

THE STATE OF FLORIDA



State of Florida 2022 Comprehensive Emergency Management Plan

Florida Division of Emergency Management
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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 be executed in part or in whole—on an as-needed basis	Basic Plan, page 6

8/14	Revised language in the Mitigation Measures section	Basic Plan, page 47
8/14	Language added regarding the declaration process, 44CFR	Basic Plan, page 30
8/14	Updated Emergency Support Function Annex (ESF 1, 2, 3, 4, 5, 6, 8, 10, 18)	Emergency Support Function Annex
8/14	Updates to the Wildfire and Biological Annex	Incident-Specific Annexes
8/14	Updated ESF Chart	Basic Plan, page 19
03/16	Replaced the terms State Assistance Team (SAT) and State Management Team (SMT) with Incident Management Team (IMT)	Entire CEMP
03/16	Amended language to clarify the 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	Base 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	Base Plan and Incident-Specific Annexes
09/21	Updated Continuity of Operations requirements for consistency with SB 2006.	Base Plan, pages 27-28

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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.¹
- 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 7th 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.²
- Florida ranks 21st 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.

¹ Florida Seaport Transportation and Economic Development Council, 2017.

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

- 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.

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, the Division of Emergency Management (Division) is charged with the responsibility of maintaining a comprehensive statewide program of emergency management. The Division is responsible for coordinating its efforts with the federal government, with other departments and agencies of state government, with county, tribal, and municipal governments and school boards, as well as with private sector organizations that have a role in emergency management (See section 252.35, Florida Statutes). To fulfill these requirements, the Division established the State Emergency Response Team (SERT). When an imminent or actual incident threatens the state, the Director of the Division 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.

Figure 1 - PRIMARY AGENCY LISTING

ESF #	Emergency Support Function	PRIMARY STATE AGENCY
1	Transportation	Department of Transportation
2	Communications	Department of Management Services, Division of Telecommunications
3	Public Works & Engineering	Department of Transportation
4	Firefighting	Department of Financial Services, Division of State Fire Marshal
5	Information & Planning	Division of Emergency Management
6	Mass Care	Department of Business and Professional Regulations and Department of Children and Families
7	Resource Management	Department of Management Services, Division of Purchasing
8	Health and Medical	Department of Health
9	Search & Rescue	Department of Financial Services, Division of State Fire Marshal
10	Environmental Protection	Department of Environmental Protection
11	Food & Water	Department of Agriculture & Consumer Services
12	Energy	Public Service Commission
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), 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 over all or any part of the emergency management functions within the state. The Governor is authorized to delegate such powers as he or she may deem prudent. A state of emergency must be declared by executive order or proclamation by the Governor when an emergency or disaster has occurred or the threat of occurrence is imminent.
2. **The Director of the 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 the Division. 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

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

The Division Director/SCO will increase the activation level of the 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 the Division to establish a system of communications and warning to ensure that the state's population and emergency management agencies are warned of developing emergency situations and can communicate emergency response decisions. To meet this requirement, the Division operates the 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.

Figure 2 – STATE AND FEDERAL COMMUNICATION SYSTEMS	
STATE COMMUNICATIONS SYSTEMS	FEDERAL COMMUNICATIONS SYSTEMS
1. Commercial Telephone	1. National Oceanic and Atmospheric Administration (NOAA) Weather Wire Service (NWWS)
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. The Division maintains one station and one tactical system on FIN. This network of communication systems supports all radio frequency bands and proprietary systems to ensure interoperable communications. It features a secure network with encryption throughout the network. The components are scalable as necessary. Additional tactical systems deployed across the state include: EDICS (Emergency Deployable Interoperable Communication System), MIL-WAVE (Secure Milwave™ Wireless GSM Communications Network), EDWARDS (Emergency Deployable, Wide Area Remote Data System), MARC (Mutual Aid Radio Communications) and TAC-SAT (Tactical Satellite Communications).

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

At the state level, the governor relies on the executive order to meet a number of response and recovery challenges, such as: deploying the National Guard or other response assets, coordinating evacuations, suspending state regulations to facilitate

response and recovery operations, expanding social services, providing assistance to disaster survivors, and managing elections disrupted by the emergency. An emergency declaration, therefore, allows the governor or local official to meet the challenges that lie ahead. The process of declaring an emergency is described in further detail below.

