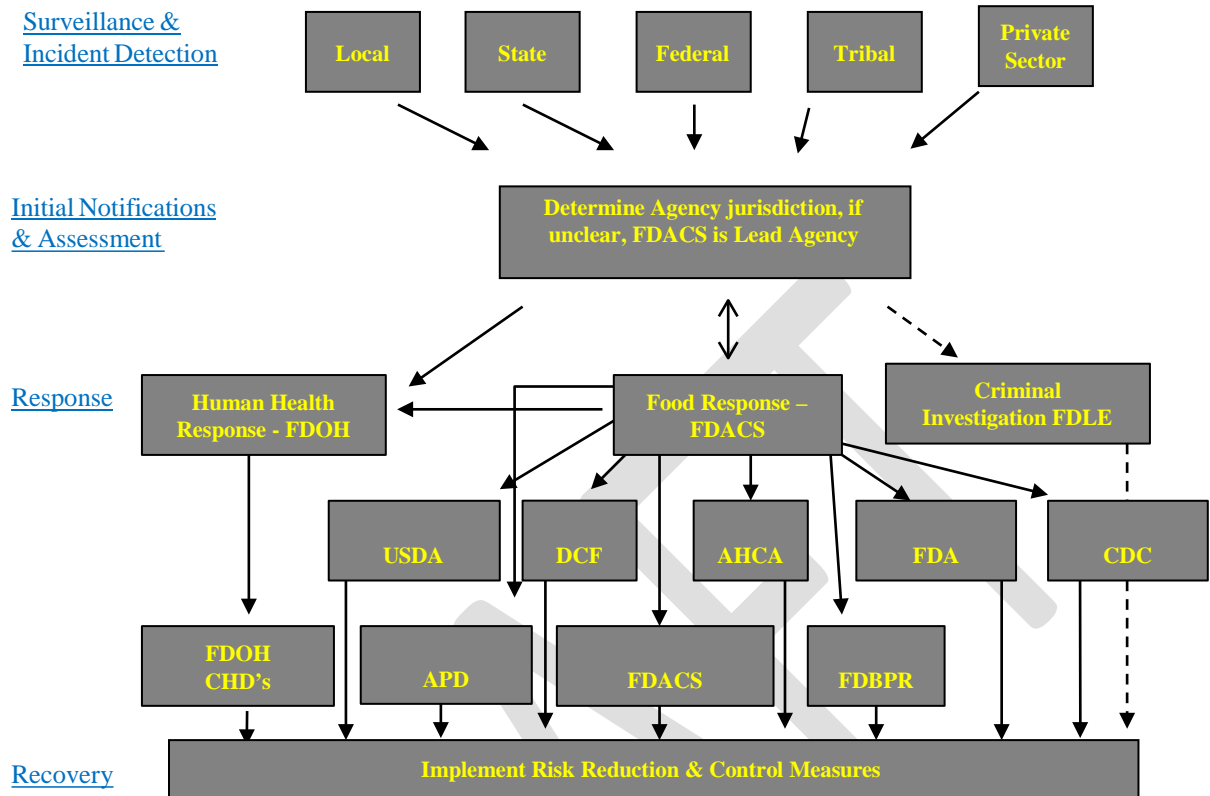
- FDOH regulates food service operations located in institutional settings (such as schools, assisted living facilities and detention facilities), civic and fraternal organizations, theaters (that limit their menus to drinks, candy, popcorn, hotdogs and nachos), and bars and lounges that do not prepare food.
  - FDBPR regulates restaurants and other food service facilities such as caterers, mobile units and temporary event vendors.
  - FDACS regulates retail grocery stores, convenience stores, food producers, wholesalers, distributors, processors, dairy farms, aquaculture, bottled water and agricultural inputs including pesticides and animal feed.
  - The Agency for Health Care Administration (AHCA) maintains the authority to conduct routine and compliant inspections of nursing homes and hospitals which include food service operations.
  - The Department of Children and Families (DCF) regulates all licensed child care facilities that store, prepare, and/or serve food to the children in their care; completes annual food service verification inspections for religious exempt child care facilities that participate in the USDA food program.
  - The United States Department of Agriculture's Animal and Plant Health Inspection Service (USDA-APHIS) is responsible for protecting animal health, animal welfare, and plant health and serves as the lead agency for collaboration with other agencies to protect U.S. agriculture from invasive pests and diseases.
  - The United States Department of Agriculture's Food Safety Inspection Service (USDA-FSIS) regulates meat, poultry, and pasteurized egg products.
  - The United States Food and Drug Administration (FDA) regulates all other foods and feed moving in interstate commerce not regulated by USDA.
  - The Centers for Disease Control and Prevention (CDC) identifies and defines preventable health problems and maintains active surveillance of diseases through epidemiologic and laboratory investigations and data collection, analyses and distribution.
- Critical tasks for successful management of large-scale or severe food emergencies have been identified in the:
    - [National Response Framework \(NRF\)](#): Food and Agriculture Incident Annex.

- [National Response Framework \(NRF\): Emergency Support Function \(ESF\) # 11 – Agriculture and Natural Resources Annex.](#)
- [National Food and Agricultural Safety and Defense Target Capability.](#)
- Food regulatory staff and public health staff routinely function at the defensive performance level unless otherwise trained and equipped. These personnel will not be knowingly sent into contaminated hot zones requiring personal protective equipment beyond Level D (standard work uniform, boots, gloves, safety glasses, etc.)
- The scope of food emergency incidents addressed in this document can be thought of as any incident that exceeds, or is anticipated to exceed the capabilities or resources of one or more of the responding agencies. This plan may be executed following the issuance of a Governor’s executive order, but is also scalable to food and/or feed emergency occurrences that do not rise to such a level. The provisions of this annex can likewise be scaled and adapted as a model for regional or county food and/or feed emergency responses throughout Florida.
- As incident complexity increases, transition to command/lead agency is expected to more effectively manage the multi-jurisdictional resources that will be used.
  - Government agencies at all levels use [NIMS](#) principles to mobilize and coordinate logistics, operations, planning, and finance.
  - Federal agencies typically provide initial technical assistance. As local/state/private resources are overwhelmed, federal agencies increase their operational responsibility.

## **Concept of Operations**

The local, state, tribal and federal agencies with statutory responsibility for food safety, in cooperation with the public and private sectors, perform surveillance of the food production and distribution system within the state, as shown below in Figure 1.

**Figure 1 - Florida Food Emergency Response Overview**



The SEOC may move to a partial or full activation at the direction of the Governor, the Director, Florida Division of Emergency Management, or (in the absence of the former) by the State Emergency Response and Recovery Team Chief.

FDACS assumes the initial role as lead state agency for a food emergency response if agency jurisdiction for the incident is unclear. Lead may transfer from FDACS to another state agency dependent upon the eventual circumstances of the incident as defined by the said agency's jurisdiction. FDACS (or the designated Lead Agency) operates in one or more local, Unified Commands with other state and federal food safety agencies and in coordination with local officials in order to minimize the adverse human and economic impacts of a food related incident.

The Florida Food Emergency Response Organization and this plan are activated via a request from FDACS to the Director, Division of Emergency Management (DEM). FDACS will make this request after evaluating the following criteria:

- Response to the event exceeds the capabilities of one or more of the agencies having jurisdiction.
- The incident displays moderate resistance to stabilization or mitigation and will extend into multiple operational periods covering several days.
- Incident objectives are not expected to be met within the first several operational periods.
- The population surrounding the general incident area is affected.

- A request from another responding or monitoring agency to activate the plan.

The structure of the Florida Food Emergency Response Organization depends on whether the Governor has declared a state of emergency for the incident (see Figure 2). If required, the Governor declares a state of emergency in all or some portion of the state. Upon such a declaration, the FERP operates in accordance with the [Base Plan of the CEMP](#). The Florida Food Emergency Response Organization is de-activated when the threat is gone and/or the agency having jurisdiction has the capability to continue response alone.

The human health response to a food emergency incident, led by the FDOH, is specified in separate state and agency plans. Should the food emergency be connected to an intentional act, the Florida Department of Law Enforcement (FDLE) will assume the lead role for the criminal investigations. Criminal investigations of this type are specified in the [Terrorist Incident Response Annex](#) portion of the State CEMP.

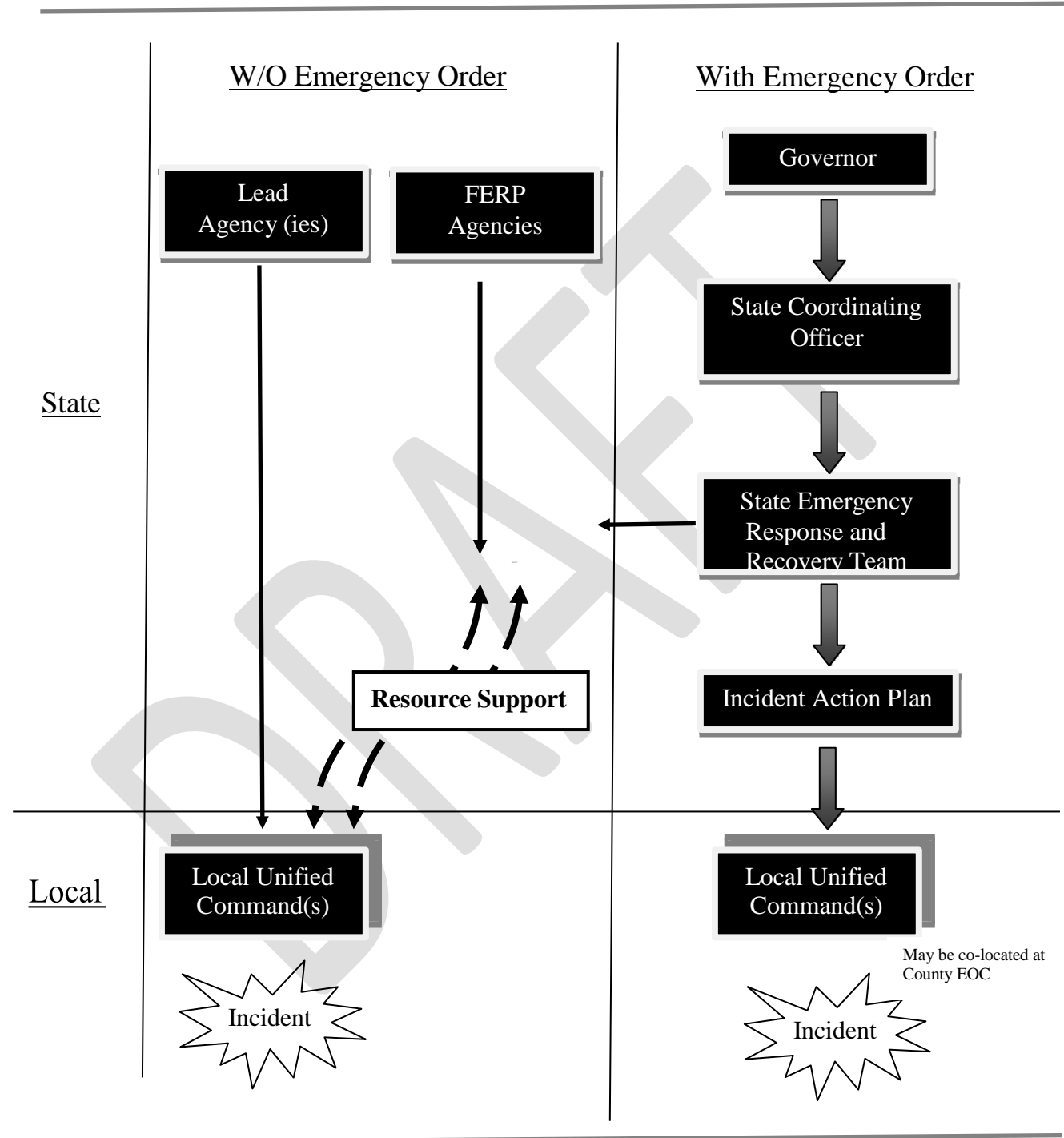
## **Organization and Assignment of Responsibilities**

### Response Organization

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**Figure 2 – Florida Food Emergency Response Organization**

**Florida Food Emergency Response Organization**



Upon issuance of a Governor's Emergency Order the State Emergency Response and Recovery Team assumes responsibility for coordinating state and local support to the response and recovery from food emergency events. The local, Unified Commands continue to operate under the direction of the Lead Agency or Agencies. The SEOC may be fully or partially activated during the event. The Director of DEM, in consultation with the State Emergency Response and Recovery Team Chief, makes the decision when to activate the SEOC.

## **Direction, Coordination and Control**

Upon issuance of a Governor's Emergency Order, the Lead Agency(ies) and DEM coordinate the following critical functions:

- The Lead Agency(ies) requests resources utilizing the WebEOC Mission Management system.
- A Joint Information Center (JIC) is established with Emergency Support Function (ESF) 14- Public Information. The Unified Command provides briefing points on the food defense situation through ESF 14. ESF 14 coordinates this consistent information message with other Public Information Officers throughout the state.

## **Participants**

Agencies and private sector entities participating in this plan are detailed below; additional state departments, non-governmental agencies, and private and/or volunteer organizations may become involved as needed.

### County Government

- FDOH County Health Departments
- Emergency management
- Law enforcement agencies
- Fire departments and hazardous materials response teams
- School districts

### State of Florida

- Department of Agriculture and Consumer Services
- Department of Health
- Department of Business and Professional Regulation
- Department of Children and Families
- Agency for Health Care Administration
- Division of Emergency Management
- Department of Law Enforcement
- Agency for Persons with Disabilities

### United States Federal Government

- Department of Health and Human Services (DHHS), which includes the Food and Drug Administration (FDA) and the Centers for Disease Control and Prevention (CDC)
- United States Department of Agriculture (USDA)

### Tribal Authorities (Federal and Non-Federal)

- Miccosukee Tribe
- Seminole Tribe
- Intertribal Council

### Non-Governmental Organizations and Private Sector Partners

- Voluntary agencies involved with mass care
- Private academic institutions
- Poison control centers
- Food industry companies and associations

## **Responsibilities**

### Local Level

#### FDOH County Health Departments

- Shares epidemiological investigation results with applicable public and private sector entities in accordance with policies, interagency agreements, laws and emergency plans.
- Investigates food service establishments if associated with reported outbreak activity.
- Leads human health investigations and response efforts within their jurisdictions and supports multi-jurisdictional response in accordance with applicable laws and emergency plans.
- Assists in the creation and distribution of local public messaging with DOH PIOs in the JIC.

### State Level

#### Department of Agriculture and Consumer Services

- Shares food supply threat and vulnerability information with applicable public and private sector entities as appropriate.
- Conducts food safety activities such as: surveillance sampling of food products, environmental sampling of food processing equipment and facilities, complaint investigations, and routine inspections.
- Leads food supply emergency responses involving but not limited to agricultural inputs (including animal feed and pesticides), farms, food processors, food wholesalers/distributors, and retail food establishments.
- Conducts food facility complaint investigations and implements or oversees control measures including but not limited to:
  - Collecting food samples
  - Collecting environmental samples of food processing equipment and facilities
  - Conducting trace back/trace forward investigations
  - Providing rapid public communication
  - Controlling contaminated, unwholesome food products
  - Overseeing recalls of adversely affected food or agricultural products



- Coordinates food supply response activities as appropriate with:
  - Local, state, and federal food regulatory agencies and tribal agencies.
  - Academic institutions [e.g., University of Florida Veterinary Emergency Treatment Service (VETS)].
  - The private sector (e.g., producers, manufacturers, food industry associations).
- Ensures laboratory analysis of samples from food and the environment are in coordination with the FDOH and FDACS inter-agency [Memorandum of Understanding](#) dated 2/17/2010 (Attachment III), and with the [State Comprehensive Laboratory Response Plan for Chemical, Biological & Radiological Incidents](#).
- Informs the public of food emergencies and appropriate risk reduction measures in accordance with agency and state emergency communication plans in the JIC.
- Coordinates food establishment decontamination and disposal efforts with appropriate environmental protection agencies.

#### Department of Health

- Leads human health and epidemiologic components of food emergency responses including but not limited to food/waterborne illnesses and recreational water use following the Food and Waterborne Disease Emergency Response Standard Operating Guidelines. Provides epidemiological support to FDACS and FDBPR via existing MOU agreements.
- Coordinates human health and epidemiologic response activities as appropriate with:
  - Local, state, federal and tribal public health agencies and associations.
  - Poison control centers.
  - The health care industry.
  - Academic institutions.
- Provides veterinary public health and clinical subject matter expertise and support to address environmental public health, toxicology, bite/scratch injuries from animals, and zoonotic disease hazards; conducts veterinary/animal emergency needs assessments; responds to occupational safety and health issues associated with animal response; helps implement rabies quarantines.
- Ensures laboratory analysis of food, environmental, and human clinical specimens associated with human illness outbreaks in coordination with the [Inter-Agency Agreement](#) between FDBPR

and FDOH (Attachment IV), with the [State Comprehensive Laboratory Response Plan for Chemical, Biological & Radiological Incidents](#).

- Informs the public of health threats and/or risks and appropriate risk reduction measures in accordance with agency and state emergency communication plans in the JIC.

#### Department of Business and Professional Regulation

- Leads food emergency responses involving but not limited to retail food service establishments.
- Licenses, inspects and regulates public lodging and food service establishments in Florida.
- Conducts foodborne illness inspections of facilities in coordination with FDOH.
- Conducts food service inspections for alcoholic beverage license applicants.
- Conducts opening inspections for new establishments and change of ownerships.
- Conducts “call-back” inspections on establishments cited for critical violations that could directly lead to food borne illnesses. Cited establishments are given a specified time period to verify correction of deficiencies.

#### Agency for Persons with Disabilities

- APD serves individuals with developmental disabilities and licenses four types of residential facilities – foster homes, group homes, residential habilitation centers, and comprehensive transitional education programs (CTEP). Have over 1600 licensed residential facilities statewide, including two residential habilitation centers and two CTEP licenses. The other APD-licensed facilities are group and foster homes.
- Chapter 65G-2, Florida Administrative Code (FAC), describes the rule requirements for licensed residential facilities, which includes food safety.
- APD staff review facilities for food safety and environmental health standards pursuant to 65G-2.017, F.A.C., Health Safety Standards for Licensed Facilities.
- Communicates with residential facility providers, consumers and other government agencies.

#### Department of Children and Families

- DCF is accountable for ensuring the health and safety of children attending child care programs statewide. The program offers licensure of child care facilities, specialized child care facilities for the care of mildly ill children, large family child care homes and family day care homes (or registration) in 62 of the 67 counties in Florida. The following five counties have elected to designate a Local Licensing Authority (LLA) as allowed in statute to administer the child care program: Broward, Hillsborough, Palm Beach, Pinellas, and Sarasota.

- DCF staff monitor food safety standards and environmental health standards in licensed facilities a minimum of three times per year and in licensed homes a minimum of two times per year. Additional monitoring visits may be required in the event a complaint is received or a re-inspection is necessary to follow-up on previous noncompliance items to ensure corrective action measures have been completed by the provider.
- Inspection reports generated by licensing staff are available to the public via the department's website or the corresponding LLA website.
- Informs the public of health threats and/or risks and appropriate risk reduction measures in accordance with agency and state emergency communication plans in the JIC.

#### Agency for Health Care Administration

- Informs the public of health threats and/or risks and appropriate risk reduction measures in accordance with agency and state emergency communication plans in the JIC.

#### Federal Level

##### Food and Drug Administration

- Regulates foods moving in interstate commerce, except USDA-FSIS products, in accordance with federal laws.
- Regulates FDA products through activities including:
  - Oversight of ports of entry and importation facilities.
  - Oversight of manufacturing processes for foods destined for interstate distribution.
  - Sampling and analysis of food products.
  - Environmental sampling of processing equipment and facilities.
- Initiates response actions involving FDA regulated products consistent with current agency policies.
- Identifies laboratory surge capacity through the Food Emergency Response Network (FERN) and/or the ICLN.
- Coordinates actions as appropriate with local, state, and federal agency response.
- Informs the public of health threats and/or risks and appropriate risk reduction measures in accordance with agency and state emergency communication plans in the JIC.

##### The Centers for Disease Control and Prevention

- Leads federal efforts in coordination and collaboration with state(s) related to public health surveillance, investigation of human illness outbreaks, and monitoring the effectiveness of prevention and control measures (contingent upon invitation from state(s)).
- Identifies laboratory surge capacity through the Laboratory Response Network (LRN) or the Integrated Consortium of Laboratory Networks (ICLN).
- Provides confirmatory laboratory testing or characterization for hazardous agents, including the maintenance of the national PulseNet database.
- Issues health alerts to state health departments, key healthcare provider networks, and other entities to increase surveillance during periods of increased health risk.
- Informs the public of health threats and/or risks and appropriate risk reduction measures in accordance with agency and state emergency communication plans in the JIC.

#### United States Department of Agriculture, Food Safety Inspection Service

- Regulates Florida slaughter houses and meat, poultry, and pasteurized egg product processing plants (USDA-FSIS products) in accordance with federal laws.
- Regulates interstate commerce of USDA-FSIS products including:
  - Oversight of ports of entry and importation facilities.
  - Oversight of wholesale distribution.
  - Monitoring of products in distribution at retail sites.
- Initiates response actions involving USDA-FSIS regulated products consistent with the Food and Agricultural Safety and Defense Target Capability.
- Identifies laboratory surge capacity through the FERN and/or the ICLN.
- Coordinates actions as appropriate with local, state, and federal agency responses.
- Informs the public of health threats and/or risks and appropriate risk reduction measures in accordance with agency and state emergency communication plans in the JIC.

#### United States Department of Agriculture, Animal and Plant Health Inspection Service

- Regulates food products prior to harvest or pre-slaughter (both animal and plant origin) in accordance with federal regulations.

- Regulates interstate and international commerce of APHIS regulated animals, plants, and animal products, including:
  - Oversight of ports of entry and importation facilities from animal, plant and animal products in coordination with U.S. Customs and Border Protection.
  - Oversight of animal health at sale barns, livestock facilities and other sites of distribution.
- Initiates response actions involving USDA-APHIS regulated animal, plant and animal products consistent with the Food and Agricultural Safety and Defense Target Capability.
- Identifies laboratory surge capacity through the National Animal Health Laboratory Network.
- Coordinates actions as appropriate with local, state and federal agency responses.

#### Tribal Level

- Tribal authorities are responsible for food safety and response activities on their lands. State response entities should work in conjunction with FDA Tribal Liaisons to facilitate coordinated response activities with the relevant Tribal leadership.
- Informs the public of health threats and/or risks and appropriate risk reduction measures in accordance with agency and state emergency communication plans in the JIC.

#### Non-Governmental Level Groups and Agencies

##### Poison Control Centers

- Receives calls from the public and healthcare workers concerning chemical contamination and food poisoning.
- Provides clinical expertise in the area of medical toxicology, including chemical, toxin or bacterial-related food poisoning.
- Communicates with healthcare providers, consumers and government agencies.
- Contacts emergency departments and healthcare officers with mitigation information.

## Acronyms and Abbreviations

AHCA	Agency for Health Care Administration
APD	Agency for Persons with Disabilities
CDC	Centers for Disease Control and Prevention
CEMP	Comprehensive Emergency Management Plan
CHD	County Health Department
DCF	Department of Children and Families
DEM	Division of Emergency Management
DHS	Department of Homeland Security
DHHS	Department of Health and Human Services
DOJ	Department of Justice
EMAC	Emergency Management Assistance Compact
EOC	Emergency Operations Center
EPA	Environmental Protection Agency
ESF	Emergency Support Function
FBI	Federal Bureau of Investigation
FDA	Food and Drug Administration
FDACS	Florida Department of Agriculture and Consumer Services
FDA-OCI	Food and Drug Administration-Office of Criminal Investigation
FDBPR	Florida Department of Business and Professional Regulation
FDLE	Florida Department of Law Enforcement
FDOH	Florida Department of Health
FERN	Food Emergency Response Network
FERP	Food Emergency Response Plan
FS	Florida Statute
IAP	Incident Action Plan
ICLN	Integrated Consortium of Laboratory Networks
ICS	Incident Command System
JIC	Joint Information Center
LRN	Laboratory Response Network
MOU	Memorandum of Understanding
NASDA	National Association of State Departments of Agriculture
NIMS	National Incident Management System
NRF	National Response Framework
SEOC	State Emergency Operations Center
SCO	State Coordinating Officer
TCL	Target Capabilities List (DHS)
USDA	United States Department of Agriculture
USDA-APHIS	United States Department of Agriculture-Animal & Plant Health Inspection Service
USDA-FSIS	United States Department of Agriculture-Food Safety & Inspection Service
VETS	University of Florida Veterinary Emergency Treatment Services

## Authorities

Actions of the Florida FERP are authorized by and conducted in accordance with provisions of the following legal authorities:

<b>Statute</b>	<b>Agency</b>	<b>Authority</b>
US Public Law 93-288	Federal Government	Provides authority to respond to emergencies and provide assistance to protect public health; implemented by the Federal Emergency Management Act.
Florida Statutes – Chapter 381	Florida Department of Health	Provides the authority by which the department assumes responsibility for the state’s public health system which shall be designed to promote, protect, and improve the health of all people in the state.
Laws of Florida 92-180	Florida Department of Agriculture and Consumer Services	Provides authority for FDACS to be the lead agency in food protection and has the ability and scientific expertise to protect our retail food supply.
Florida Statutes – Chapter 500	Florida Department of Agriculture and Consumer Services	Provides the authority by which the department administers and enforces the prevention of fraud, harm, adulteration, misbranding or false advertising in the preparation, manufacture or sale of articles of food as well as enforcing the provisions of this chapter relating to the production, manufacture, transportation and sale of food and articles entering into, and intended for use as ingredients in the preparation of food.
Florida Statutes – Chapter 509	Department of Business and Professional Regulation, Division of Hotels and Restaurants	Provides the authority relative to the inspection or regulation of public food service establishments for the purpose of safeguarding the public health, safety and welfare.
Florida Statutes – Chapter 408	Agency for Health Care Administration	Provides authority and responsibility for the coordinated planning of health care services in the state.
Florida Statutes – Chapter 408 Part II	Agency for Health Care Administration	Provides authority and responsibility for licensure requirements for all providers regulated by the Agency for Health Care Administration.
Florida Statute – Chapter 400	Agency for Health Care Administration	Provides authority governing nursing homes.
Florida Statute – Chapter 395	Agency for Health Care Administration	Provides authority governing hospitals.
Federal Food, Drug & Cosmetic Act	FDA	Provides authority to: conduct examinations, investigations and sample collections and to conduct inspections of any establishments, persons or vehicles, as well as all source and recipient food records (excluding farms and restaurants) used to process, hold or transport foods intended for introduction into interstate commerce: regulate intrastate juice and egg processing firms. Exempts meat and meat products with some exceptions.
Florida Statutes – Chapter 580	Florida Department of Agriculture and Consumer Services	Provides the authority by which the department administers and enforces the prevention of fraud, harm, adulteration, misbranding or sale of animal feed as well as enforcing the provisions of this chapter relating to the production, manufacture, transportation and sale of feed and articles entering into, and intended for use as ingredients in the preparation of feed.

<b>Statute</b>	<b>Agency</b>	<b>Authority</b>
Florida Statutes- Chapter 393	Agency for Persons with Disabilities	Provides authority relative to the inspection or regulation of some residential care facilities that primarily serve persons with disabilities.
Florida Statutes – Chapter 502	Florida Department of Agriculture and Consumer Services	Provides authority over milk, milk products, frozen desSERRTs, and frozen desSERRT mix sold or offered for sale in this state.
Florida Statutes – Chapter 583	Florida Department of Agriculture and Consumer Services	Provides authority to make inspections, issue stop-sale orders, or condemn and destroy eggs, egg products, or poultry.
Florida Statutes – Chapter 597	Florida Department of Agriculture and Consumer Services - Aquaculture	Provides that the Department of Agriculture and Consumer Services shall be the primary agency responsible for regulating aquaculture, any other law to the contrary notwithstanding. The only exceptions are those areas required by federal law, rule, or cooperative agreement to be regulated by another agency.
Florida Statutes – Chapter 603	Florida Department of Agriculture and Consumer Services – Fruit & Vegetables	Provides when requested by the shipper, furnish carlot inspection of fruits, vegetables, nuts, grains, and other agricultural products at shipping point, furnishing certificates in conformity with those used by the United States Department of Agriculture in shipping point inspection.
Florida Statutes – Chapter 402	Florida Department of Children and Families	Provides a regulatory framework that promotes the growth and stability of the child care industry and facilitates the safe physical, intellectual, motor and social skills of the child.



## **Plan Maintenance and Exercise**

The primary agencies will collaborate to complete a biennial review to be accomplished by April 1 of each year and to propose revisions if needed. Proposed revisions, if any, will be reviewed, submitted for approval to DEM, and if approved, implemented every other year.

Aspects of the plan will be practiced during actual food emergencies or when planned emergency exercises are conducted. These exercises will constitute training relative to this plan.

After action reports and hot-wash activities will be utilized to identify gaps, shortfalls and operational difficulties and will address needed changes, revisions or alterations to the existing plan.

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## Attachment I: State and Federal Roles & Responsibilities Matrix

Role or Responsibility	FDACS	FDOH	FDBPR	AHCA	DCF	FDA	USDA	CDC	APD
Food Safety & Surveillance	P*	S	P*	P	P*	P*	P*	-	P
Public Health and Food-Borne Illness, Water Contamination, and Disease Surveillance	S*	P	S*	S	-	S*	S	S	S
Illness or Disease Outbreak Investigations	S*	P	S*	S	-	S*	S*	S	S
Product Contamination Investigation	P*	S	-	-	-	P*	P*	S	-
Laboratory Services	P*	S	-	-	-	P*	P*	S	-
Public Information	P*	P	P*	P	-	P*	P*	S	P*
Animal and Plant Production	P	S	-	-	-	-	P	-	-
Environmental Contamination	P	S	J*	-	-	P	P	-	-
Logistical Support, Communication, and Coordination	P*	S	P*	P	-	P*	P*	-	P
Evidence Gathering	J*	S	J*	J	-	J*	J*	S	S
Legal Support	P*	S	P*	S	-	P*	P*	-	S
Training and Outreach	J,P,S	S	P*	P	-	J,P,S	P*	-	P
Private Sector Coordination	P*	S	P*	S	-	P*	-	-	S
Animal Feed	P	S	-	-	-	P	S	-	-

P – Primary Role, S – Supporting, J – Joint Responsibility

\* Depending on jurisdiction, commodity, firm type, interstate/intrastate commerce

### Note on normal jurisdictions:

APD: Food items used in licensed residential facilities

AHCA: Food items used in hospitals and nursing homes

CDC: Cruise ships and airlines

DCF: Food items used in daycare centers

FWC: Seafood; limited

FDA: Interstate commerce of all foods not regulated by USDA

USDA: Meat, Poultry, Eggs, Meat Products containing more than 3% raw meats; 2% or more cooked meat; any item with the USDA Shield

## **Attachment II : Definitions**

*CEMP: Comprehensive Emergency Management Plan* is the master operations document through which the State of Florida handles emergencies and disasters.

*Command:* Order, direct, regulate or control operational strategies, tactics, and actions required to manage an incident or event.

*Coordination:* Manage and execute coordinating functions and processes established to support the accomplishment of the Incident Action Plan.

*Coordination Functions:* Situation assessment; Resource acquisition; Support policy-level decisions and interagency activities; coordinate with other EOCs; coordinate with elected & appointed officials; coordinate summary information.

*County EOC:* Emergency Operations Centers existing at county or regional locations.

*EMAC: Emergency Management Assistance Compact:* A Congressionally ratified organization that provides form and structure to interstate mutual aid through which a disaster impacted state may request and receive assistance from other member states quickly and efficiently, resolving two key issues upfront: liability and reimbursement.

*Environmental Contamination:* Any type of pathogenic microorganism located in food processing equipment or in any area of a food facility that can lead to contamination of a food product.

*ESF: Emergency Support Function:* provide the structure for coordinating interagency support for a response to an incident. Mechanisms for grouping functions most frequently used to provide support for declared disasters, emergencies and/or incidents. Florida utilizes 18 ESFs which differ slightly from the federal structure.

*FERN: Food Emergency Response Network:* A national system comprised of State, Federal and other designated laboratories across the country that are committed to developing capabilities and capacity for analyzing food samples resulting from a terrorist incident in the United States. The components of FERN are biological, chemical and radiological.

*Food:* Throughout this plan all references to food shall also pertain to feed, bottled water, prepared ice and all associated products.

*Incident Action Plan:* The central tool for planning during a response to a disaster, emergency or incident; is written at outset of response by the Planning Section Chief with input from the appropriate sections and units of the Incident Management Team.

*Local Unified Command:* Local responders to a multi-jurisdictional incident or event in a structure that brings together the “Incident Commanders” of all major organizations involved in the incident in order to coordinate an effective response.

*LRN: Laboratory Response Network:* A national system designed to link State, Federal and Local laboratories with other advanced capacity clinical, military, veterinary, agricultural, water and food testing laboratories. This network coordinates surveillance and is ready to identify select human pathogens and chemicals, and to alert authorities of suspected bioterrorism and chemical terrorism incidents.

*NAHLN: The National Animal Health Laboratory Network:* A cooperative effort between two USDA agencies – the Animal and Plant Health Inspection Service (APHIS), and the National Institute of Food Safety and Agriculture (NIFA; formerly CSREES) – and, the American Association of Veterinary Laboratory Diagnosticians. It is a multifaceted network comprised of sets of laboratories that focus on different diseases, using common testing methods and software platforms to process diagnostic requests and share information. Networking these resources provides an extensive infrastructure of facilities, equipment and personnel that are geographically accessible no matter where disease strikes. The laboratories have the capability and capacity to conduct nationwide surveillance testing for the early detection of an animal disease outbreak. They are able to test large numbers of samples during an outbreak and to demonstrate freedom from disease after eradication.

*NASDA: The National Association of State Departments of Agriculture:* An organization whose mission is to represent the state departments of agriculture in the development, implementation, and communication of sound public policy and programs which support and promote the American agricultural industry, while protecting consumers and the environment. It is comprised of representatives of the departments of agriculture of all fifty states and the territories of the United States of America.

*NIMS: The National Integrated Incident Management System:* provides a systematic, proactive approach to guide departments and agencies at all levels of government, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity.

*Product Contamination:* Food product that is adulterated or considered unwholesome for its intended use.

*PulseNet:* A national network of public health and food regulatory agency laboratories coordinated by the CDC. Consisting of state health departments, local health departments and federal agencies (i.e.: CDC, USDA/FSIS, FDA), participants perform standardized molecular subtyping (or “fingerprinting”) of food borne disease-causing bacteria utilizing pulsed-field gel electrophoresis, the results of which can be electronically submitted for comparison to existing CDC dynamic databases.

*State Advisory Committee:* The committee responsible for advising the State Policy Group on technical issues related to an incident or event.

*State Comprehensive Laboratory Response Plan for Chemical, Biological & Radiological Incidents:* A plan which parallels the State of Florida’s Comprehensive Emergency management Plan, as well as activities set forth in the Nation Response Plan (NRP), and describes how the use of Florida’s laboratory resources (governmental and non-governmental) will be coordinated to respond to public health emergencies of all kinds.

*State Policy Group:* A group comprised of the chief elected or appointed officials or designees from those agencies with jurisdictional authority or functional responsibility for an event or incident.

*State Unified Command:* Same as Local Unified Command, at state level.

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## Attachment III : DOH-DACS Memorandum of Understanding

### MEMORANDUM OF UNDERSTANDING

The Florida Department of Health (hereinafter DOH) and the Florida Department of Agriculture and Consumer Services (hereinafter DACS), agencies of the government of Florida, recognize the need for efficient and effective cooperation between them in matters relating to domestic security. Each agency has been assigned critical functions pursuant to state law. This Memorandum of Understanding (hereinafter MOU) is intended to define the relationship between the two agencies and delineate responsibilities for responses to domestic security threats.

Nothing contained within this Memorandum of Understanding precludes, limits or supercedes authorities granted to the Departments under Florida Statutes including Chapters 381, 386, 388, 482, 487, 500, 581, 585 or other applicable statutes.

Executive Order 01-300, Section 9, provides, in part, that the DOH shall, "coordinate all activities related to preparation for, training for, and response to biological and chemical attacks with the Chief of Florida Domestic Security Initiatives."

The DOH is the lead state agency for the diagnosis and prevention of human illnesses including testing for potential chemical agents, biological organisms, agents, and toxins related to domestic security threats associated with human illnesses.

The DACS is the lead state agency for food safety activities and zoonotic animal disease diagnosis, including food contamination investigation and surveillance testing of foods and bottled water, processed, stored or offered for sale within the state.

In times of emergency, the Surgeon General of the Department of Health will determine whether there exists a specific need for additional laboratory testing support in processing environmental samples. If the need is established, the Surgeon General may request assistance from DACS for the screening of environmental samples. Under such circumstances, all samples screened presumptively positive shall be forwarded by DACS to DOH for confirmation testing. DOH will be responsible for all test information and release of results.

In times of emergency the Commissioner of Agriculture will determine whether there exists a specific need for additional laboratory testing support in processing food samples. If the need is established, the Commissioner may request assistance from DOH for the screening of food samples. Under such circumstances, all samples screened presumptively positive shall be forwarded by DOH to DOACS for confirmation testing. DACS will be responsible for all test information and release of results.

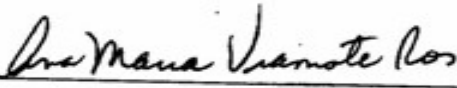
If the laboratories of either agency detect any agent associated with possible bioterrorism activities involving a food or animal sample, that agency shall notify the other agency prior to public announcement.

The agencies shall support the United States Food and Drug Administration efforts to develop a national Food Emergency Response Network.

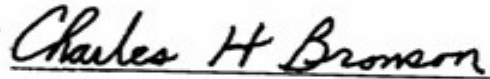
The agencies shall commit to quarterly meetings of laboratory personnel to continue efforts to achieve effective ongoing cooperative relationships and interagency preparedness in analytical matters.

When the need arises the agencies shall conduct a review of this Memorandum to ensure interagency cooperation and to enhance preparedness for the State of Florida to any risk for bioterrorism activity related to food or animals.

This Memorandum of Understanding is entered into this 17<sup>th</sup> day of February 2010, 2009.



ANA M. VIAMONTÉ RÓS, M.D., M.P.H.  
STATE SURGEON GENERAL  
DEPARTMENT OF HEALTH



CHARLES H. BRONSON  
COMMISSIONER OF AGRICULTURE  
DEPARTMENT OF AGRICULTURE  
AND CONSUMER SERVICES

## Attachment IV: DBPR-DOH Interagency Agreement

### **INTERAGENCY AGREEMENT BETWEEN THE DEPARTMENT OF BUSINESS AND PROFESSIONAL REGULATION AND THE DEPARTMENT OF HEALTH**

#### **Purpose**

This agreement clarifies the duties and responsibilities of the Department of Health, Division of Environmental Health (DOH hereafter) and the Department of Business and Professional Regulation, Division of Hotels & Restaurants (DBPR hereafter) regarding DOH epidemiological activity related to public food service establishments licensed by DBPR.

#### **Background**

Chapters 381, 500 and 509 of the Florida Statutes, delineate food safety duties among Florida state agencies. Pursuant to these statutes, DBPR licenses and inspects certain public food service establishments, and DOH provides epidemiological services for investigation of foodborne illness suspected to be related to DBPR establishments.

#### **DOH Duties and Responsibilities**

1. DOH will provide environmental epidemiological services including investigative activity and reporting and identification of possible contributing factors to illness related to foodborne disease outbreaks in DBPR licensed establishments. DOH will conduct epidemiological investigations and complete tasks it determines are appropriate to protect the public health. DOH investigation procedures and information gathering will be similar to those published in the current edition of *International Association for Food Protection Procedures to Investigate A Foodborne Illness*.
2. DOH will determine when a foodborne disease outbreak occurs and an epidemiological investigation is warranted. The DOH definition of a foodborne disease outbreak is "an incident in which two or more persons have the same disease, have similar symptoms, or excrete the same pathogens; and there is a time, place or person association between these persons." A single case of suspected botulism, mushroom poisoning, ciguatera or paralytic shellfish poisoning or a case of a disease that can be definitely related to ingestion of a food, may be considered an incident of foodborne illness that warrants further investigation.
3. DOH may, in the course of epidemiological investigations, examine, sample, seize, and stop the sale or use of food to determine its condition and protect the public from food that is unwholesome or unfit for human consumption. DOH may stop the sale and supervise the proper destruction of food when the State Surgeon General or designee determines that such food is a threat to the public health. DOH will provide laboratory support services for foodborne illness investigation activity, such as food sampling and testing, and traceback or surveillance activities.
4. DOH will refer sanitation and safety complaints about DBPR licensed public food service establishments to the DBPR Customer Contact Center at (850) 487-1395 and to the customer contact center e-mail. Additionally, DOH will immediately notify the appropriate DBPR district office contact person by the next business day when DOH suspects possible foodborne illness related to a DBPR licensed public food service establishment and/or that an epidemiological investigation is warranted.
5. DOH will provide a report to DBPR division headquarters within 30 days of completion of each investigation, to include Form CDC 52.13 (revised 10/2000) and



a narrative of the background, investigation summary, results, conclusions, recommendations, and pertinent supporting documentation such as lab results, survey summaries, questionnaires, etc.

6. DOH will provide to DBPR an annual synopsis of foodborne disease outbreak investigations that reflects the primary purpose of foodborne illness investigations set forth in the *U.S. FDA Recommended National Retail Food Regulatory Program Standard 5*. This purpose is to identify trends and possible contributing factors that are most likely to cause illness. The annual synopsis will focus on, but be not limited to:
  - a. Multiple complaints on the same establishment type;
  - b. Multiple complaints implicating the same food;
  - c. Multiple complaints associated with similar food preparation processes;
  - d. Number of laboratory-confirmed, food-related outbreaks;
  - e. Number of non-laboratory-confirmed but epidemiologically linked, food-related outbreaks;
  - f. Contributing factors most often identified.
7. DOH will provide DBPR a list of contact persons and phone numbers for DOH county and state epidemiology staff, including after-hours, and notify DBPR as changes occur.
8. DOH will account for and annually invoice DBPR the actual costs associated with DOH epidemiological investigations related to DBPR licensed establishments, pursuant to Chapter 509.251(4), Florida Statutes. These invoices may be submitted quarterly, will document actual costs, and provide reasonable justification for audit purposes.

#### **DBPR Duties And Responsibilities**

1. DBPR will reimburse DOH the actual costs associated with DOH epidemiological investigations in DBPR licensed establishments as set forth in section 509.251(4), Florida Statutes. DBPR reimbursement may not exceed five percent of the annual public food service establishment license fees received by DBPR, and will be paid to DOH by funds transferred from the Hotel and Restaurant Trust Fund.
2. DBPR will immediately and by the next business day notify and share information with the appropriate DOH county or state epidemiology staff when DBPR receives a complaint or other information that food attributed to a DBPR licensed public food service establishment may have caused illness. Ongoing, additional information received by DBPR will also be immediately shared with DOH.
3. DBPR will provide cooperation, coordination, and inspection resources from the appropriate district office to assist DOH field staff and conduct joint activity, including inspections, when DOH determines an epidemiological investigation is warranted in a DBPR licensed establishment. If a DBPR inspector cannot be physically coordinated with the DOH team, DOH will initiate its investigation without a DBPR representative but with full support from DBPR, including contact and coordination with the establishment's person-in-charge as needed. DBPR will provide information as needed by DOH, such as the establishment's inspection records and history.

4. DBPR will provide DOH with a list of contact names and phone numbers for each DBPR district, including after-hours, and update DOH as changes occur.

This agreement is entered into by DOH and DBPR, and becomes effective upon execution. It will remain in effect until revised by mutual agreement of the parties, terminated by ninety days' written notice by either party, or is superseded as the duties and responsibilities of either agency are modified by changes to the relevant statutes.

  
\_\_\_\_\_  
Ana M. Viamonte Ros, M.D., M.P.H., State Surgeon General  
Department of Health

3/20/08  
Date

  
\_\_\_\_\_  
Charles W. Drago, Interim Secretary  
Department of Business and Professional Regulation

3/20/08  
Date

## Attachment V: FDACS-DOH Interagency Agreement – Epidemiological Activity

02080

### MEMORANDUM OF UNDERSTANDING BETWEEN THE FLORIDA DEPARTMENT OF AGRICULTURE AND CONSUMER SERVICES AND THE FLORIDA DEPARTMENT OF HEALTH – FOOD AND WATERBORNE DISEASE PROGRAM

The Florida Department of Health (hereinafter DOH) and the Florida Department of Agriculture and Consumer Services (hereinafter FDACS), agencies of the state of Florida, recognize the need for efficient and effective cooperation between them in matters relating to the investigation of foodborne disease and injuries relating to food safety. Each agency has been assigned critical functions pursuant to state law. This Memorandum of Understanding (hereinafter MOU) is intended to define the relationship between the two agencies and delineate responsibilities for prevention, detection, and responses to foodborne disease and injury.

Nothing contained within this MOU, limits or supercedes authority granted to the Departments under Florida Statutes including Chapters 47, 381, 386, 388, 482, 500, 585 or other applicable statutes.

The DOH is the lead state agency for the diagnosis and prevention of human illness as provided in Chapter 381 Florida Statutes. It is the duty of the Department of Health under Sections 381.0011 (4) and (6), Florida Statutes, to cooperate with and accept assistance from federal, state, and local officials for the prevention and suppression of communicable and other diseases, illnesses, injuries, and hazards to human health and provide for a thorough investigation and study of the incidence, causes, modes of propagation and transmission, and means of prevention, control, and cure of diseases, illnesses, and hazards to human health.

The FDACS collects assessments from food product activities to fund DOH as outlined in Section 381.006(10), Florida Statutes; the DOH shall investigate foodborne disease, waterborne disease, and other diseases of environmental causation, whether of chemical, radiological, or microbiological origin. The DOH shall provide an educational program for physicians and health professional designed to promote surveillance and reporting of environmental diseases, and to further the dissemination of knowledge about the relationship between toxic substances and human health which will be useful in the formulation of public policy and will be a source of information for the public.

#### **I. FOODBORNE ILLNESS AND INJURY**

The agencies shall make every effort to achieve effective ongoing cooperative relations and interagency response to foodborne illness and injury through the interagency procedures stated below:

##### **A. Duties and Responsibilities of DOH**

1. DOH will provide environmental epidemiological services including investigative activity and reporting and identification of possible contributing factors to illness related to foodborne disease outbreaks in FDACS permitted establishments. DOH will conduct epidemiological investigations and complete tasks determined to be appropriate to protect the public's health. DOH investigation procedures and information gathering will be consistent with those published in the current edition of *International Association for Food Protection Procedures to Investigate A Foodborne Illness*, the Council to Improve Foodborne Outbreak Response (CIFOR) Guidelines for Foodborne Disease Outbreak Response (<http://www.cifor.us/documents/CIFORGuidelinesforFoodborneDiseaseOutbr>)

[eakResponse.pdf](#)), and the Rapid Response Teams (RRT) Best Practices Manual (<http://afdo.org/resource>).

2. DOH will determine when a foodborne disease outbreak occurs and an epidemiological investigation is warranted. The DOH definition of an outbreak is "an incident in which two or more persons have the same disease, have similar symptoms, or excrete the same pathogens; and there is a time, place or person association between these persons." A single case of suspected botulism, mushroom poisoning, ciguatera or paralytic shellfish poisoning or a case of a disease that can definitely be related to ingestion of a food, may be considered an incident of foodborne illness that warrants further investigation.
  3. DOH may, in the course of epidemiological investigations, examine, sample, seize, and stop the sale or use of food to determine its condition and protect the public from food that is unwholesome or unfit for human consumption. DOH may stop the sale of food and/or supervise the proper destruction of food when the State Surgeon General, or designee, determines that such food is a threat to the public's health. DOH will provide laboratory support services for foodborne illness investigation activity, such as food sampling and testing, and traceback or surveillance activities. Stop Sale and Stop Use Orders may also fall under FDACS Food Safety Inspection Report. DOH has its own laboratory support for analysis of clinical samples. FDACS will provide laboratory support for food sample analysis as needed.
  4. DOH will notify the FDACS immediately by email when it is determined that an epidemiological investigation will be conducted in a FDACS permitted entity. Additionally, DOH will refer complaints about FDACS permitted food establishments to the FDACS main telephone line, FAX, or email. FDACS will coordinate with DOH and or accompany DOH on the investigation.
  5. DOH will provide a report to FDACS via email at the completion of the investigation including the Centers for Disease Control and Prevention (CDC) Form 52.13 "National Outbreak Reporting System" and a narrative of the background, investigation summary, results, conclusions, recommendations, and pertinent supporting documentation such as lab results, survey summaries, etc. The report should be received by FDACS no later than 30 days after completion of the investigation.
  6. DOH will provide to FDACS an annual synopsis of foodborne disease outbreak investigations that addresses the primary purpose of foodborne illness and injury investigations set forth in the *U.S. FDA Voluntary National Retail Food Regulatory Program Standards and the Manufactured Food Regulatory Program Standard 5*. The purpose is to identify trends and possible contributing factors that are most likely to cause illness. The annual synopsis will focus on, but not be limited to:
    - a. Multiple complaints on the same establishment type;
    - b. Multiple complaints implicating the same food;
    - c. Multiple complaints associated with similar food preparation processes;
-



- d. Number of laboratory-confirmed, food-related outbreaks;
  - e. Number of non-laboratory-confirmed but epidemiologically linked food-related outbreaks;
  - f. Contributing factors most often identified.
7. DOH will maintain epidemiological investigational findings and make available to the public via the Internet its Food and Waterborne Illness Surveillance and Investigation Annual Report.
  8. DOH will notify FDACS via email of any implicated food as soon as possible in order to determine if any product is still in the distribution system and can be traced back for possible recall or the need for other necessary steps that may be required.
  9. Email should be addressed to specified individual(s) or position titles and designated here as [foodinsp@FreshFromFlorida.com](mailto:foodinsp@FreshFromFlorida.com).

#### B. Duties and Responsibilities of FDACS

1. If an epidemiological investigation is required as determined by DOH, where and when possible, a representative from FDACS will accompany the DOH epidemiological investigation team to facilitate entry at the establishment and conduct a complete inspection when warranted by the circumstances. If a FDACS representative is not available, the DOH epidemiologist or designee can initiate the investigation without the FDACS representative. Every effort should be made in advance to have both agencies present during the investigation.
2. As the lead agency in epidemiological investigation, DOH may require additional information and FDACS will cooperate in providing information within FDACS' possession.
3. FDACS shall promptly report consumer complaints of a foodborne disease and injury it receives by email to the Statewide Coordinator of Food and Waterborne Disease or designee at DOH.
4. FDACS may disseminate foodborne illness or injury complaint information it deems necessary.

## II. REPORTABLE DISEASE NOTIFICATION

The agencies shall make every effort to achieve effective ongoing cooperative relations and interagency response to reportable disease notifications through the interagency procedures stated below:

#### A. Duties and Responsibilities of DOH

1. DOH will notify FDACS via email of any reportable disease notification received by DOH in which the person or persons are employed at a food establishment
-

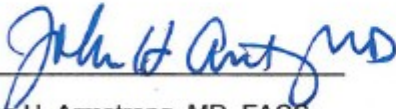
regulated by FDACS. DOH will provide a Notification of Food Worker Exclusion form outlining the requirements for the employee to return to work.

2. Email should be addressed to specified individual(s) or position titles and designated here as [foodinsp@FreshFromFlorida.com](mailto:foodinsp@FreshFromFlorida.com).

**B. Duties and Responsibilities of FDACS**

1. Upon notification of a reportable disease FDACS will instruct the permitted food establishment or person(s) to notify DOH by contacting the county health department in the establishment's county.
2. FDACS employees responsible for monitoring emails will forward all DOH notifications of reportable disease and exclusion forms to the Administrator of Field Inspections and the Administrator in charge.

This MOU is entered into this 17<sup>th</sup> day of February, 2014



John H. Armstrong, MD, FACS  
State Surgeon General and Secretary  
Department Of Health



D. Alan Edwards  
Director of Administration  
Department of Agriculture and  
Consumer Services

DRAFT

## **Attachment VI: References/Links**

[Florida Food Emergency Response Plan, Standard Operating Guide \(SOG\)](#): Implementation of this response plan will be guided and governed by a SOG which is currently under construction.

[Comprehensive Laboratory Response Plan for Chemical, Biological and Radiological Incidents](#): This plan establishes the framework which insures that the State of Florida will be able to mount a laboratory response to these hazards. The plan outlines the roles and responsibilities of the participating laboratories (both governmental and nongovernmental), coordinates response and recovery activities across the full spectrum of responding entities, and unifies the efforts of these groups for a comprehensive approach to reduce the effects of an incident or emergency. It is intended for use by emergency responders and government officials responsible for public health, food safety, animal health, environmental health, law enforcement, hazard materials teams, fire rescue and emergency medical services. The Plan can be obtained from the Chief of the Florida Department of Health, Bureau of Laboratories.

[Florida Comprehensive Emergency Management Plan \(CEMP\)](#): Florida law establishes the Comprehensive Emergency Management Plan as the master operations document for the State of Florida and it is the framework through which the state handles emergencies and disasters. It defines the responsibilities of the government, private, volunteer and non-governmental organizations that comprise the State Emergency Response and Recovery Team (SERRT). The document consists of a Basic Plan, which describes the process for preparedness, response, recovery and mitigation activities of the SERRT. It also contains an annex for the 18 Emergency Support Functions (ESF), the primary mechanisms for providing assistance at the state level, and annexes for responding to specific hazards such as wildfires and pandemic disease outbreaks. The CEMP ensures that all levels of government are able to mobilize as a unified emergency organization to safeguard the well-being of the state's residents and visitors. It is the plan to which many of the State of Florida's other disaster response plans are aligned.

[Terrorist Incident Response Annex](#): This document defines a statewide program for the State of Florida to prepare for, respond to and recover from a terrorist or cyber-terrorist attack. It is a hazard specific annex to the Florida Comprehensive Emergency Management Plan (CEMP). This annex governs the plans, operational concepts, and policies used to prepare for and respond to any type of technological and/or criminal/hostile event in the State of Florida. The procedures and actions defined in this Annex are normally executed by the State Coordinating Officer (SCO) following the issuance of an executive order by the Governor.

[National Incident Management System \(NIMS\)](#): Provides a systematic, proactive approach to guide departments and agencies at all levels of government, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life, and property and harm to the environment.



