



# **Comprehensive Emergency Management Plan**

## **THE BASIC PLAN**

**June 2012**

# Volusia County Comprehensive Emergency Management Plan

## Table of Contents

<b>I. INTRODUCTION .....</b>	<b>1</b>
A. PURPOSE .....	1
B. SCOPE.....	2
C. PLANNING METHODOLOGY .....	3
<b>II. SITUATION .....</b>	<b>7</b>
OVERVIEW OF THE SITUATION .....	8
A. HAZARDS ANALYSIS .....	8
B. GEOGRAPHIC INFORMATION.....	10
C. DEMOGRAPHIC INFORMATION .....	12
D. ECONOMIC PROFILE.....	17
E. EMERGENCY MANAGEMENT SUPPORT FACILITIES.....	20
<b>III. CONCEPT OF OPERATIONS.....</b>	<b>21</b>
OVERVIEW OF THE CONCEPT OF OPERATIONS.....	21
A. ORGANIZATION.....	21
B. RESPONSIBILITIES .....	42
C. PREPAREDNESS ACTIVITIES .....	51
D. MUTUAL AID AGREEMENTS & MEMORANDA OF UNDERSTANDING.....	61
<b>IV. FINANCIAL MANAGEMENT .....</b>	<b>62</b>
A. RESPONSIBLE AGENCY.....	62
B. TRAINING IN FINANCIAL MANAGEMENT.....	63
C. DOCUMENTATION AND REIMBURSEMENT PROCEDURES .....	63
D. COST REIMBURSEMENT FOR MUTUAL AID .....	64
E. FUNDING AGREEMENTS.....	64
F. FINANCING OF EMERGENCY OPERATIONS.....	64
G. MAINTAINING RECORDS .....	65
H. MUNICIPALITIES.....	65
I. EMERGENCY FUNDING ORDINANCES.....	65
J. APPLICATION FOR HAZARD MITIGATION GRANT PROGRAM FUNDS.....	65
<b>V. REFERENCES AND AUTHORITIES.....</b>	<b>65</b>
A. COUNTY RESPONSIBILITIES .....	66
B. ORDINANCES AND ADMINISTRATIVE RULES .....	68
C. STATUTORY AUTHORITIES .....	69
D. APPLICABLE REFERENCES .....	72
E. SUPPLEMENTAL PLANS .....	73
F. MUTUAL AID AGREEMENTS .....	73

## Volusia County Comprehensive Emergency Management Plan

### BASIC PLAN

---

#### I. INTRODUCTION

##### A. Purpose

Volusia County, Florida, and the municipalities within it, must be adequately prepared to address the many different types of disasters that threaten local governments, neighborhoods, institutions and businesses. This preparation requires continuing actions to decrease the vulnerability of the county to these disasters, to be able to quickly and effectively provide emergency services when a disaster does strike, and to speed the process to recover from the impacts of such an event. This document is one of the principal guidelines for Volusia County to manage and coordinate these actions.

The Volusia County Comprehensive Emergency Management Plan (CEMP) establishes a complete framework for county and municipal governments to plan the actions needed to protect the welfare of the community from the effects of emergencies and disasters. The plan defines the policies, organizational structure and responsibilities, as well as the operational concepts, necessary for the county to accomplish this purpose. The CEMP is also intended to be useful to the involved organizations during all phases of emergency management: preparedness, response, recovery and mitigation.

This plan is also intended to fulfill Volusia County's responsibilities to its citizens pursuant to Chapter 252 of the Florida Statutes. These requirements mandate that each county in the State of Florida develop and maintain a comprehensive emergency management plan that is consistent with the state-level Comprehensive Emergency Management Plan and its associated programs. The Volusia County CEMP has been designed to achieve this objective as well.

The Plan addresses the four phases of emergency management (preparedness, response, recovery, and mitigation), parallels federal activities set forth in the "Federal Response Plan," and describes how national (Federal and other States) resources will be coordinated to supplement State resources in response to a disaster.

The Basic Plan and associated ESF Annexes and specialized plans and procedures will be activated as situations require and as indicated in individual plans. Implementation of the Basic Plan is the responsibility of the Director, Volusia County Emergency Management Division or as designated.

## **1. NIMS Compliance**

Any emergency, regardless of declaration status, will be coordinated in accordance with the National Incident Management System (NIMS.)

