

State Emergency Response Team



Florida Comprehensive Emergency Management Plan

Revised 2024

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Section 1: Introduction

The State Comprehensive Emergency Management Plan (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 and adopts 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). 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 State CEMP describes the basic strategies, assumptions, operational objectives, and mechanisms through which the State Emergency Response Team (SERT) will mobilize resources and conduct activities to guide and support local emergency management efforts through preparedness, response, recovery, and mitigation. To facilitate effective response and recovery, the CEMP adopts a functional approach that groups operational efforts into Support Functions. These Support Functions include 20 Emergency Support Functions (ESFs) and 6 Recovery Support Functions (RSFs). Each ESF and RSF is headed by a primary state agency selected by the Florida Division of Emergency Management (FDEM) Director based on its authorities, resources, and capabilities in that ESF's functional area that are utilized during all phases of emergency management. The primary agency appoints an ESF Lead to manage the ESF's function in the State Emergency Operations Center (SEOC) and an RSF Lead to manage the RSF's function in the Joint Field Office (JFO).

The SERT serves as the primary operational mechanism through which state assistance to local governments is managed. State assistance will be provided to impacted counties under the authority of the State Coordinating Officer (SCO), on behalf of the Governor, as head of the SERT. If the President of the United States issues an emergency or major disaster declaration for the state, the SCO will coordinate in-state federal assistance through the Federal Coordinating Officer (FCO) and corresponding federal Support Functions. The federal Support Functions organization will work with the state ESF and RSF organization to ensure that resources and services are provided in a timely manner.

The CEMP is designed to be flexible, adaptable, and scalable. It articulates the roles and responsibilities among local, state, and federal emergency officials, departments, and agencies. This document supersedes the 2022 CEMP. The 2024 revision of the State CEMP represents the collective efforts of the FDEM and the SERT.

Purpose

- Develop an all-hazards planning approach that will be used for all threats, emergencies, and/or disasters that may impact Florida.
- Create the general framework for planning for preparedness, response, recovery, and mitigation activities of the state.
- Describe the state's role in supporting and coordinating with local governments and

federal partners during an emergency or disaster response and recovery.

- Create a system that integrates, adopts, and applies (where applicable) the tenets of the NIMS to ensure its interface with the NRF to maximize the integration of incident-related preparedness, response, recovery, and mitigation activities.

Relationship to Other Plans

Relationship to State Plans

Specialized state plans further interpret the framework established in the CEMP to meet specific functional and hazard-specific demands. These plans are developed jointly between SERT partners and FDEM as supporting plans to the State CEMP. The SERT may use these plans, within the framework established in the CEMP, to guide operational structures and priorities.

The supporting plans include:

- Emergency Repatriation Plan
- SERT Mass Migration Plan
- Radiological Emergency Management Plan
- SERT Emergency Operations Plan
- Public Assistance Administration Plan (PAAP)
- Terrorism Plan
- Recovery Plan
- Biological Incident Plan

Relationship to Local CEMPs

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.

Situations and Assumptions

Geography

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), wildfires, severe thunderstorms, sinkholes, extreme heat, erosion, earthquakes, and tsunamis. Florida is also vulnerable to winter weather, drought, and human health incidents, which will have a direct impact on the state's heavy economic reliance on agriculture and tourism industries. Technological hazards are a direct result of human factors which may release hazardous material. Florida is vulnerable to radiological incidents, hazardous materials incidents, transportation incidents, harmful algal blooms, agricultural disruptions, and dam failures. Finally, human-caused hazards include domestic security incidents, civil disturbances, cyber incidents, 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 proximity to oppressed and politically unstable regimes in the Caribbean. Detailed descriptions of the identified natural and human-caused hazards are available in the 2023 Florida State Hazard Mitigation Plan (SHMP).

- 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. In 2022 tourism was responsible for welcoming over 136 million visitors to the state, spending more than \$96 billion and generating billions of the state's tax revenue.
- Tampa 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 deep-water port for Fort Lauderdale.¹
- Overseas trade is of major importance to Florida. Florida trades mainly with Latin American and Caribbean countries. The total value of Florida's merchandise is nearly \$135 billion in value. Florida was ranked 7th in the U.S. in 2021 in exporting goods produced or with significant value added in the state. Merchandise trade valued at \$164 billion flowed through Florida's airports and seaports in 2017, making the state one of the world's leaders in international trade².
- Florida ranks 21st in all commodities grown in the United States with a cash value of over \$7.7 billion.
- 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.

¹ Florida Seaport Transportation and Economic Development Council, 2017.

² US Bureau of Labor Statistics, [http:// www.bls.gov](http://www.bls.gov)

- 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.

Demographics

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. Preparedness, response, recovery, and mitigation activities must therefore 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 2023 U.S. Census Estimate, Florida's population is 22,610,726, making it the third most populated state in the nation. In addition to a tremendous residential population, Florida attracts millions of tourists each year.

Hazards

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 utilized by the CEMP. However, this document is applicable to all hazards; be they natural, manmade, technological, known, or unknown.

Planning Assumptions

- All emergencies and disasters are local, but local governments may require state assistance.
- 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 prior to requesting state assistance.
- The SEOC will be staffed by the SERT to support local operations as appropriate.
- Evacuation and sheltering may require regional coordination.
- The SERT will provide assistance to the tribal nations within Florida as requested while respecting the governmental sovereign nation status they hold in the United States.
- If state contractor and vendor managed inventory resources and capabilities are

exhausted, additional resources may be requested from other states through EMAC and through the Federal Emergency Management Agency (FEMA) which coordinates all federal assistance.

- 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 caregivers.
- Planning at the county and state levels will be based on pre-identification of populations and determination of resource shortfalls and contingencies. This will 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 are strongly encouraged to document and seek federal and state reimbursement for expenses incurred during disaster operations.
- Achieving and maintaining effective community preparedness reduces the immediate demands on response organizations. This level of preparedness requires ongoing public awareness and education programs to ensure people take appropriate advanced actions to reduce their vulnerability during at least the initial 72 hours following an emergency or disaster.

Section 2: Roles and Responsibilities

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.

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 SERT 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 SCO.

The Governor

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.

The State Coordinating Officer

The Executive Director of the Florida 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. In general, the Governor will designate the FDEM Executive Director as the State Coordinating Officer (SCO). The 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 Sections 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.

Governor's Authorized Representative

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.

Deputy State Coordinating Officer

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 or disaster. The Deputy SCO will confer with the SCO and may be deployed to coordinate response and recovery activities at the impact area.

State Incident Commander

The State Incident Commander, designated by the SCO, is an executive level official with primary subject matter expertise of a specific hazard or event that coordinates policy and priority planning with the SERT. This optional position will generally be filled by a designated agency head when a particular disaster overwhelming involves a specific state agency other than FDEM. This position works in conjunction with, but does not supplant, the State Coordinating Officer and SERT Chief.

Federal Coordinating Officer

The Federal Coordinating Officer (FCO) coordinates federal assistance to a state affected by an emergency or disaster. The FCO generally is assigned to the SEOC for the duration of the emergency and works 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.

State Emergency Response Team (SERT)

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, Finance and Administration, and Recovery). The following chart shows the incident command structure of the SERT.

