

# THE STATE OF FLORIDA



## State of Florida 2022 Comprehensive Emergency Management Plan

FLORIDA DIVISION OF EMERGENCY MANAGEMENT  
2555 SHUMARD OAK BOULEVARD  
TALLAHASSEE, FLORIDA 32399-2100

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## RECORD OF SIGNIFICANT CHANGES

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

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

06/18	All ESF Annexes reviewed. All except ESF-2 Annex received updates.	Emergency Support Function Annexes
06/18	ESF-7 created a new ESF-7 Annex in conjunction with the Logistics Section and other partners	Emergency Support Function Annex
07/18	Updates provided for all Incident-Specific Annexes except for Radiological Emergency Management and Biological.	Incident-Specific Annexes
08/18	Update provided for the Biological Incident Annex	Incident-Specific Annexes
09/18	Additional programmatic information provided for Response, Recovery, Mitigation, and Preparedness activities	Basic Plan
08/19	Removed Incident-Specific Annexes from formal CEMP to better align with requirements of F.S. 252	Incident-Specific Annexes
09/21	Certain Incident-Specific Annexes added to CEMP for consistency with SB 2006.	Incident-Specific Annexes
09/21	Updated acronyms and plan references	Basic Plan and Incident-Specific Annexes
09/21	Updated Continuity of Operations requirements for consistency with SB 2006.	Base Plan, pages 27-28
09/21	Included ESF 19 & 20 Annexes.	Emergency Support Function Annexes
7/22	Revised ESF 20 Annex.	Emergency Support Function Annexes
7/22	Updated to include the Public Health Emergency Management Plan annex	Incident-Specific Annexes
7/22	Updated to include Disaster Mental Health Coordinator	Basic Plan, pages 32, 37
7/22	Added Field Operations Branch under Operations Section and Removed "Technology and Communication Branch" under Logistics Section in SERT Section and Branch Structure (Figure 4)	Basic Plan, page 33
7/22	Added Branch Level responsibilities	Basic Plan, pages 33-34
7/22	Revised Individual Assistance (IA) responsibilities	Basic Plan, pages 39-40
7/22	Revised State Watch Office (SWO) language to include mandatory reporting.	Basic Plan, page 18

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## I. 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 operations, the CEMP adopts a functional approach that groups the types of assistance to be provided by the 20 Emergency Support Functions (ESFs). Each ESF 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).

The SERT serves as the primary operational mechanism through which state assistance to local governments is managed. State assistance will be provided to impacted counties under the authority of the State Coordinating Officer (SCO), on behalf of the Governor, as head of the SERT. If the President of the United States issues an emergency or major disaster declaration for the state, the SCO will coordinate in-state federal assistance through the Federal Coordinating Officer (FCO) and corresponding federal ESF(s). The federal ESF organization will work with the state ESF organization to ensure that resources and services are 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 2020 CEMP. The 2022 revision of the State CEMP represents the collective efforts of the FDEM and the SERT.

### A. PURPOSE

The purpose of Florida's CEMP is to:

- Develop an all-hazards planning approach that will be used for all threats to, and/or emergencies or disasters that may impact Florida.
- Create the general framework of planning for preparedness, response, recovery, and mitigation activities of the state.
- 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.

## B. RELATIONSHIP TO OTHER PLANS

**Relationship to Other 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 to guide operational structures and priorities, within the framework established in the CEMP. These plans include:

- Emergency Repatriation Plan
- SERT Mass Migration Plan
- Radiological Emergency Management Plan
- SERT Emergency Operations Plan

**Relationship to Local Comprehensive Emergency Management Plans:** The State CEMP provides for coordination with local officials concerning natural, technological, and man-made disasters and the effective integration of state support for local emergency operations when local officials request state assistance. Local CEMPs provide guidance for the use of local resources, mutual aid resources, and specialized regional response resources under a local incident commander, who may be supported by a local emergency operations center (EOC). Local CEMPs include specific provisions for requesting and employing state resources to aid in managing and resolving emergency situations for which local resources are inadequate.

- **Relationship to Federal Plans:** The State CEMP provides for integration of state response operations with the federal agencies responding to emergency situations in Florida at the request of the Governor. This plan also recognizes the federal regional planning efforts which utilize the Integrated Planning System (IPS).
- **Relationship to Interstate Agreements:** The State CEMP addresses provisions for requesting emergency assistance from other states or providing emergency assistance to other states in accordance with the Emergency Management Assistance Compact (EMAC) and a number of specialized agreements to which the State of Florida is a party.

## II. SITUATION AND ASSUMPTIONS

### A. 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), tornados, and wildfires. Florida is vulnerable to freezing temperatures, drought, and biological hazards, which will have a direct impact on the state's heavy economic reliance on agriculture and tourism industries. Technological hazards are a direct result of human factors which may release hazardous material. Florida is vulnerable to nuclear power plant incidents, hazardous materials incidents, mass communication failures, major power disruptions, oil spills, and critical infrastructure disruption/failure, amongst others. Finally, man-made hazards include terrorist attacks and mass migration events. Florida faces these hazards due to the high number of facilities within the state associated with tourism, military, and government activities and the state's close proximity to oppressed and politically unstable regimes in the Caribbean.



- With its warm temperatures, numerous beaches, and many attractions, the state draws millions of visitors each year. Florida's economy is very dependent on tourists and tourism-related industries. In 2016 tourism was responsible for welcoming over 112 million visitors to the state, spending more than \$111 billion and generating \$4.9 billion of the state's tax revenue.
- Tampa, on the Gulf coast, is Florida's chief port by tonnage and area. Port Canaveral is home to the largest fleet of year-round vessels in the state. Miami has a dual distinction of being the "Cruise Capital of the World" and the "Cargo Gateway of the Americas." Other major ports are Jacksonville and Port Everglades, the deepwater port for Fort Lauderdale.<sup>1</sup>
- Overseas trade is of major importance. Florida trades mainly with Latin American and Caribbean countries. The total value of Florida's merchandise is nearly \$143 billion in value. Florida ranked 7<sup>th</sup> in the U.S. in 2017 in exporting goods produced or with significant value added in the state. Merchandise trade valued at \$147.7 billion flowed through Florida's airports and seaports in 2017, making the state one of the world's leaders in international trade.<sup>2</sup>
- Florida ranks 21<sup>st</sup> in all commodities grown in the United States with a cash value of over \$8 billion.
- Florida's leading crop is oranges, accounting for two-thirds of the total U.S. citrus crop. Other kinds of crops grown in Florida include tomatoes, strawberries, sugar cane, watermelons, cucumbers, peanuts, cotton, and potatoes, among others.
- Florida is also noted for its ornamental horticulture industry, aquaculture industry, horse farms, and cattle ranches. Florida is one of the major cattle-raising states east of the Mississippi River.

## **B. DEMOGRAPHICS**

The following demographic assumptions apply to this plan:

- Florida's population resides in diverse communities across coastal, urban, and rural areas. With the exception of Orlando, most of the state's population is located near the coast. Rural Florida consists largely of cattle ranches, farms, pine forests, fishing villages and small towns. Therefore, preparedness, response, recovery, and mitigation activities must be tailored to the type of community impacted by the emergency or disaster.
- Florida residents speak numerous languages, including, but not limited to English, Spanish, French, French Creole, and American Sign Language. The ability to communicate with non-English speaking persons may pose a challenge during disasters.
- According to the 2020 U.S. Census, Florida's population is 21,538,187, making it the third most populated state in the nation. In addition to a tremendous residential population, Florida attracts millions of tourists each year.

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

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

### **C. 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.

### **D. PLANNING ASSUMPTIONS**

The following planning assumptions apply to this plan:

- 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 before 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 care givers.
- Planning at the county and state levels will be based on pre-identification of populations and determination of resource shortfalls and contingencies to include pre-identified

locations for shelters, county points of distribution, county staging area(s), Base camps, disaster recovery centers and temporary housing sites.

- Each state and local agency, along with eligible private, non-governmental and volunteer organizations 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 advance actions to reduce their vulnerability during at least the initial 72 hours following an emergency or disaster.

### **III. CONCEPT OF OPERATIONS**

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

#### **A. STATE EMERGENCY RESPONSE TEAM (SERT)**

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. 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. These ESFs are grouped by function rather than agency, with each ESF headed by a primary state agency and supported by additional state agencies. Figure 1 identifies each ESF and the primary state agency.

<b>Figure 1 - PRIMARY AGENCY LISTING</b>		
<b>ESF #</b>	<b>Emergency Support Function</b>	<b>PRIMARY STATE AGENCY</b>
1	Transportation	Department of Transportation
2	Communications	Department of Management Services, Division of Telecommunications
3	Public Works & Engineering	Department of Transportation
4	Firefighting	Department of Financial Services, Division of State Fire Marshal
5	Information & Planning	Division of Emergency Management
6	Mass Care	Department of Business and Professional Regulations and Department of Children and Families
7	Resource Management	Department of Management Services, Division of Purchasing
8	Health and Medical	Department of Health
9	Search & Rescue	Department of Financial Services, Division of State Fire Marshal
10	Environmental Protection	Department of Environmental Protection
11	Food & Water	Department of Agriculture & Consumer Services
12	Energy	Public Service Commission
13	Military Support	Department of Military Affairs, Florida National Guard
14	External Affairs – Public Information	Executive Office of the Governor, Office of Communications
15	Volunteers & Donations	Governor’s Commission on Volunteerism and Community Service (Volunteer Florida)
16	Law Enforcement & Security	Department of Law Enforcement
17	Animal and Agricultural Issues	Department of Agriculture & Consumer Services
18	Business, Industry, and Economic Stabilization	Department of Economic Opportunity
19	Fuels	Division of Emergency Management
20	Cybersecurity and Information Security	Florida Digital Services

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

#### **B. STATE EMERGENCY OPERATIONS CENTER (SEOC)**

- The SEOC is a permanent facility that is located at 2575 Shumard Oak Boulevard, Tallahassee, Florida 32399.

- The 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.
- 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).

### C. DIRECTION AND CONTROL

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

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

### D. ROLES AND RESPONSIBILITIES

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

1. **The Governor** is responsible (statutorily and constitutionally) for meeting the needs of the state and its people in the event of emergencies and disasters. If the emergency or disaster is beyond local control, the Governor may assume direct operational control overall, or any part of the emergency management functions within the state. The Governor is authorized to delegate such powers as he or she may deem prudent. A state of emergency must be declared by executive order or proclamation by the Governor when an emergency or disaster has occurred, or the threat of occurrence is imminent.
2. **The Director of the 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.
3. **The State Coordinating Officer (SCO)** is the authorized representative of the Governor to manage and coordinate state and local emergency response and recovery efforts. The SCO is provided the authority to commit any and all state resources necessary to cope with the emergency or disaster and the authority to exercise those powers in accordance with section(s) 252.36(3)(a) and 252.36(5)-(10), Florida Statutes. The SCO also has the authority to direct all state, regional and local agencies, including law enforcement agencies, to identify personnel needed from those agencies to assist in meeting the needs created by the emergency. The SCO may also utilize advisors or liaisons in order to obtain information specific to

certain sectors (e.g., tourism, citrus, etc.). The Governor directs all agencies and departments to place all such personnel under the direct command of the SCO. In general, the Governor will designate the FDEM Director as the SCO.

4. **The Governor's Authorized Representative (GAR)** is empowered by the Governor to execute all necessary documents for disaster assistance on behalf of the state, including certification of application for public assistance. The GAR will also coordinate and supervise the state disaster assistance program to include serving as its grant administrator. The GAR is designated in the FEMA-State Agreement. In general, the SCO is designated the GAR.
5. **The Deputy State Coordinating Officer (DSCO)** is appointed by the SCO by supplemental order once the Governor declares a state of emergency. The Deputy SCO has the authority to commit any and all state resources necessary to meet the needs created by the emergency. The Deputy SCO will confer with the SCO and may be deployed to coordinate response and recovery activities at the impact area.
6. **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.
7. **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.
8. **The Planning Section Chief**, designated by the SERT Chief, is responsible for developing the Incident Action Plan for each incident period. Planning Section staff gather, synthesizes and report on available intelligence information. ESF 5, the Technical Services Branch, and Meteorology Branch fall within the Planning Section.
9. **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.
10. **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.

11. **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.
12. **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 implementing continuing to monitor the Recovery Desk.
13. **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.
14. **The Federal Coordinating Officer (FCO)** coordinates federal assistance to a state affected by a disaster or emergency. The FCO generally is assigned to the SEOC for the duration of the emergency and work with the SCO to coordinate the federal response. The FCO is in unified command with the SCO throughout the event to coordinate requested federal assistance.
15. **Emergency Coordination Officers (ECO)** are representatives from each executive department, water management district, Public Service Commission, the Fish and Wildlife Conservation Commission, and Department of Military Affairs appointed by their respective agency head to coordinate emergency preparedness, response, recovery, and mitigation issues pursuant to Chapter 252.365.

## **E. EMERGENCY POWERS**

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

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

### **1. Governor**

The Governor derives his or her emergency powers through Chapters 14 and 252, Florida Statutes, and the Florida Constitution. Emergency powers will be exercised only when, and if, a state of emergency or disaster or impending emergency or disaster has been declared by proper authority (the Governor), or a direct attack on the State of Florida occurs.

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

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

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

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

FDEM 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.

## **3. Political Subdivisions**

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

- To appropriate and expend funds; make contracts; obtain and distribute equipment, materials and supplies for emergency management purposes; provide for the health and safety of persons and property, including emergency assistance to survivors of any emergency; and direct and coordinate the development of emergency management plans and programs in accordance with the policies and plans set by the state and federal emergency management agencies.



- To establish, as necessary, a primary and one or more secondary emergency operating centers to provide continuity of government, and direction and control of emergency operations.
- To assign or make available employees, property and equipment relating to their county agencies and departments for emergency operation purposes.
- To request state assistance or invoke emergency-related mutual aid assistance by declaring a local state of emergency. The duration of each local state of emergency is limited to 7 days and may be extended as necessary in 7-day increments.
- To waive rules and regulations in the performance of public work, entering into contracts; incurring obligations, employment of permanent and temporary workers, utilization of volunteer workers, rental of equipment, acquisition and distribution (with or without compensation) of supplies, material, and facilities.
- Taking whatever prudent action is necessary to ensure the health, safety, and welfare of the community.
- To appoint, employ, remove, or provide, with or without compensation, coordinators, rescue teams, fire and police personnel, and other emergency management workers.
- To assign and make available for duty the offices and agencies of the political subdivision, including the employees, property, or equipment thereof relating to firefighting, engineering, rescue, health, medical and related services, police, transportation, construction, and similar items or services for emergency operation purposes, as the primary emergency management forces of the political subdivision for employment within or outside the political limits of the subdivision.
- To request state assistance or invoke emergency-related mutual-aid assistance by declaring a state of local emergency in the event of an emergency affecting only one political subdivision. The duration of each state of emergency declared locally is limited to 7 days; it may be extended, as necessary, in 7-day increments. Further, the political subdivision has the power and authority to waive the procedures and formalities otherwise required of the political subdivision by law pertaining to:
  - Performance of public work and taking whatever prudent action is necessary to ensure the health, safety, and welfare of the community.
  - Entering into contracts.
  - Incurring obligations.
  - Employment of permanent and temporary workers.
  - Utilization of volunteer workers.

- Rental of equipment.
- Acquisition and distribution, with or without compensation, of supplies, materials, and facilities.
- Appropriation and expenditure of public funds.
- Upon the request of two or more adjoining counties, or if the Governor finds that two or more adjoining counties would be better served by an interjurisdictional arrangement than by maintaining separate emergency management agencies and services, the Governor may delineate by executive order or rule an interjurisdictional area adequate to plan for, prevent, mitigate, or respond to emergencies in such area and may direct steps to be taken as necessary, including the creation of an interjurisdictional relationship, a joint emergency plan, a provision for mutual aid, or an area organization for emergency planning and services. A finding of the Governor pursuant to this paragraph shall be based on one or more factors related to the difficulty of maintaining an efficient and effective emergency prevention, mitigation, preparedness, response, and recovery system on a 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.

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

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

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

at any time terminate the authority of the emergency interim successors by concurrent resolution.

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

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

## **5. The Florida National Guard (FLNG)**

Under Section 252.36(4), Florida Statutes, the Governor is Commander in Chief of the FLNG during a state of emergency. Military personnel of the Florida Department of Military Affairs serve in the FLNG. The head of the Department of Military Affairs is the Adjutant General according to Section 250.05(3), Florida Statutes. The Governor may order into state active duty, all or any part of the FLNG to respond to an emergency or disaster or imminent danger thereof (defined in section 252.34(3)), to preserve the public peace, execute the laws of the state, enhance domestic security, respond to terrorist threats or attacks, or respond to any need for emergency aid to civil authorities. The Adjutant General (through 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.

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

## **F. MONITORING, DETECTION, ALERT, AND WARNING**

### **1. State Watch Office (SWO)**

Chapter 252 requires 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, 252.351(3) requires FDEM to establish a list of mandatory reportable incidents for the political subdivisions. To meet these requirements, FDEM operates the 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, amongst others. The collected information is analyzed by Operations staff in the SWO for state, regional, national, and international threats, and then entered into an incident tracking system. A report is generated, matched to a matrix of warnings and notifications for the associated hazards, and then communicated to governmental officials, local responders, and 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.

**2. Communication 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 2 identifies the types of communications maintained by state and federal government.

<b>Figure 2 – STATE AND FEDERAL COMMUNICATION SYSTEMS</b>	
<b>STATE COMMUNICATIONS SYSTEMS</b>	<b>FEDERAL COMMUNICATIONS SYSTEMS</b>
1. Commercial Telephone	1. National Oceanic and Atmospheric Administration (NOAA) Weather Wire Service (NWS)
2. Hot Ring Down for Nuclear Power Plants	2. National Warning System - Federal (NAWAS)
3. Amateur Radio Emergency System	3. Radio Amateur Civil Emergency Services (RACES)/Amateur Radio Emergency Services (ARES)
4. Commercial Wireless Devices	4. Shared Resources (Shares) High Frequency (HF) Radio Program
5. Emergency Management Network (EMnet)	5. FEMA National Radio System (FNARS)
6. Mobile Satellite Phone System (MSAT)	

7. Emergency Alert System (EAS)
8. Everbridge Mass Notification System
9. State Law Enforcement Emergency Radio System (SLERS) (800 MHz)
10. Florida Interoperability Network (FIN)
11. Survivor Assistance Information Line (SAIL)
12. 800 MHz Conventional National Mutual Aid Network
13. Very Small Aperture Terminal (VSAT) Satellite System
14. National Warning System - State (NAWAS)

### 3. Alert and Warning

The SWO will initiate warnings and emergency notifications in accordance with *The State of Florida Emergency Operations Plan (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.

### 4. 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 and one tactical system on FIN. This network of communication systems supports all radio frequency bands and proprietary systems to ensure interoperable communications. It features a secure network with encryption throughout the network. The components are scalable as necessary. Additional tactical systems deployed across the state include: EDICS (Emergency Deployable Interoperable Communication System), MIL-WAVE (Secure

Milwave™ Wireless GSM Communications Network), EDWARDS (Emergency Deployable, Wide Area Remote Data System), MARC (Mutual Aid Radio Communications) and TAC-SAT (Tactical Satellite Communications).

## **G. EMERGENCY DECLARATION PROCESS: LOCAL, STATE, AND FEDERAL GOVERNMENT**

At the state level, the governor relies on the executive order to meet a number of response and recovery challenges, such as: deploying the National Guard or other response assets, coordinating evacuations, suspending state regulations to facilitate response and recovery operations, expanding social services, providing assistance to disaster survivors, and managing elections disrupted by the emergency. An emergency declaration, therefore, allows the governor or local official to meet the challenges that lie ahead. The process of declaring an emergency is described in further detail below.

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

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

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

In the event of an emergency or disaster, the impacted counties will coordinate the emergency response effort within their political jurisdictions (county and municipalities). If necessary, a county will activate the 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.

### **3. State Emergency Declaration Process**

If the emergency or disaster has the potential to exceed the capabilities of counties or state agencies, the Governor, by executive order or proclamation, will declare a state of emergency for those impacted areas or areas in which the emergency or disaster is anticipated as defined in Section 252.36, Florida Statutes. Depending upon the type of emergency or disaster, a state of emergency will direct the execution of certain components of the CEMP and is a condition for requesting interstate mutual aid through 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 Director determines that the state of emergency is required and determines the specifics and justification for the declaration.

- The FDEM 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.

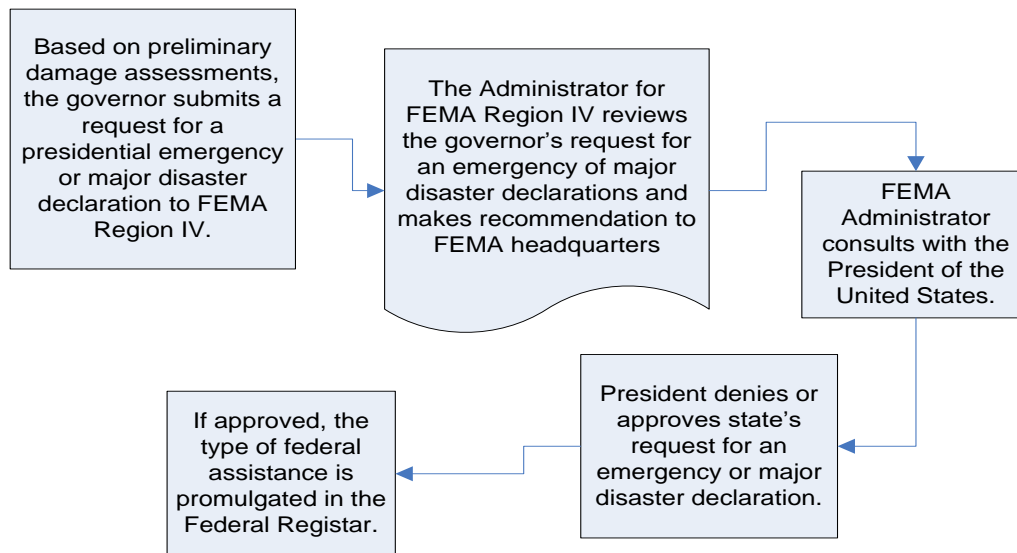
After the state of emergency is declared:

- 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.

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

Pursuant to Title 44, Code of Federal Regulations, the Governor may request that the President of the United States issue an emergency or a major disaster declaration.

**Figure 3 – DECLARATION PROCESS**

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

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

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

The basis for the Governor's request for a **major disaster declaration** 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 also includes:

- Confirmation that the Governor has taken appropriate action under State law and directed the execution of the State emergency plan



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

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

The Governor's request for a disaster declaration may result in either a Presidential declaration of a major disaster or emergency, or denial of the Governor's request. If the President grants an emergency or major disaster declaration, the Governor and the FEMA Regional Administrator shall execute a FEMA-State Agreement which states the understandings, commitments, and conditions for federal assistance. This Agreement describes the incident and the incident period for which assistance will be made available, the area(s) eligible for federal assistance, the type and extent of federal assistance to be made available and contains the commitment of the state and local government(s) with respect to the amount of funds to be expended in alleviating damage and suffering caused by the major disaster or emergency. With the declaration, the President appoints an FCO. The FCO is responsible for coordinating all federal disaster assistance programs administered by FEMA. The FCO and the SCO works together to ensure all assistance is provided in accordance with Sections 404, 406, 407, 408 and other provisions of the Stafford Act.

#### **H. ACTIVATION OF EMERGENCY FACILITIES**

The SEOC, or its alternate, will be activated at a level necessary to effectively monitor or respond to threats or emergency situations. The SEOC operates 24 hours a day, 7 days a week, but the level of staffing varies with the activation level.

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

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

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

- The Governor
- The Director, FDEM
- The SERT Chief, in the absence of the above

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

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

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

## **I. RESOURCE MANAGEMENT**

### **1. Resource Typing**

The Incident Resource Management System (IRMS) is a fully NIMS compliant software system. This system lists all state joint force resources under one of several nationally accepted resource types: personnel, crews, equipment, heavy equipment, commodities, vehicles, aircraft, and facilities to include State LSAs (I – III), Base Camps (I – V), County PODs, and County Staging Areas (CSAs).

All state and agency term contracts are in place for every possible resource type and are all included in the IRMS typed either under NIMS, the National Emergency Resource Registry (NERR), or Florida typed asset, system or package.

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

When the impact point of an impending threat is known with reasonable certainty, and precautionary deployment of personnel and equipment and pre-positioning of supplies can facilitate a rapid response, the state may pre-position resources. The SERT Chief will activate the SLRC 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 SLRC Logistics Operations Center (LOC) is the centralized point of coordination for the resource ordering, deployment, resupply, maintenance, and demobilization of all joint force resources.

The 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 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.

### **3. Resource Needs**

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

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

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

If the ESF cannot provide the requested resources, it is then forwarded to the Logistics Section, who will work with either private vendors or through the EMAC to secure the resources. If the resources are identified from private sources, the vendor information is given to the county emergency operations center.

### **5. Private Sector Resources**

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

## **J. CONTINUITY OF GOVERNMENT (COG) AND CONTINUITY OF OPERATIONS (COOP)**

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

Section 252.365(3)(a), Florida Statutes, requires all agency ECOs to ensure that their respective agency and facilities have a disaster preparedness plan to provide continuity of essential state functions (COG) under all circumstances, 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.

The plan must include, at a minimum:

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

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

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

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<sup>3</sup> Chapter 2002-43 was approved by the Governor on April 16, 2002. This guidance also follows requirements of Executive Order 01-262 which requires government agencies and departments to prepare disaster preparedness plans through their designated emergency coordination officers (ECOs).

- Contain provisions for the protection of critical equipment, records, and other state assets.
- Maintain efforts to minimize damage and loss.
- Contain provisions for an orderly response and recovery from any incident.
- Serve as a foundation for the continued survival of leadership.
- Assure compliance with legal and statutory requirements.
- Include provisions related to preparation for pandemics and other public health emergencies.
- Remain consistent with the state public health emergency plan.

## **K. PROTECTIVE MEASURES**

### **1. Evacuations**

Counties may initiate their own protective measures, such as ordering evacuations and activating public shelters, including special needs shelters and pet-friendly shelters, to include evacuees crossing county lines. The SERT will promote 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 SEOC will coordinate all large-scale evacuations that surpass the coordination capabilities of the local emergency management offices.
- County Shelters will accept evacuees crossing county lines. Counties may coordinate directly and 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).
- The SERT will support local emergency management actions and messaging to provide direction to evacuees to safe shelter.
- 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.

## 2. Sheltering

Section 252.385(4)(a), Florida Statutes, requires that any public facility, including schools, postsecondary education facilities, and other facilities owned or leased by the state or local governments, but excluding hospitals, hospice care facilities, assisted living facilities, and nursing homes, which are suitable for use as public hurricane evacuation shelters shall be made available at the request of the local emergency management agencies. All shelters must meet physical and programmatic accessibility requirements as defined by the Americans with Disabilities Act and Florida Accessibility Codes. The county emergency management agency shall coordinate with these entities to ensure that designated facilities are ready to activate prior to an emergency or disaster.

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

The County Emergency Management program is responsible for providing shelter population updates to the SERT, in accordance with guidance set by FDEM

### **3. 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.

### **4. Sheltering Pets or 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.

## **L. PREPAREDNESS MEASURES**

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:

### **1. 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 to include 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 capabilities of the State of Florida. The Risk Assessment is conducted in conjunction with the Florida Department of Law Enforcement and other partners.

### **2. Technological Hazards Planning**

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

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

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

Geographic Information Systems (GIS) provides both the 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.

### **4. 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).

### **5. Domestic Security Preparedness**

To assist in providing guidance and coordination of Domestic Security preparedness across the state, FDEM and SERT Partners participate in the Domestic Security Coordinating Group (DSCG). The DSCG is an advisory council established by Florida Statute 943 that serves as a threats and gaps coordination element, examining and planning for issues from a statewide perspective, and building and sustaining capabilities (e.g., equipment purchase, training/exercise, usage/storage/maintenance, and replacement as necessary). The group serves to provide technical advice to the Domestic Security Oversight Council, the Chief of Domestic Security, and the Regional Domestic Security Task Forces. FDEM and the FDLE serve as co-chairs on the DSCG. Areas of priority include critical infrastructure, education, fusion centers, law enforcement data sharing, specialty response teams, communications, cybersecurity, and prevention.

To promote and coordinate vulnerability assessments for the thousands of critical infrastructure and key resources structures in Florida, the Regional Domestic



Security Task Forces (RDSTFs) have established multi-agency, multi-disciplinary critical infrastructure working groups. Agencies officials can request access to IP Gateway resources and training to coordinate vulnerability assessments of the infrastructure and assets in their jurisdictions. RDSTFs critical infrastructure working groups are asked to review the assessments and discuss/share trends and best practices based on federal criteria in terms of continuity of operations (COOP), the impact of hazardous materials, and the potential for loss of human life.

## **M. RESPONSE OPERATIONS**

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

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. 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 Annex contains 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 the Regional Administrator deploy a liaison or Incident Management Assistance Team (IMAT) to support operations at the SEOC. IMATs are federal interagency teams composed of subject-matter experts and incident management professionals. The IMAT's primary role is to coordinate information and mission requests between the state and federal response agencies. IMAT and SEOC staff may merge to a singular organizational structure to support a Unified Command. An IMAT also has the responsibility for coordinating and making the preliminary arrangements to set up federal field facilities and initiate establishment of a Joint Field Office (JFO) / 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 EMAC.
- Conducting varying response activities depending upon the scope and nature of the emergency.
- Directing the State Disaster Mental Health Coordinator to facilitate the delivery of mental health resources to impacted individuals, communities, and responders.

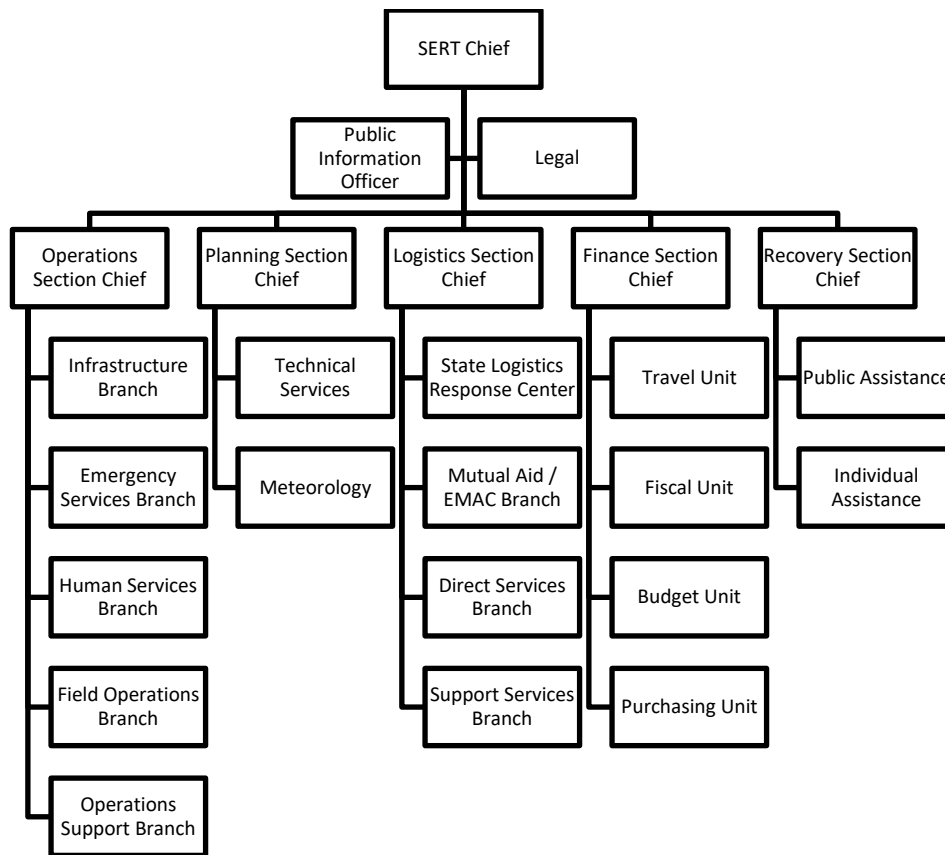
**2. Maintaining a Common Operating Picture (COP)**

A COP allows on-scene and off-scene personnel to have the same information about an incident. This is accomplished in the SEOC through a variety of measures including coordinated development of incident action plans, situation reports, flash reports, WebEOC, GIS products, Branch/Section specialty plans, FEMA lifeline analysis and tracking, and ESF/Branch briefings.

**3. Unified Command**

It is important to have a unified command in all large-scale incidents involving multiple jurisdictions. Every effort must be made to prevent parallel, ad hoc, and disconnected operations from developing. Such operations will fragment response efforts, cause unnecessary competition for limited resources, and negatively impact the ability to support responders. The following chart shows the incident command structure of the SERT.

**Figure 4 – STATE EMERGENCY RESPONSE TEAM SECTION AND BRANCH STRUCTURE**



In order to effectively manage span of control, designated functional areas of SERT operations are divided into Branches. Each of these Branches is responsible for ensuring SERT operational objectives are implemented, to include ensuring resources are obtained, transported, and utilized when needed/requested as well as maintaining the COP within their Branch.