On February 28, 2003, President Bush issued Homeland Security Presidential Directive-5. HSPD-5 directed the Secretary of Homeland Security to develop and administer a National Incident Management System (NIMS). NIMS provides a consistent nationwide template to enable all government, private sector, and nongovernmental organizations to work together during domestic incidents. Beginning in November 2010, all agencies that apply for and receive funding from the Federal government will be required to be "NIMS Compliant." To learn more about NIMS, please go to the NIMS website at

<http://www.fema.gov/emergency/nims/index.shtm>.

An on-line course that introduces NIMS can be found at <http://www.training.fema.gov/EMIWeb/IS/IS700.asp>.

By developing and following this plan, the County of Volusia is in compliance with FEMA and the National Incident Management System. NIMS allows our County to call upon resources and ask for assistance at the federal level for a declared emergency. The Volusia County Council officially adopted NIMS on August 13 2010.

## **B. Scope**

To be adequately prepared for future disasters, Volusia County must address several fundamental issues, including the following:

- Understanding the hazards that threaten the County and its municipalities, as well as the level of risk that each poses,

- Identifying the vulnerabilities to the identified hazards and implementing actions necessary to eliminate or mitigate those vulnerabilities,
- Ensuring that the capabilities are available to minimize the loss of life, damage to property and destruction of valuable environmental resources when the county or its municipalities are or may be impacted by a disaster, and
- Assisting the community to return to normalcy effectively after a disaster in a manner that will minimize, nevertheless, the vulnerability to such events in the future.

The scope of the Volusia County CEMP is to serve as a coordinating document for these four significant efforts. As such, it is an integral part of a series of planning programs by the county that are directly and indirectly related to reducing the vulnerability to disasters and being prepared to manage their impacts when they do occur.

The scope of the Volusia County CEMP is principally to focus on the actions that must be implemented by county agencies and the designated supporting organizations at the time of a disaster event. Where applicable, the plan describes or links to other supportive documentation or information sources that may be needed for implementation of the concepts or understanding of related planning functions.

## **C. Planning Methodology**

The Volusia County CEMP is the documentation of a continuing planning process through which the county, its municipalities and important community organizations develop and maintain their preparedness for disasters. This section summarizes the methodology used by the county for this purpose.

### **1. Methodology**

#### **a. Planning Approach**

The planning approach used by Volusia County is one that is based on the following principles:

- (1) All county agencies have a responsibility to support the CEMP planning process and to fulfill assigned roles at the time of a disaster. (Exhibit 1 provides a list of the involved county agencies.)

- (2) The county's municipalities and selected community-based organizations have accepted responsibilities to be prepared to support the county's emergency preparedness operations, and therefore are participants in the CEMP planning process. ([Exhibit 1](#) also provides a list of the involved non-county agencies and organizations.)
- (3) The CEMP is an operationally-oriented document, with the organizational structure and concept of operations framed by assigning specific agencies and organizations responsibility for basic emergency functions that will be implemented at the time of a disaster. (Exhibit 1 illustrates the emergency functions incorporated into the Volusia County CEMP and the assigned lead and support agencies and organizations.)
- (4) Volusia County is responsible for maintaining the capability to effectively respond to and recover from emergencies and disasters that can reasonably be predicted to strike the county or its municipalities. Response to or recovery from major disasters or emergencies with unique, unanticipated characteristics are likely to require resources from other jurisdictions and levels of government. For this reason, the Volusia County CEMP is designed to effectively incorporate resources and services available within the State of Florida's emergency management system and to be able to utilize them at the time of a major disaster.
- (5) The county's municipalities, as independent jurisdictions, are to develop and maintain their own emergency plans that are consistent with the Volusia County CEMP, or, if not, accept the county's CEMP as their own plan for emergency response and disaster recovery operations.