# **THE STATE OF FLORIDA MASS MIGRATION ANNEX**

**To The State of Florida  
Comprehensive Emergency Management Plan**



**MASS MIGRATION ANNEX TO THE  
STATE OF FLORIDA  
COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

**Mass Migration Operations  
“Quick Points”**

1. Mass Migration is a possibility due to our geographic location. Our planning and preparedness encompasses any potential situation that could occur in the Caribbean.
2. The federal government, through the United States Department of Homeland Security, is the lead for mass migration planning, preparedness, and operations due to aspects of national security and border protection.
3. The State of Florida and its jurisdictions have a responsibility to support the federal government insofar as the operations affect the jurisdiction of the state.
4. The planning efforts and operational approach of the State of Florida will be to support the federal government under unified command and provide a prepared additional tier of support to the federal plan as requested.
5. Under unified command, the State of Florida will operate for a mass migration event under the State Comprehensive Emergency Management Plan using the State Emergency Response and Recovery Team concept in keeping with our “All-Hazards” approach.
6. Local governments will be guided in their operations for mass migration under Chapter 252, Florida Statutes and state and local Comprehensive Emergency Management Plans in keeping with the State Emergency Response and Recovery Team Concept of Operations.
7. The State of Florida will seek from the federal government as early as can be practically accomplished 100% reimbursement for all missions and resources requested by the federal government.

## **EXECUTIVE SUMMARY**

The Mass Migration Annex of the Florida State Comprehensive Emergency Management Plan provides augmentation information that connects with the U.S. Department of Homeland Security Plan entitled “Operation Vigilant Sentry” and subsequent revisions. The federal government retains the lead role in a mass migration event, unlike most other emergency events, and the State of Florida provides support to federal efforts while ensuring that the needs of its local governments are addressed within its jurisdiction.

The Annex describes the basic strategies, assumptions, operational goals and objectives, and mechanisms through which the state will mobilize resources and conduct activities to guide and support federal and local emergency management efforts in responding to a mass migration event. It also parallels federal activities set forth in the National Response Framework (NRF), which details reliance on the National Incident Management System (NIMS) operating principles and protocols in applying state and local government support to a mass migration of national significance. In addition, it describes how state and local resources will be coordinated to supplement federal resources in response to a mass migration.

This Annex, in connection with the state Comprehensive Emergency Management Plan (CEMP), will be implemented at the direction of the Governor of the State of Florida.

The President of the United States determines if a mass migration emergency exists. While some counties and state agencies use a specific number that determines when an emergency exists for operational purposes, the State of Florida understands that a continuous and high volume flow of migrants, over a period of time, could exceed the normal capabilities of the local offices of the U.S. Coast Guard and U.S. Customs and Border Protection (CBP). In view of this, it is entirely possible that the State of Florida may have to initiate action as a means of addressing needs within its jurisdiction without regard for federal activities.

The State Emergency Operations Center and the State Emergency Response and Recovery Team could be activated even if a federal emergency declaration is not issued. The State Emergency Operations Center may initially deploy an Incident Management Team to assist the Joint Coordinating Facility in South Florida. The Regional Coordinator may, under direction of the State Coordinating Officer or State Emergency Response and Recovery Team Chief, report to the Homeland Security Task Force Southeast Incident Command Post in Miami. Other SERRT members will be deployed as needed and directed.

All SERRT entities should document activities and associated costs in accordance with standard recognized procedures for other emergency events. Because a mass migration event may not be easily recognizable early on, especially in the very initial phases of the event, it is important that entities of the SERRT be prepared to back-track information on this matter as soon as practical. This information will have significance in defending requests for federal assistance should that become necessary.

## I. INTRODUCTION

The State Mass Migration Annex, in conjunction with the state CEMP, will be implemented upon the direction of the State Coordinating Officer (SCO) under the Constitutional emergency authorities of the Governor of Florida. This will normally occur with the issuance of an Executive Order by the Governor of the State of Florida. The SCO, in conjunction with SERRT leadership, will apprise the Governor of the situation and provide operational recommendations. The Governor may also be requested to implement this Annex by the President of the United States or the Secretary of the U.S. Department of Homeland Security. Lead state agencies assigned responsibilities in this Annex will develop supporting documents in coordination with their support agencies and federal counterparts in keeping with the intent of the state Comprehensive Emergency Management Plan.

The State of Florida's geographic location makes it vulnerable to a possible mass migration. While the State of Florida has no legal authority to enforce immigration law, it has a responsibility to protect its jurisdiction. This Annex was created to explain the State's responsibilities during a mass migration event and how it will coordinate supporting response activities with the federal government and local governments. Some of the consequences that the state may be faced with include, but are not limited to:

- Civil disturbance
- Financial impact to local communities
- Mass care (sheltering and feeding)

- Impact on social services, healthcare, education, children and family services
- Public safety resources overwhelmed
- Impact on detention facilities

Although local jurisdictions may coordinate with state and federal agencies in response to a mass migration event, enforcement of immigration laws remains the responsibility of the federal government. Although it is possible that any Florida county could receive a migrant landing (considering both maritime and aviation aspects), counties in the southern half of the state are most vulnerable due to geography. The main threat posed by illegal immigration is the inability of the system to assimilate the aliens without affecting already strained local economies and infrastructures (health, medical, social services, etc.). In the event that an actual or imminent mass migration of aliens will arrive off the coast of the United States and presents urgent circumstances requiring an immediate Federal response, the Secretary of the Department of Homeland Security may, pursuant to Section 103(a)(10) of the Immigration and Nationality Act (INA), authorize any state or local law enforcement officer, with the consent of the head of the Department, Agency, or organization, to perform any of the powers, privileges, or duties conferred by the INA or other relevant regulations upon officers or employees of DHS. The authorities delegated may be limited in any manner, particularly based on training received. Absent such authorization, state and local law enforcement officers do not have authority to enforce federal immigration laws.

## **II. PURPOSE, SCOPE, and ASSUMPTIONS**

### **Purpose**

This Mass Migration Annex is designed to support operations of the U.S. Department of Homeland Security plan entitled “Operation Vigilant Sentry” in order to respond to and deter an influx of illegal immigrants into Florida. It further defines operations, responsibilities, and tasks that may be unique to a mass migration event.

This plan’s intent is to facilitate a proper and effective response in the event that there is a change in any Caribbean government or some other triggering event and it is understood that a mass migration is occurring or may be imminent. This plan further strives to ensure that the State of Florida is prepared to respond and recover from other incidents precipitated by this type of event such as multiple and/or large public gatherings of persons in-state reacting to the triggering event.

### **Scope**

The Mass Migration Annex establishes fundamental policies, strategies and assumptions. This annex establishes a concept of operations spanning pre-event, activation, and response. This plan defines interagency coordination, assigns specific functional responsibility to appropriate state agencies and local partners, and outlines methods to coordinate with local and federal agencies.

The U.S. Department of Homeland Security (DHS) has consequently prepared for the possible impact of a change in any Caribbean government through a comprehensive federal plan titled “Operation Vigilant Sentry.” OVS is a comprehensive, integrated, national operational plan for a rapid, effective, and unified response of Federal, State, and local capabilities in response to indicators and/or warnings of a mass migration in the Caribbean. OVS describes the basic organization and structure by which the Director of

Homeland Security Task Force - Southeast (HSTF-SE) will deploy resources and coordinate multi-agency operations to address a potential or full-scale mass migration event involving up to 100,000 migrants.

This plan accounts for mass migration by charging maritime rescue and enforcement efforts to the land based response and enforcement efforts including the processing of arriving migrants to CBP. This federal plan carries certain provisions that dictate the extent of its activation dependent upon migrant activity benchmarks. Furthermore, state and local support may be requested to augment the federal government's efforts during the activation and implementation of their plan.

It should be clearly noted that state and local governments do not have federal immigration authority. However, the state has a responsibility to protect its jurisdiction. Support of the federal plan and local government efforts are inherent in this responsibility.

### **Planning Assumptions**

Mass migration and border security is a federal mission. The Department of Homeland Security (DHS) as the lead Federal agency will activate OPLAN Vigilant Sentry based on their identified criteria.

The U.S. Department of Homeland Security will reimburse the State of Florida and local communities for the cost of requested assistance in support of the federal operation.

The HSTF-SE Director has the authority to direct, allocate, and exercise tactical control over DHS personnel and assets resourced to HSTF-SE when OVS is activated by the Secretary of DHS.

When authorized pursuant to INA § 103(a)(10), State law enforcement may support law enforcement of federal immigration law and serve as a liaison with federal and local law enforcement officers.

Public information will be coordinated among federal, state and local governments through a Unified Command structure.

All activities in preparation for, or in response to, a mass migration in the event of a change in government will adhere to the National Incident Management System (NIMS).

The State Emergency Response and Recovery Team and affected county(ies), as appropriate to the situation, will activate their respective Emergency Operation Centers. This may involve counties beyond those directly impacted for purposes of mutual aid and support.

This Annex will be implemented by the issuance of a Governor's Executive Order where practical but it needs to be readily understood that specific preliminary protective actions may need to be taken in view of a possible highly evolving and fast changing situation. This is especially important in dealing with measures designed to protect life. Nothing in this Annex is designed or assumed to hamper that reality.

The Governor's Executive Order will authorize the Florida National Guard to mobilize personnel and assets required in support of the state's response to mass migration as directed by the Governor and the State Coordinating Officer.

Incomplete, incorrect and disjointed intelligence may cause planning and operation issues.

That incoming migrants may speak languages other than English.

Migrants interdicted at sea will ultimately be repatriated to their country of origin or transit consistent with U.S. law, policy, and international treaty obligations.

### III. FEDERAL ROLES AND RESPONSIBILITIES

#### **Homeland Security Task Force Southeast (HSTF-SE)**

The Department of Homeland Security (DHS) established the Homeland Security Task Force Southeast (HSTF-SE) for the purpose of responding to a Caribbean mass migration event. HSTF-SE provides the organizational framework to detect a mass migration event or other contingency operation, facilitate the assignment of roles to participating agencies, and establishes processes for collaboration among government stakeholders.

HSTF-SE addresses the roles and responsibilities of interagency partners, who support the HSTF-SE mission to prevent, deter, prepare for, respond to, and recover from an actual or potential maritime mass migration in the Caribbean Sea or Straits of Florida.

The Task Force has the primary responsibility for overall execution of DHS' Operation Vigilant Sentry (OVS) and coordination with supporting agencies. OVS provides guidance for four broad mass migration activities: (1) deterrence and dissuasion; (2) at sea rescue and interdiction operations in response to a Caribbean mass migration; (3) necessary and appropriate law enforcement operations; and (4) migrant processing, protection, and housing or detention procedures.

A cooperative effort to share information and resources among all levels of government and non-governmental organizations supporting an activated OVS is the goal, to the maximum extent possible, in order to ensure mission success. The Task Force utilizes three methods for cooperative information sharing:

- The Homeland Security Information Network (HSIN)
- HSTF-SE Intelligence Fusion Center
- Support from other Federal Agencies

#### **Homeland Security Information Network (HSIN)**

HSIN is the prescribed information sharing system for OVS. Supplemental information may be provided through other methods such as e-mail, telephone, fax, and meetings.

- Information Recipients. HSTF-SE shall maintain a list of State and local officials who receive OVS information posted to the HSIN/HSTF-SE portal. The DHS National Operations Center (NOC) also receives all pertinent OVS information in accordance with the reporting requirements in Annexes C and P.

- Information Protection. As determined by the Director, all information provided to State and local officials about possible activations, mass migration threats, or actual mass migrations, including specific OVS operational activity, are Law Enforcement Sensitive/FOR OFFICIAL USE ONLY (FOUO).

### **HSTF-SE Intelligence Fusion Center**

The Intelligence Fusion Center will provide daily updates to State and Unified Command from the first indications of a mass migration. The updates will continue until indicators show the threat no longer exists.

### **United States Department of Homeland Security (DHS) - United States Coast Guard (USCG)**

The U.S. Coast Guard's (USCG) mission is to protect the public, the environment, and U.S. economic interests — in the nation's ports and waterways, along the coast, on international waters, or in any maritime region as required to support national security.

USCG migrant interdiction is, as such, a humanitarian effort in concert with a mission of maritime law enforcement. In fact, most migrant interdiction cases the USCG has handled start as a search and rescue mission on the high seas rather than in U.S. coastal waters. Another focus of the USCG mission is the apprehension of any person or persons involved in the smuggling of human cargo. This includes deterring and dissuading migrants from making such perilous journeys and assuring that migrants interdicted at sea are appropriately processed, safely repatriated, or placed in a third country if their situation so warrants.

For use in the context of measurable trigger points for action and assignment of resources, the USCG has two operational realms: maritime and land.

#### **Maritime Interdiction Operations:**

- Maritime Level I – Predicted or actual sustained flow of 300 – 700 migrants departing the Caribbean per week.
- Maritime Level II – Predicted or actual sustained flow of 700 – 3000 migrants departing the Caribbean per week.
- Maritime Level III – Predicted or actual sustained flow of 3000 or more migrants departing the Caribbean per week.

#### **Land Based Interdiction Operations:**

- Land Level 1: HSTF-SE Director authorizes the activation of Expanded Processing Facilities when Border Patrol Law Enforcement Detachment (LEDET) Station Chiefs report predicted or actual: increase in task saturation, increase in holding capacity, and holding times in excess 24 hours.
- Land Level 2: HSTF-SE Director submits Request for Assistance (RFA) to the Department of Defense (DOD) for two CRPs when LEDET Station Chiefs report predicted or actual: sustained increase in task saturation, increase in holding capacity, holding times in excess of 48 hours, and 300 or more landings per day.
- Land Level 3: HSTF-SE Director submits RFA to DOD for a third CRP when the Land Operations Chief reports a predicted or actual: increase in CRP task saturation, increase in CRP holding capacity, CRP holding times in excess of 24 hours, and 700 or more landings per day.

During a Mass Migration event, the USCG will:

- Provide intelligence support
- Conduct air surveillance and maritime interdiction operations
- Deliver all interdicted migrants to offshore migrant processing centers for processing.
- Deliver migrants ashore to designated locations in the event non-domestic migrant processing centers are unavailable or at their capacity.
- Issue regulations to control vessels from departing the United States en route to Caribbean countries for the purpose of illegally transporting migrants.
- Support shipboard screening.
- Repatriate those interdicted migrants with no protection claims and deliver migrants with protection concerns to non-domestic migrant processing centers for further processing.
- Arrest and prosecute criminal violations in territorial waters.
- Destroy vessels that are interdicted at sea and deemed unsanitary or not seaworthy and which pose a hazard to navigation.

#### **DHS - United States Customs and Border Protection**

During a mass migration event under OPLAN Vigilant Sentry, CBP will stage a Collection and Relocation Point (CRP). Migrants, who have landed, should have security and medical screening on this site performed by federal personnel.

During a Mass Migration event, the CBP will:

- Apprehend migrants arriving illegally into the United States.
- Establish and operate Collection and Relocation Points (CRP) at designated locations where migrants are processed and medically screened following apprehension by CBP, ICE, State or local law enforcement officers.
- In conjunction with the USCG, conduct maritime operations to interdict vessels smuggling migrants, attempting to smuggle migrants, or assisting migrants to enter the United States illegally.
- Assist the USCG in deterring and preventing the departure of vessels from U.S. waters in violation of vessel movement control regulations.
- Oversee the delegation of immigration law enforcement authority to State and local law enforcement officers, as directed by the Secretary of DHS, and direct their activities in support of migrant apprehension pursuant to INA § 103(a)(10).
- In conjunction with the USCG, conduct air and maritime interdiction operations to prevent unsafe and illegal migration into the United States.

#### **DHS - United States Immigration and Customs Enforcement**

As the largest investigative arm of the Department of Homeland Security (DHS), the United States Immigration and Customs Enforcement (ICE) is responsible for identifying and mitigating the vulnerabilities on the nation's borders through economic, transportation, and infrastructure security. Immigration and Customs Enforcement (ICE) assets may assist in the interdiction of migrants at sea and in the federal government's land based operations.

During a Mass Migration event, ICE will:

- Provide intelligence support.
- Conduct land-based enforcement operations to deter mass migration, apprehend, and process migrants illegally arriving into the United States.

- Assist the USCG in deterring and preventing the departure of vessels from U.S. waters in violation of vessel movement control regulations.
- Transport illegal migrant arrivals to appropriate detention facilities and retain custody of them until directed to release them by appropriate authority.
- Conduct law enforcement operations to interdict vessels smuggling migrants, attempting to smuggle migrants, or assisting migrants attempting to enter the United States illegally.
- Coordinate and manage domestic patrol actions.
- Establish and operate Temporary Detention Centers (TDC) and maintain custody of the migrants housed at those facilities.
- Maintain custody of migrants at non-domestic migrant processing centers and maintain initial custody of a surge in the offshore migrant population.

### **DHS - United States Citizenship and Immigration Services**

On March 1, 2003, service and benefit functions of the U.S. Immigration and Naturalization Service (INS) transitioned into the Department of Homeland Security (DHS) as the U.S. Citizenship and Immigration Services (USCIS). USCIS is responsible for the administration of immigration and naturalization adjudication functions and establishing immigration services policies and priorities. These functions include:

- adjudication of immigrant visa petitions
- adjudication of naturalization petitions
- adjudication of asylum and refugee applications
- adjudications performed at the service centers
- adjudications performed by the INS

U.S. Citizenship and Immigration Services is responsible for granting immigration and citizenship benefits, promoting an awareness and understanding of citizenship, and ensuring the integrity of the US immigration system.

During a Mass Migration event, USCIS will:

- Conduct interviews at non-domestic migrant processing centers when shipboard screening is suspended.
- Provide community liaison officers and assist in managing external and internal community affairs and internal community relations at non-domestic migrant processing center operations.
- Interview migrants interdicted at sea and make protection determinations.
- Conduct credible “fear interviews” for arriving aliens who are placed in expedited removal processing.

### **ESF 13: United States Department of Justice / United States Attorney’s Office (USAO)**

The U.S. Department of Justice (DOJ) Criminal Division develops, enforces and supervises all federal criminal laws in the United States, except those specifically assigned to other divisions. Criminal Division attorneys prosecute many nationally significant cases and formulate and implement criminal enforcement policy. Division attorneys also provide advice and guidance to the Attorney General of the United States, the United States Congress, and the White House on matters of criminal law. The Criminal Division is currently overseen by a United States Assistant Attorney General.



The Executive Office for Immigration Review (EOIR), an office of the United States Department of Justice, is responsible for adjudicating immigration cases in the United States. The EOIR oversees immigration courts in the United States through the Office of the Chief Immigration Judge. Additionally, the Board of Immigration Appeals, which hears appeals from immigration courts, is part of the EOIR. Finally, the EOIR's Office of the Chief Administrative Hearing Officer adjudicates immigration-related employment cases.

During a Mass Migration event, the Department of Justice will:

- Be responsible for criminal and civil litigation matters for Homeland Security Task Force-Southeast.
- Prosecute, as appropriate, maritime migrant smugglers or persons attempting enter the U.S. illegally in violation of statute.
- Adjudicate removal proceedings of undocumented aliens who reach U.S. territory and who are subject to removal proceedings before immigration judges.
- Coordinate community relation efforts of the DOJ Community Relations Services with the Homeland Security Task Force-Southeast.
- Provide immigration judges to schedule and conduct removal hearings for migrant events.
- Make Bureau of Prisons facilities available to house arriving migrants that pose a security or safety threat to other administrative detainees.
- Establish and staff temporary immigration courts at locations where large numbers of arriving aliens are detained.
- Provide intelligence and counter-terrorism support through the FBI.
- Review negative credible fear determinations made by DHS/USCIS with respect to undocumented aliens who reach U.S. territory.

#### **Director of National Intelligence**

Coordinate with DHS and the Intelligence Community to provide warning of conditions likely to precipitate Caribbean maritime migration and forecast the duration and magnitude of a maritime migration event.

#### **ESF 5: DHS - Federal Emergency Management Agency**

The Federal Emergency Management Agency (FEMA) became part of the U.S. Department of Homeland Security (DHS) on March 1, 2003. The primary mission of the Agency is to reduce the loss of life and property and protect the nation from all hazards, including natural disasters, acts of terrorism, and other man-made disasters, by leading and supporting the nation in a risk-based, comprehensive emergency management system of preparedness, protection, response, recovery, and mitigation.

During a mass migration incident, FEMA will:

- Support the use of the National Mutual Aid and Resource Management Initiative which supports the National Incident Management System (NIMS) by establishing a comprehensive, integrated national mutual aid and resource management system that provides the basis to type, order, and track all (federal, state, and local) response assets.
- Assist with arranging general logistical support for mass migration operations conducted onshore.
- Provide resources and/or personnel.

- Assign a Federal Coordinating Officer (FCO) and staff who will be co-located and coordinate operations with the federal and state agencies under Unified Command.
- Assist in the transfer of responsibility from the Department of Defense to other federal agencies or commercial sources for the provision of logistical support on military installations within 30 days of facility activation.
- Determine the need to activate the National Disaster Medical System (NDMS).
- Coordinate with DHS to provide medical care for migrants housed in CONUS.
- Manage the care and treatment of unaccompanied minors.

#### **ESF 8: Disaster Mortuary Operational Response Team (DMORT)**

DMORT is a program of the National Disaster Medical System (NDMS) of the U.S. Department of Homeland Security. It is designed to assist coroners and medical examiners during mass casualty response operations and to assist state and local authorities during a mass fatality incident. A mass fatality incident can be defined as an event where more deaths occur than can be handled by local resources.

Resources provided by DMORT include, but are not limited to:

- Mobile morgue operations
- Forensic examination
- DNA Acquisition
- Remains identification
- Search and recovery
- Scene documentation
- Medical/psychology support
- Embalming/casketing
- Family assistance center support
- Antemortem data collection
- Postmortem data collection
- Records data entry
- Database administration
- Personal effects processing
- Coordination of release of remains
- Safety Officers and Specialists

#### **ESF 8: United States Department of Health and Human Services (HHS) - Center for Disease Control and Prevention (CDC)**

Center for Disease Control regulations govern pets (dogs and cats) entering the U.S. from foreign destinations. As of this writing, these regulations have no restrictions on domestic felines other than they appear healthy; however, Florida laws governing the animal industry dictate that all cats in the state, upon reaching the age of 4 months, receive a rabies vaccination.

Dogs accompanying owners on a maritime migration have not historically presented a major problem. It is noted that 27 dogs made it to shore during the Mariel Boatlift of the 1980's in comparison to the number of persons making the journey which was approximately 125,000. It is unclear; however, if more animals were included in the effort, but never made it to shore.

During a Mass Migration event, CDC will:

- Ensure animals entering the United States have a valid health certificate showing a current rabies vaccination.
- Require animals without a health certificate to receive rabies vaccinations within four days, if their age is at least three months upon arrival in United States jurisdiction.
- Make notification to the Florida Veterinary Association that animals have been inoculated successfully.
- Perform medical screening.
- Manage the disposition of all dogs and cats.

#### **ESF 8: United States Department of Health and Human Services (HHS) – Division of Global Migration and Quarantine**

The Division of Global Migration and Quarantine is committed to reducing morbidity and mortality due to infectious diseases among immigrants, refugees, international travelers, and other mobile populations that cross international borders. In addition, the Division of Global Migration and Quarantine is committed to promoting border health and preventing the introduction of infectious agents into the United States.

Title 42 of the United States Code, Section 264 (Section 361 of the Public Health Service [PHS] Act) gives the Secretary of Health and Human Services (HHS) responsibility for preventing the introduction, transmission, and spread of communicable diseases from foreign countries within the United States and its territories/possessions. This statute is implemented through regulations found at 42 CFR, Parts 70 and 71. Under its delegated authority, the Centers for Disease Control and Prevention is empowered to detain, medically examine, or conditionally release individuals reasonably believed to be carrying a communicable disease.

In the event a passenger infected with a novel influenza strain were to arrive in the United States on board an international conveyance (e.g., boat, airplane), the 42 CFR provides HHS with legal authority to isolate an ill passenger to prevent other passengers from infection. This authority would be used only if someone posed a threat to public health and refused to cooperate with a voluntary request. Other areas of emphasis are:

- Health/medical/veterinary equipment and supplies
- Patient evacuation
- Patient care
- Safety and security of drugs and medical devices
- Blood and blood products
- Food safety and security

#### **ESF 11: United States Department of Agriculture (USDA) –Animal and Plant Health Inspection Services (APHIS)**

The United States Department of Agriculture (USDA) provides leadership on food, agriculture, natural resources, and related issues based on sound public policy, the best available science, and efficient management. Protecting American agriculture is the basic charge of USDA's Animal and Plant Health Inspection Services (APHIS). APHIS has a role in mass migration by providing leadership in ensuring the health and care of animals

and plants. In addition, the Department's role involves the protection of U.S. crops and animals against foreign pests, diseases, noxious weeds, and exotic animals.

The National Center for Animal Health Emergency Management collectively, develops strategies and policies for effective incident management and coordinates incident responses. They also plan and coordinate delivery of training to ensure personnel are trained in emergency response functions, to include:

- Planning, organizing, and leading efforts to support and improve the response, preparedness and capability of states, regions, local jurisdictions, Tribes, and other entities.
- Coordinating and creating partnerships with other federal, state, and local entities to strengthen early detection and rapid response capabilities at all levels.
- Planning and coordinating delivery of training to ensure personnel are ready for emergency response work.
- Developing and disseminating emergency response guidelines based on NIMS and the Incident Command System that clearly convey the actions necessary to respond effectively and efficiently to a foreign animal disease or pest.
- Ensuring guidelines are current, flexible to change, and adaptable to any disease or pest situation.
- Monitoring and disseminating information on potential or actual outbreaks and other natural or technological disasters.
- Coordinating investigations and disseminating information about suspected outbreaks of foreign animal diseases.
- Maintaining a robust staff of animal health disease experts representing all major fields.

#### **ESF 1: DHS – United States Transportation Security Agency (TSA)**

This agency is a component of the Department of Homeland Security and is responsible for security of the nation's transportation systems. In coordination with their state, local and regional partners, they oversee security for the highways, railroads, buses, mass transit systems, maritime ports and the 450 U.S. airports.

#### **United States Department of Transportation (USDOT)**

Provide coordination and management of transportations systems to support Federal, state and local law enforcement and emergency response, as requested, during response to emergencies.

DOT, through the Maritime Administration (MARAD), will liaise with commercial carriers and ports to facilitate, as appropriate, to assist in the return of rescued undocumented aliens. MARAD may disseminate information of USG policy or procedures via maritime advisories.

#### **United States Department of State (DOS)**

The Department of State has the following roles and responsibilities related to mass maritime migration:

- Conduct global diplomatic coordination in support of maritime migration prevention, preparation, response and recovery.
- Coordinating role in preventing maritime migrations and conducting negotiations with source countries for repatriation of migrants with support of DHS and DOD.
- Execute its role as the primary agency responsible for the custody, care, safety and other needs of individual aliens determined to have protective concerns during steady state and surge.
- Coordinate the resettlement of undocumented aliens in need of protection in third countries, facilitated the return of aliens who are not in need of protection and related diplomatic issues, and engaging as necessary and appropriate, the United Nations High Commissioner for Refugees (UNHCR) and the International Organization of Migration (IOM).
- Assess, in coordination with the Intelligence Community, current conditions in source or transit countries, as well as exploring the root causes for migrant departures, and providing information to the intelligence community to assist in forecasting the duration and magnitude of a maritime migration.

### **United States Department of Defense (DOD)**

Department of Defense (DOD): DOD support is critical during a large-scale migration or mass migration as determined by the President, pursuant to Executive Order 13276. While ultimately it is the responsibility of the Secretary of Defense to decide levels of support and respective capabilities provided to HSTF-SE, OVS assumes a certain level and type of support and plans accordingly. The following is an overview of the types of DOD assistance anticipated to support a large scale or mass migration event.

- Support DHS in Maritime Interdiction. Upon request (RFF/RFA) and when approved by the Secretary of Defense, provide support to DHS for Caribbean maritime interdiction operations. United States Naval (USN) assets will be used to interdict, hold, and transport. This support will include supporting the Coast Guard in preventing the entry of undocumented aliens into the United States by sea by interdicting, stopping, and boarding vessels carrying such aliens, and returning the vessel and passengers to the country from which it came or another location where DHS has elected to conduct refugee screening. USN vessels will be embarked with a USCG LEDET.
- Use of Naval Station Guantanamo Bay (NSGB). Make available to DHS and DOS, for the housing and care of undocumented aliens interdicted or intercepted in the Caribbean region and taken into their custody, any facilities at NSGB that are in excess to current military needs and the provision of which does not substantially interfere with the operation and security of the naval station.
- Use of NSGB in Mass Migration. In the event the President determines a maritime migration is a "mass migration" under EO 13276, or upon request (RFF/RFA) and when approved by the Secretary of Defense, assume the primary responsibility, as necessary to contain the threat to national security, for the care, custody, safety, transportation, and other needs of migrants at NSGB.
- Collection and Relocation Points (CRPs). Make available to DHS CRPs at identified CONUS DOD locations, which are in excess to current DOD needs and that do not substantially interfere with the operation and security of the base/station. Provide physical security outside the CRP on a DOD facility.
- Intelligence Support: DOD will be requested to provide intelligence relating to sea and air transportation movements toward the United States and conditions in

foreign countries identified as potential sources or transit locations for mass illegal immigration.

- Security Forces: DOD will be requested to provide security forces to augment USCG cutter crews engaged in migrant interdiction operations.
- Detection and Surveillance: DOD will be requested to provide detection and monitoring support to Coast Guard and other agency maritime and air interdiction operations.
- Medical Support. It is anticipated that DHS will require DOD medical assistance during a large scale migration event.
- Transportation Support: Although DOD support may become necessary, HSTF-SE will use non-DOD transportation as the primary means of transporting agency personnel and migrants. DOD may be requested (RFA process) to provide air transportation of DHS or other agency personnel, vehicles, patrol boats (40-foot length or less), and other equipment, if practicable, to the area of emergency response operations, and airlift control elements, if needed, to support the transportation of detained aliens from staging facilities to migrant transition facilities (housing facilities).
- In the event of a Presidentially declared (EO 13276) mass migration in the Caribbean region, DOD shall provide support to the operation of a facility outside of the Continental United States for the custody, care, safety, transportation, and other needs of aliens interdicted or intercepted in the region. DOD will have primary responsibilities for these duties when the magnitude and duration of the event results in a Presidential declaration of mass migration. See reference (a). Commander, U.S. Southern Command (USSOUTHCOM) maintains contingency plans for the use of Naval Base Guantanamo Bay (NSGB) during a Caribbean mass migration.

#### IV. STATE ROLES AND RESPONSIBILITIES

Upon execution of existing mutual aid agreements between Florida and/or its sub-jurisdictions with component agencies of DHS, the State of Florida will assign a State or local liaison officer at each LEDET. LEDET locations are incrementally activated according to operational needs. They are located at the following sites:

- i. Key West
- ii. Marathon
- iii. Plantation
- iv. Pembroke Pines
- v. West Palm Beach
- vi. Ft. Myers

HSTF-SE may seek certain State assistance and support that is not immediately available from Federal sources in a timely manner. Such requests are subject to agreements in place or those agreements made with Federal partners in the event of activation. These agreements may include reimbursement or other compensation to the State for services and/or supplies. Resources/services which may be requested through the FDEM include, but are not limited to:

- i. Law enforcement services and staff
- ii. Health and medical services and staff
- iii. Transportation resources and staff
- iv. Selected commodities, such as water and shelf-stable meals

- v. Field logistical support and staff
- vi. Other resources as necessary and available

### **Florida Division of Emergency Management and the State Emergency Response and Recovery Team**

The mission of the Florida Division of Emergency Management is working together to ensure that Florida is prepared to respond to emergencies, recover from them, and mitigate their impacts. The Florida Division of Emergency Management is the coordinating agency in the State of Florida for the development and implementation of the State Emergency Response and Recovery Team (SERRT) which is comprised of all resources, personnel, and equipment at the state and local levels of government which could conceivably be used to respond and recover from an emergency event. In addition, the SERRT has a significant connection with various private non-profit organizations and private sector companies.

During a mass migration event, the SERRT Chief may consider and implement the following:

- Activate the State EOC to the appropriate level dependent upon the request of support from the Homeland Security Task Force – Southeast and any local response needs.
- Coordinate regional conference calls among affected county emergency operations centers as well as federal, state and local agencies and organizations.
- Provide additional state and local resources to support response and recovery operations as warranted using statewide mutual aid and Emergency Management Assistance Compact processes.
- Coordinate with appropriate federal entities and seek to establish Unified Command.
- Apprise the Governor of the situation and provide operational recommendations

Depending on the circumstances of a mass migration event, the actions of the SERRT Chief may include the following:

- Initiate missions with the FDEM Legal Counsel to provide a draft Governor's Executive Order for action by the Governor.
- Utilizing the "All Hazards" approach of the State Comprehensive Emergency Management Plan (CEMP), activate the State Emergency Operations Center and notify appropriate Emergency Support Functions (i.e. the Emergency Coordinating Officers).
- Deploy an Incident Management Team as necessary.
- Maintain documentation of all information collected and actions taken in the State Emergency Operations Center.
- Coordinate documentation of expenses and submission of claims to the Department of Homeland Security and other appropriate federal agencies.

Upon a threat or occurrence of a mass migration event, the State Emergency Operations Center may activate to a Level 2. During this process, the State Watch Office (SWO) serves as an operational conduit for incoming intelligence/information. The SWO will make notifications and share appropriate information, according to established guidelines, with local area or district offices of the Florida Department of Law

Enforcement (FDLE), the Florida Division of Emergency Management (FDEM), and representatives of other involved State agencies. The State, through the SWO, will receive regular Situation Reports (SITREPS) from the HSTF-SE.

The State and local jurisdictions retain the ability to establish incident command structures independent of Federal actions. Mutual aid agreements exist between States, pursuant to the Emergency Management Assistance Compact, and between the State and its localities, pursuant to Statewide Mutual Aid Assistance. Incident command structures may be established to aid in the execution of these agreements. Any such agreement is separate from any executed mutual aid agreement that may be initiated by the HSTF-SE.

### **ESF 16: Florida Department of Law Enforcement (FDLE)**

The mission of the Florida Department of Law Enforcement (FDLE) is to promote public safety and strengthen domestic security by providing services in partnership with local, state, and federal criminal justice agencies to prevent, investigate, and solve crimes while protecting Florida's citizens and visitors --- all of which dictate their lead role in the state Emergency Support Function 16.

FDLE may provide for the public safety and external security at any federally coordinated Collection and Relocation Point and/or Temporary Staging Area. It is important to note that this support is not guaranteed at any Center coordinated and maintained by the County. FDLE can assist, through the assets of the Homeland Security Task Force-Southeast with the establishment of communication systems at the state logistics staging areas, the Joint Information Center, and field incident command posts.

The Florida Department of Law Enforcement will:

- Coordinate all state and local law enforcement activities. Support agencies for this effort include the Florida Marine Patrol, the Florida Highway Patrol, the Florida Department of Corrections, and the Florida Fish and Wildlife Conservation Commission. Upon approval of the State Coordinating Officer or the State Emergency Response and Recovery Team Chief, the Florida National Guard may be added to this listing based on operational need.
- Provide ongoing information collection and monitoring that may support the implementation of the state Mass Migration Annex in concert with the Comprehensive Emergency Management Plan.
- Serve as the lead coordinating agency for all state and local law enforcement and security coordination including interdiction, transportation, and communications operations.
- Provide representatives for the HSTF-SE Incident Command Post (ICP) upon request.
- Coordinate the operational activities of the Law Enforcement Regional Operations Centers (ROC) as necessary.
- Provide guidance to the on scene FDLE Manager and serve as the primary advisor to the Governor on Law Enforcement issues.
- Provide external security and public safety at Collection and Relocation Point(s) and Temporary Staging Facilities in support of federal law enforcement operations if requested.



- Provide the lead coordination for all telecommunications with the Florida Department of Management Services, Division of Communications, for the acquisition of necessary equipment, including the acquisition of communications support needs for inter-governmental/inter-agency field operations.
- Provide the facility and associated maintenance for the State command and communications center.

### **ESF 8: Florida Department of Health (FDOH)**

The Florida Department of Health (FDOH) is the primary state coordinating entity for the coordination of the medical and public health response to a mass migration event. Of particular importance in this matter is the Refugee Health Assessment Program (RHAP). The FDOH RHAP is responsible for providing culturally sensitive health services to persons who have fled their home country due to any number of reasons (political, religious, or economic). Protection of public health from communicable disease through the review of overseas medical examination records and the provision of health screenings and immunizations is vital.

The Refugee Health Assessment Program provides, through federal funding from the federal Office of Refugee Resettlement, health assessments and immunization services for the following groups of individuals: refugees, asylees, Cuban/Haitian asylum applicants, Cuban/Haitian entrants (including parolees), Americans, and certain survivors of human trafficking.

As recipients of federal funds, county health departments are required to ensure that persons with limited English proficiency receive equal access to services. Trained interpreters and translators are required in the delivery of services to limited English-proficient persons.

FDOH, supported by the Florida Department of Elder Affairs and the Florida Department of Children and Families, may be called upon to perform the following in varying degrees based on the needs of a particular mass migration event:

- Provide support to the U.S. Public Health Service which is charged with providing necessary care to individuals associated with a mass migration event.
- Serve as the liaison to the U.S. Public Health Service (PHS).
- Provide for the emergency medical care of US citizens affected by this event.
- Provide for employees' well-being, safety and medical services.
- In conjunction with the Public Health Service, ESF 8 shall develop and implement health related guidelines and warnings to assist all personnel coming in contact with migrants.
- Provide communications support as necessary.
- Provide a liaison to represent health care issues with the Unified Command, Incident Management Team (s), and other locations as determined by the State

Coordinating Officer and/or the State Emergency Response and Recovery Team Chief.

- In coordination with the Florida Department of Elder Affairs, ESF 8 shall provide relocation assistance to the elderly.
- In coordination with the Florida Department of Children and Families, provide technical assistance through its Refugee Assistance Program and coordinate the family unification program.

### **Florida Emergency Mortuary Operations Response System**

The Florida Emergency Mortuary Operations Response System (FEMORS) mission is to assist and support the local District Medical Examiners Office, Florida Department of Law Enforcement and other response agencies. In the event of a mass migration event with the possibility of mass fatalities, ESF 8 will serve as the coordination point for such resources working closely with ESF 16.

### **ESF 2: Florida Department of Management Services**

The Florida Department of Management Services, ESF 2 will serve as the lead agency in ensuring interoperability of agency communications in support of the State Emergency Response and Recovery Team. They will serve as the coordinating function for the state's provision for communications support before, during, and after any emergency/disaster situation. ESF 2 will coordinate communications assets (both equipment and services) that may be available from a variety of sources (i.e., state agencies, voluntary groups, county agencies, the telecommunications industry, and federal government agencies).

### **Florida Department of Children and Families**

The Florida Department of Children and Families (DCF), through the use of federal funds from the United States Department of Health and Human Services, is responsible for the Refugee Assistance Program (RAP) a program that promotes the economic and social well-being of families, children, individuals, and communities. The RAP provides financial and Medicaid assistance to migrant adults and families without regard to their national origin who meet eligibility criteria. The RAP assists in resettling refugees to achieve economic self-sufficiency as quickly as possible. In addition to RAP, DCF coordinates mental health activities, such as crisis counseling services. This agency will coordinate closely with ESF 8 (Health and Medical) on all aspects of mass migrant operations.

### **ESF 13: Florida National Guard (FLNG)**

In response to a Mass Migration emergency, and when directed by Executive Order, the Adjutant General of Florida coordinates, employs and controls trained National Guard forces in order to assist civil authorities with the protection of life and property, and to maintain peace, order and public safety.

Serving as ESF 13, the Florida National Guard will:

- Upon request from the State Coordinating Officer, provide a Liaison Officer (LNO) to the Incident Management Team when a mass migration is imminent
- Coordinate with the SEOC, ESF-16, and Unified Command when activated.
- The Adjutant General will appoint an Area Command working in conjunction with Unified Command and the SEOC who will receive all mission tasking for ESF-13 resources.

- Support state and local law enforcement with security operations, external of federal operations, as tasked by and coordinated with ESF-16.
- Provide other support services, within existing capabilities, as tasked by the SCO. Such tasking could include military liaison with or from federal sources depending upon the extent of the migration event.

#### **ESF 14: Florida State Office of External Affairs**

The Governor's Office of Public Affairs will lead the state Public Information Office. This spokesperson will receive support from the Florida Division of Emergency Management Lead Public Assistance Officer and resources from other departments as necessary. The state Lead Public Information Officer may assist with activation of the Joint Information Center (JIC) under Unified Command to ensure that all public information is centrally coordinated and consistent communications are disseminated from all state agencies and county information sources in coordination with federal operations. Since a mass migration event is primarily under federal jurisdiction, the state may be requested to participate directly in the federal Joint Information Center. ESF 14 will focus on the following main functions:

- Public Information
- Media Interface
- Federal, State & Local Official Liaisons
- Provide public affairs, legislative affairs and community relations personnel as needed in the Joint Information Center;
- Coordinate all media releases with Unified Command
- Coordinate community relations activities through the Governor's Office (to include the South Florida Office); the Florida Department of Children and Families, Refugee Programs Administration; the Florida Department of Elder Affairs; and the Florida Human Relations Commission.

#### **ESF 6: American Red Cross**

The American Red Cross is a humanitarian organization that provides emergency assistance, disaster relief and education in the United States as part of the International Federation of Red Cross and Red Crescent Societies. It is governed by volunteers and supported by community donations.

The American Red Cross is a component of Emergency Support Function 6 in the State Emergency Operations Center. In coordination with all ESF 6 representative agencies, it is the lead agency responsible for the feeding needs of the immigrants in holding areas and the responding agencies supporting immigrant needs.

During a mass migration, the American Red Cross may be requested to provide the following:

- Deployed as needed at the request of ESF 8
- Offer counseling support during the mass migration
- Offer community services that assist the migrant operation
- Coordinate and manage organizations and personnel related to these functions
- Collect, process and distribute lifesaving blood and blood products
- Offers educational programs that promote health and safety

- Arrange non-denominational memorial services

## V. LOCAL ROLES AND RESPONSIBILITIES

Activation of a county Mass Migration Plan and the County Emergency Operations Center (EOC) is contingent upon the event and is done at the discretion of the County Emergency Management Director or other designated official authority according to county policies working in coordination with the State Emergency Operations Center. As in any activation, the County Emergency Operations Center will stand up the appropriate Emergency Support Functions (ESF) dependent upon the circumstances of the event and follow the respective Standard Operating Procedures (SOPs) and its County Comprehensive Emergency Management Plan for its jurisdiction. As with any emergency event, communications with the State Emergency Operations Center and the State Watch Office remains vital to a coordinated response.

## VI. CONCEPT OF OPERATIONS

This section identifies the Concept of Operations that the State of Florida will use to support the federal effort in a mass migration event. It will address the command structure, operational needs, and support issues for a temporary operation, including command and control, alerts and notifications, and missions and assets. This Annex must work in concert with the local and federal plans.

### **State Emergency Operations Center --- Levels of Activation and Relationship to Mass Migration**

#### **Level 3 (Monitoring):**

- A. An ongoing process in which the Florida Department of Law Enforcement (FDLE) collects, analyzes, and disseminates information related to any current mass migration status.
- B. This aligns with the Homeland Security Task Force – Southeast (HSTF-SE) Director's decision to transition from Alert and Readiness to Maritime Level 1 and Land Level I, as defined in "Operation Vigilant Sentry."
- C. The affected county emergency management office will provide initial assistance to the federal operation in accordance with agreements in effect. The county emergency management office will coordinate their actions with the State Emergency Operations Center as appropriate.

#### **Level 2:**

- A. Event has escalated to the point that the SEOC is partially activated to coordinate collection of information and to notify key personnel. Maintain open lines of communication with the appropriate federal agencies in the affected area and

request cooperative federal/state responses. An Incident Management Team may be deployed to the Joint Coordinating Element (JCE) in South Florida.

- B. This level aligns with the Maritime Level II and Land Level II as defined in “Operation Vigilant Sentry.” The Task Force has activated its primary command center for expanded operations. At this point the Office of Border and Transportation Security have established operational Law Enforcement.
- C. Law Enforcement Detachments (LEDETs) and Collection and Relocation Points (CRPs) in response to a mass migration event are activated at the federal level with support of state and local operations. All internal resources of the Southeast Homeland Security Task Force (HSTF-SE) are being utilized. Regional and national resources are being readied for deployment to the impacted area as necessary.

#### **Level 1:**

- A. The magnitude of the federal operation has reached a level where the State Emergency Operations Center is formally activated to provide intergovernmental coordination, support, command and control.
- B. All Emergency Support Functions (ESF) are manned at the SEOC.
- C. An Incident Management Team may be ordered to deploy to support the local and federal operations. The Governor may likely initiate and sign an Executive Order (Note: The Governor has the prerogative of issuing an Executive Order with any level of SEOC activation)

#### **Alert Notifications**

An alert notification will be implemented when an unrest political situation begins or when migrant flows are elevated to the level where a mass migration may be likely to occur. During this phase and with communications from the HSTF-SE Director, the SCO will be notified and requested to take necessary action to stand up the SEOC, in compliance with the Comprehensive Emergency Management Plan, through an Executive Order of the Governor.

- The State Watch Office will be instructed to notify all key State Emergency Response and Recovery Team personnel to direct them to report to the SEOC
- Conference calls and related communications will occur between the SEOC, County EOCs, federal entities, and others as necessary

#### **Emergency Operations**

When the Homeland Security Task Force Southeast Director requests assistance from the State in support of a mass migration incident, the Governor may issue an Executive Order declaring that a State of Emergency exists. The Order will specify the State Coordinating Officer. The State Coordinating Officer may appoint Deputy State Coordinating Officers as warranted. The State Emergency Response and Recovery Team, activated under such an Executive Order, will operate following the guidance of the State Comprehensive Emergency Management Plan. The following is provided as general background applicable to a mass migration event.

## Operations Section

The SEOC Operations Section reports to the SERRT Chief. This section is comprised of several branches: Operations Support, Human Services, Infrastructure Support and Emergency Services. Operations coordinates the deployment of resources in support of field operations; seeks to gather information necessary to assess incident assignment and determine immediate needs and actions; and coordinates mass migration response through the use of the structure and organization of the State Emergency Response and Recovery Team. The Operations Section is responsible for implementing the following major tasks:

- Monitoring, tasking, and implementing missions and requests for assistance. Coordinating the actions of the Emergency Support Functions responding to missions and requests in a mass migration event
- Coordinating the actions of the Emergency Support Functions responding to missions and requests in a mass migration event
- Participate in IAP meetings.
- Monitor field operations, events and conditions
- Conduct operational briefings.

## Planning Section

The Planning Section is responsible for collecting, evaluating, and disseminating all incident related data and information regarding the development of any incident to include a mass migration. This section conducts Incident Action Planning meetings with the SERRT and prepares the Incident Action Plan (IAP) and situation reports for each operational period. The Plans Section also develops, displays, and distributes incident maps, status boards, databases, personnel contact information, operational schedules, and other critical information necessary for the SERRT to support operations.

## Logistics Section

The Logistics Section coordinates and supports the state resource management process which coordinates the procurement of goods and services and directs the deployment of emergency resources. It acts as an agent on behalf of the SERRT Chief for pre-event and operational sourcing, contracting, procurement, receipt, storage, handling, security, accountability, inventory, deployment, distribution, recovery reutilization and disposition of expendable and non-expendable resources and services in support of emergency management tactical operations. Effective logistics management ensures that all functions are executed in a unified manner in order to reduce costs, ensure appropriate support actions, and decrease delivery time. In addition, the Logistics Section implements, as needed, the following which may pertain to a mass migration event:

- Coordination of pre-event facility selection and building services of temporary response and recovery sites including staging areas, warehousing operations and other locations as needed.
- Coordination with entities involved in the acquisition of commodities (non-profit agencies, FEMA, US Army Corps of Engineers, and private contractors as examples).
- Obtains resources from internal supplies, contractor resources, private vendors, or through Statewide Mutual Aid Agreement which is coordinated through the State

Emergency Operations Center or through the Emergency Management Assistance Compact (EMAC) system.

- Provides transportation, equipment maintenance, fuel, food service, communication and medical services for incident personnel.

### **Finance and Administration Section**

The Finance and Administration Section monitors cost expenditures. In particular, the State must meet all requirements related to the Robert T. Stafford Act as administered by the Federal Emergency Management Agency. In the event of a mass migration, all state government agencies will coordinate the timely transfer of all responsibilities, records and information to appropriate federal agencies. All state government agencies will document actions and missions to include resources used and cost to the State of Florida. This information will be compiled by the Division of Emergency Management and submitted to the U.S. Department of Homeland Security for reimbursement.

The Finance and Administration Section will:

- Monitor all sources of funds.
- Track and report the financial status of the operation as the mass migration progresses.
- Ensure proper recording of personnel time and equipment usage time as they relate to a mass migration mission tasking.
- Coordinate with the Logistics Section to identify sources of equipment; prepare and sign equipment rental agreements; and process all administrative requirements associated with equipment rental and supply contracts.
- Provide financial updates to the SEOC.

### **Direction and Control**

#### **State Emergency Operations Center**

- Coordinates the overall state response including intergovernmental, legislative and congressional information and response to a mass migration.
- The State Emergency Response and Recovery Team Chief will oversee all field operations deployment.
- Serve as the central coordinating center in support of federal and county government.
- Staff according to the level of the mass migration event.

### **Field Operations**

**Area Command:** An Area Command may be established when a mass migration becomes multi-jurisdictional in support of federal, state, and local government response operations:

Upon direction by the State Coordinating Officer, the Area Command may be comprised of the following:

- Executive Office of the Governor from the South Florida Office
- Public Affairs Office of the Florida Department of Law Enforcement

- Division of Emergency Management Regional Coordinator
  - Florida Department of Law Enforcement South Florida Investigation Center
  - Miami Regional Operations Center (MROC) Manager
  - Department of Law Enforcement
  - Department of Health
  - Department of Elder Affairs
  - Department of Military Affairs
  - Department of Children and Families
  - Other departments or agencies deemed necessary by the SERRT Chief or the State Coordinating Officer
- a. The Incident Management Team will provide pertinent information regarding the event to the State Emergency Response and Recovery Team Chief. The Incident Management Team will operate at a location in the South Florida area as determined and approved by the SCO or SERRT Chief.
  - b. Additional state agencies may be tasked to provide a representative to the Southeast Coordination Group (SECG).
  - c. The SECG will operate from a facility to be determined by the Homeland Security Task Force-Southeast Director.
  - d. A Deputy State Coordinating Officer (DSCO) may be deployed to the Southeast Coordination Group to link with federal counterparts under Unified Command.

**Incident Management Team:** Upon notification that the Southeast Coordination Group (SECG) is activated, an Incident Management Team may be deployed to Miami to coordinate state and local response. The Incident Management Team (IMT) will monitor the federal operation and provide operational updates to the SEOC and coordinate any public information released. The IMT will forward all resource requests to the State EOC to insure proper resource management.

The Incident Management Team may include the following representatives:

- Incident Commander designated by the SCO or SERRT Chief
- Operations Chief
- Planning Chief
- Logistics Chief
- Public Information Officer
- Finance and Administration
- Other positions as deemed necessary by the SERRT Chief

## VII. TYPES OF STATE SUPPORT ANTICIPATED IN A MASS MIGRATION EVENT

State support of federal operations in a mass migration event may range in many missions and aspects similar to any other type of emergency operation. Generally speaking, the federal planning for mass migration and the possible request and use of state resources will generally fall into six operational areas as follows:

- A. Enforcement
  - Intelligence sharing (ESF 16)
  - command and control (ESF 16)
  - mobile command vehicles (ESF 16)



- coordination of ESF 16 resources (ESF 16)
- B. Apprehension
  - In Shore and Off Shore (ESF16)
  - Check Point Operations (ESF16)
  - Traffic Control (ESF 16 & ESF 13)
- C. Processing
  - Transportation (ESF 16 & 13)
  - Medical Support Transportation (ESF 8, ESF 13, and ESF 7/Logistics)
  - Supplies and Material (ESF 7)
  - Crowd/Traffic Control (ESF 16 & 13)
- D. Transportation
  - Movement Escort (ESF 16)
  - Migrant Transportation –Resource Coordination (ESF 7 & 16)
- E. Detention
  - Space Coordination and Facilities (ESF 16 & 7)
  - Medical Support (ESF 8)
  - Transportation (ESF 16)
  - Juvenile Care and Placement (ESF 8 & 6)
  - Elderly Care (ESF 8 & 6)
  - Supplies and Material (ESF 7)
  - Traffic/Crowd Control (ESF 13 & 16)
  - Outside of the immediate Illegal Alien Apprehension Collection Operations, only in support of local incidents (ESF 13)
- F. Unified Command
  - SEOC and the State Emergency Response and Recovery Team as needed

# THE STATE OF FLORIDA RADIOLOGICAL EMERGENCY PREPAREDNESS PLAN



**Annex to the State Comprehensive Emergency Management Plan**

**FLORIDA DIVISION OF EMERGENCY MANAGEMENT  
2555 SHUMARD OAK BOULEVARD  
TALLAHASSEE, FLORIDA 32399-2100**

EXECUTIVE SUMMARY

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# State of Florida Radiological Emergency Preparedness Annex

## EXECUTIVE SUMMARY

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The State of Florida Radiological Emergency Management Plan identifies the actions to be taken by the State and local governments in preparing for, responding to, and recovering from a radiological emergency. This Plan addresses the Crystal River Nuclear Power Plant (operated by Duke Energy), the Turkey Point Nuclear Power Plant (operated by the Florida Power and Light Company), the St. Lucie Nuclear Power Plant (operated by the Florida Power and Light Company), the Farley Nuclear Power Plant (operated by the Southern Nuclear Operating Company), and the launch of radioisotope thermoelectric generators from the Kennedy Space Center/Cape Canaveral Air Station, and Kings Bay Nuclear Submarine Base. This Plan establishes the planning and operational concepts for responses to radiological emergencies at these locations. The details of the implementation of these concepts are contained in state and county implementing procedures.

The Florida Division of Emergency Management has overall responsibility for coordination of federal, state and local response to emergencies. The Division also has the overall authority and responsibility for updating and coordinating the plans with other response organizations. Within the Division, the Bureau of Preparedness has the responsibility for coordinating state planning for a radiological emergency.

The REP Plan is divided into fifteen chapters and six appendices as follows:

**Chapter 1 - Introduction** - provides a discussion of the purpose, scope, and planning assumptions on which the Annex was developed.

**Chapter 2 - The Radiological Emergency Response Organization** - identifies the various state, county, and federal response organizations and describes their responsibilities in the event of a radiological emergency.

**Chapter 3 - Command and Control** - describes the management of the emergency response efforts at the state and county levels.

**Chapter 4 - Emergency Classification System** - describes the four classes of emergency for a fixed nuclear facility and explains the general actions to be taken in response to each classification.

**Chapter 5 - Notification and Activation** - identifies the responsibilities and systems for alert of emergency personnel; activating emergency plans; obtaining assistance from other agencies and warning the public.

**Chapter 6 - Emergency Communications** - describes the primary and backup communications systems used by the licensee, state and local agencies.

**Chapter 7 - Public Information and Education** - provides guidance for the timely and accurate collection, coordination, and dissemination of information to keep the public informed of potential hazards and emergency responses.

**Chapter 8 - Emergency Facilities and Equipment** - identifies the state, local and licensee emergency response facilities and equipment that would be used to effectively manage a radiological emergency.

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**LOCAL AUTHORITIES**

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**Chapter 9 - Accident Assessment** - establishes the procedures to be used during an emergency at a nuclear power plant to assess the health and safety hazard to citizens. This chapter also identifies the organizations responsible for assessing and recommending necessary protective actions to include federal assistance available to support state emergency operations and procedures for obtaining this assistance.