**Infrastructure Branch** coordinates with partners in ESFs 1, 2, 3, 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** 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** coordinates with partners in ESFs 6, 11, 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. The Human Services Branch includes Disaster Mental Health Coordinator. The Disaster Mental Health Coordinator is the primary point-of-contact between the SERT and mental health resources operating in the field.

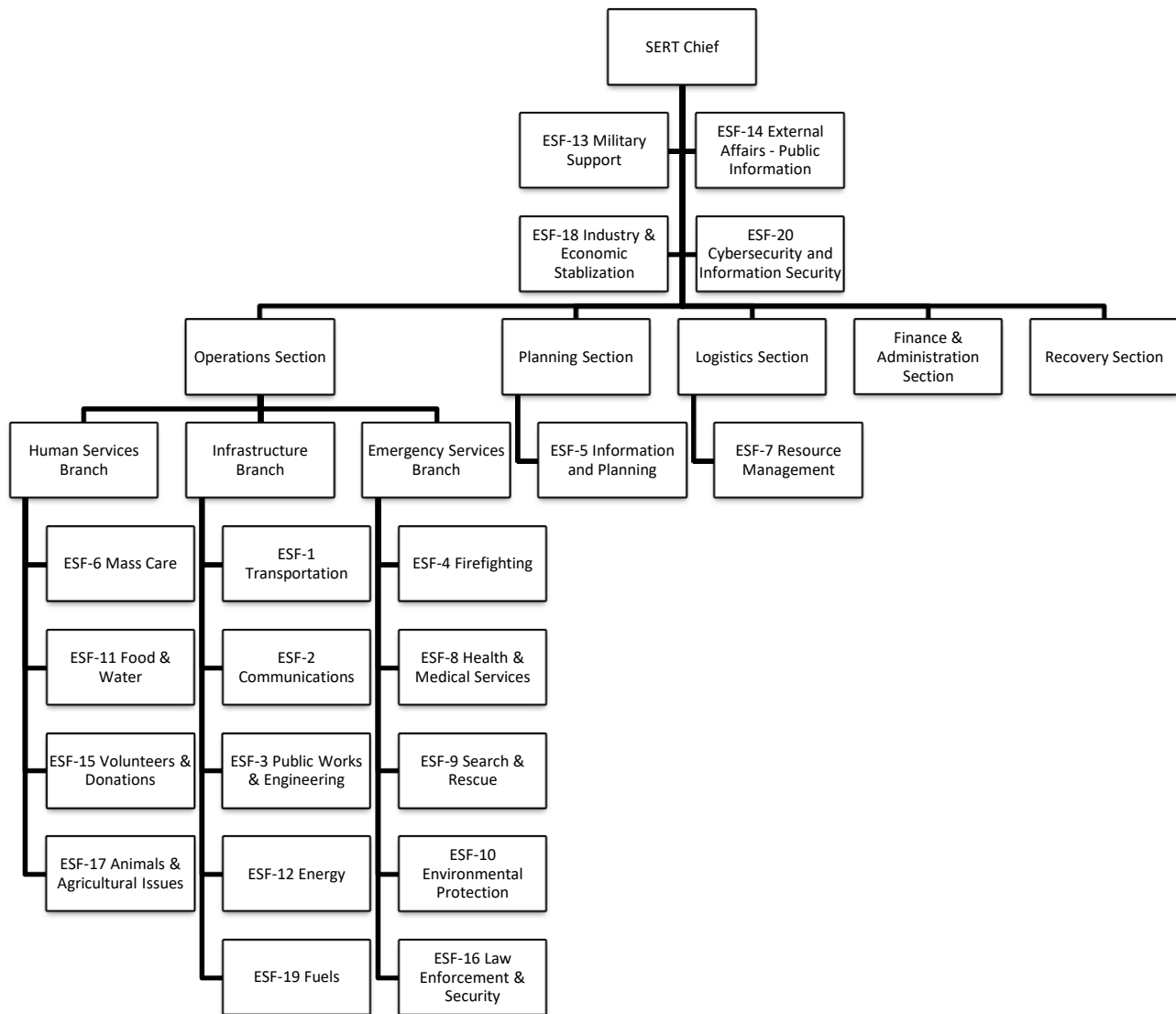
**Air Operations Branch** is responsible for the assembly and coordination of aviation-related resources, aircraft assets, and support infrastructure, including airports, communications, and airspace management to enhance overall incident and emergency management response efforts in Florida. As a coordination authority, the Branch serves to ensure the efficient and effective use of aviation resources.

**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.

#### **4. Integration of ICS and Emergency Support Functions (ESFs)**

The SEOC integrates both an ICS and ESF command structure, without losing any of the integrity of either system. The SEOC is configured using ICS Sections (Planning, Operations, Logistics, Finance and Administration, and Recovery). The main floor of the SEOC includes the Planning, Logistics, Finance and Administration, Recovery, and Operations Sections along with the Infrastructure, Emergency Services, Human Services, and Operations Support branches. Each of the 20 ESFs are located in breakout rooms adjoining the main floor. Each ESF supports one or more sections as depicted in the following chart.

**Figure 5 – ORGANIZATIONAL INTEGRATION OF THE EMERGENCY SUPPORT FUNCTION INTO THE SERT**



**N. RECOVERY OPERATIONS**

**1. Transition from Response to Recovery**

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

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

Short-Term Recovery begins immediately after the incident and is typically what transitions the incident timeline from Response to Recovery. Short-Term priorities

are primarily considered to be a continuation of Response functions and are typically coordinated out of the State Emergency Operations Center (SEOC) and managed by FDEM. These priorities include:

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

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

- Promoting Economic Recovery
- Restoring individual housing through repair, rebuilding and replacement of affected housing stock
- Increasing resiliency by implementing cost-effective mitigation strategies
- Ensuring unmet needs of survivors are addressed

FDEM coordinates all efforts for Long-Term Reconstruction.

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

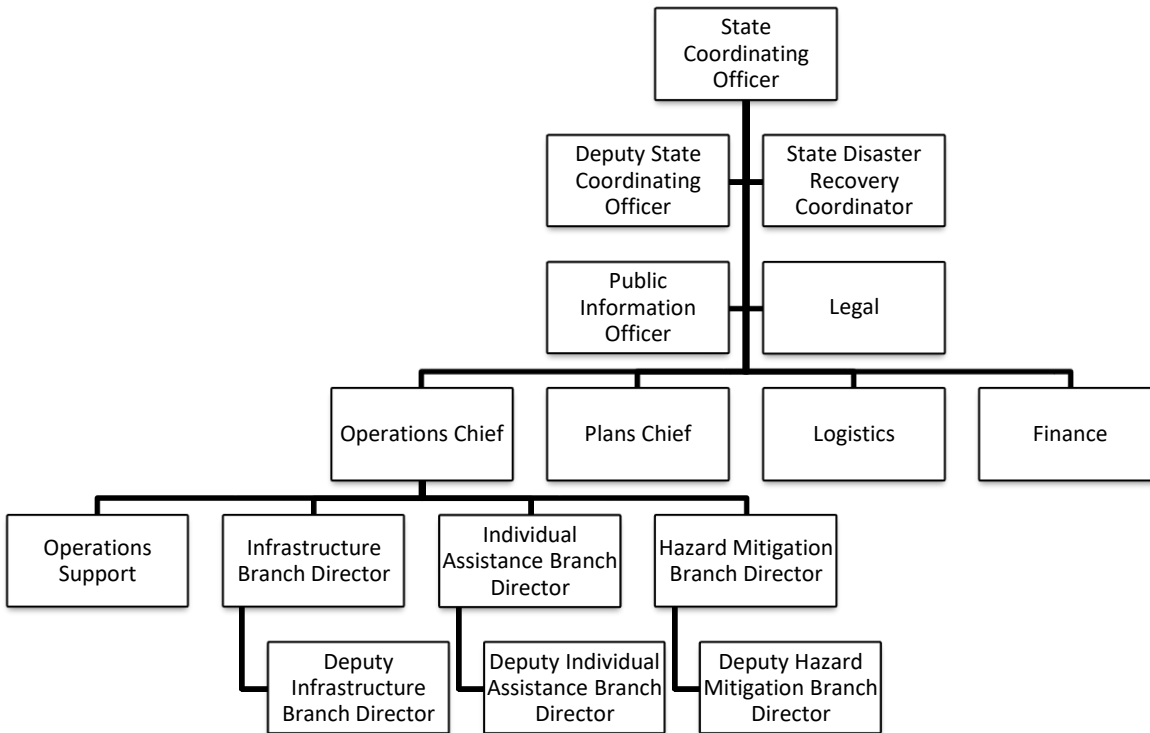
A JFO is established following incidents of great severity, magnitude or complexity for which a presidential disaster is declared, and state and local response agencies require federal support. A JFO is a temporary multiagency coordination center established near the incident site to provide a central location for coordination of local, state, federal, tribal, non-governmental, and private-sector organizations with primary responsibility for incident oversight, direction, and/or assistance to effectively

coordinate recovery actions. If the situation warrants, such operations can also be conducted virtually (Virtual JFO).

**3. Roles and Responsibilities**

During the transition to Recovery and the establishment of the JFO, the SERT will begin scaling the organizational structure of the JFO.

**JOINT FIELD OFFICE ORGANIZATIONAL CHART (STATE)**



**4. Long-Term Reconstruction Strategy**

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

The primary goals associated with Long-Term Reconstruction include the key components of the NDRF. The NDRF is the doctrine that governs FEMA’s strategic approach to ensure total Federal integration into Long-Term Reconstruction. To accomplish this, the NDRF identifies six functional areas that support the mission of Long-Term Reconstruction:

1. Community Planning and Capacity
2. Economic Development
3. Health and Social Services

4. Housing
5. Infrastructure/Critical Facilities
6. Natural and Cultural Resources

Each agency brings significant planning capabilities to Long-Term Reconstruction, with FDEM coordinating all efforts.

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

#### **5. Non-Declared Incidents**

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.

While the State presently has no financial grant program similar to those established by the Stafford Act, the State does have the capability to administer such programs. 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.

#### **6. State Assistance**

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

#### **7. Federally Declared Incidents**

Once granted a Federal Declaration, 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 JFO, or similar facility.

Transition from SEOC to the JFO occurs as Response activities begin to demobilize. The focus changes to Recovery operations and, in a Presidentially declared disaster, the command and control of operations transfers to the JFO.

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

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

## **8. Recovery Programs**

### **8.1 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:

1. Disaster Mental Health Coordination assists with marshalling the resources required to support the well-being and resiliency of disaster survivors, first-responders, and volunteers.
2. Disaster Housing Coordination, at the state-level, helps facilitate interagency support to meet the demands of localized disaster housing missions.
3. 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:

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

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.

## **8.2 Public Assistance**

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

## **8.3 Fire Management Assistance Grant Program**

Under the Fire Mitigation 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 tribal governments to aid States and their communities with the mitigation, management and control of fires burning on publicly or privately owned forests or grasslands. FMAG provides a 75% federal cost-share reimbursement to Recipients for actual costs.

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

## **O. MITIGATION MEASURES**

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

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

Under Section 322 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) enacted under the Disaster Mitigation Act of 2000 (DMA2K), the State of Florida is required to have a 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.

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

### **2. Mitigation Bureau Responsibilities**

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

As a part of 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 and technical assistance is provided along with an opportunity to receive specific answers relating to potential applications.

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

The Program Administration by States (PAS) allows for FEMA to delegate its grant management responsibilities to States that have demonstrated a commitment to hazard mitigation and that have experience in the requested responsibilities. Within the HMGP Unit, these PAS responsibilities include reviewing project applications, completing benefit-cost analyses, approving scope-of-work modifications, and moving funds between applicable projects.

**b. 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 such as Florida 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.

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

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

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

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

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

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

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 § 252.385(3). 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.

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

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

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

The SFMO also promotes the enrollment of communities in the Community Rating System (CRS). CRS is a federal program that incentivizes improved floodplain management practices and public outreach in exchange for NFIP insurance premium rate reductions to policy holders in flood zones. The CRS organizes three broad category goals for which communities may earn credit points for advancing these goals. The main goals of the CRS program are to

reduce flood risk/damage, encourage the purchase of NFIP flood insurance, and pursue a broad approach to enhancing floodplain management.

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

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

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

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

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

## **IV. ADMINISTRATION AND LOGISTICS**

### **A. GENERAL POLICIES FOR MANAGING RESOURCES**

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

Several of these measures are as follows:

- Execution and maintenance of documentation related to the purchase of equipment, services and commodities by the SERT to meet the response and recovery needs of the SERT and survivors of the disaster or emergency.

- Maintain, document, and track personnel overtime and compensatory time. This section also arranges and tracks travel accommodations for personnel deployed into the impact area.
- Process documents to ensure expeditious employment of additional response and recovery personnel to meet the staffing requirements of the event.
- Collaborate with other state agency finance offices to track the estimated costs of the event for the management of state financial resources and for future reimbursement processes.
- Ensure that there is sufficient budget authority and federal funds to compensate for response and recovery costs. This includes any required state matching fund commitments to ensure proper reimbursement of funds to eligible local, state and non-profit entities for reimbursable response and recovery efforts. After the state of emergency has 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.

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.

## **B. MUTUAL AID**

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

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

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

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

In accordance with Chapter 252, Part III, Florida Statutes, the state adopted the Emergency Management Assistance Compact (EMAC), which provides for the mutual assistance between states during any emergency or disaster when the state

has depleted its resources, supplies or equipment. In the event a request for disaster assistance comes from another state, the Governor may order the mobilization of state resources under EMAC to be deployed to the impacted state. Similarly, Florida can request and receive assistance from other states through EMAC. The management and coordination of these resources will be administered through the Operations Section of the SERT under the direction of the Operations Section Chief.

### **C. AUTHORITIES AND POLICIES FOR PROCUREMENT PROCEDURES / LIABILITY PROVISIONS**

Chapter 287, Florida Statutes and Chapter 60A, Florida Administrative Code, are the laws that govern the purchase of goods and services by state agencies. Chapter 60A permits emergency purchases under circumstances designated in the rule. During a state of emergency, however, the state's procurement rules may be suspended to allow for the timely purchase of response supplies, services and equipment. FDEM's *Resource and Financial Management Policies and Procedures for Emergency Management* document outlines the statutory authorities, responsibilities and delegation of emergency functions and priorities for resources and financial management related to response activities. The policy also provides information on financial data maintenance, reporting, tracking resource needs, and compensation to owners for private property used in an emergency.

## **V. PLAN DEVELOPMENT AND MAINTENANCE**

### **A. OVERALL APPROACH TO PLAN DEVELOPMENT**

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 Annexes 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 annexes 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.

### **B. 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, including capabilities of equipment and the personnel to operate such equipment. A number of these exercises are coordinated with the federal government to test and exercise federal response plans and integration. Each exercise is evaluated through interviews of the emergency organization following the exercise and adopted into an After-Action Report and Improvement Plan (AAR/IP). Revisions will be made to the appropriate plans based on the AAR findings.

### **C. HSEEP COMPLIANCE AND PLAN IMPROVEMENT**

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:

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

#### **D. PLAN REVIEW**

A review of the CEMP is conducted annually in cooperation with 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 by FDEM. As required by Chapter 252, Florida Statutes, a copy of the CEMP shall be submitted to the President of the Senate, Speaker of the House of Representatives, and the Governor no later than February 1 of every even-numbered year. At all times, the CEMP will be published and available online at [www.floridadisaster.org](http://www.floridadisaster.org).

## **VI. LEGAL CONSIDERATIONS**

### **A. COMPLIANCE WITH THE AMERICANS WITH DISABILITIES ACT AND OTHER LAWS OR GUIDELINES FOR FUNCTIONAL NEEDS SUPPORT SERVICES (FNSS)**

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

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



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

The state and all local governments will make every effort to comply with Title II of the ADA and other applicable laws related to emergency and disaster-related programs, services and activities for individuals with access and functional needs.

## VII. REFERENCES AND AUTHORITIES

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

### A. LAWS

#### 1. Florida Statutes

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

- Chapter 590, Florida Statutes (Forest Protection)
- Chapter 633, Florida Statutes (Fire Prevention and Control)
- Chapter 870, Florida Statutes (Riots, Affrays, Routs, and Unlawful Assemblies)
- Chapter 943, Florida Statutes (Domestic Security)
- Chapter 1013, Florida Statutes (Educational Facilities)

## 2. Federal Statutes

- Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended, which provides authority for response and recovery assistance under the Federal Response Plan, which empowers the President to direct any federal agency to utilize its authorities and resources in support of State and local assistance efforts.
- Public Law 106-390, Disaster Mitigation Act of 2000, to amend the Robert T. Stafford Disaster Relief and Emergency Assistance Act to authorize a program for pre-disaster mitigation, to streamline the administration of disaster relief, to control the federal costs of disaster assistance, and for other purposes.
- Price-Anderson Amendments Act of 1988, Public Law 100-408, as amended.
- Emergency Management Assistance Compact, Public Law 104-321.
- Public Law 107-296, 116 Stat. 2135 (2002) (codified predominantly at 6 U.S.C. 101-557 and in other scattered sections of the U.S.C.), established the Department of Homeland Security with the mandate and legal authority to protect the American people from the continuing threat of terrorism.
- The Americans with Disabilities Act (ADA) of 1990.
- 16 U.S.C. 3501, et seq, Coastal Barrier Resources Act.
- Public Law 93-234, Flood Disaster Protection Act of 1973, as amended by the Flood Insurance Reform Act of 1994, 42 U.S.C. 4001, et seq, provides insurance coverage for all types of buildings.
- Public Law 99-499, Superfund Amendments and Re-authorization Act of 1986, Part III, the Emergency Planning and Community Right-to-Know Act of 1986, 42 U.S.C. 11001, et seq, which governs hazardous materials planning and community right-to-know.
- Public Law 101-615, Hazardous Materials Transportation Uniform Safety Act (HMTUSA), which provides funding to improve capability to respond to hazardous materials incidents.
- Public Law 95-510, 42 U.S.C. 9601, et seq, the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA), as amended, which requires facilities to notify authorities of accidental releases of hazardous materials.
- Public Law 101-549, Clean Air Act Amendments of 1990, which provide for reductions in hazardous air pollutants and risk management planning requirements.
- Public Law 85-256, Price-Anderson Act, 42 U.S.C. 2210, which provides for a system of compensating the public for harm caused by a nuclear accident.
- Public Law 84-99, 33 U.S.C. 701n, Flood Emergencies, authorizing an emergency fund for flood emergency preparation, flood fighting and rescue operations, and repair and restoration of flood control works threatened or destroyed by flood.
- Public Law 91-671, Food Stamp Act of 1964, in conjunction with Section 412 of the Stafford Act, relating to food stamp distributions after a major disaster.

- Public Law 89-665, 16 U.S.C. 470, et seq, National Historic Preservation Act, relating to the preservation of historic resources damaged as a result of disasters.
- Stewart B. McKinney Homeless Assistance Act, 42 U.S.C. 11331-11352, Federal Emergency Management Food and Shelter Program.
- National Flood Insurance Act of 1968, 42 U.S.C. 4101, et seq, as amended by the National Flood Insurance Reform Act of 1994 (Title V of Public Law 103-325).
- Regal Community Development and Regulatory Improvement Act of 1994.
- Public Law 833-703, an amendment to the Atomic Energy Act of 1954.
- Post-Katrina Emergency Management Reform Act of 2006
- Sandy Recovery Improvement Act of 2013

## **B. ADMINISTRATIVE RULES**

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

- Chapter(s) 27P-2, 6, 11, 14, 19, 20, 21, and 22 Florida Administrative Code.
- Chapter(s) 9J-2, Florida Administrative Code.

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

- 28 CFR Part 35 – Nondiscrimination on the Basis of Disability in State and Local Government Services.
- 44 CFR Part 10 -- Environmental Considerations.
- 44 CFR Part 13 -- Uniform Administrative Requirements for Grants & Cooperative Agreements.
- 44 CFR Part 14 -- Audits of State and Local Governments.
- 44 CFR Part 59-76 --National Flood Insurance Program and related programs.
- 44 CFR Part 201 – Mitigation Planning.
- 44 CFR Part 204 – Fire Management Assistance Grant Program.
- 44 CFR Part 206 -- Federal Disaster Assistance for Disasters Declared after Nov. 23, 1988.
- 44 CFR Part 207 – Management Costs
- 44 CFR Part 208 – National Urban Search and Rescue Response System.
- 44 CFR Part 209 – Supplemental Property Acquisition and Elevation Assistance.
- 44 CFR Part 350 – Review and Approval of State & Local Radiological Emergency Plans.
- 44 CFR Part 351 – Radiological Emergency Planning and Preparedness.
- 44 CFR Part 352 – Commercial Nuclear Power Plants: Emergency Preparedness Planning.
- 44 CFR Part 353 – Fee for Services in Support, Review and Approval of State and Local Government or Licensee Radiological Emergency Plans and Preparedness.
- 44 CFR Part 360 – State Assistance Programs for Training and Education in Comprehensive Emergency Management.
- 44 CFR Part 361 – National Earthquake Hazards Reduction Assistance to State & Local Governments.

## **C. EXECUTIVE ORDERS**

**1. State**

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

**2. Federal**

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

## APPENDIX I: EMERGENCY SUPPORT FUNCTION 1 – TRANSPORTATION

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

**SUPPORT AGENCIES:**

STATE AGENCIES

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

FEDERAL AGENCIES

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

### PURPOSE

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

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

## SCOPE

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

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

## POLICIES

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

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

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

## CONCEPT OF OPERATIONS (CONOPS)

### A. GENERAL

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

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

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

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

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

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

## **B. ORGANIZATION**

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

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



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

### C. DIRECTION AND CONTROL

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

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

FIELD OPERATIONS. ESF 1 primary and supporting agency resources will coordinate with and assist the SERT in Field Operations efforts if necessary. Examples of the types of field operations teams that may be supported include, but are not limited to:

- SERT Air Operations Branch
- Forward SERT (FSERT)
- SERT Incident Management Team (IMT)
- SERT Joint Information Center (JIC) (ESF 14)
- SERT Logistical Staging Areas (LSA)
- Preliminary Damage Assessment (PDA) Team
- Damage Assessment Team (DAT)
- Joint Field Office (JFO)
- ESF 1 local (regional/district or county) EOC liaison
- Intrastate (SMAA) and/or interstate (EMAC) mutual aid assistance teams

### D. NOTIFICATIONS

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

- The State Watch Office (SWO) will notify the FDOT Duty Officer when a threat, event or incident that will potentially impact the state is occurring or has occurred; the FDOT Duty Officer will, in turn, notify the FDOT Emergency Coordination Officer (ECO), if not already notified.
- The FDOT Duty Officer, at the direction of the FDOT ECO, will notify designated ESF 1 personnel to report to the SEOC as directed by the SERT and upon notification by the SWO;

- As warranted by the scope of the impending event or incident, the FDOT Duty Officer, at the direction of the FDOT Emergency Coordinating Officer (ECO), or designee, will notify the appropriate supporting agencies and request necessary support;
- The supporting agencies designated to report to the SEOC will notify their respective agencies and emergency management partners; and
- The designated supporting agencies will report to the SEOC, or provide support remotely, and ensure the necessary staffing for the remainder of the activation, or until released by the FDOT ECO.

## **E. OBJECTIVES AND ACTIONS**

### PREPAREDNESS - OBJECTIVES AND ACTIONS

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

### RESPONSE – OBJECTIVES AND ACTIONS

1. Evaluate and task multi-modal transportation requests to the appropriate supporting agency.
2. Evaluate damage to transportation infrastructure and conduct impact assessment in the threatened and/or impacted area as appropriate and task personnel for response and recovery work.
3. Support the SERT's field operations in addition to SEOC operations.
4. Support requests and directives leading to, and resulting from, Presidential and Gubernatorial Executive Orders and Declarations and requests for federal assistance.
5. Provide information to be included in briefings, situation reports, and/or action plans.
6. Activate the notifications sequence listed in section D (Notifications) above.
7. Assign and schedule sufficient ESF 1 personnel to cover an activation of the SEOC for an extended period of time.
8. Contact ESF 1 counterparts in the threatened or impacted county(s) according to established procedures.

9. Maintain records of work schedules and costs incurred by ESF 1 agencies during an event.
10. Evaluate the probability and time period of the recovery phase for the event. If a recovery phase is probable, begin pre-planning for recovery actions.
11. Anticipate, evaluate, and respond to all requests for air operations assistance pursuant to established procedures.
12. Identify temporary alternative transportation solutions that can be implemented when systems or infrastructure are damaged or unavailable.
13. Prepare and maintain maps for all modes of transportation.
14. Monitor the status of seaports, spaceport facilities, airports, navigable waterways, railway systems and tolls.

#### RECOVERY OBJECTIVES AND ACTIONS

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

#### **RESPONSIBILITIES**

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

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

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

#### **SUPPORTING AGENCIES**

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

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

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

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

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

- a. Assign FDEP personnel to the ESF 1 duty roster and schedule in the SEOC, as needed.

- b. Provide available and obtainable resources for the support of ESF 1 missions.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

- a. Assign USDOT and FHWA personnel to the ESF 1 duty roster and schedule in the SEOC and the TEOC.
- b. Monitor and report the status of and damage to the transportation system and infrastructure.
- c. Assist with the identification of temporary alternative transportation solutions to be implemented when primary systems or routes are unavailable or overwhelmed.
- d. Serve as the Air Operations Liaison until a representative from the FAA is available in person to serve in this role.
- e. Coordinates federal regulatory waivers and exemptions.

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

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

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

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

## **FINANCIAL MANAGEMENT**

### **Documentation of Incurred Costs**

- a. Each ESF 1 agency that has an automated financial management system will utilize that system to capture the incurred costs of available and contracted resources used during the preparedness, response, recovery, and mitigation/redevelopment activities of an emergency, disaster, or exercise.
- b. All agencies that do not have an automated financial management system will utilize its normal financial management procedures to capture and document incurred costs. All automated financial management systems that are used to

document incurred costs must comply with applicable agency, state, and federal guidelines, rules, standards, and laws. This understanding is based on the knowledge that any reimbursement of incurred costs must be eligible.

#### Notification of Incurred Costs

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

#### Transportation Equipment and Facilities Pool

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

- a. Buses of various types and sizes, with drivers, to be used for evacuations and other logistical transportation missions;
- b. Passenger and utility vans of various types and sizes, with and without drivers, to be used for evacuations and other logistical transportation missions;
- c. Vehicle repair facilities, equipment, and personnel to be used for repairs to various types of emergency vehicles;
- d. Fleet parking and storage areas to be used for the staging, parking, and storage of various types of emergency vehicles, and
- e. Motor pool and vehicle service facilities and personnel to be used for refueling and servicing various types of emergency vehicles.

### **REFERENCES AND AUTHORITIES**

#### **A. HOMELAND SECURITY PRESIDENTIAL DIRECTIVES/PRESIDENTIAL POLICY DIRECTIVES**

- HSPD 5
- PPD-8

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

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

#### **C. FLORIDA STATUTES**



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

## APPENDIX II: EMERGENCY SUPPORT FUNCTION 2 - COMMUNICATIONS

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

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

### I. INTRODUCTION

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

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

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

#### B. ORGANIZATION

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

#### C. OPERATIONAL OBJECTIVES

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

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

## 2. Response

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

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

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

### 3. Recovery

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

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

quasi-governmental, and volunteer agencies as required.

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

#### 5. Mitigation

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

### D. DIRECTION AND CONTROL

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

## III. RESPONSIBILITIES

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

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

**B. SUPPORT AGENCIES**

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

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

**IV. FINANCIAL MANAGEMENT**

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

## V. REFERENCES AND AUTHORITIES

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

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



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

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

**SUPPORT AGENCIES:**

STATE AGENCIES

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

FEDERAL AGENCIES

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

### PURPOSE

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

### SCOPE

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

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

### POLICIES

Upon activation of the SEOC, in response to an event or incident impacting the state, the ESF 3 primary and supporting agencies will assign personnel to the SERT at the SEOC. ESF 3 is designed and structured to respond and report directly to the SERT Infrastructure Branch Director, who in turn, reports to the SERT Operations Section Chief (*see the State Comprehensive*

*Emergency Management Plan (CEMP), Basic Plan, Concept of Operations*). To efficiently and effectively perform the duties, responsibilities and activities reserved to ESF 3, the primary and supporting agencies will ensure the following policies, guidelines and principles are demonstrated:

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

## **CONCEPT OF OPERATIONS (CONOPS)**

### **A. GENERAL**

- Mission assignments for public works support are tasked by the SERT Infrastructure Branch to ESF 3 for action;
- ESF 3 communications are established, maintained and coordinated with ESF 5 (Information & Planning) to facilitate the expeditious and accurate exchange of information necessary to conduct mission management activities;
- ESF 3 receipt and reporting of assessment and status information is coordinated with ESF 5, ESF 7 (Resource Support), FDOT Central Office, state and federal agencies, and other emergency management as required.
- ESF 3 provides a structure for managing and coordinating the complex operations of the state's public works system. This includes:
  - Coordination of evacuation and re-entry efforts;
  - Coordination of resource deployment into and out of the incident area;
  - Coordination of facilities recovery, restoration, safety and security;
  - Coordination of the movement, or restricting the movement, of individuals, personnel and goods, as necessary.

- ESF 3 resources are provided through the State Emergency Operations Center (SEOC) when activated, or coordinated through the FDOT Emergency Management Duty Officer;
- ESF 3 may obtain resources through member agency contractors, vendors, and suppliers. Resources may also be obtained from local, state, regional, national, and public and private associations or groups;
- ESF 3 resources may be used to:
  - Provide public works support to other ESFs;
  - Provide information and support to entities conducting evacuation and re-entry efforts;
  - Monitor, control, and coordinate all requests for assistance for public works and facilities;
  - Provide infrastructure status reports for all impacted public works facilities;
  - Identify temporary alternative solutions that can be implemented when systems or infrastructure are damaged or unavailable;
  - Provide critical public works, water treatment facilities and other relevant maps, when requested;
  - Identify, assess, and prioritize repairs of damage sustained to public works facilities and infrastructure, and;
  - Prioritize and initiate emergency work to clear debris and obstructions from, and make emergency repairs to, the multi-modal transportation infrastructure.

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

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

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

1. Coordination of state and federal assets in support of staging and preparation of public works facilities to fulfill mission assignments in support of the SERT and all ESFs when required;
2. Coordination of support to the appropriate state, local, and tribal entities regarding the movement of people and goods to, from, and within the impacted area(s), and providing information regarding issues such as movement restrictions, critical facilities closures, and evacuations.
3. Coordination of the administrative support of individuals involved in regional emergency operations and for managing all financial transactions undertaken through mission assignments to ESF 3.

## **B. ORGANIZATION**

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

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

### **C. DIRECTION AND CONTROL**

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

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

FIELD OPERATIONS. ESF 3 primary and supporting agency resources will coordinate with and assist the SERT in Field Operations efforts if necessary. Examples of the types of field operations teams that may be supported include, but are not limited to:

- SERT Air Operations Branch
- Forward SERT (FSERT)
- SERT Incident Management Team (IMT)
- SERT Joint Information Center (JIC) (ESF 14)
- Preliminary Damage Assessment (PDA) Team
- Joint Field Office (JFO)
- Disaster Recovery Centers (DRC)
- Intrastate and/or interstate mutual aid assistance teams

### **D. NOTIFICATIONS**

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

- The State Watch Office (SWO) will notify the FDOT Duty Officer when a threat, event or incident that will potentially impact the state is occurring or has occurred; the FDOT

- Duty Officer will, in turn, notify the FDOT Emergency Coordination Officer (ECO), if not already notified.
- The FDOT Duty Officer, at the direction of the FDOT ECO, will notify designated ESF 3 personnel to report to the SEOC as directed by the SERT and upon notification by the SWO;
  - As warranted by the scope of the impending event, the FDOT ECO, or designee, will notify the appropriate supporting agencies and request necessary support;
  - The supporting agencies designated to report to the SEOC will notify their agencies and emergency management partners, and;
  - The designated support agencies will report to the SEOC, or provide support remotely, and ensure the necessary staffing for the remainder of the activation or until released by the FDOT ECO.

## **E. OBJECTIVES AND ACTIONS**

### PREPAREDNESS - OBJECTIVES AND ACTIONS

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

### RESPONSE – OBJECTIVES AND ACTIONS

1. Evaluate and task public works requests to the appropriate supporting agency.
2. Evaluate damage to infrastructure and conduct impact assessment in the threatened and/or impacted area(s) as appropriate and task personnel for response and recovery work.
3. Support the SERT's field operations in addition to SEOC operations.
4. Support requests and directives leading to, and resulting from, Presidential and Gubernatorial Executive Orders and Declarations and requests for federal assistance.
5. Provide information to be included in briefings, situation reports, and/or action plans.
6. Activate the "Notifications" sequence listed in Section D (Notifications) above.
7. Assign and schedule sufficient ESF 3 personnel to cover an activation of the State Emergency Operations Center for an extended period of time.
8. Contact ESF 3 counterparts in the threatened or impacted county(s) according to established procedures.

9. Maintain records of work schedules and costs incurred by ESF 3 agencies during an event.
10. Evaluate the probability and time period of the recovery phase for the event. If a recovery phase is probable, start pre-planning for recovery actions.