1. Authority to Declare a State of Emergency

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

2. County Emergency Declaration Process

In the event of an emergency or disaster, the impacted counties will coordinate the emergency response effort within their political jurisdictions (county and municipalities). If necessary, a county will activate the 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. The Division prepares an executive order and forwards it to the Executive Office of the Governor for approval.
- Through executive order, the Governor designates the State Coordinating Officer. The executive order is then forwarded to the Secretary of State for attestation, affixation of the state seal, and filing with the Florida Department of State. The executive order will also be dated and time stamped. Copies of the order will be forwarded to government agencies, and ESF 14 (External Affairs - Public Information) will disseminate a copy to the public.

After the state of emergency is declared:

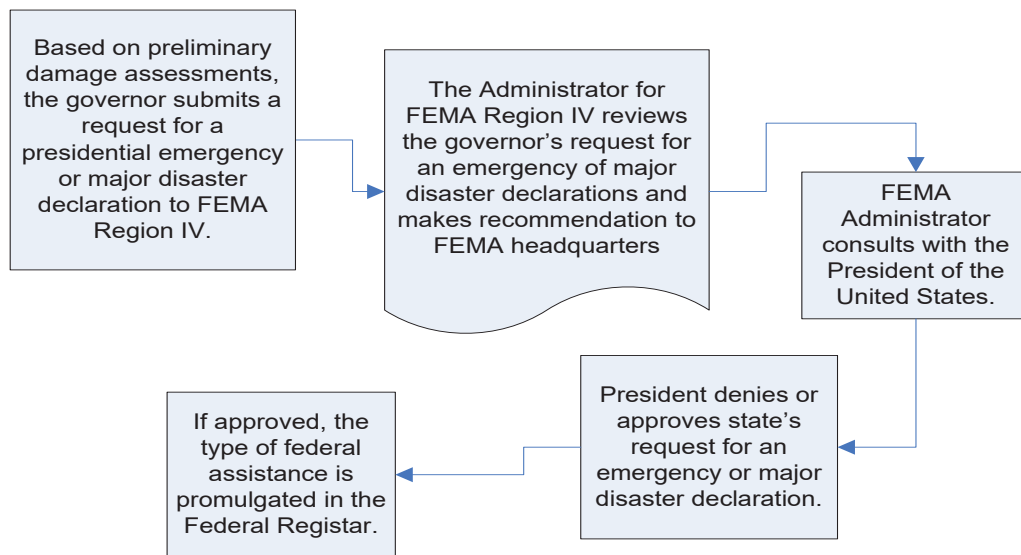
- The SERT initiates protective measures to assist local governments.
- Depending on the nature of the hazard, state agencies and departments determine the need to execute their Continuity of Government and/or COOP.
- The SERT initiates response and recovery activities to assist impacted counties.
- 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, the Division's Career Service Regular Compensatory Leave Payment Plan and SES Extraordinary Payment Plan will be activated, as well as permission for overtime for hourly employees. 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 2002-43.³ The guidance is applicable to all state agencies and departments, commissions, water management districts, universities, correctional institutions, and independent organizations. Each COOP is required to:

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

³ 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).

- 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 12 will be responsible for coordinating with support agencies and organizations to provide sufficient and reasonably priced fuel supplies along evacuation routes.
- State ESF 8 will be responsible for coordinating with support agencies and organizations regarding emergency medical evacuations in compliance with applicable approved rules in the Florida Administrative Code.
- The regional evacuation process will be used by state and county governments to manage and coordinate any multi-county and/or regional evacuation. This includes: the implementation of state guidelines for lifting tolls on state toll facilities, locking down drawbridges, deploying and pre-deploying personnel, designating host counties for sheltering, ensuring the sufficiency of reasonably priced fuel, and addressing any emergency medical issues.