**Chapter 10 - Protective Response** - provides guidelines for actions that can be taken to protect the public from significant releases of radioactive materials.

**Chapter 11 - Medical and Public Health Support** - describes arrangements for local hospitals, medical services and for transporting victims of radiological emergencies to medical support facilities.

**Chapter 12 – Recovery and Response**

**Chapter 13 - Exercises and Drills** - outlines the requirements for annually and quarterly radiological exercises and drills to evaluate the plan and the response skills of emergency response personnel.

**Chapter 14 - Radiological Emergency Response Training** - provides assurances that emergency personnel are trained to respond to a radiological incident.

**Local Authorities**

The development and implementation of Florida's Radiological Emergency Management Plan is consistent with and pursuant to the applicable state and federal authorities and references that are listed in Section VII (References and Authorities) of the State of Florida Comprehensive Emergency Management Plan. In addition, the Florida Department of Health's Bureau of Radiation Control Standard Operating Procedures for Radiological Emergencies and the following local authorities and references are applicable to this Plan:

1. Monroe County Board of County Commissioners current Resolution on Civil Defense
2. Martin County Board of County Commissioners current Resolution on Emergency Management
3. St. Lucie County Board of County Commissioners current Resolution on Emergency Management
4. Brevard County Emergency Management
5. Indian River County Emergency Management
6. Palm Beach County Emergency Management
7. Miami-Dade County Administrative Order 9-2
8. Miami-Dade County Administrative Order 9-5
9. Miami-Dade County Administrative Order 9-12

## State of Florida Radiological Emergency Preparedness Annex

### **LOCAL AUTHORITIES**

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10. Miami-Dade County Administrative Order 9-19
11. Code of Metropolitan Dade County Chapter 8B
12. Monroe County Emergency Management
13. All Ingestion Counties in the State of Florida
14. State of Alabama Emergency Management
15. Existing Mutual Aid Agreements



## State of Florida Radiological Emergency Preparedness Annex

### DEFINITIONS

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Alpha Radiation	Emission of positively charged particles from nucleus of an atom.
Beta Radiation	Emission of negatively charged particles (electrons) from the nucleus of an atom.
Contamination	The deposition of radioactive material levels on the surface of structures, areas, objects, or personnel.
Curie (Ci)	A unit of radioactivity equal to $3.7 \times 10^{10}$ disintegrations per second.
Decontamination	The reduction or removal of contamination from structures, areas, objects or personnel.
Direct Read Dosimeter	An instrument that allows the wearer to determine the level of gamma radiation exposure that they have received; can be read directly in the field.
Dose	A general term denoting the quantity of radiation or energy absorbed.
Dose Commitment	The radiation dose equivalent received by an exposed individual to the organ cited over a lifetime from a single event.
Dose Equivalent	The quantity that expresses all radiation on the common scale for calculating the effective adsorbed dose. It is defined as the product of the absorbed dose in rads and certain modifying factors. The unit of dose equivalent is the Roentgen Equivalent Man.
Dose Rate	The radiation dose delivered per unit of time (measured, for example, in Roentgen Equivalent Man per hour).
Dosimeter	An instrument that measures an individual's cumulative external exposure to radiation.
Dosimeter Badge	A badge device that provides the official dose of record (such as film or thermoluminescent).
Emergency Classification	Any event or condition which is classified into one of the four event categories (Unusual Event, Alert, Site Area Emergency, and General Emergency).

## State of Florida Radiological Emergency Preparedness Annex

### DEFINITIONS

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Emergency Planning Zone	The area around a nuclear power plant for which planning efforts are made. There are two zones, the 10-mile plume exposure zone. Also see Plume Exposure Pathway.
Gamma Radiation	A form of electromagnetic, high energy radiation emitted from a nucleus. Gamma radiation is essentially the same as x-rays and requires heavy shielding.
Host County	A county designated to receive and care for evacuees from a risk county.
Ingestion Pathway Zone	The ingestion pathway zone extends for a radius of approximately 50 miles from the plant site. The principal exposure source from this pathway would be from ingestion of contaminated water or foods such as milk, fresh vegetables or aquatic food stuffs.
Licensee	A utility licensed by the Nuclear Regulatory Commission.
Megawatt	One million watts.
Microcurie	1/1,000,000 of a curie.
Millirem	1/1,000 of a Roentgen Equivalent Man.
Noble Gases	Gases that do not react chemically with other materials and are not absorbed by plants or animals. The noble gases are helium, neon, argon, krypton, xenon, and radon.
Offsite	All land and water areas outside the owner controlled area.
Onsite	All land and water areas inside the owner controlled area.
Plume	Radioactive particles driven by wind and other environmental and topographical features.
Plume Exposure Pathway	The plume exposure pathway extends outward to a radius of approximately 10 miles from the plant site. The principal exposure sources are direct external exposure to beta and gamma radiation from the plume and deposited material, and internal exposure resulting from the inhalation of radioactive material in the plume.
Potassium Iodide	A blocking agent for radioiodine which prevents the thyroid from absorbing radioactive iodine by saturating the thyroid with stable iodine. Also known by its chemical symbol: KI.
Pressurized Water Reactor	Reactor in which the primary closed coolant system is kept under enough pressure so that it doesn't boil. Steam formed in a secondary closed system by heat transfer is used to turn turbines to generate electricity.

## State of Florida Radiological Emergency Preparedness Annex

### DEFINITIONS

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Protective Action	An action taken to avoid radioactive contamination.
Radiation Absorbed Dose	The basic unit of a dose of ionizing radiation. (RAD)
Risk County	A county within the 10-mile plume exposure pathway emergency planning zone.
Roentgen (R)	A measure of the total amount of ionization that a quantity of gamma or x-ray radiation would produce in air.
Roentgen Equivalent Man (REM)	The dose of ionizing radiation that will cause the same biological effect as one roentgen of x-ray or one gamma-ray exposure.
State Emergency Response and Recovery Team	A team comprised of state agency representatives, volunteer organizations, and private business sector representatives all working together to assist the State in preparation for, response to, recovery from, and mitigation of the impacts of an emergency or disaster event.
Survey Meters	Meters that detect and read radiation exposure in units of time.

## State of Florida Radiological Emergency Preparedness Plan

### Cross Reference to Nuclear Regulation – 0654/Federal Emergency Management Agency Radiological Emergency Preparedness Revision #1

<b>Criterion</b>	<b>State</b>	<b>Crystal River Local</b>	<b>Turkey Point Local</b>	<b>St Lucie Local</b>
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<b>B.1-9.</b>	N/A	N/A	N/A	N/A
<b>C.1.a.</b>	9-2 Sect IV.B SCEMP Sect III.C.3 SCEMP Sect III.B	N/A	N/A	N/A
<b>C.1.b.</b>	9-2 Sect IV.B	N/A	N/A	N/A
<b>C.1.c.</b>	2-12 Sect VII.C 6-3 Sect III.K Fig 6-1 CH 8	I-23 Sect IX.G I-16 Sect VI I-20 Sect IX I-37 Sect XIII Fig I-8, I-9, & I-18	II-13 Sect VI II-21 Sect IX.G II-18 Sect IX II-31 Sect XIII Fig II-12 & II-20	III-31 Sect IX.G III-21 Sect VI III-41 Sect XIII III-26 Sect IX Fig III-14, III-15, & III-26
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<b>C.2.b.</b>	N/A	N/A	N/A	N/A
<b>C.3.</b>	8-2 Sect V 9-1 Sect III 9-2 Sect IV Fig 8-1, 8-2, & 8-3	N/A	N/A	N/A

**State of Florida Radiological Emergency Preparedness Plan**

**Cross Reference to Nuclear Regulation – 0654/Federal Emergency Management Agency  
Radiological Emergency Preparedness Revision #1**

<b>Criterion</b>	<b>State</b>	<b>Crystal River Local</b>	<b>Turkey Point Local</b>	<b>St Lucie Local</b>
<b>C.4.</b>	2-1 Sect I 9-1 Sect III 9-2 Sect IV 12-1 Sect I & II Fig 12-1 & 12-2 SCEMP Sect I	I-1 Sect II I-37 Sect XIII I-14 Sect III	II-1 Sect II II-31 Sect XIII II-20 Sect IX.F	III-1 Sect II III-29 Sect IX.F III-41 Sect XIII
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<b>E.2.</b>	5-1 Sect I & II 6-1 Sect I & II	I-15 Sect V	II-11 Sect V	III-19 Sect V
<b>E.3-4.</b>	N/A	N/A	N/A	N/A
<b>E.5.</b>	1-2 Sect IV.A 5-5 Sect III CH 7	I-16 Sect VI	II-13 Sect VI	III-21 Sect VI
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<b>F.1.f.</b>	N/A	N/A	N/A	N/A
<b>F.2.</b>	N/A	I-17 Sect VII.A I-18 Sect VII.B	II-15 Sect VII.A II-16 Sect VII.B	III-23 Sect VII.A III-24 Sect VII.B
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<b>G.2.</b>	7-4 Sect VII Fig 7-9	I-19 Sect VIII.A	II-17 Sect VIII.A	III-25 Sect VIII.A

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<b>Criterion</b>	<b>State</b>	<b>Crystal River Local</b>	<b>Turkey Point Local</b>	<b>St Lucie Local</b>
<b>G.3.a.</b>	7-3 Sect IV.A&B 7-4 Sect V	I-20 Sect IX	II-18 Sect IX	III-26 Sect IX
<b>G.3.b.</b>	N/A	N/A	N/A	N/A
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<b>G.5.</b>	7-4 Sect VII	I-20 Sect VIII.B	II-18 Sect VIII.B	III-25 Sect VIII.B
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<b>I.9.</b>	9-1 Sect III.A 9-2 Sect IV BRC, SOP 6, 9, & 13	N/A	N/A	N/A
<b>I.10</b>	9-1 Sect III.A BRC, SOP 1-20	N/A	N/A	N/A
<b>I.11.</b>	9-2 Sect IV 11-2 Sect III.A.2.b	N/A	N/A	N/A
<b>J.1.</b>	N/A	N/A	N/A	N/A
<b>J.2.</b>	11-6 Sect V SCEMP Sect IV.K	I-27 Sect XII.E, F, I, J 11-5 Sect V	II-24 Sect XII.E 11-5 Sect V	III-35 Sect XII.E 11-5 Sect V

## State of Florida Radiological Emergency Preparedness Plan

### Cross Reference to Nuclear Regulation – 0654/Federal Emergency Management Agency Radiological Emergency Preparedness Revision #1

<b>Criterion</b>	<b>State</b>	<b>Crystal River Local</b>	<b>Turkey Point Local</b>	<b>St Lucie Local</b>
<b>J.3-8.</b>	N/A	N/A	N/A	N/A
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<b>J.10.b.</b>	11-6 Sect V	Fig I-13	Fig II-14	Fig III-20 & III-21
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<b>J.10.i.</b>	11-6 Sect V.C&G	Fig I-15	Fig II-16	Fig III-22
<b>J.10.j.</b>	11-3 Sect III.B.2.d 2-6 Sect II.C Fig 2-1	I-27 Sect XII.C Fig I-3 & I-5	II-24 Sect XII.C Fig II-3 & II-5	III-35 Sect XII.C Fig III-3 & III-5
<b>J.10.k.</b>	11-6 Sect V.C&G	I-27 Sect XII.E 11-5 Sect V	II-24 Sect XII.E 11-5 Sect V	III-35 Sect XII.E 11-5 Sect V
<b>J.10.l.</b>	11-6 Sect V	Fig I-15	Fig II-16	Fig III-22
<b>J.10.m</b>	11-1 Sect II.A 11-3 Sect III.B.1.c BRC, SOP 6, 9, 13, & 16	N/A	N/A	N/A
<b>J.11.</b>	11-3 Sect II.B 11-3 Sect III.B.1.b-e Fig 11-1 & 11-2 BRC SOP 6, 9, 13, & 16	N/A	N/A	N/A
<b>J.12.</b>	11-2 Sect III.B	I-28 Sect XII.F I-36 Sect XII.I	II-29 Sect XII.F II-29 Sect XII.G	III-39 Sect XII.F III-39 Sect XII.G
<b>K.1-2.</b>	N/A	N/A	N/A	N/A
<b>K.3.a.</b>	10-1 Sect II BRC SOP 1, 2, 4, 6, 14 & 19	I-24 Sect XI	II-21 Sect XI	III-32 Sect XI
<b>K.3.b.</b>	10-1 Sect II Fig 10-1 & 10-2 BRC, SOP 4	I-24 Sect XI	II-21 Sect XI	III-32 Sect XI

## State of Florida Radiological Emergency Preparedness Plan

### Cross Reference to Nuclear Regulation – 0654/Federal Emergency Management Agency Radiological Emergency Preparedness Revision #1

<b>Criterion</b>	<b>State</b>	<b>Crystal River Local</b>	<b>Turkey Point Local</b>	<b>St Lucie Local</b>
<b>K.4.</b>	10-2 Sect III BRC, SOP 2	I-1 Sect II.A.1 I-6 Sect II.B.1 I-24 Sect XI	II-1 Sect II.A.1 II-5 Sect II.B.1 II-21 Sect XI	III-1 Sect II.A.1 III-5 Sect II.B.1 III-32 Sect XI
<b>K.5.a.</b>	10-3 Sect V Fig 10-2 BRC, SOP 5	I-35 Sect XII.H	II-29 Sect XII.F	III-39 Sect XII.F
<b>K.5.b.</b>	10-3 Sect V	I-35 Sect XII.H	II-29 Sect XII.F	III-39 Sect XII.F
<b>K.6-7.</b>	N/A	N/A	N/A	N/A
<b>L.1.</b>	12-1 Sect I & II Fig 12-1 & 12-2	I-37 Sect XIII	II-31 Sect XIII	III-41 Sect XIII
<b>L.2.</b>	N/A	N/A	N/A	N/A
<b>L.3.</b>	12-1 Sect II Fig 12-1 & 12-2	N/A	N/A	N/A
<b>L.4.</b>	12-1 Sect I-III Fig 12-1 & 12-2	I-37 Sect XIII	II-31 Sect XIII	III-41 Sect XIII
<b>M.1.</b>	11-1 Sect III 13-1 Sect I thru III	I-38 Sect XIV	II-32 Sect XIV	III-42 Sect XIV
<b>M.2.</b>	N/A	N/A	N/A	N/A
<b>M.3.</b>	13-1 Sect II	N/A	N/A	N/A
<b>M.4.</b>	13-2 Sect IV.A.1	N/A	N/A	N/A
<b>N.1.a.</b>	14-1 Sect II	I-38 Sect XV 14-1 Sect II	II-32 Sect XIV 14-1 Sect II	III-42 Sect XV 14-1 Sect II
<b>N.1.b.</b>	14-1 Sect II	I-38 Sect XV 14-3 Sect II.G	II-32 Sect XIV 14-3 Sect II.G	III-42 Sect XV 14-3 Sect II.G
<b>N.1.d</b>	14-1 Sect II.C			
<b>N.2.a.</b>	14-3 Sect III.A	I-38 Sect XV 14-3 Sect III.A	II-32 Sect XIV 14-3 Sect III.A	III-42 Sect XV 14-3 Sect III.A
<b>N.2.b.</b>	N/A	N/A	N/A	N/A
<b>N.2.c.</b>	14-3 Sect III.B	I-38 Sect XV 14-3 Sect III.B	II-32 Sect XV 14-3 Sect III.B	III-42 Sect XV 14-3 Sect III.B
<b>N.2.d.</b>	14-4 Sect III.C	I-38 Sect XV 14-3 Sect III.C	II-32 Sect XV 14-3 Sect III.C	III-42 Sect XV 14-3 Sect III.C
<b>N.2.e.</b>	14-4 Sect III.D	I-38 Sect XV 14-4 Sect III.D	II-32 Sect XV 14-4 Sect III.D	III-42 Sect XV 14-4 Sect III.D
<b>N.3.</b>	14-2 Sect II.F	I-38 Sect XV 14-2 Sect II.F	II-32 Sect XV 14-2 Sect II.F	III-42 Sect XV 14-2 Sect II.F
<b>N.4.</b>	14-3 Sect II.G	I-38 Sect XV 14-3 Sect II.G	II-32 Sect XV 14-3 Sect II.G	III-42 Sect XV 14-3 Sect II.G
<b>N.5.</b>	14-3 Sect II.G	I-38 Sect XV 14-3 Sect II.G	II-32 Sect XV 14-3 Sect II.G	III-42 Sect XV 14-3 Sect II.G
<b>O.1.</b>	15-1 Sect II	N/A	N/A	N/A
<b>O.1.a.</b>	N/A	N/A	N/A	N/A
<b>O.1.b.</b>	15-2 Sect IV	I-38 Sect XVI 15-1 Sect III	II-32 Sect XVI 15-1 Sect III	III-42 Sect XVI 15-1 Sect III
<b>O.2-3.</b>	N/A	N/A	N/A	N/A
<b>O.4.a.</b>	Fig 15-1 thru 15-3 15-1 Sect II&III	I-38 Sect XVI 15-1 Sect II	II-32 Sect XVI 15-1 Sect II	III-42 Sect XVI 15-1 Sect II



## State of Florida Radiological Emergency Preparedness Plan

### Cross Reference to Nuclear Regulation – 0654/Federal Emergency Management Agency Radiological Emergency Preparedness Revision #1

<b>Criterion</b>	<b>State</b>	<b>Crystal River Local</b>	<b>Turkey Point Local</b>	<b>St Lucie Local</b>
<b>O.4.b.</b>	Fig 15-1 thru 15-3 BRC SOP 18	I-38 Sect XVI 15-1 Sect II	II-32 Sect XVI 15-1 Sect II	III-42 Sect XVI 15-1 Sect II
<b>O.4.c.</b>	Fig 15-1 thru 15-3 BRC SOP 18	I-38 Sect XVI 15-1 Sect II	II-32 Sect XVI 15-1 Sect II	III-42 Sect XVI 15-1 Sect II
<b>O.4.d.</b>	Fig 15-1 thru 15-3	I-38 Sect XVI 15-1 Sect II	II-32 Sect XVI 15-1 Sect II	III-42 Sect XVI 15-1 Sect II
<b>O.4.e.</b>	N/A	N/A	N/A	N/A
<b>O.4.f.</b>	Fig 15-1 thru 15-3	I-38 Sect XVI 15-1 Sect II	II-32 Sect XVI 15-1 Sect II	III-42 Sect XVI 15-1 Sect II
<b>O.4.g.</b>	N/A	I-38 Sect XVI 15-1 Sect II	II-32 Sect XVI 15-1 Sect II	III-42 Sect XVI 15-1 Sect II
<b>O.4.h.</b>	Fig 15-1 thru 15-3	I-38 Sect XVI 15-1 Sect II	II-32 Sect XVI 15-1 Sect II	III-42 Sect XVI 15-1 Sect II
<b>O.4.i.</b>	N/A	N/A	N/A	N/A
<b>O.4.j.</b>	Fig 15-1 thru 15-3	I-38 Sect XVI 15-1 Sect II	II-32 Sect XVI 15-1 Sect II	III-42 Sect XVI 15-1 Sect II
<b>O.5.</b>	15-2 Sect III 15-3 Sect V	I-38 Sect XVI 15-1 Sect III 15-2 Sect IV	II-32 Sect XVI 15-1 Sect III 15-2 Sect IV	III-42 Sect XVI 15-1 Sect III 15-2 Sect IV
<b>P.1.</b>	1-1 Sect I 15-2 Sect III	I-38 Sect XVI 15-1 Sect III	II-32 Sect XVI 15-1 Sect III	III-42 Sect XVI 15-1 Sect III
<b>P.2.</b>	1-1 Sect I SCEMP Sect VI	I-1 Sect II	II-1 Sect II	III-1 Sect II
<b>P.3.</b>	1-1 Sect 1 SCEMP Sect VI	I-1 Sect II	II-1 Sect I	III-1 Sect II
<b>P.4.</b>	1-1 Sect I 11-6 V.C 14-3 Sect III.G SCEMP Sect VI	1-1 Sect I	1-1 Sect I	1-1 Sect I
<b>P.5.</b>	1-1 Sect I 2-1 Sect II SCEMP Sect VI	I-1 Sect II SCEMP Sect VI	II-1 Sect II SCEMP Sect VI	III-1 Sect II SCEMP Sect VI
<b>P.6.</b>	I-2 Sect IV SCEMP Sect VIII	SCEMP Sect VIII	SCEMP Sect VIII	SCEMP Sect VIII
<b>P.7.</b>	The procurement of such documents stipulated by this criterion does not enhance the integrity of this plan. Operating Procedures are available upon request. See 1-2 Sect IV for a list supporting documents			
<b>P.8.</b>	Table of Contents	Table of Contents	Table of Contents	Table of Contents
<b>P.9.</b>	N/A	N/A	N/A	N/A
<b>P.10.</b>	5-1 Sect II	5-1 Sect II	5-1 Sect II	5-1 Sect II

# State of Florida Radiological Emergency Preparedness Plan

## Record of Changes

<b>Date</b>	<b>Description of Change</b>	<b>Page or Section</b>
6/14	Updated with ESF's	Chapter 2
6/14	Updated Responsibilities Matrix	Figure 2-2
6/14	Added language referencing cooperative relationship	2-1 Sect I
6/14	Added language on 24-hour staffing	6-1 Sect II
6/14	Added language on routing of requests	9-2 Sect IV.B
6/14	Added section about FRMAC	9-2 Sect IV.B
6/14	Added checklist for responsibilities prior to requesting federal assistance	2-12 Sect VII.C
6/14	Added language on federal interoperable communications	6-3 Sect III
6/14	Added language stating provisions to allow law enforcement onsite	2-7 Sect II.D
6/14	Reference to FAB's EAS Plan added	1-2 Sect IV.A
6/14	Verbiage edited to include "host and ingestion counties"	6-1 Sect III.B
6/14	Ingestion Pathway Brochure Added	Figure 7-9
6/14	Verbiage added regarding ESF 14, ENC, and ENC layouts	7-3 Sect IV.A&B
6/14	Added sensitive information clause	7-1 Sect III
6/14	Rumor control and social media information added	7-1 Sect III.A
6/14	Added verbiage regarding security and backup power	8-1 Sect II.A
6/14	Added SEOC diagram and SEOC Equipment List	Figures 8-4 and 8-5
6/14	Added verbiage regarding activation procedures	5-1 Sect I
6/14	Figure updated with current BRC Equipment list and SAT Dosimetry equipment	Figure 8-6
6/14	Added verbiage regarding onsite evacuations	11-6 Sect V.D
6/14	Added verbiage regarding evacuation maps and DOH support with healthcare facilities	11-6 Sect V
6/14	Added verbiage regarding supplemental state resources	11-2 Sect III.B
6/14	Added verbiage regarding additional state dosimetry resources	10-1 Sect II.A
6/14	Added verbiage regarding when state assistance may be requested	12-2 Sect II
6/14	Added verbiage regarding response organizations	13-1 Sect II
6/14	Added verbiage regarding the frequency of drills	14-3 Sect III.A
6/14	Added verbiage regarding the frequency of exercises	14-3 Sect III.B
6/14	Added verbiage clarifying terms, areas, and frequency	14-4 Sect III.C
6/14	Added section addressing corrective actions	14-3 Sect II.G.3
6/14	Added verbiage regarding training (SAT Members & Just-in-Time Training, and documentation)	15-1 Sect II.A-C
6/14	Added verbiage regarding mutual aid agreements	15-2 Sect IV
6/14	Edited section to include FDEM Director and personnel	15-2 Sect II
6/14	Added verbiage regarding State Watch Office personnel REP Training	15-2 Sect III
6/14	Added verbiage regarding State, Local, and Tribal agencies training	15-1 Sect II
6/14	Added verbiage on the responsibilities of State REP planners	1-1 Sect I

# State of Florida Radiological Emergency Preparedness Plan

## Record of Changes

	updating REPP annually	
6/14	Added verbiage on the responsibilities of State REP planners coordinating plans/procedures with ORO's	1-1 Sect I
6/14	Added verbiage on the responsibilities of State REP planners incorporating changes identified in drills/exercises and documentation in Letter of Certification	1-1 Sect I
6/14	Updated ECO contact information	1-2 Sect IV
6/14	Added Verbiage about REPORO	5-1 Sect II
7/14	Added verbiage regarding support with evacuations of people with functional needs, and other state evacuation support	7-6 Sect V
7/14	Added verbiage regarded request of state support for traffic points	11-3 Sect III.B.2.d
7/14	Added verbiage regarding Radiation Safety Officers	10-1 Sect II.B
7/14	Added verbiage clarifying response organizations and all phases	13-1 -13-3
7/14	Added verbiage on agencies involved in long term dose assessment	13-2 Sect IV.A.1
7/14	Added verbiage on REP Training	15-2 Sect III

**I. Purpose and Scope**

The State of Florida Radiological Emergency Preparedness Plan (REPP), an annex to the State of Florida Comprehensive Emergency Management Plan (CEMP), addresses radiological emergencies for nuclear power plants and is based upon guidance developed by the U. S. Nuclear Regulatory Commission and the Federal Emergency Management Agency (Nuclear Regulation-0654, Revision I). This Plan supports the (CEMP) and is operations oriented. It addresses the ability of state and local government to respond to radiological emergencies and defines responsibilities of state agencies with regard to the emergency support function approach to planning and operations. This Plan is also based upon certain assumptions, the existence of specific resources and capabilities that may be subject to frequent change. The Florida Division of Emergency Management Radiological Preparedness Planners are responsible for the oversight of the State's REPP development and maintenance. This will be documented in the Annual Letter of Certification. FDEM REP Planners are responsible for coordinating plans with other offsite response organizations.

To facilitate effective intergovernmental operations, this Plan refers to the Emergency Support Functions (ESF) method of response. Each ESF is coordinated by a lead agency, which has been selected based on its authorities, resources, and capabilities of that functional area. The ESFs serve as the primary conduit through which State assistance is provided to local governments in an affected area. State assistance will be provided to affected counties under the overall authority of the State Coordinating Officer or designee, who acts on behalf of the Governor.

**II. Assumptions**

Radiological incidents can range from a minor emergency with no offsite effects to a major emergency that may result in an offsite release of radioactive materials.

The overall objective of radiological response planning and preparedness is to minimize radiation exposure from a variety of emergencies that could produce offsite radiation doses in excess of protective action guides established by the Environmental Protection Agency. Minimizing radiation exposure will reduce the consequences of an emergency to an affected area.

As an alternative to defining a specific incident, this Plan identifies various parameters for planning that are based upon knowledge of the possible consequences, timing and release characteristics of a range of emergencies.

The licensees will notify State and Risk Counties of an emergency in sufficient time to implement warning and protective actions.

The licensees will provide sufficient funding to state and local governments to ensure compliance with federal, State and local radiological emergency preparedness requirements.

**INTRODUCTION**

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**III. Emergency Planning Zones**

Emergency Planning Zones (EPZs) are defined as the areas for which detailed planning is needed to ensure that prompt and effective actions can be taken to protect the public in the event of a radiological emergency. Although the radius of the EPZs implies a circular area, the actual response will be dependent on local conditions such as defined boundaries, topography, land use characteristics, access routes.

**A. Plume Exposure Pathway**

The Plume Exposure Pathway (PEP) extends outward to a radius of approximately 10 miles from the plant site. Appropriate response actions will be determined by the ability to best reduce potential exposure under the specific conditions occurring during a radiological emergency.

**B. Ingestion Pathway Emergency Planning Zone**

The Ingestion Pathway Zone (IPZ) extends for a radius of approximately 50 miles from the plant site. The principal exposure sources are from the ingestion of contaminated agricultural products such as milk, fresh fruits and vegetables, aquatic foods or from contaminated surface water sources. For this pathway, the planning effort involves the identification of potentially contaminated food and water. Following identification, control measures will be used to minimize danger to the public. More information is available on in the agriculture brochure found in this plan.

**IV. REFERENCES**

The following references may be consulted for further advice and guidance.

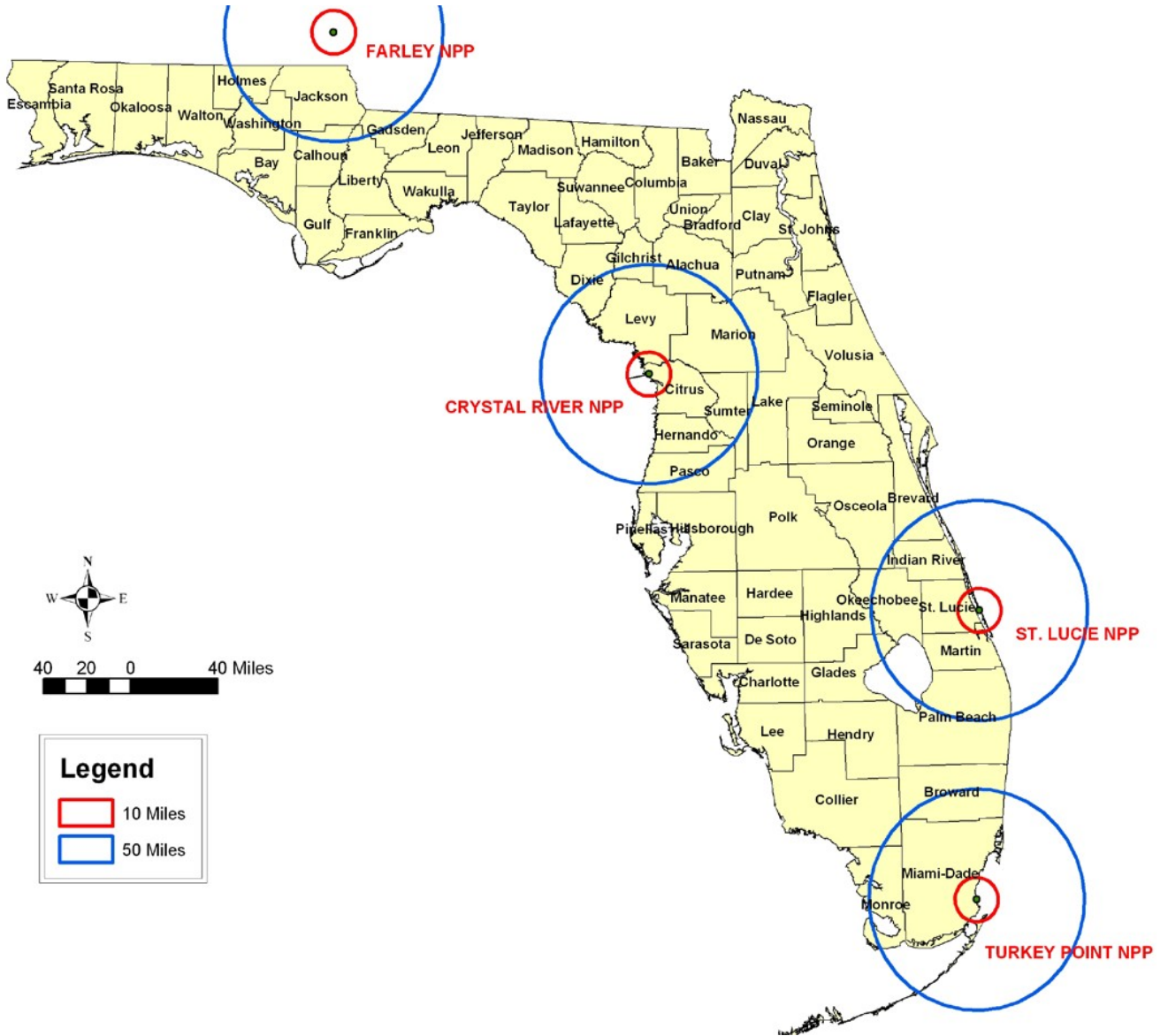
**A. Supporting References**

- Radiological/Nuclear Incident Emergency Response Plan
- SEOC/AHIMT ICS Position Specific Checklist /Flip Book
- Florida Department of Health Bureau of Radiation Control SOP
- FloridaDisaster.org
- Florida Emergency Alert System Plan
- REP Offsite Response Organizations Contact List
- Appendix XIV Emergency Support Function 14



FIGURE 1-1

**NUCLEAR POWER PLANT SITES IN FLORIDA  
10 MILE EMERGENCY AND 50 MILE INGESTION PLANNING ZONES**



**THE RADIOLOGICAL RESPONSE ORGANIZATION**

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**I. General**

The organizational structure the State of Florida will use in response to a commercial nuclear power plant emergency is described in Section IV, Concept of Operations, of the State Comprehensive Emergency Management Plan (CEMP). The State Emergency Response and Recovery Team (SERRT) will operate from the State of Florida Emergency Operations Center (SEOC) in Tallahassee and will be led by a Governor-appointed State Coordinating Officer, usually the Director of the Florida Division of Emergency Management.

When an emergency situation at a commercial nuclear power plant escalates to an Alert status, the State Coordinating Officer may deploy an All Hazards Incident Management Team (AHIMT) to the affected Florida nuclear power plant's Emergency Operations Facility (EOF) or Alabama's Forward Emergency Operations Center. The size and composition of the All Hazards Incident Management Team (AHIMT) will be determined by the State Coordinating Officer and the All Hazards Incident Management Team (AHIMT) Incident Commander.

For events at Florida Utilities, the All Hazards Incident Management Team (AHIMT) will consist of, at a minimum, an

- Incident Commander
- Operations Chief
- Plans Chief
- Logistics Chief
- Finance Chief
- Radiological Emergency Preparedness Planning Technical Specialist
- Public Information Officer
- Host County Liaison for St. Lucie NPP Site

The response time for the All Hazards Incident Management Team (AHIMT) is in accordance with the All Hazards Incident Management Teams SOG; the Incident Commander has 12 hours, upon notification of activation, to have the All Hazards Incident Management Team (AHIMT) in place at the EOF.

Any additional All Hazards Incident Management Team (AHIMT) personnel will deploy in accordance with their standard operating guidelines and will either be co-located at the emergency operations facility (if space permits) or at a facility located in close proximity to the emergency operations facility.

Staffing at the SEOC for 24-hour operations for an extended length of time will be according to established operating guidelines. The emergency support functions are responsible for assuring continuity of their respective agencies' resources to ensure 24-hour emergency operations for an extended period of time. These standard operating guidelines are maintained by the Florida Division of Emergency Management Operations Section.

The Florida Division of Emergency Management (FDEM) and all county jurisdictions of the State of Florida are authorized in Sections 252.35, 252.37, and 252.60 of the Florida Statutes to participate in cooperative relationships to accept services, equipment, supplies, materials, or funds for emergency management efforts.

**THE RADIOLOGICAL RESPONSE ORGANIZATION**

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**II. State Emergency Response and Recovery Team**

The State Emergency Response and Recovery Team (SERRT) is comprised of 18 Emergency Support Functions (ESFs) empowered to deploy the resources of their agency or organization to carry out missions that are assigned by function. Each emergency support function consists of a primary agency and several support agencies. For a complete listing of the 18 ESFs see Section IV.A of the CEMP.

The primary emergency support functions and primary agencies that will be involved with a radiological emergency/disaster at a fixed nuclear facility are:

**A. Emergency Support Function 8 - Health and Medical**

The Department of Health is statutorily designated as the state radiation protection agency which includes responding to any emergency that involves possible or actual release of radiological materials in order to protect health, safety, and property. These responsibilities are assigned to the Bureau of Radiation Control. Additionally, the Department serves as the lead agency for ESF8 which provides overall coordination of interagency health and medical services through County Health Departments and the Bureau of Preparedness & Response.

1. Department of Health, State Surgeon General

- a. Provide overall coordination of interagency health and medical services.
- b. Serves as the authority for public health and medical actions to the public.
- c. Delegate the authority to implement provisions of F.S. 404 to the Bureau of Radiation Control.
- d. Pre-approves the use of KI for the general public and state and county radiation workers in a radiation incident.
- e. Delegates the authority for distribution of potassium iodide to the BRC Operations Officer.
- f. Coordinate water analysis with the Department of Environmental Protection.
- g. Identify a Radiation Safety Officer that will be responsible for capturing all dose records for agency personnel.

2. Department of Health, Bureau of Radiation Control

The Department of Health, Bureau of Radiation Control (BRC) is the primary radiological emergency agency for assessment of health hazards during radiological emergencies regardless of their severity. The department is assigned this responsibility in Chapter 404, Florida Statutes. Should the Bureau of Radiation Control need monitoring and



## Chapter 2

### THE RADIOLOGICAL RESPONSE ORGANIZATION

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laboratory assistance, the BRC operations officer will request the FDEM to obtain federal assistance through the Department of Energy's Savannah River Operations. Assistance may also be requested from other states through the Southern Mutual Radiation Assistance Plan and the Emergency Management Assistance Compact.

Responsibilities of the Department of Health, BRC include:

- a. Provide technical consultation and support to the Governor, the FDEM, the State Emergency Response and Recovery Team and local governments regarding radiation and radiological health (e.g., determine levels of radiation, health hazards, and radiological decontamination) as the principal radiological assessment agency.
- b. Provide offsite monitoring.
- c. Collect and analyze samples by the BRC field teams according to established standard operating procedures.
- d. Evaluation of the extent of radiological contamination of the affected area(s).
- e. Recommend protective actions for anyone within the accident area.
- f. Provide laboratory analysis of air, water, and food samples from the 50-mile Ingestion Pathway Zone (IPZ).
- g. Procure a supply of dosimetry for emergency workers.
- h. Procure Potassium Iodide for the public and emergency workers.
- i. Manage and maintain an additional supply of dosimetry and Potassium Iodide for the Division of Emergency Management.
- j. Coordinate distribution of radiological data to the State and county response organizations.
- k. Determine the severity of radiological emergencies when an actual release of radioactive materials occurs and make recommendations as the primary radiological assessment agency to the Governor, the State Coordinating Officer or designee and county emergency management directors on protective actions to be taken based on a technical analysis of the situation.
- l. Respond to nuclear power plant emergencies by proceeding to the licensees' Emergency Operations Facilities (EOFs) or Alabama's forward emergency operations center.
- m. Maintain communication with State agencies, local governments and nuclear power plants for planning and operational purposes.
- n. Contingent upon availability; provide staff in the Risk county emergency operations centers to interpret technical data and evaluate protective action recommendations.
- o. Provide criteria and technical support for the decision to relax protective actions and allow for recovery and re-entry into the affected area.
- p. Develop and maintain procedures for the use and distribution of potassium iodide.
- q. Advise, consult, and cooperate with other public agencies, affected groups, and utilities.

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- r. Encourage, participate in, and conduct studies, public hearings, training and research relating to the control of sources of ionizing radiation.
  - s. Develop comprehensive policies and programs for decontamination and mitigation of hazards associated with sources of ionizing radiation
3. Department of Health, Emergency Coordination Officer
- a. Coordinate planning and operational support for the decision to relax protective actions and allow for recovery and re-entry into the affected area.
  - b. Support ESF 6 (Mass Care) in the coordination of overall reception and care responsibilities.
  - c. Activate and oversee a clinical medical advisory group to provide statewide recommendations for clinical care actions for responders and the general public. The clinical medical advisory group will operate under the direction of physician.
  - d. Activate and oversee a clinical medical advisory group to provide statewide recommendations for clinical care actions for responders and the general public. The clinical medical advisory group will operate under the direction of physician.
  - e. Manage resource acquisition for public health and medical resources needed for state missions.
  - f. Provide support in supplying sanitary facilities for evacuees at reception centers and shelters.
  - g. Support local population monitoring activities.
  - h. Prepare and maintain a list of medical facilities which have the capability to treat radiological contaminated individuals (see Chapter 12).
  - i. Look to ESF 4&9 for possible response and monitoring assistance, through the 28-regional fire-based hazardous materials teams, through the Florida Fire Chiefs' Association (FFCA) – Statewide Emergency Response Plan (SERP).
  - j. Look to ESF 4&9 for possible patient transport, through fire-based Emergency Medical Service resources, through the Florida Fire Chiefs' Association (FFCA) – Statewide Emergency Response Plan (SERP).
  - k. Look to ESF 4&9 for possible human decontamination assistance, through the 28-regional fire-based hazardous materials teams, and other properly trained fire-based resources through the Florida Fire Chiefs' Association (FFCA) – Statewide Emergency Response Plan (SERP).
4. Department of Health, County Health Departments
- a. Maintain and dispense potassium iodide to the general public through points of distribution.
  - b. Support population monitoring and decontamination activities.
  - c. Identify and maintain resources through Medical Reserve Corps.
  - d. Supports evacuation of health care facilities.

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### **THE RADIOLOGICAL RESPONSE ORGANIZATION**

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- e. Supports sheltering of persons with medical and functional needs.
5. Department of Health, Other Divisions and Bureaus
- a. The Bureau of Environmental Health provides staff to assist BRC with collecting environmental samples.
  - b. The Bureau of Pharmacy maintains a cache of Potassium Iodide
  - c. The Bureau of Epidemiology provides support epidemiological for population monitoring.

**THE RADIOLOGICAL RESPONSE ORGANIZATION**

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**B. Emergency Support Function 11/17 – Agriculture Food & Water**

1. Department of Agriculture and Consumer Services, Commissioner
  - a. Determine the needs of the agricultural industry in the state, as guided by the FDOH recommendations, and make appropriate recommendations to the Governor and the State Coordinating Officer during a radiological emergency.
  - b. Declare an agricultural emergency as guided by the FDOH when a radiological hazard is detected.
  - c. In consultation with the FDEM and the FDOH, implement agricultural procedures for nuclear power plant emergencies.
  - d. Identify a Radiation Safety Officer that will be responsible for capturing all dose records for agency personnel.
  
- 2.. Department of Agriculture and Consumer Service, Division Of Agricultural Environmental Services
  - a. Coordinate with and assist the FDOH in obtaining samples of animal food and water for radiological testing.
  - b. Coordinate with and augment other State and local law enforcement agencies in establishing and operating agricultural checkpoints to prevent the distribution of potentially contaminated agricultural products.
  - c. Coordinate with the FDOH - BRC on embargo actions and the disposal of potentially contaminated agricultural products.
  - d. Other tasks as required.
  
3. Department of Agriculture and Consumer Service, Division of Food Safety
  - a. Coordinate with the FDOH to determine minimal food and water sampling required for analysis.
  - b. Other tasks as required.

Bureau of Dairy Industry

- a. Coordinate with the FDOH on inspections of dairy farms to enforce the provisions of Chapter 502, Florida Statutes, as authorized.
- b. Coordinate with the FDOH on inspections of dairy plants, dairy product plants, and other plants engaged in the manufacture and distribution of frozen desSERRTs and desSERRT mixes to enforce the provisions of Chapters 502 and 503, Florida Statutes.
- c. Coordinate with the FDOH on collecting, testing and analyzing samples of milk, dairy products, frozen desSERRTs and frozen desSERRT mixes to enforce the provisions of Chapters 502 and 503, Florida Statutes.
- d. Control and prevent distribution of contaminated milk and dairy products during a radiological emergency.

**THE RADIOLOGICAL RESPONSE ORGANIZATION**

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4. Department of Agriculture and Consumer Service, Division of Fruit and Vegetable Inspection

- a. Carry out technical duties prescribed under the provisions of Chapter 601, Florida Statutes, and such other technical duties as may be prescribed by the Department.
- b. Coordinate with the FDOH and provide samples as necessary to determine the degree of radiological contamination of food products.
- c. Coordinate with the FDOH-BRC on embargo actions and the disposal of potentially contaminated foods.
- d. Provide a Department of Agriculture and Consumer Service liaison to all affected county emergency operations centers if requested. It will be the duty of the liaison personnel to ensure information flow between the Department of Agriculture and Consumer Service personnel in the SEOC and field personnel involved in recovery operations, and to assist in the resolution of problems arising within the Department of Agriculture and Consumer Service emergency operations.
- e. Other tasks as required.

5. Department of Agriculture and Consumer Service, Division of Forestry

- a. Assist the Division of Fruit and Vegetable in providing liaison and communications to county emergency operations centers.
- b. Through an intergovernmental agreement with the FDOH, provide aircraft and pilots for radiation surveys, and transportation of emergency personnel and environmental samples.
- c. Other tasks as required.

**C. Emergency Support Function 10 – Department of Environmental Protection**

1. Department of Environmental Protection, Division of Waste Management, Bureau of Waste Clean-up

- a. Assist the FDOH in conducting chemical analysis of water samples taken from public water supplies.
- b. Restrict consumption of surface waters in the event of a release of significant concentrations of radioactive material into those supplies.
- c. Coordinate with other State and county agencies to provide safe water supplies at reception shelter facilities.
- d. Identify a Radiation Safety Officer that will be responsible for capturing all dose records for agency personnel.

**THE RADIOLOGICAL RESPONSE ORGANIZATION**

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**D. Emergency Support Function 16 - Law Enforcement and Security**

1. Florida Department of Law Enforcement

- a. Implement and coordinate law enforcement activities to include the use of mutual aid resources.
- b. Maintain communication with State law enforcement agencies in order to coordinate and integrate plans for traffic control and the participation of the agencies in law enforcement emergency operations.
- c. Maintain communication with the Governor, State agencies and local law enforcement officials in order to ensure coordination and cooperation in planning and operations in affected areas.
- d. Facilitate the flow of law enforcement information to and from State organizations to local law enforcement officials.
- e. Response from the State for Hostile Action Based Event or security event will be based upon level of threat, exhaustion of local resources, local operational needs, and escalation/de-escalation of the event.
- f. Response to local Incident Command post will be based upon level of threat, exhaustion of local resources, local operational needs, and escalation/de-escalation of the event. Staffing at the Incident Command Post will be supplied by the Local Law Enforcement Officials according to ICS procedures.
- g. Provisions to allow ORO law enforcement and other initial first responders prompt access to the NPP site are identified in Letters of Agreement (LOA) between the licensees and local ORO law enforcement.
- h. Identify a Radiation Safety Officer that will be responsible for capturing all dose records for agency personnel.

2. Department of Highway Safety and Motor Vehicles, Division of Highway Patrol

- a. Assist other law enforcement agencies in the movement of traffic during a radiological emergency as required.
- b. Assist other law enforcement agencies in the state in securing the affected area.
- c. Provide security and assist in staffing traffic control points to support county personnel who are involved in radiological emergency response operations.
- d. Provide communication assistance as required.
- e. Assist in the transportation of samples for analysis as needed.
- f. Motor Carrier Compliance also falls in this category.

## Chapter 2

### **THE RADIOLOGICAL RESPONSE ORGANIZATION**

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#### **3. Fish and Wildlife Conservation Commission**

Conduct warning and evacuation with the United States Coast Guard of both deep and shallow waterways in and around nuclear power plants during radiological emergency operations.

- i. Coordinate patrol activities with county and State law enforcement officials.
- ii. Assist the FDOH in collection of environmental samples as needed.
- iii. Support other law enforcement agencies with security as needed.
- iv. Provide communications assistance as required
- f. Conduct warning and evacuation in State parks and recreation areas around nuclear power plants during radiological emergency operations.
- g.. Provide communications assistance as required.

#### **5. Florida Department of Agriculture and Consumer Services, Division of Law Enforcement**

- a. Assist the FDOH in collection of environmental samples, as required.
- b. Provide assistance with the enforcement of embargo orders.
- c. Provide communication assistance as required.

#### **4. Emergency Support Functions 1 and 3 - Transportation and Public Works**

- a. Department of Transportation
  - i. Support public transportation services
- ii. Support county highway/road departments in securing and installing barricades, signs, and other necessary equipment needed for traffic control.
- iii. Support traffic management activities in and around the affected areas.
- iv. Support movement of emergency resources to and from the designated area.
- v. Support proactive searches for closed roads or traffic impediments.
- vi. Identify a Radiation Safety Officer that will be responsible for capturing all dose records for agency personnel.

#### **5. Emergency Support Function 13 - Military Support**

- a. Department of Military Affairs - Florida National Guard
  - i. Under the direction of the Governor, activate the Florida National Guard to aid the civil authorities whenever the civil authorities are unable to contain the emergency.
    - ii. Support state agencies and local governments on a mission specific basis during a radiological emergency operation.

**THE RADIOLOGICAL RESPONSE ORGANIZATION**

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**6. Emergency Support Function 6 - Mass Care**

a. Florida Department of Business and Professional Regulation

- i. Ensure the coordination of sheltering activities.
- ii. Ensure the coordination, establishment, and operation of mass feeding in affected areas, to include: mobile feeding routes, fixed feeding sites, and comfort stations.
- iii. Identify a Radiation Safety Officer that will be responsible for capturing all dose records for agency personnel.

**III. Risk Counties**

- A. Provide direction and control of the emergency response at the local level.
- B. Prepare county standard operating guidelines for response to emergencies at nuclear power plants.
- C. Provide for the safety of residents and transients through appropriate protective actions.
- D. Ensure that warning signals exist and those warning signals are operational.
- E. Ensure that procedures are developed for the distribution of Potassium Iodide to all emergency workers and members of the general public for whom evacuation from the effective area is not feasible.
- F. Ensure the county's ability to provide a continuous 24-hour operation of a local response for an extended period.

**IV. Host Counties**

- A. Prepare standard operating guidelines to receive and shelter evacuees from Risk counties.
- B. Provide for monitoring and decontamination of evacuees from Risk counties at reception and/or shelter locations.
- C. Provide emergency medical services for evacuees.
- D. Provide security for evacuees.



**THE RADIOLOGICAL RESPONSE ORGANIZATION**

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- E. Provide current information reports to the SEOC.
- F. Provide for the dissemination of information to evacuees regarding re-entry, return and recovery.
- G. Ensure that procedures are developed for the distribution of Potassium Iodide.

**V. Ingestion Pathway Counties**

Provide county resources to assist applicable State ESFs in the implementation of their responsibilities and support the collection, monitoring and control of potentially contaminated agricultural products, food products and water supplies.

**VI. Other Organizations**

**A. Florida Power & Light Company, and Duke Energy**

1. Provide initial notification to the State Watch Office with no undue delay of an emergency declaration in accordance with the licensee's emergency operations plans.
2. Provide the State Watch Office with hourly updates of emergency status and plant parameters until the licensee's Emergency Operations Facility (EOF) is activated.
3. Provide State and local emergency personnel in the EOFs with periodic updates.
4. Dispatch offsite monitoring teams with necessary communications and detection equipment to provide radiological surveillance and make recommendations until the Department(s) of Health emergency personnel can respond.
5. Provide a liaison to the State and Risk county emergency operations centers to serve in an advisory capacity.
6. Provide adequate space and telephones in the EOFs for representatives from the State and Risk counties.
7. Activate and operate the Joint Information Center.
8. Provide release and dose projections based on available plant conditions and offsite monitoring results.
9. Provide protective action recommendations to the State and Risk counties based on release and dose projections.

**THE RADIOLOGICAL RESPONSE ORGANIZATION**

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10. Provide funding for radiological emergency preparedness under the provisions of Chapter 252.60, Florida Statutes.

**B. Southern Nuclear Operating Company**

1. Notify the State Watch Office of an Alert, Site Area Emergency or General Emergency declaration at the Joseph. M. Farley Nuclear Power Plant.
2. Provide the State Watch Office with periodic updates of emergency status and plant parameters.
3. Provide adequate space in the EOFs, forward emergency operations facility in Houston County, Alabama and Joint Information Center.

**VII. Federal Organizations and Responsibilities**

Federal assistance provided to State and local governments in response to and recovery from a radiological incident will follow guidelines as established in the Nuclear/Radiological Incident Annex (NRIA) to the Response and Recovery Federal Interagency Operational Plans.

**A. Nuclear Regulatory Commission**

1. Upon receipt of notification of an emergency from the licensee, the Nuclear Regulatory Commission will notify appropriate federal agencies and initiate response activities as appropriate.
2. Coordinate federal response to the incident. Coordinate this response, when necessary, with offsite emergency response organizations.
3. Assess licensee protective action recommendations.
4. Provide technical information and support regarding the onsite incident and the potential or actual offsite radiological effects.

**B. Federal Emergency Management Agency**

1. Upon receipt of notification of an emergency from the Nuclear Regulatory Commission, the Federal Emergency Management Agency (FEMA) will notify participating federal agencies.
2. Coordinate the provision of offsite federal assistance to State and local government agencies.

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### **THE RADIOLOGICAL RESPONSE ORGANIZATION**

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3. Promote the coordination of onsite and offsite response activities of federal agencies.
4. Serve as an information source for providing a summary of the total federal response to the Department of Homeland Security.

#### **C. Department of Energy & Environmental Protection Agency**

1. Coordinate the offsite radiological monitoring, assessment, evaluation and reporting of all federal agencies during the initial phases of an emergency.
2. Maintain communication and a common set of offsite radiological monitoring data with the licensee and State and local agencies with similar responsibilities.
3. Provide offsite radiological monitoring data and its interpretation to the licensee and appropriate federal, State and local agencies, and assist in the development of protective action recommendations.

Prior to requesting federal assistance, FDEM, in conjunction with the ESFs will ensure the following activities have occurred;

- a. Identify state advisors/liaisons to federal agencies.
- b. Provide maps of the affected area for field monitoring teams.
- c. Provide maps indicating the location of critical facilities such as hospitals, nursing homes, and prisons.
- d. Determine the protocol for state monitoring personnel to coordinate with federal response assets (i.e., FRMAC). State monitoring personnel will either join federal response assets or an individual will be identified as a point of contact for federal assets.
- e. Determine priorities for areas to be monitored.
- f. Establish procedures for federal monitoring personnel to enter and exit the secured area.
- g. Determine locations for the establishment of federal assets and resources. In particular, the FRMAC should be established in a large facility with a controlled environment.
- h. Determine and document unambiguous objectives for federal resources requested. These objectives should provide the federal agencies with a clear understanding of what is to be provided.

**THE RADIOLOGICAL RESPONSE ORGANIZATION**

FIGURE 2-1

**OFFSITE RESPONSE ORGANIZATIONS (OROs) ORGANIZATIONAL CHART**

**PRIMARY, SUPPORT & COORDINATION RESPONSIBILITIES MATRIX**

P = Primary S = Support C=Coordination

Responsibility/ Responder	FDEM	Emergency Support Functions																Risk/ Host	Licensee
		1&3	2	4&9	5	6	8	10	11	12	13	14	15	16	17	18			
Command & Control	P						S											S	
Emergency Alert & Notification	C						S							S				P	P
Communications	C												S	S				P	S
Accident Assessment	S						P												P
Protective Response	S						P											P	P
Public Alert & Notification	S												S	S				P	S
Public Information	C											S						P	P
Radiological Exposure Control	C						P							S	S			P	
Decontamination	C			S			P					S						P	S
Access Control	C											S		S				P	
Field Monitoring & Sampling							P												S
Fire & Rescue				S										S				P	
Emergency Medical Services				S			S											P	
Law Enforcement												S		S				P	
Transportation		S																P	
Traffic Control												S		S				P	
Food Quality							S		P									S	
Potable Water							S		P									S	
Shelter/Care	C					P	S											P	
Public Health & Sanitation							S											P	
Social Services						S	S						S					P	
Road Passage & Maintenance		S												S				P	
Security												S		S				P	P
Recovery & Reentry	C					S	P		S		S			S		S		P	S

### COMMAND AND CONTROL

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#### I. **General**

This chapter describes the coordination and management of the emergency response among the State and local governments for a commercial nuclear power plant emergency. The organizational charts reflecting the functional relationships between State agencies and local governments for a power plant incident is shown in Chapter 2.