#### RECOVERY OBJECTIVES AND ACTIONS

1. Evaluate and task public works support requests for impacted areas.
2. Provide information to be included in SEOC briefings, situation reports, and/or action plans.
3. Support the establishment of staging areas, distribution sites, Joint Field Offices (JFOs), Disaster Recovery Centers (DRCs), Joint Information Centers (JICs), and other local, state, and federal recovery facilities in the impacted area.
4. Support the deployment of field operations teams and other emergency workers in the impacted area.
5. Coordinate with Federal ESF 3 personnel.
6. Prepare and maintain maps for all state public works facilities in impacted areas.
7. Assign and schedule sufficient personnel to cover an activation of the SEOC, as needed, throughout the recovery phase.
8. Maintain records of work schedules and costs incurred by ESF 3 agencies during an event.
9. Seek information concerning the projected date the SEOC will deactivate.
10. Monitor the status of the state's and other public works facilities

## **RESPONSIBILITIES**

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

1. Coordinate all ESF 3 administrative, management, planning, training, preparedness, response, recovery, and mitigation/redevelopment activities.
2. Assign FDOT personnel to the ESF 3 duty schedule in the SEOC.
3. Provide available and obtainable resource support for the ESF 3 mission, to include:
  - a. Supporting the activation of evacuation plan(s) in a timely manner after notice of an evacuation order;
  - b. Providing the SERT, including deployed personnel, maps for all modes of transportation;
  - c. Identifying temporary alternative solutions that have been implemented when systems or infrastructure are damaged or unavailable and update as system is restored.
  - d. Providing staffing and resources necessary to conduct impact assessment of the impacted area, and;
  - e. Providing engineering, technical, and specialty support and coordination.

### **SUPPORT AGENCIES**

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

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

**Florida Department of Corrections (FDC)**

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

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

- a. Provide a DEP liaison to support restoration of state regulated Community Water Systems (CWS) and Domestic Wastewater (DW) Systems via coordination with ESF 10.
- b. Provide available and obtainable public works resources for the support of ESF 3 missions.
- c. Provide technical and specialty support and coordination.

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

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

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

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

**Florida Water Management Districts (WMDs)**

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

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

- a. The National Oceanic and Atmospheric Administration (NOAA) is assigned responsibility for supporting response to navigation emergencies through the NRF, Federal Emergency Support Functions (ESF); ESF 3 – Public Works, and ESF 10 – Oil and Hazardous Material Response, require NOAA to provide emergency hydrographic surveys, search and recovery, obstruction location to assist safe vessel movement, and vessel traffic rerouting in ports and waterways. In addition, NOAA's Office of Coast Survey supports the United States Coast Guard (USCG) and other authorities in response to significant transportation disruptions by providing expertise and conducting underwater obstruction surveys to search for dangers to navigation.
- b. Post storm recovery surveys are typically a group effort by the U.S. Army Corps of Engineers (USACE), NOAA, and other available survey assets that may be in the

area. Coordination for high impact events is led by the local USCG Maritime Transportation System Recovery Unit (MTSRU). Lesser impact events are coordinated by a Port Recovery Team, Harbor Safety Committee, USCG staff, or Pilots Association. The Federal Emergency Management Administration (FEMA) will stand up essential support function coordination during presidentially declared disasters, but FEMA does not play a coordination or leadership role in post-storm obstruction surveys. NOAA assets typically augment the USACE efforts in federally maintained channels and provide coverage for the waterways USACE assets and their contractors are not authorized to survey.

- c. The USCG stands up a MTSRU when a significant transportation disruption occurs or is anticipated. The MTSRU is part of the Incident Command Center (ICC), either as a unit of the Planning Section or as part of the Command Staff. As a member of the MTSRU a NOAA Navigation Manager is a member of the MTSRU, leads the NOAA coordination with the various federal agencies, local, state, and port officials involved in the response. Navigation Managers provide technical expertise and an operational background to facilitate survey planning and management.
- d. NSD can provide a Strike Team (multiple units with a leader) or Single Resource to assist in surveying the affected area or port. The Single Resource NOAA provides to the ICC is typically a Navigation Response Team (NRT). If a Strike Team is provided, typically several NRTs with an operations manager are deployed. Other NOAA assets such as Office of Marine and Aviation Operations (OMAO) ships and aircraft, a Mobile Integrated Survey Team (MIST), NOAA contracted survey assets, or an autonomous underwater vehicle (AUV) can be provided to participate in the response. This broad range of response options is continually assessed, along with U.S. Army Corps of Engineers (USACE) and other outside NOAA capability, to ensure a response is quickly and efficiently executed without duplication of effort and excessive cost
- e. NRTs are the most common NOAA asset used to respond to events where a hydrographic survey is required. An NRT is a highly mobile survey asset consisting of a 30' trailer-able survey vessel, three hydrographers, and an office trailer. The vessel is outfitted with multi-beam echo sounder and side scan sonar equipment. The office trailer contains processing computers, generators, and plotters needed to complete survey work and produce final products in remote areas. Each NRT regularly moves around their region of the country conducting survey operations for nautical chart verification and updates. The NRTs have the equipment and develop the skills necessary to respond to a navigational emergency during their daily operations.

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

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

#### **Civil Authorities**

1. PL 84-99 (Flood Control and Coastal Emergencies)



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

Stafford Act - USACE can be mission assigned by FEMA to support the state in the following areas if the state requires assistance.

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

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

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

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

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

## **FINANCIAL MANAGEMENT**

### **Documentation of Incurred Costs**

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

#### Notification of Incurred Costs

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

#### **REFERENCES AND AUTHORITIES**

**A.** HOMELAND SECURITY PRESIDENTIAL DIRECTIVES

- HSPD 5
- HSPD 8

**B.** FEDERAL REGULATIONS/GUIDANCE

- National Response Framework (NRF)
- National Incident Management System (NIMS)
- National Infrastructure Protection Plan (NIPP)
- National Disaster Recovery Framework (NDRF)

**C.** FLORIDA STATUTES

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

## APPENDIX IV: EMERGENCY SUPPORT FUNCTION 4 - FIREFIGHTING

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

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

### I. INTRODUCTION

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

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

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

#### B. ORGANIZATION

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

#### C. OPERATIONAL OBJECTIVES

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

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

**III. RESPONSIBILITIES**

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

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

**B. SUPPORT AGENCIES**

Agency	Responsibilities
<p><b>1. Florida Fire Chiefs' Association (FFCA)</b></p>	<p>Works with the Division of State Fire Marshal by forwarding requests for fire fighting assistance to the seven fire regional response zones designated in the State of Florida <i>Statewide Emergency Response Plan</i> (prepared by the FFCA).</p>
<p><b>2. Department of Agriculture and Consumer Services, Florida Forest Service</b></p>	<p>a. Serve as primary agency during an activation of the SEOC for a wildfire.                      b. Request and coordinate the use of all State and/or Forestry Agency Compact assets that are ordered for control of wildfires.</p>

#### IV. FINANCIAL MANAGEMENT

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

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

#### V. REFERENCES AND AUTHORITIES

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

## APPENDIX VI: ESF 6 - MASS CARE

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

**SUPPORT AGENCIES:** Agency for Persons with Disabilities, American Red Cross, Catholic Charities of Florida, Centers for Independent Living, Department of Corrections, Department of Economic Opportunity, Department of Education, Department of Elder Affairs, Department of Veterans' Affairs, Farm Share, Feeding Children Everywhere, Feeding Florida, Florida Baptist Convention, Florida Board of Governors, Florida's Access Coordinator, The Salvation Army and World Central Kitchen.

### I. INTRODUCTION

#### Purpose

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

#### Scope

Before and after disasters local, state, tribal, federal and non-governmental organizations (NGOs) work together to provide life-sustaining Mass Care and Emergency Assistance to disaster survivors. ESF 6 – Mass Care is a member of the Human Services Branch of Florida's State Emergency Response Team (SERT). ESF 6's three primary functions are:

1. **Mass Care:** Includes, but is not limited to, support of congregate, non-congregate and transitional sheltering, mass feeding (in the community and in shelters), distribution of emergency supplies, the reunification of children with their legal guardians and facilitating the ability of adults to disseminate post impact information related to their health and welfare to approved individuals.
2. **Emergency Assistance:** Includes, but is not limited to, support for individuals with disabilities and access and functional needs in congregate shelter facilities, support to children in disasters and the provision of human services during and after mass evacuations.
3. **Human Services:** Includes the coordination of select programs to assist disaster survivors. These programs include, but are not limited to, the Disaster Supplemental Nutrition Assistance Program (DSNAP), Disaster Unemployment Assistance and survivor case management.

### II. ASSUMPTIONS

- a. All disasters are local, but many require state assistance.
- b. The most readily available human resource in disasters is survivors. They

- are often first on the scene and can provide instant assistance to other survivors.
- c. A disaster can occur with little or no warning and can escalate more rapidly than the affected jurisdictions and local response organizations can manage.
  - d. Disasters will result in one or more of the following: loss of life, damage or destruction to public and private property, disruption of utilities (electric, telephone and water) and daily life activities, displacement of individuals and families, disruption of local services (sanitation, EMS, fire and police), shortages of temporary or permanent housing; damage or destruction to public and private records, impacts to the environment, and social and economic disruption.
  - e. Local government agencies will initiate actions toward saving lives and protecting property.
  - f. In their disaster response, counties will first use locally available resources. They will then request assistance from other counties through Florida's Statewide Mutual Aid Agreement (SMAA) before requesting State assistance.
  - g. State resources available to the SERT will be mobilized, as needed, to mitigate the impact of the emergency or disaster.
  - h. When state resources and capabilities are exhausted, additional resources will be requested through:
    - i. The Emergency Management Assistance Compact (EMAC).
    - j. FEMA through the Stafford Act.
  - k. In a catastrophic event, resource shortfalls at all levels of government will impact the effectiveness and efficiency of the response. The need for out-of-area resources will be significant.

### III. CONCEPT OF OPERATIONS

#### General

1. ESF 6 is composed of a variety of state agencies and NGOs. As noted previously, the Department of Business and Professional Regulation (DBPR) and the Department of Children and Families (DCF) are the two Primary Agencies for ESF 6. ESF 6 Support Agencies include, but are not limited to:
  - a. Agency for Persons with Disabilities (APD)
  - b. American Red Cross (ARC)
  - c. Catholic Charities of Florida (CC)
  - d. Centers for Independent Living (CIL)
  - e. Department of Corrections (DOC)
  - f. Department of Economic Opportunity (DEO)
  - g. Department of Education (DOE)
  - h. Department of Elder Affairs (DOEA)
  - i. Department of Veterans' Affairs (DVA)
  - j. Feeding Children Everywhere (FCE)
  - k. Feeding Florida (FF)
  - l. Florida Baptist Convention (FBC)
  - m. Florida Board of Governors (BOG)
  - n. Florida's Access Coordinator
  - o. The Salvation Army (TSA)
  - p. World Central Kitchen

2. ESF 6's initial disaster response activities shall focus on the immediate needs of the survivors, and on the safety of the responders.  
Recovery efforts shall be initiated concurrently with response activities.  
Regardless of the phase, all of ESF 6's Supporting Agencies shall:
  - a. Be prepared to provide trained staff to support ESF 6 activities.
  - b. Be prepared to provide ESF 6 with updates on their disaster related activities.
  - c. Be prepared to conduct their disaster related activities in accordance with applicable laws and rules, ESF 6's Standard Operating Guide and their own existing plans or authorities.
  
3. When deemed necessary by the SERT, ESF 6 shall activate in full or part. Depending upon the disaster, ESF 6 Primary, Support Agencies and NGOs shall provide personnel to staff the State Emergency Operations Center (SEOC), as needed and as available. These same organizations shall also provide resources, as needed and as available, to help meet the needs of disaster survivors. Upon verification that the SERT no longer requires Mass Care support, ESF 6 staff and resources will be de-mobilized in an orderly manner.  
As appropriate, ESF 6 coordinates its activities with:
  - a. ESF 6 Support Agencies.
  - b. Other members of the SERT. This includes but is not limited to: ESF- Health and Medical, ESF 11 - Food and Water, ESF 13 Military Support, ESF 15 - Volunteers and Donations, ESF 17 - Animal Protection, ESF 18 - Business, Industry and Economic Stabilization, and SERT Logistics.
  - c. The Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA), who provide Federal resources to assist and augment Florida's Mass Care capabilities.
  - d. NGOs that provide assistance and augment the State's Mass Care activities with Mass Care resources.
  - e. The private sector.

### **Structure**

1. County Response: Mass Care and Emergency Assistance activities are coordinated according to each individual county's Comprehensive Emergency Management Plan.
2. State Response: When activated, and as needed, trained representatives from select ESF 6 partner agencies and NGO's shall:
  - a. Report to the SEOC and prepare to support requests from appropriate sources for Mass Care, as well as Human and Emergency Services.
  - b. Perform other duties, as per applicable statute and rule, the ESF 6 Standard Operating Guide and in accordance with their organization's disaster protocols.



## Operational Priorities & Goals

1. Coordinate ESF 6 Activities
  - a. ESF 6 is a member of the SERT's Human Services' branch. And as such takes direction from, and coordinates its activities with, the Branch Director. This provides situational awareness for all involved parties, and ensures that ESF 6 activities are compatible with SERT goals and objectives.
  - b. Maintain a steady-state evaluation of Mass Care and Emergency Assistance capabilities, and available support resources.
  - c. Upon activation, immediately form a Mass Care and Emergency Assistance assessment team that is capable of calculating a disaster's operational requirements and shortfalls, and to request additional Federal/state resources, if needed.
  - d. Integrate and report the actions of ESF 6 Primary and Support Agencies, as appropriate.
  - e. Continually seek out new and innovative partners and processes that would enhance ESF 6's existing ability to provide life-sustaining goods and services to impacted populations.
  - f. Coordinate daily with appropriate agencies.
2. Support Mass Evacuation
  - a. Support the provision of feeding, hydration and other Mass Care services along evacuation routes, and at collection points.
  - b. Support the tracking of individuals that use government provided transportation during an evacuation.
  - c. Seek additional resources should available resources be insufficient to meet the existing needs.
  - d. Coordinate daily with appropriate agencies.
3. Support Disaster Shelter Operations
  - a. Immediately begin to assess, in coordination with involved sheltering agencies (American Red Cross, County Emergency Management, etc.), disaster shelter support requirements and shortfalls.
  - b. Provide resources, as needed, to support county shelter operations.
  - c. Provide support, in coordination with sheltering and other responsible agencies, for the needs of disabled survivors and those with access and functional needs.
  - d. Seek additional resources should available resources be insufficient to meet the existing needs.
  - e. Coordinate daily with appropriate agencies.
4. Support Disaster Feeding Operations
  - a. Immediately begin to assess, in coordination with responsible agencies, disaster feeding requirements and shortfalls.
  - b. Provide resources, as needed, to support ESF 6 mass feeding Support Agencies.
  - c. Seek additional resources should available resources be insufficient to meet the existing needs.
  - d. Coordinate the establishment and support of a targeted mass feeding infrastructure in the affected area.
  - e. Coordinate daily with ESF 6 Support Agencies.
5. Support Transition of Shelter Residents to Longer Term Housing
  - a. Support transition of General Population shelter occupants to suitable and

- sustainable longer term lodging solutions by working with the Division of Emergency Management's Recovery Section, and other partners.
- b. Support the efforts of the Centers for Independent Living, and other involved parties, to ensure that all possible avenues and options are explored before transitioning anyone to an institutional setting.
  - c. When needed, support the mobilization of Multi Agency Shelter Transition Teams (MASTT). Monitor, guide and provide reports on their activities.
  - d. Coordinate daily with appropriate agencies.
6. Support Transition to Long Term Feeding
- a. If applicable, coordinate the implementation of a Disaster Supplemental Assistance Program (DSNAP- disaster food stamp program) in eligible jurisdictions.
  - b. Support the disaster related long term feeding efforts of ESF 6 Support Agencies such as Feeding Florida, Farmshare and others.
  - c. When appropriate, coordinate the demobilization of the Mass Care feeding infrastructure in the affected area.
7. Support Disaster Family Reunification Services
- a. Assess the need for family reunification services and, if necessary, facilitate the activation of applicable reunification services.
  - b. Support the distribution of information regarding available reunification services.
  - c. Coordinate, as needed, with reunification resource providers.
8. Support Distribution of Emergency Supplies Operations
- a. Assess, in coordination with responsible agencies, the need for emergency supplies.
  - b. Provide resources, as needed, to support ESF 6 Support Agencies that distribute Emergency Supplies.
  - c. Seek additional resources should available resources be insufficient to meet the existing need.
  - d. Coordinate the distribution of emergency supplies in the affected area with ESF 6 Support Agencies.
9. Support Recovery Operations
- a. Provide Mass Care support to Disaster Recovery Centers/Essential Services Center/Family Assistance Centers/Multi-Agency Assistance Centers, as required.
  - b. Provide program staffing support to Disaster Recovery Centers, Essential Services Centers and Multi Agency Resource Centers as required.
  - c. As needed, support Disaster Case Management.

### **ESF 6 Policies**

1. ESF 6 will coordinate the delivery of services without regard to race, color, religion, nationality, sex, age, disability, limited English proficiency, or economic status when the needs of disaster survivors exceed local government capabilities.
2. Support resourcing to meet the needs of persons with disabilities and access and functional needs will be integrated into all aspects of ESF 6 operations. This includes, but is not limited to, the need for all disaster shelters to be accessible and available for persons with disabilities and functional needs.
3. ESF 6 uses the National Incident Management System (NIMS) and promotes adoption of NIMS by ESF 6 Support Agencies.
4. ESF 6 recognizes the FEMA Shelter Field Guide as a foundational standard for all

- phases and aspects of disaster sheltering. ESF 6 also encourages all sheltering organizations to incorporate the core concepts contained in the FEMA Shelter Field Guide into their disaster shelter training programs.
5. Florida's counties are responsible for inputting information about their jurisdiction's disaster shelter data into Florida's Division of Emergency Management's WebEOC Shelter Board:
  6. ESF 6 is responsible for providing information to the SERT as requested. Such information includes, but is not limited to:
    - a. Florida's counties are responsible for inputting information about their jurisdiction's disaster shelter data into Florida's Division of Emergency Management's WebEOC Shelter Board:
      - i. That information includes: the status, location and population of their disaster shelters.
      - ii. The counties are to then update this information as often as needed to provide the SERT and the public with timely and accurate information.
      - iii. ESF 6 shall be responsible for monitoring the status of this information, and shall assist counties with this function, if needed.
    - b. Reporting on the scope of Florida's mass feeding operations. This includes, but is not limited to,
      - i. The location of disaster field kitchens.
      - ii. Locations where partner distribution activities are occurring.
      - iii. The number of meals, shelf stable meals, snacks, bulk foodstuffs and water served per day.
        1. The county where those meals were served.
    - c. Reporting on the scope of Emergency Services to include, but not be limited to: support in disaster congregate shelter facilities for children, and for individuals with disabilities and access and functional needs.
    - d. Reporting on the scope of the delivery of other Human Services, such as family reunification and disaster recovery assistance programs.
    - e. The status of requests by SERT members for the use of public school, state college and university: facilities, buildings, grounds and/or equipment.

### **Preparedness Tasks**

1. In coordination with ESF 6 Support Agencies, develop and maintain plans for the provision of Mass Care, Emergency Assistance and Human Services to survivors.
2. Develop and maintain plans that help to support the availability of durable medical equipment (DME), consumable medical supplies (CMS) and other resources to meet Functional and Access Needs in General Population Shelters.
3. Develop and maintain plans for the activation and mobilization of ESF 6 personnel to support the SEOC and other facilities as needed.
4. Develop and maintain reference materials that will provide ESF 6 personnel with guidance regarding ESF 6 disaster functions and how to accomplish them.
5. Identify training options for ESF 6 personnel.
6. Develop and maintain plans to help support county actions related to the gathering of shelter information (locations, census counts, etc.).
7. Develop and maintain procedures to ensure that ESF 6 personnel assigned to the SEOC have adequate and operational:
  - a. Supplies.

- b. Equipment.
- c. Support systems.
- d. Training.

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

1. In the event that the State Emergency Operations Center (SEOC) is activated, the Emergency Coordination Officer (ECO) for DBPR, or his/her designated representative, assumes the position of Florida's State Mass Care Coordinator (SMCC). An organization chart is provided in the ESF 6 Standard Operating Guide (SOG).
2. The SMCC then ensures that there is an adequate amount of Mass Care staff in the SEOC as appropriate for each individual disaster. This may require contacting ESF 6 Support Agencies. It also may require the SMCC to seek staff augmentation through Florida's State Mutual Aid Agreement (SMAA), Emergency Management Assistance Compact (EMAC) and/or requests to FEMA Region IV.
3. The State Mass Care Coordinator coordinates with ESF 6 Support Agencies, in accordance with the ESF 6 Standard Operating Guide, in order to respond to resource requests from appropriate sources.

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

1. When required, DCF's ECO, or his/her designated representative, shall coordinate with select ESF 6 Support Agencies to provide representatives to staff the JFO.
2. ESF 6 representatives at the JFO shall perform their duties in accordance with applicable laws, rules, regulations and the ESF 6 Standard Operating Guide.

## **IV. PRIMARY AGENCY RESPONSIBILITIES**

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

1. Designate individuals as Emergency Coordination Officer and an Alternate Emergency Coordination Officer. These individuals must:
  - a. Have the knowledge and training to function as Florida's State Mass Care Coordinator.
  - b. Be able to perform the tasks indicated in this Appendix, and in the ESF 6 Standard Operating Guide.
  - c. Continuously carry electronic devices that allow them to respond to alerts, activations and disasters in a timely manner.
2. Revise the ESF 6 Appendix to the Comprehensive Emergency Management Plan (CEMP), in coordination with the appropriate support agencies, as required.
3. Produce, promulgate and update, as needed, a Standard Operating Guide for ESF 6 that standardizes and assigns responsibilities for completing recurring tasks.
4. Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure DBPR employee participation is consistent with DBPR and State of Florida policies.
5. Recruit and train personnel to adequately staff and operate ESF 6 during activations; with a priority towards tasks related to the Preparation and Response phases of emergency events.

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

1. Designate individuals as Emergency Coordination Officer and an Alternate Emergency Coordination Officer that have the knowledge and training necessary to perform the tasks indicated in this Appendix. These individuals must continuously carry electronic devices that allow them to respond to alerts by the State Watch Office.
2. Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure employee participation is consistent with Department of Children & Families and State of Florida policies.
3. Provide appropriate resources to the Joint Field Office, when activated, including personnel if deemed necessary by the Department of Children and Families (DCF) Secretary or if requested by State or Federal Emergency Management officials.
4. Upon approval by the U.S. Department of Agriculture and its subunit, the Office of Food and Nutrition Services, DCF shall activate and manage the Disaster Supplemental Nutrition Assistance Program (DSNAP). This program provides benefits to survivors in order to supplement income for families that are not currently enrolled in the Supplemental Nutrition Assistance Program (SNAP) program, and that are negatively impacted by the effects of a disaster through loss of food due to power loss, income loss or damages to their residence.
5. ESF-6 Recovery Lead will coordinate with DEM Recovery and with ESF-6 Support Agencies to assist in providing staffing at Disaster Recovery Centers or other assistance centers as needed based on the scope of the event.

**V. ESF 6 SUPPORT AGENCY RESPONSIBILITIES****American Red Cross (ARC)**

1. Respond to disasters in Florida by conducting Mass Care, Damage Assessment, Client Assistance and Disaster Health and Mental Health Services activities in accordance with American Red Cross policies, procedures and Fundamental Principals.
2. Upon request, provide a Government Liaison to staff the State Emergency Operations Center.
3. Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure employee participation is consistent with American Red Cross and State of Florida policies.
4. Provide timely information to ESF 6 regarding the American Red Cross' disaster related activities.

**Agency for Persons with Disabilities (APD)**

1. Coordinate with federal, state and local agencies, as well as non-governmental organizations, to provide assistance and resources to individuals served by APD, as well as the providers who serve them.
2. Provide trained personnel to support ESF 6 upon activation of the State Emergency Operations Center, as needed and as available. Ensure employee participation is consistent with Agency for Persons with Disabilities and State of Florida policies governing this activity.
3. Provide timely information to ESF 6 regarding the Agency for Persons with

- Disabilities' disaster related activities.
4. Collaborate with ESF 6 partner agencies to promote mass care, emergency assistance and human services in support of individuals with disabilities.

### **Catholic Charities of Florida (CC)**

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

### **Centers for Independent Living**

1. Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure employee participation is consistent with Centers for Independent Living and State of Florida policies governing this activity.
2. Develop and maintain plans that help to support the availability of durable medical equipment (DME), consumable medical supplies (CMS) and other resources to meet Functional and Access Needs in General Population Shelters for those impacted by disasters.
3. Provide timely information to ESF 6 regarding the Centers for Independent Living's disaster related activities.

### **Department of Corrections (DOC)**

1. Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure employee participation is consistent with Department of Corrections and State of Florida policies governing this activity.
2. If necessary, coordinate with ESF 6 for the preparation of disaster related meals.

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

1. When requested by the SERT Chief, request federal funds and authority to administer the National Dislocated Worker Grants Program and other programs intended to provide temporary jobs to assist local communities that received substantial damage caused by major disasters.
2. Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure employee participation is consistent with Department of Economic Opportunity and State of Florida policies governing this activity.
3. When requested by the SERT Chief, request federal funds and authority to administer the payment of Disaster unemployment assistance to individuals whose employment or self-employment has been lost or interrupted as a direct result of a major disaster declared by the President.
4. Provide timely information to ESF 6 regarding the Department of Economic Opportunity's disaster related activities.

**Department of Education (DOE)**

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

**Department of Elder Affairs (DOEA)**

1. Coordinate with federal, state and local agencies, as well as Non-Governmental Organizations, to address the needs of elderly populations, in assisted living, long term care facilities and aging in place in residential communities.
2. The Department of Elder Affairs ECO serves as the liaison to the State Emergency Operations Center (SEOC) to direct and coordinate the response and recovery efforts for elders needing assistance following an emergency event.
3. Serve as the primary liaison with the Area Agencies on Aging, Comprehensive Assessment and Review for Long Term Care Services (CARES) State and Regional Offices, State and District Ombudsman offices, the Serving the Health Insurance Needs of Elders (SHINE) program and Department of Elder Affairs program offices to ensure that elders currently receiving services are contacted pre and post disaster to ensure the feasible delivery of services and continuity of care.
4. Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure employees' participation is consistent with Department of Elder Affairs and State of Florida policies governing this activity.
5. Provide timely information to ESF 6 regarding the Department of Elder Affairs' disaster related activities.

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

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

**Farm Share (FS)**

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

**Feeding Children Everywhere (FCE)**

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

**Feeding Florida (FF)**

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

**Florida's State Access Coordinator**

1. Respond to disasters by providing information and guidance regarding the needs of persons with disabilities and access and functional needs.
2. Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure employee participation is consistent with Department of Health and State of Florida policies governing this activity.
3. Participate as a Subject Matter Expert in conference calls, statewide meetings, planning initiatives and/or exercises.
4. Develop, review and contribute resources that will help meet the disaster related needs of persons with disabilities and access and functional issues.

**Florida Baptist Convention (FBC)**

1. Respond to Florida disasters by conducting Mass Care in accordance with the Florida Baptist Convention's policies and procedures and the ESF Standard Operating Guide.
2. Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center. Ensure employee participation is consistent with



- Florida Baptist Convention and State of Florida policies governing this activity.
3. Provide timely information to ESF 6 regarding the Florida Baptist Convention's disaster field activities.

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

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

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

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

#### **World Central Kitchen (WCK)**

1. Respond to Florida disasters by conducting Mass Care activities in accordance with the World Central Kitchen policies and procedures.
2. Be prepared to provide trained personnel to ESF 6 upon activation of the State Emergency Operations Center, as needed and as available. Ensure employee participation is consistent with World Central Kitchen and State of Florida policies governing this activity.
3. Provide timely information to ESF 6 regarding the World Central Kitchen's disaster related activities.

### **V. FINANCIAL MANAGEMENT**

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

NGO's and voluntary organizations should document their disaster activities during response and recovery. This information should contain the number and type of employees and resources provided, by county, and the hours that they were provided. This information should then be provided to the appropriate county or state authority to be used to mitigate FEMA required cost shares.

## **VI. REFERENCES AND AUTHORITIES**

1. National Response Framework, Emergency Support Function 6 Mass Care, Emergency Assistance, Housing, and Human Services
2. Chapter 252, Florida Statute
3. Florida's Comprehensive Emergency Management Plan
4. State of Florida, ESF 6 Standard Operating Guide
5. State of Florida, Multiagency Feeding Plan
6. State of Florida, Multiagency Shelter Plan

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

**PRIMARY AGENCY:** Department of Management Services

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

### I. INTRODUCTION

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

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

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

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

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

**B. ORGANIZATION**

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

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

**C. NOTIFICATION**

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

**D. OPERATIONS OBJECTIVES**

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

(FESN) list of suppliers who have agreed to make all reasonable efforts to ensure that goods and services remain available during emergencies.

- f. Maintain and update the Florida Emergency Purchasing Network (FEPN) list of purchasing professionals from state agencies and local governments who have offered to assist other agencies during emergencies.
- g. Provide public procurement professional development to purchasing personnel throughout the cities and counties of Florida.

## 2. Response

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

## 3. Recovery

- a. Support the Division of Emergency Management's Logistics Section with providing logistics support for staff movement, procuring equipment after disaster events, deploying staff to a

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

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

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

### **III. RESPONSIBILITIES**

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

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

## **B. SUPPORT AGENCIES**

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

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

## **IV. FINANCIAL MANAGEMENT**

### **A. NOTIFICATION AND TRACKING**

1. The DMS Budget Officer is notified when the SEOC is activated. Expenditures for cost recovery are documented during the incident and after the incident period. The ECO and the Emergency Management Support Function Lead work with ESF 7 personnel in notifying the DMS Budget and Financial sections of expenditures based on standard accounting procedures.
2. Each support agency is responsible for tracking its own costs associated with ESF 7 operations, using the standard procedures established by the support agency's standard accounting and tracking procedures. In concurrence with the SEOC, each support agency will file for reimbursement of the costs it incurs through its own agency's accounting and reimbursement filing system.
3. Each support agency is responsible for monitoring staff hours using its own

tracking system, and requesting financial reimbursement for staff hours incurred in association with ESF 7 operations

4. All requests for resource management must originate through the SEOC WebEOC system. Once entered into WebEOC and tasked, ESF 7 will initiate action. The SEOC WebEOC system will be used to provide a record of all payment to vendors.

## V. REFERENCES AND AUTHORITIES

### A. REFERENCES

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

### B. AUTHORITIES

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



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

**PRIMARY AGENCY:** Department of Health

**SUPPORT AGENCIES AND ORGANIZATIONS:**

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

### I. INTRODUCTION

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

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

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

## II. CONCEPT OF OPERATIONS

### A. GENERAL

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

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

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

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

The State ESF8 core mission concept of operations is to:

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

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

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

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

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

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

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



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

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

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

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

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

10. Support responder safety and health needs.

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

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

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

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

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

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

verifying and maintaining statewide situational awareness and resource management.

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

## ORGANIZATION

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

## C. OPERATIONAL OBJECTIVES

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

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

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

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

### 3. Recovery Objectives

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

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

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

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

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



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

### III. RESPONSIBILITIES

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

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

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

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

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

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

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

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

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

## 2. Agency for Persons with Disabilities

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

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

- f. Provide technical assistance on the development of emergency plans to APD-licensed residential facilities and clients receiving supported living services as necessary.
- f. Assist in the transition of APD clients out of emergency shelters as necessary following the disaster.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

## **10. State Fire Marshal**

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

## **11. Medical Examiners Commission**

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

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

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

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

## **13. State University Laboratories**

- a. Augment state laboratory surge.

## **14. Florida Hospital Association**

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

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

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

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

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

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

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

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

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

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

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

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

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



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

## **21. Florida Pharmacy Association**

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

## **IV: FINANCIAL MANAGEMENT**

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

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

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

### **A. SALARIES**

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

### **B. TRAVEL**

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

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

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

## V. REFERENCES AND AUTHORITIES

- A. Chap. 252, F.S., Emergency Management
- B. Chap. 404, F.S., Radiological
- C. Chap. 406.11, F.S., Medical Examiners
- D. Chap. 408, F.S., Health Care Administration
- E. Chap. 395, F.S., Hospital Licensing and Regulation
- F. Chap. 381, F.S., Public Health
- G. Chap. 943, F.S., Department of Law Enforcement
- H. Chap. 401, F.S., Medical Telecommunications and Transportation

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

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

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

### I. INTRODUCTION

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

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

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

#### B. ORGANIZATION

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

### C. OPERATIONAL OBJECTIVES

#### 1. Preparedness Objectives

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

#### 2. Response Objectives

- a. Activate a Search and Rescue Planning Team.
- b. Utilize the Florida Search and Rescue Concept of Operations Plans (Search and Rescue Assessment, Search and Rescue Management, Initial Recon/Search Team).
- c. Coordinate commitment of State and other resources from outside the impacted area through other agencies with search and rescue resources. This includes coordination of all FEMA US&R Task Forces deployed within the state.
- d. Transportation may be provided, if available, but, is usually the responsibility of the responding agency. This may require coordination with Emergency Support Function 1. In addition, resources may be pre-positioned as necessary (i.e. ahead of hurricanes where safe).
- e. Members of ESF 9 may serve the State Emergency Response Team in Field Operations (i.e., the State Management Team, Area Command, Preliminary Damage Assessment Team, Joint Field Office operations, Recovery Center operations, intrastate and/or interstate mutual aid assistance, etc.).