2. Sheltering

Section 252.385(4)(a), Florida Statutes, requires that any public facility, including schools, postsecondary education facilities, and other facilities owned or leased by

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

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

- Assist local emergency management agencies and their shelter program partners by administering a statewide hurricane evacuation shelter survey and retrofit program. The survey and retrofit program includes public schools, community colleges, universities and other facilities owned or leased by state or local government agencies, and certain privately-owned facilities through written agreement. The Division recognizes the American Red Cross's Standards for Hurricane Shelters Selection as minimum hurricane safety criteria for the survey and retrofit program.
- Through the 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 the Division

3. Special Needs Sheltering

In addition to general population sheltering, the Division monitors the status of the statewide inventory of Special Needs Shelters (SpNS). All shelters must meet physical and programmatic accessibility requirements as defined by the Americans with Disabilities Act and Florida Accessibility Codes. Special Needs Shelters provide a higher level of attendant care than general population shelters. Any facility designated as a shelter must meet minimum hurricane safety criteria. To ensure consistency with state and national standards, guidelines and best practices, the

Division recognizes the American Red Cross Standards for Hurricane Shelter Selection.

4. Sheltering Pets or Service Animals

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

- Locating pet-friendly shelters within buildings with restrooms, running water, and proper lighting.
- Allowing pet owners to interact with their animals and care for them.
- Ensuring animals are properly cared for during the emergency.

L. PREPAREDNESS MEASURES

Preparedness is a whole-community process that involves stakeholders from across the 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, the Division maintains a host of all-hazards preparedness programs and activities designed to keep the State prepared for any emergency or disaster. They include the following:

1. All-Hazards Planning

The Division 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, the Division 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, the Division 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

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

The Division's Radiological Emergency Program has the responsibility to coordinate the preparedness and planning activities of state and local agencies as it relates to a

nuclear power plant emergency. The Radiological Emergency Program will coordinate between the utility companies and the Division to ensure that planning initiatives and preparedness actions are consistent. In addition, The Radiological Emergency Program will coordinate with all stakeholders, including the federal government, on exercises involving nuclear power plants.

3. Information Management – Geographic Information Systems (GIS)

Geographic Information Systems (GIS) provides both the 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. The Division 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, the Division 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. The Division 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 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 protection committees, and provided them with the Automated Critical Assessment Management System (ACAMS) training to coordinate the identification and vulnerability assessments of the infrastructure and assets in their jurisdictions. RDSTFs named critical infrastructure assessment coordinators responsible for reviewing the assessments and prioritizing the infrastructures based on federal criteria in terms of continuity of operations (COOP), the impact of hazardous materials, and the potential for loss of human life.

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:

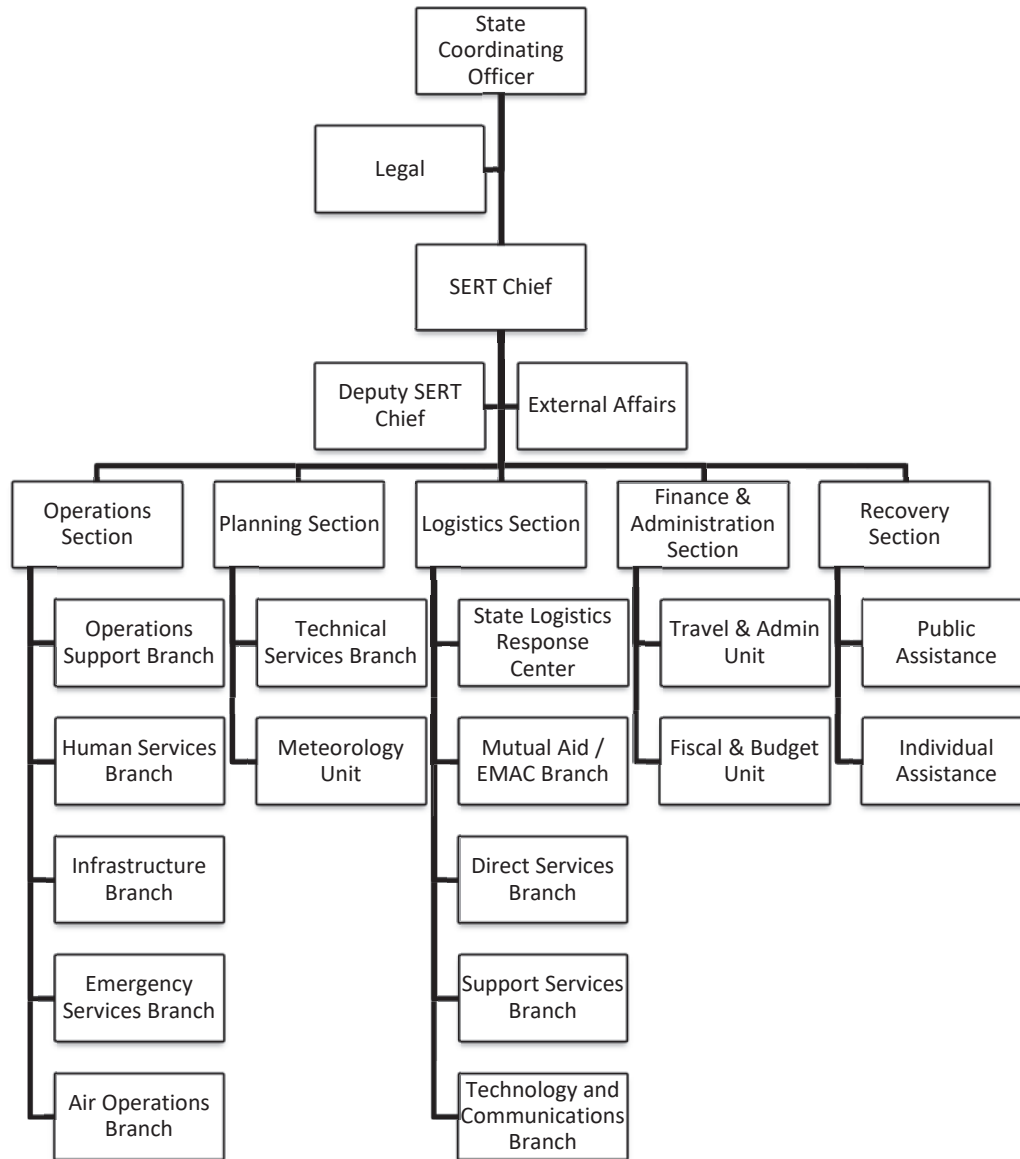
- Contacting the FEMA Regional Administrator and requesting that the Regional Administrator deploy a liaison or Incident Management Assistance Team (IMAT) to support operations at the SEOC. IMATs are federal interagency teams composed of subject-matter experts and incident management professionals. The 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.