#### II. **Concept of Operations**

##### A. **Local Government Role**

Local governments have the primary role in making Protective Action Decisions (PADs) and in implementing protective actions to reduce risks to the general public from an emergency at a nuclear power plant. The Risk and Host counties affected by an emergency are responsible for directing the initial response to a radiological emergency situation. These counties will coordinate and direct such actions through their emergency management organizations and other county emergency response agencies. As the emergency situation progresses, the county emergency management director may recommend the county commission declare a local state of emergency. The county Emergency Operations Center (EOC) serves as the central clearinghouse for information collection and coordination of response and recovery resources within the county. It is anticipated that with an Unusual Event emergency classification the local governments will maintain primary responsibility for coordinating the emergency response. As the emergency progresses, county EOC(s) may request assistance from the State.

##### B. **State Government Role**

The role of State government in response to a nuclear power plant emergency is to support local government operations. State Emergency Response and Recovery Team actions are coordinated through the State Emergency Operations Center (SEOC) as outlined in Section IV, Concept of Operations, of the State of Florida Comprehensive Emergency Management Plan (CEMP).

An Executive Order will be drafted by the Legal Department at the Florida Division of Emergency Management (FDEM) upon licensee notification of an Alert emergency classification and may be signed by the Governor. An executive order will be signed by the Governor upon utility notification of a Site Area Emergency classification or higher. A signed Executive Order declares a state of emergency designates a State Coordinating Officer and allows for enhanced state assistance from the SEOC.

##### 1. **Florida Licensees**

The State Coordinating Officer or designee performs policy-making authority and commitment of State resources at the SEOC. The State Coordinating Officer or designee will deploy an All Hazards Incident Management Team (AHIMT) to the licensee's Emergency Operations Facility (EOF) as required. The AHIMT facilitates coordination of State, county and licensee response activities. The State Coordinating Officer will transfer command and control to the AHIMT if the event escalates to a Site Area Emergency or higher. The AHIMT Incident Commander then

### COMMAND AND CONTROL

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becomes the Deputy State Coordinating Officer and acts on behalf of the State Coordinating Officer. All decisions made by the Deputy State Coordinating Officer at the EOF will be relayed to the State Coordinating Officer who retains overall control of the event.

2. **Farley Plant**

The State Coordinating Officer or designee performs policy-making authority and commitment of state resources at the SEOC. The State Coordinating Officer or designee will deploy an All Hazards Incident Management Team (AHIMT) to the Alabama Forward Emergency Operations Center as required. The AHIMT provides information related to the emergency to the State Coordinating Officer. All decisions made in the Alabama Forward Emergency Operations Center will be relayed to the State Coordinating Officer who retains overall control of the event for the State of Florida.

**EMERGENCY CLASSIFICATION SYSTEM**

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**I. General**

The Nuclear Regulatory Commission (NRC) has established four levels of radiological emergencies in increasing order of significance: Notification of Unusual Event, Alert, Site Area Emergency, and General Emergency. Progression is provided to ensure adequate emergency management preparations are taken for more serious event indicators.

**II. Emergency Classes**

These classes of emergency are anticipated to develop sequentially. However, the possibility exists that the first indication of a problem could result in immediate declaration of any of the four emergency levels.

**A. Notification of Unusual Event**

Class Description:

Events are in process or have occurred which indicate a potential degradation of the level of safety of the plant or indicate a security threat to facility protection.

Release Potential:

No releases of radioactive material requiring offsite response or monitoring are expected unless further degradation of safety systems occurs.

Purpose:

Offsite notification is made to ensure that the first step in future response has been carried out, to bring the operations staff to a state of readiness, and to provide systematic handling of Unusual Event information and decision-making.

**B. Alert**

Class Description:

Events are in process or have occurred which involve an actual or potential substantial degradation of the level of safety of the plant or a security event that involves probable life threatening risk to site personnel or damage to site equipment because of intentional malicious dedicated efforts of a hostile act.

Release Potential:

Any releases of radioactive materials are expected to be limited to small fractions of the Environmental Protection Agency protective action guide exposure levels and will not significantly affect offsite areas.

Purpose:

An alert declaration is made to ensure that emergency personnel are readily available to respond if the situation becomes more serious or to perform

**EMERGENCY CLASSIFICATION SYSTEM**

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radiation monitoring if required, and provide offsite authorities current information on plant status and parameters.

**C. Site Area Emergency**

Class Description:

Events are in process or have occurred which involve actual or likely major failures of plant functions needed for protection of the public or hostile action that results in intentional damage or malicious acts (1) toward site personnel or equipment that could lead to the likely failure of or (2) prevents effective access to equipment needed for the protection of the public.

Release Potential:

Any releases of radioactive materials are not expected to result in exposure levels which exceed Environmental Protection Agency protective action guide exposure levels beyond the site boundaries.

Purpose:

A Site Area Emergency declaration is made to ensure that emergency response centers are staffed, to ensure that monitoring teams are dispatched, to ensure that personnel required for evacuation of near-site areas are at duty stations if the situation becomes more serious, to provide consultation with offsite authorities, and to provide updates to the public through government authorities.

**D. General Emergency**

Class Description:

Events are in process or have occurred which involve actual or imminent substantial core degradation or melting with potential for loss of containment integrity or security events that result in an actual loss of physical control of the facility.

Release Potential:

Releases of radioactive material can be reasonably expected to exceed Environmental Protection Agency protective action guide exposure levels offsite.

Purpose:

A General Emergency declaration is made to initiate predetermined protective actions for the public, to provide continuous assessment of information from the licensee and offsite organizational measurements, to initiate additional measures as indicated by actual or potential releases or security event, to provide consultation with offsite authorities, and to provide updates for the public through government authorities.



**EMERGENCY CLASSIFICATION SYSTEM**

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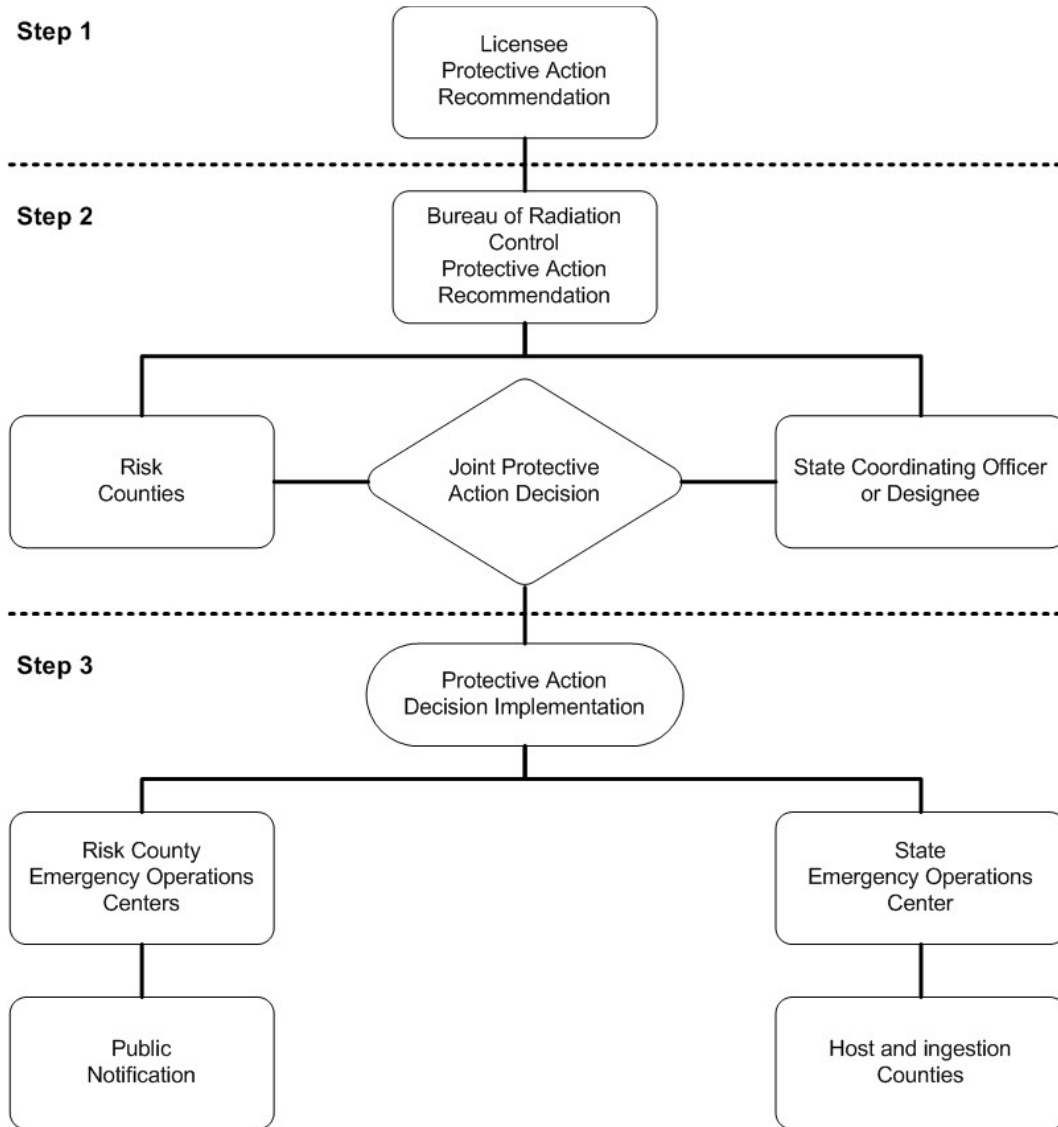
**III. Emergency Action**

Based on plant conditions, licensees will classify the event, make offsite notification of the emergency classification level (i.e., Unusual Event, Alert, Site Area Emergency, or General Emergency) and make a protective action recommendation if required. When the emergency operations facility is not operational and there is no signed Executive Order by the Governor, the Risk counties will maintain primary responsibility for coordinating emergency response with the State Emergency Operations Center and the licensee.

However, once the Governor has signed an Executive Order, an emergency classification with protective action recommendations by licensees will require joint state and local coordination to implement a protective action decision. Such state and local coordination will be conducted through a three step decision process as outlined in Figure 4-1.

**EMERGENCY CLASSIFICATION SYSTEM**

**FIGURE 4-1  
PROTECTIVE ACTION DECISION FLOW CHART  
AT THE EMERGENCY OPERATION FACILITY**



**Step 1:** The Licensee will make a protective action recommendation to the Risk counties and the State Coordinating Officer or designee at the Emergency Operation Facility (EOF) based on plant conditions.

**Step2:** The Risk counties at the EOF, in consultation with the Department of Health, will assess the licensee's recommendation and formulate a joint protective action decision.

**Step3:** The Risk counties will make contact with their respective EOCs for implementation and public notification concerning the protective action recommendation(s). Risk counties will notify Host and Ingestion Counties.

**NOTIFICATION AND ACTIVATION**

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**I. General**

The Florida Division of Emergency Management's (FDEM) State Watch Office is the designated point of contact in the event of a radiological emergency. As such, the FDEM is responsible for receiving notification of an emergency from the nuclear power plants, verifying information contained in the notification messages, and alerting appropriate state, local, and federal emergency response personnel. The Division is also responsible for assisting local governments in providing warning and instructions to the general public. The Division may receive initial warning of an event or classification from a nuclear power plant, the Federal Emergency Management Agency's (FEMA) National Operations Center, Nuclear Regulatory Commission, county or municipal government, or the news media.

To ensure that the State has the capability to respond to an emergency situation on a 24-hour basis, the State Emergency Response and Recovery Team can be activated in the event resources are needed to supplement local governments. The Emergency Coordinating Officers for each Emergency Support Function (ESF) will be responsible for alerting and activating necessary support personnel. The state will function under the following levels of activation in accordance with Section IV, Concept of Operations, of the State Comprehensive Emergency Management Plan (CEMP).

**Levels of Activation:**

- A. Level 3 - Monitoring - If a licensee declares an Unusual Event, the State Emergency Operations Center (SEOC) will remain at a level 3.
- B. Level 2 - If a licensee declares an Alert, the SEOC may be partially activated and staffed by selected ESFs based on plant conditions, mission specific tasks or other concurrent events.
- C. Level 1 - If a licensee declares a Site Area Emergency or General Emergency classification, the SEOC will be fully activated and staffed by all ESFs and other stakeholders necessary to manage the State's response.

The State Watch Office communications operators are on duty at the SEOC in Tallahassee on a 24-hour basis. Specific information to be included in Florida nuclear power plant's initial and follow-up notification messages is shown in Figure 5-1. Specific information for the Joseph M. Farley Nuclear Power Plant, in Alabama, is shown in Figure 5-2.

**II. Notification and Activation**

The process of notification and activation of the State Emergency Response and Recovery Team for each emergency classification level is outlined below. Specific details of notification and activation are contained in state and county standard operating guidelines.

The State Watch Office is responsible for maintaining contact information for all primary and alternate Emergency Coordinating Officers for each Emergency Support Function. This information is verified annually and updated as changes are reported.

The REP Planners for the Division will maintain contact information for statewide offsite response organizations and update this information quarterly.

**NOTIFICATION AND ACTIVATION**

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**A. Notification of an Unusual Event**

1. Notification, Florida Licensees

Upon receipt of Notification of an Unusual Event from the licensee's emergency communicator, the State Watch Office will verify the receipt of the message by each of the Risk counties and the Department of Health, Bureau of Radiation Control (BRC), via the Hot Ring Down telephone system. The State Watch Office will then notify the Host and ingestion pathway counties pursuant to standard operating procedures.

Should the emergency notification come in on any circuit other than the Hot Ring Down system, the authenticity of the message will be verified by the State Watch Office prior to transmission to the Risk counties and the BRC. The State Watch Office will then make notifications according to established guidelines.

2. Notification, Farley

Notification of an Unusual Event will be made by the licensee communicator to the State of Georgia Emergency Management Agency Warning Point. Upon receipt of the notification, the Georgia Emergency Management Agency Warning Point will notify the Florida State Watch Office via facsimile and verify receipt via commercial telephone. The Florida State Watch Office will then notify ingestion pathway counties pursuant to standard operating procedures. The State Watch Office will then make notifications according to established guidelines.

3. Activation

No activation of the SEOC is anticipated for the Notification of an Unusual Event emergency classification; however such action can be taken if deemed appropriate. The State Emergency Response and Recovery Team Chief will monitor the situation and be prepared to react if escalation to a higher classification is warranted or stand by until verbal closeout of the emergency.

**B. Alert**

1. Notification, Florida Licensees

Upon receipt of an Alert from the utility's emergency communicator, the state communications operator will verify the receipt of the message by each of the Risk counties and the BRC. The State Watch Office will then notify the host and ingestion counties pursuant to standard operating procedures.

Should the emergency notification come in on any system other than the Hot Ring Down system, the authenticity of the message will be verified by the State Watch Office before the message is disseminated. The State Watch Office will then make notifications according to established guidelines.

### **NOTIFICATION AND ACTIVATION**

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#### 2. Notification, Farley

Notification of an Alert will be made by the Southern Nuclear emergency communicator via facsimile within thirty minutes of a declaration. The Florida State Watch Office will then notify ingestion pathway counties pursuant to established guidelines. The State Watch Office will then make notifications according to established guidelines.

#### 3. Activation, Florida Licensees

The State Emergency Operations Center may be activated to Level 2 because of the possible threat to life and property. Upon notification, the State Coordinating Officer may authorize the deployment of an All Hazards Incident Management Team (AHIMT) as indicated in Chapter 3 of this Plan. An Executive Order will be drafted and may be signed as indicated in Chapter 3 of this Plan. As the situation warrants, Department of Health staff may also be dispatched. The lead organization for each emergency support function will be responsible for alerting or notifying necessary personnel within their respective emergency support function. As the situation warrants, the risk and host county emergency management directors may activate their county emergency operations centers as needed.

#### 4. Activation, Farley

The State Emergency Operations Center may be activated to Level 2 due to the possible threat to life and property. Upon notification, the State Coordinating Officer may authorize the deployment of an All Hazards Incident Management Team (AHIMT) to the Alabama Forward Emergency Operations Center as indicated in Chapter 3 of this Plan. A Liaison may also be deployed to the Southern Nuclear emergency operations facility in Birmingham, AL. An Executive Order will be drafted and may be signed as indicated in Chapter 3 of this Plan. As the situation warrants, Department of Health staff may also be dispatched. The lead organization for each ESF will be responsible for alerting or notifying necessary personnel within their respective ESF.

### C. Site Area Emergency

#### 1. Notification, Florida Licensees

Upon receipt of a Site Area Emergency from the licensee's emergency communicator, the State Watch Office will verify the receipt of the message by each of the Risk counties and the Bureau of Radiation Control. The State Watch Office will then notify the host and ingestion counties pursuant to standard operating procedures.

Should the emergency notification come in on any system other than the Hot Ring Down system, the authenticity of the message will be verified by the State Watch Office before the message is disseminated. The State Watch Office will then make notifications according to established guidelines.

### **NOTIFICATION AND ACTIVATION**

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2. Notification, Farley

Notification of a Site Area Emergency will be made by the Southern Nuclear emergency communicator via facsimile within thirty minutes of a declaration. The Florida State Watch Office will then notify ingestion pathway counties pursuant to standard operating guidelines. The State Watch Office will then make notifications according to established guidelines.

3. Activation, Florida Utilities

Upon the direction of the State Coordinating Officer or the State Emergency Response and Recovery Team Chief, the State Emergency Operations Center will be activated to Level 1 and the notification process initiated. An Executive Order will be signed as indicated in Chapter 3, Section II.B (Command and Control) of this Plan. The State Emergency Response and Recovery Team Chief will deploy an All Hazards Incident Management Team (AHIMT), if this has not already occurred, to the licensee's Emergency Offsite Facility (EOF). A State Emergency Response and Recovery Team liaison, typically a FDEM Regional Coordinator, is deployed to the Risk counties and licensee emergency operations facility. Bureau of Radiation Control monitoring teams and the Mobile Emergency Radiological Laboratory will be deployed to their assigned locations. The licensee's Joint Information Center will be activated. The AHIMT will assume direction and control from the SEOC following a coordination call with the State and Risk counties' EOCs and the Licensee's EOF. The Risk and Host counties will activate their EOCs, reception centers, and shelters in accordance with established guidelines. The ingestion pathway counties' EOCs may be activated in accordance with established guidelines. Required staffing at the EOF is identified in Chapter 8 of this Plan. Other emergency response personnel may be requested to proceed to the appropriate emergency response centers.

4. Activation, Farley

The SEOC will be activated to level 2 because of potential impacts to the State should the event escalate. Upon notification, the State Coordinating Officer will authorize the deployment of an AHIMT to the Alabama Forward Emergency Operations Center as indicated in Chapter 3 of this Plan. A Liaison may also be deployed to the Southern Nuclear Emergency Operations Facility in Birmingham, AL. An Executive Order will be signed as indicated in Chapter 3 of this Plan. As the situation warrants, the Bureau of Radiation Control will deploy field monitoring teams and the Mobile Emergency Radiological Laboratory to their pre-designated locations. The lead organization for each ESF will be responsible for alerting or notifying necessary personnel within their respective ESF.

D. **General Emergency**

Procedures for notification and activation of emergency response personnel at this emergency class level are the same as those identified at a Site Area Emergency.

**NOTIFICATION AND ACTIVATION**

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**E. Notification of the Public**

Risk counties will implement procedures to provide notification and clear instructions, including periodic status updates to the general public within the Plume Exposure Pathway. The public notification system may be activated for an Alert, and will be activated for a Site Area Emergency or a General Emergency in a timely manner and without any undo delay upon the decision by Risk counties to implement protective actions. Means of providing notification to the general public will include the activation of the public notification system which may include existing outdoor siren systems and the National Oceanic and Atmospheric Administration, participating local radio and television stations, and route alerting. The Risk county(s) will be responsible for coordination and development of written messages that will be provided to the general public during an emergency. Appendices I through IV of this Plan address general public notification in more detail using the above systems. Additional information on emergency alert systems and messaging can be found in the Florida Emergency Alert System Plan maintained by the Florida Association of Broadcasters, INC, and the Florida Division of Emergency Management.

The Florida Division of Emergency Management will coordinate with affected counties, provide assistance as needed and provide periodic status updates to the general public.

Chapter 5

NOTIFICATION AND ACTIVATION

FIGURE 5-1  
FLORIDA NUCLEAR PLANT EMERGENCY NOTIFICATION FORM

FLORIDA NUCLEAR PLANT EMERGENCY NOTIFICATION FORM

1. A.  This is a DRILL B.  This is an EMERGENCY
2. A. Date: \_\_\_/\_\_\_/\_\_\_ B. Contact Time: \_\_\_\_\_ C. Reported By (Name): \_\_\_\_\_  
D. Message Number: \_\_\_\_\_ E. Reported From:  Control Room  TSC  EOF  
F.  Initial/New Classification OR  Update Notification
3. SITE: A.  Crystal River Unit 3 B.  St. Lucie Unit 1 C.  St. Lucie Unit 2  
D.  Turkey Point Unit 3 E.  Turkey Point Unit 4

4. EMERGENCY CLASSIFICATION:	A. <input type="checkbox"/> Notification of Unusual Event	B. <input type="checkbox"/> Alert
	C. <input type="checkbox"/> Site Area Emergency	D. <input type="checkbox"/> General Emergency

5. A. <input type="checkbox"/> EMERGENCY DECLARATION	B. <input type="checkbox"/> EMERGENCY TERMINATION	Date: ___/___/___	Time: _____
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6. REASON FOR EMERGENCY DECLARATION: A.  EAL Number(s): \_\_\_\_\_ OR B.  Description
- \_\_\_\_\_
- \_\_\_\_\_

7. ADDITIONAL INFORMATION: A.  None OR B.  Description
- \_\_\_\_\_
- \_\_\_\_\_

8. WEATHER DATA: A. Wind direction from \_\_\_\_\_ degrees B. Downwind Sectors Affected: \_\_\_\_\_

9. RELEASE STATUS: A.  None (Go to Item 11) B.  In Progress C.  Has occurred, but stopped

10. RELEASE SIGNIFICANCE CATEGORY AT SITE BOUNDARY:
- A.  Under evaluation B.  Release is within normal operating limits  
C.  Non-significant (fraction of protective action guide range) D.  Protective action guide range  
E.  Liquid release (no actions required)

11. UTILITY PROTECTIVE ACTION RECOMMENDATIONS FOR THE PUBLIC			
A. <input type="checkbox"/> No utility recommended actions at this time			
B. <input type="checkbox"/> Utility recommends the following protective actions:			
	Evacuate Sectors	Shelter Sectors	No Action Sectors
Evacuate Zones: _____	OR 0-2 Miles _____	_____	_____
Shelter Zones: _____	2-5 Miles _____	_____	_____
	5-10 Miles _____	_____	_____
AND consider issuance of potassium iodide (KI)			

If form is completed in the Control Room, go to item 15. If completed in the TSC or EOF, continue with item 12

12. PLANT CONDITIONS: A. Reactor Shutdown:  Yes  No B. Core Adequately Cooled:  Yes  No  
C. Containment Intact:  Yes  No D. Core Condition:  Stable  Degrading

13. WEATHER DATA: A. Wind Speed \_\_\_\_\_ MPH B. Stability Class \_\_\_\_\_

14. ADDITIONAL RELEASE INFORMATION: A.  Not Applicable (Go to Item 15)

Distance	Projected Thyroid Dose (CDE) for ___ hour(s)	Projected Total Dose (TEDE) for ___ hour(s)
1 Mile (Site Boundary)	B. _____ mrem	C. _____ mrem
2 Miles	D. _____ mrem	E. _____ mrem
5 Miles	F. _____ mrem	G. _____ mrem
10 Miles	H. _____ mrem	I. _____ mrem

15. MESSAGE RECEIVED BY: (Name) \_\_\_\_\_ Date: \_\_\_/\_\_\_/\_\_\_ Time: \_\_\_\_\_

2007 STATE NOTIFICATION FORM REVISION 10



# Chapter 5

## NOTIFICATION AND ACTIVATION

**FIGURE 5-2  
SOUTHERN NUCLEAR NOTIFICATION MESSAGE FORM FOR THE FARLEY NUCLEAR POWER PLANT**

**NUCLEAR POWER PLANT EMERGENCY NOTIFICATION FORM**

1.  DRILL       ACTUAL EVENT MESSAGE # 1

2.  INITIAL       FOLLOW-UP

3. SITE: Farley Confirmation Phone # 1 (334) 794-0800 (ext. 4958 or 4662 or 4663)

4. EMERGENCY CLASSIFICATION:  UNUSUAL EVENT     ALERT     SITE AREA EMERGENCY     GENERAL EMERGENCY

BASED ON EAL # HA4

EAL DESCRIPTION:      HOSTILE ACTION within the owner controlled area or airborne attack threat

5. PROTECTIVE ACTION RECOMMENDATIONS:       NONE

EVACUATE

SHELTER

Advise Remainder of EPZ to Monitor Local Radio/TV Stations/Tone Alert Radios for Additional Information and Consider the use of KI (potassium iodide) in accordance with State plans and policy. .

OTHER \_\_\_\_\_

6. EMERGENCY RELEASE:       None       Is Occurring       Has Occurred

7. RELEASE SIGNIFICANCE:       Not applicable     Within normal operating limits     Above normal operating limits     Under evaluation

8. EVENT PROGNOSIS:       Improving     Stable     Degrading

9. METEOROLOGICAL DATA      Wind Direction\* from 182 degrees      Wind Speed\* 3.2 mph

(\*May not be available for Initial Notifications)      Precipitation\* 0.0      Stability Class\*  A  B  C  D  E  F  G

10.  DECLARATION  TERMINATION      Time 15:44      Date 04/23/14

11. AFFECTED UNIT(S):       1  2  All

12. UNIT STATUS:       U1 98% Power Shutdown at Time \_ Date //

(Unaffected Units(s) Status Not Required for Initial Notifications)       U2 100% Power Shutdown at Time \_ Date //

13. REMARKS:

---

**FOLLOW-UP INFORMATION (Lines 14 through 16 Not Required for Initial Notifications)**

EMERGENCY RELEASE DATA, NOT REQUIRED IF LINE 6 A IS SELECTED.

14. RELEASE CHARACTERIZATION:      TYPE:  Elevated  Mxed  Ground      UNITS:  Ci  Ci/sec  µCi/sec

MAGNITUDE:      Noble Gases: \_ Iodines: \_ Particulates: \_ Other: \_

FORM:  Airborne      Start Time \_ Date // Stop Time \_ Date //

Liquid      Start Time \_ Date // Stop Time \_ Date //

15. PROJECTION PARAMETERS      Projection period: \_ Hours      Estimated Release Duration \_ Hours      Accident Type \_

Projection performed      Time \_ Date //

16. PROJECTED DOSE:      DISTANCE      TEDE (mrem)      Adult Thyroid CDE (mrem)

Site boundary	-	-
2 Miles	-	-
5 Miles	-	-
10 Miles	-	-

17. APPROVED BY: R. Lulling      Title Emergency Director      Time 15:49      Date 04/23/14

NOTIFIED BY: R. Lulling      RECEIVED BY: \_\_\_\_\_      Time \_\_\_\_\_      Date //

**EMERGENCY COMMUNICATIONS**

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**I. General**

This chapter describes the various communications systems that may be used during a radiological emergency.

**II. State Watch Office**

The State Watch Office (SWO) is located in the State Emergency Operations Center in Tallahassee, FL and is manned by the Division's Operations Officers 24/7/365. The Division's Duty Officers, Watch Officers, and State Meteorologists work out of the SWO on a day-to-day basis, and support our Operations Officers after hours. The SWO is Florida's official State Warning Point and the SWO maintains communications systems and warning capabilities to ensure that the state's population and emergency management agencies are warned of developing emergency situations and can communicate emergency response decisions as mandated by § 252.35 F.S. One of the primary responsibilities of the SWO is to act as the answering point for Florida's nuclear power utilities. When a drill or real-world event is received in the Watch Office, SWO Operations Officers join applicable counties and Offsite Response Organizations (ORO) to the call, take the message, and further disseminate it to SERRT response partners. In the event a message is received after-hours, the SWO Duty Officer will immediately respond to the Watch Office to assist with dissemination of information and other initial State response actions as mandated by the Radiological Emergency Preparedness Plan and/or the direction of the State Emergency Response and Recovery Team Chief.

State Emergency Operations Center (SEOC), 2575 Shumard Oak Boulevard, Tallahassee, FL 32399

The SWO is equipped with multiple communications networks composed of local, State and federal emergency communications systems.

**III. Communications Systems**

**A. Hot Ring Down System**

The primary means of 24-hour per day emergency communications between the Florida nuclear power plants, the SWO, the Bureau of Radiation Control (BRC) and the Risk counties is the Hot Ring Down system. This system allows State and local governments to receive emergency notification messages simultaneously.

The system consists of dedicated telephone circuits to communicate with the SWO. This system is monitored 24-hours per day by the SWO, which has the responsibility for network control. The circuits include the SWO, licensee control rooms and Emergency Offsite Facilities (EOFs), Risk county EOCs and the BRC. All stations on each circuit can call all or a selected number of other stations by utilizing a dial-up code.

**B. Commercial Telephone**

Commercial telephone service is available at each emergency response facility and will be used as the primary back-up system for the Hot Ring Down system. *The*

**EMERGENCY COMMUNICATIONS**

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*commercial telephone system is the primary notification system for the Farley Plant.* This service is also available for communicating with federal emergency response organizations (e.g., the Federal Emergency Management Agency (FEMA) the Nuclear Regulatory Commission (NRC), the United States Coast Guard, and the Federal Aviation Administration). In the event there is a commercial telephone service disruption, the state has access to the Federal National Warning System to communicate with federal emergency response organizations and the Emergency Management Network (EMNet) and State Warning System to communicate with the county warning points to include Host and Ingestion Counties.

**C. EMNet - Emergency Management Network**

The Emergency Management Network (EMNet) serves as the tertiary back-up communications system to the Hot Ring Down system and commercial telephone for Florida licensees. The EMNet system is operated on a 24-hour basis by the SWO in Tallahassee. Emergency Satellite Communications System is maintained and operated on a 24-hour basis by the SWO in Tallahassee. Each nuclear power plant has an Emergency Satellite Communications System located in the control room. Emergency Satellite Communications Systems are also located in each of the 67 county warning points. The Farley Plant does not have the Emergency Satellite Communications System; however they can communicate via commercial satellite phone as a backup to the commercial telephone system.

**D. National Warning System (NAWAS)**

The National Warning System is a dedicated open circuit telephone system linking the SEOC to FEMA's primary and alternate operations centers, federal agencies and other State and local governments.

**E. Florida Warning System (FLNAWAS)**

The Florida Warning System is a dedicated open circuit telephone system linking the SEOC to each of the 67 county 24-hour warning points.

**F. High Frequency Radio Communications System (SLERS)**

Telecommunications capabilities of the SWO also include a High Frequency Radio Teletype Network. This system can also be used as a communications back-up.

**G. Communications Recorder**

The Hot Ring Down system, the EMNet, and commercial telephones in the SWO are recorded electronically on a 24-hour basis. This allows for the accurate reconstruction of events following an emergency.

**H. Florida Department of Health**

The Florida Department of Health (FDOH) utilizes the State Law Enforcement Radio System as the primary form of communication between the Mobile Emergency Radiological Laboratory, radiological field monitoring teams, the emergency operations facility and others. Backup communication systems include satellite telephones/radio systems and cellular telephones.

**EMERGENCY COMMUNICATIONS**

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**I. National Oceanic and Atmospheric Administration Weather Radio**

The FDEM has an agreement to utilize the very high frequency public weather radio system during an emergency as a means of notifying the citizens in the vicinity of the nuclear power plants in Florida. Any of the fourteen National Oceanic and Atmospheric Administration transmitters may be utilized by the FDEM in the event of an emergency.

**J. Amateur Radio**

The Radio Amateur Civil Emergency Service and Amateur Radio Emergency Service are viable ancillary communications networks among county agencies and/or between county and State organizations. During an emergency, a pool of Radio Amateur Civil Emergency Service and Amateur Radio Emergency Service volunteers may be utilized by the FDEM, Risk or Host counties.

**K. Federal Interoperable Communications**

Upon request, the Statewide Communications Interoperability Plan (SCIP) would be made available to any incoming Federal assets. While this may contain equipment that may be requested, if additional assets need to be obtained from surrounding regions or states the state also has the option to request EMAC assistance from surrounding states. Both options would need to be coordinated through ESF-2 at the State Emergency Operations Center.

While communications systems may be in place at the local level, there may be a need to institute a long range communications system or systems. The state of Florida is involved and active with both FEMA National Radio Systems (FNARS) and DHS/OEC SHARed RESources High Frequency (SHARES) programs. The purpose of both FNARS/SHARES is to bring together existing HF radio resources of Federal and federally affiliated organizations to provide a single, interagency message handling system for the transmission of national security and emergency preparedness information when normal communications are destroyed or unavailable. These systems may be activated by contacting ESF-2 at the State Emergency Operations Center.

**IV. Testing**

Testing of communication systems will be conducted on a regularly scheduled basis as shown in Figure 6-1.

**EMERGENCY COMMUNICATIONS**

**FIGURE 6-1  
COMMUNICATIONS SYSTEMS TESTING CHART**

<b>System (Responsible Agency)</b>	<b>Daily *</b>	<b>Weekly</b>	<b>Monthly</b>	<b>Quarterly</b>
Hot Ring Down (SWO)		X		
Commercial Telephone (All)	X			
EMNet (SWO)		X		
Local Government Radio Frequency Modulation (applicable counties)	X			
State Warning System (SWO) (FLNAWAS)	X			
National Warning System (DHS/FEMA) (NAWAS)	X			
State Law Enforcement Radio System (SLERS)	X			
Radio Amateur Civil Emergency Service			X	
Cellular Phone (All parties)	X			
Facsimile (Alabama Only)				X
Emergency Medical Service Radio Network (Medical services)	X			

\*Communications used on a daily basis, testing records are not maintained.

**PUBLIC INFORMATION AND EDUCATION**

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**I. General**

The purpose of Emergency Support Function (ESF) 14, Public Information, is to establish a mechanism that efficiently develops and disseminates information to the general public, internal and external stakeholders and response partners in the event of a nuclear emergency.

This chapter provides guidance for keeping the public informed about potential hazards present at nuclear power plants, emergency responses required to cope with a radiological emergency and protective measures that can be taken to minimize or alleviate adverse public health effects. DEM'S External Affairs will coordinate and answer media inquiries in accordance with guidelines set forth in Appendix XIV of the Comprehensive Emergency Management Plan (CEMP).

**II. Public Information Spokesperson**

- A. The Florida Division of Emergency Management (FDEM), External Affairs Office, serves as the lead agency for ESF 14. At the direction of the Governor's Press Office, the DEM Communications Office will play a role in radiological exercises and real-world emergencies for nuclear power plants in emergency planning zones affecting the state of Florida. Whether deployed to the licensee's Emergency Operations Facility (EOF) or working on consultation from the SEOC, the staff will help write news releases, disseminate information to the media, execute news conferences and press briefings, and work in coordination with the Florida Department of Health, Agriculture and Consumer Services, licensee and county public information personnel. In the event of a nuclear power plant emergency, the Governor, State Coordinating Officer, or designee, will be in demand for news media interviews and press conferences. The State Coordinating Officer or designee will be the official spokesperson for the State.
- B. ESF 14 staff will be located in the State Emergency Operations Center (SEOC) in Tallahassee and may operate on a 24-hour basis to facilitate the flow of public information. The State Public Information Officer (PIO) may manage ESF 14 operations for the event / incident. A designated, experienced PIO will be deployed as a member of the State Assistance Team (SAT) to the licensee's Emergency News Center (ENC).
- C. A spokesperson will be available from each of the major organizations involved in the response. These may include representatives from the licensee, county commission, county emergency management, county health departments, the State Coordinating Officer or Deputy State Coordinating Officer, and State Health Officer.

**III. Public Information Officers**

Public Information Officers (PIOs) are those persons authorized by their organizations to develop and release news and background information to the media, monitor events and summarize information for distribution to responding organizations and the media, coordinate and verify information with all participating organizations, ensure timely notification to the public via multiple venues and platforms (i.e. traditional media – Television, Radio, Print, and newer technologies i.e. internet, social media, etc.), and assist public information spokespersons and maintain records of news releases and public information via available media monitoring resources and tools. In addition, they

**PUBLIC INFORMATION AND EDUCATION**

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control and coordinate the release of sensitive information to local, state, federal response partners, internal and external stakeholders.

A. **State Public Information Officer**

Any information released to the news media from any state agency will be coordinated through the State Public Information Officer, or designee in the SEOC, and the Deputy State Coordinating Officer, upon becoming declared operational at the licensee's emergency operations facility (EOF).

The State Public Information Officer will:

1. Collect, verify, edit, gain necessary approvals, and release information to the media.
2. Establish contact with wire services, newspapers, radio, television, online news services and use approved social media technologies to relay emergency public information.
3. Assist news media personnel in the performance of their functions including accreditation, identification and obtaining of interviews
4. Coordinate the release of information with the licensee, other involved state agencies (i.e. Health, etc.) and county PIOs
5. Brief the news media as conditions warrant
6. Coordinate with ESF 5 for situational awareness and rumor control
7. Ensure the State Assistance Information Line (SAIL) is in working order before, during, and after an emergency
8. Assign public information staff, to include PIOs from the Florida Department of Health and other state agencies, who will work from the licensee's JIC or the SEOC.

B. **County Public Information Officers**

1. Each **Risk** county will provide a PIO to represent the county at the licensee's ENC.
2. Each **Host** county directly involved in emergency response activities has the option to provide a PIO to represent the county at the licensee's JIC.
3. Collect, verify, edit, gain necessary approvals, coordinate with state and licensee partners for release of information to the media.

C. **Licensee Public Information Officers**

1. The licensee will provide a PIO and supporting public information staff in the licensee's JIC.

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2. Collect, verify, edit, gain necessary approvals, and release information to the media

**IV. Joint Information Center**

The FDEM will provide space and equipment (i.e. telephone line access, etc.) at the SEOC in Tallahassee for media representatives for the dissemination of information during an emergency.

The affected licensee will provide space and equipment (such as telephone line access, etc.) at the JIC for media representatives for the dissemination of information during an emergency.

**A. Emergency Support Function 14 (Public Information)**

ESF 14 at the SEOC serves as the primary location for news and information releases until activation of the licensee's JIC. Duties will include, but are not limited to, the following:

1. Communication lines are established (MEDIA)
2. Staffing redundancies are available, with the inclusion of additional state partners as needed.
3. Pre-established Media distribution lists are updated.
4. Various communication tools are used to convey public information, including TV, radio, print, and social media technologies.
5. Providing adequate physical accommodations, including space and equipment, to conduct media briefings and coordination meetings
6. Establishing briefing schedules to ensure coordination of all response partners as it relates to media and public information efforts, including information sharing between local and state emergency operations centers.
7. Providing background information to include press kits
8. Providing notice of significant events such as evacuations
9. Providing periodic updated releases to wire services

**B. Joint Information Center (JIC)**

The Joint Information Center serves as the focal point for news and information releases during a nuclear power plant emergency. The licensee's JIC is located at the licensee's Emergency Operations Facility (EOF). For example: the Farley JIC is located near the Alabama Forward Emergency Operations Center in Houston County (Dothan, Alabama). Physical descriptions of these facilities are included in



### **PUBLIC INFORMATION AND EDUCATION**

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the licensee's Radiological Emergency Response Plan (RERP). From this location, public information staff, including technical experts from the licensee, and state and counties will provide input, develop and issue news releases and other messaging products to the general public and stakeholders. Periodic news conferences will be conducted as needed at the JIC. A spokesperson from each organization will be present at each news conference.

Each licensee will designate an individual who will act as the JIC manager and will be responsible for the overall management and coordination of the JIC activities to include:

1. Providing adequate physical accommodations, including space and equipment, to conduct media briefings and coordination meetings
2. Establishing briefing schedules to ensure coordination of on and offsite response partners as it relates to media and public information efforts, including information sharing between local and state emergency operations centers.
3. Providing background information to include press kits
4. Providing notice of significant events such as evacuations
5. Establishing security protocols to include identification procedures
6. Providing periodic updated releases to wire services
7. Communication lines are established (MEDIA)
8. Staffing redundancies are available, with the inclusion of additional state partners as needed.
9. Pre-established Media distribution lists are updated
10. Various communication tools are used to convey public information, including TV, Radio, Print, and social media technologies.
11. Sharing safety protocols for all persons working in the JIC

#### **V. Coordination of Media Releases**

The dissemination of information to the news media, public and stakeholders will be coordinated by the PIOs from the state, counties, and licensees. Each PIO will collect information regarding emergency operations and protective actions decisions from their respective personnel in the emergency operations centers. The accuracy and validity of this information will be verified orally, via email or by facsimile hard copy. Upon verification of information, the PIOs will develop coordinated news releases. The State Coordinating Officer or designee (when located at the emergency offsite facility) and the Department of Health are responsible for reviewing information and determining its validity and accuracy prior to the release of public information by the State. Sample media releases for each appropriate emergency class are included in Figures 7-1 through 7-8.

**PUBLIC INFORMATION AND EDUCATION**

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**EMERGENCY CLASSIFICATION LEVELS**

**A. Notification of Unusual Event**

Due to the nature of conditions at this emergency class, an informative release of information to the media or public regarding off-site emergency operations is not anticipated from the State. State and local emergency response agencies will monitor conditions until the event escalates or terminates. See Figure 7-1 for sample press release.

**B. Alert**

Upon declaration of an Alert, the Public Information Officers will be notified in accordance with standard operating guidelines and placed, at a minimum, on standby status. Public information plans and implementation procedures will be reviewed by the Public Information Officers and informational materials (news release templates, press packets, emergency forms, etc.) will be made ready.

The State PIO, supporting staff and response PIOs (i.e. health, etc.) would either virtually or in ESF 14 coordinate messaging / approve news release and accompanying messaging products for consideration by the State Coordinating Officer, Governor's Office, State Health Officer and others, as appropriate.

Each Risk county may deploy PIOs to the JIC. The licensee may deploy Public Information Officers and an JIC Manager to the JIC.

**C. Site Area Emergency and General Emergency**

Upon escalation to a Site Area Emergency or General Emergency, ESF 14 will activate the State Assistance Information Line. The SEOC will serve as the primary source for information releases until activation of the licensee's Joint Information Center. Upon activation of the licensee's Joint Information Center, the State PIO, Health PIO and support staff will be deployed as part of the All Hazards Incident Management Team (AHIMT). Should conditions warrant, these facilities may be activated prior to declaration of a Site Area Emergency or General Emergency. The SEOC would maintain a PIO presence, staffing ESF 14 with agency PIOs as necessary (i.e. Health, etc.) to support the JIC, as appropriate.

Each Risk county will dispatch PIOs to the JIC. The licensee will dispatch PIOs and an JIC Manager to the JIC.

**VI. Rumor Control**

The FDEM operates the State Assistance Information Line (SAIL) to handle residents and visitors' inquiries during an emergency/disaster situation. SAIL has the ability to maintain 24-hour operations, as needed. The State Assistance Information Line telephone number (1-800-342-3557) and Telephone Device for the Hearing-Impaired number will be released to the general public upon activation of the SEOC and/or the licensee's JIC. During an emergency, other State agency personnel may be used to supplement Florida Division of Emergency Management (FDEM) staff. SAIL standard operating guidelines provide for the management and coordination of rumor information and trends. The coordination of rumor trends between the State and Risk counties will occur with calls between representatives of

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the rumor control personnel for the SAIL, the JIC, and the Risk counties. The Florida Department of Health can support media monitoring and rumor control efforts, by submitting a media monitoring and rumor control report to the JIC as necessary during the response.

Each Risk county will activate similar information lines to answer public inquiries. These telephone numbers are published in the public education booklets distributed to residents and visitors within each 10-mile emergency planning zone. Each Risk county's information line will also be re-released to the general public upon activation of the SEOC and the JIC.

**VII. Public Education**

- A. The licensee and risk counties will coordinate information and materials released to the public to ensure residents and visitors are advised of appropriate protective measures to take during a radiological emergency within the 10-mile Emergency Planning Zone (EPZ).
- B. Public education materials are revised and disseminated annually to businesses, schools and residents within the 10-mile EPZs of each nuclear power plant site in Florida.
- C. Public education materials are revised and disseminated annually to businesses and residents within the 50-mile Ingestion Pathway Zone of each nuclear power plant site in Florida (Fig 7-9).
- D, Appropriate public notices will be posted in parks, beaches, and other outdoor recreational facilities within the 10-mile EPZ that are under the control of State and local government. These will inform residents and the visitor population of appropriate actions to take when they hear an emergency alert signal.
- E. Each nuclear power plant also produces a site-specific public information booklet annually. The booklets provide, at a minimum, information pertaining to the following:
  - 1. Explanation of radiological concepts
  - 2. Emergency Alert System stations
  - 3. Power plant operations
  - 4. Protective measures
  - 5. Evacuation routes
  - 6. Special needs populations
  - 7. Additional contacts for information
- F. At least annually, the licensee, in conjunction with the FDEM and the Risk counties, will conduct media briefings to advise the media of the following information:
  - 1. Emergency plans and procedures
  - 2. The flow of information and role of the media during an emergency

## Chapter 7

### **PUBLIC INFORMATION AND EDUCATION**

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3. Radiation concepts
  4. Emergency contact persons
- G. Public education may be accomplished through the use of presentations, detailed evacuation maps, press kits or other educational materials developed by the FDEM, in conjunction with SERRT response partners, the risk counties and licensees.

**PUBLIC INFORMATION AND EDUCATION**

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**FIGURE 7-1  
SAMPLE PRESS RELEASE - UNUSUAL EVENT**

**State Emergency Response and Recovery Team**

NEWS RELEASE No. \_\_\_\_\_

Contact: State of Florida

Date (InSERRT)

[demexternalaffairs@em.myflorida.com](mailto:demexternalaffairs@em.myflorida.com)  
850-921-0217

---

**THIS IS A DRILL**

**THIS IS A DRILL**

**THIS IS A DRILL**

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**FLORIDA DIVISION OF EMERGENCY MANAGEMENT RECEIVES NOTIFICATION  
OF AN UNUSUAL EVENT AT [InSERRT Name] NUCLEAR POWER PLANT**

[InSERRT Origination]-- The Florida Division of Emergency Management (FDEM) has received notification of an Unusual Event at (InSERRT plant name) Nuclear Power Plant operated by [InSERRT Company Name]. An Unusual Event is classified as a minor incident, (i.e. plant work injury, severe weather, etc.) and presents no public health hazard. This event is [InSERRT Event], resulting in [i.e.

Safety/security/damage] is fully contained within the plant. There has been no release of radioactive material, and no offsite response is expected. No public action is required at this time.

QUOTE ["There has been a minor incident at the [InSERRT Utility]," said [InSERRT Official]. [InSERRT Quote on incident specifics and response].

The Division was notified of conditions at the plant at [00:00 am/pm] by authorized plant personnel, and currently is monitoring the situation from the State Emergency Operations Center (SEOC) in Tallahassee. The SEOC is currently operating at Level 3 – its normal level of daily monitoring, yet will be activated and staffed by representatives from the appropriate State agencies if assistance or a response by the State Emergency Response and Recovery Team (SERRT) is required.

The Governor is fully aware of the situation and has requested regular updates. Under Florida law, the Governor has the ultimate responsibility for protecting the public health and safety in emergencies that may exceed the capabilities of local government.

Based on Nuclear Regulatory Commission regulations, emergency classifications levels, such as an Unusual Event, are the sets of plant conditions that indicate a potential level of risk to public safety and may require response by offsite emergency response organizations to protect residents and visitors near the site. A declaration of an Unusual Event requires authorized plant personnel to relay the classification information to the State Emergency Operations Center (SEOC). The SEOC can then determine if a response by the SERRT is necessary.

For additional information on SERRT, visit the Florida Division of Emergency Management at [www.FloridaDisaster.org](http://www.FloridaDisaster.org). For additional updates, follow us on Facebook at [www.Facebook.com/FloridaSERRT](https://www.Facebook.com/FloridaSERRT) and on Twitter at [www.Twitter.com/flSERRT](https://www.Twitter.com/flSERRT).

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**PUBLIC INFORMATION AND EDUCATION**

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**FIGURE 7-2  
SAMPLE PRESS RELEASE - ALERT**

**State Emergency Response and**

NEWS RELEASE No. \_\_\_\_\_

Contact: State of Florida

Date (InSERRT)

[demexternalaffairs@em.myflorida.com](mailto:demexternalaffairs@em.myflorida.com)  
850-921-0217

**THIS IS A DRILL**

**THIS IS A DRILL**

**THIS IS A DRILL**

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**FLORIDA DIVISION OF EMERGENCY MANAGEMENT RESPONDS TO ALERT AT  
[InSERRT Name] NUCLEAR POWER PLANT**

[InSERRT Origination] - The Florida Division of Emergency Management (FDEM) has responded to an Alert notification from the [InSERRT Name] Nuclear Power Plant operated by [InSERRT Company Name]. The plant declared an Alert at [InSERRT Time] [EDT/EST] [InSERRT Date], due to [InSERRT reason here – i.e., radiation, carbon dioxide, etc.]. An Alert is classified as a potential substantial degradation in plant safety to onsite personnel. A response by offsite emergency response organizations is not anticipated, yet as a precaution, the Division [has/may] direct(ed) the State Emergency Response Center (SEOC) to operate at Level 2, which activates the State Emergency Response and Recovery Team (SERRT). The SEOC will remain activated for the duration of the event. No public action is required at this time.

[QUOTE] [InSERRT] (“The situation, though still contained, has become slightly more involved than originally anticipated,” said) [InSERRT Official]. [InSERRT Quote on changes in incident and response]. [InSERRT] (“As a precaution, our response team is traveling to [InSERRT Facility] to assist as needed.”)

A declaration of an Alert requires authorized plant personnel to relay the classification information to the State Emergency Operations Center (SEOC). The SEOC can then determine if an emergency onsite response by a State Assistance Team is necessary.

The Governor is fully aware of the situation and has requested regular updates. Under Florida law, the Governor has the ultimate responsibility for protecting the public health and safety in emergencies that may exceed the capabilities of local government.

Based on Nuclear Regulatory Commission regulations, emergency classifications levels, such as an Alert, are sets of plant conditions that indicate a potential level of risk to public safety and may require response by offsite emergency response organizations to protect residents and visitors near the site.

**[The SAIL would be placed on standby, unless ordered by the SERRT Chief to be activated. If it is, inSERRT the verbiage below:]**

[The Florida Division of Emergency Management (FDEM) has activated the State Assistance Information Line to operate 24hours a day, seven days a week until further notice so residents and visitors can obtain accurate and up-to-date information about the power plant emergency. The toll-free number is 1-800-342-3557. Hearing-impaired persons may call the Florida Telecommunications Relay at 1-800-226-4329 to receive information and access TDD systems.]

For additional information on the SERRT, please visit the Florida Division of Emergency Management at [www.FloridaDisaster.org](http://www.FloridaDisaster.org). For additional updates, follow us on Facebook at [www.Facebook.com/FloridaSERRT](http://www.Facebook.com/FloridaSERRT) and on Twitter at [www.Twitter.com/flSERRT](http://www.Twitter.com/flSERRT).

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**PUBLIC INFORMATION AND EDUCATION**

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**FIGURE 7-3  
SAMPLE MEDIA RELEASE - SITE AREA RELEASE**

**State Emergency Response and**

NEWS RELEASE No. \_\_\_\_\_

Contact: State of Florida

Date (InSERRT)

[demexternalaffairs@em.myflorida.com](mailto:demexternalaffairs@em.myflorida.com)  
850-921-0217

---

**THIS IS A DRILL**

**THIS IS A DRILL**

**THIS IS A DRILL**

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**STATE EMERGENCY RESPONSE AND RECOVERY TEAM RESPONDS TO A  
SITE AREA EMERGENCY AT [InSERRT Name] NUCLEAR POWER  
PLANT**

[InSERRT Origination] – Florida’s State Emergency Response and Recovery Team (SERRT) is responding to a Site Area Emergency at the [InSERRT Company Name] Nuclear Power Plant. The Site Area Emergency was declared at [00:00 a.m. /p.m.] [EDT/EST] [InSERRT Date]. A declaration of a Site Area Emergency requires authorized plant personnel to relay the classification information to the State Emergency Operations Center (SEOC).

The State Emergency Operations Center (SEOC) is activated to Level One. An All Hazards Incident Management Team is [enroute/has arrived] onsite at [InSERRT Name] Power Plant’s Emergency Operations Facility. The onsite staff will assist in coordinating any actions required by the Governor and Florida state agencies. This emergency classification level involves the actual failure of a plant function essential to the protection of public health and safety. The public is not in danger at this time, yet should monitor trusted media sources and follow any instructions of local officials regarding changes in plant conditions.

The Governor is fully aware of the situation and has requested regular updates. Under Florida law, the Governor has the ultimate responsibility for protecting the public health and safety in emergencies that may exceed the capabilities of local government.

The Florida Division of Emergency Management (FDEM) has activated the Florida Emergency Information Line, a 24-hour hotline for residents and visitors to obtain accurate, up-to-date information about the power plant emergency. The toll-free number is 1-800-342-3557. Hearing-impaired persons may call the Florida Telecommunications Relay at 1-800-226-4329 to receive information and access TDD systems.

Based on Nuclear Regulatory Commission regulations, emergency classifications levels, such as a Site Area Emergency, are sets of plant conditions that indicate a potential level of risk to public safety and may require response by offsite emergency response organizations to protect residents and visitors near the site.

For additional information on the SERRT, please visit the Florida Division of Emergency Management at [www.FloridaDisaster.org](http://www.FloridaDisaster.org). For additional updates, follow us on Facebook at [www.Facebook.com/FloridaSERRT](http://www.Facebook.com/FloridaSERRT) and on Twitter at [www.Twitter.com/flSERRT](http://www.Twitter.com/flSERRT).

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**PUBLIC INFORMATION AND EDUCATION**

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**FIGURE 7-4  
SAMPLE PRESS RELEASE - GENERAL EMERGENCY**

**State Emergency Response and Recovery Team**

NEWS RELEASE No. _____	Contact: State of Florida
Date (inSERRT)	(InSERRT name) / Public Information Officer
	850-921-0217
<b>THIS IS A DRILL</b>	<b>THIS IS A DRILL</b>
	<b>THIS IS A DRILL</b>

**STATE EMERGENCY RESPONSE AND RECOVERY TEAM  
RESPONDS TO A GENERAL EMERGENCY DECLARATION  
AT [InSERRT Name] NUCLEAR POWER PLANT**

[InSERRT Origination] – Florida’s State Emergency Response and Recovery Team (SERRT) is responding to a General Emergency declaration at the [InSERRT Name] Nuclear Power Plant. The General Emergency was declared at 00:00 a.m. /p.m. [EDT/EST], [InSERRT Date]. A declaration of a General Emergency requires authorized plant personnel to relay the classification information to the State Emergency Operations Center (SEOC).