#### 3. Recovery Objectives

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

### III. RESPONSIBILITIES

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

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

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

**B. SUPPORT AGENCIES**

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

**IV. FINANCIAL MANAGEMENT**

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

**A. SALARIES**

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

**B. TRAVEL**

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

**C. EQUIPMENT**

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

**D. MATERIALS**

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

**V. REFERENCES AND AUTHORITIES:**

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

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

**PRIMARY AGENCY:** Department of Environmental Protection

**SUPPORT AGENCIES AND ORGANIZATIONS:**

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

**ADDITIONAL SUPPORT AGENCIES AND ORGANIZATIONS:**

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

### **I. INTRODUCTION**

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

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

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

#### **A. GENERAL**

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

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

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

## **B. ORGANIZATION**

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

## **C. OPERATIONAL OBJECTIVES**

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

### **1. Preparedness Objectives**

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



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

## 2. Response Objectives

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

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

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

### 3. Recovery Objectives

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

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

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

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

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

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

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

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

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

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

1. During activations of the SERT, ESF 10 activities will be coordinated from the SEOC.
2. Emergency Support Function 10 actions are coordinated through DEPs ECO.
3. During non-emergencies, DEPs ECO is responsible for planning, training, equipping and exercising activities of ESF 10.
4. OER maintains the all hazards Emergency Response Plan to coordinate State resources and is in compliance and compatible with the NRF, the National Contingency Plan, the Regional Contingency Plan, the Area Contingency Plans and the State of Florida CEMP.

5. ESF 10 supports field Operations coordinated from the SEOC that includes FSERT, RECON Teams, JFO Operations, and EMAC requests.
6. Should federal assistance be necessary, ESF 10 coordinates federal assistance through the State Coordinating Officer (SCO) and the Federal Coordinating Officer (FCO) and Federal OSC in compliance with the Federal Response Plan and National Contingency Plan (NCP).

### **III. RESPONSIBILITIES**

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

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

**B. SUPPORT AGENCIES**

Agency	Responsibilities
<p><b>1. Division of Emergency Management (DEM)</b></p>	<ul style="list-style-type: none"> <li>a. Establish and maintain direct communication and coordination with local government units and/or citizens affected by a major discharge, natural disaster, or pollution incident. These actions will be taken in accordance with the State CEMP.</li> <li>b. Serve as the State notification point for all releases or discharges.</li> <li>c. Coordinate assistance from other State Agencies as requested by DEP.</li> <li>d. Provide generators via the Logistics branch to support drinking and waste water facilities once FlaWARN and the their mutual aid capability is capped.</li> </ul>
<p><b>2. Department of Transportation (DOT)</b></p>	<ul style="list-style-type: none"> <li>a. Upon issuance of an Executive Order by the Governor, suspend tolls on State highways to facilitate traffic movement.</li> <li>b. Determine load variances on State roads to assist with the movement of heavy equipment during an oil or hazardous material spill event.</li> <li>c. Coordinate and assist with the containment and cleanup of any discharge that occurs on a State maintained road or right-of-way.</li> <li>d. Upon the issuance of an Executive Order by the Governor, provide vehicles and drivers to be used in the transporting of debris from the scene, to staging or disposal sites.</li> <li>e. Coordinate and assist with the delivery of bulk absorbents to the scene of a pollutant or hazardous material discharge incident that occurs on, or may impact, a state road or right-of-way.</li> </ul>
<p><b>3. Department of Highway Safety and Motor Vehicles (HSMV)</b></p>	<ul style="list-style-type: none"> <li>a. Provide traffic supervision and control for all surface transportation routes adversely affected by a pollutant or hazardous material incident.</li> <li>b. Provide security and crowd control within the affected area of the pollutant or hazardous material incident.</li> <li>c. Provide vehicle escort service for heavy over-the-road shipments of containment and/or cleanup equipment.</li> <li>d. Make available the use of aircraft assigned to HSMV.</li> </ul>
<p><b>4. Florida Department of Law Enforcement (FDLE)</b></p>	<ul style="list-style-type: none"> <li>a. Provide assistance with conducting criminal investigations at the site of a pollutant or hazardous substance discharge incident.</li> <li>b. Provide general site security and control.</li> <li>c. Coordinate law enforcement support for DEP hazardous materials assessment teams making entry into the impact area.</li> </ul>
<p><b>5. Department of Military Affairs</b></p>	<ul style="list-style-type: none"> <li>a. Upon request of the Governor, provide predetermined staff and logistical support for the containment and cleanup of a pollutant incident.</li> <li>b. Upon request of the Governor, provide water tankers and tractors during a pollutant or hazardous material discharge incident, or a natural disaster.</li> <li>c. Provide assistance from the Forty-fourth or 48th Civil Support Team when activated.</li> </ul>

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

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



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

**C. OTHER GOVERNMENT AGENCIES**

**1. Federal Government Responsibility**

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

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

- The United States Coast Guard
- U.S. Environmental Protection Agency
- U.S. Department of Agriculture
- U. S. Department of Commerce
- U. S. Department of Defense
- U. S. Department of Energy
- U. S. Department of Health and Human Services
- U. S. Department of Interior
- U. S. Department of Justice
- U. S. Department of Labor
- U. S. Department of State
- U. S. Department of Transportation
- Federal Emergency Management Agency
- General Services Administration
- Nuclear Regulatory Commission
- Tennessee Valley Authority

- State of Alabama
- State of Florida
- State of Georgia
- Commonwealth of Kentucky
- State of Mississippi
- State of North Carolina
- State of South Carolina
- State of Tennessee

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

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

## **2. Local Government Responsibility**

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

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

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

## **IV. FINANCIAL MANAGEMENT**

DEP is responsible for managing the financial affairs of ESF 10 during activation. Travel and Operational expenses incurred prior to a disaster declaration, or during meetings, briefings or

training events by ESF 10 and any supporting agencies or organizations may be the responsibility of those agencies and organizations unless agreed to in advance. ESF 10 and supporting agencies and organizations shall maintain adequate personnel and financial records in the event reimbursement is available in the future.

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

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

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

Specific reimbursable items are:

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

## V. REFERENCES AND AUTHORITIES

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

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

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

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

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

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

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

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

### I. INTRODUCTION

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

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

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

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

## **B. ORGANIZATION**

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

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

## **C. OPERATIONAL OBJECTIVES**

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

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

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



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

**D. DIRECTION AND CONTROL**

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

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

### **III. RESPONSIBILITIES**

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

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

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

1. American Red Cross

- a. Assist in identifying and assessing the requirements for food on a two-phase basis: critical emergency needs immediately after the disaster and long-term sustained needs after the emergency phase is over.
  - b. Assist with the distribution of coordinated disaster relief supplies.
  - c. When USDA food inventory is not sufficient to provide the feeding requirements, the American Red Cross will execute it's standing agreements with various vendors to support.
  - d. Provide meal counts by county daily through ESF 6.
2. Department of Children and Families
- a. Authorize and coordinate the issuance of Disaster Supplemental Nutrition Assistance Program benefits (D-SNAP).
3. School Districts (School Nutrition Services)
- a. Provide inventories of readily identifiable USDA food supplies available in their warehouses.
  - b. School Nutrition Services Directors in the impacted counties will work with ESF 11 to provide available USDA food to designated disaster feeding organizations.
  - c. Report quantities and types of USDA Foods utilized for disaster feeding to appropriate FDACS staff after the disaster.
4. The Salvation Army
- a. Assist in identifying and assessing the requirements for food on a two-phase basis: critical emergency needs immediately after the disaster and long-term sustained needs after the emergency phase is over.
  - b. Assist with the distribution of coordinated disaster relief supplies.
  - c. Per established agreements with private vendors, supplement USDA food inventory.
  - d. Provide meal counts by county daily through ESF 6.
5. Department of Business and Professional Regulation
- a. Report the locations, status, and populations of all shelters

in the state.

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

#### IV. FINANCIAL MANAGEMENT

##### A. DOCUMENTATION OF EXPENDITURES

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

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

**B. COMMUNICATING EXPENDITURES TO THE AGENCY**

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

## APPENDIX XII: EMERGENCY SUPPORT FUNCTION 12 - POWER

**PRIMARY AGENCIES:** Public Service Commission

**SUPPORT AGENCIES, ORGANIZATIONS AND UTILITIES:**

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

### I. ESF-12 POWER INTRODUCTION

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

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

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

### II. ESF-12 POWER CONCEPT OF OPERATIONS

#### A. GENERAL

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

#### B. ORGANIZATION

1. The PSC is the lead agency for Emergency Support Function 12-Power. Other agencies and entities supporting ESF 12-Power:

- Nuclear Regulatory Commission
- The Florida Reliability Coordinating Council
- Florida Rural Electric Cooperative Association
- Florida Municipal Electric Association
- Investor Owned Electric Utilities
- Natural Gas Operators
- Florida Department of Environmental Protection
- Department of Health (Nuclear)

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

### **C. OPERATIONAL OBJECTIVES**

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

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

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

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

### **III. ESF-12 POWER RESPONSIBILITIES**

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

The Public Service Commission:

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



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

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

## **V. REFERENCES AND AUTHORITIES**

Emergency Support Function 12, Energy Annex,  
Procedures for Response to an Energy Emergency  
National Response Framework  
Chapter 252, Florida Statutes  
377.703 (2)(a) Florida Statutes  
377.701 Florida Statutes  
377.701(2)(b) Florida Statutes  
377.703 (2)(m) Florida Statutes  
526.143(2) Florida Statutes  
526.143(3) Florida Statutes  
Rule 25-6.0183, Florida Administrative Code  
Rule 25-6.0185, Florida Administrative Code  
366.05, Florida Statutes  
366.04, Florida Statutes  
368, Florida Statutes

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

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

**SUPPORT AGENCY:** None

### I. INTRODUCTION

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

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

**1. Mission:**

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

**2. Execution:**

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

**3. Concept of Operations:**

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

**4. Executive Order:**

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

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

**5. Mission Assignment:**

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

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

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

**B. ORGANIZATION**

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

**C. NOTIFICATION**

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

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

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

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

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

The Florida National Guard conducts planning, coordination and training to be prepared to respond to natural or man-made emergencies. Major Commands (Army/Air) ensure training is coordinated and performed to prepare their forces to undertake assigned missions. The Florida National Guard prepares operational plans in preparation of providing support during different emergencies. The Florida National Guard is not the lead agency in any emergency response so the planning process must be a joint/inter-agency venture. The Florida National Guard publishes specific

plans and orders for each operation designating the task organization and operational areas for the specified mission. Missioned subordinate commands are tasked to perform further planning, coordination and to develop plans to support these specified missions. Day to day coordination with civil authorities is essential. The Florida National Guard must continually educate civil authorities on our capabilities and limitations. Florida National Guard Major Commands are also tasked with conducting State Emergency Response Team unique training, such as State Emergency Response Team Liaisons, Points of Distribution, Reconnaissance Teams and Logistical Staging Areas. The Florida National Guard trains throughout the year on its wartime mission which also increases the readiness of the Florida National Guard to conduct Defense Support to Civil Authorities.

## 2. Response

All Florida National Guard units are potentially available to support civil authorities during times of emergency. The Florida National Guard is task organized to support minor, major, or catastrophic emergencies/disasters. Task force organizational integrity will be retained when operational requirements permit. However, any Florida National Guard element may be modified to create special task force organizations and attached to other units to enhance the capability to provide greater support during major/catastrophic emergencies. Response operations focus on those life saving functions required by the population in the disaster area and generally follow the following steps:

- a. Activate the Joint Operation Center at Ensslin Armory in St. Augustine.
- b. Activate Emergency Support Function 13 at the State Emergency Operation Center.
- c. Activate planning cells throughout the State as needed.
- d. The Florida National Guard will task organized forces to accomplish assigned missions. Example of missions the Florida National Guard can provide during a state of emergency include:
  - Evacuation
  - Impact Assessment
  - Staffing State Emergency Operations Center
    - a. ESF13
    - b. Plans (ESF5, Recon, Meteorology)
    - c. Air Operations Branch Liaisons
    - d. ESF12 (Fuels) Liaison
    - e. Logistics
  - Recon
  - Search and Rescue
  - Debris removal

- Transportation of Supplies and Services
  - Points of Distribution
  - Communications
  - Clear Roads and Bridges
  - Aviation Operations
  - Law Enforcement and Security
  - Engineer Support
  - Logistical Staging Areas
  - Staffing Support to the State Logistics Response Center
  - Shelter Staffing Support
  - Civilian acquired skills
- e. Plan and initiate demobilization of Guard and equipment.
3. Recovery

Recovery operations begin the process of restoring community infrastructure and services to pre-disaster status.

- a. The Florida National Guard will continue to provide military support to lead agencies during the recovery phase until local/state agencies can sustain support on their own or services can be contracted to the civilian sector and the response is stabilized.
- b. The Florida National Guard forces will “right-size” as operations transition from the response to the recovery.

#### 4. Mitigation

Mitigation actions are not applicable to Emergency Support Function 13.

### E. DIRECTION AND CONTROL

1. **Adjutant General of Florida:**  
Command of the National Guard is exercised through the Adjutant General of Florida or his designated military representative at the Joint Force Headquarters located in St. Augustine. Command and Control is normally exercised from the Adjutant General of Florida through the Florida National Guard Joint Operations Center to the Major subordinate commands in accordance with the Florida National Guard Joint Operation Plan for Defense Support to Civil Authorities and Homeland Defense. Task Forces/Joint Task Forces created specifically for response to a disaster maintain the same command relationships as Major Commands.
2. **Emergency Management Assistance Compact:**  
Out-of-state National Guard units and organizations brought into the state through Emergency Management Assistance Compact will fall under the Command and Control of the Adjutant General of Florida. Specific guidance for Emergency Management Assistance Compact forces is

found both in Emergency Management Assistance Compact agreements and additional Memorandums of Agreement and/or Memorandums of Understanding mutually agreed to by both states' Adjutants General.

### **III. RESPONSIBILITIES**

#### **A. PRIMARY AGENCY – THE DEPARTMENT OF MILITARY AFFAIRS, FLORIDA NATIONAL GUARD**

1. Provide Emergency Coordinating Officer representation on the State Emergency Response Team.
2. Provide Defense Support to Civil Authorities on a mission request basis, within the Florida National Guard's capability, and within the limitations of existing state law, military regulations, and the applicable Governor's Executive Order.

#### **B. POLICIES**

In accordance with existing National Guard Bureau Regulations, it is understood that the primary responsibility for disaster relief shall be with local and/or state government, and those federal agencies designated by statute.

1. When the situation is so severe and widespread that effective response support is beyond the capacity of local and state government, and all civil resources have been exhausted, assistance is provided.
2. When required resources are not readily available from commercial sources, National Guard support will be furnished if it is not in competition with private enterprise or the civilian labor force.
3. National Guard resources will normally be committed as a supplement to civil resources that are required to cope with the humanitarian and property protection requirement caused by a civil emergency or mandated by law.
4. Assistance will be limited to the task that, because of experience and the availability of organic resources, the National Guard can accomplish more effectively and/or efficiently than other agencies.
5. When an emergency occurs and waiting for instructions from higher authority would preclude an effective response, a National Guard commander may do what is required and justified to save human life, prevent immediate human suffering, or lessen major property damage or destruction. The commander will report the action taken to higher military authority and to civil authority as soon as possible. Support will not be denied or delayed solely for lack of a commitment for reimbursement or certification of liability from the requester.

6. The National Guard will be employed with adequate resources to accomplish the mission when conducting civil disaster/emergency relief operations. The on-scene commander or the senior officer present will make that determination. Military support to civil authorities will terminate as soon as possible after civil authorities are capable of handling the emergency.
7. When a public service is lost or withdrawn, and an immediate substantial threat to public health, safety, or welfare is evident, the National Guard may be called to restore and/or continue that public service. It is desirable that supervisors, managers, and essential personnel of the public service are available to provide technical assistance to National Guard personnel. In the absence of key public service personnel, the state Adjutant General will make plans and coordinate with appropriate civil authorities to perform the mission within the capabilities and limitations of the National Guard.
8. The capability of the National Guard to assist in the restoration/continuation of public services depends primarily on the degree of military or civilian skills possessed by National Guard personnel.

#### **C. MILITARY CODE**

Chapter 250 of the Florida Statutes designates the Governor, as the Commander in Chief of all militia (Florida National Guard) of the state, to preserve the public peace, execute the laws of the state, and respond to State emergencies. The Governor, at his discretion may order all or part of the militia into active service of the state. Activation of the militia is accomplished through the issuance of a Governor's Executive Order.

### **IV. FINANCIAL MANAGEMENT**

The State Quartermasters Office, located at the St. Francis Barracks, St. Augustine, Florida, will deploy members of its office to the affected areas with the Task Force and the Staff Coordination and Assistance Team. These personnel track all state Active Duty expenses incurred by the Florida National Guard during state Active Duty. An estimated cost projection is kept for each and an accrued balance is reported to the Florida Division of Emergency Management budget agent.

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

#### **A. REFERENCES**

1. Department of Defense Directive 3025.12, Use of Military Resources during Peacetime Civil Emergencies within the U.S., Its Territories and Possessions.
2. National Guard Regulation 500-1, Defense Support to Civil Authorities.
3. Headquarters, Florida National Guard, Joint Operations Plan for Defense Support to Civil Authorities/Homeland Defense.



4. Chapter 23, F.S., Florida Department of Law Enforcement, Florida Mutual Aid Plan and the Florida Mutual Aid Act.
5. Memorandum of Agreement Between The State of Florida and The Department of Defense for the Use and Establishment of a Dual-Status Commander Pursuant to Title 32, U.S. Code

**B. AUTHORITIES**

1. Governor's Executive Order.
2. Chapter 250, Florida Statutes, Military Code.
3. Chapter 252, Florida Statutes, Emergency Management.
4. U.S. Code, Title 32

## APPENDIX XIV: EMERGENCY SUPPORT FUNCTION 14 – EXTERNAL AFFAIRS - PUBLIC INFORMATION

**PRIMARY AGENCY:** Executive Office of the Governor, Office of Communications

**SUPPORT AGENCIES:** Florida Division of Emergency Management, Office of External Affairs, Agency for Persons With Disabilities, Department of Business and Professional Regulation, Department of Children and Families, Department of Economic Opportunity, Department of Corrections, Department of Education, Department of Elder Affairs, Enterprise Florida, Department of Environmental Protection, Florida Department of Law Enforcement, Department of Health, Agency for Health Care Administration, Department of Highway Safety and Motor Vehicles, Department of Juvenile Justice, Department of Management Services, Department of Lottery, Department of Revenue, Department of State, Department of Transportation, Department of Veterans Affairs, Agency for Workforce Innovation, Florida National Guard, Florida Fire Chiefs' Association, and WFSU-TV / The Florida Channel.

### I. INTRODUCTION

The purpose of Emergency Support Function 14 (ESF 14) is to coordinate with state, local and federal partners to develop messaging for the Florida State Emergency Response Team (SERT), as well as to amplify local messaging that is critical for Floridians to prepare for, respond to, recover from and mitigate against an emergency or disaster. Providing clear and consistent direction to citizens before, during and following a disaster is key to emergency preparedness and response. ESF 14 disseminates information through a variety of means, including: press conferences, press releases, social media, FloridaDisaster.org information page and the State Assistance Information Line (SAIL).

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

ESF 14 is located in the State Emergency Operations Center (SEOC). The scope of information that must be provided to the media exceeds the resources of a single agency. Support from state agency communicators is critical. Information must be disseminated from a central source. ESF 14 serves as Florida's Joint Information Center (JIC).-This structure is consistent with the National Incident Management System (NIMS).

Should an event occur requiring the deployment of an Area Command or All Hazards Incident Management Team (AHIMT), a Public Information Officer (PIO) may be deployed.

ESF 14 disseminates information to the media and general public on all phases of an emergency or disaster event. Information regarding state actions and services during an event are collected from all SERT partners; messaging is coordinated with the Executive Office of the Governor. The SERT will support local jurisdiction messaging by amplifying via social media.

## **B. ORGANIZATION**

The Executive Office of the Governor (EOG), Office of Communications, will direct all ESF 14 operations, led by the Governor's Communications Director, through the Division of Emergency Management's (DEM) Communication's Director, or his or her designee.

At the direction of the Governor's Communications Office, or DEM's Office of External Affairs, state agency communications offices will provide staff and support to ESF 14 operations. ESF 14 will adhere to the following organization:

1. Agency communications staff will assist with incoming media requests for information, preparing for press conferences, drafting press releases and handling reporter and citizen calls.
2. ESF 14 will be responsible for activating and deactivating the SAIL. At the request of the SERT Chief or Governor's Communications Office, DEM will coordinate oversight of SAIL operations during activation. ESF 14 will work directly with the Department of Management Services to execute activation of the SAIL.
3. The Intergovernmental Relations Team will be led by the Governor's Legislative Affairs Office and DEM Office of External Affairs.

## **C. OPERATIONAL OBJECTIVES**

### **1. Preparedness Objectives**

- a. Prepared public service announcements in multi-lingual formats applicable to the impacted population.
- b. Emphasize family preparedness through a coordinated print and broadcast campaign.
- c. Train state agency public information personnel in ESF 14 operations to ensure an adequate source of capable assistance during emergencies.

### **2. Response Objectives**

- a. Serve as the primary external voice in communicating state information operating as the JIC.

- b. Coordinate with local counterparts when disseminating information regarding State activities.
- c. Coordinate with SAIL staff to ensure they have up-to-date information to share with the public.
- d. Respond, coordinate and monitor media who accompany the AHIMT or other field operational teams.

### 3. Recovery Objectives

- a. Provide up-to-date information on status of recovery, including damage assessments and status of disaster declarations.-Work with local, state and federal partners to identify and promote all available resources to support the recovery of those impacted.
- b. Provide staff to support the JIC at the Disaster Field Office (DFO).

### 4. Mitigation Objectives

At the direction of the Governor's Communications Office, and in coordination with the applicable federal and state agencies, DEM will publicize the status of disaster declarations, mitigation operations, funding opportunities and applicant briefings.

### 5. Dissemination of Emergency Information Objectives

ESF 14 will disseminate information to the media/public in the following ways:

- a. **Press Conferences:** ESF 14 is solely responsible for coordinating and executing any press conferences involving the SERT.
- b. **Emergency Updates:** ESF 14 will release periodic emergency updates to the media and public via traditional and social media, as well as statewide alert notification system where appropriate.
- c. **Press Releases:** ESF 14 will coordinate and distribute all SERT press releases regarding the emergency event.
- d. **Broadcast Interviews:** To meet the needs of television and radio reporters, ESF 14 will ask applicable State officials to serve as spokespersons for radio and TV interviews. SERT personnel who are contacted directly by the media for a broadcast interview should route that request to ESF 14.
- e. **State Assistance Information Line (SAIL):** ESF 14 will regularly coordinate with SAIL staff to ensure call representatives have up-to-date information to share with citizens.

- f. **Media in the State Emergency Operations Center (SEOC):** When a news reporter enters the SEOC or the Sadowski Building to cover emergency operations, ESF 14 should be notified immediately.
- g. **The Florida National Guard's (FLNG) Multi-media assets on the ground** will support media transportation and serve as pool acquisition resources on behalf of the SERT. Liaison on the ground with the Guardsmen who are providing transportation will serve as spokesperson.

#### D. DIRECTION AND CONTROL

1. **Management of Emergency Support Function 14 (SEF 14):** All ESF 14 staff work is at the direction of the Governor's Communications Director, through DEMs Communications Director, or designee. The Communications Director oversees the information flow to the public through the media. DEM Communications Director falls within DEM Office of External Affairs. ESF 14 will be staffed by state agency communications personnel.
2. **Working with Radiological Emergency Preparedness (REP):** At the direction of the Governor's Press Office, ESF 14 staff will play a role in radiological exercises in power plants across the State. In coordination with DEM REP plant liaisons, ESF 14 may provide staff to deploy for exercises and/or staff the SEOC. Staff will help write press releases, disseminate information to the media, execute press conferences and work in coordination with the Florida Departments of Health, Agriculture and Consumer Services and county public information personnel.
3. **Joint Field Office (JFO) Operations:** ESF 14 will be responsible for providing a PIO to support JFO Operations.

### III. RESPONSIBILITIES:

ESF 14 is responsible for all media activity related to an emergency/disaster event and the way in which the media informs the public. To that end, ESF 14 must be the primary contact for all media who contact the Division regarding emergency activities. In addition, ESF 14 is tasked with the coordination and maintenance of Chapter 7 (Public Information and Education) of *The State of Florida Radiological Emergency Management Annex* (to the State of Florida Comprehensive Emergency Management Plan).

#### A. PRIMARY AGENCY – EXECUTIVE OFFICE OF THE GOVERNOR, OFFICE OF COMMUNICATIONS

The Governor's Communications Director will liaison with all applicable staff in regards to all external affairs functions involving SERT activities.

**B. SECONDARY AGENCY – FLORIDA DIVISION OF EMERGENCY MANAGEMENT, OFFICE OF EXTERNAL AFFAIRS**

The Florida Division of Emergency Management Communication's Director will liaison with all applicable staff to work jointly with the Governor's Communications Director and team regarding all external affairs functions involving SERT activities.

## APPENDIX XVI: EMERGENCY SUPPORT FUNCTION 16 - LAW ENFORCEMENT AND SECURITY

**PRIMARY AGENCY:** Florida Department of Law Enforcement

**SUPPORT AGENCIES:** Department of Agriculture and Consumer Services, (Office of Agricultural Law Enforcement), Department of Business and Professional Regulation (Division of Alcoholic Beverages and Tobacco), Department of Corrections, Department of Financial Services (Division of Investigations & Forensic Services), Florida Sheriff's Task Force, Florida Police Chiefs' Association, Department of Highway Safety and Motor Vehicles, (Division of Florida Highway Patrol and Bureau of Motor Carrier Compliance), Department of Lottery (Division of Security), Department of Military Affairs (Florida National Guard), Florida Fish and Wildlife Conservation Commission (Division of Law Enforcement), Department of Juvenile Justice, State University Police Group.

### I. INTRODUCTION

The purpose of Emergency Support Function 16 (ESF 16) is to establish procedures for the command, control, and coordination of all state and local law enforcement personnel and equipment to support impacted local law enforcement agencies. ESF 16 also establishes procedures for the use of the Florida National Guard (ESF 13) in public safety and security missions requested by local law enforcement agencies.

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

When an emergency situation is anticipated or occurs, the Florida Department of Law Enforcement (FDLE) will dispatch sworn officer(s) from the nearest FDLE facility to the affected local Emergency Operation Center(s) to establish state mutual aid liaisons and monitor the situation. These officers will coordinate all requests for additional state law enforcement resources from within the affected region of the state and make regional resources immediately available to local law enforcement. The Special Agent in Charge, or a designee from the nearest FDLE office, will accomplish coordination of state resources supporting local law enforcement executives. Should a situation escalate or require at the onset additional state law enforcement resources from outside the affected region, such resources will be deployed in coordination with other state law enforcement agencies listed in this Appendix by the FDLE Emergency Coordinating Officer (ECO) or designee.

**B. ORGANIZATION**

1. ESF 16 consists of one Primary Agency, the Florida Department of Law Enforcement (FDLE), with all other Support Agencies aligned along a horizontal plane. Each agency has specific basic responsibilities, which are discussed in Section III (Responsibilities) of this Appendix.
2. During an emergency incident or event, the Primary and Support Agencies of ESF 16 will respond directly to the Emergency Services Branch Director who reports to the Operations Section Chief (**see Chapter 4, Section M of the Basic Plan**).

**C. NOTIFICATION**

1. The Florida Department of Law Enforcement (FDLE) and the Division of Emergency Management routinely monitor incidents throughout the state that may require state law enforcement involvement and/or have the potential for the involvement of state law enforcement. When local law enforcement responds to an incident and requires state law enforcement assistance, Sheriffs and Police Chiefs may call directly on the regional command of any agency to request assistance. Those state agencies notify the nearest FDLE office of their involvement. FDLE actively monitors activities for potential escalation and expansion beyond the capabilities of regional state law enforcement resources, and the ECO or designee notifies other ESF 16 Support Agencies and the Division of Emergency Management.
2. If it appears that state law enforcement resources will be required beyond those in the affected region, the FDLE may request an activation of the State Emergency Operations Center including those ESF 16 Support Agencies that are necessary for the response. The Support Agencies activated will be notified by the FDLE ECO or designee to report to the State Emergency Operations Center. Each activated Support Agency's Emergency Coordination Officer will notify their agency's regional offices of the need for additional resources, and prepare for response. The Division of Emergency Management will determine which other ESFs are needed based on the incident, and ensure similar notifications and response to the State Emergency Operations Center.
3. The FDLE Public Information Officer will assist the ESF 14 Public Information Officer in the preparation and dissemination of information released to the media and other interested parties, and provide any other operations support as needed.

**D. OPERATIONAL OBJECTIVES**

1. Preparedness Training

FDLE provides law enforcement focused emergency response training to state and local law enforcement. Training offered includes, but is not limited to the understanding the role of the Florida Mutual Aid Plan (under



Chapter 23, F.S., the Florida Mutual Aid Act) and the State Comprehensive Emergency Management Plan (under Chapter 252, F.S., the State Emergency Management Act). Particular emphasis is given to the coordinative roles of Emergency Support Functions, particularly ESF 16.

ESF 16 agencies also participate in training and exercises conducted by the Division of Emergency Management in the State Emergency Operations Center.

## 2. Response

- a. Evacuation: As needed, ESF 16 agencies will participate in local, regional, and/or highway evacuations to ensure a safe and smooth population egress from potentially impacted areas.

The Florida Highway Patrol will assume the role as ESF 16's Primary Agency for activities pertaining to the established FDOT plan for state highway evacuations and coordinate all requests for law enforcement services through the Florida Department of Law Enforcement.

- b. Pre-positioning: ESF 16 will identify the number of law enforcement personnel and equipment which may be available to respond anywhere in the state. ESF 16 may pre-position resources as conditions allow and for forecast incidents (i.e., hurricanes) and such events as high profile dignitary visits, trials, or public venues.
- c. Resource Coordination: The Florida Department of Law Enforcement may activate a Regional Law Enforcement Coordination Team (RLECT) to support resource deployments and selects locations in the impacted area for establishing law enforcement command posts to fulfill assignments requested by local law enforcement. This information is provided to all ESF 16 agencies that may begin response and pre-positioning preparations, as required.
- d. Search and Rescue: The Florida Fish and Wildlife Conservation Commission (FWC), Division of Law Enforcement, will assume the role of ESF 16's Primary Agency for the coordination of all activities regarding Search and Rescue. FWC will participate and assist in the development of search and rescue plan(s) for the area of impact and coordinate with ESF 4&9 and other ESFs in the implementation of the Search and Rescue Plan.
- e. Initial Assessments: Contact with affected Sheriffs and Police Chiefs will be made quickly to determine their law enforcement resource needs for the particular incident or event. That information is collected and transmitted to the affected FDLE

Regional Operations Center, FDLE Command Staff, and the FDLE ECO.

- f. Physical Deployment: Each ESF 16 Support Agency Emergency Coordination Officers at the State Emergency Operations Center will coordinate with FDLE for deployment of their resources. All state law enforcement resources typically respond in numbers and types of equipment based on initial assessments made with local law enforcement, and State agency operations requiring law enforcement support. Upon arrival in the area of impact, each ESF 16 Support Agency coordinates with FDLE and their agency representative within the RLECT.
- g. Force Reductions (Demobilization): ESF 16 will continually assess all law enforcement support mission assignments and will demobilize as required. These assessments, which are done in conjunction with the respective Sheriff(s) and Police Chief(s), help determine the level of resources required and the duration expected. As assignments are taken over by local law enforcement, or are no longer necessary, reductions in the number of out-of-region sheriff deputies and police officers, state law enforcement and Florida National Guard (ESF 13) personnel are taken into consideration. Unless other assignments require support, the first agency to begin withdrawal will be the Florida National Guard (ESF 13), followed by out-of-region sheriff deputies and police officers, then out-of-region state law enforcement.

### 3. Recovery

Law enforcement support from ESF 16 may continue to be required by affected local law enforcement into the recovery phase of an incident. Normally, by this time the majority of responder assignments has been returned to local law enforcement or is no longer required. The same requirement may continue to exist for state operations remaining active and requiring law enforcement support, but typically are similar to local law enforcement needs, as described. FDLE will continue to conduct assessments of all assignment requirements with the requesting agencies and will respond accordingly.

### 4. Mitigation

Consideration is given after each incident to identify problems that need to be addressed within the Emergency Support Function in order to better enhance future emergency response.

**E. DIRECTION AND CONTROL****1. Control**

Pursuant to Chapter 23, F.S., the Florida Department of Law Enforcement is given the responsibility for command, and coordination of state law enforcement planning, operations, and mutual aid. In the State of Florida Comprehensive Emergency Management Plan, FDLE is given the responsibility of lead (Primary) agency for ESF 16.

**2. Mission Assignments**

When possible, ESF 16 Support Agency assignments are determined by the basic responsibilities assigned to each member agency as described in this appendix.

Assignment procedures follow established guidelines within the State Emergency Operations Center for all emergency support functions. Assignments come from several sources, such as the State Coordinating Officer, State Emergency Operations Center Message Center, County Liaison, other Emergency Support Functions, and telephone calls from local and state law enforcement agencies in the impacted area. All assignments are entered into the emergency management tracking system (WebEOC), given a mission number, logged by FDLE, and then given to the appropriate ESF 16 support agency for action. FDLE also enters into the emergency management tracking system any mission updates and results.