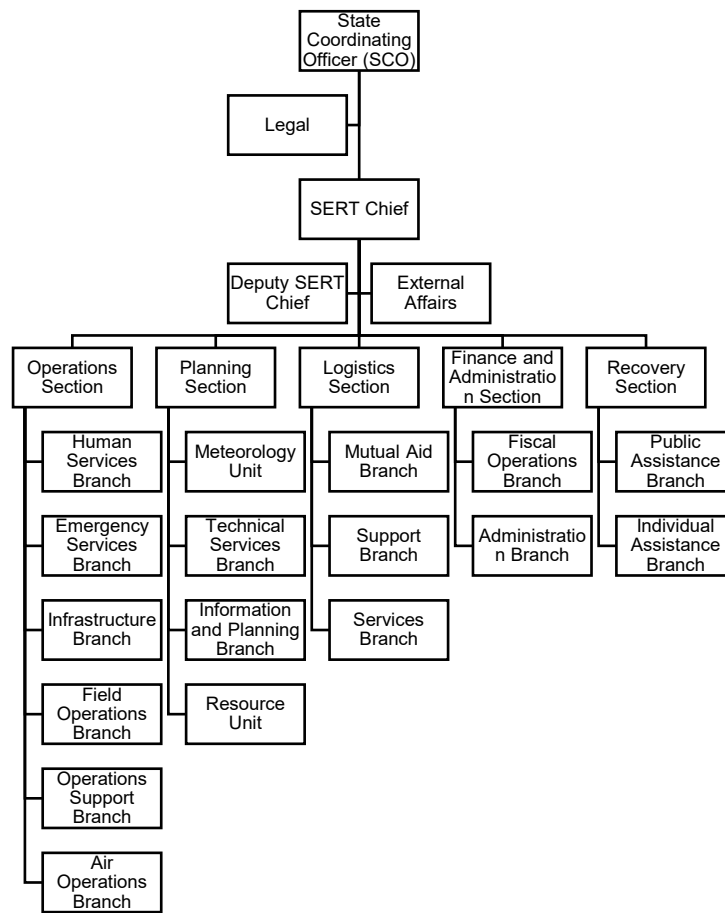


Figure 1 SERT Section and Branches Structure

SERT Chief

The SERT Chief, designated by the SCO, coordinates the rendering of all state assistance, and is responsible for overall management and operation of the SERT. Upon request and approval, the SERT Chief will issue mission assignments to the appropriate ESF(s) to fulfill. All requests for assistance are reviewed and prioritized by the SERT Chief. The SERT Chief will coordinate with the 20 ESFs to fulfill these requests. All requests for assistance, and ESFs designated to respond to the request, are tracked in the SEOC.

Planning Section

The Planning Section Chief, designated by the SERT Chief, is responsible for developing the Incident Action Plan for each incident period as well as the collection, evaluation, and dissemination of information pertaining to the mission, operational developments, resource status, and accomplishments.

Meteorology Unit

The Meteorology Unit is responsible for developing and disseminating meteorological forecasts potentially impacting SERT operations as well as monitoring severe weather impacting Florida and advises of the likely time of impact and consequences.

Technical Services Branch

The Technical Services Branch develops and maintains GIS products, web applications, and mission management databases. The unit also provides audio/visual services coordinated through the audio/visual control console. Any other specialized planning cells/units developed during the course of a specific incident or event response may be attached to the Technical Services Branch.

Information and Planning Branch

The Information and Planning Branch (also referred to as ESF 5) houses the documentation and planning support for the SERT. Units within this branch develop and maintain incident files including, but not limited to Incident Action Plans, Situation Reports, and Flash Reports. The unit also provides intelligence forecasts and projections of future incident development based on information received and coordinates reconnaissance operations as needed.

Resource Unit

The Resource Unit may be activated upon an increased need for documentation collection oversight for resources deployed by the SERT. This unit coordinates with Logistics, Operations, and Recovery on the documentation collection from field operators throughout their deployment and will ensure complete documentation is submitted prior to resource demobilization.

Logistics Section

The Logistics Section Chief, designated by the SERT 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.

Mutual Aid Branch

The Florida Division of Emergency Management's (FDEM) Mutual Aid Branch is responsible for the oversight, coordination, and implementation of Mutual Aid activities pertaining to the State of Florida. When an incident occurs at a local, state, or national level, resources may be requested from the State of Florida. The Mutual Aid Branch is responsible for coordinating Mutual Aid resources in support of these requests via the Statewide Mutual Aid Agreement (SMAA), the Emergency Management Assistance Compact (EMAC), and Federal Resource Requests (RRF).

Support Branch

The Support Branch oversees all FDEM Facilities including the SEOC, the SLRC, and other warehouse locations throughout the state. The support branch is responsible for janitorial and security services at all FDEM facilities. The branch assists in coordination of resource sourcing; acquisition; delivery of supplies, equipment, and services; resource tracking; facility space acquisition; transportation coordination; and management and support of information technology equipment. The warehousing branch oversees all emergency response activities from FDEM warehouses to include the SLRC, the Tallahassee warehouse, the Lakeland warehouse, and any other warehouses owned/leased by FDEM.

Services Branch

The Services Branch oversees all emergency response logistics vendors to establish incident sites such as logistics staging areas (LSAs), Base camps, and PODS, and to provide equipment and commodity distribution to impacted communities and responders in the field. The Services Branch facilitates all logistical procurements and associated financial processes for the SERT including SEOC feeding, requests for quotes (RFQs), vendor cost encumbrances, and invoice review. The Services Branch includes partners from ESF 7 (Department of Management Services), and ESF 11 (Food, Water, and Ice). ESF 7 is responsible for assisting with locating, sourcing, and providing commodities, office space, contracting, and security services. ESF 11 is responsible for coordinating the provision of food, water, and ice to impacted communities.

Operations Section

The Operations Section Chief, designated by the SERT Chief, oversees the Infrastructure, Emergency Services, Human Services, Air Operations, and Operations Support Branches, which are essential functions for a successful response operation. The Operations Section also manages the All-Hazards Incident Management Teams (AHIMTs) and SWO.

Infrastructure Branch

The Infrastructure Branch coordinates with partners in ESFs 1, 2, 3, 10, 12, and 19 to implement the SERT operational objectives as they involve flood control, water and wastewater systems, transportation capabilities, communications networks, energy systems, and fuel resources.

Emergency Services Branch

The Emergency Services Branch coordinates with partners in ESFs 4, 8, 9, 10, and 16 to carry out the operational objectives of the SERT as they involve firefighting, search and rescue, health and medical resources/infrastructure, environmental issues, and law enforcement.

Human Services Branch

The Human Services Branch coordinates with partners in ESFs 6, 15, and 17 to meet the operational objectives as it pertains to meeting the needs of survivors. This includes the procurement of food, water and ice, mass care operations, animal industry needs, and managing volunteers and donations.

Operations Support Branch

The Operations Support Branch receives mission requests from impacted county EOCs, SERT Liaisons, or State agency representatives within the SEOC. 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 Operations Support Branch who verifies the information and ensures the request contains appropriate information. From there, it is assigned to the proper branch for tasking to the appropriate ESF. Once tasked the ESF will determine if the request is within their capability, and if it is, the requested action will be taken. If beyond the capabilities of the ESF, the ESF and the Branch Director will coordinate with either the Mutual Aid Branch, the Logistics Section, or other Branches to ensure the request is filled.

Air Operations Branch

The primary responsibility of the Air Operations Branch (AOB) is to assemble and coordinate aviation-related resources, aircraft assets, and support infrastructure - including airports, communications, and airspace management - to enhance overall incident and emergency management response efforts in Florida. As a coordination authority, the AOB serves to ensure the efficient and effective use of aviation resources. The goal is to provide a unified planning and operations coordination mechanism that integrates all aviation related resources for missions carried out by federal, state, and local agencies participating in the response efforts.

Field Operations Branch

The Field Operations Branch implements the SERT operational objectives related to Regional Field Assets, SERT Liaisons, and other Liaisons deployed to the impacted area in support of field operations and local emergency response.

Finance and Administration Section

The Finance and Administration Section Chief, designated by the SERT Chief, procures resources when needed and documents costs for financial reimbursement. This position is also responsible for entering into emergency contracts.

Fiscal Branch

The Fiscal Branch is responsible for establishing funding codes, issuing purchase orders, processing invoices, and tracking/reporting costs.