The State Emergency Operations Center (SEOC) is activated to Level One. An All Hazards Incident Management Team is onsite at [InSERRT Name] Power Plant’s Emergency Operations Facility (EOF). The onsite staff will assist in coordinating any actions required by the Governor and Florida state agencies. This emergency classification level involves the actual failure of a plant function essential to the protection of public health and safety. The public should follow all instructions of local officials and continue to monitor trusted media sources.

The Governor has signed Executive Order [13-XX], declaring a state of emergency for the counties of [InSERRT Names]. The Executive Order directs all state agencies, including the Florida National Guard, to provide any necessary assistance when requested by local governments. The Executive Order designates Florida Division of Emergency Management Director [InSERRT Name] as the State Coordinating Officer. Under Florida law, the Governor has the ultimate responsibility for protecting the public health and safety in emergencies that may exceed the capabilities of local government.

The Florida Division of Emergency Management (FDEM) has activated the State Assistance Information Line, a 24-hour hotline for residents and visitors to obtain accurate, up-to-date information about the power plant emergency. The toll-free number is 1-800-342-3557. Hearing-impaired persons may call the Florida Telecommunications Relay at 1-800-226-4329 to receive information and access TDD systems.

[Could InSERRT county(ies) released information on evacuations and or other safety actions, as well as local hotline information, emergency alert system channels, etc.]

Based on Nuclear Regulatory Commission regulations, emergency classifications levels, such as a General Emergency, are sets of plant conditions that indicate a potential level of risk to public safety and may require response by offsite emergency response organizations to protect residents and visitors near the site.

For additional information on the SERRT, please visit the Florida Division of Emergency Management at [www.FloridaDisaster.org](http://www.FloridaDisaster.org). For additional updates, follow us on Facebook at [www.Facebook.com/FloridaSERRT](http://www.Facebook.com/FloridaSERRT) and on Twitter at [www.Twitter.com/flSERRT](http://www.Twitter.com/flSERRT).

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**PUBLIC INFORMATION AND EDUCATION**

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**FIGURE 7-5  
SAMPLE MEDIA RELEASE - CONTINUATION OF EVENT**

**State Emergency Response and**

NEWS RELEASE No. _____	Contact: State of Florida
Date (InSERRT)	(InSERRT name) / Public Information Officer
	850-921-0217
<b>THIS IS A DRILL</b>	<b>THIS IS A DRILL</b>

**GOVERNOR DECLARES STATE OF EMERGENCY IN RESPONSE TO EVENTS AT  
[InSERRT name] NUCLEAR POWER PLANT**

[InSERRT Origination] - Governor [InSERRT name] today declared a state of emergency in [InSERRT County Names] counties due to the potentially hazardous effects of a radioactive release from the [InSERRT Name] Nuclear Power Plant operated by [InSERRT Company Name].

The plant condition has been classified at a [InSERRT Condition] level since [00:00 a.m. /p.m.] today. This emergency classification level involves an [InSERRT designator of condition, ex. General Emergency - actual or imminent substantial core degradation or melting with potential for loss of containment integrity].

Governor [InSERRT Name] has also directed all state agencies and the Florida National Guard to provide their assistance as requested by local governments. The Florida Division of Emergency Management (FDEM) is authorized to direct the use of any state and county facilities, including public schools, for the sheltering of evacuees.

The FDEM has activated the State Emergency Operations Center (SEOC) and dispatched the All Hazards Incident Management Team to [InSERRT Plant Name]. The All Hazards Incident Management Team is coordinating any required actions by state agencies and the Governor. The State Coordinating Officer serves as the Governor's authorized representative.

The State Emergency Operations Center is staffed by representatives from state agencies whose assistance may be required. It will remain open for the duration of the emergency.

The Florida Division of Emergency Management (FDEM) has activated the State Assistance Information Line, a 24-hour hotline for residents and visitors to obtain accurate, up-to-date information about the power plant emergency. The toll-free number is 1-800-342-3557. Hearing-impaired persons may call the Florida Telecommunications Relay at 1-800-226-4329 to receive information and access TDD systems.

For additional information on the SERRT, please visit the Florida Division of Emergency Management at [www.FloridaDisaster.org](http://www.FloridaDisaster.org). For additional updates, follow us on Facebook at [www.Facebook.com/FloridaSERRT](http://www.Facebook.com/FloridaSERRT) and on Twitter at [www.Twitter.com/flSERRT](http://www.Twitter.com/flSERRT).

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**PUBLIC INFORMATION AND EDUCATION**

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**FIGURE 7-6  
SAMPLE PRESS RELEASE - EMERGENCY ALERT SYSTEM ACTIVATION**

**State Emergency Response and**

NEWS RELEASE No. _____	Contact: State of Florida
Date (inSERRT)	(InSERRT name) / Public Information Officer 850-921-0217
<b>THIS IS A DRILL</b>	<b>THIS IS A DRILL</b>
<b>THIS IS A DRILL</b>	<b>THIS IS A DRILL</b>

**FOR IMMEDIATE BROADCAST - Emergency Alert System ACTIVATION REQUESTED**

**EMERGENCY ALERT SYSTEM MESSAGE**

A **General Emergency** has been declared at the [InSERRT Plant Name] Nuclear Power Plant today, [InSERRT Date]\_\_\_\_\_at [00:00 a.m. /p.m.]\_\_\_. A **General Emergency** is the fourth stage of a four-step series of emergency conditions as classified by the Nuclear Regulatory Commission. It involves actual or imminent substantial core degradation or melting with potential for loss of containment integrity.

**OR**

A **Site Area Emergency** has been declared at the [InSERRT Plant Name] Nuclear Power Plant today, [InSERRT Date]\_\_\_\_\_at [00:00 a.m. /p.m.]\_. A **Site Area Emergency** is the third stage of a four-step series of emergency conditions as classified by the Nuclear Regulatory Commission. It involves a failure of a plant function essential to the protection of public health and safety.

In response to this situation, State and county officials have declared a state of emergency and have ordered all persons within the following zones/areas to **EVACUATE: Zones/Areas [InSERRT numbers]**. These evacuation zones encompass all or portions of [INSERRT COUNTIES].At this time, public and recreational facilities in the affected areas have been closed.

**[\*\*ENTER EVACUATION ZONES/Areas\*\*]**

All residents and visitors leaving the area are to go to the Emergency Reception Centers located in [InSERRT County Name] County or shelters located in [InSERRT Host County] County. To get there, evacuees should stay on evacuation routes, and follow the direction of traffic control points along the way.

**PUBLIC INFORMATION AND EDUCATION**

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**FIGURE 7-6 (Continued)  
SAMPLE PRESS RELEASE - EMERGENCY ALERT SYSTEM ACTIVATION**

Drivers are advised to close car windows, turn off car fans/vents and use air conditioning only when necessary and be prepared to seek shelter in the nearest building. Keep your radio tuned to one of the following emergency broadcast stations:

**[InSERRT Plant Name] Nuclear Power Plant Emergency Alert System stations -**

<b>WWWW</b>	<b>---- AM</b>	<b>WWWW</b>	<b>---- AM</b>
<b>XXXX</b>	<b>---- AM</b>	<b>XXXX</b>	<b>---- AM</b>
<b>YYYY</b>	<b>---- FM</b>	<b>YYYY</b>	<b>---- FM</b>
<b>ZZZZ</b>	<b>---- FM</b>	<b>ZZZZ</b>	<b>---- FM</b>

**More information on the emergency will be released as soon as it is available. Please keep your radio tuned to one of the following emergency broadcast stations for further information.**

**PUBLIC INFORMATION AND EDUCATION**

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**FIGURE 7-7  
SAMPLE PRESS RELEASE - AGRICULTURE EMBARGO**

**State Emergency Response and  
Recovery Team**

Contact: State of Florida

NEWS RELEASE No. \_\_\_\_\_

Date (inSERRT)

(InSERRT name) / Public  
Information Officer  
850-921-0217

---

**THIS IS A DRILL**

**THIS IS A DRILL**

**THIS IS A DRILL**

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**Governor Declares Agricultural Embargo in [InSERRT Counties]**

*~ Result of Emergency at [InSERRT name] Power Plant ~*

[InSERRT Origination] - Governor [InSERRT Governor Name] today declared an agricultural embargo for all locally-grown garden and farm produce in the following counties: [InSERRT Counties]. The embargo was declared as a result of the emergency and release of radioactive materials at the [InSERRT Name] Power Plant in [InSERRT County] County, said officials at the State Emergency Operations Center in Tallahassee.

Until further notice, all roadside vendors in the affected counties are advised to cover their produce and cease sales and distribution of the following locally-grown agriculture products:

- \* Milk and milk products;
- \* Fruits and vegetables;
- \* Fish and shell fish; and
- \* Honey

Farmers are advised to prevent livestock from drinking from open water sources such as creeks, ponds and rivers located in the following counties [InSERRT Counties]:

Dairy cattle and lactating cattle should be put on stored feed and sheltered. All other farm livestock should be put on stored feed if possible. Special care should be given to livestock feed and feeding sites to avoid contamination by airborne contaminants. Harvested hay bales or rolled hay should be covered if possible with plastic or tarpaulins.

The killing and butchering of beef cattle, swine, goats, fowl, poultry and wild game should cease until further notice. The Florida Fish and Wildlife Conservation Commission has suspended all hunting and fishing in the following counties: [InSERRT Counties]. Fishing and sporting activities in [(InSERRT Bodies of Water)] have been suspended until further notice.

For additional information, contact your local agriculture extension agent or the Department of Agriculture and Consumer Services at [InSERRT contact information for either/both].

The Florida Division of Emergency Management (FDEM) has activated the State Assistance Information Line, a 24-hour hotline for residents and visitors to obtain accurate, up-to-date information about the power plant emergency. The toll-free number is 1-800-342-3557. Hearing-impaired persons may call the Florida Telecommunications Relay at 1-800-226-4329 to receive information and access TDD systems.

For additional information on the SERRT, please visit the Florida Division of Emergency Management at [www.FloridaDisaster.org](http://www.FloridaDisaster.org). For additional updates, follow us on Facebook at [www.Facebook.com/FloridaSERRT](http://www.Facebook.com/FloridaSERRT) and on Twitter at [www.Twitter.com/fISERRT](http://www.Twitter.com/fISERRT).

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**PUBLIC INFORMATION AND EDUCATION**

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**FIGURE 7-8  
SAMPLE PRESS RELEASE – ALL CLEAR**

The Governor of Florida has announced that emergency conditions at the [InSERRT name] \_\_\_\_\_ Nuclear Power Plant have ended. It is now safe to return to your residence and/or business. Repeating . . . the emergency conditions in the area of the [InSERRT name] \_\_\_\_\_ Nuclear Power Plant have now ended. You may return home and resume normal activities. There is no longer any health and/or safety threat to persons in the area. If you need additional information, please contact [InSERRT information]

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**NOTE TO CORRESPONDENTS:**

This message has been issued by authority of the Governor of Florida. Additional information may be obtained from [InSERRT information]

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Date/Time of issue: \_\_\_\_\_.

Issued by: \_\_\_\_\_

**EMERGENCY FACILITIES AND EQUIPMENT**

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**I. General**

This chapter describes the emergency response facilities utilized for each of the power plants, the supplies and equipment designated for emergency response and the key personnel and organizations that are anticipated to respond to emergencies at each facility. These emergency response facilities have been established in the vicinity of the power plant to allow for the effective coordination of state, local, federal and licensee resources during an emergency at a nuclear power plant. In order to effectively mitigate against emergency situations at the nuclear power plant these facilities should be located outside the 10-mile Emergency Planning Zone (EPZ).

Impact assessments of offsite radiological emergencies will be performed by the Bureau of Radiation Control (BRC), in accordance with their standard operating procedures.

**II. Emergency Response Facilities**

**A. State Emergency Operations Center**

1. The State Emergency Operations Center (SEOC) serves as the coordination center for the State's response for any major emergency.
2. The SEOC was designed and built to survive the range of anticipated hazards associated with the Capital Circle Office Center (CCOC). The building has been designed to resist the effects of 160+ mph wind design with enhanced debris impact resistant shell. This wind design also provides limited protection for up to an EF 3 tornado (136 – 165 mph).
3. The SEOC has an uninterruptible power supply (UPS) that can provide standby electric power to certain select critical branch circuits for up to about one (1) hour. The SEOC also has full standby electrical power via an on-site diesel fuel generator (360 kW) with an automatic transfer switch (ATS). The generator has up to a three (3) day supply of fuel on-site. For a more detailed discussion of the SEOC, refer to Section IV.B of the State Comprehensive Emergency Management Plan (CEMP). For a detailed equipment list see Figure 8-5.
4. The SEOC Physical Security Plan addressing facility access can be found in Annex D of the SCEMP. (SENSITIVE SECURITY INFORMATION EXEMPT FROM INSPECTION AND COPYING PURSUANT TO CHAPTER 119.071 F.S.)
5. Staffing of the SEOC will be in accordance with Section IV.D of the CEMP. It is the responsibility of the section chiefs and branch directors to ensure that each response area is staffed in accordance with established operating guidelines.

**B. County Emergency Operations Centers**

1. Each Risk and Host county affected by a radiological emergency will activate their Emergency Operations Center (EOC) to coordinate their county emergency response. Referenced in each counties plan.

**EMERGENCY FACILITIES AND EQUIPMENT**

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**C. Licensee Emergency Operations Facilities**

1. Each licensee has an established Emergency Offsite Facility (EOF) for the management of overall licensee emergency response, including coordination with federal, State and local officials.
2. The licensee EOFs for each nuclear power plant are located at:
  - a. Crystal River – Duke Energy training facility, 8200 West Venable Drive, Crystal River, FL 34429.
  - b. St. Lucie - Midway substation 9001 Midway Road, Ft. Pierce, FL 34945.
  - c. Turkey Point – Florida Power and Light corporate headquarters, 9250 West Flagler Street, Miami, FL 33174.
3. The licensee may activate the emergency operations facility upon declaration of an Alert and will activate it upon the declaration of a Site Area Emergency or General Emergency, or as emergency conditions warrant.

**III. Transportation to Licensee's Emergency Operations Sites**

- A. The All Hazards Incident Management Team (AHIMT) will travel by the most expeditious manner to the affected licensee's EOF.
- B. Department of Health personnel assigned to field monitoring teams and the Mobile Emergency Radiological Laboratory will travel from Orlando to each of the sites in accordance with procedures. Department of Health field teams are located in Miami and will travel in accordance with established procedures to an emergency at the Turkey Point Nuclear Power Plant.

**IV. Joseph M. Farley Nuclear Power Plant**

The Alabama Forward Emergency Operations Center is located in Dothan, AL 36303. Southern Nuclear Company also has common emergency operations facility at the Southern Nuclear corporate headquarters located at 40 Inverness Parkway, Birmingham, AL 35242. Florida is not included within the 10-mile emergency planning zone as the Farley Nuclear Power Plant is located 16 miles north of the Florida-Alabama border on the Chattahoochee River. If offsite radiological monitoring is necessary in the ingestion pathway zone, the Department of Health field monitoring teams will be coordinated through the Mobile Emergency Radiological Laboratory as outlined in the BRC's standard operating procedures.

The All Hazards Incident Management Team (AHIMT) will travel to Dothan, Alabama via ground or air transportation. BRC may, depending on accident conditions, send representatives to this facility to perform functions such as dose assessment.

**V. Radiological Response Equipment**

**A. Laboratory Support**

### **EMERGENCY FACILITIES AND EQUIPMENT**

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The BRC has a radiochemistry laboratory in Orlando with a full range of capability for analysis of environmental media. The major analytical systems and capabilities are outlined in Figure 8-1.

The BRC also maintains a Mobile Emergency Radiological Laboratory that will be dispatched to the vicinity of the power plant at the time of an emergency. The mobile laboratory provides a wide range of capability for analysis of environmental media and is provided with pre-designated parking locations near each reactor site. The mobile laboratory is self-contained and may be operated without support services when necessary.

The state will analyze collected samples at the Department of Health's Health Physics Lab (Orlando), and the Mobile Emergency Radiological Lab. Additional laboratory assistance may be requested from the United States Department of Energy and the Environmental Protection Agency.

Implementation of the major analytical systems is explained in the BRC's Standard Operating Procedures. Additional laboratory assistance may be requested from the United States Department of Energy.

#### **B. Offsite Monitoring Equipment**

Offsite monitoring equipment available for the Department of Health's field teams in Orlando and Miami is outlined in Figure 8-2. Additional radiation survey instruments used in ongoing program activities are located in the Department's regional offices in Pensacola, Tallahassee, Ft. Myers, Tampa, Jacksonville, Miami, Orlando, Ft. Lauderdale, Lantana, and Winter Haven. Locations are defined in Figure 8-3. Department of Health personnel will maintain inventories of offsite monitoring equipment. Means for equipment calibration, maintenance, and equipment operations are explained in the BRC's standard operating procedures.



## EMERGENCY FACILITIES AND EQUIPMENT

**FIGURE 8-1  
RADIOCHEMISTRY LABORATORY AND ANALYTICAL CAPABILITIES**

Type of Sample	Analysis	Equipment Used
Air (particulate filter and radioiodine cartridge)	Gross Alpha, Gross Beta (filter) Gamma Analysis (filter + cartridge) Isotopic Uranium by specific chemistry (filter) Isotopic Plutonium by specific chemistry (filter)	1, 2 3 6 6
Swipes	Gross Alpha, Gross Beta Strontium-89, 90 by specific chemistry Gamma Analysis Isotopic Uranium by specific chemistry Isotopic Plutonium by specific chemistry Tritium, Carbon-14 Nickel-63 by specific chemistry Promethium-147 by specific chemistry	1, 2 1, 2 3 6 6 7, 8 7 7
Fauna	Gamma Analysis	3
Milk	Strontium-89, 90 by specific chemistry, I-131 by specific chemistry, Gamma Analysis	1, 2 1, 2 3
Soil	Gamma Analysis Radium-226 by ingrowth of daughters Tritium, Carbon-14	3 4 7, 8
Vegetation	Gamma Analysis	3
Water	Gross Alpha, Gross Beta Radium-226, Radium-228, Polonium-210, Total Uranium, Strontium-89, 90 all by specific chemistry Gamma Analysis Isotopic Uranium by specific chemistry Isotopic Plutonium by specific chemistry Tritium, Carbon-14 Radon-222 Nickel-63 by specific chemistry Promethium-147 by specific chemistry	1,2 1,2 3 5, 6 5, 6 7 7 7
Ambient Radiation	Gamma Radiation	9

**Major Laboratory Equipment:**

- (2) low background, gas flow proportional counters with automatic sample changers including 1, one Gamma Products 5000N and one Gamma Products 5020.
- (2) Eight-Detector, low background, gas flow, proportional counter systems including (2) Protean MDS-8.
- Gamma Spectroscopy system consisting of Canberra N type 65% ultra low background HPGE detector, Princeton Gamma Tech N type 41% HPGE detector, , two Ludlum shielded 2" NaI well counter Canberra Genie 2000 PC analysis software.
- Gamma Spectroscopy system consisting of two 3 x 3 NaI and two 4 x 4 NaI detectors, one FIDLER detector with Canberra Alpha M for VAX analysis software.
- (2) Ordel PERALS (Photon Electron Rejecting Alpha Liquid Spectroscopy) spectrometer.
- (3) Canberra 7401 alpha spectroscopy chambers with PIPS detectors.
- Packard Tri Carb 2900TR Liquid scintillation counter.
- Packard Model 307 Sample Oxidizer for preparation of solid samples for H3/C14 analysis.
- Thermoluminescent dosimetry system consisting of Panasonic Model 716 automatic TLD reader, 300 Panasonic 814 TLD badges.

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**EMERGENCY FACILITIES AND EQUIPMENT**


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**FIGURE 8-1 (Continued)****Mobile Emergency Radiological Laboratory - Bureau of Radiation Control, Orlando**

The Mobile Emergency Radiological Laboratory is a self-contained mobile laboratory that can be driven to a designated berthing location near the nuclear power plant as designated in the Department of Health's standard operating procedures.

**A. Analytical Capabilities**

The Mobile Emergency Radiological Laboratory is equipped with a computer based gamma spectroscopy system. It also carries survey instruments, personnel dosimeters, and other supplies used to outfit field teams and operate a contamination control line.

**B. Communications**

1. State Law Enforcement Radio System (800 Mhz statewide system)
2. Satellite telephone/radio
3. Telephone at prime and alternate berthing stations (Phone numbers listed in Emergency Response Directory)
4. Facsimile
5. Cellular telephone

**C. Equipment**

Typical quantities and description of inventory item:

1. (1) A.C. generator (10 KW)
2. (2) Gamma spectroscopy systems, one N type and one P type germanium detectors
3. (4) Low-volume air samplers
4. (2) Ludlum Model 3 with alpha scintillation probes (0- 50,000 cpm)
5. (34) Direct reading pocket dosimeters (0-200 mR) with chargers
6. (7) Ludlum 2241 with GM pancake probe (0-999,000 cpm)
7. (2) Ludlum 177-45 frisking station (0-500,000 cpm)
8. (25) Electronic Personal Dosimeters (0-1600 R)
9. (4) Ludlum 26-1 GM Pancake Probe, 0-999,999 CPM
10. (1) Ludlum Model 52 Portal Monitor
11. (8) CDV 718 Radiac sets (0-9999 R/hr)
12. (1) Triather Liquid Scintillation Analyzer
13. (3) CDV-718A with beta/gamma probe, x-ray probe (for PU detection) and GM pancake probe
14. (1) iSolo portable alpha beta counter
15. (1) Automatic alpha beta counter
16. (2) Ortec Detective EX-100 portable germanium gamma isotopic identifier
17. (11) Canberra Ultra Radiac EM GM gamma detection instruments (20µR/hr-500 R/hr)
18. Rubber boots, rubber gloves, cloth gloves, cotton coveralls, and vinyl shoe covers.

**EMERGENCY FACILITIES AND EQUIPMENT**

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**FIGURE 8-2  
OFFSITE MONITORING EQUIPMENT AVAILABLE TO FIELD TEAMS**

**A. Orlando**

1. (4) Portable 2500 Watt AC generators
2. (8) High volume Air pumps
3. (15,000) CDV-742 Self Reading Dosimeters 0-200 R
4. (1,000) Self Reading Dosimeters 0-200 mR, 0-500 mR.

**B. Miami**

Emergency kit for the Miami field team is stored at the Miami-Dade Emergency Operations Center, 9300 NW 41<sup>st</sup> Street, and other equipment is at inspection team storage.

1. Emergency Kit containing dosimeters, direct reading with chargers, low volume air samplers, and protective clothing.
2. (3) Satellite Radio/Phones

**EMERGENCY FACILITIES AND EQUIPMENT**

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**FIGURE 8-3**  
**Department of Health Regional Offices**

Regional offices are located at:

**Tallahassee**

4042 Bald Cypress Way  
Tallahassee, Florida

**Orlando**

2044 All Children's Way  
Orlando, Fl.

There are Radiation Control Inspectors located in the following regional areas:

Ft. Myers (4 inspectors)

Lantana (3 inspectors)

Miami (6 inspectors)

Jacksonville (5 inspectors)

Orlando (6 inspectors)

Pensacola (1 inspector)

Tallahassee (1 inspector) co-located with HQ.

Tampa (6 inspectors)

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**ACCIDENT ASSESSMENT**


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**I. General**

This chapter describes the responsibilities for assessing the offsite impacts of a radiological emergency at a nuclear power plant and its effects on the health and well being of the residents and visitors of Florida. The state's capability for making accident assessments and performing field monitoring are described and carried out according to the Bureau of Radiation Control's (BRC) standard operating procedures.

**II. Initial Assessment**

The licensee will provide accident assessment and protective action recommendations to the Risk counties, and the All Hazards Incident Management Team (AHIMT). The results of the assessment will be reported to state and local organizations in accordance with Chapter 5 (Notification and Activation) of this Plan.

**III. Field Monitoring****A. Resources and Capabilities**

Field monitoring within the Plume Exposure Pathway around nuclear power plant sites is provided by health physicists from the BRC. Laboratory support and equipment available for use by the field monitoring team is identified in Chapter 8 of this Plan. The specific systems and methods for radiation measurement, location and tracking of the radioactive plume, airborne radioiodine concentration measurement, and estimating integrated dose from actual and projected dose rates outlined in the BRC's standard operating procedures. The BRC's Mobile Emergency Radiological Laboratory will serve as the sole point for receiving samples for analysis during the initial phase of emergency response.

**B. Activation of Field Teams**

- IV. At Alert or higher an Operations Officer will be designated as follows:
- V. • During work hours the Environmental Radiation Administrator, the Emergency Response Manager, or other staff assigned as Operations Officer (see assignment table in SOP 1) will become the Operations Officer.
- VI. • During non-working hours the DO will notify the Environmental Radiation Administrator, the Emergency Response Manager and the Chief of Radiation Control. Either the Environmental Radiation Administrator or the Emergency Response Manager will become the Operations Officer. If neither can be reached, the DO will notify one of the other staff members assigned to the duty of Operations Officer (see assignment table in SOP 1) who will assume the responsibility.
- VII. The Operations Officer will:
- VIII. • Inform the Chief of BRC of his or her identity and keep the chief briefed on any significant changes in the accident.
- IX. • Assess the situation and determine the initial BRC response by:
- X. – interpreting the incoming information from the power plant,
- XI. – contacting the Nuclear Regulatory Commission for additional information concerning the incident (a 24-hour number in the federal section of the BRC Nuclear Emergency Response Telephone Directory), and
- XII. – contact the risk counties to determine and record any protective actions that have been taken. The Emergency Coordinators of the risk counties should have received notification and any initial Protective Action Recommendations (PARs) from the plant.
- XIII. • Begin call-up of staff required for response.

**ACCIDENT ASSESSMENT**

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- XIV.** • Authorize KI for the Emergency workers and the general public in accordance with guidance in SOP 7 and 20, if conditions warrant.

**A. Coordination of Assessment and Monitoring Activities**

The coordination of field assessment and monitoring activities is the responsibility of the BRC under Emergency Support Function (ESF) 8, as defined in Chapter 2 of this Plan Local Government's Role

The counties will implement decisions based on radiological monitoring data provided by the licensee and the BRC Team in accordance with county emergency response plans and procedures.

**XV. Additional Assessment and Monitoring Support**

**A. Emergency Management Assistance Compact**

When it is determined that an accident at a nuclear power plant cannot be adequately controlled with resources available to state radiological response personnel, in accordance with Section V, Administration and Logistics, of the State Comprehensive Emergency Management Plan (CEMP), a request will be forwarded to the SEOC by ESF 8 BRC for the additional resources needed.

The request will contain the following information:

1. Description of the problem
2. Type of resources needed
3. Which state has the resources
4. Where the resources need to be delivered
5. Clear direction to assembly point or point of delivery
6. Estimated time the resources will be needed
7. If resources include people, what arrangements have been made for housing, etc

If the Governor, State Coordinating Officer, or designee concurs with the need for assistance as requested, the Governor, the State Coordinating Officer or designee will contact the Governor or designee of the Emergency Management Assistance Compact state that has the resources and request the specified assistance.

**ACCIDENT ASSESSMENT**

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**B. National Response Framework**

The provisions of the National Response Framework (NRF) will be used for federal interagency coordination for radiological emergency response. Under the NRF, the Department of Energy coordinates federal offsite radiological environmental monitoring and assessment activities as the lead technical organization in the Federal Radiological Monitoring and Assessment Center, regardless of who is designated the federal coordinating agency. The Federal Radiological Monitoring and Assessment Center will be established at or near the incident location in coordination with the Department of Homeland Security, the coordinating agency, other federal agencies, and state and local authorities.

**FRMAC Mission**

The mission of the Federal Radiological Monitoring and Assessment Center (FRMAC) is to coordinate and manage all federal radiological environmental monitoring and assessment activities during a nuclear or radiological incident, within the United States in support of state, local, tribal governments, DHS, and the federal coordinating agency.

**Steps in the FRMAC Emergency Response**

National Nuclear Security Administration (NNSA) will respond to a coordinating agency or state and local request for assistance by deploying the Consequence Management Response Team (CMRT), and its Command and Control element for FRMAC operations.

- A Phase I CMRT, consisting of technical and management personnel will depart within four hours of notification, and can reach any location in the United States within 6-19 hours.
- The Phase I CMRT initiates all technical components of a FRMAC response, and is supported soon after by the Phase II CMRT, and interagency personnel.
- The complete FRMAC is fully operational in 24-36 hours after the initial request for assistance.
- The Federal Radiological Monitoring and Assessment Center (FRMAC) will integrate agency, state, and local responders and establish priorities to develop a monitoring and assessment plan for FRMAC response.

At a mutually agreed upon time, the National Nuclear Security Administration (NNSA) will transfer control of the Federal Radiological Monitoring and Assessment Center (FRMAC) to the Environmental Protection Agency (EPA) to continue long-term monitoring activities. The NNSA and other 3 offices at the Savannah River Site maintains a Radiological Assistance Program. A Radiological Assistance Program response is tailored based on the scale of the event and additional

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### **ACCIDENT ASSESSMENT**

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Radiological Assistance Program teams and resources can be deployed as necessary.

These assets are activated once the Department of Energy is notified that a radiological emergency has occurred, or is imminent and federal assistance is requested. These requests are made by the BRC Operations Officer or the State Coordinating Officer.

The following personnel and equipment resources are available and will be provided on request:

1. Radiological monitoring and environmental specialists with supporting equipment
2. Aerial radiological monitoring equipment
3. Fixed and mobile laboratory support
4. Remote handling equipment
5. Technical assistance in predicting the dispersion of radioactivity into the environment
6. Medical consultation on the treatment of injuries complicated by radioactive contamination
7. Technical support for emergency public information

Federal Radiological Monitoring and Assessment Center and Radiological Assistance Program teams will work to ensure the coordination between State, local and federal agencies.

#### **C. The Southern Mutual Radiation Assistance Plan**

The Southern Mutual Radiation Assistance Plan provides mutual aid in responding to radiation accidents upon request. The plan describes the monitoring and assessment capabilities of each participating state. The following states have signed into agreement with the plan: Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Mississippi, Missouri, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, and Virginia.

Please see the plan in full at the end of this REP Plan.



**PROTECTIVE RESPONSE**

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**I. General**

The purpose of this chapter is to establish the range of protective actions that are available to state and local governments for the protection of the public in the plume exposure and Ingestion Pathway Zones (IPZ) in the event of an accidental release of radioactive material from a nuclear power plant.

**II. Protective Measures**

**A. Plume Exposure Pathway**

Protective actions are addressed in greater detail in each respective site plan. The primary risk for the Plume Exposure Pathway may include external whole body or internal inhalation exposure from the passing radioactive plume. Protective actions to reduce the general public's risk of exposure include evacuation or shelter in place. Potassium Iodide may be used to reduce the risk from the thyroid's absorption of radioactive iodine.

**B. Ingestion Pathway Zone**

The primary risk for the ingestion pathway is from the ingestion of contaminated water or foods. The Bureau of Radiation Control (BRC) has adopted protective action guides that are consistent with federal guidance provided by the Food and Drug Administration. Lists and maps for monitoring and assessment data, land use data, dairies, food processing plants, water sheds, water supply intake and treatment plants and reservoirs will be provided to the risk and ingestion counties. The Florida Division of Emergency Management (FDEM) will coordinate with the appropriate state and local agencies to ensure that the Division has best data available.

**III. Concept of Operations**

Offsite response to a radiological incident at a nuclear power plant is divided into three phases: the early emergency response phase, the intermediate phase, and the recovery phase.

**A. Early Emergency Response Phase (Plume)**

1. Emergency Plans

a. The State of Florida Comprehensive Emergency Management Plan (CEMP) outlines State agencies that have a lead or support role during a declared emergency. These roles are shared by many State agencies: The Department of Health is the lead State agency for exposure pathway responses and the FDEM is responsible for overall state coordination of non-technical radiological resources under this Plan. Other State agencies may also be involved in implementing protective actions to reduce the public's risk of exposure.

b. Federal agencies may provide assistance as outlined in the National Response Framework Nuclear/Radiological Incident Annex.

**PROTECTIVE RESPONSE**

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2. Field Monitoring
  - a. The Bureau of Radiation Control (BRC) Operations Officer at the licensee Emergency Offsite Facility (EOF) will be responsible for the coordination and implementation of all field monitoring and sampling activities. Decisions as to where sampling will occur will be made jointly involving staff from the Department of Health, the Florida Department of Agriculture and Consumer Services and the Florida Department of Environmental Protection.
  - b. Once the Federal Radiological Monitoring and Assessment Center is operational, the BRC will dispatch a representative along with the Mobile Emergency Radiological Laboratory and field teams. State and federal monitoring teams will be integrated and analytical data from field sampling and monitoring will be sent to the emergency operations facility or other field emergency operations centers as the situation warrants.
  - c. State and local staff rosters are maintained by each respective agency.
  
3. Protective Actions
  - a. To protect the public from exposure or inhalation of radioactive materials, protective actions will be developed and implemented according to the protective action decision process given in Chapter 4 of this Plan. These protective action decisions are then implemented through county emergency response agencies and public alert and notification systems.
  - b. Early phase protective action recommendations are generally based on conditions at the plant and projected (calculated) doses. Field measurements (i.e., the analysis of field air samples and beta/gamma measurements) within the emergency planning zone are compared with calculated doses to verify plume location and plant conditions and to confirm the presence or absence of particulates and/or iodines.

**B. Intermediate Phase**

The intermediate phase begins when the nuclear power plant situation has stabilized, there is no further radioactive release offsite, and reliable environmental measurements are available for use as a basis for decisions on additional protective actions, especially those involving ingestion. The Florida State Emergency Response and Recovery Team (SERRT) will support all counties through resource requests submitted on an as needed basis. It extends until these additional protective actions are terminated. This phase may overlap the early and late phases and may last from weeks to many months.

1. Any precautionary ingestion protective actions implemented during the early phase will still be in effect at the beginning of the intermediate phase. Additional responsibilities include but are not limited to:

**PROTECTIVE RESPONSE**

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- a. Citizen and service animal decontamination, registration, and evacuee monitoring points shall be established in the affected counties in accordance with procedures spelled out in the site plans.
  - b. Environmental sampling within the 10-mile EPZ and the 50-mile Ingestion Pathway Zone (IPZ) will be directed by staff at the Federal Radiological Monitoring and Assessment Center (FRMAC) to define the limits of the area of radiological deposition and levels of radioactive contamination in agricultural and dairy products, and water sources. Additional information about sampling procedures and priorities are available in the BRC's standard operating procedures. The BRC, The Department of Agriculture and Consumer Services, and the United States Department of Energy will assist.
  - c. SEOC compiles data in reference to the location of major food producers, processors, distributors, dairies, and surface water systems within the ingestion pathway zone. The Department of Agriculture and Consumer Services, in conjunction with the BRC, is responsible for the development of procedures for utilizing this information to keep affected food producers, processors, and distributors informed about protective actions and required post-incident response actions.
  - d. Maps for recording information on the status of the emergency and for monitoring key land use and other ingestion-related data will be developed and maintained by the county emergency management.
  - e. Initiating or continuing the investigation of long-term agricultural land management practices (e.g., soil removal, crop rotation, tillage, etc.) which reduce future contamination of feed and food crops.
2. Re-entry
- a. Re-entry operations will be coordinated from the emergency operations facility by the State Coordinating Officer or designee.
  - b. Limited non-emergency worker entries into access-controlled areas (restricted zones) will be permitted for the performance of emergency services, and to provide food and water to livestock within the area.
  - c. Decisions to relax protective measures and allow recovery and re-entry into an evacuated area require a continuous assessment of the radiological situation. The assessment is accomplished by the analysis of radiological monitoring data from air samples, milk, water, and direct radiation measurements. The BRC will determine the feasibility of re-entry into evacuated areas and recommend the appropriate actions to the State Coordinating Officer or designee.
  - d. Access/traffic control points will be established and enforced by the counties. They will be used to control all movement into or within a restricted zone. Normally, they will be established in uncontaminated areas. If local resources are exceeded, additional resources may be requested via WEBEOC.

**PROTECTIVE RESPONSE**

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- e. Agriculture control points will be established by the Department of Agriculture and Consumer Services and co-located with the access control points. They will be used to restrict the flow of all food-stuffs and commercial products from a restricted zone. Food control staff will perform direct radiation surveys of all items leaving the restricted zone to ensure all non-consumable items (personnel, pets, household items, etc.) leaving the restricted zone meets the acceptable contamination limits.
- f. Individuals entering the access-controlled area will be issued personal dosimetry (direct reading and dosimeter badges) at the appropriate county emergency operations center prior to entry. They must be given a brief explanation of the hazards within the area and, if practical, escorted within the area by an emergency worker provided by the Department of Health.

Actions to protect the public from the ingestion of contaminated food or water (e.g., embargo and/or disposal of contaminated food or animals, shut down of surface water intakes for public water supply systems, curtailment of hunting or fishing) will be determined and recommended by the BRC and jointly reviewed by appropriate state and county representatives before presentation to the State Coordinating Officer or designee for final approval.

**C. Late Phase (Recovery Phase)**

The recovery phase begins when recovery actions designed to reduce radiation levels in the environment to acceptable levels for unrestricted use are commenced, and ends when all recovery actions have been completed. This period may extend from months to years. Some restricted zones may remain because of long-term or permanently uncorrectable contamination at levels hazardous to public health. Humanitarian relief, short-term recovery efforts, and long-term recovery efforts will be conducted in accordance with the CEMP.

- 1. Radiological Assessment
  - a. The investigation of long-term agricultural land management practices (e.g., soil removal, crop rotation, tillage, etc.) that reduce future contamination of feed and food crops will be continued during this phase.
  - b. The identification of long-term impacts on indigenous and migratory wildlife.
  - c. The determination of human doses due to ingestion, living on contaminated land, etc.
- 2. Decontamination
  - a. A Decontamination and Restoration Plan will be established with coordination from affected counties, the BRC, the Department of Agriculture and Consumer Services, and federal response resources. The Decontamination and Restoration Plan will

**PROTECTIVE RESPONSE**

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- address citizen decontamination points, decontamination of buildings and structures, decontamination of agricultural properties, and disposal of contaminated materials.
- b. The decontamination and restoration of buildings and structures will be conducted with priority given to essential basic services (i.e., general government, fire, law enforcement, utilities, etc.)
  - c. Evaluation of decontamination activities will be conducted by the Department of Health with assistance from federal response agencies.
4. Return
- a. Relaxation of protective action decisions will be recommended jointly by county, state, and federal agencies and authorized by the State Coordinating Officer.
  - b. Human Services assistance and financial assistance for individuals and businesses will be conducted in accordance with the CEMP.
5. Relocation
- a. Recommendations for restricted zones will be jointly developed by county, state, and federal agencies and authorized by the State Coordinating Officer.
  - b. Human services assistance and financial assistance for individuals and businesses will be conducted in accordance with the CEMP.

**IV. Protective Action Guides**

- A.** The decision to implement protective actions will be based on the comparison of numerous accident parameters (e.g., release duration and magnitude, weather conditions, etc.) to established protective action guides. Protective action guides for decision-making during the early phase, intermediate phase, and for ingestion of contaminated agricultural products are identified in Figures 11-1 through 11-3 respectively.
- B.** In coordination with the licensee and federal agencies present, the BRC Operations Officer located at the licensee's EOF will recommend protective actions to the impacted counties and the State Coordinating Officer or designee based on dose projections to the public. The State Coordinating Officer or designee and the impacted counties will then make and implement joint protective action decisions.
- C.** In circumstances where there is an immediate release of radioactive material, the State Emergency Response and Recovery Team Chief present in the State Emergency Operations Center, or the senior government official in the county EOC, can implement protective action decisions. Prior to the time when the Department of Health Operations Officer arrives at the licensee's EOF, the licensee will be responsible for making protective action recommendations directly to the counties and advising the State Emergency Operation Center.

**PROTECTIVE RESPONSE**

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**V. Evacuation**

- A.** Counties may initiate their own protective measures, such as ordering evacuations and activating public shelters, including special needs shelters and pet-friendly shelters. The SERRT, in concert with local emergency management, law enforcement, sheltering organizations, public information offices, and adjacent states, will coordinate regional evacuations. 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.
- B.** Evacuation of the general public normally will be initiated if doses greater than or equal to 1 REM whole body or 5 REM to the thyroid are projected. The public is required to be evacuated if doses greater than or equal to 5 REM to the whole body or 25 REM or above to the thyroid are projected.

Evacuation is the primary protective action for the general public, unless there are circumstances where the evacuation would involve a greater risk than the radiation exposure.

- C.** Maps showing evacuation routes, evacuation areas, pre-selected monitoring and sampling points, reception centers and shelters in designated host areas and population distribution around each facility are included in each respective site appendix. Counties are responsible for updating such maps. Each site appendix includes means for the notification, protection and relocation of all segments of the resident and transient population including mobility-impaired persons. The State GIS lab also maintains population data surrounding the nuclear power plants and is capable of producing maps upon request. Each site plan includes evacuation time estimates generated by licensee. Each county will use the existing day-to-day means for dealing with potential impediments to evacuation and means for controlling access to evacuation areas. Letters of Agreement with the licensee are in place for State ESF 16 to support evacuations and traffic control points. Transportation resource requests can be made from the counties to the appropriate state agency via WEBEOC.
- D.** The affected power plant will order the evacuation of non-essential personnel from the site upon declaration of a Site Area Emergency or higher, however, this evacuation may occur at lesser emergency levels. If needed, Letters of Agreement are in place with offsite law enforcement agencies to ensure onsite evacuees relocate to a suitable offsite location.
- E.** Florida maintains a special needs registry of persons who are medically dependent on electricity, need transportation to evacuate, or assistance to maintain health due to disability. Local emergency management agencies use the registries during an incident to assure necessary services are provided to those persons. In addition to the registries, the Florida Department of Health supports local jurisdictions in determining the number of persons who may need assistance by providing planning tools such as assessment methodologies and statistical profiles of population demographics with specific vulnerability indicators. These resources are available online.

**PROTECTIVE RESPONSE**

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Many people in Florida are limited in their ability to self-evacuate or seek shelter due to a disability or medical condition requiring them to reside in a facility. Florida requires licensed health care facilities and group homes for the developmentally disabled to maintain emergency plans for evacuation and sheltering of their residents. If local capability to implement these plans is exceeded, the State Emergency Response and Recovery Team through ESF8 can provide assistance with patient movement. The Department of Health maintains a Patient Movement Standard Operating Guide which describes State ESF8's plan to monitor and coordinate resources to support the movement of patients in impacted areas where local health and medical systems are overwhelmed and have requested assistance from State ESF8. This SOG includes specific resource lists that may be utilized if necessary.

Florida has 299 licensed hospitals of which 214 provide acute care and 681 nursing homes. Florida statute requires the health care facilities to maintain emergency plans and submit them to the county emergency management agency as a part of their licensure requirement. These plans must include:

- A hazard analysis that identifies if the facility is within a 50 mile zone of a nuclear power plant.
- Locations where patients will be moved or relocated.
- Transportation agreements to move the patients.

If local plans fail, patient movement support can be provided by ESF8 through the State Emergency Response and Recovery Team. Decisions as to which additional hospitals and nursing homes would receive patients would be made based on real-time bed availability census, patient acuity and transportation time to the facility. The process for implementing real-time patient placement is described in the Patient Movement Standard Operating Guideline.

- F.** Assistance to counties may be provided for the movement of incarcerated persons in correctional facilities through ESF 16, upon request.
- G.** Provisions for relocation/reception centers to include school evacuees, radiological monitoring of evacuees, service animals, and evacuee vehicles are a local function. If local resources are exceeded, the State Emergency Response and Recovery Team is capable of supporting these operations, upon request.

**VI. In-place Sheltering**

In-place sheltering of the general public can be recommended if projected doses are not anticipated to exceed 5 REM whole body or 25 REM to the thyroid. In-place sheltering may be used for short term releases or if there are impediments to evacuations that pose a greater risk of exposure. In-place sheltering also enables a population to be positioned so that communications can be carried out in a timely manner.

**VII. Potassium Iodide (KI)**

Potassium Iodide can be used in those situations where evacuation is not an acceptable protective action for populations that are difficult to move such as incarcerated persons in correctional facilities, hospital and nursing home patients, or others with impaired mobility.

**PROTECTIVE RESPONSE**

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**PROTECTIVE RESPONSE**


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**FIGURE 10-1  
RECOMMENDED PROTECTIVE ACTION GUIDANCE FOR THE EARLY  
PHASE OF AN INCIDENT<sup>a</sup>**

Protective Action Guide (projected dose <sup>b</sup> )	Protective Actions	Comments
TEDE 1 to 5 rem  Thyroid CDE 5 to 25 rem  Skin SDE 50 to 250	Evacuation or Sheltering	Evacuation (or, for some situations, sheltering <sup>c</sup> ) should normally be initiated at a TEDE of 1 rem.

- <sup>a</sup> Adapted from Environmental Protection Agency Manual of Protective Action Guides and Protective Actions for Nuclear Accidents, May 1992, page 2-6.
- <sup>b</sup> TEDE: total effective dose equivalent, CDE: committed dose equivalent, SDE: shallow dose equivalent.
- <sup>c</sup> Sheltering may be the preferred Protection Action Guide when it will provide protection equal to or greater than evacuation, based on factors such as source term characteristics, and other temporal and site specific factors.

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**PROTECTIVE RESPONSE**


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**FIGURE 10-2**  
**PROTECTIVE ACTION GUIDES FOR EXPOSURE TO DEPOSITED RADIOACTIVITY**  
**DURING THE INTERMEDIATE PHASE OF A NUCLEAR INCIDENT<sup>a</sup>**

Projected dose in rem	Protective Action	Comments
greater than or equal to 2	Relocate the general population <sup>c</sup> .	Beta dose to skin may be up to 50 times higher.
less than 2	Apply simple dose reduction techniques <sup>d</sup> .	These protective actions should be taken to reduce doses to as low as practicable levels.

<sup>a</sup> Environmental Protection Agency Manual of Protective Action Guides and Protective Actions for Nuclear Accidents, May 1992, page 4-4.

<sup>b</sup> The projected sum of effective dose equivalent from external gamma radiation and committed effective dose equivalent from inhalation of re-suspended materials, from exposure or intake during the first year. Projected dose refers to the dose that would be received in the absence of shielding from structures or the application of dose reduction techniques. These Protective Action Guides may not provide adequate protection from some long lived radionuclides, therefore, doses in any single year after the first can not exceed 0.5 rem and the cumulative dose over 50 years including the first and second years can not exceed 5 rem.

<sup>c</sup> Persons previously evacuated from areas outside the relocation zone defined by this Protective Action Guide may return to occupy their residences. Cases involving relocation of persons at high risk from such action such as hospital patients under intensive care should be evaluated individually.

<sup>d</sup> Simple dose reduction techniques include scrubbing and/or flushing hard surfaces, soaking or plowing soil, minor removal of soil from spots where radioactive materials may have concentrated, and spending more time than usual indoors or in other low exposure rate areas.

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**PROTECTIVE RESPONSE**


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**FIGURE 10-3  
PROTECTIVE ACTION GUIDES FOR INGESTION OF CONTAMINATED FOODS<sup>a</sup>**

<b>Type of Dose<sup>b</sup></b>	<b>Organ of Interest</b>	<b>Projected Dose</b>
Committed effective dose equivalent	Whole Body	5 mSV / 0.5 rem
Committed dose equivalent	Individual tissue or organ	50 mSV / 5 rem

<sup>a</sup> FDA document Accidental Contamination of Human Food and Animal Feeds; Recommendations for State and Local Agencies dated August 13, 1998

<sup>b</sup> Whichever is more limiting.

**MEDICAL AND PUBLIC HEALTH SUPPORT**

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**I. General**

This chapter describes the arrangements that have been made for medical services for radiologically contaminated individuals. This chapter includes provisions for emergency care and transportation of victims of accidents, sudden illness and medically incapacitated persons among the population affected by evacuation and relocation during a radiological emergency.

Personnel from the Department of Health will coordinate the delivery of medical support services to victims of radiological incidents. The Department of Health Emergency Coordinating Officer will be notified by the Florida Division of Emergency Management (FDEM) and will in turn activate the proper Department of Health personnel.

**II. Medical Support**

A radiological emergency at a nuclear power plant can present actual or potential radiological health hazards to individuals within the affected area. It is imperative that capabilities exist for treating contaminated or acutely irradiated individuals. An ongoing capability for emergency care and transportation of victims of accidents and sudden illness and special needs populations during evacuation must also exist.

Coordination of the delivery of public health and medical services for victims of radiological emergencies is the responsibility of the Department of Health as the lead agency for Emergency Support Function (ESF) 8. The Department of Health Emergency Coordinating Officer is designated by the Secretary of the Department for the response and recovery efforts associated with a disaster. The Department of Health will coordinate with public health and medical facilities, and emergency transport services in those areas of the state potentially affected by radiological emergencies. Communications between local hospitals and ambulance services will be performed via local emergency medical services communication systems. The affected counties may request additional resources from Department of Health, ESF 8 if needed.

The Department of Health will annually update the list of medical facilities that have the capability to treat radiologically contaminated or acutely exposed individuals (refer to Figure 12-1). These lists will be coordinated with the FDEM and will include the name, location, and type of facility, capacity, and any special radiological capabilities.

**III. Hospitals and Ambulance Service**

Hospitals and other emergency medical service facilities that can provide medical support for any injured individual and which have provided a letter of agreement with the licensee are identified in Figure 12-1. However, there are no agreements directly with the Department of Health. Ambulance services are listed in Figure 12-2.

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**MEDICAL AND PUBLIC HEALTH SUPPORT**


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**FIGURE 11-1  
EMERGENCY MEDICAL SUPPORT FACILITIES WITH LICENSEE AGREEMENT**

<b>HOSPITALS &amp; ADDRESS</b>	<b>TYPE</b>	<b>CAPACITY</b>	<b>SPECIAL SERVICES</b>	<b>LICENSEE AGREEMENT</b>
<b>CRYSTAL RIVER AREA</b>				
<i><b>Citrus County</b></i>				
Citrus Memorial Health System 502 W. Highland Boulevard Inverness, FL 34452	County	198	General Medical & Surgical	Yes
Seven Rivers Regional Medical Center 6201 N. Suncoast Boulevard Crystal River, FL 34428	Corporate For Profit	128	General Medical & Surgical (Excluding Obstetrics)	Yes
<b>TURKEY POINT AREA</b>				
<i><b>Miami-Dade County</b></i>				
Baptist Hospital of Miami 8900 South West 88th Street Miami, FL 33176	Corporate Non Profit	513	General Medical & Surgical	Yes
Mercy Hospital 3663 South Miami Avenue Miami, FL 33134	Church Operated Non Profit	391	General Medical & Surgical	Yes
<b>ST. LUCIE AREA</b>				
<i><b>St. Lucie County</b></i>				
HCA Lawnwood Medical Center 1700 S. 23 <sup>rd</sup> Street Ft. Pierce, FL 34950	Corporate For Profit	335	General Medical & Surgical	Yes
<i><b>Martin County</b></i>				
Martin Memorial Hospital 300 Hospital Drive Stuart, FL 34995	Corporate Non Profit	336	General Medical & Surgical	Yes

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**MEDICAL AND PUBLIC HEALTH SUPPORT**


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**FIGURE 11-2  
AGREEMENTS FOR AMBULANCE SERVICE SUPPORT**

<b>AMBULANCE SERVICE</b>	<b>DEPARTMENT OF HEALTH AGREEMENT</b>
<b>Citrus County</b> Nature Coast Emergency Medical Service	<b>YES</b>
<b>St. Lucie County</b> St. Lucie County - Fire District	<b>YES</b>
<b>Martin County</b> Martin County Emergency Medical Service	<b>YES</b>
<b>Miami-Dade County</b> Miami-Dade County Fire/Rescue Department	<b>YES</b>

RECOVERY AND RETURN  
SAMPLE RECOVERY AND RETURN PLAN

I. **CURRENT STATUS**

A. **Plant Conditions**

1. As of (local time), (current date) a \_\_\_\_\_ condition exists at \_\_\_\_\_ Nuclear Power Plant.
2. A release of \_\_\_\_\_ occurred as a result of damage to \_\_\_\_\_.

B. **Recommended Protective Actions**

1. A radius of 2 miles around the plant has been evacuated. This affects the following:  
  
Areas / Zones:
2. Coastal waterways have been evacuated a distance of \_\_\_\_\_ miles from the plant.
3. The following areas/zones have been evacuated within a 10-mile radius of the plant:  
  
Areas / Zones:
4. In place sheltering has been recommended for the following:  
  
Areas / Zones:
5. Potassium Iodide (KI) has been issued to all emergency personnel within a 10-mile radius of the plant.

C. **Offsite Conditions**

1. The plume extends to a distance of approximately \_\_\_\_\_ miles from the plant within the following areas/zones:  
  
Areas / Zones:
2. The State Emergency Operation Center, \_\_\_\_\_ County Emergency Operation Center, \_\_\_\_\_ County Emergency Operation Center, the Emergency Operation Facility, and the Emergency News Center are operational. Overall management of the emergency is being coordinated through the Emergency Operation Facility and the State Emergency Operation Center.
3. Roadblocks to limit ingress and egress into the area have been established by State and local officials. Local law enforcement agencies, State Emergency Support Function 16 (Law Enforcement) and State Emergency Support Function 1 (Transportation) are maintaining these roadblocks at the following locations:

**RECOVERY AND RETURN**

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4. State Emergency Support Function 13 (Military Support) and State Emergency Support Function 16 helicopters have been dispatched to assist recovery operations.
5. State Emergency Support Function 8 (Health and Medical Services) has restricted transportation of agricultural and dairy products within a 10-mile radius of the plant.
6. Radiological monitoring assistance has been requested from Alabama, Georgia, Mississippi, and South Carolina. Additional monitoring, sampling and laboratory assistance has been requested from United States Environmental Protection Agency-Montgomery, and United States Department of Energy-Savannah River Operations.

**II. RECOVERY OPERATIONS**

All recovery and return operations will be directed from the EOF by the State Coordinating Officer or designee. The Department of Health personnel will remain in the EOF to coordinate recovery and return operations. The coordination and direction of other State agency personnel will emanate from the SEOC.

**A. Recovery - In-Place Sheltering Areas/Zones**

1. As requested by \_\_\_\_\_ and \_\_\_\_\_ counties to relax protective action recommendations in those areas/zones where in-place sheltering has been implemented, the areas/zones listed below will be screened beginning at their farthest distance from plant and working inward toward the plant boundary.

Areas / Zones:

2. Samples will be collected from water systems, soil, dairies and milk processors, and edible foodstuffs within the areas/zones listed below. State Emergency Support Function 8 personnel will assist in this effort. State Emergency Support Functions 13 & 16 helicopters and State law enforcement vehicles are available to transport personnel and samples.

Areas / Zones:

3. In-state laboratory analysis of collected samples will be performed by the Florida Department of Health's health physics laboratory in Orlando and the Florida Department of Health's Mobile Emergency Radiological Laboratory. Additional laboratory support has been requested, and is available, from the Department of Energy-Savannah River Operations Lab & Mobile Lab. Transportation of samples to these labs will be coordinated by the State Emergency Operation Center.

**B. Recovery - Evacuated Areas/Zones**

1. The areas/zones listed below will be screened beginning at their farthest distance from plant and working inward toward the plant boundary.