**3. Mutual Aid**

In the event of a Level II activation/disaster, the Florida Sheriffs' Task Force and the Florida Police Chiefs' Association will dispatch representatives to ESF 16 at the State Emergency Operations Center to coordinate response. The coordination of assignments of those responding Sheriffs' Task Force resources or police personnel is done through ESF-16.

**4. Regional Law Enforcement Coordination Team (RLECT)**

The Florida Department of Law Enforcement establishes a RLECT as soon as possible in the impacted region. The RLECT will facilitate and support in-place and deployed state law enforcement and mutual aid resources to assist local law enforcement. If a State All-Hazard Incident Management Team (AHIMT) is deployed to manage appropriate state response, the Florida Department of Law Enforcement will assign a liaison representative to the team.

## 5. Federal Resources

The National Response Framework developed by the Department of Homeland Security designates ESF 13 as the counterpart federal law enforcement Emergency Support Function to ESF 16 in the state Comprehensive Emergency Management Plan. Under the National Response Framework, any request for federal law enforcement personnel and support during emergencies must be made by the Governor to the US Attorney General who must review and approve the request pursuant to the Emergency Federal Law Enforcement Assistance Act. Federal agencies that respond will coordinate closely with ESF 16, and provide liaison personnel in the State Emergency Operations Center, as well as any regional law enforcement coordination team in the impacted area. Should the Division of Emergency Management establish an AHIMT, a federal liaison will be assigned at that location.

## 6. Radiological Emergencies (Nuclear Power Plant)

In the event of a Radiological Emergency, FDLE and ESF 16 Support Agencies will assist local law enforcement agencies in the impacted area through efforts that may include, but are not limited to, the following:

- a. Conduct warnings and evacuation for all waterways in coordination with the United States Coast Guard, state parks and recreational areas, and assist local law enforcement in evacuations and checkpoints around affected nuclear power plants.
- b. Supply supporting agency watercraft to the Department of Health as needed in the collection of samples.
- c. Provide assistance in the rapid transport of samples for analysis as necessary.
- d. Establish checkpoints to prevent entry into the impacted or contaminated area and to prevent the distribution of radiological contaminated foodstuffs.

### III. RESPONSIBILITIES

#### A. PRIMARY AGENCY - FLORIDA DEPARTMENT OF LAW ENFORCEMENT (FDLE)

Lead agency is responsible for overall command and coordination of ESF 16, and the deployment of state law enforcement assets to affected local agencies.

1. FDLE is responsible for staffing the State Emergency Operations Center, any regional law enforcement coordination team, county government Emergency Operations Centers, and maintaining liaison with affected Sheriffs and Police Chiefs.

2. FDLE is also responsible for collecting statistics such as manpower, and disaster-related deaths, etc., in accordance with the Florida Mutual Aid Plan for Law Enforcement, and will participate in investigations/task forces related to the disaster, as necessary, and gather intelligence and evidence.
3. FDLE also receives and responds to requests for the Florida National Guard to augment law enforcement public safety and security missions.

**B. SUPPORT AGENCIES**

<b>Agency</b>	<b>Responsibilities</b>
<p>1. Dept. of Highway Safety and Motor Vehicles, Florida Highway Patrol (FHP), and Bureau of Motor Carrier Compliance</p>	<ol style="list-style-type: none"> <li>a. The Florida Highway Patrol (FHP) will assume the role as ESF 16’s Primary Agency for activities pertaining to the established FDOT plan for state highway evacuations and coordinate all requests for law enforcement services through FDLE. FHP is also responsible for providing law enforcement support for traffic control, road status closure information, high visibility patrol, communications issues, and escorts.</li> <li>b. Provide assistance with other assignments as required.</li> <li>c. In case of nuclear power plant emergencies, FHP will assist in the transportation of samples for analysis, when immediate analysis is necessary.</li> <li>d. Will be responsible for assisting in coordinating modifications to commercial vehicle restrictions regarding size, weight, registration requirements, and other commercial vehicle rules and regulations, as they pertain to the movement of relief supplies and recovery equipment.</li> <li>e. Establish fixed post assignments associated with Florida’s transportation infrastructure;</li> <li>f. Coordinate ESF16 missions with ESFs 1 &amp; 3.</li> </ol>

<p>2. Florida Fish and Wildlife Conservation Commission, Division of Law Enforcement</p>	<ul style="list-style-type: none"> <li>a. Will be responsible for conducting waterborne zone enforcement/security evacuations, search and rescue, waterborne law enforcement, and patrol of rural natural areas.</li> <li>b. Will assist FDLE with communications issues, US&amp;R, and assist in missions requiring four-wheel drive, all terrain vehicles, vessels or aircraft.</li> <li>c. Provide assistance in other assignments as required.</li> <li>d. Will provide assistance to local law enforcement and county humane societies in animal issues regarding abandoned, escaped, or captive wildlife and exotics.</li> <li>e. In case of nuclear power plant emergencies, FWC will coordinate with the Department of Health in the collection of isotope samples.</li> <li>f. Will assume the role of ESF 16's Primary Agency for coordination of all activities regarding Search and Rescue. FWC will participate and assist in the development of search and rescue plan(s) for the area of impact and coordinate with ESF 4&amp;9 and other ESFs in the implementation of the Search and Rescue Plan.</li> </ul>
<p>3. Department of Business and Professional Regulation, Division of Alcoholic Beverages and Tobacco</p>	<ul style="list-style-type: none"> <li>a. Will be responsible for assisting FDLE in staffing and coordination of assignments, and conducting assessments of all assignments staffed by ESF 16. Further, provide assistance in other assignments as required.</li> </ul>
<p>4. Department of Agriculture and Consumer Services, Office of Agricultural Law Enforcement</p>	<ul style="list-style-type: none"> <li>a. Will be responsible for assisting FDLE in the coordination of logistics (i.e., fuel, meals, generators, cots, etc), in support of law enforcement.</li> <li>b. Assist in patrol assignments and search and rescue, requiring four-wheel drive vehicles.</li> <li>c. Provide assistance in other assignments as required.</li> <li>d. In case of nuclear power plant emergencies, the Department of Agriculture and Consumer Services in concert with the Department of Health will assist in obtaining samples of animal food and water sources for radiological testing.</li> <li>e. When necessary, the Office of Agriculture Law Enforcement will also coordinate with the Department of Health in the establishment of quarantine zones.</li> </ul>

<p>5. Department of Lottery, Division of Security</p>	<p>a. Will be available for limited logistical transport assistance to state law enforcement, as required.</p> <p>b. Provide other law enforcement services consistent with agency capabilities and responsibilities.</p>
<p>6. Department of Corrections</p>	<p>Will be responsible for state prison evacuations, assistance FDLE in county jail evacuation, debris removal, and as a source on inmate labor (on public property) consistent with agency capabilities and responsibilities.</p>
<p>7. Department of Military Affairs, Florida National Guard</p>	<p>a. Will assist FDLE in providing manpower for augmenting state and local law enforcement on public safety and security assignments to include, but not limited to fixed post, security patrol, assisting the Department of Agriculture and Consumer Services in logistical transport, and other assignments as required, particularly involving specialized equipment such as helicopters, humvees, and trucks.</p> <p>b. All law enforcement requests for the Florida National Guard (FLNG) (ESF 13) assistance must be forwarded to and approved by FDLE.</p> <p>c. FLNG may assist the Florida Highway Patrol during Emergency Shoulder Use (ESU) evacuations.</p>
<p>8. Florida Sheriffs' Task Force</p>	<p>a. Will ensure that a representative is dispatched to the State Emergency Operations Center to assist FDLE in coordinating the response from other Sheriff's Offices in the state.</p> <p>b. Provide general law enforcement services to the impacted Sheriff(s) and Chief(s).</p> <p>c. Provide equipment as required to fulfill their assignments.</p>
<p>9. Florida Police Chiefs' Association</p>	<p>a. Will ensure that a representative from the Florida Police Chiefs' Association is dispatched to the State Emergency Operations Center to assist FDLE in coordinating the response from other police departments in the state.</p> <p>b. Provide general law enforcement services to the impacted sheriff(s) and chief(s), and will provide equipment as required to fulfill their assignments.</p>

<p>10. Florida Dept, of Financial Services, Division of Investigative &amp; Forensic Services</p>	<ul style="list-style-type: none"> <li>a. Provide general and specialized law enforcement personnel and equipment to assist FDLE in providing a force multiplier to augment state and local law enforcement resources. Assignments may include investigative support, static and mobile security, or other related law enforcement functions.</li>   <li>b. Provide specialized equipment and law enforcement support for Urban Search and Rescue (USAR - ESF 4 and 9) assignments which may include providing law enforcement security and presence, path-finding access to disaster areas, establishing command post areas, EOD related incidents, and other related law enforcement functions.</li>   <li>c. Provide post-disaster task forces and investigative efforts relating to unlicensed adjusters, fraudulent insurance claims, and any other insurance related crime.</li> </ul>
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<p>11. Department of Juvenile Justice</p>	<ul style="list-style-type: none"> <li>a. When possible, assist the Florida Department of Law Enforcement in coordinating activities and services, which may include but are not limited to:                             <ul style="list-style-type: none"> <li>i. Transport survivors and/or supplies to disaster relief sites,</li> <li>ii. Provide temporary housing,</li> <li>iii. Prepare supplies for dissemination to disaster relief sites,</li> <li>iv. Assist with the relocation of displaced citizens,</li> <li>v. Assist with food support services,</li> <li>vi. Provide limited, temporary manpower for restoration and cleanup,</li> <li>vii. Provide clerical/administrative support for command/communications centers.</li> </ul> </li> <li>b. Responsible for the evacuation of juvenile offender facilities in the state.</li> <li>c. Provide the services of sworn youth custody officers.</li> <li>d. Provide staff for the dissemination of information both written and electronic as needed.</li> </ul>
<p>12. State University Police Group</p>	<ul style="list-style-type: none"> <li>a. Ensure that regional evacuation planning recognizes the impact/needs of campus populations.</li> <li>b. Provide for the identification and coordination for use of campus areas which may serve as command and/or logistical staging areas in support of ESF 16</li> <li>c. Provide law enforcement services consistent with agency capabilities and responsibilities in support of ESF 16</li> </ul>

<p>13. Federal ESF 13 Law Enforcement</p>	<ul style="list-style-type: none"> <li>a. The National Response Framework (NRF) developed by the Department of Homeland Security designates Federal ESF 13 as the counterpart federal law enforcement Emergency Support Function to the State of Florida’s ESF 16 in the state Comprehensive Emergency Management Plan. Under the NRF, any request for federal law enforcement personnel and support during emergencies must be made by the Governor to the US Attorney General who must review and approve the request pursuant to the Emergency Federal Law Enforcement Assistance Act.</li> <li>b. The State of Florida’s ESF 16 Federal Support Agency will coordinate closely with FDLE and provide liaison personnel in the State Emergency Operations Center, as well as any regional law enforcement coordination team.</li> <li>c. Should the Division of Emergency Management establish a SMT, a federal liaison will be assigned at that location.</li> </ul>
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**IV. FINANCIAL MANAGEMENT**

The Florida Department of Law Enforcement uses the following procedures in accounting for disaster related costs.

Each law enforcement agency participating in ESF 16 response activities should follow generally similar procedures in accounting for their mission related costs in seeking reimbursement for their agency.

**GENERAL GUIDELINES TO ACCOUNT FOR DISASTER RELATED COSTS**

- A. A specific tracking number shall be assigned for each disaster. The tracking number is used to account for expenses for use of vehicles in response to the disaster, other expenses incurred as a result of the response and to account for the hours worked in response to the event by each member.
- B. Each member will document their hours worked in their appropriate records management system.
- C. The Office of Finance and Accounting assigns the following accounting codes to account for encumbrances and expenditures, such as overtime, travel and other costs, related to the case; Organization Code, Expansion Object Code and Other Cost Accumulator Code. The accounting system is known as the Florida Accounting Information Resource. The Office of Finance and Accounting also assigns a ‘charge object’ for members to record overtime hours worked for a

disaster. Using several sources of information including appropriate records management systems, the mission assignment system used by ESF16, the Office of Finance and Accounting provides estimated cost data to the Division of Emergency Management and to the department's Budget Office to obtain budget authority for use in documenting reimbursements related to a disaster.

- D. The Office of Finance and Accounting obtains Florida Accounting Information Resource accounting reports monthly or as needed to document costs for the case. The reports most frequently used are the Schedule of Allotment Balances and the Detail Journal by Other Cost Accumulator within Fund. These reports provide detailed information including the voucher number, vendor name, purchase order number, amount paid or encumbered, etc.
- E. At the end of each pay cycle, members record their event hours and any attendance and leave in the appropriate records management system and submit the documentation to their supervisor for approval.
- F. The accounting office obtains appropriate information from the records management system as support documentation for vehicle use on the event and for comparison purposes of other costs in the system with Florida Accounting Information Resource and other systems as appropriate.
- G. Using Florida Accounting Information Resource reports, records management system reports and other expenditure supporting documentation, automated Excel spreadsheets are prepared by the Office of Finance and Accounting for overtime (including benefits) vehicle use, travel expenses, and other operating expenses. If a presidential declaration is received, the spreadsheets and all supporting documentation are forwarded via the Florida Public Assistance internet website to the Division of Emergency Management and the Federal Emergency Management Agency for reimbursement of costs.
- H. Upon receipt of reimbursement from the Federal Emergency Management Agency, the Florida Accounting Information Resource accounting records are adjusted to reimbursement the appropriate operating budgets.

## V. REFERENCES AND AUTHORITIES

Florida Mutual Aid Act (Chapter 23, Part I, Florida Statutes)

The Florida Mutual Aid Plan for Law Enforcement; Guidelines for Emergency Response

Mass Immigration Emergency Plan

## APPENDIX XVII: EMERGENCY SUPPORT FUNCTION 17 - ANIMAL AND AGRICULTURAL ISSUES

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

**SUPPORT AGENCIES:** Florida State Agricultural Response Team (SART); University of Florida/Institute of Food and Agricultural Sciences, University of Florida/College of Veterinary Medicine, United States Department of Agriculture (USDA)/Farm Service Agency, USDA/Animal and Plant Health Inspection Services (APHIS)/Veterinary Services, USDA/APHIS/Wildlife Services, USDA/APHIS/Animal Care, Extension Disaster Education Network, Florida Department of Health, Florida Fish and Wildlife Conservation Commission, Florida Farm Bureau Federation, Florida Veterinary Medical Association, Florida Veterinary Technician Association, Florida Animal Control Association, Florida Aquaculture Association, Florida Nursery Growers and Landscape Association, Humane Society of the United States, The American Society for the Prevention of Cruelty to Animals, Southeast Milk, Inc., Florida Cattlemen's Association, Florida Association of Kennel Clubs, Florida Fertilizer and Agrichemical Association, Florida Wildlife Rehabilitators Association, Florida Fruit and Vegetable Association, Florida State Animal Response Coalition, Florida Association of Zoos and Aquariums.

### I. INTRODUCTION

The purpose of Emergency Support Function 17 (ESF 17) is to coordinate the state's response for animal, agricultural, food safety, and vector control issues in case of an emergency or disaster situation. To accomplish this goal, ESF 17 oversees the emergency management functions of preparedness, recovery, mitigation, and response with all agencies and organizations involved in the state's response activities.

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

1. Chapter 252, Florida Statutes, (State Emergency Management Act) mandates the development of the Florida Comprehensive Emergency Management Plan (the Plan), which establishes a framework through which the State of Florida prepares for, responds to, recovers from, and mitigates the impacts of a wide variety of disasters that could adversely affect the health, safety and/or general welfare of the residents of the state.

2. The Plan describes the basic strategies, assumptions, operational goals, objectives and mechanisms through which the state will mobilize resources and conduct response activities.
3. To facilitate effective operations, the Plan adopts a functional approach that groups the types of assistance to be provided into 18 Emergency Support Functions. Each Emergency Support Function is headed by a lead or primary agency or organization, which has been selected based on its authorities, resources, and capabilities in that functional area.
4. The primary agency appoints an Emergency Coordinating Officer(s) to manage that function at the State Emergency Operations Center.
5. The Emergency Coordination Officers and staff of the Division of Emergency Management form the State Emergency Response Team. The State Emergency Response Team serves as the primary operational mechanism through which state assistance to local governments is managed.
6. State assistance will be provided to impacted counties under the authority of the State Coordinating Officer, on behalf of the Governor, as head of the State Emergency Response Team.

**B. ORGANIZATION**

1. ESF 17 is responsible for animal, agricultural, food safety, and vector control issues.
2. The Florida Department of Agriculture and Consumer Services is the lead agency for ESF 17.
3. The Florida Department of Agriculture and Consumer Services, Division of Animal Industry, is responsible for providing sufficient personnel to staff the ESF 17, 24 hours per day, seven days per week while operational or as requested by the Division of Emergency Management.
4. A person, or persons, from the Florida Department of Agriculture and Consumer Services', Division of Animal Industry will be designated as the Emergency Coordinating Officer(s) for ESF 17.
5. The Emergency Coordination Officer(s) will provide oversight for ESF 17 and duties include, but are not limited to: activating and coordinating ESF 17 Incident Management Teams during an activation; assigning requests for assistance, and ensuring that requests for assistance are prioritized, met, and documented; assigning staff for support at the State Emergency Operations Center, and; liaison with other Emergency Support Functions at the State Emergency Operations Center.

6. ESF 17 Incident Management Teams include an Incident Management Team for animal and agricultural issues, led by the Florida Department of Agriculture and Consumer Services, Division of Animal Industry, an Incident Management Team for vector control issues led by the Florida Department of Agriculture and Consumer Services, Division of Agricultural Environmental Services, and an Incident Management Team for food safety issues led by the Florida Department of Agriculture and Consumer Services, Division of Food Safety.
7. Other Divisions and Offices from the Florida Department of Agriculture and Consumer Services provide direct support of ESF 17. These include the Division of Agricultural Environmental Services, Division of Aquaculture, Division of Food Safety, Division of Plant Industry, Florida Forest Service, Office of Agricultural Water Policy, Office of Agricultural Technology Services, and the Office of Agricultural Law Enforcement. Depending upon the disaster or emergency, these Divisions and Offices will assist the Florida Department of Agriculture and Consumer Services as the lead agency for ESF 17.
8. The Emergency Coordination Officer(s) and the Florida Department of Agriculture and Consumer Services', Division of Animal Industry provide leadership and administrative support for ESF 17 and its Incident Management Teams.

**C. NOTIFICATION**

1. The State Watch Office will notify the Emergency Coordinating Officer(s) for ESF 17 when an area of Florida is threatened or has been impacted by an emergency or disaster event.
2. The ESF 17 Emergency Coordinating Officer(s) will notify all respective ESF 17 personnel and support agencies of the activation.

**D. ACTIONS**

1. Preparedness - ESF 17 will:
  - a. Train personnel to staff ESF 17 at the State Emergency Operations Center during an emergency activation.
  - b. Prepare ESF 17 by coordinating preparedness activities and training through meetings, conferences and exercises for its support agencies.
  - c. Prepare ESF 17 Incident Management Teams through training, drills and exercises.

2. Response - ESF 17 will:
  - a. Staff ESF 17 at the State Emergency Operations Center.
  - b. Support the actions of the State Emergency Response Team.
  - c. Activate ESF 17 support agencies to set incident priorities, to coordinate and integrate the communications and information flow, and to provide resources for ESF 17 and its Incident Management Teams.
  - d. Activate the ESF 17 Incident Management Team(s).
  - e. Respond to resource requests from local governments in need.
  - f. Coordinate response activities with local government emergency management agencies and local ESF 17 cooperators.
  - g. Support the activities of other Emergency Support Functions as needed.
3. Recovery - ESF 17 will:
  - a. Provide support to the Joint Field Office, as needed, after the State Emergency Operations Center is deactivated.
  - b. Support the State Emergency Response Team until the local system is self-sustaining.
  - c. Initiate the financial reimbursement process for these activities when such support is available.
4. Mitigation – ESF 17 will:
  - a. Identify locations of animal and agricultural critical infrastructure and assist with mitigation activities as needed.
  - b. Identify and seek funds for disaster-proofing critical animal and agricultural infrastructure as needed.
  - c. Compile Geographical Information Systems data related to animal and agricultural emergency management issues, in cooperation with the Division of Emergency Management and the Florida Department of Agriculture and Consumer Services.

## **E. DIRECTION AND CONTROL**

1. The direct chain of command for ESF 17 is as follows: Governor, State Emergency Coordinating Officer, State Emergency Response Team Chief, Operations Chief, Human Services Branch Chief (**see Chapter 4, Section M of the Basic Plan**), ESF 17 Emergency Coordinating Officer(s), ESF 17 Incident Management Teams Incident Commanders.
2. Also providing supervision and guidance to ESF 17 is the leadership of the Florida Department of Agriculture and Consumer Services and its Divisions of Animal Industry, Agricultural Environmental Services, and Food Safety.
3. The ESF 17 Emergency Coordination Officer(s) activates Incident Management Teams that set up and operate from Incident Command Posts, which coordinate response activities in the impacted area(s).

### III. RESPONSIBILITIES

#### F. PRIMARY AGENCY – FLORIDA DEPARTMENT OF AGRICULTURE AND CONSUMER SERVICES

1. Provide leadership in directing, coordinating, and integrating overall state efforts related to animal and agricultural issues during a disaster or emergency.
2. Coordinate and direct the activation and deployment of support agencies and resources.
3. Identify and train sufficient personnel to adequately support ESF 17 at the State Emergency Operations Center during an activation.
4. Coordinate activities with other Emergency Support Functions.
5. Provide leadership and be actively engaged in Emergency Support Function 17.
6. Assist counties with identifying strategies for ESF 17 preparedness, response, mitigation, and recovery.

#### G. SUPPORT AGENCIES

Emergency Support 17 is supported by a number of supporting agencies within SART including, but not limited to:

1. Florida Department of Health
  - a. Assist in the diagnosis, prevention, and control of zoonotic diseases of public health significance.



- b. Provide guidance in the proper techniques and procedures to adequately protect ESF 17 responders from contagious and infectious human and zoonotic diseases.
  - c. Assist in ESF 17 response activities with the utilization of personnel, equipment and facilities.
2. Florida Fish and Wildlife Conservation Commission
- a. Assist in the evacuation of wildlife and exotic animals kept in major exhibits, circus facilities and with wildlife dealers, as needed.
  - b. Conduct damage assessments of permitted facilities housing wildlife or exotic animals.
  - c. Use specialized personnel and equipment and coordinate the capture of potentially dangerous or hazardous wildlife or exotic animals.
  - d. Assist in ESF 17 response activities with the utilization of personnel, equipment and facilities.
3. University of Florida, College of Veterinary Medicine
- a. Provide veterinary medical assistance for animals during a disaster or emergency.
  - b. Coordinate with the Florida Veterinary Medical Association response activities involving Florida's veterinary practitioners.
  - c. Provide expertise in the area of animal disease control and eradication.
  - d. Assist in ESF 17 response activities with the utilization of personnel, equipment and facilities.
4. University of Florida, Institute of Food and Agricultural Sciences, Cooperative Extension and Research Service
- a. Identify and educate commercial and noncommercial animal and agricultural producers in pertinent emergency management issues.
  - b. Provide expertise in the area of production agriculture as it relates to ESF 17 response activities.
  - c. Assist in ESF 17 response activities with the utilization of personnel, equipment and facilities.

5. United States Department of Agriculture (USDA) Animal and Plant Health Inspection Service
  - a. Assist in the diagnosis, prevention, and control of animal and plant diseases that threaten the animal and agricultural industries of Florida.
  - b. Assist in ESF 17 response activities related to wildlife issues.
  - c. Assist in ESF 17 response activities with the utilization of personnel, equipment and facilities.
6. United States Department of Agriculture Farm Service Agency
  - a. Assist in damage assessment activities related to animal and agricultural industries.
  - b. Provide information and assistance to impacted animal and agricultural producers about USDA-sponsored damage assistance programs.
  - c. Assist in ESF 17 response activities with the utilization of personnel, equipment and facilities.

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

- H. ESF 17, with assistance from the Florida Department of Agriculture and Consumer Services, will be responsible for managing financial matters related to resources that are procured during an incident.
- I. The Florida Department of Agriculture and Consumer Services will provide an organizational code for the existing incident. All expenditures by ESF 17 shall reference this organizational code for cost recovery subsequent to the incident period.
- J. In a federally declared disaster, a reimbursement formula is established by the Federal Emergency Management Agency. When the reimbursement is less than 100 percent, the Governor's Office, together with legislative leadership, may reimburse agencies/departments for the difference. In some instances, the agencies/departments may be required to assume this financial responsibility from their regular budgets.

#### **II. REFERENCES AND AUTHORITIES**

- A. Florida Statutes, Emergency Management, Chapter 252.
- B. State of Florida Comprehensive Emergency Management Plan.
- C. Florida Field Operations Guide (FFOG).

## **APPENDIX XVIII: EMERGENCY SUPPORT FUNCTION 18 – BUSINESS, INDUSTRY, AND ECONOMIC STABILIZATION**

**PRIMARY AGENCY:** Florida Department of Economic Opportunity

**SUPPORTING AGENCIES:** Florida Division of Emergency Management  
Florida Department of Agriculture and Consumer Services  
Florida Department of Business and Professional Regulation  
Florida Department of Financial Services  
Florida Department of Management Services  
Florida Department of Revenue

**PRIMARY INDUSTRY ORGANIZATIONS:**

Florida Restaurant & Lodging Association  
Florida Retail Federation  
VISIT FLORIDA

**SUPPORTING INDUSTRY ORGANIZATIONS:**

Associated Industries of Florida  
Career Source Florida  
Enterprise Florida  
Florida Bankers Association  
Florida Chamber of Commerce  
Florida Chapters of the Association of Contingency Planners  
Florida Economic Development Council  
Florida First Capital Finance Corporation  
Florida Housing Finance Corporation  
Florida Small Business Development Centers Network  
Florida Regional Councils Association  
Manufacturers Association of Florida  
National Federation of Independent Businesses  
The Florida Council of 100  
Volunteer Florida

### **I. INTRODUCTION**

The purpose of ESF 18 is to support the private sector in preparing for, responding to, and recovering from disasters. Preparedness assistance may include assessing the financial, workforce, technical, and community resources that affect a community's ability to restore business operations and to resume focus on long-term business strategies. ESF 18 will assist businesses during the response and recovery phases by providing for situational awareness, resource sharing, incident action planning and resource coordination. The systematic implementation of these activities allows private sector businesses to resume its operation in a more timely and effective manner.

Establishing Public-Private Partnerships (PPP) prior to a disaster enables ESF 18 to identify resources available from the private sector, by either donation or compensation, and the needs of the private sector to aid in the response and with recovery following a disaster. Participating agencies and organizations will determine the most efficient and effective ways to coordinate the delivery of needed services at the local, regional, and state levels.

ESF 18 will provide information to the private sector on short-term assistance for economic stabilization and to support initiatives that focus on long-term economic recovery of affected communities. Coordination of local, state, and federal business related assistance is accomplished through networks of local and regional economic, tourism and workforce development partners, as well as other business support organizations.

This appendix provides a general overview of the ESF 18 operations. A detailed ESF 18 Standard Operating Guidelines (SOG) has been developed that more specifically identifies the roles and responsibilities of ESF 18 staff, the critical actions that must be completed within each phase of emergency management, and sets expectations on how the private sector and emergency management officials will communicate. The SOG is intended to be a working document that can be adjusted to include new technology, requirements, needs or restrictions as identified through implementation. The SOG may be used by local and state emergency management agencies, business organizations, economic development associations, tourism boards, and members of the private sector with a role in emergency management. The SOG will be reviewed on an annual basis unless significant changes in the process are determined, which will dictate additional updates. The ESF-18 Lead shall be responsible for the dissemination and maintenance of this document.

## **II. CONCEPT OF OPERATIONS**

### **A. ORGANIZATION**

The ESF 18 Business, Industry and Economic Stabilization (ESF 18) team plays a critical role in responding to disasters and supporting the recovery of a community. Building a resilient business community starts with preparing the private sector for all types of disasters, providing resources during the response, and tools to aid in the recovery. Establishing PPPs prior to a disaster will reduce the need of the government to provide assistance during the response.

The Florida Department of Economic Opportunity (FDEO) is the primary agency for ESF 18 and will designate the ECO for ESF-18. The Florida Division of Emergency Management (FDEM) is a supporting agency for ESF 18 and will designate the alternate ECO for ESF-18.

The ESF 18 team includes members of workforce development boards, tourism and convention boards, industry associations, designated business support organizations, and private sector partners that will support local and state emergency operations centers, will provides information sharing to the private sector, and will collect information on economic impacts during and after a disaster.

**B. NOTIFICATION**

The State Watch Office will notify ESF 18 ECO of an activation of the SEOC. ESF 18 ECO will notify ESF 18 staff of all activations requiring the involvement of ESF 18.

**C. OPERATIONAL OBJECTIVES**

Establishing operational objectives for ESF 18 based on the phases of emergency management will create a consistent operating picture for those agencies and industry organizations that support the operation. Operational objectives will be assigned by the ESF 18 Lead based on supporting agency mission and expertise as related to the task. Operational objectives will be maintained in the ESF 18 SOG and assigned using the ESF 18 Event Checklist.

Businesses that prepare are more likely to reopen to the community after a disaster. Preparedness campaigns developed for the private sector aid in business continuity planning and information sharing to employees on personal preparedness. FDEM will be the lead coordinating agency on private sector preparedness objectives that include building PPPs between the business community and emergency management during steady state by engaging in outreach, developing business preparedness campaigns, promoting family and individual preparedness, supporting ESF 18 at the local local level, as well as, and representing FDEM and ESF 18 at private sector events.

A coordinated response to a disaster will provide resources to support the private sector and will allow the private sector to support the response by emergency management. Operational objectives will be determined for specific types of disasters. Florida agencies and industry support organizations will be identified to support the disaster.

The recovery objectives will begin once the initial response phase concludes at the direction of the State Coordinating Officer (SCO) or when command and control is transferred to the Joint Field Office (JFO). In the event Florida receives a Major Disaster Declaration the recovery operation is transferred to the JFO and will include local, state and federal support.

1. Preparedness Objectives:

Pre-disaster ESF 18's primary objectives are to build public-private partnerships, identify resources available to the emergency management community, identify needs of the private sector, and provide business continuity information and preparedness information for the business community to share with employees, stakeholders, and customers.

2. Response Objectives:

In the event a disaster occurs, ESF 18's primary objectives are to provide pertinent and timely information to the private sector through established communication tools, manage resources available from the private sector either through donation or compensation, provide resources to the private sector to aid in the response to the disaster, and coordinate staffing within

local and state emergency operations centers in support of the private sector.

3. Recovery Objectives:

After a disaster occurs, ESF 18's primary objectives are to conduct economic assessments of impacted communities, provide pertinent and timely information to the private sector on the recovery process, manage resources available from the private sector either through donation or compensation, provide resources to the private sector to aid in the recovery of the community, and coordinate staffing at the JFO in support of the private sector.

4. Mitigation Objectives:

After a disaster occurs, one of ESF 18's objectives is to support the recovery of a community through mitigation programs. As a community recovers from a disaster, it is important to identify steps that can be taken to mitigate future impacts, either economic or physical. ESF 18 will work with the private sector and emergency management to provide information about programs that may assist the affected community.

**D. DIRECTION AND CONTROL**

1. ESF 18 Policies

- a. Immediately implement requests or directives of SERT leadership in an efficient and effective manner.
- b. Provide support, as required, to SEOC and JFO operations.
- c. The ESF 18 Standard Operating Guidelines outlines the background, organizational structure, purpose, roles and responsibilities, and operational objectives for preparedness, response, recovery and mitigation. ESF 18 personnel will reference the SOG for further guidance.

2. Decision-Making Authority
  - a. The ESF 18 ECO has the authority to assign personnel, allocate resources, and expend funds to meet the responsibilities outlined for ESF 18 or to complete missions assigned to ESF 18.
  - b. The ESF 18 ECO has the authority to designate ESF 18 section leaders and reassign ESF 18 personnel within the section as necessary.
3. Coordination
  - a. ESF 18 response activities will be guided by and coordinated with the SERT Chief, mobilized Area Command or Incident Management Team representatives, and impacted county disaster officials.
  - b. As operation activities expand outside of the SEOC information will continue to be reported to the SEOC, with ESF 18 Information Section collecting and reporting the information.
  - c. Simultaneous coordination of vital information and protective actions will be accomplished by conference calls and/or other communications systems.
  - d. When possible, ESF 18 personnel will co-locate with Federal and local personnel to better coordinate and unify planning and reporting efforts. Even if physical co-location is not possible, the ESF 18 will work jointly with FEMA and local personnel deployed to the SEOC.