Recovery Section

Recovery Section Chief, designated by the SERT 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 SERT Chief 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 SERT Operations Chief is in command). At the JFO, the Operations Section Chief is responsible for preparing for the move to the JFO, establishing Disaster Recovery Centers (DRCs), and continuing to monitor the Recovery Desk.

Individual Assistance

The Individual Assistance (IA) Program is designed to coordinate assistance provided to individuals, households, and businesses recovering from disaster or emergency impacts. The IA Branch coordinates with FEMA on the administration of IA programs to individuals and households. The IA branch also coordinates with the Human Services Branch to administer IA programs and coordinate with partners to ensure that the unmet needs of survivors are met.

Public Assistance

The Public Assistance (PA) Program provides Federal assistance on a cost-sharing basis to eligible Indian tribal governments, State/local governments, and certain private non-profit organizations which incur disaster related damages or costs for: debris removal; emergency protective measures; and permanent restoration of damaged public infrastructure. The Florida Administrative Plan (PA Admin Plan) establishes the organizational and administrative procedures for the management of all funds provided to the State under the Public Assistance Program.

The Adjunct General

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.

Emergency Coordinating Officers

Emergency Coordination Officers (ECO) are representatives from each cabinet entity, executive agency, water management district, and the Public Service Commission appointed by their respective agency heads to coordinate emergency preparedness, response, recovery, and mitigation issues pursuant to Section 252.365.

Emergency Support Functions

Each state agency designates an ECO and an alternate ECO to be their primary representatives in the SERT. Operationally, the SERT is grouped into 20 ESFs that carry out coordination and completion of response and recovery activities at the SEOC during an emergency or disaster. ESF leads are identified for each ESF residing within the SERT. 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 2 identifies each ESF and the primary state agency.

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 Environmental Protection
4	Firefighting	Department of Financial Services, Division of State Fire Marshal
5	Information & Planning	Division of Emergency Management
6	Mass Care	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
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 Commerce
19	Fuels	Division of Emergency Management
20	Cybersecurity and Information Security	Department of Management Services, Florida Digital Services

Figure 2 ESF Primary State Agencies

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. Each ESF supports one or more sections as depicted in the following chart.

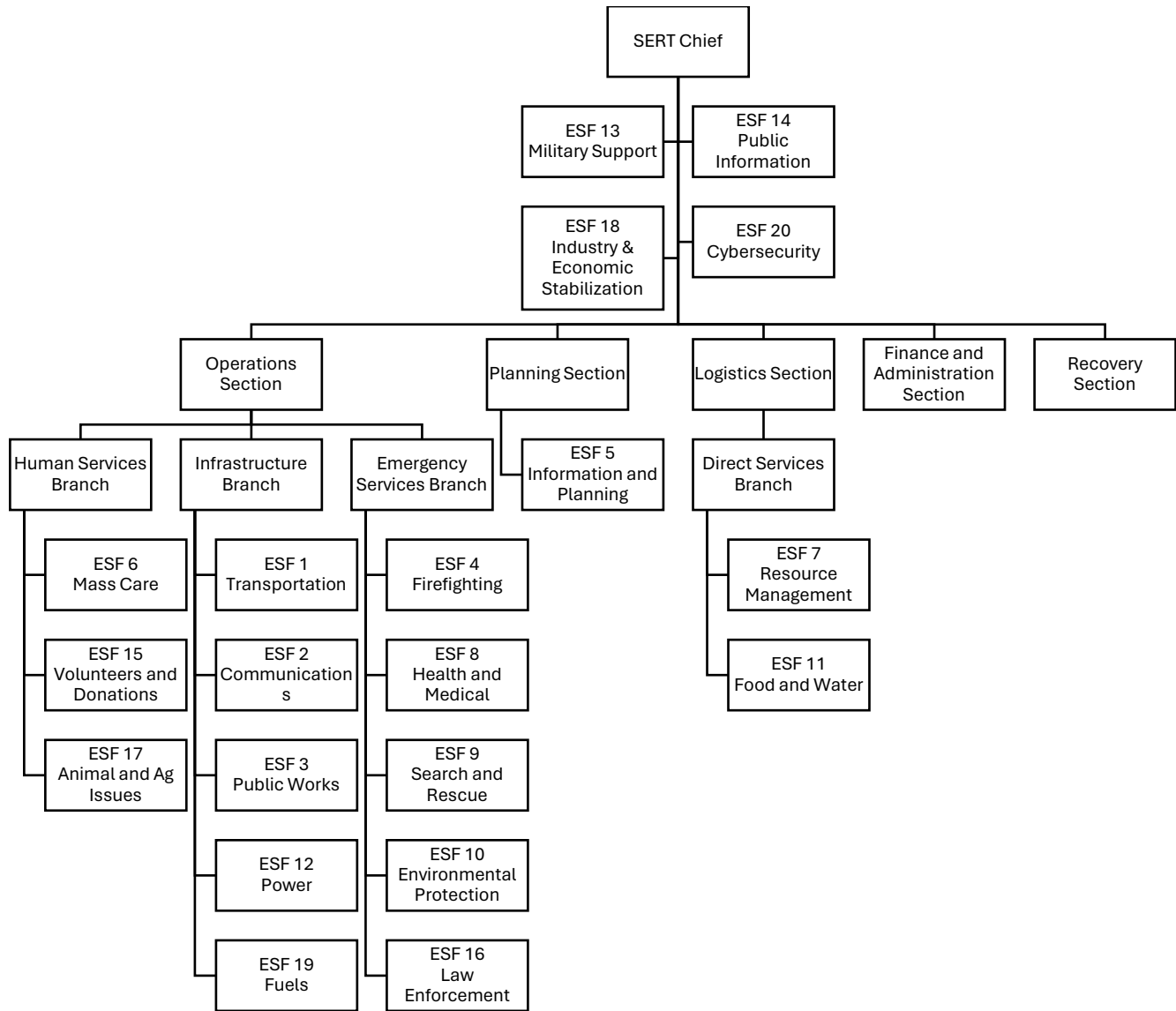


Figure 3 Organizational ESF Integration

Additional Response Partners

Before and during an incident, the SERT may identify community partners not integrated in the Emergency Support Function system that bring additional capabilities to the response and recovery operations. The SERT may integrate these partners into the SEOC activities, including but not limited to the Florida Department of State, the Florida Emergency Preparedness Association, and local community partners, as deemed necessary and appropriate by the SERT Chief.

Operating Facility

State Emergency Operations Center

The SEOC is a permanent facility that is located at 2575 Shumard Oak Boulevard, Tallahassee, Florida 32399. The SEOC is composed of the following functional areas: the Main Floor, Executive Rooms, ESF Breakout Rooms, Conference Rooms, the State Watch Office (SWO),

Geographic Information System (GIS) Room, and Media Briefing Room. The main floor of the SEOC includes the Planning, Logistics, Finance and Administration, Recovery, and Operations Sections. Each of the 20 ESFs operates in breakout rooms adjoining the main floor.

Alternate Operations

In the event of an emergency or incident that may threaten the SEOC or render the SEOC unusable, the SERT will relocate to a pre-determined alternate location as identified in the State Continuity of Operations Plan (COOP). 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 government functions (COG) under all circumstances including, but not limited to a pandemic or other public health emergency. This baseline must consider and include preparedness for rapid and large-scale increases in the public's need to access government services through technology or other means during an emergency.

Section 3: Concept of Operations

Preparedness Activities

Preparedness is a whole-community process that involves stakeholders from across the SERT; 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, FDEM 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:

All-Hazards Planning

FDEM coordinates the state's all-hazards planning programs. With the goal of ensuring that the SERT is prepared to respond to and recover from all potential disasters. FDEM coordinates directly with all Florida state agencies, counties, and other SERT partners, including non-profit organizations and the private sector.