Areas / Zones:



**RECOVERY AND RETURN**

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All other sectors will be screened from a distance of 0-2 miles beginning at 2 miles and working inward. Aerial and land survey teams comprised of State agency personnel, and those additional monitors requested through mutual aid (local, State and federal) will screen each area/zone in detail by reviewing sections of land no larger than one square mile. State Emergency Support Functions 13 and 16 helicopters and vehicles will assist local agencies with the transport of personnel and samples.

2. Samples will be collected of water systems, soil, dairies and milk processors, and edible foodstuffs within plume exposure pathway and surrounding area. The Department of Agriculture and Consumer Services will assist in this effort as a support agency to State Emergency Support Function 8.
3. In support of State Emergency Support Function 16 the Florida Fish and Wildlife Conservation Commission will assist in the collection of shellfish and other marine samples within a 2-mile radius of the plant.
4. State Emergency Support Function 16, with assistance from the U.S. Coast Guard, will maintain security along the marine blockade until protective actions have been relaxed and return allowed.
5. Any "hot spots" identified by survey teams will be marked off and secured by local and State law enforcement personnel.
6. Transportation of samples to available laboratories for analysis will be coordinated through the State Emergency Operation Center.
7. The Emergency Operation Facility will maintain maps identifying areas/zones that are priority screening regions as well as those areas that have been screened. The Emergency Operation Facility will also ensure that exposure records are maintained for all emergency personnel involved in screening or sample collecting activities.

**III. RETURN OPERATIONS**

**A. Procedures**

1. Upon determination by survey/monitoring teams that an area is safe, the Department of Health and the County Health Department will make recommendations to the State Coordinating Officer and the respective Board of County Commissioners or their designees to relax the protective actions for that area.
2. No return will be authorized without concurrence of the State Coordinating Officer. Cleared areas will be opened only when clearly definable boundaries are available.
3. The dosimeters and exposure records of those emergency workers within relaxed areas will be collected and transported to the Radiation Safety Officer. Exposure records will be maintained for each emergency worker.

**RECOVERY AND RETURN**

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4. As areas are opened for return, roadblocks and other means for restricting access to the area will be relocated to prohibit return beyond that point. As a region is relaxed, normal crime prevention policies and procedures will be re-enacted. Local and State law enforcement personnel will coordinate and assist the return of evacuees into the clear areas. Identification of evacuees should be checked.
5. As a general rule, evacuees from hospitals, nursing homes, and other special needs facilities will be returned after the return of the general population. State Emergency Support Function 8 and State Emergency Support Function 6 will accommodate these persons needs and provide any additional support.

**EXERCISES AND DRILLS**

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**I. General**

Exercises and drills must be conducted annually to evaluate the adequacy of this Plan and to ensure the skills of offsite emergency response organizations are maintained. Results of drills and exercises provide a basis for changes in the response plans, implementing procedures and training focuses.

**II. Exercises**

An exercise is an event that tests the integrated capability and a major portion of the basic elements existing within emergency preparedness plans and organizations. The emergency preparedness exercise will simulate an emergency that may result in offsite radiological releases that would require response by offsite authorities. Exercises will be conducted as set forth in the Nuclear Regulatory Commission and the Federal Emergency Management Agency rules and will be evaluated by federal observers.

Florida is required to participate in a joint exercise at a site on a rotational basis at least every two years. When not fully participating in an exercise at a site, the State will partially participate at that site to support the full participation of appropriate local governments.

**A. Full Participation Exercise**

A full participation exercise is a joint exercise designed to fully demonstrate the emergency preparedness and response capabilities of the state and respective county governments. This exercise will include mobilization of state and county response organizations identified in this plan, and will be conducted jointly with the licensee's required exercise. The site for this exercise will alternate so that it will be conducted at a different facility every two years.

**B. Partial Participation Exercise**

A partial participation exercise is designed to fully demonstrate the emergency preparedness and response capabilities of county governments surrounding a nuclear power plant site. This exercise allows for partial State participation to support mobilization of county response organizations identified in the specific site appendix and will be conducted jointly with the licensee's annual exercise at least every two years.

Partial participation by the State is acceptable when the State is participating in a full participation exercise at a different site that year. The State may choose, for the purpose of cross-training emergency personnel, to support this exercise through the partial activation of emergency operations centers and mobilization of the State Assistance Team.

**C. Ingestion Pathway Exercise**

An ingestion pathway exercise will be conducted by each site at least once every eight years on a rotational basis as set forth in Federal Emergency Management Agency (FEMA) and Nuclear Regulatory Commission rules and guidelines. An ingestion pathway exercise is designed to demonstrate the emergency preparedness and response capabilities of counties within 50 miles of a commercial nuclear power plant.

**EXERCISES AND DRILLS**

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**D. Non-Required Exercise**

Non-required exercises are not mandated by federal regulation. However, a training exercise may be conducted for the benefit of participating agencies, organizations, the State Emergency Response and Recovery Team and All Hazards Incident Management Team (AHIMT).

**E. Remedial Exercise**

1. A remedial exercise may be required if, during a nuclear power plant federally evaluated exercise, specific portions of the exercise demonstrate inadequacies, findings and/or items requiring corrective actions.
2. A finding is an observed or identified inadequacy of organizational performance in an exercise that could cause a finding that offsite emergency preparedness is not adequate to provide reasonable assurance that appropriate protective measures can be taken to protect the health and safety of the public living in the vicinity of a nuclear power plant in the event of a radiological emergency. Because of the potential impact of findings on emergency preparedness, they are required to be promptly corrected through appropriate remedial actions including remedial exercises, drills or other actions.
3. An area requiring corrective action is an observed or identified inadequacy of organizational performance in an exercise that is not considered, by itself, to adversely impact public health or safety. Correction of any areas requiring corrective action should be verified before or during the next biennial exercise.

**F. Scheduling and Scenario Development**

1. Exercises will be scheduled jointly by the licensees, the Florida Division of Emergency Management (FDEM), the Bureau of Radiation Control (BRC), Risk and Host counties and, if appropriate, the ingestion counties. Exercise objectives and the scenarios for the exercises will be developed and prepared jointly by the licensees, the FDEM and Risk and Host counties.
2. Scenarios will be varied from year to year so all major elements of the plan, and preparedness organizations, are tested within an eight-year period. The scenarios will include but not be limited to the following:
  - a. Objectives of the exercise and appropriate evaluation criteria
  - b. Dates, time period, places, and participating organizations
  - c. Simulated events
  - d. Time schedule of simulated and initiating events
  - e. Narrative summary describing the conduct of the exercise
  - f. Description of arrangements for advance materials to be provided to observers
3. The combined exercise scenario, with the exception of non-required exercises, will be submitted by the FDEM State Exercise Officer to FEMA for approval no later than 60 days prior to the exercise date. A briefing will be scheduled for participating personnel immediately prior to the exercise. Exercise objectives are due to FEMA 90 days prior to an evaluated exercise.

**EXERCISES AND DRILLS**

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**G. Critique and Reports**

1. A critique will be conducted after each exercise to evaluate the capability of participating state and local governments to implement emergency preparedness plans and procedures in response to a nuclear power plant emergency. Observers from FDEM, BRC or other non-participating Risk counties will observe, evaluate and critique off-site response during each annual exercise.
2. Participating agencies will be requested to submit critique notes in writing as input for an after-action report on the exercise. The after-action report will contain all weaknesses and strengths noted and will be grouped according to operational area. The report will then be forwarded to the appropriate operational section for implementation and correction.
3. Exercise evaluation assesses the ability to meet exercise objectives and capabilities by documenting strengths, areas for improvement, core capability performance, and corrective actions in an After-Action Report/Improvement Plan (AAR/IP). Through improvement planning, organizations take the corrective actions needed to improve plans, build and sustain capabilities, and maintain readiness.

**III. Drills**

A drill is a supervised instruction period aimed at developing, testing and monitoring technical skills necessary to perform emergency response operations. A drill may be a component of an exercise. Each drill will be evaluated by the coordinator for that particular drill.

In addition to the required exercise, radiological drills will be conducted annually as indicated.

**A. Communications Drills**

Communications between the licensees, State and Risk counties will be tested, at a minimum, monthly. Communications with federal emergency response organizations will be tested quarterly. Communications between the nuclear power plants, State and local emergency operations centers and field assessment teams will be tested annually. The test of communications with field assessment teams will be incorporated into the exercises. All quarterly communications drills will be conducted using Florida's Emergency Notification Form (ENF).

**B. Medical Drills**

Emergency medical service drills involving a simulated radiologically contaminated individual(s) will be conducted annually for each site. Participation by local emergency medical services and contract hospitals will be required for evaluation by FEMA biennially because of each site having two hospitals. This also results in each nuclear power plant site being required to conduct a FEMA evaluated Medical Service Drill (MSD) annually, on a rotational schedule.

**EXERCISES AND DRILLS**

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**C. Radiological Monitoring Drills**

Radiological monitoring drills for state and appropriate county radiological monitors will be conducted as part of the required exercises, annually. These drills will include collection and analysis of all sampling, including, but not limited to water, vegetation, soil and air while simultaneously monitoring communications and record keeping.

**D. Health Physics Drill**

Health physics drills for state emergency response personnel will be conducted semi-annually involving response to, and analysis of, simulated elevated airborne and liquid samples and direct radiation measurements in the environment. One drill will be conducted in conjunction with the scheduled exercise the other will be conducted in conjunction with annual training.

**RADIOLOGICAL EMERGENCY RESPONSE TRAINING**

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**I. General**

The purpose of this chapter is to establish a training program that will ensure that the radiological emergency response training mandated in NUREG-0654 is provided for emergency response personnel for decision making, planning, and response.

**II. Training Levels**

The state is responsible for ensuring the State Emergency Response and Recovery Team personnel receive training annually. Each county is responsible for ensuring their emergency personnel receive training annually.

Just-In-Time training on basic radiation protection for emergency workers is provided by the Bureau of Radiation Control. All emergency workers would be provided dosimetry and potassium iodide (KI) at the time of this training and documentation would begin and be maintained for the duration of the event and as required by the Florida Department of Health.

The training program is established with three separate levels. Curriculum will be tailored to the agency/personnel being trained. The levels are as follows:

**A. Level I**

Designed to provide a basic overview of the radiological emergency preparedness program. It can be used as an orientation to new state and county employees or presented to such citizen groups as churches, homeowner associations or any type of public awareness program. Training will be conducted by FDEM REP planners, and/or local and licensee representatives periodically, or upon request.

**B. Level II**

Designed to give State and county agencies a basic understanding of emergency response plans and procedures. Training will be conducted by FDEM REP planners, Bureau of Radiation Control, and licensee representative, periodically or upon request, and prior to annual evaluated exercises. All primary and alternate Emergency Coordinating Officers from each Emergency Support Function and all Florida Division of Emergency Management personnel are required to attend.

Level II training is also offered within ingestion pathway counties, to include state, local, and tribal agencies as part of the Ingestion County Training initiative. The initiative includes plan development and tabletop exercises.

Attendance is verified through sign in sheets, which are included in the Annual Letter of Certification.

**C. Level III**

Designed to give specific training to each agency according to their role as outlined in the state's Radiological Emergency Management Plan. Training time will vary according to the specific training requirements. The Florida Division of Emergency

**RADIOLOGICAL EMERGENCY RESPONSE TRAINING**

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Management Director and Bureau management receive this level of training, annually.

Specialized training courses offered by federal, state, county or private agencies will be used to the extent practical. These include, but are not limited to:

1. IS-00003-Radiological Emergency Management
2. IS-00100.a-Introduction to the Incident Command System
3. IS-00120.a-An Introduction to Exercises
4. IS-00200.a-ICS for Single Resources and Initial Action Incidents
5. IS-00301-Radiological Emergency Response
6. IS-00331-Introduction to Radiological Emergency Preparedness Exercise Evaluation
7. IS-00700.a-National Incident Management System (NIMS), An Introduction
8. IS-00800.b-National Response Framework, An Introduction
9. IS-00836-Nuclear/Radiological Incident Annex

**III. Training Standard**

Personnel who would normally be used in a radiological emergency shall receive formal radiological emergency preparedness training. Formal training for additional emergency personnel will be at the discretion of each state and local governmental entity. Formal refresher training will be provided on an annual basis. Radiological emergency planners, at all levels, shall receive continuous radiological planning course specific training that consists of industry, event, or other activity courses deemed appropriate to enhance their skills.

Specialized training courses offered by federal, state, county or private agencies will be used to the extent practical. These include, but are not limited to:

1. E/L339-REP Core Concepts Course (RCCC) (1.5 Days)
2. E/L340-REP Plan Review Course (RPPR) (3 Days)
3. E/L304-REP Exercise Evaluator Course (REEC) (3.5 Days)

State Watch Office personnel receive REP overview and communications instruction during new employee orientation and participate in Level II training annually. EMNet and Hot Ring Down communications tests are conducted weekly. They participate in all quarterly drills and annual REP exercises with each nuclear power plant site.





# **THE STATE OF FLORIDA EMERGENCY REPATRIATION ANNEX**

**To The State of Florida Comprehensive Emergency Management Plan**

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**Attachment I:** U.S. Repatriation Program, General Agreement between U.S. Department of Health and Human Service, Administration for Children and Families and Florida

**Attachment II:** State Repatriation Program Coordinators Contact Form

**Attachment III:** Notices of Emergency Repatriation Letters

**Attachment IV:** HHS Repatriation Repayment and Agreement Forms

## EXECUTIVE SUMMARY

This Annex to the State of Florida Comprehensive Emergency Management Plan (CEMP) is the state's plan to assist the federal government in the repatriation of United States citizens through a process of reception, temporary care, onward transportation to final destination, and follow-up assistance for U.S noncombatant evacuees to the State of Florida in an emergency situation.

### I. References and Authorities

#### A. References

1. The Joint Plan for Department of Defense (DOD) Non-Combatant Repatriation.
2. The U.S. Department of Health and Human Services (HHS), National Emergency Repatriation Plan (NERP). (December, 1983, revised 18 February 1986.)
3. Presidential Executive Order 12656, "Assignment of Emergency Preparedness Responsibilities", 18 November 1988.
4. Title IX Section 1113 of the Social Security Act
5. Memorandum of Understanding (MOU) between the Air Transport Association of America and the Social Security Administration – Office of Family Assistance in Emergency Repatriation Situations, Aug 19, 1985.
6. MOU between the American National Red Cross and HHS - Office of Refugee Resettlement (ORR), July 2, 2008.
7. The State of Florida CEMP.
8. Title 45, Chapter II, Part 211 and 212 of the Code of Federal Regulations.
9. U.S. Repatriation Program, General Agreement between U.S. Department of Health and Human Service, Administration for Children and Families and Florida (**Attachment I**).
10. State Repatriation Program Coordinators Contact Form (**Attachment II**).

#### B. Authorities

1. Executive Order (EO) 12656 (Assignment of Emergency Preparedness Responsibilities), as amended, assigns specific federal agency responsibilities for emergency repatriation. Voluntary agencies will assist in emergency repatriation depending upon their resources and agreements negotiated at the national level and/or with the states.

- a. HHS has the primary responsibility to arrange for reception, temporary care, and onward transportation of evacuees returned to the United States under a declaration of national emergency or it may occur under conditions not involving a declaration of national emergency.
  - b. ORR is assigned responsibility for the repatriation of U.S. Citizens and dependents returned to the United States from a foreign country in an emergency situation.
  - c. The NERP describes the role of the American Red Cross as a provider of:
    - Congregate shelters
    - Mass feeding
    - First Aid
    - Emergency communications
    - Access to financial assistance
2. Sec. 1301. Under the direction of the President and in consultation with the Secretaries of Defense (SECDEF) and HHS, the Secretary of State (SECSTATE) is responsible for the protection or evacuation of all U.S. citizens and foreign nationals abroad, including DOD non-combatants.
  3. Sec 801. The Secretary of HHS, in coordination with the heads of federal departments and agencies, is responsible for providing assistance to U.S. citizens or others evacuated from overseas areas, including DOD non-combatants. Their plan relies on state and local government to carry out the operational responsibilities of repatriation.
  4. Sec 502. SECDEF shall advise and assist the SECSTATE and the heads of other federal Departments and Agencies, as appropriate, in planning for the protection, evacuation, and repatriation of U.S. citizens in overseas areas.

## DEFINITIONS

1. **Care and Protection of Children** - Social services or arrangements for facilities that supplement parental care and supervision. Such services are to be made available in accordance with existing state laws governing care and protection of children and include services for unaccompanied children.
2. **Dependents of United States Citizens** - For the purpose of the regular U.S. Repatriation Program administered by ORR, a dependent of a U.S. citizen generally refers to the citizen's spouse or minor children or under certain circumstances a family member who is financially dependent on an adult U.S. citizen either temporarily or permanently.
3. **Emergency Repatriation Center (ERC)** - During an Emergency Repatriation, HHS/ACF/ORR, through the state, will establish an Emergency Repatriation Center (ERC). ERC is a joint service center established and managed by the state on behalf of ACF/ORR. This site is used for processing non-combatant evacuees and for the provision of temporary assistance as defined by Section 1113 of the Social Security Act. ERCs are usually located at commercial airports and/or military bases.
4. **Evacuation** - The authorized or ordered departure of non-combatants from a specific area by the U.S. Department of State, U.S. Department of Defense, or the appropriate U.S. military commander. This refers to the movement from one area to another in the same or different countries. The evacuation is caused by unusual or emergency circumstances and applies equally to command or non-command sponsored dependents.
5. **Reception Services and temporary assistance as required** - Money payments, food, medical care, temporary billeting, transportation, and other goods and services. This includes personal, family and group counseling, necessary for the health and welfare of evacuees who are without immediately available resources at the time of arrival in the United States, during onward movement to United States destination, and for a temporary period thereafter.
6. **Repatriation** - The procedure where U.S. citizens and their dependents who have been identified by the U.S. Department of State are returned from a foreign country, to the U.S. because of destitution, illness, war, threat of war, or a similar crisis.
7. **Repatriate(s)** - U.S. citizens and their dependents who have been identified by the U.S. Department of State as having returned, or been brought from a foreign country, to the U.S. because of destitution, illness, war, threat of war, or a similar crisis.
8. **Safe havens** - A place to which non-combatants under the U.S. Government's responsibility may be evacuated during an emergency. A location within or outside the United States to which non-combatants are authorized to travel for the purpose of temporarily remaining there until they are authorized to return to the location from which evacuated, or until they are authorized to travel to their final destination.
9. **Temporary Period** – The 90 days after the day of arrival. If the evacuee is not eligible for assistance through any other state, local or federal program and is handicapped in attaining self-support due to age, disability or lack of vocational training, assistance may be extended

with authorization of the U.S. Department of Health and Human Services Office of Refugee Resettlement prior to expiration of the initial 90 day period.

10. **U.S. noncombatant evacuees** - For purposes of planning, include U.S. Government employees, tourists, businessmen, commercial travelers, and employees of U.S. Contractors working on foreign projects, students, missionaries, and other United States Citizens residing in a foreign country.
11. **National Disaster Medical System (NDMS)** - A section of the U.S. Department of Health and Human Services responsible for managing the Federal government's medical response to major emergencies and disasters. NDMS has three major components: Emergency medical response, movement of ill and injured patients and definitive care of patients at hospitals in areas unaffected by the disaster. NDMS will only be activated by ACF/ORR. States will request assistance through ACF/ORR mechanisms.

## CHAPTER I – INTRODUCTION

### I. General

- A. Repatriation is the procedure where U.S. citizens and their dependents that have been identified by the U.S. Department of State (DOS) are returned from a foreign country, to the United States because of destitution, illness, war, threat of war, or a similar crisis. The Secretary of the U.S. Department of Health and Human Services (HHS), in coordination with the heads of federal departments and agencies is responsible for providing assistance to U.S. citizens or others evacuated from overseas areas. This assistance will also include non-combatants of the U.S. Department of Defense (DOD). The Federal Plan relies on state and local government to carry out the operational responsibilities of repatriation.
- B. The Florida Department of Children and Families (DCF) is the state agency designated by the Governor to administer the United States Repatriate Program.
- C. To establish an Emergency Repatriation Center (ERC), authorized ACF/ORR staff shall task the State of Florida to process evacuees from overseas locations.
- D. Overseas evacuations occur under a variety of circumstances – war, civil unrest, military uprisings, environmental concerns, and natural disasters. Based on the situation, DOS may authorize a voluntary departure or may order the departure of federal employees and their families. In the authorized/ordered departure statement, DOS will designate a particular country, normally the continental United States (CONUS), as the safe haven for federal employees. DOS may have only a few or many non-combatants located in the endangered country.
- E. The departure of private citizens is at their own discretion; however, most will take advantage of the protection and transportation available at the time it is provided by DOS. When CONUS is declared the safe haven, American citizens will be repatriated back into the United States. American citizens and designated aliens will be brought to safety, and are responsible for reimbursing DOS for transportation costs incurred in their behalf.
- F. Florida has three (3) designated Ports of Entry (POE). The State, if activated by ACF/ORR, will lead the local operation on behalf of the Repatriation Program, even if the POE is a military base. ACF/ORR will be the lead federal agency and will be deploying necessary staff to the ERC.

#### AIRFIELDS

MacDill Air Force Base, FL

#### BACKUP AND ASSIST

Mayport Naval Base, FL

#### NAVAL SEAPORT OF Entry

Mayport Naval Base, FL

#### BACKUP AND ASSIST

MacDill Air Force Base, FL

#### INTERNATIONAL

Tampa International Airport, FL

#### PRIMARY INSTALLATION/BASE

MacDill Air Force Base, FL



- G. With Florida's unique geographic location, there may be situations where repatriation centers and medical evacuation sites may need to be established in locations other than the predetermined points of entry. Communities with international airports or ports in Florida should plan and be prepared for an unnoticed repatriation of opportunity due unexpected circumstances.
- H. Repatriation may occur at other locations based on the location of events requiring repatriation, the capacity of facilities and the resources available. International airports in Florida should be familiar with repatriation requirements.
- I. Although the evacuation of pets with families is not authorized by federal regulations, past experience has shown that evacuees will bring pets with them. Therefore, repatriation centers and intermediate processing/staging areas must be prepared to take care of pets. Transportation of pets at government expense is not an allowable expense. Families are financially responsible for their pets.

## **II. Purpose and Scope**

The purpose of this Annex is to provide the organizational framework for the coordination of the emergency repatriation of United States citizens and selected foreign nationals by federal, state, and local government agencies as well as private and volunteer organizations. In addition, the purpose is to provide procedures and necessary services that will expedite the reception, processing, onward travel, and short or long-term care for the emergency evacuees.

The scope of this Annex is providing for the reception, temporary care, onward transportation to final destination, and follow-up assistance for United States non-combatant evacuees to the State of Florida in an emergency situation throughout the temporary period. This Annex is applicable to the State Emergency Response and Recovery Team (SERRT), counties, and entities identified as having a support role in the execution of this Annex.

## **III. Assumptions**

- A. That a threat of general war, as defined by Congress, will not exist at the time this annex is implemented.
- B. That the evacuation of noncombatant evacuees has been authorized/ordered by the United States Secretary of State.
- C. That the scale of operations could involve both evacuees from multiple foreign nations and U.S. citizens could be evacuated to the continental United States.
- D. That while returning evacuees may arrive at military and civilian ports of entry, the primary mode of transportation will be either military or civilian charter.

- E. That state operated ERCs may be required to process DOD personnel and in cases where such personnel are evacuees. DOD may provide staff to process DOD personnel at the ERCs; however, other military support at the point of arrival may not be available.
- F. ORR will notify the Governor's office, and the persons listed within the State Repatriation Program Coordinators Contact Form (**Attachment II**), both main, back-up and the Florida State Watch Office.
- G. The Governor will declare a state of emergency to activate the State Emergency Response and Recovery Team in support of repatriation missions as needed.
- H. Immediately upon notification, the Governor of the State of Florida will request a meeting with the Department of Homeland Security (DHS) and DOS to discuss the non-citizens who will be entering the State of Florida and unaccompanied minors, the immigration status that will be conferred upon these individuals and the implication on the state budget regarding eligibility for state benefits.
- I. Incomplete, incorrect and disjointed intelligence may cause planning and operation issues.
- J. That no advance of federal funds will be made to the state before the beginning of the operation.
- K. That evacuees may arrive in the United States with little or no access to money or personal possessions.
- L. Some may arrive with pets.
- M. That large numbers of media personnel may be on-site.
- N. That the state may have to declare a State of Emergency.
- O. That an operation may run 24 hours a day.
- P. That the HHS should provide oversight at state-operated ERC.
- Q. That the HHS will reimburse the appropriate agencies that provide for the financial needs of non-DOD evacuees.
- R. That HHS will reimburse the State of Florida for all expenses incurred in repatriation processing activity.
- S. That evacuees may speak languages other than English.
- T. Circumstances may arise in which an emergency repatriation event will include medical evacuations of Third Country Nationals to Florida. By law, Florida hospitals shall not deny care to any person in an emergency. There should be coordination between the SERRT and Federal and local

governments to identify those hospitals who will be affected by repatriates and Third Country Nationals, ensure proper immigration procedures are followed, and follow-up care following discharge has been coordinated with medical personnel in the area in which the patient will reside.

- U. The full activation of the National Disaster Medical System (NDMS) should be evaluated for use during emergency repatriation events at an early stage.
- V. The activation and mobilization NDMS may not coincide with the arrival repatriates where state and local resources may be necessary.
- W. That evacuees may arrive with transmittable diseases necessitating precautions at the Emergency Repatriation Center.

## CHAPTER 2 – THE RESPONSE ORGANIZATION

### I. General

This Chapter of the Annex describes the response organization that the State of Florida will use in support of federal efforts to repatriate U.S. citizens or others evacuated from overseas areas, including the United States Department of Defense (DOD) non-combatants.

In addition to the official processing, eligible non-combatants will be provided various services to ensure their well-being and transportation to their final destination. Emergency repatriation is a combined federal, state, and local operation.

In addition to this Annex, the organizational structure for response to any emergency in the State of Florida, including a repatriation emergency, will be in accordance with Chapter 4 Section M (Response Operations), of the Basic Plan to the State of Florida Comprehensive Emergency Management Plan (CEMP). This may include the forward deployment of a State Management Team (SMT) to support local repatriation efforts.

### II. Response Organization

- A. If the Department of State authorizes an evacuation, and the State is activated by ACF/ORR, then the State will be responsible for the execution of this plan at a commercial or military installation.
- B. ORR will notify the State through the use of a “Notice of Emergency Repatriation” letters (**Attachment III**). The State may receive any of the following notification letters from ORR:
- **Stand-By:** This notice will be provided after sufficient information is obtained from DOS advising that a massive repatriation may materialize.
  - **Activate Plan:** This notice will be provided after sufficient information is obtained from DOS advising that a massive evacuation has materialized and the state has been chosen as a POE.
  - **Cancel Previous Notice of Stand-by:** This notice will be provided after sufficient information is obtained from DOS advising that (1) a massive evacuation has materialized and the state has NOT been chosen as a POE, or (2) there will be no massive evacuation.
- C. The State of Florida will establish the ERCs convenient to the port of entry.
- D. Federal Customs and Border Protection, Agriculture Plant Protection and Quarantine, and Citizenship and Immigration Service personnel will conduct routine clearances.

- E. State and local personnel will process evacuees and provide such temporary assistance as money payments, food, medical care, temporary billeting, transportation arrangements and family and group counseling.
- F. State and local personnel will provide repatriates with follow-up assistance, if needed, in the final destination community.

### **III. Responsibilities**

#### **A. Federal Government**

##### **1. The United States Office of Refugee Resettlement (ORR)**

ORR is the primary agency within the Administration of Children and Families (ACF) with responsibility for planning, assessing, coordinating, and leading the emergency repatriation responsibilities and response activities of HHS. Lead responsibilities of ORR are supported by federal, state and non-governmental agencies. The following are some of ORR's responsibilities:

- a. Responsible for activating the National Emergency Repatriation Plan (NERP) Operational Guide.
- b. Serves as overall coordinator of the activities of all Federal agencies to ensure that the required support is provided.
- c. Ensures the cooperation of HHS operating divisions involved in the planning and implementation of emergency repatriations.
- d. Coordinates the planning and operational activities of all concerned agencies.
- e. Assists states in the development of State Emergency Repatriation Plans (SERP) and reviews and approves state plans.
- f. Enlists the cooperation of state agencies to ensure coordination of emergency repatriation planning and implementation activities within the State. Coordinate with ACF regional offices in the review of State Emergency Repatriation Plans.
- g. Coordinates the provision of emergency communication services to state officials in Ports of Entry (POE).
- h. Provides communication services for notifying state, federal, and voluntary agency officials about implementation of Emergency Repatriation Plans.
- i. Receives information from DOS regarding potential evacuations and the necessity to implement SERP.

- j. Assists states with developing emergency repatriation training and exercise plans.
- k. Reimburses states for implementation of Emergency Repatriation Plans.
- l. Has lead responsibility for public affairs when the information that needs to be released falls within federal jurisdiction, then it will need to be cleared by ACF/ORR (e.g. program specific information, statistics, evacuee information, etc.).
- m. Coordinates, approves, and reimburses states for allowable, reasonable, and allocable costs associated to the emergency repatriation. This may include, but is not limited to, medical augmentation and mental health services if requested by the state.

2. The United States Department of State (DOS)

All notifications and/or communication will be provided from DOS to ORR designated staff. In addition, DOS:

- a. Notifies ORR when an evacuation is ordered, and provides the method of evacuation and the date operations will begin. Provides a list of the manifests (or equivalent), including times of arrival, and health conditions.
- b. Provides notice to ORR of an escalating crisis, natural disaster, or other event which may require the evacuation of American citizens from a foreign country. Reports the estimated number of potential evacuees in the affected area.
- c. Informs ORR as the situation changes and provides updated information regarding potential evacuees and affected areas.
- d. Discusses with ORR the POEs where evacuees may arrive.
- e. Informs ORR when the operation reaches its completion.
- f. Determines who is eligible to be repatriated from overseas to the US.

3. The U.S. Department of Defense (DOD)

IF DOS orders the departure of non-combatant evacuees to the U.S., ACF/ORR will be the lead federal agency within the U.S. In addition, if no commercial planes are available, DOS will send a request to DOD for evacuation assistance from danger zone to the safe haven (U.S. or another country). This DOD operation is called NEO. The NEO will end once non-combatant evacuees are transported to the safe haven.

4. The United States Centers for Disease Control and Prevention (CDC)  
  
CDC is responsible for providing public health services, including disease control, epidemiology, medical assessment for infectious diseases, and if required to quarantine operations. Please look at bullet number 29 under planning assumptions in the Federal Repatriation Plan.
5. Program Support Center (PSC)  
  
PSC is responsible for budgetary assistance in the procurement and administration of funds for emergency repatriation operations.
6. United States Citizenship and Immigration Services (CIS)  
  
CIS is responsible for the statutory processing of evacuees including the issuance of clearances for U.S. citizens and their alien dependents to proceed to final destination.
7. United States Customs and Border Protection (CBP)  
  
CBP is responsible for performing required customs clearances at the Point of Entry (POE).
8. United States Federal Bureau of Investigation (FBI)  
  
Whenever necessary, FBI is responsible for performing required security clearances at POEs.
9. United States Federal Emergency Management Agency (FEMA)  
  
FEMA is responsible for assisting in the coordination of emergency communication systems to notify national and local partners of the need for assistance.
10. United States Department of Housing and Urban Development (HUD)  
  
HUD is responsible for identifying available HUD-assisted housing at or near the POE, which may be used for some evacuees who cannot be moved in a timely manner to a final destination. It also identifies available HUD-assisted housing at or near the point of entry for longer stays, commercial housing facilities, and congregate facilities.
11. United States Department of Agriculture (USDA)  
  
USDA is responsible for the provision of food to authorized distributing relief agencies, such as the American Red Cross and Salvation Army. USDA is also responsible for the regulatory clearance or quarantine of animal and plant products, at the POEs.

12. United States Department of Transportation (DOT)

DOT will add repatriates to the transportation priority list following notification by the United States ACF/ORR. They also advise the Federal Aeronautics Administration, the Interstate Commerce Commission, and the Federal Railroad Administration of the priority of movement for repatriates and for inter-city motor services.

**B. State Government**

The State Emergency Response and Recovery Team (SERRT) is comprised of representatives from different state agencies and voluntary organizations who are empowered to deploy the resources of their agency or organization to carry out missions that are assigned by function. The SERRT is organized into 18 functional groups called Emergency Support Functions (ESFs) and is supported operationally by the Florida Division of Emergency Management (DEM). Each emergency support function is comprised of a “primary” or lead agency and several support agencies. For a complete listing of the 18 ESFs, see the ESF Annex to the Florida Comprehensive Emergency Management Plan (CEMP).

The responsibilities of the primary emergency support functions and primary agencies that will be involved with a repatriation emergency/disaster in support of a federal effort in the State of Florida are:

1. Florida Division of Emergency Management (DEM)

DEM provides operational support and coordination for the SERRT, and has the following responsibilities in planning for a repatriation emergency:

- a. Develops and maintains current, this repatriation annex.
- b. Coordinates planning of all involved agencies.
- c. Develops, in coordination with the Florida Department of Children and Families (DCF), Standard Operating Procedures for activities and functions in the ERC.
- d. Provides planning assistance to state and local governments.
- e. Notifies all support agencies when this Annex is implemented.
- f. Activates the State Emergency Operations Center (SEOC) as needed.

The SERRT Chief, and Command and General Staff, have the following responsibilities during a repatriation emergency:

- a. Coordinates with the following federal agencies to ensure proper representation at the ERC:



- CBP and the FBI
  - United States Department of Homeland Security (DHS)
  - USDA, Plant Protection and Quarantine
  - The United States Public Health Service
  - DOD, Military Air Base point of entry
- b. Supports the transportation of evacuees from the Point of Entry to the ERC, temporary shelters, and to transportation departure points. Coordinates communications support needs for the ERC with the Department of Management Services and Region IV of the FEMA.
- c. Designates an Incident Commander for the ERC.
- d. Provides support the ERC.
- e. Coordinates public affairs activities with the Governor's Office, appropriate counties, and appropriate federal agencies.
- f. Provides for training and exercising of state and local participants in repatriation activities described in this Annex.
- g. Provides a Liaison Officer to Military Ports of Entry if activated.
- h. The SERRT may seek reimbursement from ORR through DCF for other agencies appointed by the State Coordinating Officer (SCO) to conduct or support repatriation activities in coordination with DCF.
2. Emergency Support Function 1 (Transportation)
- a. Supports the transportation of evacuees from the Point of Entry to the ERC, temporary shelters, and to transportation departure points.
3. Emergency Support Function 2 (Communications)
- a. Provides assistance in obtaining communications (telephone lines) into the ERC.
- b. Assists with addressing communications needs of the ERC and responding agencies. This should include internet and e-mail access.
- c. Ensure communication resources are provided to the evacuees enabling them to contact relatives and friends concerning their personal status and onward transportation plans.

#### 4. Emergency Support Function 6 (Mass Care)

The lead agency for ESF 6 is the Department of Business and Professional Regulation (DBPR). However, under this annex, DCF has the following specific responsibilities:

- a. Serve as the lead agency for the United States Repatriation Program for the State of Florida.
- b. Develop, in cooperation with the SERRT, Standard Operating Procedures for the following activities and functions in the ERC.
  - i. Interview evacuees to determine resources needed and refer them to the appropriate providers in the ERC.
  - ii. Ensure completion of repatriation loan agreements as required by ORR in the ERC.
  - iii. Provide the necessary follow-on care, when required, for those evacuees who have completed the ERC processing.
  - iv. Compile information on the total expenditures incurred in support of repatriation operations.
  - v. Coordinate with ACF/ORR to utilize OMEGA to book onward travel for eligible repatriates. OMEGA will not be onsite, but available via telephone. The state will provide the personnel to assist repatriates with booking onward travel through OMEGA. ACF/ORR deployed staff will provide in-time training.
- c. Provide adequate personnel to process evacuees.
- d. Submit this Annex and an agreement form to HHS/ORR for acceptance.
- e. Claim administrative expenses from the ORR for state, county and other non-government agencies involved in the emergency repatriation operation.
- f. May request an advance of funds from the ORR regional office upon implementation of the Emergency Repatriation Plan.

Other ESF 6 primary and support agencies perform mass care and emergency assistance in accordance with the base plan.

- a. The American Red Cross

Services provided by the Red Cross are those currently defined by the Red Cross Disaster Services, Service to the Armed Forces, and International Services. Programs may include the following:

- i. Congregate shelter management.
  - ii. Mobile and fixed feeding.
  - iii. First Aid.
  - iv. Emergency communications.
  - v. Access to financial assistance.
- b. The Salvation Army's programs may include the following:
- i. Mobile canteen services.
  - ii. Emergency feeding services in Salvation Army and other facilities.
  - iii. Collection and distribution of clothing and other supplies that might be needed by evacuees.
  - iv. Crisis counseling.

5. Emergency Support Function 8 (Health and Medical)

- a. Coordinates with local Emergency Medical Services providers to support the ERC.
- b. Provides for mental health and crisis counseling for evacuees.
- c. Provides special care for those with functional needs.
- d. Provides special care and processing for those with functional needs, unaccompanied children, and the elderly.
- e. Coordinates the provisions to provide medical screening, first aid, and hospital care.
- f. Ensure compliance with universal health precaution measures.

6. Emergency Support Function 11 (Food and Water)

- a. Provides food to recognized disaster organizations for mass feeding if required.

7. Emergency Support Function 13 (Military Support)

- a. Provides transportation support as requested.
- b. Supports emergency repatriation operations as requested.

8. Emergency Support Function 14 (Public Information)

- a. Serves as the lead for coordinating public information between federal, state and local agencies.
- b. Determines the requirements to establish a Joint Information Center.
- c. Provides Public Information Officer(s).

9. Emergency Support Function 15 (Volunteers and Donations)

- a. Assist in non-monetary donations (items to be given out immediately to repatriates, such as clothing, formula, diapers etc.) and volunteer management.
- b. Provides assistance in locating translators as needed.
- c. Provides assistance in locating volunteers to act as escorts for evacuees.
- d. Provides assistance in locating volunteers for appropriate support roles.

The American Red Cross and the Salvation Army are two private organizations with much expertise in handling all types of disasters. A federal agreement already exists with the Red Cross whereby they will assist local and state governments in emergency repatriation situations. Several faith-based organizations including Lutheran Services Florida, Catholic Charities, and the United Methodist Church, also provide services during disasters. Local chapters of these organizations will coordinate efforts with Emergency Repatriation Center Directors.

10. Emergency Support Function 16 (Law Enforcement)

- a. Provides traffic control and security from the Ports of Entry to the ERC, if required.
- b. Provides security for evacuees at the Ports of Entry, temporary shelters, ERC, departure points, and during transit as needed.
- c. Coordinates the activation of the state and regional intelligence exchange centers as needed.

### 11. Emergency Support Function 17 (Animal & Agriculture Issues)

- a. Coordinates pet care and veterinary services.
- b. Coordinates screening and immunization of pets accompanying evacuees.
- c. Coordinates short/long term care of pets at or near the ERC.
- d. Coordinates euthanasia requirements for animals refused entry into the United States.

### 12. Emergency Support Function 18 (Business, Industry, and Economic Stabilization)

- a. Provide assistance as needed in coordinating temporary commercial lodging accommodations for evacuees.
- b. Provide assistance as needed in coordinating the transportation of evacuees to relocation points.
- c. Provide assistance as needed in coordinating with restaurant owners and other food service providers to support mass care feeding operations.

## C. County Government

1. The Federal Repatriation Plan assumes that repatriation services will be provided by the state. In completion of the state's responsibilities, Florida's counties may support any and all repatriation efforts. The following activities are listed as an examples of assistance that may be required:
  - a. Provides transportation assistance from the Ports of Entry to the ERC, temporary shelters and points of departure, as may be needed.
  - b. Provides a facility to process evacuees as needed.
  - c. Provides assistance for security of the evacuees at the Ports of Entry, temporary shelters, ERC, departure points, and during transit.
  - d. Assists control and security of baggage during processing of the evacuees.
  - e. Assists mass care feeding.
  - f. Provides assistance with emergency medical service and transportation, and coordinates with local hospitals, as needed.

- g. Obtains local personnel to assist staffing the ERC.
- h. Assist in donation and volunteer management.
- i. Provides translators, as needed
- j. Assists in coordination with local media.

## CHAPTER 3 – THE CONCEPT OF OPERATION

### I. General

This chapter of the annex addresses the Concept of Operation the State of Florida will use to support a federal effort to repatriate American citizens or others evacuated from overseas areas, including the United States Department of Defense (DOD) non-combatants. In times of increasing world tension, the State of Florida will be notified of the possibility of activating this annex. During the readiness period, contact with the designated officials at the Ports of Entry and back up and assisting Ports of Entry will be established to ensure direct notification of incoming flights. As flights arrive, evacuees will be immediately transported to the designated Emergency Repatriation Centers (ERCs) for screening and processing. For those in need of financial assistance, it will be provided through the repatriation program.

### II. Direction and Control

During a state-run repatriation emergency, the State Emergency Repatriation Coordinator, in consultation with the State Coordinating Officer (SCO) will appoint Directors of any designated ERC(s) in coordination with the Secretary of the Florida Department of Children and Families (DCF).

### III. Notification

#### A. Federal Notification

When an escalating crisis that may require the evacuation of United States non-combatants from foreign countries occurs, the United States Department of State (DOS) will notify the United States Department of Health and Human Services (HHS), Office of Refugee Resettlement (ORR). ORR will notify the Governor's office, and the persons listed within the State Repatriation Program Coordinators Contact Form (**Attachment II**), both main, back-up and the Florida State Watch Office. ORR will notify the State through the use of a "Notice of Emergency Repatriation" letters (**Attachment III**). The State may receive any of the following notification letters from ORR:

- **Stand-By:** This notice will be provided after sufficient information is obtained from DOS advising that a massive repatriation may materialize.
- **Activate Plan:** This notice will be provided after sufficient information is obtained from DOS advising that a massive evacuation has materialized and the state has been chosen as a POE.
- **Cancel Previous Notice of Stand-by:** This notice will be provided after sufficient information is obtained from DOS advising that (1) a massive evacuation has materialized and the state has NOT been chosen as a POE, or (2) there will be no massive evacuation.

#### B. State Notification

1. Upon receipt of notice that activation of the emergency plan is being considered, the State Emergency Response and Recovery Team (SERRT) will notify state agencies and the affected county(s), as well

as private and volunteer organizations with responsibilities and/or support functions.

2. The State Emergency Operations Center (SEOC) may be activated to a Level 1 (full activation) to support preparation and operations.
3. The SEOC will receive an activation notice from ORR to implement its plan.

#### **IV. Public Information**

Timely public information is essential to the public's understanding of the situation at each Port of Entry and to public confidence in the reception and processing operations. The responsibility for repatriation public information is designated to the Florida Division of Emergency Management (DEM). The Public Information Officer(s) of DEM will serve as the focal point for release of information, in cooperation with DCF.

#### **V. Financial Assistance**

##### **A. General**

1. The funding of emergency repatriation actions is the responsibility of the federal government. Therefore, state and county units of government and volunteer organizations will be reimbursed for all reasonable, allocable, and allowable expenses. The procedures to be followed in accounting for funds, keeping financial records, developing case records, acquisition of advanced funding and requests for reimbursement are outlined in Funding and Fiscal Procedures of the *National Emergency Repatriation Plan*, OMB Circular A-87, and the "State of Florida Resource and Financial Management Policies and Procedures for Emergency Management" policy document.
2. Unless actual experience demonstrates otherwise, funding assistance for repatriation actions that might involve Florida Ports of Entry will be requested at an estimated amount.

##### **B. Eligibility**

To qualify for repatriation assistance, an evacuee must be a United States citizen or a dependent of an American citizen returned from a foreign country; the evacuee should be identified by DOS as having returned because of war, threat of war, invasion or similar crisis. The United States Citizenship and Immigration Service (CIS) will verify citizenship on the evacuee's processing check sheet. The evacuee's declaration that he or she is without available resources will be accepted unless the interview reveals that sources are available. Evacuees receiving assistance will be required to repay the United States the cost of such assistance and services after their arrival at the final destination when their own resources become accessible to them; debt collection is not a State of Florida responsibility.



**C. Temporary Assistance at the Port of Entry**

1. Cash assistance will be provided at the ERC in a nominal amount if the evacuee's needs for temporary shelter and food are being met on a congregate basis. In the event commercial facilities for lodging and food are necessary, the amount of cash provided will take these costs into consideration. Cash may also be provided for meals and lodging while traveling to the final destination.
2. Evacuees will need to pay for their hospitalization, unless other programs are available to cover their costs (e.g. Medicaid). The Repatriation Program will only pay for medical care for eligible repatriates.

**D. Repayment**

DCF will inform the individual of the repayment requirement and the amount of repayment. In addition, DCF will recommend to ORR whether repayment or a waiver is warranted. ORR is responsible for repayment.

**VI. Funding and Fiscal Procedures/Funds for Planning**

Federal matching funds at the rate of 50% may be available from the Social Security Administration/OFA (Title 45, Code of Federal Regulations, Section 205.45) to state agencies responsible for administering Title IV–A of the Social Security Act for development and planning activities for emergency repatriation. These activities include the development of plans, participation in preparedness exercises to test plans, and training necessary for the implementation of the plan.

## Appendix A: Program Funding Procedure

### I. General.

Section 1113 of the Social Security Act authorizes Federal funds for the Repatriation Program. The state's cost estimate for implementation of the plan is to be updated annually and forwarded to the Office of Refugee Resettlement (ORR), Region IV. Estimates approved by ORR will serve as a basis for a request for advance of Funds to ORR. Federal repatriation program funds will be requested to reimburse reasonable, allocable, and allowable administrative expense in addition to the money payments, goods, and services provided to evacuees.

### II. Cost Estimates for Implementation

#### A. Assumptions

1. The state can expect as many as \_\_\_\_\_ evacuees to arrive at one Port of Entry. With as many as 2200 arriving in a single day. Estimated number to resettle in the state - \_\_\_\_\_. Estimated number to be transported out of the state - \_\_\_\_\_.
2. The majority of the evacuees are expected to have in their possession sufficient financial assets to see them to their final destination. The estimated number needing financial assistance - \_\_\_\_\_. The evacuation period may range from 7- 14 days.

#### B. Financial Assistance Cash Costs

1. Per Diem - \$\_\_\_\_\_ per day for an average of 3 days per evacuee).
2. Travel - \$ \_\_\_\_\_ for an average of \_\_\_\_\_ miles per traveler.

#### C. State Service Costs

1. Transportation (Assume moving 2200 evacuees per day for 14 days from one location). \$\_\_\_\_\_
2. Medical. \$ \_\_\_\_\_
3. Program Administration. \$ \_\_\_\_\_

### III. Financial Accounting and Reporting.

#### A. Processing Check Sheet.

Upon arrival at the Emergency Repatriation Center (ERC), United States Customs, Immigration and Naturalization Service, and the Public Health Service may perform routine assessments. The state designated intake staff will assist the repatriates, at the ERC with the completion of the HHS forms. These forms include, but are not limited to the HHS Repatriation Repayment and Agreement Forms (**Attachment IV**) and give it to the Florida Department of Children and Families (DCF) processor. This sheet serves as the individual or family case record and documents all expenditures made on

their behalf. The check sheet will be submitted to ORR to substantiate repatriation expenditures.

**B. Report on Advanced Funds**

If the state has received an advance of federal funds, DCF shall submit a summary report to ORR, within 15 days following the completion of repatriation activities. The summary report of expenditures must show the amount of funds advanced, the amount of funds expended, an estimate of outstanding debts, and the balance to be returned to the Social Security Administration or the amount due to the state. The Processing Check sheet must be attached to the report to substantiate expenditures.

**C. Report of Referral**

The DCF will report repatriation expenditures to ORR for reimbursement.

## Appendix B: Other Administrative Requirements

### I. Recording

An individual case record is necessary for each repatriate referred to the state/local agency for assistance. The record should be an accurate account of who was aided, the types of assistance provided and substantiation of the need for such assistance. Records should be retained for three years following the date the case is closed or until resolution of any litigation, claim, negotiation, audit, or other action involving records. The United States Department of Health and Human Services (HHS), the Comptroller General or any of their authorized representatives have the right of access to all records pertaining to the United States Repatriation Program.

### II. Safeguarding Information

As in the case of any information obtained by public agencies, the use of information obtained concerning persons who receive temporary assistance under this program must be limited to the purposes for which such information was received. This limitation applies to any information about these persons, such as:

- A. Names and addresses.
- B. Information contained in applications, reports of investigations, reports of medical examination, correspondence, and other records concerning the condition or circumstances of any person from whom or about whom information is obtained, and including all such information whether or not it is recorded.
- C. Records of agency evaluations of such information may be released to another agency from which the repatriate has requested services and whose objective is the protection or advancement of his/her welfare. The basis for this disclosure is that the request constitutes an actual or implied consent for release of relevant information to such agency and recognition that the release is to secure services for his/her benefit.
- D. Disclosure should be made only to representatives of other agencies who can give assurance that (1) the confidential character of such information will be preserved; (2) the information will be used only for the purposes for which it is made available and the functioning of the inquiring agencies; and (3) the standards of protection of the inquiring agency are equal to those of the state/local public agency both in regards to the use of information by staff and protective office equipment and procedures.
- E. Inspection of lists or payrolls of persons furnished assistance under this program and publication of their names is prohibited.

### III. Nondiscrimination

As in the case of other federally financed programs, eligible persons cannot be denied benefits or otherwise subjected to discrimination on the grounds of race, color, creed, religion, or national origin.

**IV. Plan Maintenance and Training**

- A. This plan will be maintained as an annex to the *State of Florida Comprehensive Emergency Management Plan (CEMP)*. It will be reviewed on an annual basis, modified, and updated as appropriate by the Florida Division of Emergency Management (DEM) in cooperation with the Department of Children and Families (DCF).



# **THE STATE OF FLORIDA TERRORISM INCIDENT RESPONSE ANNEX**

**To The State of Florida Comprehensive Emergency Management Plan**

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## EXECUTIVE SUMMARY

This document defines a statewide program for the State of Florida to prepare for, respond to and recover from a terrorist or cyber terrorist attack. It is a hazard specific annex to the Florida Comprehensive Emergency Management Plan (CEMP). This annex governs the plans, operational concepts, and policies used to prepare for and respond to any type of, technological and/or criminal/hostile terrorist incident in the State of Florida. The procedures and actions defined in this annex are normally executed by the State Coordinating Officer (SCO) following the issuance of an executive order by the Governor.

State government and all communities in the State are vulnerable to terrorism attacks that may involve “weapons of mass destruction” (WMD) and/or cyber terrorism. A terrorist attack involving a WMD could threaten lives, property, and environmental resources through physical destruction of explosions and resulting fires, and/or by contamination with chemical, biological, and/or radiological materials. A cyber terrorist attack could destroy or significantly disrupt vital computer networks, communication systems, and/or Internet services, interfering with provision of critical community services and thereby causing substantial human and economic impacts.

The State of Florida, in cooperation with county/municipal representatives, has established and maintained a comprehensive program to prepare for and manage the impacts of terrorist and cyber terrorist incidents. The program provides for the continuing assessment of the state's vulnerabilities, planning, and training to prepare for and respond to such incidents, pre-deployment of specialized response capabilities throughout the state, and definition of the operational concepts to be utilized to manage an actual or suspected incident.

Response to an actual or suspected incident has two phases: 1) Actions intended to prevent or end the terrorist action and; 2) Actions to deal with the impacts of the incident in most cases, the first responder to a terrorist incident will be county or municipal emergency personnel. Leaders of these emergency response units will implement command and control of both the crisis and consequence management operations through a unified command structure established at or near the scene. If needed, State and/or Federal assistance will be mobilized to support the local command structure.

In addition, this annex describes the training and exercise programs to be established and sets forth the State requirements for related county/municipal plan and program development.

## AUTHORITIES

The authority for the development, implementation, and maintenance of this annex and all county/municipal terrorist response annexes is derived from Chapters 252.35(2)(a) and 943.0312 of the Florida Statutes.

This annex further serves as the fundamental governing policy for the Regional Domestic Security Task Forces (RDSTF) activated at the outset of a terrorist incident by Executive Order of the Governor of Florida. The RDSTF is fully integrated into the emergency management system in place at the State and local level pursuant to the State CEMP, Regional Response Plans and Chapters 252 and 943 of the Florida Statutes, and various planning requirements issued by the Florida Division of Emergency Management (DEM) and the Florida Department of Law Enforcement (FDLE).

## SUPPORTING PLANS AND DOCUMENTS

### General

- Domestic Security Strategic Plan
- Critical Infrastructure Strategy
- Florida Preventative Radiological Nuclear Detection (PRND) Implementation Strategy
- Infrastructure Protection Gateway Implementation Plan
- Type III Incident Management Team (IMT) Plan
- Suspicious Substance Protocol
- The State of Florida Annex for a Pandemic or Widespread Disease Occurrence
- Disaster Behavioral Health Plan
- Alternate Medical Treatment Site (AMTS) Plan
- Ambulance Deployment Plan

### Standard Operating Guides (SOG)

- Aviation Response Assets
- Bomb Squad
- Urban Search and Rescue Type III
- Urban Search and Rescue Type II
- Urban Search and Rescue Type I
- Urban Search and Rescue Type IV Hazmat SOG for Resource Typing
- Hazmat Levels of Service
- Waterborne Response Team
- Special Weapons and Tactics (SWAT)
- Forensic Response Team
- State Agricultural Response Team (SART)
- Syndromic Surveillance Standards
- Dosimeter Guidelines
- Multi-Agency Coordinating Groups
- Regional Domestic Security Task Force (RDSTF) Guide

## DEFINITIONS

**Biological Weapon** - Microorganisms or toxins from living organisms that have infectious or noninfectious properties that produce lethal or serious effects in plants and animals.

**Chemical Weapon** - Solids, liquids, or gases that have chemical properties that produce lethal or serious effects in plants and animals.

**Community Emergency Response Teams (CERT)** - Groups of individuals from the general public organized on the neighborhood level and provided training to conduct initial search, rescue and emergency medical operations during a disaster until relieved by local emergency response organizations.

**Consequence Management** - The Division of Emergency Management (DEM) is responsible for coordinating statewide assets in support to the impacted RDSTF(s) and recovery operations. Consequence management supports crisis management efforts from the time of attack until such time as State Incident Command passes to the State Coordinating Officer (SCO).

**Crisis Management** - The Florida Department of Law Enforcement (FDLE), as the State Incident Command, under Florida State Statute 943, FDLE shall be responsible to direct and coordinate the initial state and regional response under the Comprehensive Emergency Management Plan (CEMP) and in coordination with the SCO. The State Incident Commander exercises this authority through the RDSTF(s) to provide immediate regional response to support the local incident commander. Crisis management begins once an attack has occurred.