**III. RESPONSIBILITIES**

**PRIMARY AGENCY:** Florida Department of Economic Opportunity

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

AGENCY	RESPONSIBILITIES
<p><b>Department of Economic Opportunity</b></p>	<ul style="list-style-type: none"> <li>a. Designate an Emergency Coordination Officer to oversee ESF 18 operations at the SEOC and JFO.</li> <li>b. Provide staff support for ESF 18 at the SEOC and JFO.</li> <li>c. Manage the ESF 18 Operations Section Chief to ensure all missions are assigned and completed.</li> <li>d. Manage the Information Section Chief to ensure information is updated in a timely manner and communicated to the public.</li> <li>e. Execute contract(s) with administrative entity(ies).</li> <li>f. Coordinate with the Primary Industry Organizations, State of Florida Agencies, and Industry Organizations to identify the needs of the private sector.</li> <li>g. Facilitate conference calls with ESF 18 partners and private sector.</li> <li>h. Provide labor market information and census data.</li> <li>i. Mobilize one-stop mobile units.</li> <li>j. Initiate the disaster unemployment assistance program, if deemed appropriate.</li> <li>k. Initiate contract and budget amendment preparation for the Florida Small Business Emergency Bridge Loan Program implementation if needed.</li> <li>l. Operate the National Dislocated Worker Grant program, if deemed appropriate.</li> <li>m. Assist in labor exchange activities – matching workers with employers.</li> <li>n. Participate in post disaster economic recovery workshops.</li> <li>o. Coordinate the delivery of intermediate and long term economic impact assessment <i>(subject to resource availability)</i>.</li> <li>p. Coordinate in conjunction with Career Source Florida the Quick Response Training Program and the Incumbent Worker Training Program.</li> </ul>



AGENCY	RESPONSIBILITIES
<b>Division of Emergency Management</b>	<ul style="list-style-type: none"> <li>a. Manage preparedness activities for the private sector during steady state including public education and outreach campaigns, business continuity planning tools, and information sharing.</li> <li>b. Provide staff support for ESF 18 at the SEOC and JFO.</li> <li>c. Coordinate with the Primary Industry Organizations, State of Florida Agencies, and Industry Organizations to identify the needs of the private sector.</li> <li>d. Participate in conference calls with ESF 18 partners and private sector.</li> <li>e. Disseminate critical information to the private sector through established communication tools.</li> </ul>
<b>Department of Agriculture and Consumer Services</b>	<ul style="list-style-type: none"> <li>a. Provide economic updates on the agriculture industry.</li> <li>b. Provide staff support for ESF 18 at the SEOC and JFO.</li> </ul>
<b>Department of Business and Professional Regulation</b>	<ul style="list-style-type: none"> <li>a. Provide assistance to the business community.</li> <li>b. Provide staff support for ESF 18 at the SEOC and JFO.</li> </ul>
<b>Department of Financial Services</b>	<ul style="list-style-type: none"> <li>a. Provide economic updates on the financial and insurance industry.</li> <li>b. Provide staff support for ESF 18 at the SEOC and JFO.</li> </ul>
<b>Department of Management Services</b>	<ul style="list-style-type: none"> <li>a. Identify registered suppliers and vendors for emergency goods and services; identify state-owned facilities and assets.</li> <li>b. Provide staff support for ESF 18 at the SEOC and JFO.</li> </ul>
<b>Department of Revenue</b>	<ul style="list-style-type: none"> <li>a. Provide technical assistance related to property tax, general tax, and child support.</li> <li>b. Provide staff support for ESF 18 at the SEOC and JFO.</li> </ul>

**PRIMARY INDUSTRY ORGANIZATIONS:**

<b>ORGANIZATION</b>	<b>RESPONSIBILITIES</b>
<b>Florida Restaurant &amp; Lodging Association</b>	<ul style="list-style-type: none"> <li>a. The primary industry organizations will collect information on economic impact, provide updates to the ESF 18 operation, and provide updates to their membership on response actions by the SERT.</li> <li>b. Provide support staff to the ESF 18 operations for response and recovery.</li> <li>c. Collect information on the economic impact to the hospitality industry, provide updates to the ESF 18 operation, and communicate response/recovery updates to members.</li> </ul>
<b>Florida Retail Federation</b>	<ul style="list-style-type: none"> <li>a. The primary industry organizations will collect information on economic impact, provide updates to the ESF 18 operation, and provide updates to their membership on response actions by the SERT.</li> <li>b. Provide support staff to the ESF 18 operations for response and recovery.</li> <li>c. Collect information on the economic impact of the retail industry, provide updates to the ESF 18 operation, and communicate response/recovery updates to members.</li> </ul>
<b>VISIT FLORIDA</b>	<ul style="list-style-type: none"> <li>a. The primary industry organizations will collect information on economic impact, provide updates to the ESF 18 operation, and provide updates to their membership on response actions by the SERT.</li> <li>b. Provide support staff to the ESF 18 operations for response and recovery.</li> <li>c. Collect information on the economic impact to the tourism industry, provide updates to the ESF 18 operation, and communicate response/recovery updates to members.</li> </ul>

**SUPPORTING INDUSTRY ORGANIZATIONS:**

ORGANIZATION	RESPONSIBILITIES
<b>Associated Industries of Florida</b>	a. Facilitate public-private sector exchange of information regarding needs and capabilities. b. Support the ability of the state and local governments to recover from disasters by connecting them with appropriate business affiliates. c. Assist state and local officials in identifying where private sector support is available or needed to restore business operations in affected areas. d. Engage affiliated organizations and businesses who can bring resources, capabilities, and expertise during the disaster response and recovery period. e. Improve situational awareness with the private sector across the affected area. f. Provide staffing support as needed and as is available to the SEOC and JFO.
<b>Career Source Florida</b>	
<b>Enterprise Florida</b>	
<b>Florida Bankers Association</b>	
<b>Florida Chamber of Commerce</b>	
<b>Florida Chapters of the Association of Contingency Planners</b>	
<b>Florida Economic Development Council</b>	
<b>Florida First Capital Finance Corporation</b>	
<b>Florida Housing Finance Corporation</b>	
<b>Florida Small Business Development Center Network</b>	
<b>Florida Regional Councils Association</b>	
<b>Manufactures Association of Florida</b>	
<b>National Federation of Independent Businesses</b>	
<b>The Florida Council of 100</b>	
<b>Volunteer Florida</b>	

**IV. FINANCIAL MANAGEMENT**

- A. ESF18 will coordinate approval of all expenditures with the SERT Chief and the Finance and Administration Section.
- B. Staff will maintain employee time logs to reflect hours worked. The ESF 18 ECO will maintain staffing scheduling documentation.
- C. Each agency – primary and supporting – will be responsible for tracking its own costs.
- D. All missions conducted will be entered into an approved management information system for documentation and tracking purposes.

**V. REFERENCES AND AUTHORITIES:**

- A. Public Law 93-288, as amended, 42 U.S.C. 5121, et seq, the Robert T. Stafford Disaster Relief and emergency Assistance Act.
- B. Public Law 106-390, Disaster Mitigation Act of 2000.
- C. Powers of Political Subdivisions, Chapter 252.36, Florida Statutes, Emergency Management Powers of the Governor Chapter 288, Florida Statutes, Commercial Development and Capital Improvements.

## APPENDIX XIX: EMERGENCY SUPPORT FUNCTION 19 - Fuels

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

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

### I. ESF-19 INTRODUCTION

Emergency Support Function 19 (ESF-19) has been established to coordinate SERT responses with Florida's private sector providers of energy and transportation fuels. These fuels include propane, fuel oil, diesel, and gasoline. The Division of Emergency Management (FDEM) will have primary responsibility to monitor and communicate with the suppliers and distributors of such fuels and ensure that adequate amounts are delivered to support emergency response activity as well as normal community function.

### II. ESF-19 CONCEPT OF OPERATIONS

#### A. GENERAL

ESF-19 coordinates response to and recovery from shortages and disruptions in the supply and delivery of transportation fuels, propane, and other forms of energy and fuels that impact or threaten Florida's citizens and visitors. Shortages and disruptions in the supply of fuel may be caused by such events as unusually cold or hot weather, severe storms or flooding, fuel supply chain issues, electric transmission, and distribution disruptions.

When the state's regular supply of transportation or energy fuels is disrupted or threatened, an appraisal of the situation is made by the designated authorities or personnel, and necessary action is taken in accordance with this by ESF-19 Fuels. Emergency organization personnel are notified and mobilized to direct and coordinate relief efforts, to communicate with the public and appropriate governmental agencies, and to restore normal service when the emergency is over. These response actions are carried out to maintain energy system integrity and to minimize the impact on Florida citizens and visitors to the degree possible.

#### B. ORGANIZATION

1. FDEM is the lead agency for ESF-19. Other agencies and entities supporting ESF-19 are:
  - Florida Department of Agriculture and Consumer Services
  - Florida Department of Environmental Protection
  - Florida Department of Health
  - Florida Department of Management Services

- Florida Department of Transportation
  - Florida National Guard
  - American Petroleum Institute
  - Florida Petroleum Marketers Association
  - Florida Propane Association
  - Industry Trade Groups and Associations
2. During an emergency or disaster, the primary and support agencies of ESF- 19 will assign personnel to the State Emergency Operations Center (SEOC). ESF-19 will respond directly to the Infrastructure Branch Director, who reports to the Operations Section Chief.

### **C. OPERATIONAL OBJECTIVES**

1. Preparedness
- a. FDEM and other support agency personnel designated to serve in ESF-19 as SEOC representatives shall be given an initial familiarization training, which shall include a review of the Standard Operating Guide (SOG) and a physical tour of the SEOC.
  - b. Training and exercises should take place after the January update of the guide, and prior to the end of May before the start of hurricane season.
  - c. All staff responsible for interacting with the SEOC will complete a review of the Comprehensive Emergency Management Plan (CEMP) each year to ensure their familiarization with any changes to procedures and/or data.
  - d. In preparation for an emergency/disaster situation, ESF-19 will coordinate support agencies and organizations in an attempt to:
    - 1) Maintain overall awareness of the fuel industry to determine response and recovery needs
    - 2) Maintain communication with major fuel and other energy providers to determine response and recovery needs
    - 3) Assist State Emergency Response Team (SERT) and local emergency operations centers to identify potential emergency fuel needs
2. Response
- a. ESF-19's SOG will be implemented when notified by FDEM. FDEM and other ESF support agencies and organizations will cooperate with local, state, and federal agencies and public or private entities in achieving the purposes or activities of ESF-19.

- b. The assets available to ESF-19 will be used to assist county emergency operations agencies and other ESFs with their life saving emergency efforts to provide fuel and other resources as necessary. In response to an emergency, ESF-19 will coordinate with support agencies and organizations in an attempt to:
    - 1) Provide sufficient fuel supplies to state agencies, emergency response organizations, and areas along evacuation routes
    - 2) Provide, to the extent possible, resources for the support of emergency activities being conducted by local emergency operations centers or State ESFs as requested through the SERT
    - 3) Bridge communication between government authorities and major fuel and other energy providers to enhance overall situational awareness
    - 4) Provide accurate and current fuel shortage and supply information to the SEOC
    - 5) Assist local governments and agencies with identifying fuel providers
  - c. Agencies of ESF-19 may serve the SERT in various areas of Field Operations (i.e., the Forward State Emergency Response Team, Impact Assessment Teams, Rapid Response Team, Preliminary Damage Assessment Team, Joint Field Operations, Disaster Recovery Centers operation, intrastate and/or interstate mutual aid assistance, etc.)
  - d. Develop strategies for meeting local and state fuel energy needs
  - e. Receive and assess requests for assistance from local, state and federal agencies, energy offices, energy suppliers and distributors
  - f. Work with the State Coordinating Officer (SCO) and other state and local emergency agencies to assess and coordinate accelerated energy restoration for unique situations that may arise during an individual emergency
  - f. Keep accurate logs and other records of emergency response activities and their costs
3. Recovery
- Continue to keep accurate logs and other records of emergency response activities and their costs.
3. Mitigation

ESF-19 will work cooperatively with other ESFs to mitigate the effects of any emergency. Objectives to support this goal include:

- a. Reviewing past events and AARs to reduce the response time and felt effects of a no-notice event
- b. Facilitating SERT personnel being trained and familiar with current industry regulations and laws

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

In the wake of a disaster, many of the local resources will be unavailable due to damage, inaccessibility or insufficient supply. FDEM representatives in ESF-19 will coordinate a response to non-utility sector energy and transportation fuel related requests with assistance from the other ESF-19 support agencies and organizations as well as with assistance from other ESFs. When the SEOC has been activated, FDEM will staff the ESF work stations in the SEOC, identify which support agencies for ESF-19 are needed, and take necessary steps to assure that these agencies are activated, or at least placed on alert status, as appropriate.

### **III. ESF-19 RESPONSIBILITIES**

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

1. The Division of Emergency Management
  - a. Will monitor and/or address situations affecting the supply of non-utility sector energy resources and transportation of fuels.
  - b. Will monitor energy concerns upon activation of the State Emergency Operations Center.
  - c. Will maintain communications with all stakeholders of ESF 19 in responding to and recovering from emergencies regarding shortages and disruptions in the supply of other private sector energy and transportation fuels affecting the public.
  - d. Will communicate and coordinate with local, state and federal agencies and organizations in responding to energy emergencies and energy restoration.
  - e. Will direct efforts to obtain needed fuel supplies in case of a shortage of automotive transportation fuels or non-utility fuels needed for lifesaving, life sustain and public safety purposes.
  - f. Will coordinate with the industry trade groups and associations in the effort of response and recovery from emergencies regarding shortages and disruptions in the supply of transportation fuels for other residential, commercial, or industry.



- g. Will coordinate with Emergency Support Function 14 on State and local news issues to keep them apprised of energy shortfalls.

## **B. SUPPORT AGENCIES**

### 1. Florida Department of Agriculture and Consumer Services

- a. Monitor and report the status of State fleet fuel supplies
- b. Assist with the provision of fuel regulation waivers during an emergency response
- c. Monitor legislative policy changes and stakeholder concerns through the Office of Energy
- d. Respond to staffing support requests for ESF-19 during SEOC activations
- e. Coordinate with the SERT to address fuel supply needs at the State, country, tribal, and municipal levels
- f. Coordinate with Industry Stakeholders to identify additional fuel sources, including out of State, for large-scale fuel supply disruption
- g. Coordinate with partner agencies to establish priority facilities for state refueling operations
- h. Based on the recommendations from partner agencies, provide fueling designations to SERT Chief

### 2. Florida Department of Environmental Protection

- a. Monitor and report the status of State fleet fuel supplies
- b. Coordinate with the SERT to address fuel supply needs at the State, country, tribal, and municipal levels
- c. Assist with the provision of fuel storage regulation waivers during an emergency response
- d. Respond to staffing support requests for ESF-19 during SEOC activations
- e. Coordinate with partner agencies to establish priority facilities for state refueling operations
- f. Based on the recommendations from partner agencies, provide fueling designations to SERT Chief

3. Florida Department of Health
  - a. Coordinate with partner agencies to report damaged critical infrastructure/facilities
  - b. Coordinate with the SERT to address fuel supply needs at the State, country, tribal, and municipal levels
  - c. Coordinate with Industry Stakeholders to identify additional fuel sources, including out of State, for large-scale fuel supply disruption
  - d. Coordinate with partner agencies to establish priority facilities for state refueling operations
4. Florida Department of Management Services
  - a. Monitor and report the status of State fleet fuel supplies
  - b. Assist ESF-19 with retail vendor fuel contracts
5. Florida Department of Transportation
  - a. Monitor and report the status of State fleet fuel supplies
  - b. Report roadway closures due to damages that would hinder fueling operations
  - c. Report status of retail fuel stations, ports, terminals
  - d. Coordinate with the SERT to address fuel supply needs at the State, country, tribal, and municipal levels
  - e. Coordinate with Industry Stakeholders to identify additional fuel sources, including out of State, for large-scale fuel supply disruption
  - f. Coordinate with partner agencies to establish priority facilities for state refueling operations
  - g. Coordinate with ESF-19 and enable fuel resupply to follow cut and toss teams
6. Florida National Guard
  - a. Monitor and report the status of FLNG fleet fuel supplies
  - b. Respond to staffing support requests for ESF-19 during SEOC activations
  - c. Provide reconnaissance to aid ESF-19 in determining extent of damage to retail fuel stations, ports, terminals

- d. Assist ESF-19 with subject matter expertise during relevant air operations
7. Fuel Industry Trade Groups and Affiliates including: American Petroleum Institute, Florida Petroleum Marketers Association, Florida Propane Association, Florida Trucking Association, National Association of Truck Stop Operators, Kinder Morgan Pipeline, Colonial Pipeline, and others.
- a. Provide industry representatives and liaisons to the SEOC during an activation
  - b. Routinely update and provide training to the SERT on current fuel industry regulations and laws
  - c. Assist with reporting the status of retail fuel stations, ports, terminals
  - d. Disseminate relevant information to industry members regarding emergency fuel regulation waivers or changes
  - e. Relay road closure information to private sector partners and industry members
  - f. Assist with the coordination of fuel movement during an evacuation

## EMERGENCY SUPPORT FUNCTION 20 – CYBERSECURITY ANNEX

**PRIMARY AGENCIES:** Florida Digital Services (FL[DS]) – Department of Management Services (Lead), Cyber Crime Office & Office of Statewide Intelligence – Florida Department of Law Enforcement, Florida Division of Emergency Management

**SUPPORT AGENCIES AND ENTITIES:** Florida Department of Military Affairs, Florida Department of Economic Opportunity.

**FEDERAL PARTNERS:** Cybersecurity and Infrastructure Security Agency, Department of Homeland Security, Multi-State Sharing and Analysis Center, Federal Bureau of Investigation, National Cybersecurity and Communications Integration Center

### I. INTRODUCTION

#### A. PURPOSE

Emergency Support Function 20 (ESF-20) – Cybersecurity is established for FL[DS] to provide consultation and support to State Emergency Response Team (SERT) and the State Emergency Operations Center (SEOC) for cybersecurity incident monitoring and response during SEOC activation. Events requiring FL[DS] consultation and support includes, but is not limited to:

- A cybersecurity incident or an event caused by a cybersecurity incident.
- An event creates the potential for cybersecurity incidents.

ESF-20 will integrate cybersecurity personnel from support agencies and entities to provide awareness and technical expertise to the SERT during SEOC activations. SEOC activation is determined in accordance with the State Comprehensive Management Plan, incorporated by Rule 27P-2.002, F.A.C. The following definitions apply to the ESF 20 – Cybersecurity Annex.

Florida Statute defines cybersecurity to mean the protection afforded to an automated information system in order to attain the applicable objectives of preserving the confidentiality, integrity, and availability of data, information, and information technology resources s. (282.0041(8), F.S.).

An incident is defined as an occurrence that (1) actually or imminently jeopardizes, without lawful authority, the integrity, confidentiality, or availability of information or an information system; or (2) constitutes a violation or imminent threat of violation of law, security policies, security procedures, or acceptable use policies. (See 44 U.S.C. § 3552(b)(2).) For purposes of this annex, a cybersecurity incident may include but is not limited to a vulnerability in an information system, system security procedures, internal controls, or implementation that could be exploited by a threat source.

#### B. SCOPE

The scope of this functional annex is to establish ESF-20 – Cybersecurity as an operational emergency support function within the SEOC. This annex assigns roles and responsibilities among primary and support agencies, describes the operational priorities of the ESF, and sets policies and procedures for the coordination of state, federal, and private entities as it relates to a cybersecurity incident. Nothing in this

annex supersedes the procedures established in the main body of the State Comprehensive Emergency Management Plan unless the supersession is specifically stated in this annex.

### **C. OBJECTIVES**

The standing objectives of ESF-20 – Cybersecurity are to:

1. Provide support to SERT for monitoring and coordinating cybersecurity incident response for state, federal, and private sector partners impacted or potentially impacted by a cybersecurity incident that requires the activation of the SEOC.
2. Provide support and coordinate cybersecurity incident response with SERT Command in the event the SEOC is compromised by a cybersecurity incident.
3. Support and coordinate situational awareness and information sharing among primary and support agencies identified within this annex relating to cybersecurity incidents.
4. Advise SERT on potential impacts to cybersecurity infrastructure in the event of a non-cyber specific event.

## **II. ORGANIZATION**

ESF-20 is a partnership of multiple state agencies and offices with the support and guidance from federal partners. The primary entities are those that are responsible for maintaining the ESF, establishing performance goals in coordination with the SERT Chief, and coordinating with support entities needed for ESF staffing for cybersecurity incident response.

### **A. PRIMARY AGENCIES**

1. Florida Digital Service, within the Florida Department of Management Services. The Florida Digital Service will serve as the ESF lead.
2. Cyber Crime Office, an office within the Florida Department of Law Enforcement.
3. Office of Statewide Intelligence, an office within the Florida Department of Law Enforcement
4. Florida Division of Emergency Management, an agency within the Executive Office of the Governor.

### **B. SUPPORT AGENCIES AND ENTITIES**

The following agencies are considered support entities. They will be included in situational awareness and coordination activities:

1. Florida Department of Military Affairs

## 2. Florida Department of Economic Opportunity

In the event of a cybersecurity incident, ESF-20 may request assistance from other state agencies for cybersecurity and information technology resources. If a state of emergency has been declared and a State Coordinating Officer (SCO) appointed, the SCO may mission tasks agencies to provide resource support.

### **Requesting State Agency Support**

In the event of a cybersecurity incident, ESF-20 may request assistance from other state agencies for cybersecurity and information technology resources. In addition, the ESF Lead has authority to request staff augmentation for ESF-20 from all State agencies that have cybersecurity staff. In the event that additional staffing is required but cannot be sourced from state agencies, the ESF-20 Lead should elevate the need to the SERT Chief to consider mission tasking state agencies to provide support, or to explore the use of contracting staff. If a state of emergency has been declared and a State Coordinating Officer (SCO) appointed, the SCO may mission tasks agencies to provide resource support.

## C. FEDERAL PARTNERS

The following federal entities are considered partners of ESF-20. ESF-20 will coordinate to provide and receive situational awareness, best practices, and be made aware of coordination opportunities with other states.

1. US Cybersecurity and Infrastructure Security Agency
2. Department of Homeland Security
3. Multi-State Sharing and Analysis Center
4. Federal Bureau of Investigation
5. National Cybersecurity and Communications Integration Center

In the event the SEOC is activated in response to a cybersecurity incident, ESF-20, through the SERT Chief, may request a liaison from the above and other federal entities to provide representation at the SEOC.

## D. ROLES AND RESPONSIBILITIES

### **Primary Agencies**

#### **Florida Digital Services**

- Serve as ESF-20 Lead within the SEOC.
- Coordinate overall response and recovery of a cybersecurity incident.
- Manage requests for resources required to address impacts of a cybersecurity incident.
- Coordinate activities and information between the SERT and other ESF-20 partners.

- Coordinate with FDLE to assess of the vulnerability of computer networks, telecommunications systems, radio, and internet services used for routine and emergency operations during a cybersecurity incident.
- Provide stand-by contractor support for response to a cybersecurity incident.
- Oversee ESF development and training in coordination with FDEM.

#### **Florida Division of Emergency Management**

- Provide at least one liaison to staff ESF-20.
- Coordinate with FDEM Bureaus for emergency management trainings and exercises.
- Ensure situational awareness from the SEOC is provided to ESF-20 in event ESF-20 is not activated.
- Provide subject matter expertise on FDEM managed systems, including WebEOC, AlertFlorida, Salesforce, and other applicable systems.

#### **Florida Department of Law Enforcement**

- Provide at least one liaison to staff ESF-20.
- Coordinate sharing of law enforcement sensitive information to and from ESF-16 and the Florida Fusion Center.
- Ensure ESF-20 staff and SERT Command Staff are provided appropriate briefings on cybersecurity incidents that are or may impact emergency management functions.

#### **FDLE Office of Statewide Intelligence**

- Coordinate and prepare information for dissemination to government and/or critical infrastructure partners as required and/or appropriate with ESF-20 partners.
- Collect and analyze law enforcement information following the incident's conclusion.
- Coordinate notification process and information flow to response partners and NCCIC.

#### **FDLE Cybercrime Office**

- Serve as lead point of contact for ESF-20 on law enforcement sensitive information.

### **SUPPORT AGENCIES AND ENTITIES**

#### **Florida Department of Military Affairs**

- Integrate into ESF-20's information sharing structure.
- Provide a liaison to ESF-20 if requested by the ESF-20 lead or SERT Chief.
- Collect, analyze, and share cybersecurity threat and vulnerability information with appropriate agencies/entities on affected state, local, and private sector critical infrastructures if available and appropriate.
- Provide awareness on available FLNG incident response and recovery resources such as information assurance, applications, and network operations personnel, for affected state, local, and private sector partners.

#### **Florida Department of Economic Opportunity**

- Integrate into ESF-20's information sharing structure.
- Provide a liaison to ESF-20 if requested by the ESF-20 lead or SERT Chief.
- Assess the commercial and economic impacts of cybersecurity incidents.
- Coordinate with ESF-14 on targeting messaging for private sector partners.

- Coordinate with ESF-20 to determine approved information sharing guidelines for the Virtual Business EOC.

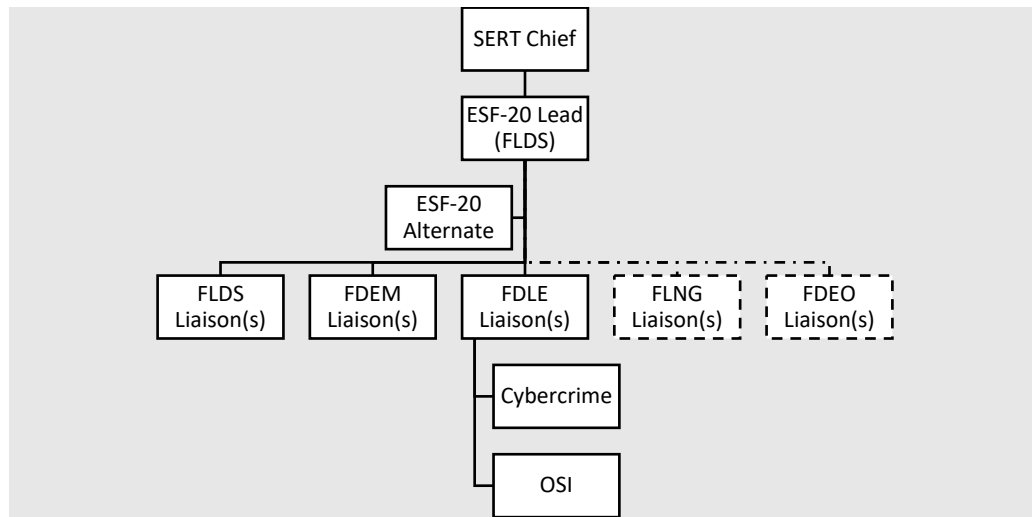
**E. COMMAND AND CONTROL**

ESF-20 adopts the core command and control structure as described in the Base Plan of the CEMP. Specifically, ESF-20 reports directly to the SERT Chief or his/her designee. The State Chief Information Officer (housed within FL[DS]), or their designee, will serve as ESF-20 Lead. The ESF-20 Lead will appoint an alternate to serve as a deputy for ESF-20 functions. This ESF-20 Alternate Lead will be a staff member of FL[DS].

FL[DS], FDEM, and FDLE will appoint one or more designated staff to serve as liaisons within ESF-20. The individuals appointed are expected to be located physically in the SEOC to attend all meetings and to coordinate with the ESF-20 Lead and the SERT, as well as provide information to and from the FDEM emergency coordination officer or designee.

As part of the command-and-control structure, ESF-20 will coordinate with the Florida National Guard (FLNG), and FL Department of Economic Opportunity Emergency Coordinating Officer (FDEO ECO) or their designee to provide situational awareness as appropriate.

**Organizational Chart**



**III. CONCEPT OF OPERATIONS**

**A. PREPAREDNESS ACTIVITIES**

ESF-20 does not supplant the roles and responsibilities of any existing cybersecurity preparedness entities at the local, state, or federal level. Rather, the preparedness



goal of ESF-20 is to ensure there is coordination and advocacy for cybersecurity as it relates to emergency management and consequence identification.

### **Information Sharing and Situational Awareness**

The primary preparedness function of ESF-20 is to establish and enforce a cybersecurity information sharing protocol between the FL[DS], FDLE, and FDEM. This ensures that the primary cybersecurity partners are able to monitor ongoing threats that could cascade into requiring either a state response or enhanced monitoring of the SEOC. Nothing in this annex should be considered to override existing rules as it relates to cybersecurity and law enforcement sensitive information sharing. This annex also does not change the federal reporting requirements of any state agency.

Information on cybersecurity incidents received by ESF-20 will be shared with both the Florida Fusion Center and the State Watch Office. If the incident involves a disruption at a critical infrastructure facility that impacts its ability to perform mission critical functions, the State Watch Office will provide situational awareness to the appropriate ESF and county partners.

Information on cybersecurity incidents received by either the State Watch Office or the Florida Fusion Center will be shared with each other, as well as with ESF-20. While some information will be considered law enforcement sensitive and exempt from sharing, at minimum, the following information should be shared:

1. Facility / Entity Name and Address
2. Mission Critical Functions of Facility
3. Extent of Disruption
4. Estimated Restoration
5. Extent of State Involvement in Response if any

### **Training and Exercises**

Annually, ESF-20 will assess the current capabilities of the ESF and SEOC as it relates to an emergency management response to a cybersecurity incident in line with FDEM's Integrated Preparedness Plan. As part of this assessment, ESF-20 shall identify gaps and recommend potential trainings and exercises to the SERT Chief and FDEM's State Training Officer.

ESF-20 should participate in SEOC exercises, as requested, and is encouraged to participate in other exercises to maintain awareness of other ESFs and SEOC functions.

## **B. ALERT AND NOTIFICATION**

Utilizing the information sharing structures established in the Preparedness phase, ESF-20 will receive information regarding cybersecurity incidents throughout the state. Upon reviewing notifications, ESF-20 will determine the need to advise the SERT Chief

and FDEM on the recommendation to increase the SEOC activation level. ESF-20 will utilize the information below to determine the need to recommend further action.

**Cybersecurity Incident Severity Schema**

The United States Federal Cybersecurity Centers, in coordination with departments and agencies with a cybersecurity or cybersecurity operations mission, adopted a common schema for describing the severity of cybersecurity incidents affecting the homeland, U.S. capabilities, or U.S. interests. The schema establishes a common framework for evaluating and assessing cybersecurity incidents to ensure that all departments and agencies have a common view of the:

- The severity of a given incident;
- The urgency required for responding to a given incident;
- The seniority level necessary for coordinating response efforts; and
- The level of investment required of response efforts.

The table below depicts several key elements of the schema.

General Definition		Observed Actions	Intended Consequence <sup>1</sup>
Level 5 <i>Emergency</i> (Black)	<i>Poses an imminent threat to the provision of wide-scale critical infrastructure services, national gov't stability, or to the lives of U.S. persons.</i>	Effect	Cause physical consequence
Level 4 <i>Severe</i> (Red)	<i>Likely to result in a significant impact to public health or safety, national security, economic security, foreign relations, or civil liberties.</i>	Presence	Damage computer and networking hardware
Level 3 <i>High</i> (Orange)	<i>Likely to result in a demonstrable impact to public health or safety, national security, economic security, foreign relations, civil liberties, or public confidence.</i>		Corrupt or destroy data  Deny availability to a key system or service
Level 2 <i>Medium</i> (Yellow)	<i>May impact public health or safety, national security, economic security, foreign relations, civil liberties, or public confidence.</i>	Engagement	Steal sensitive information
Level 1 <i>Low</i> (Green)	<i>Unlikely to impact public health or safety, national security, economic security, foreign relations, civil liberties, or public confidence.</i>	Preparation	Commit a financial crime
Level 0 <i>Baseline</i> (White)	Unsubstantiated or inconsequential event.		Nuisance DoS or defacement

**Community Lifeline Impacts as a Trigger**

In conjunction with the Cybersecurity Incident Severity Schema, ESF-20 will utilize impacts to Community Lifelines to determine the need to recommend SEOC action. Utilizing Community Lifelines as a guide will allow ESF-20 to focus on the

consequence of the cybersecurity incident. In principle, if a cybersecurity incident inhibits the capabilities of a jurisdiction or entity to the extent that a Community Lifeline is disrupted anywhere in the state, then ESF-20 should elevate the incident to the SEOC and ensure other ESFs are notified.

The table below lists the Community Lifelines, their subcomponents, and what SERT ESFs are involved with those subcomponents. ESF-20 should consult with the applicable Lifeline ESFs to determine the recommendation for SEOC actions.

Community Lifeline	Subcomponent	ESFs Involved
<b>Safety and Security</b>	Law Enforcement	ESF 16
	Fire Service	ESF 4/9
	Search and Rescue	ESF 4/9
	Government Service	ESF 7
	Community Safety	ESF 4/9, 16
<b>Food, Water, Shelter</b>	Food	ESF 6, 11, 15, 18
	Water	ESF 6, 11, 15, 18
	Shelter	ESF 6, 18
	Agriculture	ESF 17
<b>Health and Medical</b>	Medical Care	ESF 8
	Public Health	ESF 8
	Patient Movement	ESF 4/9, 8
	Medical Supply Chain	ESF 7, 8
	Fatality Management	ESF 8, 16
<b>Energy</b>	Power Grid	ESF 12
	Fuel	ESF 19
<b>Communications</b>	Infrastructure	ESF 2
	Response Communications	ESF 2, 4/9, 16
	Alerts and Warning	ESF 2, 5, 14 16
	Finance	ESF 18
	911 and Dispatch	ESF 2, 4/9, 16
<b>Transportation</b>	Highway and Roadways	ESF 1/3
	Mass Transit	ESF 1/3
	Railway	ESF 1/3
	Aviation	ESF 1/3
	Maritime	ESF 1/3, 19
<b>Hazardous Materials</b>	Facilities	ESF 10
	HazMat	ESF 8, 10
	Pollutants	ESF 8, 10
	Contaminants	ESF 8, 10

**Alert and Notification for Non-Cybersecurity Events**

ESF-20 adheres to the alert and notification procedures as described in the Base Plan of the CEMP as it relates to non-cybersecurity specific events. ESF-20 will on occasion

receive situational awareness from FDEM on other events and may be asked to activate into the SEOC. This request will come from either the SERT Chief or by an automated message from FDEM's mass notification system.