In coordination with the SERT partners, FDEM conducts a regular Threat and Hazard Identification and Risk Assessment (THIRA). The THIRA is a multi-step risk assessment tool utilized to analyze the threats and threat response capabilities of the State of Florida. The Risk Assessment is conducted in conjunction with the Florida Department of Law Enforcement and other partners.

Information Management – Geographic Information Systems GIS

GIS provides both the SERT and statewide partners with crucial information to aid in effective and timely response and recovery operations. The GIS capabilities of the SERT 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 SERT Planning Section by providing tools for decision makers and responders that will facilitate decision-making.

Training and Exercise

The training and exercise unit works with SERT 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 SERT, which includes representatives of the state agencies and other organizations that staff the SEOC. FDEM also coordinates applicants for the federal Emergency Management Institute (EMI).

Domestic Security Preparedness

To promote and coordinate vulnerability assessments and identify potential safety improvements for the thousands of critical infrastructure and key resource structures in Florida, the Regional Domestic Security Task Forces (RDSTFs) have established multi-agency, multi-disciplinary critical infrastructure working groups that coordinate with local, State, and Federal entities to conduct these assessments. Agency officials can request access to standard assessment resources and training to coordinate vulnerability assessments of the infrastructure and assets in their jurisdictions; or request assessments from the entities previously referenced. RDSTFs critical infrastructure working groups are asked to review the assessment, as needed, and discuss/share trends and best practices based on federal criteria in terms of continuity of operations, the impact of hazardous materials, and the potential for loss of human life. Further, any requests for grant resources to harden critical infrastructure must be submitted with an assessment identifying security gaps and the manner in which the gap will be mitigated by the grant.

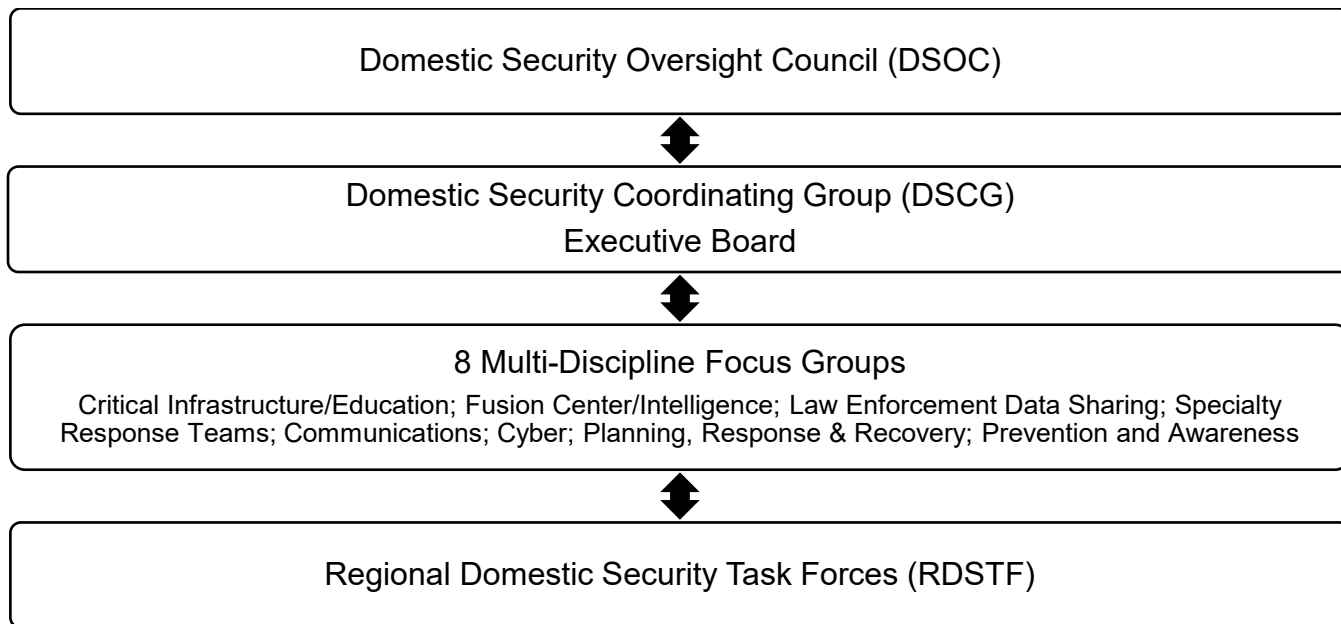


Figure 4 Domestic Security Structure

Monitoring, Detection, Alert and Warning State Watch Office (SWO)

Chapter 252 requires FDEM 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. Additionally, Section 252.351(3) requires FDEM to establish for Florida's political subdivisions a list of mandatory reportable incidents. To meet these requirements, FDEM 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 is the element of the SERT that is always activated, and it is the place where state-level incident response begins.

The SWO maintains continuous situational awareness of natural and human caused 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, among 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 SERT team members.

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

Communications Systems

The Telecommunications Unit and Information Technology Bureau manage all SERT communications systems. The SWO is equipped with multiple communication networks composed of local, state, and federal emergency communication systems.

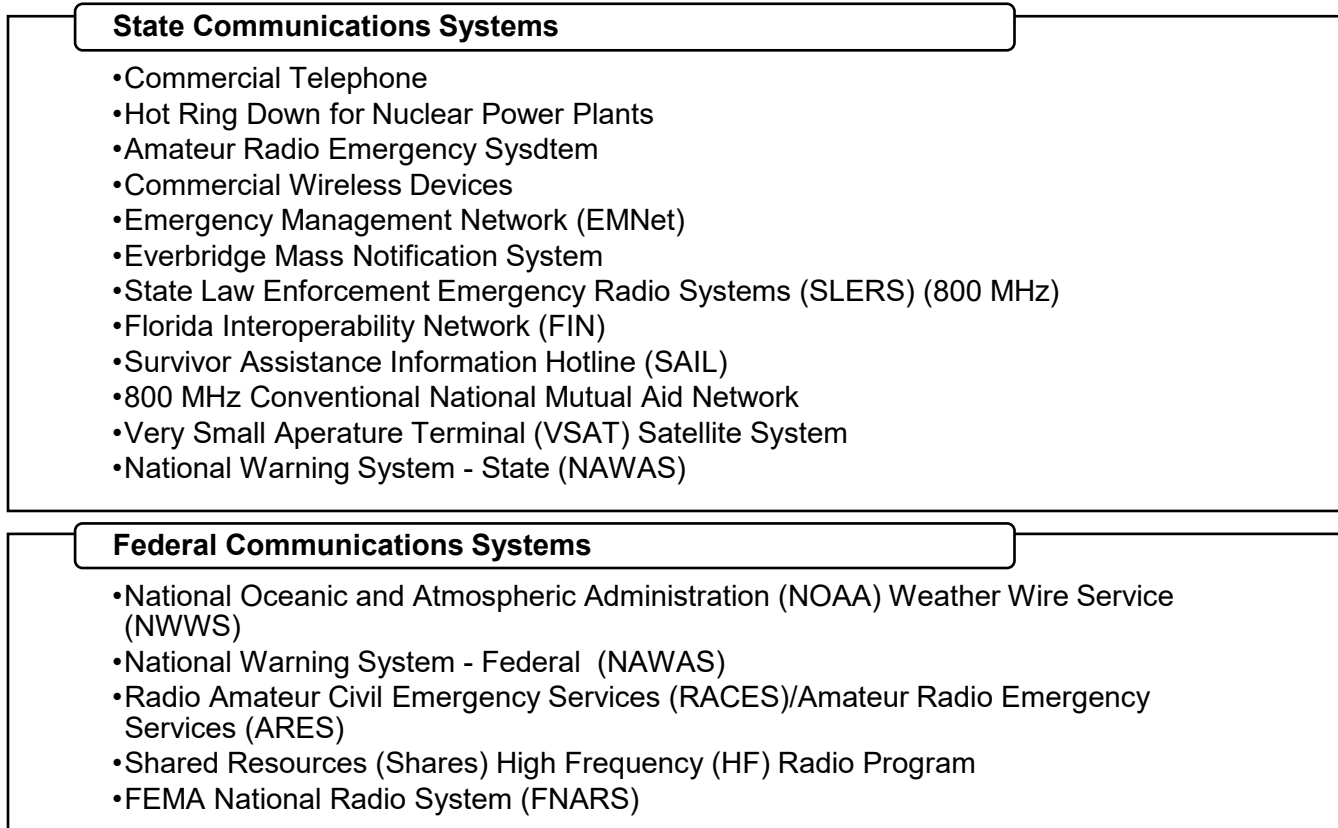


Figure 5 State and Federal Communications Systems

Alert and Warning

The SWO will initiate warnings and emergency notifications in accordance with the State of Florida Emergency Operations Plan (EOP). 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 two 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 SERT Chief will immediately notify the Director and Deputy 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 SERT has mobilized to the SEOC, the SERT Chief will conduct a situational briefing and request ESFs to plan accordingly. The SERT Chief may request certain ESFs to plan and deploy resources immediately.