**Cyber Terrorist Attack** - *A cyber-attack or group of related cyber-attacks that exploit, disrupt or destroy data, computer, or communication networks to intimidate, generate fear, or cause harm to the economy, critical infrastructure, public confidence, civil liberties, or public health and safety of residents and visitors of the state of Florida.*

**Department of Environmental Protection (DEP) Environmental Response Team (ERT)** – A special team consisting of DEP environmental investigators, emergency responders and uniformed officers along with representation from the departments of Health, and Agriculture and Consumer Services, and the United States Environmental Protection Agency's Investigative Division. The ERT is available to support incident commanders with hazardous material issues but is not limited to hazardous material and industrial chemicals. The Environmental Response Team personnel can be on scene within three hours and the full team deployed within twelve hours of notification.

**Emergency Operations Center (EOC)** - A centralized facility housing representatives of emergency support functions for purposes of the identification, mobilization, coordination, and allocation of personnel, equipment, and materials to support the unified command at the incident scene. **Local Emergency Operations Center** refers to either a county and/or a municipal EOC. **State Emergency Operations Center** refers to the State EOC in Tallahassee.

**Emergency Support Function (ESF)** - That portion of a comprehensive emergency management plan that describes a grouping of similar or interrelated support activities necessary for managing the impacts of a disaster.

**Florida Fusion Center** – is the designated State of Florida fusion center, housed within the FDLE Office of Statewide Intelligence. The mission of the FFC is to protect the citizens, visitors, resources and critical infrastructure of Florida by enhancing information sharing, intelligence capabilities and preparedness operations for all local, state and federal agencies in accordance with Florida's Domestic Security Strategy. The Florida Fusion Center receives and coordinates information and situational awareness with state partners and the 7 RDSTFs.

**Incident Management Assistance Team (IMAT)** – A group of representatives of the Federal organizations mobilized to an incident scene to advise the local and/or state unified command.

**Incident Command System (ICS)** - A standardized management system designed for control and coordination of field emergency response operations under the direction of an Incident Commander through the allocation and utilization of resources within pre-defined functional and/or geographic areas.

**Joint Information Center (JIC)** - A location and/or operational unit staffed by the public information officers of all key responding agencies, impacted jurisdictions, or other groups closely involved in the incident in order to provide for coordination and consistency in media management operations.

**Joint Operations Center (JOC)** - The location at or near the scene of a terrorist incident from where Federal response operations in crisis management are coordinated.

**Strategic National Stockpile (SNS)** - A national repository of antibiotics, chemical antidotes, life-support medications, IV administration and airway maintenance supplies, and medical/surgical items that is designed to re-supply state and local public health agencies in the event of a biological and/or chemical terrorism incident anywhere, at any time within the United States.

**Public Information Officer (PIO)** - An individual from an organization or jurisdiction participating in the incident who is designated to prepare and release public information regarding the situation and the response.

**Regional Domestic Security Response Resources** - Pre-designated emergency responders from local agencies and organizations that are specifically trained and equipped to support the local incident commander at the scene of a terrorist incident at any location in the state.

**Regional Domestic Security Task Force (RDSTF)** - Pursuant to FS 943.0312, the Florida Department of Law Enforcement (FDLE) has established a Regional Domestic Security Task Force (RDSTF) in each of its seven operations regions. The RDSTFs are the means through which the Commissioner of FDLE executes the crisis management responsibility.

**Regional Response Coordination Center (RRCC)** - Located in each Federal Emergency Management Agency (FEMA) region, these multiagency agency coordination centers are staffed by Emergency Support Functions in anticipation of a serious incident in the region or immediately following an incident. Operating under the direction of the FEMA Regional Administrator, the RRCCs coordinate Federal regional response efforts and maintain connectivity with State emergency operations centers, State fusion centers, Federal Executive Boards, and other Federal and State operations and coordination centers that have potential to contribute to development of situational awareness.

**Terrorism** – Terrorism, as defined in Chapter 775.30, Florida Statutes, is an activity that involves a violent act or an act dangerous to human life which is a violation the criminal laws of this state or of the United States or involves a violations of s.815.06, Offenses against Computer Users and is intended to intimidate, injure, or coerce a civilian population, influence the policy of a government by intimidation or coercion or affect the conduct of government through destruction of property, assassination, murder, kidnapping, or aircraft piracy.

**Unified Command** - The adaptation of the Incident Management System in which all key local, state, and/or Federal agencies cooperatively participate in planning, decision-making and resource coordination in support of the designated Incident Commander.

**Weapon of Mass Destruction (WMD)** - (1) Any explosive, incendiary, bomb, grenade, rocket having a propellant charge of more than four ounces, missile having an explosive or incendiary

charge of more than one-quarter ounce, mine, or device similar to the above; (2) poison gas; (3) any weapon involving a disease organism; or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

**Weapons of Mass Destruction Civil Support Team (WMD-CST)** - A designated team of National Guard personnel available on a seven day, 24-hour basis with specialized training, equipment, and materials, that can be mobilized by Executive Order of the Governor to the scene of a terrorist attack to support the local Incident Commander.

DRAFT

## CHAPTER I – INTRODUCTION

### I. General

The population, property, and environmental resources of the State of Florida are vulnerable to a threatened or actual terrorist attack. A terrorist incident could result in the release of harmful chemical, biological, or radiological materials, detonation of an explosive device, or disruption of services dependent on computers, telecommunications, and the Internet. Such an incident could impact any location within the state and have the potential to result in large numbers of fatalities, injuries, property damage, and/or economic losses. It is also possible that valuable environmental/agricultural resources necessary for the state's welfare could be rendered unusable through contamination or other forms of damage.

This document is one of several hazard specific annexes to the State of Florida Comprehensive Emergency Management Plan (CEMP). It defines the state's program to prepare for and respond to such a terrorist or cyber terrorist incident.

### II. Purpose and Scope

The Terrorism Annex establishes the policies, programs, and procedures that will be utilized by state agencies and organizations to prepare for, respond to, and recover from a threatened or actual emergency resulting from a terrorist act. It also defines the roles of the Regional Domestic Security Task Forces (RDSTF) and local and federal government agencies in the development, implementation, and maintenance of the statewide system.

Communities throughout the state are vulnerable to a terrorist incident. Across the state, there are people, facilities, locations, and systems that could be severely harmed by a terrorist incident including, but not limited to:

- Densely developed, urbanized areas;
- Government owned and operated facilities;
- Military installations;
- Banks and financial centers;
- Vulnerable institutions, such as schools and health care facilities;
- Transportation networks, airports and facilities;
- Businesses and industries;
- Major entertainment centers, restaurants and bars, tourist attractions, and recreation facilities;
- Community utilities, computer networks; communications systems, and Internet services; and
- Valuable natural resources such as drinking water sources, agricultural, and fisheries resources, beaches, etc.

A terrorist incident could be localized or occur over a large area within the state, and could originate from a remote location outside of the state. Such an incident could endanger the health, safety, and/or general welfare of the residents of the state.

A response to a terrorist incident may quickly deplete or threaten to deplete the resources and capabilities of local emergency service organizations, or

necessitate an emergency response beyond the capabilities of local officials. Depending on the type, size, or location, a terrorist incident could also exceed the capabilities of the state and necessitate support and assistance from federal and/or international organizations.

### III. Assumptions

This section describes and sets forth the assumptions utilized to prepare this Annex and are as follows:

1. First responder entities are cognizant of potential threats and potential threat elements.
2. A terrorist incident may be made readily apparent to a responding organization by the characteristics of the impact or a declaration on the part of the perpetrators, or may be very difficult to initially detect and identify because of uncertainty as to the cause or extent of the situation.
3. The resources and/or expertise of local agencies could quickly be depleted by a response to a major terrorist incident and its consequences. Extensive use of state and federal resources and intrastate mutual aid agreements must be anticipated.
4. Specialized resources, as well as those normally utilized in disaster situations, will be needed to support response to a terrorist incident. Such resources may not be located in the area or in the State of Florida.
5. The Florida Department of Health (DOH) will have laboratories available that will be adequate for analytical services needed to manage a response to a terrorist incident in the state.
6. Resources from governmental agencies (local, state, and federal) and private organizations will be made available upon request.
7. All state and local response agencies and organizations will establish and participate in a unified command structure at or near the scene. The emergency operations center of responding jurisdictions will be activated and staffed if indicated by the size or scope of the incident.
8. Federal agencies with statutory authority for response to a terrorist incident, or for the geographic location in which it occurs or has impacted, will participate in and cooperate with the unified command structure established by the responding local jurisdiction.
9. A terrorist incident will result in the timely activation of the CEMPs of the local jurisdictions impacted. When needed, the Florida Division of Emergency Management (DEM) will activate the State CEMP and the Federal Emergency Management Agency (FEMA) will activate the National Response Framework (NRF).
10. Responding county and municipal jurisdictions will respond in accordance with pre-developed plans and procedures as well as appropriately trained



and equipped personnel. The resources and procedures for such related operations such as hazardous material response, mass casualty incident management, law enforcement, search and rescue, etc., will be in place to be utilized when needed during a terrorist incident.

11. In incidents involving weapons of mass destruction (WMD) there may be a large number of casualties. Injured or ill survivors will require specialized medical treatment, potentially including decontamination. Medical facilities near the scene capable of offering such treatment will have limited capacity to accept survivors. It will be necessary to transport survivors to distant medical facilities and may require establishing temporary medical operations in the field. Fatally injured victims may be numerous and their bodies contaminated or infectious. Special mortuary arrangements are likely to be necessary.
12. Terrorist incidents may involve damage or disruption to computer networks, telecommunication systems, or Internet systems. In addition, disturbance to vital community networks for utilities, transportation, and/or communication could endanger the health and safety of the population at risk. In addition, interruptions of emergency response operations could result in very substantial economic losses.
13. Extensive media interest in a terrorist incident will necessitate media management operations and resources beyond those needed for other types of emergency management operations.
14. Each county and municipality in the state will develop and maintain a section to its CEMP that defines how local government agencies and organizations will respond to a threatened or actual terrorist incident. Such sections will be consistent with the state's Terrorism Annex, and will specifically define mechanisms for local officials to access the Terrorism Response System. The municipal plans should be consistent with the corresponding county plan and will specifically define mechanisms for municipalities to access the Terrorism Response System.
15. Management of response operations for a terrorist incident will be guided by the following:
  - a. Preserving life or minimizing risk to health.
  - b. Preventing a threatened act from being carried out or an existing terrorist act from being expanded or aggravated.
  - c. Locating, accessing, rendering safe, controlling, containing, recovering, and disposing of a WMD.
  - d. Rescuing, decontaminating, transporting, and treating survivors.
  - e. Releasing emergency public information that ensures adequate and accurate communications with the public.

- f. Restoring essential services and mitigating suffering.
- g. Collecting and preserving evidence.
- h. Apprehending and successfully prosecuting perpetrators.
- i. Conducting site restoration.
- j. Protecting economic infrastructure and protecting critical infrastructure.

## CHAPTER 2 – THE RESPONSE PROCESS

### I. General

This chapter of the Annex describes the operational concepts and organization to be used in the management of a response to a terrorist incident occurring in or impacting the State of Florida.

The concept of operations incorporated into this Annex is consistent with that utilized by the federal government. The Terrorism Incident Annex of the National Response Framework (NRF) establishes a general concept of operations utilizing the concepts of *crisis management*. Crisis and consequence management operations are very closely interrelated and success or failure in one can impact the other. Therefore, the concept of operations contains mechanisms for the close coordination of activities in both these categories of operations.

This section first describes the response process available for terrorist incidents impacting the state and, secondly, the concept of operations to be used by state organizations for management of the response to the incident.

### II. Response Process without a Clearly Defined Incident Scene

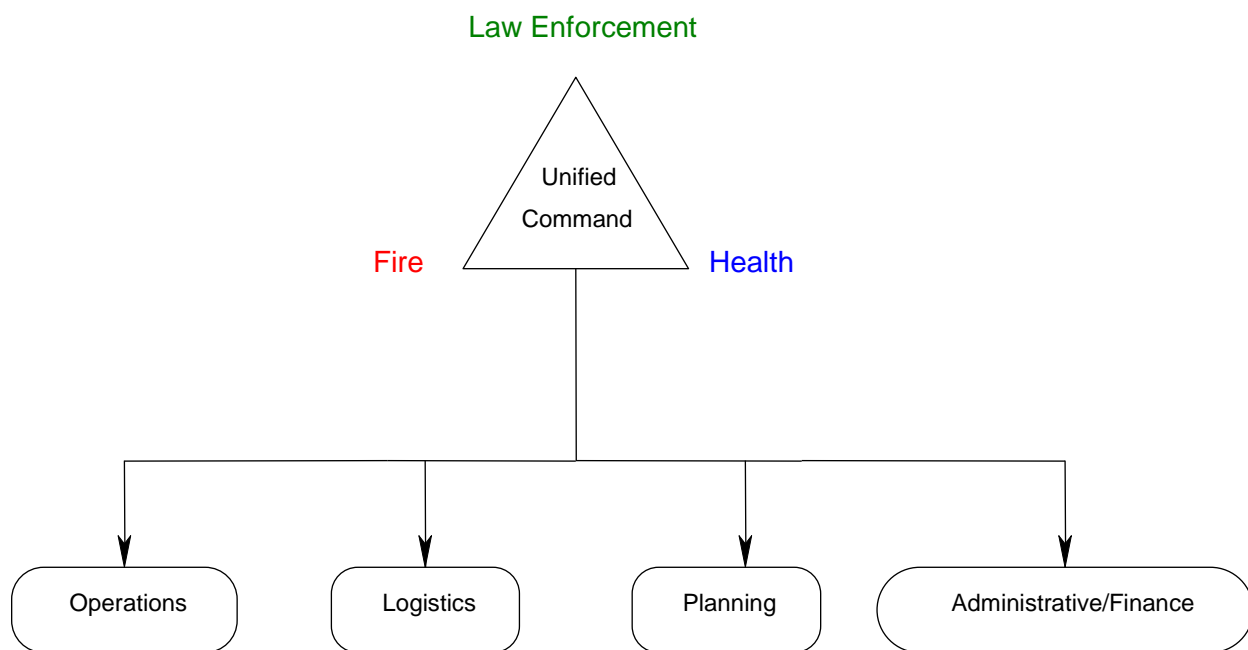
It is possible that the use of a weapon of mass destruction (WMD), such as a biological agent, could occur resulting in widespread illness, fatalities, or environmental contamination without a readily defined incident scene. In this case emergency operations at the local level would be coordinated through the local emergency operations center. Response operations such as mass casualty management, environmental decontamination, and public information would be provided on a region-wide basis, with coordination being done through the Regional Domestic Security Task Forces (RDSTF) and the State Emergency Operations Center (SEOC). Cross-regional coordination will be conducted by the SEOC.

### III. Local Response

The local response process for a terrorism incident is shown in **Figure 1**. Under most conditions, the local jurisdiction will provide the initial emergency response to a known, suspected, or threatened terrorist incident. The first responding units should establish a unified command of appropriate local organizations and initiate required notification, site security, and response operations in accordance with established procedures.

Consistent with local plans and procedures and the characteristics of the incident, the responding jurisdiction's emergency operations center may be activated. Through the local emergency operations center, additional local resources and capabilities can be made available to the unified command by activation of the jurisdiction's comprehensive emergency management plan, as well as specialized procedures for hazardous materials response, mass casualty incident management, mass fatality management, search and rescue, and other related plans. Guidelines for these procedures can be found in the State Field Operations Guide (FOG).

**FIGURE 1: Local Response Only**



**IV. State and Regional Response**

In the event that local response capabilities may not be adequate to conduct crisis and consequence management operations, state and regional resources may be mobilized with an Executive Order of the Governor. The characteristics or magnitude of a terrorist incident may necessitate the activation of the SEOC and the State of Florida Comprehensive Emergency Management Plan (CEMP). State resources mobilized through these actions would then be available to the local unified command. In addition, the State of Florida established seven RDSTFs for each of the seven regions shown in **Figure 2**. These Task Forces are established to address the unique emergency preparedness needs for terrorist incidents. State and regional response organizations are illustrated in **Figures 3 and 4**.

Pursuant to F.S. 943, the Florida Department of Law Enforcement (FDLE) is the lead state agency for Crisis Management while the Florida Division of Emergency Management (DEM) is the lead state agency for Consequence Management.

**A. Regional Domestic Security Task Force (RDSTF)**

Pursuant to Florida Statutes Chapter 943, the FDLE established a RDSTF in each of the seven operational regions of the Department. The RDSTFs address the unique preparedness and response needs for terrorism and WMD incidents. DEM will support and assist the required Domestic Security Task Forces with the response of specialized personnel, equipment, and material to support local emergency agencies

and organizations responding to an actual or threatened terrorist incident. The RDSTFs perform the following functions:

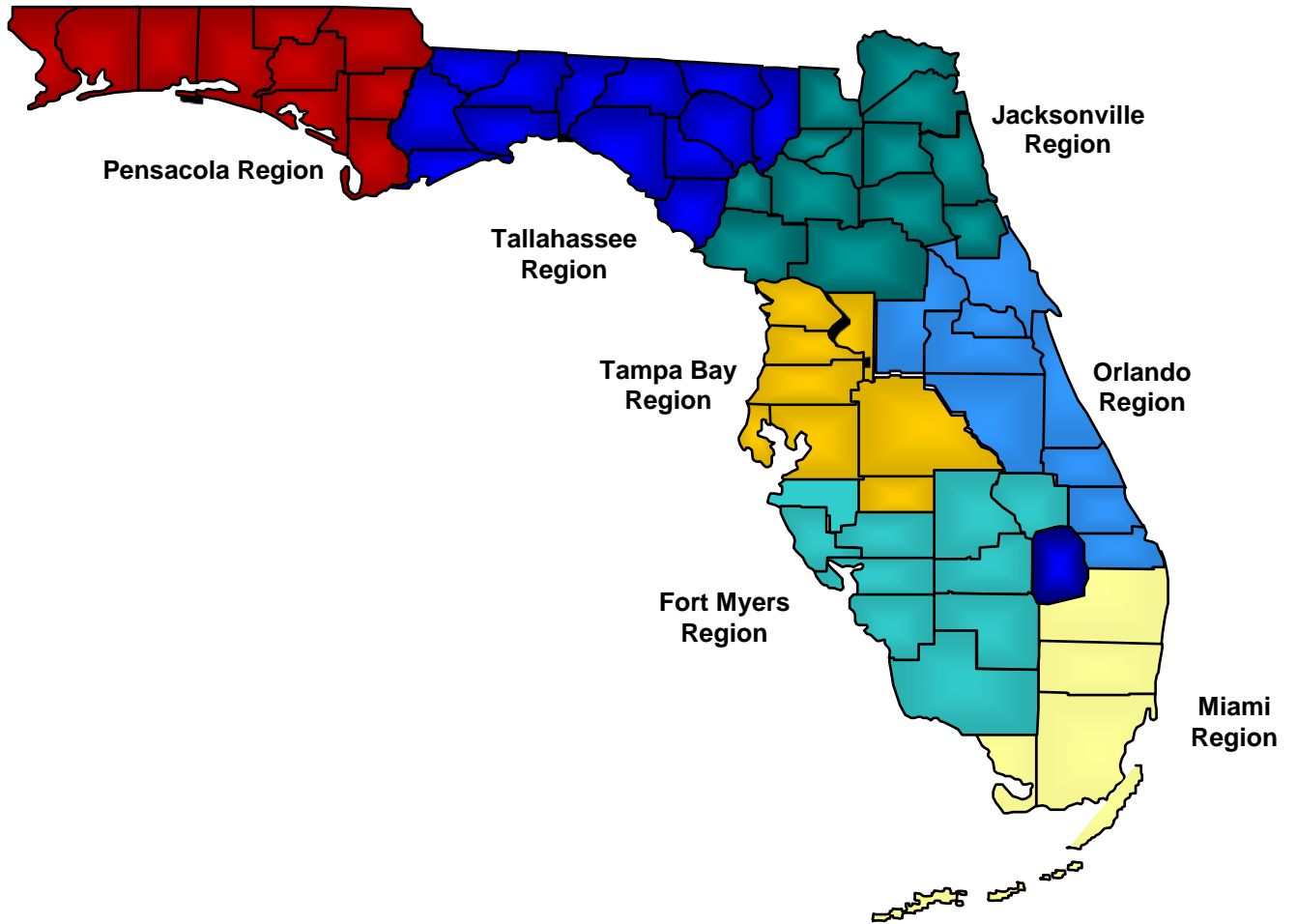
1. Assist in assessing, defining, and monitoring the state's vulnerability to the impacts of a terrorist incident.
2. Assist in determining state and local government ongoing needs (specialized personnel, equipment, material, planning, and training) to effectively respond to a major terrorist incident.
3. Development of regional standards and guidelines applicable to the safe and efficient emergency response to a terrorist incident.
4. Identify operational concepts to incorporate federal response actions and personnel into the management of a terrorist incident and its consequences in the community.
5. Work in concert with local emergency management to deploy specialized resources, sponsored by the State, for rapid response to a terrorist incident involving WMD.
6. Conduct Regional Response Exercises to test and refine the capability of the RDSTF to deploy regional response assets.

Each region has local agency resources (personnel and equipment) that make up a highly trained cadre of personnel that are equipped for response to a known or suspected terrorist attack involving a WMD.

The availability of these designated resources within each of the areas will minimize the time needed for their deployment to support the unified command at the scene of a known or suspected terrorist incident. The resources within each region will be structured, trained and equipped to address the unique needs and capabilities of the communities within that region.

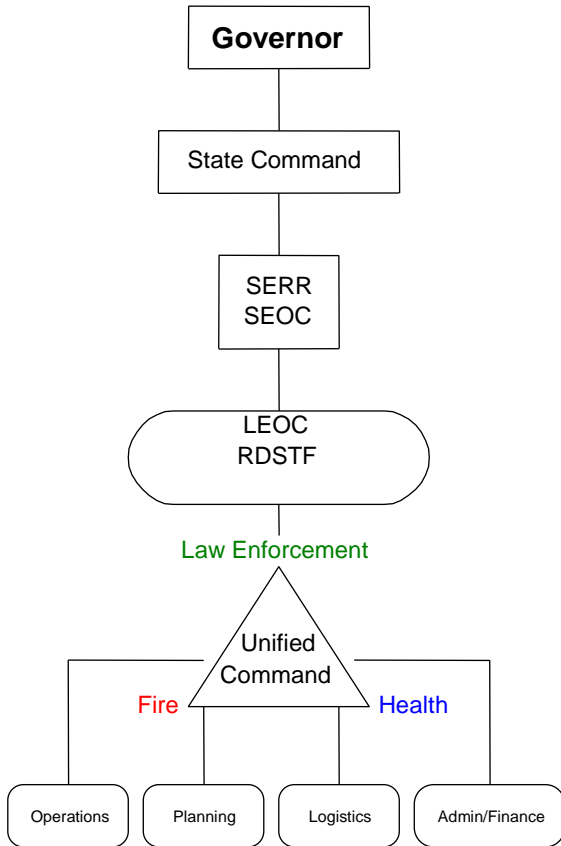
Regional assets available will include resources capable for response to incidents involving chemical, biological, radiological, nuclear, and explosive (CBRNE) agents.

FIGURE 2: State of Florida Regional Domestic Security Task Force Regions



**FIGURE 3: Incident Contained in One County and Multiple Counties**

**Incident Contained in One County**



**Incident in Multiple Counties**

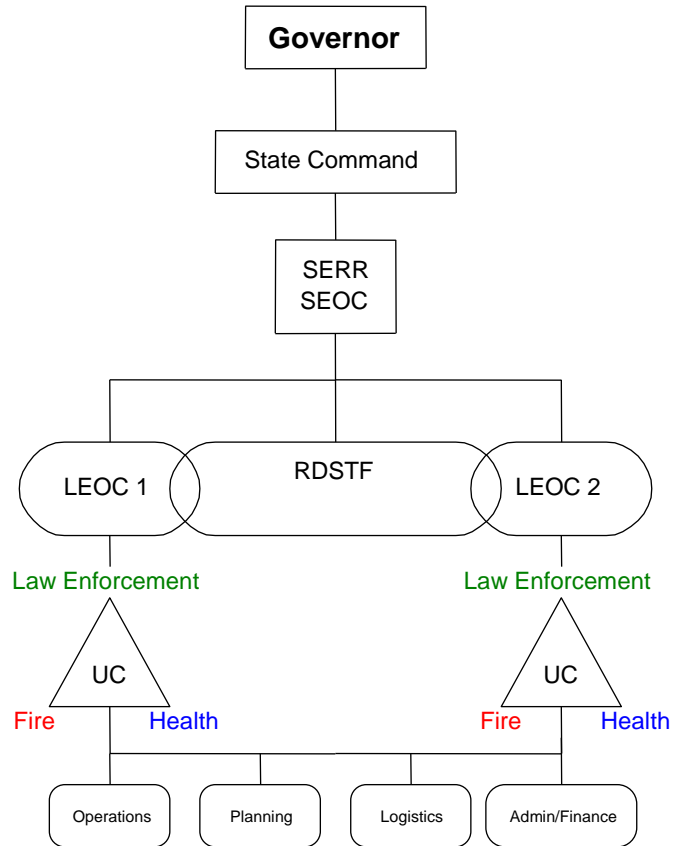
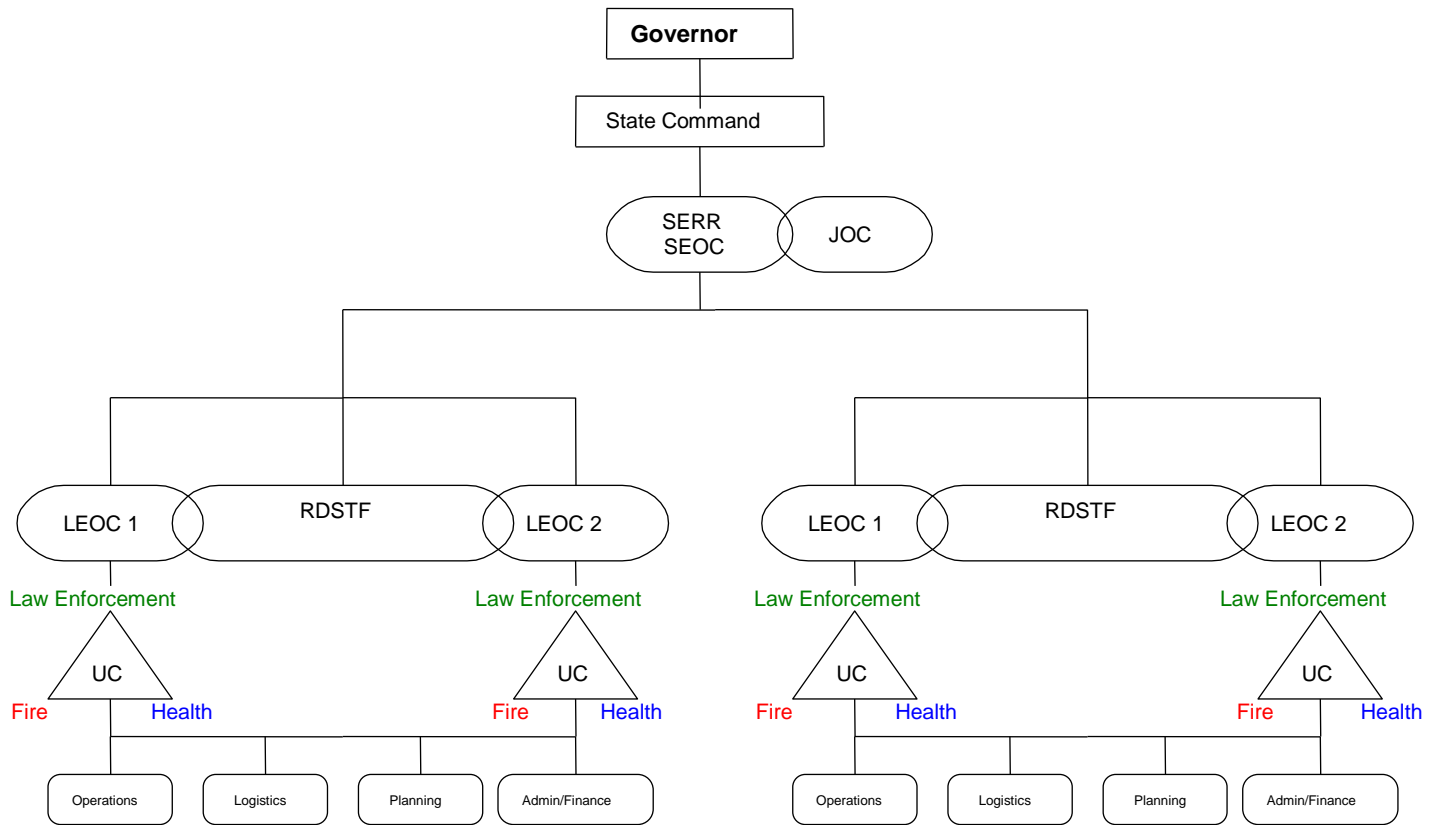


FIGURE 4: Incident in Multiple regions and Multiple Counties





**B. Florida National Guard (FLNG) WMD Civil Support Team (WMD-CST)**

The FLNG WMD - CST (x2) comprised of specialized FLNG personnel available for activation to any location in the State when authorized by an Executive Order of the Governor. The team will provide support to the Incident Commander at the scene with highly specialized technical services that may be needed for the response to a known or suspected terrorist incident involving a WMD. The team is available in the state on a seven day, 24-hour basis and is equipped with specialized technical skills and equipment.

**C. Florida National Guard Computer Emergency Response Team**

The FLNG Emergency Response Team is a team of specialized National Guard personnel available for activation to any location in the state when authorized by an Executive Order of the Governor. The team provides support to the Incident Commander at the scene with highly specialized technical services that may be needed for the response to a known or suspected terrorist incident involving a cyber terrorism incident.

**D. Department of Environmental Protection (DEP) Environmental Terrorism Response Team (ERT)**

The DEP Environmental Response Team is a DEP founded team whose members are from different State and county organizations from around the State. The ERT provides technical assistance as well as investigative and forensic sampling support at an event in which an environmental pollution incident, or public health threat has occurred. The ERT has the ability to have at least a partial team on-scene in no more than two hours of the request for assistance with the full team on-scene within eight hours.

**V. Federal Response**

The Federal Bureau of Investigation (FBI) is the lead federal agency for Crisis Management. All federal Consequence Management Resources will operate as defined under the NRF. The Federal Emergency Management Agency (FEMA) is the lead federal agency for Consequence Management.

**VI. Other Entities that may be involved in the response.**

It is possible that the nature of a terrorist incident could necessitate other non-government participants in the emergency response. Examples that may need to be considered include the following:

1. Owners or operators of the facility in which the incident is occurring;
2. Owners or operators of a transportation center, or modes of transportation (for example, airplane, boat, railroad), in which the incident is occurring;
3. Non-government expert advisors or consultants, such as university scientists, physicians, or private contractors;
4. Non-government laboratories for threat agent identification;

5. The manufacturer of the threat agent;
6. Rental agents or contractors providing vehicles, equipment, or supplies involved in the incident;
7. Health and medical care facilities and mortuaries managing the survivors of the incident; and
8. The owners, operators, clients, or support organizations for computer networks, telecommunication systems, and Internet services threatened by a cyber terrorist attack.
9. These organizations or officials may become participants in the Unified Command and/or have liaison personnel deployed to the appropriate state or local emergency operations center.

## CHAPTER 3 – CONCEPT OF OPERATIONS

### I. General

This chapter of the annex describes the operational concepts to be used during the response described in **Chapter 2 (The Response Process)**.

### II. Terrorist Incident Response Process

Two actions unique to emergency operations for both crisis and consequence management are as follows: 1) Identifying the incident as a known, suspected, or threatened terrorist or cyber terrorist attack; and, 2) Assuring notifications to agencies are made. This section describes these initial steps.

#### A. Detection

Detection of an actual, suspected, or threatened terrorist or cyber terrorist incident may occur through the following types of mechanisms:

1. Communications centers
2. Law enforcement intelligence efforts
3. Warnings or announcements by the perpetrators
4. Characteristics of the incident, such as explosion or chemical recognition
5. Witness accounts
6. The medical or physical symptoms of survivors
7. Laboratory results from samples taken at the scene or from survivors' or victims' bodies
8. Routine surveillance monitoring of a community's morbidity and mortality
9. Unexplained disruption or failure of a computer network, telecommunications system, or Internet service.

Local response organizations may initiate operations for routine law enforcement, hazardous materials, or mass casualty incidents without recognizing the situation as one caused by a terrorist or cyber terrorist attack.

#### B. Notification

In the event that first responders or others suspect that the incident or threatened incident is the result of a terrorist situation and/or one involving a weapon of mass destruction (WMD), notification to the State Watch Office and Florida Fusion Center is necessary. As a precaution, the Florida Fusion Center will ensure that the applicable regional office of the Federal Bureau of Investigation (FBI) has been notified in addition to

other appropriate agencies. As necessary the State Watch Office (SWO) will notify the appropriate local emergency operation centers (EOC), and emergency support functions (ESF). Upon receipt of an Executive Order, ESF 16 (Law Enforcement) will ensure that the appropriate Regional Domestic Security Task Force (RDSTF) has been notified.

Recognition of unexpected trends in morbidity or mortality from the state's ongoing medical monitoring activities would also require that the SWO be notified in the event that the case is a possible terrorist incident.

### C. Threat Classification

#### 1. National Terrorism Advisory System (NTAS)

The State of Florida has adopted the following classification scheme:

**Imminent Threat Alert:** Warns of a credible, specific, and impending terrorist threat against the United States.

**Elevated Threat Alert:** Warns of a credible terrorist threat against the United States.

**Bulletin:** Describes current developments of general trends regarding threats of terrorism.

**Sunset Provision:** An individual threat alert is issued for a specific time period and then automatically expires. It may be extended if new information becomes available or the threat evolves.

After reviewing the available information, the Secretary of the Department of Homeland Security (DHS) will decide, in coordination with other Federal entities, whether an NTAS Alert should be issued. NTAS Alerts will only be issued when credible information is available.

These alerts will include a clear statement that there is an **imminent threat** or **elevated threat**. Using available information, the alerts will provide a concise summary of the potential threat, information about actions being taken to ensure public safety, and recommended steps that individuals, communities, businesses and governments can take to help prevent, mitigate or respond to the threat.

The NTAS Alerts will be based on the nature of the threat: in some cases, alerts will be sent directly to law enforcement or affected areas of the private sector, while in others, alerts will be issued more broadly to the American people through both official and media channels.

NTAS Alerts contain a **sunset provision** indicating a specific date when the alert expires - there will not be a constant NTAS Alert or

blanket warning that there is an overarching threat. If threat information changes for an alert, the Secretary of DHS may announce an updated NTAS Alert. All changes, including the announcement that cancels an NTAS Alert, will be distributed the same way as the original alert.

### **III. State Emergency Response Operations**

#### **A. Activation of the State Emergency Operations Center (SEOC)**

The SEOC may be activated for any terrorist threat or incident, or any incident involving a WMD. Upon receipt of an Executive Order, the Florida Department of Law Enforcement (FDLE) Commissioner will assume the role of State Incident Commander and the Director of the Division of Emergency Management (DEM) will assume the role of State Coordinating Officer (SCO) for the incident.

#### **B. Deployment of State Liaison Personnel**

Several emergency operations facilities may be established for management of the incident. DEM, through SEOC, may deploy liaison personnel to any or all of the following:

- The local unified command
- A local emergency operations center (EOC)
- The Federal Joint Operations Center (JOC)
- The Joint Information Center (JIC)
- Forward Coordinating Team
- The Federal Regional Operations Center; and/or
- The FDLE Regional Operations Center as the location of the designated RDSTF

#### **C. Mobilization of Other State Resources**

Other State resources requested by the Unified Command through the local emergency operations centers of the involved jurisdictions will be mobilized through the SEOC and/or the appropriate ESF in accordance with the provisions of the State Comprehensive Emergency Management Plan (CEMP).

#### **D. Deactivation of the State Response**

Deactivation of the state's response and demobilization of deployed state personnel will be at the direction of the SEOC after coordination with the local jurisdictions. Deactivation of specific assets, operations, or facilities may be staged as conditions warrant.

### **IV. Reimbursement/Finance**

The current policy and procedures as outlined in the CEMP will be followed.

## CHAPTER 4 – ROLES AND RESPONSIBILITIES

### I. General

The intent of this chapter is to define the responsibilities of the State Emergency Support Functions (ESF), the Division of Emergency Management (DEM), and the Regional Domestic Security Task Forces (RDSTF) under the State Comprehensive Emergency Management Plan (CEMP) as they specifically relate to management of a terrorism incident response. Other responsibilities not unique to the response to a terrorism incident are addressed pursuant to the state CEMP and its implementing procedures.

To provide context for understanding the state's roles and responsibilities, the general responsibilities of local organizations are also briefly summarized. The effectiveness of a state response to a terrorist incident will be contingent on the fulfillment of program and operational responsibilities of all involved organizations.

### II. Local Roles and Responsibilities

County and municipal governments and emergency service organizations will have both program support and operational responsibilities.

According to Chapter 252.38(1) of the Florida Statutes, county governments are required to develop a CEMP that is consistent with the state's plan. Therefore, counties are encouraged to adopt an annex for terrorism incident response to their existing CEMP that is consistent with the operational concepts, responsibilities, and policies established by this Annex.

Municipalities that have elected to establish emergency management program pursuant to Chapter 252.38(2) of the Florida Statutes, and have a prepared municipal CEMP, are also encouraged to adopt an annex for terrorism incident response to their CEMP. Such an annex should be consistent with the applicable county plan.

Municipalities that have not established an emergency management program shall be served by their respective county. At the time of an incident, local government emergency response organizations will implement the applicable annex and CEMP as necessitated by the incident and its consequences.

### III. Regional Roles and Responsibilities

Chapter 943, Florida Statutes, directed the Florida Department of Law Enforcement (FDLE) to establish a RDSTF in each of its operational regions. The roles and responsibilities of a RDSTF are described in the Response process portion of this plan and in the RDSTF Standard Operations Guide (SOG).

The RDSTFs will meet on a continuing and regularly scheduled basis to discuss relative issues associated to its mission. General duties and responsibilities include:

1. Assisting in the implementation of Florida's domestic security strategic plan

2. Furnishing advice and recommendations to the Domestic Security Oversight Council and State Working Group on Domestic Preparedness on relevant crisis and consequence management issues.
3. Identifying solutions to prevent and mitigate future loss of life and property damage from terrorist incidents.
4. Assist in defining principles and establishing criteria for prioritizing equipment purchases and training activities.
5. Establishing special committees and subcommittees to deal with specific issues arising during the crisis and consequence management process.
6. Assisting the state lead agencies overseeing crisis and consequence management in implementing a system that promotes the prevention and mitigation of a terrorist attack as well as efficient response to a terrorist incident.
7. Making recommendations for revision of Florida's response process based on the tangible results of regional response exercises or actual events.
8. Providing direction and oversight to the six main working groups (law enforcement, fire/rescue, health and medical, emergency management/regulatory, education and interoperable communications) by establishing schedules and timelines for completion of work assignments or tasks.
9. Developing procedures and protocols to coordinate resource deployment to local governmental agencies.
10. Performing vulnerability assessments.
11. Planning and coordinating regional training and exercises.
12. Coordinating and facilitating consequence management operations involving regional disaster response team assets in accordance with this plan, the RDSTF SOG and the Florida Field Operations Guide (FOG).
13. Briefing task force members on status/progress of delegated tasks or assignments.
14. Conducting special meetings with working groups or subcommittees.
15. Compiling and submitting periodic progress reports.
16. Identifying budgetary and assistance needs and presenting them to parent state or local organizations.

#### **IV. State Roles and Responsibilities**

The State has the principal responsibilities for development, implementation, and maintenance of terrorism response. This section describes state responsibilities either by the individual agency or by the applicable ESFs. The lead state agency for each ESF has the responsibility to coordinate the required actions of all agencies and organizations involved within that ESF.

**A. The Florida Division of Emergency Management (DEM)**

DEM will have the following responsibilities, with respect to operations of this annex:

1. Develop and maintain this annex and assure its consistency with the State CEMP.
2. Prepare and maintain planning guidance for ESF agencies on the development of procedures needed for implementation of this annex.
3. Prepare and distribute guidance and review criteria for development of consistent terrorism response annexes to local government CEMPs and any corresponding implementing procedures.
4. Coordinate deployment of the Strategic National Stockpile to local communities.
5. Provide resources and guidance to oversight groups.
6. Prepare and maintain procedures for the State Watch Office (SWO) regarding notifications for a known, suspected or threatened terrorist incident.
7. In coordination with the RDSTFs and the various state entities responsible for establishing training standards applicable to state law enforcement officers, fire, emergency, and first responder personnel, assist the Chief of Domestic Security in identifying appropriate equipment and training needs, curricula, and materials related to effective response to suspected or actual acts of terrorism or incidents involving real or hoax WMDs.

**B. All ESF Lead Agencies and Organizations**

All designated ESF primary agencies or organizations have the following responsibilities for implementation of this annex:

1. Ensure development of any specialized procedures necessary to implement any applicable responsibilities of this annex.
2. Evaluate the applicability and consistency of existing procedures under the state CEMP to the types of unique operations required of the ESF during the response to a terrorism act and/or an incident involving a weapon of mass destruction (WMD).



3. Identify the type and number of resources likely to be needed by the ESF to support response to a terrorism act and/or WMD incident.
4. Coordinate training support as needed by state and local personnel for the procedures developed for implementation of this Annex and the related responsibilities of the ESFs.
5. Support the state's continuous process to assess Florida's vulnerabilities to a terrorist incident and to continuously define the state and local capabilities to respond to such an incident.
6. Support the establishment of statewide criteria for actions to protect the public from biological nuclear, incendiary, charges and explosive agents released during a terrorist attack.
7. Support the DEM in the maintenance and updating of this annex and all corresponding implementing procedures.

**C. Support Agencies Responsibilities**

1. ESF 2 - Communications
  - a. Coordinates with FDLE the assessment of the vulnerability of computer networks, data and telecommunications systems, radio and internet services used for routine and emergency operations to a terrorist or cyber attack and implement corrective actions as indicated;
  - b. Serves as the lead ESF for a cyber terrorist incident during consequence management;
  - c. Coordinates with FDLE, and the Agency for State Technology (AST)during operations in response to a known or suspected cyber terrorist attack; and
  - d. Provides stand-by contractor support for response to a cyber terrorist incident.
2. ESF 3 - Public Works and Engineering
  - a. Supports the assessment of the state's water and sewerage services to terrorist and cyber terrorist attacks.
  - b. Develops emergency procedures for supporting efforts to close, decontaminate, and/or restore water and sewer systems to service following an incident involving a WMD.
  - c. Conducts debris management.
3. ESF 4 - Fire Fighting and ESF 9 - Search and Rescue

- a. Supports the assessment of the specialized personnel, equipment, and material needs of local fire fighting organizations for response to a terrorist attack-
  - b. Supports development of the firefighting resource, material, training and related requirements for selection, deployment and operation of the terrorism response, in coordination with the RDSTF.
  - c. Defines the required and/or recommended awareness and technician level and operational training and exercise standards for state and local fire service response to WMD incidents, in coordination with the RDSTF.
  - d. Provides search and rescue units capable of operating in an environment contaminated with chemical, biological, radiological, nuclear, and explosive (CBRNE) WMD.
  - e. Identifies equipment, resources and training necessary to conduct chemical, biological, and radiological technical decontamination of first responders and emergency decontamination of survivors at the scene of a WMD incident.
4. ESF 5 - Information & Planning
- a. Evaluate current procedures for gathering and managing incident data, as well as operations planning for their effectiveness to support SEOC actions during a WMD incident;
  - b. Take corrective actions as indicated; and
  - c. Develop and implement programs and procedures for exchange of intelligence among appropriate state and local organizations regarding actual or potential terrorist incidents.
5. ESF 6 - Mass Care
- a. Develops and/or adapt existing plans or procedures to provide assistance and services to survivors impacted by a WMD.
6. ESF 7 - Resource Support
- a. Prepares and test procedures to obtain and deploy specialized resources needed for a WMD response from sources within and outside of Florida.

7. ESF 8 - Health and Medical Services
  - a. Support the operation of a statewide morbidity and mortality-monitoring system for early detection of terrorist attacks using a biological weapon.
  - b. Develop procedures to communicate and coordinate with health care facilities and practitioners to respond to an indicated WMD incident based on monitoring of morbidity and mortality in the state.
  - c. In coordination with the RDSTF, define the required and/or recommended awareness, technician, and operational level training and exercise standards for emergency medical services, and hospital emergency department response to WMD incidents.
  - d. Develop and implement procedures to access and distribute pharmaceuticals, including the Strategic National Stockpile, as well as other specialized medical supplies needed for treatment of survivors of a WMD attack.
  - e. Develop patient decontamination procedures for use by hospital emergency departments. Identify equipment, resources and procedures needed to conduct these procedures.
  - f. In coordination with the RDSTF, support development of the emergency medical services resource, material, training, and related requirements.
  - g. Develop the laboratory capabilities to support state and local response to a known or suspected terrorist incident and prepare procedures necessary for effective utilization of such laboratory services.
  - h. Prepare and test procedures for transport or relocation of contaminated survivors to medical care facilities within and outside the state.
  - i. Develop procedures for disposition of contaminated remains.
  - j. Develop mass fatality procedures for WMD incidents.
  - k. Maintain capabilities for radiological response in a WMD incident.
8. ESF 10 - Hazardous Materials

- a. Evaluate existing hazardous materials response procedures, protocols and equipment used in the state for their suitability during a WMD incident.
  - b. Take corrective actions as needed;
  - c. Define the required and/or recommended levels of personal protective equipment for local responders managing a WMD incident;
  - d. In coordination with the RDSTF, define the required and/or recommended awareness, technician, and operational level training and exercise standards for hazardous materials response to WMD incidents;
  - e. Support development of the hazardous materials response resource, material, equipment, training, and related requirements for response to a WMD incident; and
  - f. Formulate and establish statewide criteria and protocols for disposal of natural and man-made debris contaminated with a WMD.
9. ESF 12 - Energy
- a. Support the assessment of the vulnerability of the state's electric generation facilities, transmission lines, and substations.
  - b. Support the assessment of the vulnerability of the state's natural gas transmission lines and associated facilities.
  - c. Support the assessment of the vulnerability of the state's storage facilities for transportation fuels, gasoline and diesel fuel.
  - d. In response to a terrorist alert or terrorist incident ESF 12 will provide assistance to the effected energy supplier as needed.
  - e. In coordination with RDSTF act as the liaison between the electric utilities/natural gas utilities and state/federal law enforcement agencies/emergency management to protect the utility's infrastructure.
  - f. In coordination with RDSTF act as the liaison between the transportation fuel suppliers and state law enforcement agencies/emergency management to protect the storage and transportation facilities.
10. ESF 13 - Military Support

- a. Support assessment of the vulnerability of National Guard facilities and operations to the impacts of a terrorist attack.
- b. Identify resource, planning, training and equipment needs to avoid or minimize the vulnerability of military facilities and operations to a terrorist attack.
- c. Define the required and/or recommended awareness, technical, and operational level training and exercise standards for general National Guard response to incidents involving WMD.
- d. The Florida National Guard (FLNG) will have the following responsibilities related to preparedness for, response to, and recovery from a terrorist incident.
  - i. Establish and maintain the Weapons of Mass Destruction Civil Support Team (WMD-CST) program.
  - ii. Establish and maintain the Computer Emergency Response Team.
  - iii. Define criteria for team deployment and minimum response times to locations throughout the State.
  - iv. Provide for joint training with the designated assets and the RDSTF in each region.
  - v. Provide guidance to local emergency services officials on the capabilities and operational protocols of these Teams.
  - vi. Ensure the WMD-CST can effectively fulfill the following responsibilities:
    - A. Conduct training, planning, safety, exercise, equipment maintenance, and administrative duties in accordance with the requirements established by the National Guard.
    - B. Maintain readiness for deployment to the scene of a known, suspected, or threatened terrorist incident.
    - C. Maintain capabilities to provide specialized emergency response services to the local Incident Commander.
    - D. Support and expand the technical resources

for the incident.

11. ESF 14 - Public Information
  - a. Support the assessment of the vulnerability of the state's public information and emergency warning network to a terrorist or cyber terrorist attack.
  - b. Prepare procedures for deployment of state public information officers and support staff to a Joint Information Center (JIC) at or near the scene of a terrorist incident.
  - c. Prepare and maintain pre-incident public information materials and background briefings for the media on the operations and capabilities of the Florida Terrorism Response System.
  - d. Develop procedures to rapidly prepare and release to the public authoritative information on the safety and health effects of WMD and recommended protective actions.
  
12. ESF 16 - Law Enforcement and Security
  - a. Coordinate, facilitate and track support for regional response in coordination with DEM and the RDSTF.
  - b. Assess, in coordination with the Agency for State Technology, the vulnerability of computer networks, communications systems, and Internet services used for routine and emergency law enforcement operations to a terrorist or cyber terrorist attack.
  - c. Supports the RDSTF in the support of the assessment of local and state law enforcement response capabilities available to respond to a terrorist act and/or a WMD incident and define additional capability needs support investigations of known, suspected, or threatened terrorist or incidents.
  - d. Coordinates local, state, and federal law enforcement operations, investigations, intelligence sharing, and analysis of known, suspected or threatened terrorist or incidents.
  - e. Coordinates the requests for deployment of the FLNG for security missions.
  - f. Defines the required and/or recommended awareness, technical, and operational level training and exercise standards for law enforcement response to incidents involving WMD.



## CHAPTER 5 – TRAINING AND EXERCISES

### I. General

This chapter defines the state's training and exercise programs needed to implement this annex. The response to a terrorist incident will require both routine and specialized emergency operations, often in an area potentially contaminated with hazardous materials. Therefore, it is vitally important to assure that response personnel are adequately trained to fulfill their responsibilities without endangering their safety. This includes training emergency services and health care personnel in the field to recognize a possible terrorist incident, as well as training those who would respond to that incident.

### II. Training Program Development and Implementation

#### A. Development and Implementation Concepts

The training program for management of terrorist incidents is to accomplish the following objectives:

1. Provide terrorism awareness, technician, and response level training to state and local personnel.
2. Incorporate the operational concepts utilized in this annex.
3. Coordinate with other emergency preparedness training programs currently offered or coordinated by the state.

#### B. Training Program Direction and Management

1. Several state agencies are involved in the development, funding, implementation, and maintenance of training programs related to response to a weapon of mass destruction (WMD) and/or terrorist incident. The Florida Division of Emergency Management (DEM) will serve as the state coordinator of the training programs needed to support for consequence management and the Florida Department of Law Enforcement (FDLE) will serve as the state coordinator for crisis management. In this role, DEM is responsible for the following actions:
  - a. Cooperate with other state agencies and statewide associations in establishing criteria and performance standards for training all pertinent state and local personnel in terrorism incident preparedness and response.
  - b. Review all applicable state training programs for their relevance to the management of a terrorist incident involving a WMD.
  - c. Make available terrorism preparedness and response training programs for all state and local agencies.



- d. Support local terrorism preparedness training programs.
2. Under the coordination of DEM, the following state agencies are responsible for the indicated components of the statewide terrorism preparedness and response-training program:
    - a. FDLE is responsible for direction and coordination of the state and local training curricula terrorism, including cyber terrorism response and security.
    - b. The Florida Department of Military Affairs, the Florida National Guard (FLNG), is responsible for direction and coordination of the training of Florida guardsmen, the WMD Civil Support Team, the Computer Emergency Response Team, the chemical, biological, radiological, nuclear, and explosive (CBRNE) Enhanced Response Force Package (CERFP) and search and rescue personnel in terrorism incident awareness and response.
    - c. The Florida Department of Environmental Protection (DEP) is responsible for direction and coordination of training for state environmental protection officers in terrorism awareness and response, as well as for remediation of environmental damage caused by the use of a WMD.
    - d. The Florida Department of Health (DOH) is responsible for direction of terrorism awareness and response training programs for State personnel, local health officials, and medical facility staff, as well as for the training of laboratory personnel.
    - e. Each lead agency of a state emergency support function (ESF) is responsible for direction and coordination of the training of state and local personnel in that function as it relates to terrorism preparedness and response.
    - f. The Florida Department of Financial Services (DFS), Division of State Fire Marshall (SFM), is responsible for directing and coordinating State and local training curriculum for fire service personnel.

### **III. Training Exercises**

This section defines the state program for training exercises in terrorism incident response.

#### **A. Objectives for the State Exercise Program**

1. Statewide terrorism incident response exercises will be designed to test and practice one or more of the following:

- a. The state's key roles in terrorism crisis and consequence management;
  - b. Detection, assessment, notification, and classification of a terrorist incident;
  - c. Deployment and operations of Regional Domestic Security Task Forces (RDSTF), the Florida National Guard Weapons of Mass Destruction Civil Support Team (WMD-CST), the CERFP, and Computer Emergency Response Teams
  - d. The state's role in a Unified Command at the scene with local and Federal agencies;
  - e. Ability of the RDSTF to respond to and support local authorities;
  - f. The operational communication interfaces between state, local and federal operational centers; and
  - g. Practice of selected state operations to respond to the use of a WMD, such as search and rescue, intelligence gathering, cyber technology, mass casualty management, decontamination, media management, and other issues.
2. DEM will encourage county and municipal jurisdictions to cooperate with and participate in these exercises and will participate in and support local exercises.

**B. Schedule for State Exercises**

1. The schedule for state/regional terrorism response exercises will be as follows:
  - a. The exercise type will alternate between table top and functional, with utilization of federal assets; and
  - b. Each exercise will involve the jurisdictions, agencies, and organizations in at least one RDSTF region.
2. A coordinated state response to a terrorist incident may be substituted for the annual statewide exercise.

**C. Exercise Documentation**

1. DEM will prepare a formal written critique, after each statewide exercise. The critique will be made available to all state agencies

and local governments within 60 days of the last day of the exercise.

2. A formal, written critique of an actual response to a major terrorism incident will also be prepared and distributed as with a statewide exercise.



# **THE STATE OF FLORIDA TROPICAL AND NON-TROPICAL SEVERE WEATHER ANNEX**

**To The State of Florida  
Comprehensive Emergency Management Plan**

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## **THE STATE OF FLORIDA TROPICAL AND NON-TROPICAL SEVERE WEATHER ANNEX**

### **I. INTRODUCTION**

#### **A. General**

Florida may be considered the most vulnerable state in the nation to the impacts from hurricanes, tropical storms, and tropical depressions – collectively known as tropical cyclones. In addition to tropical cyclones, the State of Florida is vulnerable to numerous other types of severe weather such as tornadoes, damaging winds, drought, various types of flooding, winter storms, and extreme temperatures (including heat waves and freezes). The vulnerable geography and environment of the state combined with the subtropical climate create continuous threats from these severe weather events.

#### **B. Purpose and Scope**

The Division of Emergency Management has the overall responsibility for coordinating the severe weather response actions of the State Emergency Response and Recovery Team (SERRT). This Annex to the State Comprehensive Emergency Management Plan (CEMP) provides guidance for those response actions, and is designed for use by governmental and nongovernmental organizations that provide support to the Emergency Support Functions (ESFs). Primary and support ESF organizations can utilize this annex to develop Standard Operating Procedures and checklists.