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

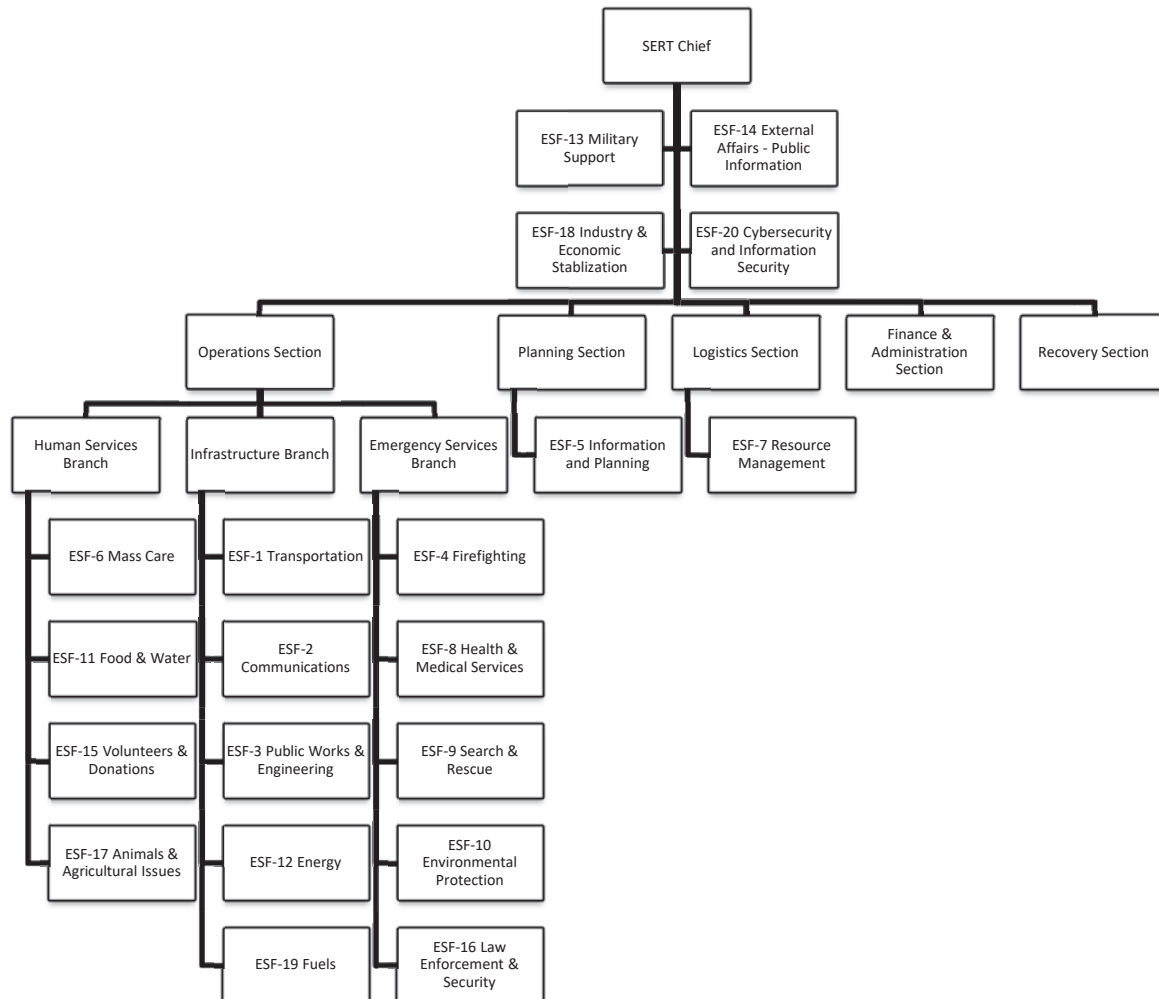
It is important to have a unified command in all large-scale incidents involving multiple jurisdictions. Every effort must be made to prevent parallel, ad hoc, and disconnected operations from developing. Such operations will fragment response efforts, cause unnecessary competition for limited resources, 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

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 the Division. These priorities include:

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

The Division coordinates all efforts for Long-Term Reconstruction.