**b. Plan Development Methodology**

The Volusia County CEMP currently exists and is now at a stage where only updating of the document is necessary. Updating of the document may occur at any time interval for minor changes. Every four years, however, the County undergoes a major review and

modification of the document to produce an updated edition. Such a major revision is developed through the following methodology:

- (1) The Volusia County Emergency Management Division, in the County's Public Protection Department, is responsible for guiding and coordinating the efforts of county agencies, municipalities and participating community organizations in the development and maintenance of applicable portions of the CEMP. In this capacity, the Emergency Management Division accomplishes the following:
  - i. Designs the basic operational concepts to be utilized by the county during an emergency response and prepares the basic plan in accord with these concepts.
  - ii. Maintains an ongoing emergency planning process involving all involved agencies and organizations, with opportunities for direct participation in CEMP development and maintenance.
  - iii. Provides technical guidance, advice and training to the county agencies and community organizations responsible for specific functions or components of the CEMP for use during development and maintenance of those components by the responsible agencies.
  - iv. Monitors changes and developments in state or federal requirements to ensure that the county's CEMP remains in compliance or consistent with such mandates.
  - v. When needed, contracts with outside consultants, vendors, and providers to support the planning process and to build the capabilities of the county.
  - vi. Provides coordinated training and exercise opportunities for all participating organizations to learn and practice implementation of the CEMP.

vii. Strives to ensure that the CEMP is consistent with and supportive of the other state, county and municipal planning efforts that are directly or indirectly related to hazard mitigation and disaster preparedness.

(2) The specific agencies and organizations designated as lead agencies are responsible for maintaining the applicable portions of the Volusia County CEMP, under the guidance of the Emergency Management Division.

(3) All agencies and organizations assigned roles in the CEMP are to ensure that detailed procedures for implementation of the plan have been developed, and that the operational capabilities upon which the plan relies are maintained.

(4) The county's municipalities are provided with guidance and assistance in developing their own emergency management programs and preparing their own emergency plans to ensure their consistency with the Volusia County CEMP.

(5) All involved participants periodically convene for planning meetings, training sessions, exercises, etc. to ensure the plan is current and that personnel are familiar with its contents.

## **2. Plan Promulgation**

The Volusia County CEMP is promulgated in accord with the following methodology:

a. Upon completion of a proposed update to the CEMP, all designated lead agencies are provided an opportunity to review, comment on and/or modify the component of the plan for which they have responsibility prior to accepting the defined responsibilities and roles given herein. Additionally, each ESF Annex is reviewed on a rotating schedule of approximately 7 Annexes per year, so that all 20 Annexes have been reviewed within a three calendar year period. Once the ESF Annex has been reviewed, it is considered to be accepted by the lead agency and VCEM.



- b. Designated lead agencies provide the same opportunity to the designated support agencies to review, comment on and/or modify the applicable component of the updated plan.
- c. Upon completion of the review process and approval by the State, the finalized CEMP is submitted to the Volusia County Council for adoption. If needed, any modifications are made, and the updated plan is formally adopted by the Volusia County Council. Following adoption, the CEMP and its provisions are considered as requirements for the county agencies and as a commitment by the assigned non-county agencies and organizations to implement the CEMP to the best of their ability. Unless stated elsewhere, the Basic Plan, ESF Annexes, and all specialized plans and procedures will be reviewed every four years during the Volusia County Comprehensive Emergency Management Plan review/update process.
- d. The adopted CEMP is placed on a compact disk for ease of handling and distribution. It is then reproduced and each copy is numbered and registered. A registered copy is then provided to all participating agencies and organizations for their use. The Emergency Management Division maintains a list of registered copies to allow for distribution of new CDs containing any interim updates prior to a complete update of the entire plan.

### 3. Distributed Changes

A master copy of the document is maintained by the Volusia County Emergency Management Division at the County Emergency Operations Center (EOC) for two purposes. The first is to make all minor updates and track them for later incorporation into the next edition of the CEMP. The second is to have a copy of the most current CEMP available in the EOC for reference during activation of the plan. Major changes are promulgated via change notices distributed IAW the CEMP master distribution list.

## II. SITUATION

The Volusia County CEMP is intended to reflect the unique characteristics of the county and its municipalities before, during and after a disaster. This

section of the CEMP summarizes information about the county that is relevant to developing, maintaining and implementing the plan.