#### **C. Assumptions**

The following assumptions are germane to a tropical cyclone or non-tropical severe weather event and do not represent the full array of assumptions that are representative of the state's response to emergencies. A list of general and demographic assumptions can be found in the Basic Plan of the CEMP.

1. The potential for severe weather in Florida exists year round.
2. Response to a severe weather incident will begin at the local jurisdiction level.
3. As severe weather information is received by the State Watch Office (SWO) from the National Weather Service, the SWO will relay the information to the counties and other SERRT entities.

4. All Florida communities, coastal and inland, are susceptible to impacts from tropical cyclones.
5. Some areas of the state are more vulnerable to storm surge than others.
6. People living in storm surge zones and manufactured housing are the most vulnerable to impacts from tropical cyclones.
7. The strongest winds associated with a tropical cyclone may continue well inland of the coast.
8. Public response to evacuate will vary depending on the perception of the threat.
9. All evacuations will be completed prior to the onset of tropical storm force winds (39-73 mph).
10. A tropical storm can produce as much damage as a hurricane, if not more, particularly in terms of flooding from heavy rain.
11. A large tropical cyclone in the Gulf of Mexico could affect evacuations in other states; evacuations in neighboring states could affect traffic flow and shelter populations in Florida.
12. Tornadoes can occur at any time of the day or night and may strike with little to no warning.

## II. SITUATION

### A. Description of Hazards - Tropical Weather

**Tropical Cyclones:** Tropical Cyclones generally form in the tropics and are accompanied by thunderstorms and a closed counterclockwise circulation of winds in the Northern Hemisphere. A hurricane has maximum sustained winds of 74 mph or higher while tropical storm winds range from 39 mph to 73 mph. Tropical depressions have maximum sustained winds of 38 mph or less. Tropical cyclones can cause tornadoes, storm surge, high winds, and inland flooding. Based upon the storm intensity, the impacts can vary from minor structural damage to catastrophic statewide impacts.

- **High Winds:** The strongest sustained winds in a tropical cyclone occur close to the center of the storm; however, strong winds do occur in gusts well away from the center. Although major hurricanes (Category 3 or stronger) produce the most wind-related damage, lower category storms, including tropical storms and depressions, can also produce winds strong enough to cause significant damage to buildings, infrastructure, and vegetation.
- **Inland Flooding:** Flooding is a rise in water which inundates land that is not normally covered by water. Tropical cyclones increase the risk level due to storm

surge which not only floods the immediate coastal regions but also promotes inland flooding in all tidal water bodies. Flooding may result from heavy rainfall associated with tropical cyclone rain bands that cause a nearby river, lake, or stream to overflow its banks, or from standing water which cannot be properly or efficiently drained into nearby soil. Flood waters can cause extensive damage to a few homes or an entire neighborhood or city. Floods primarily cause physical damage to structures and property, but can also contaminate water supplies and damage vegetation.

- **Storm Surge:** Storm surge is a rise in water level generated by the winds in a tropical cyclone; a level above the predicted astronomical tide. Winds pile up the water along the shore resulting in inundation of normally dry ground. The height of storm surge can vary significantly from storm to storm but can depend on tropical cyclone wind speed, forward speed of the tropical cyclone, shape of the coastline, direction of landfall, tidal cycle, configuration of the continental shelf (shallow slope or steep slope), and bathymetry (shape of the ocean bottom).
- **Tornado:** Tornadoes accompanying tropical cyclones tend to occur in the outermost rain bands north and east of the center, well away from the center of circulation. These tornadoes are usually short-lived and fast-moving. While generally less intense than tornadoes associated with non-tropical severe weather, tornadoes spawned from a tropical cyclone can and have produced substantial damage and deaths.

## B. Description of Hazards - Non-Tropical Weather

**Drought:** A drought is a period of prolonged, abnormally dry weather that causes a serious hydrologic imbalance in the affected area. Long-term lack of rainfall can endanger Florida's agricultural industry and water supply. A prolonged drought may decrease the water table, contribute to an increased occurrence of sinkholes, increase the threat of wildfires, and promote saltwater intrusion of the aquifers which supply much of the state's drinking water.

**Flooding:** Flooding results from prolonged, heavy rainfall associated with tropical and non-tropical storm systems. Florida's flat terrain and natural water-prone ecosystems promote the pooling of water and inhibit drainage. Small streams and rivers may flood as a result of prolonged rainfall and impact homes and roadways. In the southern regions of the state, drainage is maintained by a complex man-made system of canals and water control systems. Flooding may occur as a result of failure of these water control systems, including the Herbert Hoover Dike surrounding Lake Okeechobee.

**Freeze:** Freezes in Florida create a threat to the agricultural industry and homeless populations. The state's winter-season vegetable growers historically face a high risk of freeze damage from cold temperatures. Vulnerable crops include citrus, sugarcane, and commercial foliage (tropical plants, trees, and shrubs). Florida accounts for about one-third of fresh-market supplies of warm-season vegetables during the late fall to early spring period. Therefore, a freeze in Florida can cause substantial disruption in the nation's supply of vegetables. Additionally, prolonged



freezes can have a detrimental effect on the state's aquaculture industry, specifically fish farming.

**Winter Storms:** Winter storms can bring snow, sleet, and/or freezing rain to one part of the state and severe thunderstorms to another. Accumulating ice and snow can impact and/or halt travel on roads and bridges and cause downed trees and power lines during more severe events. Florida can go many winter seasons without a threat of accumulating frozen precipitation and can see multiple events other years. Due to the rarity of these events, when they do threaten the state their impacts can be amplified.

Snow falls when the air temperatures is frozen at all levels of the atmosphere. Sleet, or ice pellets, fall when there is a layer of warm air above the surface but a significant cold layer near the ground. Snow melts and then the droplets refreeze before they reach the ground. Freezing rain falls as a liquid, but freezes on elevated surface. The air temperatures near the ground must be below freeze but large amounts of warm air are located above the surface.

**Severe Thunderstorm:** A thunderstorm is defined by the National Weather Service as any storm that is accompanied by lightning and thunder. However, severe thunderstorms exhibit *at least* one of the following characteristics: (1) winds of at least 58 miles per hour and/or (2) hail at least 1 inch in diameter. Although frequent lightning often accompanies severe thunderstorms, it is not a criterion. About 10 percent of the estimated 100,000 thunderstorms that occur each year are classified as severe. Severe thunderstorms can occur year round in Florida.

**Tornado:** A tornado is a violently rotating column of air extending from a thunderstorm to the ground. Tornadoes may appear nearly transparent until dust and debris are picked up or a cloud forms within the funnel. The average forward speed is 30 mph but may vary from nearly stationary to 70 mph. The maximum winds rotating around the tornado can reach more than 200 mph. Waterspouts are tornadoes which form over warm water, typically during the summer months. They can move onshore and cause damage to coastal areas.

**Tsunami:** A tsunami is an unusually high wave created by an underwater earthquake, landslide, or volcano. It is not related to severe weather; however, the impacts are similar to those of the coastal storm surge.

### C. Risk Classification and Vulnerability

**Tropical Cyclones:** The National Hurricane Center (NHC) provides risk classification for specific coastal regions utilizing the following categories:

- **Hurricane Watch:** Indicates the *possibility* of hurricane conditions within 48 hours.
- **Hurricane Warning:** Indicates the *likelihood* of hurricane conditions. A Hurricane Warning is issued 36 hours in advance of tropical storm-force winds.
- **Tropical Storm Watch:** Indicates the *possibility* of tropical storm conditions within 48 hours.
- **Tropical Storm Warning:** Indicates the *likelihood* of tropical storm conditions within 36 hours or less.

- **Storm Surge Watch:** Indicates the *possibility* of storm surge inundation in excess of 3 feet above normally dry ground.
- **Storm Surge Warning:** Indicates the *likelihood* of storm surge inundation in excess of 3 feet above normally dry ground.

Similar classifications for inland regions (Hurricane Watch/Warning, Tropical Storm Watch/Warning) are provided by the local National Weather Service forecast offices.

The intensity of hurricanes is classified using the Saffir-Simpson Scale:

Storm Category	Wind Speed (mph)
Category 1	74-95
Category 2	96-110
Category 3	111-129
Category 4	130-156
Category 5	157 +

Forty percent of all hurricanes that make landfall in the United States hit Florida. More than 76% of the state's 20+ million residents reside in one of the state's 35 coastal counties. While all areas within the state are vulnerable to the impacts of high winds and inland flooding, coastal counties may experience storm surge as well as inland flooding, posing greater risk to human lives. The official hurricane season lasts from June 1 until November 30, but tropical cyclones have been known to develop outside of these months on occasion.

**Drought:** The severity of a drought depends upon the degree of moisture deficiency, the duration, and the size of the affected area. Droughts may be classified using numerous methodologies, including the U.S. Drought Monitor, Crop Moisture Index, and/or the Keetch-Byram Drought Index. The U.S. Drought Monitor utilizes a numerical scale, D0-D4, to summarize general drought areas by intensity on a national scale. D0 (abnormally dry) is the least intense while D4 (exceptional drought) is the most intense. Red Flag Warnings are issued by local National Weather Service offices in conjunction with federal and state forestry partners on days when weather conditions support rapid fire growth.

Within the State of Florida, the Department of Environmental Protection and the regional Water Management Districts monitor water supply and flood potential within their regions. On the federal level, numerous agencies participate in drought monitoring, including the U.S. Department of Agriculture (Joint Agricultural Weather Facility and National Water and Climate Center), the National Weather Service's Climate Prediction Center, National Climatic Data Center, and the National Drought Mitigation Center. Florida experiences drought conditions annually. A noteworthy example of such conditions occurred in 2007 when the level of Lake Okeechobee fell below 9 feet. Numerous water shortage restrictions were implemented across South Florida, and there was concern of saltwater intrusion into underground wells that provided drinking water to the metropolitan areas.

**Flooding:** Based on the type of flood hazard, there are numerous risk classification systems for flood zone identification, river/stream/canal flooding, and dike breach. The National Flood Insurance Program has developed a flood zone identification

system for properties within the flood hazard areas. A series of maps are developed for each community detailing the flood hazard areas. This classification system however, does not provide sufficient operational-based information to support real time risk decision making.

The National Weather Service (NWS) issues river forecasts and warnings, non-riverine flood watches and warnings, and coastal flood watches and warnings for public safety and protection of agricultural interests.

The U.S. Geological Survey (USGS) is the principal source of data on river depth and flow. Within the State of Florida, the Department of Environmental Protection and the regional Water Management Districts monitor water facilities and flood potential within their regions. The United States Army Corps of Engineers, in coordination with the South Florida Water Management District, monitors and classifies risk associated with the Herbert Hoover Dike. Storm surge may be evaluated and classified in terms of the size, intensity, and movement of the tropical cyclone, the shape of the coastline, nearshore underwater topography, and the state of the astronomical tides.

The Sea Lake and Overland Surge from Hurricanes (SLOSH) model, developed in conjunction with the Regional Hurricane Evacuation Studies, provides surge flood inundation maps. This detailed information supports local protective action decision making for vulnerable populations in coastal areas.

Since 1970, inland flooding has caused more deaths than any other tropical cyclone hazard, including storm surge. The intensity of rainfall is not proportional to the intensity of the tropical cyclone itself. In fact, the most prolific rainfall producing tropical cyclones were weaker, slow-moving. Tropical Storm Fay (2008) produced between 20 and 30 inches of rain across Florida as it made quadruple landfalls along the state's Gulf and Atlantic coastlines.

**Freeze:** When temperatures reach below freezing or wind chill is expected to create a freezing sensation, people, plants, pets, and property in the State of Florida are at risk. In the southern regions of Florida, temperatures and/or wind chill below forty-five degrees may be sufficient to activate local government protective actions. In addition to the actual temperature, when the wind blows, a wind chill (the temperature that it feels like to the human body) is experienced on exposed skin. Despite its southern geographic location, the state of Florida experienced sub-freezing temperatures and wind chills on several occasions during the winter months. In January of 2010, record cold spells impacted the state as far south as the Everglades and inland areas of Miami-Dade and Collier Counties. As a result of these freezes, over \$500 million in agricultural damage was reported, along with 2 direct fatalities and 1 injury.

The National Weather Service will issue Frost Advisories, Freeze Watches and Warnings and Hard Freeze Watches and Warnings based on regionally-specific temperature criteria, expected duration, and potential impact of sub-freezing temperatures. The National Weather Service may also issue Wind Chill Advisories, Watches, or Warnings for based on expected impact to population when cold temperatures combine with increased wind speeds.

**Winter Storms:** While most freeze events in Florida are accompanied by a dry air mass, frozen precipitation has been observed in all geographical regions of Florida except across the Florida Keys. However, North Florida and more specifically the Panhandle face the threat of more significant accumulations of ice and snow. The inland portions of the Panhandle average a few frozen precipitation events each decade. Florida can go many winter seasons without a threat of accumulating frozen precipitation but can see multiple events during other years. Due to the rarity of these events, when they do threaten the state their impacts can be more significant.

During the winter from 2017-2018, Florida was hit by three separate winter storms which brought snow and ice accumulations to the Panhandle, Big Bend, Suwannee River Valley, and Northeast Florida. The most significant event in 2018 took place on January 3, when up to an inch of snow fell in northern Leon and Jefferson Counties and ice accumulations over 0.25” resulted in power outages across the Lake City region and closures of I-10 for a large portion of the day.

The National Weather Service will issue Winter Weather Advisories, Winter Storm Watches and Warnings, Freezing Rain Advisories, or Ice Storm Warnings based on regionally-specific criteria that may produce significant impacts to life and property.

**Severe Thunderstorm:** According to the National Weather Service, the greatest frequency of thunderstorm occurrence in the United States is in Florida. On average, there are 80-100+ thunderstorm days per year, with some of these thunderstorms becoming severe. Severe thunderstorms accompany the passage of cold and warm fronts, especially from late fall through early spring, but they also occur frequently during the summer months as sea breeze boundaries from the Gulf of Mexico and Atlantic Ocean move inland and interact with the warm and humid air mass over land.

The Storm Prediction Center may issue Severe Weather Outlooks based on the probabilities for experiencing damaging winds, hail, or tornadoes, and assigns the overall threat on a 1-5 scale.

Risk Category Number	Risk Category Name	Definition
1	Marginal	An area of severe storms of either limited organization and longevity, or very low coverage and marginal intensity.
2	Slight	An area of organized severe storms, which is not widespread in coverage with varying levels of intensity.
3	Enhanced	An area of greater (relative to Slight risk) severe storm coverage with varying levels of intensity
4	Moderate	An area where widespread severe weather with several tornadoes and/or numerous severe thunderstorms is likely, some of which should be intense. This risk is usually reserved for days with several supercells

		producing intense tornadoes and/or very large hail, or an intense squall line with widespread damaging winds.
5	High	An area where a severe weather outbreak is expected from either numerous intense and long-tracked tornadoes or a long-lived derecho-producing thunderstorm complex that produces hurricane-force wind gusts and widespread damage. This risk is reserved for when high confidence exists in widespread coverage of severe weather with embedded instances of extreme severe (i.e., violent tornadoes or very damaging convective wind events).

When conditions become favorable for organized severe thunderstorms or tornadoes to develop, the SPC issues a Severe Thunderstorm or Tornado Watch. The National Weather Service is responsible for the issuance of Severe Thunderstorm and Tornado Warnings.

**Tornado:** According to the National Climatic Data Center, there have been 3,347 tornado reports in Florida between January, 1950 and December 31, 2017. Data collected over the past 30 years show the state ranked 3rd in the nation in the total number of tornadoes with an average of 64 per year. The same data also shows the state ranked 5th in the number of tornado-related deaths. Florida’s period of significant tornadic activity occurs from February through April as strong cold fronts move through the state from the northwest, but tornadoes in Florida can occur at any time of the year. During the summer, thunderstorms moving inland along sea breeze boundaries can also spawn tornadoes and waterspouts.

The intensity of tornadoes is classified using the Enhanced Fujita Scale (EF Scale), a set of wind estimates based on damage:

EF Number	Estimated Winds (mph)
EF-0	65-85
EF-1	86-110
EF-2	111-135
EF-3	136-165
EF-4	166-200
EF-5	>200

Most tornadoes that strike Florida are generally in the category of EF-0 to EF-3, with winds between 65 and 165 miles per hour; however, two EF-4 tornadoes have been confirmed in Florida since 1950. Florida’s tornado climatology demonstrates that strong to violent tornadoes are just as likely to occur during the overnight hours as they are during daylight. Tornadoes that occur overnight are more dangerous as people are unaware of weather warnings relayed by commercial radio or television networks while they sleep. Past tornado outbreaks in Florida have caused a significant number of fatalities. One tornado outbreak killed 42 people in Central

Florida in February, 1998, while another killed 21 people in Lake, Volusia, and Sumter counties in February, 2007. Both of these incidents occurred during the overnight hours.

**Tsunami:** A tsunami is created by an underwater earthquake and currently does not have a distinct risk classification system. Hazards associated with flooding from tsunamis can be divided into primary hazards that occur due to contact with water, secondary effects that occur because of the flooding, such as disruption of services, health impacts such as famine and disease, and tertiary effects such as changes in the coast line.

The threat of a major tsunami or earthquake to Florida's residents and communities is very low. Florida is generally unaffected by these events because the Atlantic Ocean basin does not have the large faults or volcanoes that contribute to most of the catastrophic seismic activity in the Pacific Ocean. In 1886, a 7.7 magnitude earthquake in Charleston, South Carolina caused a slight increase in water height on the Jacksonville, Florida and Mayport, Florida beaches. An earthquake near the Dominican Republic in 1946 caused a slight increase in water height in Daytona Beach, Florida. In 2010, a 7.0 magnitude earthquake struck in Ouest, Haiti. Despite the size and relative proximity of the earthquake, Florida experienced neither property nor physical damage from the event and at no time did a tsunami threaten Florida.

The U.S. Geological Survey is responsible for the detection of earthquakes, but the National Weather Service's National Tsunami Warning Center will issue Tsunami Advisories, Watches or Warnings when an earthquake has the potential to produce strong currents or waves dangerous to those in or very near the water.

### **III. CONCEPT OF OPERATIONS**

Response operations for tropical cyclones and other non-tropical severe weather events are conducted in accordance with the Basic Plan to the State of Florida Comprehensive Emergency Management Plan (CEMP). All emergencies and disasters begin locally, and initial response actions will be conducted by local jurisdictions. Once local emergency response resources have been expended, or if such resources do not exist, state response resources and assistance may be requested by local jurisdictions. This may involve activation of the State Emergency Operations Center (SEOC) and/or the pursuit of an Executive Order from the Governor. All county Emergency Operations Centers will activate in response to an impending threat on their own jurisdiction or in support of neighboring threatened jurisdictions.

#### **A. Notification and Warning – Tropical Weather**

**Tropical Cyclones:** It is the responsibility of the National Hurricane Center to notify the State Watch Office of an impending tropical cyclone risk which has been identified and classified. Hurricane and tropical storm watches and warnings, along with Storm Surge Watches and Warnings, are issued by the National Hurricane Center in close coordination with the National Weather Service, State Emergency

Operations Center, and impacted counties. Similarly, the National Weather Service will issue tropical storm and hurricane warnings for inland counties. Both the National Hurricane Center and the National Weather Service distribute the warning data via the National Oceanic and Atmospheric Administration's Weather Wire Service, EM Net, the internet, media, and other mechanisms including Wireless Emergency Alerts.

## **B. Notification and Warning – Non-Tropical Weather**

Aside from tropical threats, the National Weather Service (NWS) forecast offices monitor weather conditions 24 hours a day, seven days a week and notify the State Watch Office and county warning points of impending severe weather threats. Hazardous Weather Outlooks are issued daily by local NWS forecast offices to advise emergency managers and the public of potentially hazardous weather and other hazards. Watches and warnings may be issued for severe thunderstorms, tornadoes, winter weather, freezes, and floods. Warnings for tsunamis may be issued with minimal warning time due to the limited ability to predict earthquakes.

Once the State Watch Office is notified of any severe weather threat, it will initiate its notification procedures in accordance with the *State of Florida Emergency Operations Plan*, a support plan to the State CEMP.

**Drought:** Numerous federal and state agencies monitor drought conditions over a prolonged period of time. The National Weather Service Forecast Offices, in conjunction with other National Oceanic and Atmospheric Administration agencies, may issue statements associated with drought conditions.

**Flooding:** Watches, warnings, and advisories for flooding are issued by local National Weather Service forecast offices. In situations involving rivers overflowing their banks, the NWS will issue River Flood Warnings based upon river flooding forecasts from the Southeast River Forecast Center (SERFC).

**Freeze:** Warnings and watches are issued in the State of Florida when temperatures are expected to reach 32 degrees Fahrenheit or lower for an extended period of time. Hard Freeze Warnings may also be issued when temperatures will fall below 28 degrees Fahrenheit in the Peninsula and 20-25 degrees in the Panhandle. There are no set national criteria for such warnings as individual National Weather Service Forecast Offices establish their own criteria for their respective areas of responsibility. Frost advisories may be issued when the minimum temperature is forecast to be 33 to 36 degrees but will result in frost that could damage crops. .

**Winter Storms:** Advisories, watches, and warnings are issued by the local National Weather Service offices and communicated to the State Watch Office and local counties. The criteria varies from office to office in Florida with more significant totals required in the Panhandle to reach warning criteria than in the Peninsula. In general, if any frozen precipitation is expected a Winter Weather Advisory will be issued. If more significant accumulations are expected that will significantly impact travel, Winter Storm Watches will be issued 48 hours in advanced of the onset of precipitation and Winter Storm Warnings will be issued within 36 hours.

**Severe Thunderstorm:** Severe Thunderstorm Watches are issued by the Storm Prediction Center when conditions are favorable for severe thunderstorm development. If a severe thunderstorm is detected, then a Severe Thunderstorm Warning is issued by the local National Weather Service Forecast Office (See II.B on page 3 for severe thunderstorm criteria). Although tornadic development is a criterion for a severe thunderstorm, Tornado Warnings will normally be issued for severe thunderstorms capable of producing tornadoes.

**Tornado:** Tornado Watches are issued by the Storm Prediction Center when conditions are favorable for thunderstorms to produce tornadoes. If a tornado is detected or suspected to be forming, a Tornado Warning is issued by the local National Weather Service office. Tornadoes may also appear with limited warning time even though conditions favorable for a tornado to develop can be predicted.

**Tsunami:** Despite the unlikelihood of a tsunami impacting Florida, the National Oceanic and Atmospheric Administration maintains early-detection buoys off the Atlantic seaboard and in the Caribbean Sea. If a potential tsunami is suspected, the National Tsunami Warning Center (NTWC) will issue advisories, watches, or warnings for Alaska, Hawaii, and the continental United States (including Florida). These watches, warnings, or advisories are disseminated via traditional means, but are also called in via Federal NAWAS from the NTWC to the State Watch Office.

### **C. Protective Action Decision Making**

Under Chapter 252, Florida Statutes, it is the responsibility of each Board of County Commissioners to declare a local state of emergency for their jurisdiction and to order necessary protective actions. The Governor of the State of Florida, however, reserves the right to override local decision making when lives within the State of Florida are threatened. The goal within the state is to relocate all vulnerable populations within hurricane storm surge areas, areas prone to inland flooding, populations residing in unsafe buildings, and persons with special needs. Local governments offer sheltering options and transportation assistance for evacuating their populations. The Governor may also declare a state of emergency throughout the state when severe weather conditions warrant.

**Tropical Cyclones:** Lengthy hurricane clearance times and limited evacuation routes in Florida mandate proactive evacuation coordination among local, state, and federal public safety agencies far in advance of storm arrival.

**Tsunami:** Similar to a response to storm surge flooding, local governments may evacuate coastal populations vulnerable to flood inundations, populations along tidal water bodies, and other vulnerable populations that reside in unsafe structures or have special needs. Unlike a storm surge from a hurricane, tsunami waves travel at faster speeds and can impact an area within hours of an earthquake. Such insufficient warning time may significantly impact tsunami evacuations.

**Flood:** In response to storm surge flooding, local governments may evacuate coastal populations vulnerable to flood inundations, populations along tidal water bodies, and other vulnerable populations that reside in unsafe structures or have special needs. In response to inland flood conditions, local jurisdictions may also



choose to evacuate residents in flood prone areas. It is important to note, however, that many inland areas which flood in the State of Florida are not located in pre-identified flood hazard areas. Flooding may be caused by improper stormwater runoff and drainage in all areas of the state. Sufficient warning time should be available for non-tropical inland flood events. The major threat from inland flooding is posed by the inability to judge water depth in urbanized and rural areas, endangering motorists and pedestrians.

**Drought:** In response to drought conditions, local officials may ban open burning within their local jurisdiction while the Florida Forest Service may ban open burning on forest lands. The regional Water Management Districts may also issue water restrictions in response to drought conditions.

**Freeze:** Hazardous freeze conditions may require local governments to activate cold weather shelters for homeless populations and advise their citizens to take appropriate measures to protect themselves, their family, and their pets. Local governments may also notify agricultural interests within their respective jurisdictions to take appropriate protective measures.

**Winter Storms:** Winter Storm conditions may require local governments to activate cold weather shelters for homeless populations and advise their citizens to take appropriate measures to protect themselves, their family, and their pets. The Florida Department of Transportation (FDOT) and local governments may pre-treat roadways to allow travel to continue. FDOT along with local and state law enforcement will monitor area roadways and close them as they become impassable.

**Severe Thunderstorms:** While warning times may be insufficient, the threat of severe thunderstorms may cause local governments to recommend persons in mobile/manufactured homes and other unsafe structures relocate to a sturdier shelter prior to the arrival of a severe thunderstorm. They may also order or advise jurisdiction-owned vehicles (e.g., school buses) to not operate until the storms have passed.

**Tornadoes:** While warning time may be insufficient, the threat of tornadoes may cause local governments to recommend persons in mobile/manufactured homes and other unsafe structures relocate to a sturdier shelter prior to the arrival of a tornado or tornadic conditions.

#### IV. ADDITIONAL REFERENCES

- A. State of Florida Comprehensive Emergency Management Plan
- B. State of Florida Enhanced Hazard Mitigation Plan
- C. State of Florida Emergency Operations Plan
- D. Statewide Regional Evacuation Studies
- E. State of Florida Recovery Plan
- F. Comprehensive Preparedness Guide (CPG) 101, FEMA, November, 2010

V. **AUTHORITIES**

- A. "State Emergency Management Act," Chapter 252, Florida Statutes

**Figure 1: RECCOMENDED SEOC ACTIVATION LEVELS AND ACTIONS FOR TROPICAL CYCLONES**

EOC Activation Level	Sequence of Events	Actions
Level III - Monitoring	More than 72 hours before landfall	<ul style="list-style-type: none"> <li>• Maintain situational awareness</li> <li>• Conduct weather briefing(s)/conference call(s) as necessary with SERRT partners and counties</li> <li>• Draft Executive Order</li> <li>• Conduct meeting with SERRT Chief, Operations Chief, Planning Chief, and other appropriate staff to determine if raising the State EOC activation level is warranted</li> </ul>
Level II Activation	72-48 hours before landfall	<ul style="list-style-type: none"> <li>• Seek pre-landfall declaration from FEMA</li> <li>• Request FEMA IMAT with designated FCO to report to SEOC</li> <li>• Begin Incident Action Planning</li> <li>• Begin daily SERRT briefings in the SEOC</li> <li>• Conduct conference calls with National Hurricane Center/National Weather Service/impacted counties</li> <li>• Deploy SERRT Liaisons</li> <li>• Place IMT on standby</li> <li>• Place SAIL on standby</li> <li>• Commence media briefings</li> <li>• Place State Logistics Response Center (SLRC) on Standby</li> <li>• Preposition resources</li> <li>• Ensure alternate SEOC is on standby, if necessary</li> <li>• Assess need for National Guard activation</li> <li>• Ensure EMAC states and FEMA are on standby</li> <li>• Maintain awareness of Executive Order status</li> </ul>
Level I Activation	48-24 hours before landfall	<ul style="list-style-type: none"> <li>• Execute Executive Order</li> <li>• Activate SLRC</li> <li>• Activate SAIL</li> <li>• Activate the Continuity of Operations Plan (COOP) if necessary</li> <li>• Place Preliminary Damage Assessment teams on standby for post-landfall deployment</li> </ul>

		<ul style="list-style-type: none"> <li>• Assess need for non-threatened counties to activate their EOCs in support of state and local response</li> <li>• Identify and initiate EMAC requests</li> <li>• Finalize strategies for deploying IMT or F-SERRT to impact area post-landfall</li> <li>• Maintain awareness of Executive Order status</li> <li>• Issue Supplemental Orders as required</li> <li>• Begin drafting Presidential Disaster Declaration request</li> <li>• Prepare to initiate post-landfall recovery operations</li> </ul>
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# **THE STATE OF FLORIDA WILDFIRE OPERATIONS ANNEX**

**To The State of Florida Comprehensive Emergency Management Plan**

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## EXECUTIVE SUMMARY

The Florida State Emergency Response and Recovery Team (SERRT) Guidelines for Wildfire Operations to the State Comprehensive Emergency Management Plan (CEMP) identifies the actions that may be taken by the Florida Forestry Service (FFS) and those state and local agencies in support of FFS in preparing for, responding to, and recovering from wildfire event(s). This annex addresses the role of state and local government in providing the necessary support to FFS in its statutory responsibilities in responding to, controlling and suppressing wildfires.

The Florida Division of Emergency Management (DEM) has the overall responsibility for coordination of the support to FFS. DEM, in cooperation with FFS, will update and coordinate the plans with other response and support agencies. Within DEM, the Bureau of Preparedness has the responsibility for coordinating the state's planning efforts for wildfire events with FFS. The Annex is a document that is constantly under development and is presently divided into five chapters as follows:

**Chapter 1 – Introduction:** Provides a discussion of the purpose, scope and planning assumptions used to prepare the annex.

**Chapter 2 - The Response Organization:** Identifies the various levels of support which may be provided through a Unified Command structure. It describes the circumstances under which the various agencies will unify under a single command structure in responding to, controlling and suppressing wildfires and the responsibilities of the Unified Command components (agencies). This chapter also addresses the delegation of authority during a wildfire event.

**Chapter 3 - The Concept of Operation:** Presents the key guidelines that are used to make key decisions during the course of the event. Based on joint considerations discussed and determined by the state liaison agencies of the Unified Command (FFS, DEM, the Florida Fire Chiefs Association, and the State Fire Marshal's Office), several guidelines for the three levels of activation (Monitoring, Partial, and Full) for the State Emergency Operations Center (SEOC) during a wildfire event have been developed. This chapter also addresses medical unit activation, air operations, logistical support, and resources.

**Chapter 4 - Requesting Fire Suppression Assistance:** Provides the framework under which fire suppression assistance will be obtained when state resources have been over extended. The chapter also describes the information needed and the steps necessary for satisfying the requirements to request fire suppression assistance from the Federal Emergency Management Agency (FEMA) based on the wildfire or complex of wildfires.

**Chapter 5 - Public Information and Information Flow:** Discusses the notification process for active wildfires to the State Watch Office, the coordination of situation reports and incident action plans.

### I. References and Authorities

The authority for the development, implementation, and maintenance of this annex and all compatible county/municipal plans in support of the FFS in its statutory responsibilities in responding to, controlling and suppressing wildfires is derived from **Chapter 252.35(2)(a) of the Florida Statutes**.

This Annex further serves as the fundamental governing policy as prescribed for the FFS under **Chapter 590 of the Florida Statutes**.

The FEMA policy on requesting Fire Suppression Assistance is contained within **44 CFR Part 206, Subpart L**.

FEMA's **Interim Policy on Fire Suppression Assistance, April 1999**.

## CHAPTER I – INTRODUCTION

### I. General

The Florida State Emergency Response and Recovery Team (SERRT) Guidelines for Wildfire Operations identifies the actions that may be taken by those state and local agencies in support of the Florida Forest Service (FFS) in preparing for, responding to, and recovering from wildfire event(s). This Annex addresses the role of state and local government in providing the necessary support to FFS in its statutory responsibilities in responding to, controlling and suppressing wildfires.

### II. Purpose

The Florida Division of Emergency Management (DEM) has the overall responsibility for coordination of the support to FFS and local government in response to a wildfire event. DEM in cooperation with FFS will update and coordinate the plans with other response and support agencies. Within DEM, the Bureau of Preparedness and Response has the responsibility for coordinating with FFS the state's planning efforts for wildfire events.

### III. Scope

This Annex covers any and all wildfires that occur in the State of Florida, which FFS and local governments respond to. The purpose of the response is to contain, control and extinguish the wildfire.

### IV. Assumptions

1. FFS is statutorily responsible for wildfire prevention, detection, and suppression on 26,000,000 acres in Florida.
2. The United States Forest Service and the Department of Interior are responsible for wildfire suppression on their respective federal lands throughout the state.
3. Each year, lightning fires that are associated with Florida's thunderstorm season (April through September) can create tremendous wildfire activity when associated with the state's dry spring conditions.
4. Florida averages more than 3,000 wildfires a year that burn more than 163,500 acres each year.
5. In 1989, a record 645,331 acres burned statewide. However, the most intense fire season on record occurred in 1998 due to the escalating wildland/urban interface in the state.
6. The President is authorized through the Fire Management Act to provide assistance, including grants, equipment, supplies, and personnel, to any

state for the suppression of any fire on publicly or privately owned forest or grassland, which threatens such destruction as, or would constitute a major disaster.

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## CHAPTER 2 – THE RESPONSE ORGANIZATION

### I. General

This chapter of the annex describes the organization to be used to coordinate state agencies' support of the Florida Forest Service's (FFS) response during wildfire events. It describes the unified command structure the various agencies will work under to control and suppress wildfires. Also it addresses the circumstances under which the unified structure will support FFS in its response to wildfires. Following the catastrophic fires in Florida during the summer of 1998, state and federal agencies developed new and updated strategies to deal with serious statewide wildfires. A major change since 1998 was in the organization of statewide oversight. Since 1999, a Unified State Command comprised of in-state personnel was utilized. The Unified State Command structure has been modified to a Multi-Agency Coordinating (MAC) Group and will be the process used to manage serious wildfire events.

### II. Response Organization

The Florida MAC Group is established as conditions warrant based on a joint decision by the State Forester and the Forest Supervisor of the National Forest in Florida and/or a representative of the Department of the Interior. The Florida MAC Group provides logistical coordination.

The Florida MAC Group is set up so that an Incident Commander is provided from the primary jurisdictional agencies on which the wildfires are occurring. The Florida MAC Group will include FFS and either the United States Department of Agriculture (USDA) Forest Service, the National Park Service (NPS), the United States Fish and Wildlife Service (USFWS), or the Bureau of Indian Affairs (BIA) (see Figure 1).

In addition to the incident commanders and jurisdictional agency liaisons, the Command Staff will also include liaisons from several key support agencies. These support agencies include the Florida Division of Emergency Management (DEM), State Fire Marshal's Office (SFM), Florida Fire Chiefs Association (FFCA), Florida National Guard (FLNG), and if involved the Federal Emergency Management Agency (FEMA) (see Figure 1).

### III. Responsibilities

#### A. Florida Forest Service (FFS)

FFS has statutory responsibility for the suppression of wildland fires in the State of Florida. FFS has the lead role in determining when the Florida MAC Group will be established. In consultation with other state and federal partners, FFS will appoint one member of their organization and at least one alternate to serve as the state incident commander. The incident commander will determine the scope and structure of the unified command for the wildland(s) burning in the state.

#### B. Florida Division of Emergency Management (DEM)

DEM has statutory responsibility for coordinating state and local support to FFS in the response and recovery from wildland fires. A liaison will be

appointed to coordinate DEMs support role. Various support elements will be initiated as requested by the incident commander.

**C. Florida Fire Chiefs' Association (FFCA)**

FFCA provides FFS with logistical support through the services of fire departments throughout the state. This support effort will be initiated according to FFCA State Emergency Response Plan (SERP) that is activated by request of ESF 4, Firefighting.

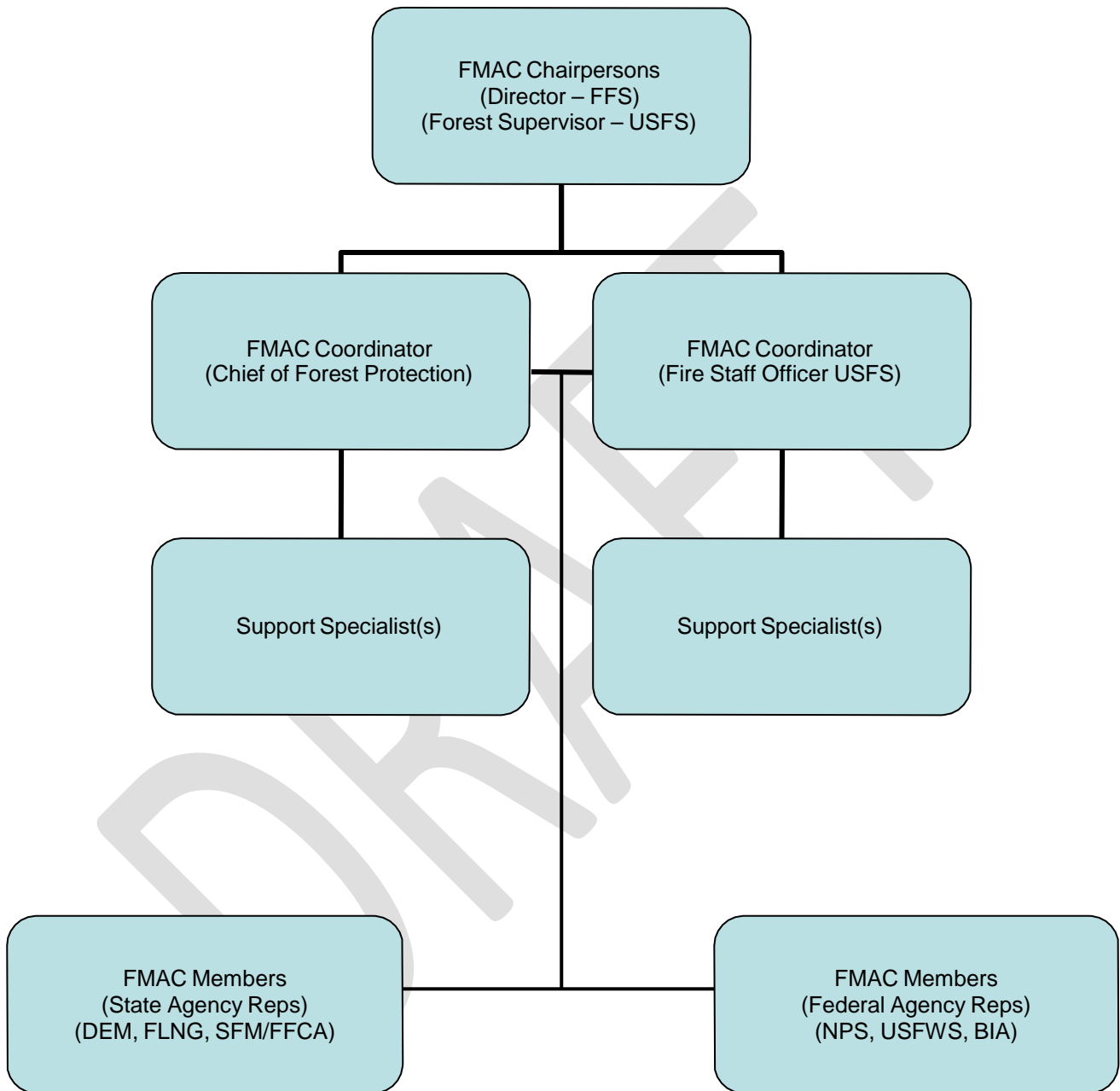
**D. Division of State Fire Marshal (SFM)**

The SFM appoints an emergency coordination officer ESF 4, Firefighting. ESF 4 is responsible for logistical requests from state and local governments for firefighting resources. These resources are then dispatched according to the requirements of the FFCA SERP.

**IV. Delegation of Authority**

Incident Management Team(s) for the incidents will be tasked by in Unified Command with liaisons from DEM and SFM or FFCA.

**FIGURE 1: Florida MAC Group Organization**



## CHAPTER 3 – THE CONCEPT OF OPERATION

### I. General

This section of the annex presents key guidelines that can be used to make key decisions during the course of the event. These decisions will be based on experience, the best evaluation of the current situation, and the forecast for the near future.

All wildfire responses will fall under the umbrella of the Unified State Command and will use the National Incident Management System (NIMS) as the emergency response organizational management structure.

Based on joint considerations discussed and determined by the state liaison agencies of the Unified Command (Florida Forest Service, Division of Emergency Management, Florida Fire Chiefs Association, and Division of State Fire Marshal), several guidelines for the three levels of activation (Monitoring, Partial, and Full) for the State Emergency Operations Center (SEOC) during a wildfire event have been developed.

### II. Level 3, Monitoring Phase

The Florida Division of Emergency Management (DEM) will maintain a liaison with the Florida Forest Service (FFS) State Officer in Charge (SOIC) through the on-duty operations officer. FFS SOIC will maintain contact with the operations officer for DEM, and notify them of any significant wildfire activity. This activity may require increased awareness or activity from DEM or Emergency Support Functions (ESF) in the SEOC. The Emergency Management liaison will remain in contact with FFS SOIC and the Operations Chief for the State Emergency Response and Recovery Team (SERRT) and a joint determination will be made as to if and when to increase the level of activation in the SEOC. DEM will direct a liaison to be a part of the Unified Command Team once established by FFS.

### III. Level 2, Partial Activation

The SEOC may be activated to a Level Two based on a variety of considerations.

#### A. The Request for Issuing an Executive Order

When appropriate, DEM will request an Executive Order, signed by the Governor, which is based on the following factors:

1. When FFS requires the assistance of the Florida National Guard (FLNG) air and/or ground assets for wildfire suppression. FFS will estimate the need for FLNG assets more than 24 hours before initiating the request.
2. When a FFS overhead team requires the support of the SERRT for a wildfire that is out of control for longer than 24 hours.
3. When ESF 4 (Firefighting) partially activates for any of the following criteria:

- a. A wildfire event requiring the mobilization and deployment of Florida Fire Chiefs Association (FFCA) resources to the Region of impact from other region(s) within the state. Those forces are required on-scene for longer than 24 hours and may require logistical support.
- b. A wildfire burning into the urban/interface where multi-family homes and large subdivisions are being threatened.
- c. When FFS, in consultation with FFCA, identifies a need for out of State resources that can best be obtained through the Emergency Management Assistance Compact (EMAC).

Only those ESF needed to support FFS will be activated.

**B. The Florida Forest Service's Liaison to the State Emergency Operations Center**

Once the SEOC has gone to Level Two, FFS will provide liaisons to the SEOC and provide information coordination for the SERRT.

**IV. Level 1, Full Activation**

**A. The Division of Emergency Management Guidelines to Fully Activate the State Emergency Operations Center**

The State Coordinating Officer (SCO) (usually the Director of DEM), in consultation with the SERRT Chief, will make the decision when to activate the SEOC to a Level One. The following factors may be used in the decision-making process:

1. When a response to a wildfire event requires the resource and or logistical support from a majority of the SERRT ESFs.
2. When a wildfire event necessitates evacuations that require resource support from neighboring counties.

**B. The Florida Forest Service's Coordination with the Division of Emergency Management**

FFS and DEM will coordinate several critical functions as follows:

1. ESF 4 will provide logistical liaisons to FFS/United States Department of Agriculture (USDA) Forest Service offices or at the Unified Expanded Dispatch. Unified Expanded Dispatch is a joint FFS and USDA Forest Service organization that is established based on the number of resource orders and complexity of the current incident(s). The Unified Expanded Dispatch relieves the host agency(s) dispatch unit by focusing on the large or complex incident(s). The Unified Expanded Dispatch is responsible for ordering federal and state compact resources such as overhead, aircraft, crews, equipment and supplies.



2. A Joint Information Center (JIC) will be established with ESF 14 (Public Information). FFS will provide briefing points on the wildfire situation through ESF 14, who will then coordinate this consistent information message with other Public Information Officers (PIOs) throughout the state.
3. A DEM liaison will be included in the planning process with Unified Command personnel in the formation of the Incident Action Plan (IAP) for the wildfire event.
4. The Unified Command will provide liaisons to the SERRT Plans Section to consolidate the planning process and provide input into the situation reports issued from the SEOC.
5. FFS will provide liaisons to DEM for all financial matters regarding decisions to provide funding for the wildfire event and the consequences of the disaster.

Although the SEOC may be at Level One (full activation), the wildfire events may not have escalated to the point where elements of the FFS staff will need to be co-located at the SEOC. FFS may be a part of a Unified Command and co-located with the USDA Forest Service due to the large logistical coordination needed with that agency.

### **C. The Florida Forest Service Colocation to the State Emergency Operations Center**

The directors for FFS and DEM will jointly determine when and what portions of the Unified Command structure should co-locate to the SEOC. DEM will provide all support resources for such co-location. The joint decision to co-locate will be based on guidelines including:

1. FFS in its Unified Command with the USDA Forest Service continues to command and control all operational elements of the wildfire incidents. DEM will manage the overall disaster and all other areas including those areas related to consequence management.
2. The number of wildfire incidents requires continual coordination and logistical support from various ESFs. The liaisons initially provided by FFS during a Level Three activation are overwhelmed with the amount of coordination required.
3. The number of wildfire incidents requires the formation and possible forward inSERRTion of an Area Command or multiple Area Commands.
4. Key operational decisions made by the Unified Command rely on and or directly affect those ESFs dealing with the question of consequence management in response to the operational decisions made by Command.

Until (and if) the Unified Expanded Dispatch is moved, coordination for this effort will be directed by the following guidelines:

1. ESF 4 will provide logistical support to the Expanded Dispatch where all requests for structural fire resources within the state will be coordinated.
2. The Logistics Section will provide a liaison to the Unified Expanded Dispatch for coordination of out of state requests that may go through the Emergency Management Assistance Compact (EMAC).
3. All firefighting assets (FFS, USDA Forest Service, FFCA, SFM and/or the EMAC) will be directed into the wildfire incident through the Unified Expanded Dispatch. This will ensure that all fire resources are coordinated from a central command, logistically supported, and are efficiently utilized in the affected area.

#### **V. Medical Unit Activation**

A medical unit may be activated when an incident management team (IMT) is put in place to coordinate large numbers of firefighters or emergency personnel. If the IMT requests a Medical Unit, the request will go through the Unified Expanded Dispatch. The Unified Expanded Dispatch will request specific elements of the medical team through the SEOC who will task ESF 8.

#### **VI. Air Operations**

FFS and the USDA Forest Service may, under increased wildfire activity, establish Unified Air Operations for statewide wildfire aviation coordination. The Unified Air Operations will establish an Air Operations Plan that will coordinate all aircraft associated with fire operations or flying within wildland fire aviation air space. This includes:

- Forestry Aircraft
- Fire agency aircraft
- Law Enforcement aircraft
- Military aircraft
- Contractor aircraft
- Media aircraft

#### **VII. Resources**

FFS, in its Unified State Command role with the USDA Forest Service or other federal jurisdictional agencies, will be responsible for command and control of all operational elements of the wildfire response to include resource ordering for wildfire incidents through state wildfire compacts or the national ordering system. DEM will support FFS operations by managing and coordinating any non-wildfire resource ordering through the ESFs, EMAC, FEMA, and fiscal issues as they relate to resources. All resource ordering will be coordinated within the expanded dispatch system when established.

#### **VIII. Logistical Support**

This section identifies the roles of the agencies involved in the logistical support of the Unified Command during wildfire events. Separate processes exist for the ordering of resources and other logistical support for the wildfire events and the Incident Management Teams commanding the suppression of wildfires. In addition, the linkage needed between these resource and logistical ordering processes provide the correct resource, ensure that it is provided it in a timely manner, and that it is provided cost-effectively.

The primary methods in which resources and logistical support are ordered for wildfire events include:

1. Unified Expanded Dispatch, including State Wildfire Compacts and the national Resource Ordering Status System (ROSS).
2. FFCAs Disaster Response Plan in support of SFM as the lead agency for ESF 4 (Firefighting).
3. The Logistics Section of the SEOC.
4. EMAC through the Mutual Aid Branch.

Included within these processes will be the triggers for resource prioritization and re-allocation of resources throughout the state based on established criteria.

## CHAPTER 4 – REQUESTING FIRE MANAGEMENT ASSISTANCE

### I. General

The President of the United States is authorized to provide federal assistance to any state for the suppression of any fire on publicly or privately owned forest or grassland that would constitute a major disaster. Such assistance may be in the form of grants, equipment, supplies, and personnel in accordance with the Federal Emergency Management Agency's (FEMA) policy on requesting Fire Management Assistance as contained in 44 Code of Federal Regulations (CFR) Part 206, Subpart L.

### II. Purpose of Fire Management Assistance

Through the Fire Management Assistance Program, FEMA's role in combating grassland, wildland, or wildland/urban interface fires is to provide financial assistance to states for fire management. The program is unique in that FEMA actively provides assistance to suppress fires that threaten such destruction as would constitute a major disaster. When it has been determined that a wildland fire or fires on publicly or privately owned forest or grassland threaten such destruction as would constitute a major disaster, supplemental assistance may be provided in the form of a single grant, to reimburse eligible fire management costs.

### III. Scope of Fire Management Assistance

A fire management declaration is the authorization of federal assistance that is made with FEMA when a fire or fires constitute the threat of a major disaster.

#### A. Criteria for Fire Management Assistance

FEMA will authorize a fire management declaration if the eligible damage and potential impact of the fire is of a magnitude that it could result into a major disaster declaration for Public Assistance and/or Individual Assistance.

#### B. Key Factors for Fire Management Assistance

1. The Florida Forest Service (FFS), the State Coordinating Officer (SCO), the Principal Advisor, and FEMA will consider the following key factors when evaluating and analyzing the need for fire management assistance:
  - a. Threat to lives and improved property
  - b. Threat to critical facilities
  - c. Committed or unavailable state and local resources including resources through: state agencies; local fire departments; Cooperative Agreements; and Interstate/Regional Compacts; Emergency Management Assistance Compact (EMAC)
2. High fire danger conditions, as indicated by:

- a. Keetch-Byram Drought Index (KBDI) or similar nationally accepted indices
  - b. Energy release component
  - c. Current weather conditions
  - d. Rate of spread based on a nationally accepted behavior model
  - e. Spread component
  - f. Ignition component
  - g. Burning index
  - h. Relevant state restrictions in place and implemented
  - i. Topography of the land, including dry swamps
3. Threatened watershed areas
  4. Potential impact on the environmental and historic/cultural resources
  5. Potential major economic impact
  6. Existence of multiple wildfires/potential convergence of fires

#### **IV. Gathering Information for Fire Management Assistance Request**

Staff for FFS and DEM will be made aware of the potential need to document and gather information required to request federal fire management assistance.

##### **A. Critical Information for Requesting Fire Management Assistance**

When making a request for federal fire management assistance, the following critical information is required and must be gathered and considered:

1. If the state is unable to control or suppress wildfires or a complex of wildfires without out-of-state assistance.
2. If homes and/or structures are threatened and or evacuated due to the threat of the wildfire and the number of such homes, structures, or commercial businesses that are threatened.
3. If there is key infrastructure being threatened such as power plants, utility lines, water and/or sewage plants.
4. If the wildfire is not contained at the time of the request.

5. If the number of resources being utilized, including local fire/rescue resources, are documented and reported.
6. The current and predicted weather conditions.

**B. Closing Fire Management Grant Assistance**

To close out a Federal Fire Management Grant in the State of Florida, the Unified Command/FFS representative will notify the SCO of any Complexes in which all fires are controlled thus signaling the end to the grant period. It will then be FFS's responsibility to issue the notification to the principal advisor. All such notifications must be in writing.

**V. Roles and Responsibilities for Fire Management Assistance**

**A. The Florida Forest Service Incident Commander**

The Incident Commander will notify FFS's State Officer-in-Charge of the wildfire, as soon as possible and report the information that is available. The Incident Commander will coordinate this information with the county emergency management representative.

**B. The Director of the Florida Forest Service**

The Director or designee will coordinate with the Division of Emergency Management (DEM) Duty Officer to notify the SCO, if identified, when a fire meets the criteria for a fire management assistance grant. Such a notification to the SCO can be made via the State Watch Office (SWO).

**C. The State Coordinating Officer**

1. Will by telephone, fax, or through other rapid communications, contact the Region IV FEMA coordinator and make them aware of the situation and of the request.
2. Will follow-up in writing to the Region IV office of FEMA outlining some of the principal items in the request.
3. Will apply for assistance for wildfire complexes utilizing boundaries designated in the affected area encompassing varying numbers of counties and will continue to utilize these districts/centers when applying for additional assistance.

**D. The Florida Forest Service Representative**

1. A representative from FFS will fill out the FEMA request form **FEMA FF078-0-1**. The form is then signed by the SCO and submitted to FEMA's Regional Office.
2. Will contact FEMA's Principal Advisor to make any requests and recommendations to be made on the grant request.

**E. The Principal Advisor**

The Principal advisor will complete their recommendation and submit it to FEMA on **FEMA form FF078-0-2**.

## CHAPTER 5 – PUBLIC INFORMATION AND INFORMATION FLOW

### I. General

This chapter provides how information will be shared during a wildfire event during the activation of the State Emergency Operations Center (SEOC). Emergency Support Function 14 (ESF 14) (Public Information) has the responsibility to establish a mechanism that efficiently provides and disseminates information to the public. The State Coordinating Officer (SCO) and the Director of the Florida Forest Service (FFS) will mutually agree to appoint a lead Public Information Officer who will facilitate the logistical support and orientation for all public information officers working in the State Emergency Operations Center (SEOC).

### II. Unified Public Information

When the SEOC is activated (Level 2 or 1), state, local, and federal agencies will provide experienced Public Information Officers (PIOs) to ESF 14 or provide access to PIOs to respond to information requests of that particular agency. In the initial stages of a Unified Public Information flow, a plan will be developed. During a Level 2 activation, the PIOs represented in Unified Command for ESF 14 may include:

- The Florida Division of Emergency Management (DEM)
- FFS; and
- United States Department of Agriculture (USDA) Forest Service.

During a Level 1 activation, staffing may increase based on the needs of the response and may include the Federal Emergency Management Agency (FEMA), the Florida National Guard (FLNG), and others as warranted. Each agency will become part of the Unified Public Information.

### III. Information Flow

#### A. Fire Activity

1. The FFS State Officer-in-Charge will notify the State Watch Office (SWO) of any significant fires that develop.
2. The SWO will contact the FFS State Officer-in-Charge of any significant fires that are reported to the State outside of those reported by FFS.
3. The criteria for significant fires includes:
  - a. Wildfires that threaten structures, or where structures are damaged or destroyed.
  - b. Wildfires that force or have the potential to force evacuations of citizens.

- c. Wildfires that cause the injury or death of state or local responders.
- d. Wildfires that create significant smoke problems that may cause road closures to major thoroughfares.
- e. Large significant wildfires that require movement of out-of-district forestry resources.

**B. Situation Report Information**

1. FFS will continue to produce a daily wildfire summary, which is available on their website. The Forest Protection Bureau can be contacted for any clarifications that may be required from the raw data on the summary.
2. DEM will extract pertinent information from that site for its situation reports, which will be completed as deemed appropriate for the event.