Communication Interoperability

The Florida Interoperability Network (FIN) is a statewide network developed and managed by the Department of Management Services, Division of Telecommunications. FDEM maintains one station. 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 components are scalable as necessary. Additional tactical systems deployed across the state include deployable cell sites on wheels, Starlink satellite service, K band deployable data packages, and MARC (Mutual Aid Radio Communications).

Emergency Declaration

Local State of Emergency Declaration

In the event of an emergency or disaster, 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. When the event is beyond the capacity of the local government, the county emergency management agency will request state assistance through the SERT, to be coordinated by the SERT Chief.

State of Emergency Declaration

At the state level, the Governor relies on an 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 and local officials to meet the challenges that lie ahead. The process of declaring an emergency is described in further detail below

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.

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 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.
- FDEM initiates response plans of the CEMP to manage the emergency or disaster.
- The FDEM Executive Director determines that the state of emergency is required and determines the specifics and justification for the declaration.
- The FDEM Executive Director recommends to the Governor that he or she declare a state of emergency. FDEM 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 SERT 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 COOP.
- The SERT 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

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. 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 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 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 must also include:

- 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 also 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 FCO. The FCO is responsible for coordinating all federal disaster assistance programs administered by FEMA. The FCO and the SCO work together to ensure all assistance is provided in accordance with Sections 404, 406, 407, 408 and other provisions of the federal Stafford Act.

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:

The 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(1), 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(1)(a), 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.

The Florida Division of Emergency Management

FDEM derives its statutory duties, responsibilities and emergency powers from Chapter 252 and Section 14.2016, Florida Statutes, and as tasked by the Governor through an emergency declaration. The Governor's executive order or emergency proclamation may designate the Director of FDEM as the SCO for the event. The SCO acts on behalf of the Governor to the extent necessary to meet the needs of emergency.

FDEM Executive Director/SCO will increase the activation level of the SERT and assist local governments when the emergency or disaster exceeds the response capabilities of the county. The SERT Chief issues mission assignments to obtain resources and capabilities from across the ESF organization in support of local emergency response activities.

Political Subdivisions

A state of local emergency may be declared by a mayor, city manager, or board of county commissioners. Pursuant to Section 252.38(3), 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 appoint, employ, remove, or provide (with or without compensation) coordinators, rescue teams, fire and police personnel, and other emergency management workers
- 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 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 jurisdictional 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

The State Legislature

Article II, Section 6 of the Florida Constitution empowers the State Legislature in periods of emergency resulting from enemy attack to provide prompt and temporary succession to the powers and duties of all public offices where the incumbents have 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.

Section 22.08, Florida Statutes, states “Officials authorized to act as Governor pursuant to ss. 22.01-22.10, emergency interim successors, and special emergency judges are empowered to exercise the powers and discharge the duties of an office as herein authorized only after an attack upon the United States, as defined herein, has occurred. The Legislature, by concurrent resolution, may at any time terminate the authority of said emergency interim successors and special emergency judges to exercise the powers and discharge the duties of office as herein provided.”

Section 22.15, Florida Statutes, states “Whenever, due to an emergency resulting from the effects of enemy attack, or the anticipated effects of a threatened enemy attack, it becomes imprudent, inexpedient, or impossible to conduct the affairs of state government at the normal location of the seat thereof in the City of Tallahassee, Leon County, the Governor shall, as often as the exigencies of the situation require, by proclamation, declare an emergency temporary location, or locations, for the seat of government at such place, or places, within or without this state as he or she may deem advisable under the circumstances, and shall take such action and issue such orders as may be necessary for an orderly transition of the affairs of state government to such emergency temporary location, or locations. Such emergency temporary location, or locations, shall remain as the seat of government until the Legislature shall by law establish a new location, or locations, or until the emergency is declared to be ended by the Governor and the seat of government is returned to its normal location.”

Section 252.36(3)(a), Florida Statutes, states “At any time, the Legislature, by concurrent resolution, may terminate a state of emergency or any specific order, proclamation, or rule thereunder. Upon such concurrent resolution, the Governor shall issue an executive order or proclamation consistent with the concurrent resolution.”

Section 252.37(2)(b), Florida Statutes, states “If the Governor finds that the demands placed upon these funds in coping with a particular disaster declared by the Governor as a state of emergency are unreasonably great, she or he may make funds available by transferring and expending moneys from the Emergency Preparedness and Response Fund created under s. 252.3711. The Governor may request that additional funds be transferred or appropriated to the Emergency Preparedness and Response Fund by a budget amendment, subject to approval of the Legislative Budget Commission.”

The Florida National Guard

Under Section 252.36(5), 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(4)), 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 ESF 13) and the SCO will coordinate the deployment of any and all military personnel, equipment and resources to the extent necessary to meet the emergency or disaster.

Under section 250.28, Florida Statutes, the Adjutant General is authorized under certain circumstances to issue orders to respond 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. This authorization is limited to circumstances during which the Governor is unavailable, and his or her successor is unavailable, and the emergency or disaster will not permit awaiting his or her orders.

Activation and Notification

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, seven days a week, but the level of staffing varies with the activation level.

There are three 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 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.

When the SERT 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 SERT is assembled in the SEOC, the SERT Chief provides a synopsis of the situation.

Response Operations

The SERT conducts incident action planning, with meetings to determine operations and the availability of resources. The SERT 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 Appendices contain additional detail on each ESF's response actions. If necessary, all state agencies will execute their COOP to ensure the continuity of agency operations during the emergency.

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

- Contacting the FEMA Regional Administrator and requesting that they 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) / Area Field Office (AFO).
- Deploying an AHIMT to assess needs and coordinate response activities with the county emergency management agency. 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 the EMAC.
- Conducting varying response activities depending upon the scope and nature of the emergency.
- Extraordinary Pay Once the SEOC activates to Level 2 or Level 1 and the Governor has declared a State of Emergency, FDEM'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. This:
 - Covers 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
 - Provides authorization for hourly Division employees to work in excess of the regular work period and receive overtime pay for those excessive hours

Maintaining a Common Operating Picture

A Common Operating Picture 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 incident action plans, situation reports, flash reports, WebEOC (mission management system), GIS products, Branch/Section specialty plans, FEMA lifeline analysis reports, and ESF/Branch briefings.

Emergency Protective Measures

Evacuations

Florida Governor's Executive Order 80-29 authorizes counties to initiate their jurisdiction's protective actions, such as ordering evacuations and opening and staffing public shelters, including special needs and pet-friendly shelters, for evacuees from their county and for those

crossing county lines. The SERT promotes regional and interregional planning and coordination of evacuation activities, in concert with local emergency management, law enforcement, sheltering organizations, public information offices, and adjacent states.