### **C. MOBILIZATION**

Upon the decision to activate, ESF-20 will be notified either directly by the SERT Chief, or via an automated message from FDEM's mass notification system. This notice will include a report time. The mobilization time will vary based on the event and can be as short as one hour for a no-notice event.

#### **Physical Staffing of the SEOC**

When activated, ESF-20 will be expected to staff at least one ESF-20 member on the SEOC floor at a desk specified by the Operations Section. This staff will serve as the primary point of contact between ESF-20 and the rest of the SERT. During a cybersecurity specific incident, ESF-20 may be required to provide additional staffing on the SEOC floor, to include 24-hour staffing. During a non-cybersecurity specific event, ESF-20 Lead will work with the SERT Chief to determine a reasonable staffing plan for the ESF.

#### **Virtual Staffing of the SEOC**

Recognizing that ESF-20 members have specialized equipment and resources at home agencies, it is anticipated that ESF-20 will have a remote footprint of activated staff. These staff are still required to coordinate with the ESF-20 Lead to ensure there is a unified effort. The SEOC utilizes web conferencing and team collaboration software that can be utilized by ESF-20 to maintain coordination among the team. The SERT Chief retains the right to direct that remote staff relocate physically to the SEOC should the event require it.

The ESF-20 Lead is required to keep a roster of remote staff by day. Remote staff are required to keep track of hours worked for the SEOC and be prepared to provide to the SEOC.

### **D. EXECUTION**

#### **Cybersecurity Specific Event**

During a cybersecurity specific incident, ESF-20 will have the following standing orders:

1. Staff the SEOC and serve as part of the Unified Command Group providing subject matter expertise on cybersecurity-specific information.
2. Provide technical coordination with impacted entities and provide operational guidance to SEOC based on impacted entity reports.
3. Coordinate with federal and state agencies and entities involved in the cybersecurity law enforcement and response mission and provide relevant updates to the SEOC.

4. Provide regular updates to the SERT Planning Section for publishing in situation reports.

#### Scope of Activities

Once activated for a cybersecurity specific incident, it is not the mission of ESF-20 to respond directly to the cybersecurity incident, rather it is to assist the SEOC in response. The primary goal of ESF-20 is to assist the SERT Command staff to comprehend the actual, likely, and potential impacts of the cybersecurity incident. Leveraging partnerships both in and out of the SEOC, ESF-20 will attempt to provide the SERT information on the extent of service disruption or data breach, the estimated restoration time, core partners, and potential cascading impacts. This information will allow the SERT to direct its efforts to minimize the negative impact of the incident.

#### Information Sharing

ESF-20 will be expected to regularly share information with SERT Partners, to include state government, county emergency management, private sector partners, and the general public. The specific details shared with each stakeholder will vary due to the sensitivity of the information, and the SERT expects ESF-20, in coordination with ESF-14 (External Affairs) to determine the level provided to each partner. ESF-20 will also work directly with ESF-14 to assist in creating public messaging and executive talking points for public dissemination. If a Joint Information Center (JIC) is established, ESF-14 may request a dedicated subject matter expertise in cybersecurity to be embedded with the JIC for public information generation purposes.

#### Coordination with Federal Partners

ESF-20 shall directly coordinate with the appropriate federal entities as it relates to a cybersecurity incident. In consultation with ESF-20 and the SCO, the SERT Chief will request a liaison from the Cybersecurity and Infrastructure Security Agency (CISA) for any incident that requires a SEOC response. The CISA Liaison will embed with ESF-20 for information sharing and technical expertise.

#### Non-Cybersecurity Event

ESF-20 will initially activate for non-Cybersecurity events to ensure they are in briefed on the current circumstance and to determine if there is a potential for a cascading impact that could result in a cybersecurity incident. Once the assessment is completed, the ESF-20 Lead will discuss with the SERT Chief regarding ongoing staffing needs.

During an SEOC activation that does not involve a cybersecurity incident, ESF-20 may be requested by FDEM to assist with monitoring system security and providing enhanced guidance on cybersecurity practices relevant to the SEOC. In general, it is anticipated that this request will be for a specific and limited timeframe to augment a temporary limitation.

## **E. DEMOBILIZATION**

The ESF-20 Lead shall monitor ongoing staffing needs and coordinate with the SERT Chief on the need for ESF-20 activation. The SERT Chief retains the discretion to demobilize ESF-20 from the SEOC. Once the notice to demobilize is given to the ESF-20 Lead, the lead will notify the other members.

Prior to demobilization, all ESF-20 staff are expected to provide any after-action comments to the Planning Section Chief as designated by the SERT Chief.

#### **F. RECOVERY**

After a response shift to the recovery phase, ESF-20 is expected to remain engaged for the purpose of providing subject matter expertise to FDEM Recovery Bureau Staff as they coordinate with federal entities on reimbursement for operational expenses. In the event that a Joint Field Office or other Recovery Office is opened that requires a cybersecurity subject matter expert, ESF-20 will coordinate the staffing of that expert.

ESF-20 will ensure that all time worked, and all operational costs are provided to FDEM Recovery staff upon request.

#### **IV. ADMINISTRATION**

ESF-20 adheres to the administration procedures outlined in the Base Plan of the State CEMP with no variation.

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

- Section 282.0051 Florida Statutes
- Section 282.318 Florida Statutes
- Section 815.06 Florida Statutes
- Presidential Policy Directive 41, United States Cyber Incident Coordination
- National Association of State Chief Information Officers Cyber Disruption Response Planning Guide
- Department of Homeland Security 2020 National Preparedness Report
- Framework for Improving Critical Infrastructure Cybersecurity, 2018
- Presidential Executive Order 13636, Improving Critical Infrastructure Cybersecurity, 2013
- National Cyber Incident Response Plan, 2016
- National Security Strategy, 2017



# Public Health Emergency Management Plan

To Support the State Comprehensive Emergency Management Plan

Version 1.0  
July 2022

Maintained by the Florida Department of Health



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## AUTHORITIES

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### **Federal**

#### **Title 42, Code of Federal Regulations Part 70 Interstate Quarantine**

Authorize the detention, isolation, quarantine, or conditional release of individuals, for the purpose of preventing the introduction, transmission, and spread of the communicable disease listed in an Executive Order.

#### **Title 42, Code of Federal Regulations Part 71 Foreign Quarantine**

Authorizes the Director of the Centers for Disease Control and Prevention to order the isolation, quarantine, or placement of a person under surveillance and may order disinfection or disinfestation, fumigation, as the Director considers necessary to prevent the introduction, transmission, or spread of the listed communicable diseases.

#### **Public Law 109-148 Public Readiness and Emergency Preparedness Act (PREP Act) As Amended**

Authorizes the Secretary of the Department of Health and Human Services to issue a declaration that provides immunity from liability (except for willful misconduct) for claims of loss caused, arising out of, related to, or resulting from administration or use of countermeasures to diseases, threats and conditions determined by the Secretary to constitute a present or creditable risk of a future public health emergency to entities and individuals involved in the development, manufacture, testing, distribution, administration, and use of such countermeasures.

#### **Title 42, Code of Federal Regulations Part 264 Regulations to Control Communicable Diseases**

Authorizes the U.S. Surgeon General to make and enforce regulations to prevent the introduction, transmission, or spread of communicable diseases from foreign countries into the United States, or from one state to another.

#### **Title 42, Code of Federal Regulations Part 265 Suspension of entries and imports from designated places to prevent spread of communicable diseases**

Whenever the U.S. Surgeon General determines that by reason of the existence of any communicable disease in a foreign country there is serious danger of the introduction of such disease into the United States, and that this danger is so increased by the introduction of persons or property from such country that a suspension of the right to introduce such persons and property is required in the interest of the public health, the U.S. Surgeon General, in accordance with regulations approved by the President, shall have the power to prohibit, in whole or in part, the introduction of persons and property from such countries or places as the U.S. Surgeon General shall designate in order to avert such danger, and for such period of time as the U.S. Surgeon General may deem necessary for such purpose.

#### **Pub. Law No. 109-417 Pandemic and All-Hazards Preparedness Act (PAHPA)**

- Amends the Public Health Service Act and establishes the Assistant Secretary for Preparedness and Response as a new position with authority over the advanced development and acquisitions of medical countermeasures.

- Establishes the National Health Security Strategy to coordinate preparedness activities across agencies and organizations in order to reduce the social and economic cost of significant public health incidents.

**Pub. Law No. 113–5 Pandemic and All-Hazards Preparedness Reauthorization Act (PAHPRA)**

Amends the Public Health Service Act and provides the Assistant Secretary for Preparedness and Response with additional responsibilities and authorities to develop and implement the National Health Security Strategy.

**Section 319, Public Health Service Act, Public Health Emergencies**

Authorizes the Secretary of Health and Human Services to determine that a Public Health Emergency exists, if the Secretary determines a disease or disorder presents a Public Health Emergency or that a Public Health Emergency, including significant outbreaks of infectious disease or bioterrorist attacks, otherwise exists. If the Secretary issues this declaration, it would authorize the Secretary to take appropriate actions consistent with other authorities to respond to the emergency, temporarily suspend or modify certain legal requirements, and expand available funds in the Public Health Emergency Fund for the response.

**Pub. Law 93-288 Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) As Amended**

Provides authority for response and recovery assistance under the Federal Response Plan, which empowers the President to direct any federal agency to utilize its authorities and resources in support of state and local disaster assistance efforts.

**State**

**Section 20.43(7)(b), Florida Statutes, Department of Health**

Authorizes the purchase of items necessary to encourage patient compliance with disease prevention behaviors.

**Section 120.54(4)(a), Florida Statutes, Administrative Procedures Act, Rulemaking, Emergency Rules**

Provides that an agency may adopt any rule necessitated by an immediate danger after a finding that such an immediate danger to the public health, safety, or welfare requires emergency action.

**Section 252.36, Florida Statutes, Emergency Management**

A state of emergency shall be declared by Executive Order or proclamation of the Governor if she or he finds an emergency has occurred or that the occurrence or the threat thereof is imminent.

**Section 381.0011, Florida Statutes, Duties and powers of the Department of Health**

- Assess the public health status and needs of the state.
- Administer and enforce laws and rules related to sanitation, control of communicable diseases, illnesses and hazards to health among humans and from animals to humans, and the general health of the people of the state.
- Coordinate with federal, state, and local officials for the prevention and suppression of communicable and other diseases, illnesses, injuries, and hazards to human health.

- Provide for a thorough investigation and study of incidence, cause, modes of propagation and transmission, and means of prevention, control, and cure of diseases, illnesses, and hazards to human health.
- Provide for the dissemination of information, to the public relative to the prevention, control, and cure of diseases, illnesses, and hazards to human health.
- Act as registrar of vital statistics.
- Manage and coordinate emergency preparedness and disaster response functions: investigate and control the spread of disease; ensure the safety of food and drugs; and provide surveillance and control of radiological, chemical, biological, and other environmental hazards.

**Section 381.0012, Florida Statutes, Enforcement authority**

It shall be the duty of every state and county attorney, sheriff, police officer, and other appropriate city and county official upon request to assist the department or any of its agents in enforcing the state health laws, rules, and orders adopted under this chapter.

**Section 381.00315, Florida Statutes, Public health advisories; public health emergencies; isolation and quarantines**

The State Health Officer is responsible for declaring public health emergencies, issuing public health advisories, and ordering isolation and quarantines. The Department of Health, in collaboration with specified entities, to develop a specified public health emergency plan; review and update the plan as necessary.

**Section 403.861, Florida Statutes, Department of Health; public water supply duties and responsibilities; coordinating budget requests with department**

Public health aspects of the state public water supply program require joint participation in the program by the Department of Health and its units and the Department of Environmental Protection.

**Section 406.11, Florida Statutes, Examinations, investigations, and autopsies.**

Requiring district medical examiners to certify deaths and to assist the State Health Officer with certain functions upon request.

**Section 570.36, Florida Statutes, Division of Animal Industry; powers and duties**

- Enforcing those provisions of chapter 585, and rules adopted pursuant thereto, relating to testing, supervising, controlling, and eradicating brucellosis and tuberculosis in livestock.
- Enforcing those provisions of chapter 585, and rules adopted pursuant thereto, relating to the control and eradication of dangerous transmissible diseases of livestock, including those caused by parasitic infestations such as screwworm and cattle fever tick.
- Operating and managing the animal disease diagnostic laboratory provided for in chapter 585.

**Section 585.145, Florida Statutes, Control of animal diseases**

Gives the Department of Agriculture and Consumer Services the authority to take such measures as may be necessary and proper for the control, suppression, eradication, and prevention of the spread of contagious, infectious, and communicable disease and to protect animals in the state. The Department shall also isolate or quarantine such animals as it shall find, or have reason to believe, to be infected with or exposed to any such disease.

**Section 768.28, Florida Statutes, Waiver of sovereign immunity in tort actions; recovery limits; limitation on attorney fees; statutes of limitations; exclusions; indemnification; risk management programs**

Protects state employees who administer immunizations as part of their official duties.

## REFERENCES

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1. State of Florida Comprehensive Emergency Management Plan
2. Public Health Emergency Operations Plan Florida Department of Health, February 2019
3. Florida Natural Disease Outbreak and the Pandemic Influenza Management Response Plan, April 2008
4. Fatality Management Response Plan of the Florida Medical Examiners Commission, May 2012
5. Florida Department of Health, Alternate Care Site Standard Operating Procedure, April 2013
6. Florida Comprehensive Emergency Management Plan, Appendix VIII: ESF-8 Public Health and Medical Services, 2021
7. Florida Department of Health, Emergency Operations Plan, Mass Prophylaxis and Treatment Annex, Version 6, October 2014
8. Florida Strategic National Stockpile Standard Operating Procedure, January 2015
9. Florida Department of Health, Biological Disease Outbreak Incident Response Playbook, February 2015
10. Florida Department of Health, Ebola Incident Response Playbook, February 2015
11. Florida Department of Health, Pandemic Influenza Incident Response Playbook, February 2015
12. Florida Department of Health, Florida Infectious Disease Transportation Network Plan, May 2016
13. Florida Department of Health, Zika Incident Response Playbook, 2017
14. Federal Emergency Management Agency Biological Incident Annex to the Response and Recovery Federal Interagency Operational Plan, January 2017
15. The Interagency Agreement Between the Florida Department of Environmental Protection and the Department of Health regarding responsibilities for the biomedical waste program, October 1996
16. Florida Department of Health and Department of Environmental Protection Tracking of Precautionary Boil Water Notices During Hurricanes Or Emergency Events, June 2019

## GLOSSARY OF TERMS

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**Centers for Disease Control and Prevention Category A Bioterrorism Agent/Disease.**

High-priority agents including organisms that pose a risk to national security because they: can be easily disseminated or transmitted from person to person; result in high mortality rates and have the potential for major public health impact; might cause public panic and social disruptions; and require special actions for public health preparedness. These agents/diseases include: anthrax; botulism; plague; smallpox; tularemia; and viral hemorrhagic fevers. Many of these agents/diseases are naturally occurring.

**Centers for Disease Control and Prevention Select Agents.** Biological agents and toxins that have been determined to have the potential to pose a severe threat to public health and safety, to animal and plant health, or to animal or plant products.

**Consequence Management.** Actions taken to maintain or restore essential services and manage and mitigate problems resulting from disasters and catastrophes, including natural, man-made, or terrorist incidents.

**Contact Tracing.** The identification and diagnosis of persons who may have come into contact with an infected person, especially in order to treat or quarantine them.

**County Health Department (CHD).** County health departments are cooperative state and local partnerships. Each county health department enters into an annual contract with their host Board of County Commissioners. The contract specifies the services to be provided and the revenues that fund the services. County health departments are supported by a variety of revenues including state funds, county funds, federal funds, fees, Medicaid, grants, and contracts. County health departments collectively fall under the leadership of the State Health Office.

**Crisis Standards of Care.** Guides for decision-making designed to achieve the best outcome for a group of patients rather than focusing on an individual patient.

**Critical Infrastructure and Key Resources.** The assets of the United States that are essential to the nation's security, public health and safety, economic vitality, and way of life (e.g., energy production and delivery).

**Epidemiology.** The study of disease sources, occurrence, transmission, and prevention.

**Emergency Support Function (ESF).** A grouping of governmental and certain private sector capabilities into an organizational structure to provide support, resources, program implementation, and services that are most likely needed to save lives, protect property, and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal following domestic incidents.

**Emergency Use Authorization (EUA).** The Food and Drug Administration may authorize unapproved medical products or unapproved uses of approved medical products to be used in

an emergency to diagnose, treat, or prevent serious or life-threatening diseases or conditions caused by chemical, biological, radiological and nuclear threat agents when certain criteria are met, including there are no adequate, approved, and available alternatives.

**Florida Emergency Mortuary Operations Response System (FEMORS).** A team of trained personnel from multiple state and local agencies that supports Medical Examiner Offices with victim identification, recovery, storage and disposition of human remains, and record keeping during mass fatality incidents.

**Incubation Period.** The length of time between the point of exposure to an infectious agent and the point at which signs and symptoms of the disease appear.

**Infection Control.** Measures taken to prevent further infections and the spread of disease. These precautions include: separate waiting facilities, a pre-arranged triage mechanism, spatial separation, use of personal protective equipment, appropriate cleaning and disinfection, proper hand hygiene, use of standard and transmission-based precautions, encourage immunization of susceptible populations, and encouragement of respiratory hygiene.

**Isolation.** The separation and confinement of individuals known or suspected to be infectious or ill with a contagious disease in order to prevent them from transmitting the disease to others.

**Laboratory Response Network (LRN).** An integrated network of state and local public health, federal, military, and international laboratories that are equipped to respond to bioterrorism, chemical terrorism, and other public health emergencies.

**Medical Countermeasure.** Food and Drug Administration regulated products (biologics, drugs, devices) that may be used to diagnose, prevent, protect from, or treat conditions associated with chemical, biological, radiological, or nuclear threats, or emerging infectious diseases.

**Medical Surge.** Increased need for medical personnel in a catastrophic health incident or pandemic.

**Morbidity.** The measure or rate of disease occurrence - usually expressed as the number of disease cases per 100,000 populations.

**Mortality.** The measure or rate of death from a disease occurrence, usually expressed as percent of deaths among the number of cases.

**Non-Pharmaceutical Intervention.** Disease control measures that include isolation and quarantine, restrictions on movement and travel advisory/warning, social distancing, external decontamination, hygiene, and precautionary protective behaviors.

**Novel Disease.** A new type or strain of disease for which there is no or limited human immunity.

**Occupational Health.** A branch of public health concerned with protecting the safety, health, and welfare of people engaged in work or employment.

**Pandemic.** A disease epidemic characterized by sustained human-to-human transmission causing community outbreaks in more than one World Health Organization Region.

**Personal Protective Equipment (PPE).** Specialized clothing or equipment, worn for protection against infectious or harmful materials, chemical and radiological hazards. Items may include: protective garments, gloves, gowns, goggles, hand sanitizer, and/or equipment.

**Public Health Advisory and Alerts.** Any warning or report giving information to the public about a potential public health threat.

**Public Health Emergency.** Any occurrence or threat thereof, whether natural or man-made, which results or may result in substantial injury or harm to the public health from infectious disease, chemical agents, radiological agents, biological toxins, cyber attack or situations involving mass casualties or natural disasters.

**Public Health Reference Laboratories.** Designated state and local laboratories that perform advanced diagnostics tests, not readily available in the private sector, to detect and confirm the presence of threat agents.

**Quarantine.** The restriction of activities of currently well people when there is reason to believe that they have been exposed to and are in the incubation period for an infectious disease.

**Sheltering in Place.** Procedures that involve individuals isolating themselves within their homes.

**Social Distancing.** Voluntary or mandatory steps taken to reduce close contact among people in a community.

**Standard Precautions.** These precautions are used for all patient care in health care settings. The precautions are based on a risk assessment and make use of common-sense practices and personal protective equipment use that protect health care providers from infection and prevent the spread of infection from patient to patient. These measures can include hand hygiene, respiratory etiquette, patient placement, cleaning and disinfection.

**Surveillance.** The ongoing, systematic collection, analysis, and interpretation of health-related data essential to planning, implementation, and evaluation of public health practice. Surveillance is often used to detect disease outbreaks and to monitor and assess their progression.

**Symptomatic.** The stage of infection and disease progression when a patient begins to show sensations or changes in bodily function associated with a particular disease.

**Transmission-based Precautions.** Precautions used for patient care in health care settings. These precautions are the second tier of basic infection control and are to be used in addition to standard precautions for patients who may be infected or colonized with certain infectious agents for which additional precautions are needed to prevent infection transmission.

**Vaccine.** A substance used to stimulate the production of antibodies and provide protection against one or several diseases, prepared from the causative agent of a disease, its products, or a synthetic substitute, treated to act as an antigen without inducing the disease.

**Zoonoses/Zoonosis/Zoonotic.** A disease capable of being transmitted from infected animals to humans.

## SECTION 1 – INTRODUCTION

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### I. General

This plan is applicable during any emergency, incident or disaster that impacts Florida's public health and medical system and will be implemented under the all-hazards framework of the State Comprehensive Emergency Management Plan. The scope of this plan is not limited by the nature of any specific hazard. This plan is designed to be applied with equal effectiveness against all public health and medical incidents, whether they are infectious or noninfectious, intentional, or unintentional. This plan will be implemented to help safeguard and restore the health and safety of communities affected by these incidents with due regard to the physical, behavioral, and cultural needs of the whole community.

The overarching objective of the Public Health Emergency Management Plan is to establish a framework for an integrated multi-agency response to a public health emergency by reducing disease morbidity and mortality and limiting economic and social disruption. The Department of Health, under the direction of the State Surgeon General, shall serve as the lead agency for public health emergency incident response and will coordinate local, state, and tribal activities in order to:

- Detect the incident through disease surveillance and/or environmental monitoring;
- Characterize and monitor the public health emergency to determine the most effective interventions;
- Identify and protect the population(s) at risk through pharmaceutical and non-pharmaceutical interventions;
- Determine the source of the public health emergency;
- Rapidly frame public health and medical, pharmaceutical, pre-hospital and law enforcement implications;
- Control and contain the spread of any identified disease;
- Augment public health and medical service surge capacity;
- Coordinate public messaging; and,
- Coordinate implementation of protective actions.

### II. Hazard Context

Florida's population demographics, climate, and role as an international tourist destination increase the state's vulnerability to the impacts of public health emergencies – whether natural or manmade. Incidents involving chemical, radiological, nuclear, or explosive agents generally allow for ready detection, investigation, and containment. Other incidents, such as biological incidents, tend to be less transparent and more difficult to contain. As a result, a largescale biological incident would pose a significant threat to public health, critical infrastructure, and state and local economies.

Biological agents may elude early detection, compromising the ability of public health professionals to understand the scope and magnitude of an emerging disease outbreak. This inability to detect a biological agent early may allow infection to spread unabated through the population and increases the likelihood of catastrophic consequences.



Examples of public health threats that may result in the activation of this plan include:

- Emergence of an infectious disease of high consequence;
- Introduction of an infectious disease agent of high consequence into the state;
- Established person-to-person transmission of a novel influenza virus or another emerging disease to which there is no existing human immunity;
- Dispersal of a Bioterrorism Agent as part of a bioterrorism act;
- Local (autochthonous) transmission of an imported vector-borne disease;
- Largescale intentional or natural contamination of water supplies or the pharmaceutical supply chain;
- Largescale environmental health incidents;
- Extensive food-borne illness incidents;
- Nuclear incidents or large-scale releases of radioactive materials;
- Largescale hazardous material releases; or,
- Mass population surges.

### **III. Purpose**

The purpose of the plan is to describe the actions used to mitigate against, prepare for, respond to, and recover from public health emergency incidents requiring state, interstate, and/or federal support.

This plan is intended to address public health emergency incidents that exceed or are predicted to exceed the response capability and/or resources of local jurisdiction(s) and/or the state. The information contained in this plan is not cause-specific with regard to public health emergency incidents. As with other incidents, the focus of the response to a public health emergency incident would be on consequence management and threat mitigation.

While the plan is intended to support the state response to any public health emergency incident, it may not be all-inclusive as new threats can continue to surface. As such, additional response activities may be required that are not detailed in the plan. However, the plan has sufficient flexibility to allow for easy adaptation to new and evolving public health threats.

### **IV. Scope**

The scope of incidents addressed in this plan can be identified as any incident that exceeds or overwhelms the capabilities or resources of one or more responding local agencies. As incident complexity and scale increases, incident coordination would transition to a lead agency, such as the Florida Department of Health. As incident complexity and scale further expands the State Emergency Response Team (SERT) would be activated to effectively coordinate the multijurisdictional resources that might be utilized. As local/state/private resources are overwhelmed, federal agencies would then increase their operational responsibility.

### **V. Situation Overview, Planning Assumptions, and Critical Considerations**

As the lead agency, the Florida Department of Health (FDOH) is responsible for the establishment of a preparedness and response framework to address public health threats of various scopes and magnitudes ranging from isolated to widespread. The State Surgeon

General is responsible for declaring public health emergencies, issuing public health advisories, and ordering isolation and quarantine actions.

#### **A. Situation Overview**

Public health emergencies that require the activation of this plan may arise from a variety of public health threats that must be analyzed individually to adequately support preparedness, response, and recovery activities. Given the dynamic nature of public health incidents, FDOH—in collaboration with the Executive Office of the Governor and the Florida Division of Emergency Management (FDEM)—will establish the threshold for initiating a state-level response on a case-by-case basis.

The scale and timing of state response actions corresponds with the attributes of the public health emergency and the predicted scope and magnitude of the incident and is not tied to any pre-determined response triggers. Response decisions are ultimately driven by situational awareness and an assessment of potential public health impacts.

#### Public Health Emergency Characteristics

1. Naturally-occurring Disease Outbreaks
  - a. Emerging – Caused by newly identified species or strains of disease-causing agents for which there may be no human immunity.
  - b. Reemerging – Caused by a disease-causing agent that was previously controlled or eradicated but has been reintroduced.
  - c. Communicable – Transmissible from person-to-person via contact, respiration, and/or ingestion of disease-causing agent.
  - d. Non-communicable – Cannot be transmitted from person-to-person.
  - e. Vector-borne – Transmitted through a disease vector (animal or arthropod) such as an insect (i.e., mosquito, flea).
2. Man-made Incidents
  - a. Terrorist-related – Intentional use or release of Chemical, Biological, Radiological, Nuclear, or Explosive (CBRNE) agents, or cyber attack to achieve a political, religious, or ideological goal.
  - b. Non-terrorist related – Unintentional dissemination of a biological or chemical agent such as the accidental contamination of the food or water supply, or other environmental health incidents.
3. Severity

A categorization of the overall impact of a disease outbreak, particularly during pandemics. Severity levels are specific to the disease and are assessed by examining the illnesses association with infection or number of infections resulting in hospitalization or death. These factors combined are used to guide decisions about actions to implement at a given time during an outbreak. All disease agents do not have established severity levels.
4. Response and Medical Prophylaxis Options
  - a. Response options may include:  
enhanced (active) surveillance; disease investigation; boil water notices; vector or animal control measures; stop sale and recall of medicines or products.
  - b. Medical prophylaxis options may include:

medical countermeasures to include pre- and post-exposure vaccinations and antibiotics, or medical treatments to radioactive materials exposure.

- c. Non-Pharmaceutical Intervention options may include:  
Personal protective measures such as use of personal protective equipment, and increased hygiene; Environmental measures such as increased sanitation; and Social Distancing measures such as facility closure, imposition of travel advisories and restrictions; isolation; and quarantine.

## **B. Planning Assumptions**

1. Public health emergencies caused by naturally-occurring disease outbreaks
  - a. Public health surveillance systems may take days or weeks to detect a pattern that indicates a biological incident has occurred.
  - b. Reports of suspected and/or confirmed cases involving the threat agent may come from multiple sources.
  - c. Initial public health actions may need to be taken in the absence of complete information.
  - d. The type of biological agent, mode of transmission, degree of infectivity, timeliness of detection, and availability of public health interventions to mitigate disease spread will determine the effectiveness of response actions.
  - e. Supplies of medical countermeasures may be inadequate to support mass prophylaxis for exposed populations.
  - f. Emergency provisions will allow for the dispensing of eligible medical countermeasures without the need for individual prescriptions.
  - g. Executive Order(s) and/or public health emergency declaration(s) will provide additional authority, as necessary to support the response (e.g., temporary suspension of pharmaceutical laws).
  - h. No single entity will possess all of the authority, expertise, and/or resources to respond unilaterally.
  - i. Federal assistance may not be available or severely limited during multi-state outbreaks.
  - j. Response actions will require significant coordination with the private sector.
  - k. Disease Transmission: A contagious disease incident may include waves of secondary and tertiary infections within the original outbreak area and beyond. Disease transmission (i.e. epidemic curve) may vary depending on the source of the agent and how it is transmitted (including animal reservoirs). Disease transmission may also have relevance to blood product safety. Disease outbreak waves may present challenges in planning for these incidents in a linear, phased fashion. Waves of infections and recurrence demonstrate how different levels of impacts on the country are possible and how strictly aligning response to planning phases can be challenging (as experienced during the COVID-19 response).
2. Man-made incidents
  - a. A public health emergency will occur with little or no warning.
  - b. Individuals presenting symptoms of disease or illness may be the first indication of a bioterrorism incident if it is carried out covertly.

- c. Environmental surveillance systems (i.e., BioWatch) may detect the presence of a Category A Bioterrorism Agent in the environment and trigger a response.
  - d. Medical equipment, supplies, and/or pharmaceuticals may not be available from the private sector, and state and federal stockpiles within 12 hours of a request.
  - e. The response to an actual or threatened incident will involve law enforcement and investigative activities as an integrated element.
  - f. In the case of a biological attack, there may be multiple sites where the attack occurs.
  - g. An act of terrorism, particularly an act directed against a large population center will have major consequences that can quickly exceed current capabilities and capacities.
  - h. A biological attack involving a contagious agent may require quarantine activities to contain the disease outbreak.
3. Foodborne disease or illness (refer to Foodborne Illness/Disease Playbook)
    - a. Illness that results from consuming contaminated food.
    - b. Parasites, viruses, bacteria, or chemical or natural toxins may contaminate food and cause foodborne illness.
    - c. Foodborne illness may develop by natural causes, during food preparation and production, or after a disaster as power loss may lead to unsafe temperatures being maintained in refrigerated foods.
    - d. Foodborne illness outbreaks are incidents in which two or more people have the same disease, have similar symptoms, or excrete the same pathogen and there is a time, place, and/or personal association among the people that consumed a common food item.
    - e. Foodborne illness can create impacts on water contamination and disposal options for bio-hazardous waste.
    - f. Foodborne illness can create impacts upon animals with regards to disease control (coordinate with ESF-17).
  4. Severe weather: a major incident will likely have significant impacts on public health and health care systems (refer to Severe Weather Playbook)
    - a. Severe weather incidents include hurricanes and tropical storms, flooding, storm surge, thunderstorms, lightning, hailstorms, tornadoes, windstorms, wildfires, extreme temperatures, and severe winter storms.
    - b. Additional implications generated by severe weather include: large-scale fires due to drought, air quality issues, sewer failure, mass population surge, communications failure, power failure, hazardous material incidents, mass casualty incidents, fixed-facility radiological incidents, civil disorder, and infrastructure damage or failure (dam failure, road and bridge damage).
  5. Situational Awareness: Full information about public health emergencies or threats may not be immediately available and may take hours (e.g., pathogen identification), or days (e.g., lethality, susceptibility to countermeasures) to unfold. Situational awareness will largely depend on the type of agent or threat and its characteristics. Decisions will need to be made without complete information.
  6. Disproportionate impacts: first responders and health care providers may be disproportionately impacted depending on the agent and the nature of the event.
  7. Significant Resource Shortfalls: The size, scope, and/or complexity of a public health emergency incident may overwhelm existing state, and local, and federal capabilities and resources, causing significant strain on the whole community.

8. Healthcare Response: individual practitioners, healthcare organizations, healthcare coalitions, and nongovernmental organizations (NGOs) will all be an integral part of a large-scale public health emergency response.
9. Medical Counter Measure (MCM) Development and Production: For pathogens with no pre-established MCM, development and production of MCMs would occur as quickly as possible but may take considerable time.
10. Long-Term Recovery: the impacts of a public health emergency incident can cascade nationally, even for a localized event. Recovery of impacted populations and environments may take many years.