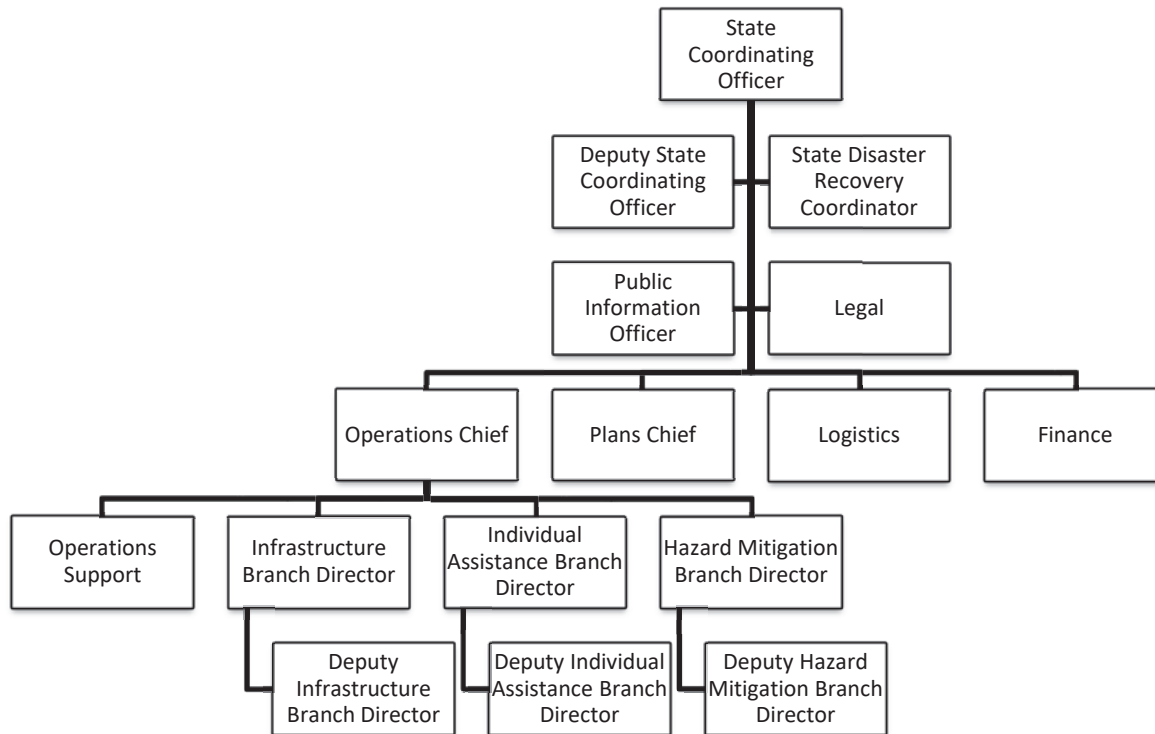
The goal of Long-Term Reconstruction is to not only restore a community to its pre-disaster condition, but to build communities back to a more resilient state thereby reducing future risk to Floridians. The Recovery Bureau in concert with the Mitigation Bureau will encourage community leaders to review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

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 the Division 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. The Division coordinates all of the State's Recovery efforts.

6. State Assistance

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

7. 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

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

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 the Division is the Recipient to the Awarding Entity, FEMA. The Federal share for reimbursement under most Federal

declarations is no less than 75%. The 25% non-Federal share is provided from a combination of State and local sources as specified in Section 252.37, Florida Statutes and in accordance with policies established by the Executive Office of the Governor and the Florida Legislature. In addition, the Federal government provides an administrative cost allowance for each eligible project. The State Public Assistance Officer is the individual designated by the Governor to implement the Public Assistance Grant Program.

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

a. Program Administration by States

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

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 the Division shall prioritize the use of these funds for projects included in the annual report of the Shelter Retrofit Report prepared in accordance with § 252.385(3). The Division is required to give funding priority to projects in regional planning council regions that have shelter deficits and to projects that maximize the use of state funds.

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

f. State Floodplain Management Office (SFMO)

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

The State NFIP Coordinator is the state's Floodplain Manager who represents state-level administration of flood disaster response along with the federal FEMA

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

The SFMO 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

The Division 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 claims payments exceeding the market value of the buildings.

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

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 ended, the SERT will continue to monitor costs associated with the event and seek budget authority requests as required.
- Identify and track all eligible federal costs incurred during and after the event for reimbursement by FEMA.

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

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 the Division and incorporated into all annexes and attachments as necessary. The Division maintains the CEMP and amends it to incorporate new concepts of operations, or information from lessons learned or developed through experience, events and/or training exercises. The Division utilizes the current version of the Comprehensive Preparedness Guide to assist in the development of the CEMP.

B. EXERCISE AND PLAN REVISIONS

The Division conducts "No-Notice" exercises as well as annual full-scale exercises (Statewide Hurricane Exercise, Radiological Emergency Preparedness Exercises, etc.) to test core capabilities, responsiveness, and overall effectiveness of the 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

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

1. Conduct an annual Training and Exercise Planning Workshop and maintain a Multiyear Training and Exercise Plan.
2. Plan and conduct exercises in accordance with the guidelines set forth in HSEEP policy.
3. Develop and submit properly formatted 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, the Division will submit a Notice of Proposed Rule Making and allow for public comment before any amendment to the CEMP is adopted by the Division. As required by Chapter 252, Florida Statutes, a copy of the CEMP shall be submitted to the President of the Senate, Speaker of the House of Representatives, and the Governor no later than February 1 of every even-numbered year. At all times, the CEMP will be published and available online at www.floridadisaster.org.

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.