- The SERT will support local emergency management actions and messaging to provide directions to evacuees to seek safe shelter.
- Counties may coordinate directly and establish 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, in coordination with the SERT Chief, for 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).
- Under Section 338.155(1)(b), Florida Statutes, The FDOT Secretary or the secretary's designee may suspend the payment of tolls on a toll facility when necessary to assist in emergency evacuation.
- State ESF 19 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.

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.

FDEM will support the local emergency management agency and support organization efforts in sheltering operations and preparedness. Specifically, FDEM will:

- Assist local emergency management agencies and their shelter program partners by administering 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. FDEM recognizes the American Red Cross's Standards for Hurricane Shelters Selection as minimum hurricane safety criteria for the survey and retrofit program.

- Through the SERT, support local emergency management actions and messaging to provide direction to evacuees to safe shelter, including refuges-of-last-resort.
- Provide guidance on the sheltering of people with special needs, in compliance with applicable rules in the Florida Administrative Code.
- Maintain in coordination with State ESF 6 and supporting organizations a Statewide Shelter Plan, in compliance with Sections 1013.372(2) and 252.385(2)(b), Florida Statutes. 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.

Special Needs Sheltering

In addition to general population sheltering, FDEM 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, FDEM recognizes the American Red Cross Standards for Hurricane Shelter Selection.

Sheltering Pets and Service Animals

In collaboration with the Florida Department of Agriculture, FDEM 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.

Resource Management

Pre-Positioning of Resources

When the impact point of an impending threat is known with reasonable certainty, and preliminary deployment of personnel and equipment and pre-positioning of supplies can facilitate

a rapid response, the state may pre-position resources. The SERT Chief will activate the state warehouses through the SERT 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 FLNG 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 LSAs.

The SERT Logistics Section will coordinate with FEMA 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 being managed by FEMA.

In major events and operations, the Logistics Section, in conjunction with the FLNG, will establish one or more JRSOI sites in the state to process all out-of-state personnel, teams, and resources entering the state for deployment.

Resource Needs

Resources will be identified by the Logistics Section, and if approved by the SERT Chief/SCO, procured with the assistance of the Finance and Administration Section, or requested from federal assets/resources. Resource needs will be estimated 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.

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 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 through local sources, it is then forwarded to the Logistics Section, who will work with either private vendors, other statewide resources or through the EMAC to secure the resources. If the resources are identified from private sources, the vendor information is given to the county emergency operations center.

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.

Mutual Aid

In accordance with Section 252.40 and Chapter 252, Part III, Florida Statutes, all political subdivisions of the state are authorized to participate in cooperative relationships to accept services, equipment, supplies, materials, or funds for the performance of emergency management activities. Mutual aid agreements, compacts, memoranda of understanding are essential components of emergency management planning, response, and recovery. These agreements provide reciprocal emergency aid and assistance available during emergencies, disasters, and planned events, and can increase available resources for emergency response and recovery efforts.

Statewide Mutual Aid Agreement (SMAA)

In accordance with Section 252.40, Florida Statutes, the SMAA provides a legal framework for local governments and tribal nations within the State of Florida to conduct Mutual Aid with one another. It establishes responsibility between parties and standardizes Mutual Aid response and reimbursement requirements. Although the SMAA is signed and acknowledged by FDEM, only local governments are considered parties to the agreement. All special districts, educational districts, and other local and regional governments are allowed to participate in the agreement. Once the SMAA is adopted by a local government and approved by FDEM, the local is referred to as a "Participating Party" or "Signatory." Participating Parties may utilize the agreement with any other Participating Party to facilitate Mutual Aid.

Emergency Management Assistance Compact (EMAC)

In accordance with Chapter 252, Part III, Florida Statutes, EMAC is the legal framework which enables emergency management planning, response, and reimbursement across state and territorial boundaries. It was congressionally ratified in 1996 and as of 2019, all U.S. States and Territories have adopted it into law and are referred to as "Member States." Each Member State has a designated "EMAC Coordinator." EMAC Coordinators are responsible for implementing the EMAC responsibilities of their state. The Mutual Aid Branch Director is the EMAC Coordinator for the State of Florida. To request resources through EMAC, a state's governor must first declare a state of emergency or disaster. Once this occurs, resource requests can be made to other Member States. The Mutual Aid Branch Director/EMAC Coordinator oversees the coordination of these resources following guidance from the SERT.

Federal Resource Request (RRF)

Direct Federal Assistance is a function of the Stafford Act program that enables the State of Florida to request and receive emergency response resources from the federal government. All RRFs are processed through the Mutual Aid Branch to the Federal Emergency Management Agency (FEMA), and resources may come from a variety of federal departments. RRFs are only utilized when the State of Florida has expended its available resources or when an RRF would deliver a resource in a more time-efficient and lifesaving manner. The State of Florida is obligated to a percentage cost share of all RRFs, as determined by the President of the United

States. RRFs are far more expensive and cost-inefficient than other procurement methods and should only be utilized when necessary.

Recovery Operations

Transition to from Response to Recovery

When a state of emergency is declared by the Governor, the SERT will initiate response operations to assist communities impacted by the event. As response operations are underway, the SERT will simultaneously begin the planning of recovery operations. During the forward transition of recovery to the Joint Field Office (JFO), the SCO will designate a DSCO to oversee recovery operations.

Short-Term and Long-Term Recovery Priorities

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.

Short-Term Recovery priorities include, but are not limited to:

- 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
- Meeting societal needs through rule of law, crisis counseling

Long-Term Recovery is a coordinated 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 Recovery 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 Recovery 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 Recovery 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
- Supporting the needs of the whole community
- Increasing resiliency by implementing cost-effective mitigation strategies
- Ensuring unmet needs of survivors are addressed

Long-Term Recovery Strategy

The Long-Term Recovery 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 Recovery 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 Recovery. To accomplish this, the NDRF identifies six functional RSFs that support the mission of Long-Term Recovery:

- Community Assistance
- Economic Development
- Health and Social Services
- Housing
- Infrastructure/Critical Facilities
- Natural and Cultural Resources

Each agency brings significant planning capabilities to Long-Term Recovery, with FDEM functioning as the lead agency. As the Lead agency, the Division is responsible for coordinating all RSF activities. 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 recovery 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.

Non-Declared Incidents

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.

In a non-Federally declared disaster, 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.

The State has the capability to administer non-traditional programs, in addition to those authorized by the Stafford Act (e.g., 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. FDEM coordinates all of the state's recovery efforts.

State Assistance

State personnel from State resources may offer assistance to affected communities in non-declared disasters. Specialized Recovery Personnel may offer technical assistance on debris clearance and removal operations, Federal concurrency reviews, guidance on State regulations for conducting emergency protective measures, and assistance with identifying alternate sources of funding for restoration work. The IA program may coordinate State resources and establish a Multi-Agency Resource Center (MARC) to enable disaster survivors to gain access to information about non-Federal aid and services. A field office may become activated and operated jointly between State and local officials.

Local and Volunteer 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 damaged and vulnerable populations as well as relay information to the State and aid organizations.

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.

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.

Federally Declared Incidents

Federally declared incidents usually occur when an incident exceeds local and State 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 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 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, state 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:

- The DSCO, as directed by the SCO, establishes the Command and General staff for the JFO. Once the DSCO and Command Staff deploy to the JFO, Operations, Finance/Administration, Logistics and Planning staff travel to the JFO. Lastly, additional State agencies deploy in support of Recovery efforts.
- 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.
- As the SEOC de-mobilizes, Incident Command authority may be delegated to the Deputy SCO at the JFO.