### **C. Critical Considerations**

1. Coordinating structures: In the case of a suspected or actual biological, chemical, cyber, or radiological terrorist threat, close coordination between the public health and counterterrorism community will be required throughout the incident. Public Health, emergency management, and law enforcement stakeholders will require close collaboration on the ground at the incident level, all the way through the national multi-agency coordination centers. Incident response will require coordination among state, local, tribal and territorial (SLTT) governments; NGOs; and the private sector.
2. Decision Coordination: Interdependent decisions of mission areas should be coordinated to avoid unintended consequences. Interdependent decisions include, but are not limited to: pre-positioning of MCM, security of points of entry or enhanced screening, public messaging, operations to resolve the threat, etc.
3. Legal and Policy Decisions: During a response where federal or SLTT authorities conflict or intersect, critical legal and policy decisions will be required (such as movement restrictions, civil order, etc.).
4. Public Information: Despite the initial lack of availability of incident information, the public will still demand authoritative and knowledgeable information in a developing public health emergency situation.
5. Complex Medical and Health Information: Communications must synthesize complex medical and health information to promote public confidence and compliance with guidance. Information from federal, SLTT, and private sector partners will be necessary to develop a full understanding of risks, identify appropriate response actions, and provide accurate risk communications.
6. Resistant Pathogens: There is the potential for pathogens to be resistant to MCM, limiting the availability of prophylaxis and treatment options.
7. Immunity of Populations: There will be limited, if any, immunity in the population to novel emerging infections.
8. Limited MCM: Available but limited MCM may fall short of the required demand due to a variety of factors (e.g., geographical variance in the severity of the incident, logistical issues, disruption to pharmaceutical production). MCM may be exhausted.
9. Medical Countermeasures Dispensing: SLTT entities may lack the capability to immediately provide MCM and PPE and may require assistance, which may include federal options.
10. Public Safety: State and local authorities must consider public safety and security during implementation of response and recovery measures (e.g., security at MCM dispensing areas and of healthcare and public health critical infrastructure).

11. New Therapies: Unique therapeutic and unapproved or novel therapies and diagnostic tests may be used after appropriate regulatory authorization (e.g., Emergency Use Authorization).
12. Contact Tracing: Individuals or populations who have traveled to other states or countries since exposure may complicate and slow the contact tracing process. In extensive disease outbreaks, contact tracing efforts can be overwhelmed and ineffective if not adequately staffed.
13. Surveillance Testing: Ongoing systemic collection, analysis, and interpretation of public health-related data is essential to the planning, implementation, and evaluation of public health emergency response actions. Surveillance testing is crucial to monitor community- or population-level outbreaks of disease, or to characterize the incidence and prevalence of disease.
14. Waste Management: Public health emergencies caused by pathogens, or chemical or radiological agents can have a disproportionate impact on hazardous waste processing and disposal. Management of large quantities of hazardous waste can prove challenging and further drain resources.
15. Responder Exposure: Responders may be placed at risk if not adequately trained and protected. For example, they may be exposed to individuals with contagious illness. Alternatively, they could become contaminated with an intentionally disseminated agent before its presence is detected.
16. Fatality Management: Fatality management resources will likely be strained by both naturally occurring and intentional incidents. For the former, regular processing mechanisms are likely to be overwhelmed due to large numbers of human remains, which are possibly hazardous due to the presence of biological causative agent(s). For the latter evidence taken from human remains might have to be recovered and preserved as part of the ongoing law enforcement investigations.
17. Behavioral Health Impacts: Public concern with exposure to disease causing agents and illness causing agents, without demonstration of illness, and the desire for preventive prophylaxis will all amplify the demand for medical and behavioral health resources. Due to the characteristics of public health emergencies, behavioral health impacts should be anticipated; negative perception of individuals, families, communities, ethnic/racial groups, or even certain professions that may become associated with the public health emergency via media and other reports is a significant concern.
18. Non-pharmaceutical Interventions (NPI): NPIs (e.g., social distancing, quarantine, travel restrictions, school closures) may have unintended consequences and require judicial implementation. Considerations include civil rights and civil liberties, financial impacts, implementation challenges, consistent applications, and effectiveness.
19. Travel Restrictions: Both federal and state authorities permit public health actions (e.g., travel restrictions) in specific situations. Interstate coordination may be vital. In accordance with international health regulations, response to public health incidents should minimize impact on travel and trade.
20. Resource Competition: Resources will likely be limited during a public health emergency. Competition between various governmental levels and the private sector can be anticipated and should be coordinated to promote the most judicious distribution of resources.
21. Technology Systems: Standing up systems to handle large volumes of data for internal and external communication and data management.

## **SECTION 2 – THE RESPONSE ORGANIZATION**

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### **I. General**

This Chapter describes how response operations are organized across jurisdictions to address a significant public health emergency incident. A significant public health emergency incident is any incident involving a public health threat that requires an immediate, coordinated local and state response to prevent or reduce increases in morbidity and mortality due to disease, or serious injury or death due to other agents. While many traditional support systems may remain intact during such an incident, local, interstate, and federal mutual aid resources may be strained due to the magnitude of the incident. Private sector resources may be leveraged to increase response capability.

### **II. Local Response**

The following activities should be considered at the local level to respond to a significant public health incident:

- Activate Emergency Operations Centers and/or Incident Management Teams (IMT) in accordance with plans and procedures.
- Local emergency management offices and county health departments begin active planning and coordination of response actions.
- Disseminate key public health and risk mitigation messages to the public and local stakeholders.
- Conduct enhanced surveillance to detect disease agents in the environment and/or at-risk populations.
- Coordinate laboratory testing for samples.
- Collect and report data on cases and case clusters following standard case definitions for disease agents.
- Implement non-pharmaceutical interventions to help contain disease.
- Provide access to medical countermeasures in accordance with mass prophylaxis plans.
- Monitor and be prepared to implement guidance on non-pharmaceutical interventions at the direction of the State Surgeon General.
- Request additional resources and capabilities using established channels.

### **III. State Response**

The following activities may be conducted at the state level to respond to a significant public health incident:

- Establish a Public Health Policy Group to ensure coordinated crisis decision making occurs. At a minimum this policy group should include the State Surgeon General, Chief of Staff, Deputy Secretaries, General Counsel, State Epidemiologist, CHD Liaisons, other Department of Health personnel as needed to address the public health incident. Establish communication flow for sharing policy decisions with response personnel. As needed, personnel from other state agencies, such as ESF-8 partner agencies, may be included in the Public Health Policy Group.
- Convene an incident-specific group of subject matter experts (SME) to support the incident response. The SME group would advise the Public Health Policy Group, the ESF-8 IMT, and the SERT as needed.

- Implement enhanced epidemiologic and surveillance activities to define cases, identify at-risk populations, and determine sources of infection.
- Provide laboratory testing capability for the identification, confirmation, characterization, and determination of drug susceptibility of biological agents.
- Provide technical assistance in environmental health and/or conducting environmental sampling to support disease and illness surveillance and other epidemiological activities.
- Identify exposure pathways to support the development and implementation of infection control protocols for disease agents.
- Provide guidance on identification, diagnosis, and clinical management of human cases.
- Coordinate patient movement to Regional Treatment Center(s) or isolation chambers for individuals with highly-infectious diseases.
- Provide guidance on the use of medical countermeasures.
- Distribute medical countermeasures as required or directed.
- Develop and disseminate effective infection control practice recommendations for communities and health care settings.
- Coordinate with blood banks to ensure a safe and adequate blood supply.
- Provide guidance on non-pharmaceutical interventions to assist with the containment and control of disease agents.
- Provide technical assistance to local jurisdictions to support public health response activities, including technical assistance related to identifying and mitigating health equity concerns during the response.
- Disseminate key public health and risk mitigation messages to the public and government stakeholders.
- Coordinate plans, policies, and procedures that will be used to respond during an incident with Federal Emergency Management Agency Region IV counterparts.

## **SECTION 3 – ASSESSMENT OF PUBLIC HEALTH CAPABILITIES**

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### **I. General**

For a detailed public health hazard analysis and capability assessment please see the Public Health and Medical Emergency Operations Plan Florida Department of Health.

During a large-scale, long-term public health emergency, such as the COVID-19 pandemic, existing capabilities and system capacities will be severely tested. Many capabilities and systems may be overwhelmed and some may fail. These capabilities and systems will need to have extra support or be enhanced, or new processes will need to be rapidly developed to support the expanded demand for data management, response resources, and personnel.

During the short term, the response to public health emergencies will utilize existing systems, personnel, and physical resources for response actions which are typically redirected from on-going programs to support these efforts. Therefore, as the response to a public health emergency continues, these ongoing programs are likely to suffer.

During a protracted large-scale public health response, the capabilities listed below may need to be enhanced and expanded to meet the demand of a public health emergency.

### **II. Public Health Capabilities**



### **A. Information Systems**

1. FDOH currently employs multiple systems to monitor public health and environmental health. These systems include bio-surveillance, disease reporting, and immunization databases. Through routine environmental monitoring and surveillance, and sampling of facilities and conditions, information is gathered about factors that may contribute to the occurrence or transmission of disease.
2. Existing reporting and data management systems may need extra support (such as data entry for Florida SHOTS immunization records, or increased support to on-board reporting laboratories in the Merlin reportable disease data repository). New systems may need to be developed for the effective management and sharing of public health data (such as the Healthy Together mobile application developed to deliver individual test results from community-based COVID-19 testing).

### **B. Physical Plant**

1. Every Florida county has at least one building or structure to house its County Health Department (CHD) which is dedicated for public health activities. Several CHDs have multiple buildings for public health service delivery. These services include activities such as infectious disease prevention and control, acute care and preventative services, environmental health, and behavioral health services.
2. FDOH Central Office currently maintains warehousing space dedicated for public health emergency preparedness and response as well as ongoing programs. Several CHDs also maintain warehouse space to support ongoing programs and preparedness and response activities.
3. The FDOH Bureau of Public Health Laboratories maintains three facilities in Florida located in Jacksonville, Tampa, and Miami. The specimen processing capacity of these labs was expanded by securing additional diagnostic machinery to support the COVID-19 response.
4. The CHDs have pre-identified locations for response uses such as PODs (Points of Dispensing). These PODs will be activated in case of an emergency related to a biological attack or disease outbreak requiring mass dispensing of medical countermeasures.
5. Leverage community partners to utilize existing “community” spaces such as community centers, parks, parking areas, and sporting venues to support response activities such as community-based testing and vaccination.
6. Utilize private partnerships to stand up and support large-scale response activities such as mass testing sites, vaccination sites and therapeutic delivery sites.

### **C. Commodities**

1. FDOH maintains preparedness medical and mass care supplies to support response efforts, and therapeutics and pharmaceuticals to support ongoing programs as well prepare for potential short term response needs. These supplies vary from year to year based upon projected needs, required inventory levels or suggested preparedness standards, funding, and other factors.
2. During protracted large-scale public health emergencies (such as the COVID-19 pandemic) competition for commodities may be intense. The state should utilize a single ordering point to coordinate resources, materials, and procurement across partnering agencies and different levels of government to minimize the internal competition for resources.

### **D. Human Resources**

1. Existing FDOH hiring processes typically take several weeks to recruit, screen, hire, and onboard employees. During a protracted large-scale public health emergency a large demand for additional personnel services can be expected. Expedited processes for the rapid onboarding of other personnel services and private contractors will be needed.
2. To support the COVID-19 Pandemic response effort, FDOH Human Resources developed expedited recruitment and separation processes for Other Personnel Services (OPS) positions and an expedited Contractor Onboarding Process. These hiring processes would be adapted as needed to support the personnel needs of a public health emergency.

## **SECTION 4 – CONCEPT OF OPERATIONS**

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### **I. General**

As noted in the FDOH Public Health Emergency Operations Plan, the State Comprehensive Emergency Management Plan (CEMP) establishes eleven core missions for a state-level public health and medical response. These missions define the state-level role in supporting local public health and medical response efforts. Each core mission is supported with additional plans and procedures that describe the operations components of these missions during an incident.

#### **A. Concept of Operations**

1. Assessment of Threat
  - a. Public health emergencies may arise from a variety of sources. Through situational awareness, FDOH assesses the potential of a public health emergency to develop into an incident that requires a statewide response.
  - b. The FDOH Bureau of Public Health Laboratories is part of a network of specialized laboratories that are used to identify and confirm agents causing disease outbreaks including those agents that require focused attention at the local, state, national, or international level.
  - c. The FDOH Bureau of Epidemiology and County Health Department (CHD) epidemiology programs primarily use passive surveillance systems to detect disease outbreaks by monitoring increases in reportable diseases from vital statistics, health care providers, hospital emergency department data, laboratories, and environmental surveillance. Toxic exposure reports from poison control centers are monitored for the occurrence of chemical agents.
  - d. Passive public health surveillance allows for continuous monitoring for clusters of human illness, including food and waterborne disease.
  - e. Factors that may indicate individually or collectively that a disease outbreak or biological incident requires activation of the FDOH ESF-8 Incident Management Team or the State Emergency Response Team (SERT) include:
    - i. Large number of cases relative to data on spatial and temporal disease trends for a given area.
    - ii. Atypical temporal or unseasonal clusters of a disease (e.g., illness resembling mosquito borne disease during winter).

- iii. Atypical geographic spread of a disease based on established disease agent characteristics.
  - iv. High rate of disease morbidity and mortality resulting in a significant number of hospitalizations and/or deaths.
  - v. Unexplained mode of transmission based on established disease agent attributes.
  - vi. Widespread distribution of a biological agent that is persistent in the environment (e.g. wide area anthrax dispersal).
  - vii. Short incubation period and/or high rates of secondary transmission, creating the potential for a rapid increase in the number of cases.
  - viii. A completely novel disease or a known disease with highly unusual characteristics or presentations.
- f. Epidemiologists from FDOH are responsible for providing necessary situational awareness by:
- i. Assessing all outbreaks that come to their attention;
  - ii. Transitioning from passive to active surveillance, as necessary, to determine the extent of the outbreak;
  - iii. Notifying appropriate officials of suspicious outbreaks; and
  - iv. Seeking consultation and assistance, as necessary, to characterize an outbreak.
- g. Contact tracing investigations will be directed locally with support from state epidemiology subject matter experts.
- h. Sample collection may involve a variety of methods depending on the source of the outbreak to include:
- i. Human biological samples (e.g., blood, urine, etc.) may be collected by epidemiology staff.
  - ii. Environmental samples of Bioterrorism Agents may be collected by local hazard materials teams trained in proper sample collection procedures.
  - iii. All environmental samples submitted for testing following a bioterrorism incident must follow chain of custody procedures to maintain the integrity of any potential law enforcement investigation.
- i. The state Laboratory Response Network (LRN) public health reference laboratories will be used to fulfill state needs for rapid testing and characterization of biological threat agents as well as emerging infectious disease agents. In a suspected bioterrorism incident, laboratory testing is coordinated with state and federal law enforcement, in addition to LRN members.
- j. A key component of this process is the establishment and maintenance of the law enforcement chain of custody and transport arrangements. Prior to transporting a specimen to an LRN laboratory, a basic field screening will be performed by responders on-scene to rule out radiation, oxidizers, flammability, corrosives, explosives, and volatile organic compounds.
- k. Any potential biological agent, disease outbreak, or suspected bioterrorism act affecting or involving humans will be brought to the immediate attention of the State Surgeon General by the State Epidemiologist. The State Epidemiologist will be notified by the State Food and Waterborne Disease Coordinator if food or water is potentially involved, toxicology experts if a

biologic toxin is suspected, and the State Public Health Veterinarian if a zoonotic or arthropod-borne disease is suspected.

- i. When a waterborne illness is suspected, it is critical that information be shared between jurisdictions early in the process to reduce exposure and prevent secondary cases, as well as to eliminate the source of the outbreak as quickly as possible. Bureau of Environmental Health notification procedures for waterborne emergencies should be followed.
- m. LRN laboratories will provide the results of their testing and analysis of suspected bioterrorism samples to the entity that submitted the sample and to all public officials with a need to know.
- n. Instances of disease that raise the “index of suspicion” for terrorist or criminal involvement, as determined by the State Epidemiologist, State Public Health Veterinarian, Bureau of Epidemiology and/or Bureau of Environmental Health, are reported to the State Watch Office and the Florida Fusion Center.

## **B. Unique Prevention and Protection Activities**

1. Upon activation, the primary objectives of FDOH are to identify populations that have been exposed to a biological, chemical, or radiological agent, are at risk for becoming exposed, and that are disproportionately vulnerable to the effects of the agent(s).
2. Additional investigative tasks such as identifying the route of exposure and mode of transmission for the agent(s) will need to be conducted in order to determine effective public health interventions.
3. If a county is faced with a significant outbreak related to waterborne illness, the CHD will decide if it is appropriate to activate an IMT and request potential assistance from the appropriate FDOH Central Office staff.

## **II. Deactivation**

Deactivation of the state’s response and demobilization of deployed personnel will be at the direction of the FDOH and the SERT after coordination with the local jurisdictions. Deactivation of specific assets, operations, or facilities may be initiated as conditions warrant.

A partial deactivation may occur after the first wave while maintaining surveillance activities for the occurrence of a second wave of disease or subsequent secondary attack or infection.

## **III. Command and Coordination**

Command and coordination will be accomplished in accordance with the State Comprehensive Emergency Management Plan, existing structures, and other requirements with the State Surgeon General serving as the Incident Commander.

## **IV. Communications**

### **A. Intra-Agency**

Designated spokespersons for public information during a public health emergency incident are the State Surgeon General and the Director of the FDOH Office of Communications.

## **B. Inter-Agency**

1. The FDOH Office of Communications, with the technical assistance of subject matter experts in their respective agencies, will establish and maintain public confidence through timely implementation of a public messaging campaign.
2. The FDOH Office of Communications will participate in a Joint Information Center operation and will coordinate its public messages with all domestic media outlets and CHDs, as appropriate.
3. The Joint Information Center will establish guidelines for formulating appropriate messages and disseminating information to elected officials, health care professionals, responders, the public, high-risk populations, vulnerable populations, and people whose first language is not English.
4. If any agency or government entity becomes aware of an overt threat involving biological agents or indications of unnatural disease, the Department of Justice (DOJ) must be notified. The agency or entity alerts the Florida Department of Law Enforcement (FDLE) and the Federal Bureau of Investigation (FBI), and those agencies notify DOJ.
5. The Health Insurance Portability and Accountability Act (HIPAA) Privacy Rule permits covered entities to disclose protected health information for public health purposes without prior authorization during a public health emergency or significant incident.

## **V. Reduction of Morbidity and Mortality**

### **A. Disease Control**

Effectively reducing morbidity and mortality from biological, chemical, or radiological agents requires implementation of control interventions designed to:

1. Prevent those who are ill from infecting or exposing others.
2. Prevent those infected or exposed from becoming ill.
3. Prevent those not infected or ill from becoming infected or ill.

These control objectives will be achieved through implementation of epidemiology surveillance, laboratory surveillance and diagnostics, rapid response and containment strategies, community-based control and mitigation interventions, distribution and dispensing of medical countermeasures, and implementation of infection or exposure control and occupational health strategies.

#### Surveillance

Generally, the purpose of surveillance is to collect data that will describe the characteristics of disease in human populations and define the temporal and geographic distribution to support disease control. Surveillance data will be integrated into Incident Action Plans and Situation Reports (SitReps) to support the overall response.

1. The Department of Agriculture and Consumer Services (DOACS) is responsible for supporting the surveillance of disease in domestic animals.
2. DOH is responsible for supporting the surveillance of disease in human populations.

### **B. Medical Surge for Patient Care**

During a public health emergency or biological incident, there may be a significant surge in demand on the health care system. This increased demand could stress community medical support systems and result in a shortage of healthcare personnel. It may be necessary for hospitals to maximize bed capacity by implementing surge plans. Use of alternate care sites may also be required. To address the demand for additional healthcare personnel, consideration may be given to reinstating licensure for retired medical professionals and utilizing volunteers such as the Medical Reserve Corps. Strategies to meet the increased demand for medical services will be implemented using established medical surge protocols and procedures, including crisis standards of care when necessary.

The increased demand on the health care system can result in significant shortages of needed medical supplies and equipment. Strategies to meet the increased demand for medical equipment, supplies and pharmaceuticals will be implemented using established medical logistics protocol and procedures.

The Joint Information Center under the direction of ESF-14 will develop and disseminate materials to educate citizens regarding self-care for uncomplicated disease or illness symptoms.

#### **C. End of Life Care**

Palliative care will be required to provide comfort and minimize the physical and psychological suffering of those whose lives may be shortened as a result of a public health emergency or incident such as an epidemic. Palliative care may be provided by numerous providers and entities in the health care system and at various locations.

#### **D. Management of Fatalities and Animal Dispositions**

DOH, in coordination with the Medical Examiners Commission, will provide guidance to Medical Examiner's district offices to assist in managing the anticipated increase in the number of deaths. In the event of a mass fatality incident, the Florida Mass Fatality Plan may be activated, to include FEMORS. There may be conditions that result in the destruction or depopulation of domestic animals. Animal dispositions and methods are coordinated by DOACS and the Department of Environmental Protection.

#### **E. Law Enforcement, Public Safety, and Security**

The Florida Department of Law Enforcement (FDLE) is responsible for the command, control, and coordination of all state and local law enforcement personnel and equipment to support security missions, enforcement of quarantine orders, and to ensure the safety of quarantined individuals during a public health emergency or a biological incident. FDLE also establishes procedures for the use of the Florida National Guard in support of the overall law enforcement mission.

During a public health emergency or a biological incident, it will be essential for law enforcement agencies to maintain public safety and order. Areas where civil disturbances could occur include health care facilities, Point of Dispensing (POD) locations, and food distribution sites. Law enforcement presence may be required to secure isolation and quarantine facilities in order to control disease spread, which will temporarily divert these resources from traditional duties. Law enforcement agencies

may also be limited by staffing shortages, requiring additional law enforcement resources.

## SECTION 5 – ROLES AND RESPONSIBILITIES

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### I. General

Emergency Support Function (ESF) roles and responsibilities during SERT activations are found in the ESF Annexes to the State CEMP. Because of the potential widespread nature of a public health emergency - such as an epidemic, non-traditional responses from agencies and unusual ESF response roles may be required. Potential ESF roles and responsibilities in the context of an epidemic are summarized below.

- **Preparedness Activities:** Participate in epidemic preparedness activities as directed by the SERT or the Division of Emergency Management. Encourage agency staff to learn and practice basic hygiene to reduce disease spread. Establish a communications plan to update staff on pandemic stages and required actions. Appoint rumor control staff to monitor and respond to profession-specific rumors in coordination with ESF-14.
- **Response Plans:** Integrate epidemic considerations into existing agency response plans.
- **Key Indicators:** Identify data points and triggers during the epidemic monitoring phase that will provide an indication of effectiveness of response actions. During response, monitor key indicators using data to prepare Incident Action Plans and evaluate the effectiveness of the response.
- **Infection Control:** Develop agency infection control protocols based on guidelines provided by FDOH to mitigate disease transmission and spread.
- **Legal Issues and Executive Orders:** Be prepared to take actions as dictated in executive orders and make specific recommendations on rule variances.
- **Non-pharmaceutical Interventions:** Be prepared to implement direction on NPIs such as isolation, quarantine, social distancing, and closing of schools or businesses.
- **Quarantine, Sheltering in Place and Social Distancing:** Monitor and be prepared to implement FDOH direction on isolation, quarantine, and social distancing.

The SERT will take the following precautions when there is widespread human transmission of any biological agent:

- Implement enhanced access control procedures and internal infection control procedures as recommended by the State Surgeon General.
- Implement internal surveillance protocols to monitor the health of government employees

- Implement Continuity of Operations Plans (COOP) to maintain delivery of essential goods and services.
- Monitor threat levels for trigger point changes that will affect the SERT.

Specific ESF roles and responsibilities for a public health emergency are outlined in the section below.

## **II. Emergency Support Function Responsibilities**

### **ESF-1 – Transportation**

#### **Preparedness**

1. In coordination with ESF-8, develop protocols and instructions for responding to sick or ill passengers on public conveyances.

#### **Response**

1. In coordination with ESF-8, assess the need for periodic sanitizing or decontamination of local public conveyances.
2. In coordination with ESFs 8 and 16, issue transportation travel advisories as needed to discourage or limit non-essential travel into or out of affected regions.
3. In coordination with ESF-16, implement travel restrictions for non-essential movement of personnel and goods as directed through executive order.
4. In coordination with ESF-8, make available updated policies and procedures necessary for cleaning or sanitizing transportation systems.
5. In coordination with ESF-8, provide special instructions, guidance, and training to essential employees who must travel to regions that have experienced a public health emergency; focusing on worker safety, health monitoring and personal protective equipment use.
6. In coordination with ESF-8, issue instructions to transportation workers on the detection and disposition of symptomatic passengers on public conveyances.
7. In coordination with ESFs 8 and 14, issue public service announcements and public safety educational campaign materials, via posters, brochures, websites, or other media regarding how to reduce the spread of contagions and contaminants while riding public transportation systems.

#### **Recovery**

1. Reassess travel restrictions for non-essential movement of persons.
2. Integrate best practices and lessons learned during any previous public health emergency across all transportation modes and update plans to reflect lessons learned.
3. Sanitize and decontaminate workplaces as needed before resuming normal operations.

### **ESF-4 – Firefighting**

#### **Response**

1. Determine whether fire rescue resources will be needed to deliver/administer appropriate medical countermeasures.



2. Determine need for fire rescue resources to assist with transport of human remains.

## **ESF-6 – Mass Care**

### **Preparedness**

1. In coordination with ESF-8, identify and disseminate recommendations for the closure and subsequent reopening of schools.
2. In coordination with ESF-8, create plans that identify the criteria and trigger points for removing potentially infectious persons from congregate shelters and schools.

### **Response**

1. Coordinate with ESF-8 and 10 to obtain situational awareness of the public health and environmental threats to sheltering and Mass Care operations.
2. In coordination with ESF-8, provide guidance regarding the criteria and trigger points for removing potentially infectious or contaminated persons from congregate shelters and schools.

### **Recovery**

1. In cooperation with ESF-8, provide guidance and support regarding the reopening of schools.

## **ESF-7 – Resource Management**

### **Preparedness**

1. In coordination with SERT Logistics and ESF-8, identify potential facilities for use as quarantine centers and alternate care sites.
2. Provide information regarding state policies on sick and administrative leave.

## **ESF-8 – Public Health and Medical Services**

### **Preparedness**

1. Identify key incident indicators to monitor implementation of disease control strategies and status of the health care delivery system.
2. Develop recommendations for stockpiling of medical supplies, equipment, personal protective equipment, and pharmaceuticals.
3. Coordinate with ESF-16 regarding current isolation and quarantine guidance.
4. Coordinate with ESF-10 regarding potential damage to drinking water and wastewater treatment and distribution systems.

### **Response**

1. Collaborate with the SERT, and the Executive Office of the Governor on implementation of executive orders, the proclamation of public health emergencies, or states of emergency.
2. Evaluate the need for medical countermeasures.
3. Request medical countermeasures, if necessary.
4. Deploy Receipt, Stage, Store Teams as needed.

5. Distribute medical countermeasures as needed.
6. Provide daily status of medical countermeasures dispensed, distributed and available.
7. Conduct surveillance and investigation of confirmed and suspected cases and/or contacts and disease patterns.
8. Provide guidance to CHDs on sample collection for biological, chemical, or radiological testing.
9. Evaluate laboratory surge capabilities.
10. Coordinate with ESF-17 to provide or receive guidance on impacts to animals or any zoonotic concerns.
11. Determine investigative capabilities.
12. Coordinate with ESF-16 to implement and support isolation and quarantine, as necessary.
13. Activate FEMORS, as necessary.
14. Provide guidance to medical providers regarding treatment and management of patients.
15. Coordinate with blood banks to ensure a safe and adequate blood supply.
16. Disseminate public health information regarding infection control practices and personnel protection measures.
17. Coordinate with ESF-10 to track precautionary boil water notices issued for public water systems; post information to webpage.

#### **Recovery**

1. Develop and implement a monitoring system to determine the status of public health and safety issues.
2. Track individuals that received medical countermeasures.
3. Track absent or ill health care workers' return to the workforce.
4. Demobilize medical countermeasure operations.
5. Demobilize FEMORS.

### **ESF-9 – Search and Rescue**

#### **Preparedness**

1. Review and evaluate search and rescue procedures that would be applicable during a public health emergency.

#### **Response**

1. Determine whether fire rescue resources will be needed to deliver/administer medical countermeasures.
2. Assist in the retrieval of deceased from residences in coordination with ESFs 8, 16 and FEMORS.

### **ESF-10 – Environmental Protection**

#### **Preparedness**

1. Coordinate with ESF-17 on the development of educational materials regarding the handling and disposal of animal carcasses, if applicable.

2. Coordinate with ESF-8 to identify contractors to handle a surge in biomedical waste.
3. Review agency plans for biological, chemical, or radiological response standards.

**Response**

1. Coordinate with ESF-17 on the use of incinerators for the disposal of animal carcasses and the identification of alternative burial sites.
2. Coordinate with ESF- 8 on the cleanup of improper biomedical waste disposal sites.
3. Coordinate messaging regarding solid waste management, wastewater spills, and boil water notices.

**Recovery**

1. Monitor animal carcass disposal sites in conjunction with ESFs 8 and 17.

**ESF-11 – Food and Water**

**Response**

1. Coordinate the provisioning of food to isolation, quarantine and alternate care sites in coordination with ESFs 6 and 8.

**ESF-12 – Energy**

**Preparedness**

1. Coordinate with petroleum partners and ESF-8 regarding recommendations on medical countermeasures.

**ESF-13 – Military Support**

**Preparedness**

1. Ensure development and coordination of National Guard biological, chemical, or radiological response plans with other SERT ESFs and agencies and NORTHCOM.
2. Identify alternate sites for assembly and deployment.
3. Identify deployed personnel with increased risk for exposure, contamination, or infection.
4. Monitor the health status of personnel, including those at home stations, assembly and deployment bases, and those returning from areas where known contagions or contaminants are prevalent.

**Response**

1. Support distribution and security of medical countermeasures and other materiel as requested.
2. Assist with medical support personnel, if requested.
3. Provide security at hospitals, alternate care sites, isolation, quarantine, and mortuary facilities.

**Recovery**

1. Prepare for possible secondary spread or re-introduction.

## **ESF-14 – External Affairs- Public Information**

### **Preparedness**

1. Develop messages that enlist public participation and support in the control efforts that contribute to a more rapid resolution of the emergency (e.g. hygiene, check on neighbors, social distancing, etc.).
2. Develop pre-recorded communications and messages to be distributed at the appropriate phase of the incident.
3. Develop pre-planned messages in coordination with ESF-17 regarding animal industry issues and food consumption.

## **ESF-15 – Volunteers and Donations**

### **Preparedness**

1. Educate non-governmental organizations on the public health emergency.
2. Identify organizations that can share information with their members and partners to promote biological, chemical, or radiological agent preparedness and knowledge to the general public.
3. Assess the capability of volunteer units to respond to a public health emergency incident.

### **Response**

1. Support the use of non-medical staff at health care facilities.

## **ESF-16 – Law Enforcement and Security**

### **Preparedness**

1. Develop security plans to support the receipt, distribution, and dispensing of medical countermeasures.
2. Emphasize law enforcement officer and family incident preparedness planning.
3. Review plans for mass fatalities and security implications with medical examiners and health care facilities.
4. Identify security issues or patterns of unlawful conduct specifically related to a biological incident within the US.
5. Review legal authorities applicable to a public health emergency.
6. Review possible movement and restrictive actions which would assist with the prevention of the spread of contagions or contaminants.
7. Prepare to implement isolation measures and other containment strategies to limit the introductions of contagions or contaminants into correctional facilities as necessary.
8. Identify immuno-compromised and at risk inmates and staff in correctional facilities.
9. Evaluate alternative schooling methods for juveniles in correctional facilities.
10. Educate staff and inmates on preventative strategies and proper infection control procedures.
11. Identify correctional facilities and institutions with infirmaries.

12. Identify areas for temporary and/or long-term morgue sites at correctional facilities.

**Response**

1. Activate the Florida Mutual Aid Plan, as needed to provide security for medical countermeasures and other materiel, points of distribution, health care facilities, quarantine sites, mortuaries, and ensure the safety of quarantined individuals.
2. Coordinate closed POD agreements between CHDs and local law enforcement agencies.
3. Enforce restrictive measures and orders as needed.
4. Determine the healthcare priority of terminally ill, at risk or immuno-compromised inmate populations.
5. Implement isolation measures and other containment strategies to limit infection in correctional facilities.
6. Monitor the number and location of fatalities in correctional facilities.

**Recovery**

1. Reduce proportionately the deployed personnel in accordance with Florida Mutual Aid Plan.
2. Determine continued need for ongoing security missions.

**ESF-17 – Animal and Agriculture Issues**

**Response**

1. Through the State Agricultural Response Team provide guidance, set priorities, and provide resources as needed to address the public health emergency.

**ESF-18 – Business, Industry, and Economic Stabilization**

**Preparedness**

1. Provide education and training to the business community, local and regional organization and staff regarding a public health emergency.
2. Identify essential functions necessary to keep business operating during a public health emergency.
3. Review the parameters of the Florida Small Business Emergency Bridge Loan Program for possible changes to meet the business community's needs in the course of and aftermath of a public health emergency incident.

**Response**

1. Facilitate production of essential goods and services while mitigating the impact of a public health emergency on business operations.
2. Encourage businesses to implement internal surveillance and detect disease or illness.
3. Assist in the management of and tracking of individual worker risk (pregnant women, those with compromised immune systems, etc.) with employers and business groups.
4. Coordinate with ESFs 5 and 14 to provide and disseminate incident response information.

**Recovery**

1. Coordinate with ESFs 5, 14, and 18 to provide and disseminate information around economic assessments of impacted communities and private sector recovery processes that are relevant to the incident.