

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

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

**SUPPORT AGENCIES:**

STATE AGENCIES

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

FEDERAL AGENCIES

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

### PURPOSE

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

### SCOPE

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

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

### POLICIES

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

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

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

## CONCEPT OF OPERATIONS (CONOPS)

### A. GENERAL

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

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

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

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

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

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

## **B. ORGANIZATION**

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

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

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

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

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

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

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

### **D. NOTIFICATIONS**

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

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

Duty Officer will, in turn, notify the FDOT Emergency Coordination Officer (ECO), if not already notified.

- The FDOT Duty Officer, at the direction of the FDOT ECO, will notify designated ESF 3 personnel to report to the SEOC as directed by the SERT and upon notification by the SWO;
- As warranted by the scope of the impending event, the FDOT ECO, or designee, will notify the appropriate supporting agencies and request necessary support;
- The supporting agencies designated to report to the SEOC will notify their agencies and emergency management partners, and;
- The designated support agencies will report to the SEOC, or provide support remotely, and ensure the necessary staffing for the remainder of the activation or until released by the FDOT ECO.

## **E. OBJECTIVES AND ACTIONS**

### PREPAREDNESS - OBJECTIVES AND ACTIONS

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

### RESPONSE – OBJECTIVES AND ACTIONS

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

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

#### RECOVERY OBJECTIVES AND ACTIONS

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

## **RESPONSIBILITIES**

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

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

### **SUPPORT AGENCIES**

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

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



**Florida Department of Corrections (FDC)**

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

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

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

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

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

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

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

**Florida Water Management Districts (WMDs)**

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

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

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

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

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

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

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

#### **Civil Authorities**

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



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

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

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

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

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

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

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

## **FINANCIAL MANAGEMENT**

### **Documentation of Incurred Costs**

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

#### Notification of Incurred Costs

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

### REFERENCES AND AUTHORITIES

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

- HSPD 5
- HSPD 8

#### **B.** FEDERAL REGULATIONS/GUIDANCE

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

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

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