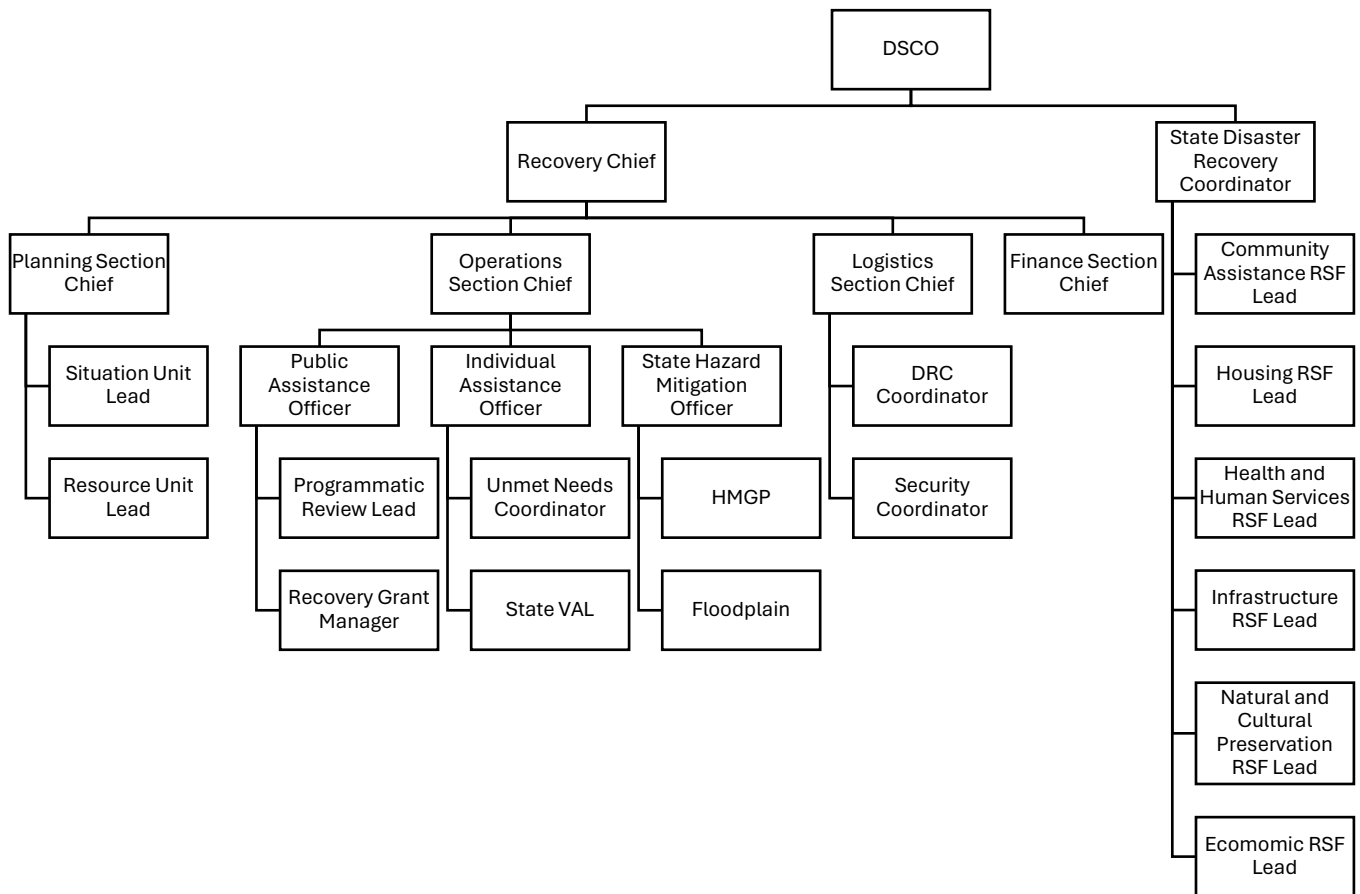


Figure 6 JFO Organization

Recovery Programs

Individual Assistance

During SERT activations for both declared and non-declared disaster events, the FDEM Recovery Bureau’s Individual Assistance (IA) team is tasked with coordinating support for the recovery of individuals and households. Post SERT activation, the IA team also serves to provide critical technical assistance and support for local communities throughout their transition to long term recovery.

The following SERT mission areas are intended to serve as core competencies of the IA Team and, as such, may call for specialized staff or subject matter experts:

- Disaster Housing Coordination, at the state-level, helps facilitate interagency support to meet the demands of localized disaster housing missions.
- Unmet Needs Coordination involves working with all partners to identify any individual assistance gaps and maximize a survivor’s access to additional resources.

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 in Figure 7.

Program	Administered by
Mass Care and Emergency Assistance	ESF 6 partner agencies and stakeholders with support from FDEM
Individuals and Households Program	FEMA with support from FDEM
Disaster Case Management	Volunteer Florida with support from FDEM
Crisis Counseling Assistance and Training Program	Department of Children and Families with support from FDEM
Disaster Legal Services	American Bar Association’s Young Lawyers Division with support from FEMA
Disaster Unemployment Assistance	Florida Department Commerce
Voluntary Agency Coordination	Volunteer Florida and the Florida VOAD

Figure 7 Individual Assistance Programs

The Small Business Administration (SBA) also provides low-interest disaster loans to help businesses and homeowners recover from declared disasters.

The Individual Assistance team also maintains programmatic responsibility for requesting the Small Business Administration’s Disaster Loan Program. This program is automatically activated in conjunction with a Presidential declaration. However, it can also be independently requested, via a standalone declaration, to support any disaster impacted communities that may not qualify

for a full Presidential Disaster Declaration. These disaster loans are available to businesses (including private non-profit organizations), homeowners, and renters with physical damages.

Public Assistance

FEMA's PA Grant Program is FEMA's largest grant program. This program provides 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 PA Grant Program.

Section 406 of the Stafford Act authorizes PA-funded hazard mitigation activities that are tied to specific PA Projects. FEMA has the authority to provide PA funding for cost-effective hazard mitigation measures for facilities damaged by the incident. FEMA evaluates proposed mitigation measures for cost-effectiveness, technical feasibility, and compliance with Environmental and Historical Preservation laws and regulations.

Section 428 of the Stafford Act authorizes alternative procedures for the Public Assistance Program and allows the Federal Emergency Management Agency (FEMA) to implement these new authorities through a pilot program. The law sets forth four goals of the alternative procedures: (1) reducing the costs to the Federal Government; (2) increasing flexibility in the administration of such assistance; (3) expediting the provision of such assistance; and (4) providing financial incentives and disincentives for the timely and cost-effective completion of projects. With each new disaster there is disaster specific guidance regarding alternative procedures.

Fire Management Assistance Grant Program

Under the Fire Management Assistance Grant Program (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. The non-Federal portion of the cost-share is the sole responsibility of the Subrecipient.

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 Forestry Service.

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.

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 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. Hazard mitigation is most effective when based on an inclusive, comprehensive, long-term plan that is developed before a disaster occurs.

Florida's SHMP has met Enhanced planning requirements since 2007 by proving the FDEM Mitigation Bureau can successfully implement and manage federal grant programs. Receiving Enhanced status provides the state an additional five percent of recovery costs in HMGP funds when a major disaster is declared. Since 2007, the additional five percent for HMGP funding has resulted in an extra \$342,297,757 in HMGP funding (as of January 2023).

Mitigation planning efforts 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.

Hazard Mitigation Grant Program

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 FDEM'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 is provided along with an opportunity to answer specific questions relating to potential applications.

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.

Allocations 27P-22.006

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 to states with enhanced mitigation plans. This is opposed to the normal allocation of 15% for states without enhanced plans. 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. Nothing in this document takes precedence over 27P-22.006.

Building Resilient Infrastructure and Communities (BRIC) Program

The BRIC program was created in 2020 as a part of the Disaster Recovery Reform Act of 2018 (DRRA) and replaced the Pre-Disaster Mitigation (PDM) program. It is authorized by Section 203 of the Stafford Act as amended (Pub. L. No. 93-288) (42 U.S.C. § 5133). The program is funded annually by the Consolidated Appropriations Act, where 6% may be set aside from federal post-disaster grant funding. 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 guiding principles of the program are to build state and local governments' capacity and capability, encourage and enable innovation, promote partnerships and equity, and reduce future impacts and losses through mitigation activities. The program funds a wide variety of mitigation project types, all of which are outlined in the Hazard Mitigation Assistance Program and Policy Guide. FDEM reviews submitted project applications to verify eligibility, consistency with the SHMP and LMS plans, cost effectiveness, technical feasibility, and completeness before submitting them to FEMA for review and approval.

Flood Mitigation Assistance (FMA)

The FMA program is authorized by Section 1366 of the National Flood Insurance (NFIP) 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 project applications to verify eligibility, consistency with the SHMP and LMS plans, cost effectiveness, technical feasibility, and completeness before submitting them to FEMA for review and approval.

Hurricane Loss Mitigation Program

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

Each year FDEM shall prioritize the use of these funds for projects included in the annual report of the Shelter Retrofit Report prepared in accordance with Section 252.385(3), Florida Statutes. FDEM 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.

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 FDEM 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 directly for this opportunity.

Floodplain Management

The Office of Floodplain Management (OFM) administers Florida's coordinated statewide floodplain management program through the National Flood Insurance Program (NFIP) to promote the health and safety of the public, minimize loss of life and property, and reduce economic losses caused by flood damages. This is accomplished through its coordination with Florida's stakeholders, including State agencies, regional entities like the ten Regional Planning Councils and five Water Management Districts, and NFIP-participating local communities. FEMA depends on the State NFIP Coordinator to deliver the program to communities through numerous activities. The OFM conducts compliance reviews of local floodplain management regulatory programs, provides educational programs to enhance communities' knowledge of floodplain management practices, and provides technical assistance to local officials and the public on a wide range of floodplain management matters, such as permitting, insurance, ordinance amendments, and post-disaster responsibilities.

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 also promotes the enrollment of communities in the 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.

Section 4: Finance and Administration

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

Several of these measures are as follows:

- Execution and maintenance of documentation related to the purchase of equipment, services, and commodities by the SERT to meet the response and recovery needs of the SERT and 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 impact areas.
- 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 ceded, the SERT will continue to monitor costs associated with the event and seek budget authority requests as required.
- Identify and track all eligible federal costs incurred during and after the event for reimbursement by FEMA.
- Provide oversight of all financial matters supporting the SEOC and SEOC team.
- Provide support and process all fiscal, travel, budgetary and financial needs of the SEOC and SEOC team.
- Arrange, process, and review travel for the SEOC and SEOC team.
- Track, review, and report on all financial matters for the SEOC and SEOC team.

Section 5: Plan Development and Maintenance

The CEMP is developed with assistance and input from the SERT members, including all levels of government, and private, volunteer and non-governmental organizations (NGOs) that have emergency management responsibilities. FDEM is responsible for coordinating any revision of the Basic Plan. Preparation and revision of the ESF Appendices is the responsibility of the designated primary lead emergency support function agency and their designated support

agencies. Format and content guidance is established by FDEM and incorporated into all appendices and attachments as necessary. FDEM 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. FDEM utilizes the current version of the Comprehensive Preparedness Guide to assist in the development of the CEMP.

Exercise and Plan Revisions

FDEM 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 SERT. Each exercise will test all or critical portions of the CEMP, scenario-applicable supporting plans, 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 with 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.

HSEEP Compliance and Plan Improvement

FDEM 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. FDEM complies with the four HSEEP performance requirements. These requirements are as follows:

- Conduct an annual Training and Exercise Planning Workshop and maintain a Multiyear Training and Exercise Plan.
- Plan and conduct exercises in accordance with the guidelines set forth in HSEEP policy.
- Develop and submit properly formatted AAR/IP.
- Track and implement corrective actions identified in the AAR/IP.

Plan Review

A review of the CEMP is conducted annually in cooperation with SERT 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, FDEM will submit a Notice of Proposed Rule Making and allow for public comment before any amendment to the CEMP is adopted. 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.

Section 6: Legal Considerations

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 ADA and other applicable laws related to emergency and disaster-related programs, services and activities for individuals with access and functional needs.

Section 7: 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.

Laws

Florida Statutes

- Chapter 14, Florida Statutes (Governor)
- Chapter 22, Florida Statutes (Emergency Continuity of Government)
- Chapter 23, Part I, 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, Part I, Florida Statutes (Intergovernmental Programs; Miscellaneous Programs)

- Chapter 166, Florida Statutes (Municipalities)
- Chapter 187, Florida Statutes (State Comprehensive Plan)
- Chapter 215, Florida Statutes (Financial Matters: General Provisions)
- Chapter 216, Florida Statutes (Planning and Budgeting)
- Chapter 250, Florida Statutes (Military Affairs)
- Chapter 252, Florida Statutes (Emergency Management)
- 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 381, Florida Statutes (Public Health: General Provisions)
- Chapter 401, Florida Statutes (Medical Telecommunications and Transportation)
- Chapter 403, Florida Statutes (Environmental Control)
- Chapter 404, Florida Statutes (Radiation)
- Chapter 406, Part II, Florida Statutes (Disposition of Human Remains)
- Chapter 413, Florida Statutes (Employment and Related Services for Persons with Disabilities)
- 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 (Affrays; Riots; Routs; Unlawful Assemblies)
- Chapter 943, Florida Statutes (Department of Law Enforcement)
- Chapter 1013, Florida Statutes (Educational Facilities)

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.
- Disaster Mitigation Act of 2000, Public Law 106-390, which amends 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.
- Price-Anderson Amendments Act of 1988, Public Law 100-408, as amended.
- Emergency Management Assistance Compact, Public Law 104-321.
- Homeland Security Act of 2002, Public Law 107-296, (codified predominantly at 6 U.S.C. 101-557 and in other scattered sections of the U.S.C.), which 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, Public Law 101-336.
- Coastal Barrier Resources Act, 16 U.S.C. Ch. 55.
- Flood Disaster Protection Act of 1973, Public Law 93-234, as amended by the National Flood Insurance Reform Act of 1994, 42 U.S.C. Ch. 50, which provides insurance

coverage for all types of buildings.

- Superfund Amendments and Reauthorization Act of 1986, Public Law 99-499, Title III, the Emergency Planning and Community Right-to-Know Act of 1986, 42 U.S.C. Ch. 116, which governs hazardous materials planning and community right-to-know.
- Hazardous Materials Transportation Uniform Safety Act of 1990 (HMTUSA), Public Law 101-615, which provides funding to improve capability to respond to hazardous materials incidents.
- Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA), Public Law 96-510, 42 U.S.C. Ch. 103, 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.
- Food Stamp Act of 1964, Public Law 91-671, 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. Ch. 119 Subchapter III, Federal Emergency Management Food and Shelter Program.
- National Flood Insurance Act of 1968, 42 U.S.C. Ch. 50, as amended by the National Flood Insurance Reform Act of 1994 (Title V of Public Law 103-325).
- Riegle Community Development and Regulatory Improvement Act of 1994, Public Law 103-325.
- Public Law 83-703, an amendment to the Atomic Energy Act of 1954.
- Post-Katrina Emergency Management Reform Act of 2006, Public Law 109-295.
- Sandy Recovery Improvement Act of 2013, Public Law 113-2, Division B.

Administrative Rules

Florida Administrative Code

- Chapter(s) 27P-2, 6, 11, 14, 19, 20, 21, and 22, Florida Administrative Code
- Chapter 73C-40, Florida Administrative Code

Code of Federal Regulations

- 2 CFR Part 200 – Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards.
- 28 CFR Part 35 – Nondiscrimination on the Basis of Disability in State and Local Government Services.
- 44 CFR Parts 59-80 -- 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.

- 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 and Preparedness.
- 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.

Executive Orders

State Executive Orders

- 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.

Federal Executive Orders

- 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.