## **Overview of the Situation**

Volusia County is a large, geographically diverse political subdivision of the State of Florida, and the CEMP must account for the county's characteristics. The land area of the county is in excess of 1,200 square miles. In this area, approximately 454,000 residents are generally clustered into two major areas of development - the coastal areas east of I-95 and along the US 17/92 and I-4 corridors in the west and southwest. Sixteen municipalities comprise approximately 75% of the total population and range in size from approximately 1,300 (Oak Hill) to 85,000 (Deltona), based on the 2010 estimates. Ten municipalities are clustered in the eastern area while six are grouped in the west and southwest. The number of jurisdictions and wide-range of capabilities are important considerations for the Volusia County CEMP. Providing first response emergency services within the 16 municipalities and the unincorporated and specialized areas (beach, airport) are 16 local law enforcement agencies, 14 fire/rescue/EMS agencies (including EVAC), and 16 public works agencies. In addition, Volusia County has several large venues where residents and visitors gather throughout the year, including the Daytona International Speedway and the north and south beach areas that cross six jurisdictions. These sites are the focal points of several special events activities attracting international attention that increase the in-county populations by 50-75% at several times throughout the year.

### **A. Hazards Analysis**

1. Volusia County is vulnerable to a wide range of natural, technological and societal hazards. The most prominent hazards that threaten the County and municipalities are hail, hurricanes and tropical storms, lightning, severe winter storms, thunderstorms, tornados, coastal erosion, drought, flood, storm surge, sinkholes, tsunamis, and wildfires. Man-made and technological hazards include cyber attack, agroterrorism, terrorism, HAZMAT (man caused and terrorism), civil disturbance, coastal oil spill, and mass migration. Wildfires destroyed 163,000+ acres during the summer of 1998. Hurricane Dora impacted the coastal areas in 1964, while inland Volusia County was impacted by Hurricane Donna in 1960. The entire County was affected by hurricanes Charley, Frances, Ivan, and Jeanne in 2004.
2. The assessment of the vulnerability of the community to these hazards is an integral part of the development and

maintenance of the Volusia Prepares hazard mitigation planning process. Volusia Prepares is a multi-jurisdictional, public-private partnership to develop and implement a strategy to decrease the vulnerability of the community to the impacts of future disasters. Volusia Prepares was initiated in 1999 with the issuance of a detailed strategy that included a comprehensive hazards analysis and vulnerability assessment. The mitigation planning effort has been continuing since that time, and has recently been supplemented by additional efforts under federal local mitigation planning programs.

3. A detailed hazard assessment process was originally conducted by the Volusia Prepares planning participants in 1999, and updated in 2010; the following table indicates those hazards considered common or having the potential to affect the County:

	Weather	Health	Ecological	Economic
Natural	Hail	Pandemic	Tsunami	Civil disturbance
	Hurricane/Tropical Storms	Agroterrorism	Sinkhole	
	Lightning		Wildfire	
	Severe Winter Storm		Coastal Erosion	
	Thunderstorm		Drought	
	Tornado		Flood	
			Storm Surge	
Techno-logical		HazMat Incidents (man caused and terrorism)	Coastal Oil Spill	Cyber attack
Socie-tal/Civil				Civil disturbance
				Mass Migration
				Terrorism

4. The Volusia Prepares Local Mitigation Strategy, *Volusia Prepares*, issued in 1999, and updated in 2010, contains an extensive analysis of the potential impact of various types of hazards on the property within the county, with a particular emphasis on the predicted property damage that would result from hurricanes. Continuing mitigation planning efforts by the county routinely update and refine the hazards identification and risk assessment process.

5. Weather-related disasters are a major concern to Volusia County. The county also has a high percentage of its land lying within the 100-year flood plain. Over the last few years Volusia County has experienced flooding problems caused by both annual increases in the water table and the recent El Niño phenomenon. The winter storm of 1993 (the “Storm of the Century”) caused an estimated \$15 million in crop damage, and over \$2.5 million damage to public and private property in Volusia. Tornadoes in May of 1994 caused \$6.7 million in private property damage. Tropical Storm Gordon in November 1994 caused over \$3.8 million in public damage and over \$9.3 million in private property damage. 1995 and 1996 brought damage from hurricane Erin, and evacuation and activation costs for Fran and Bertha. Tornadoes and other El Niño related events since July 1997 have caused over \$21 million in individual damage to residents and business. 165 residences were destroyed, 344 received major damage, and 413 suffered minor damage. 8 businesses were damaged. The total cost for the response, clean-up and damage to public facilities is not included in this figure. Additional information regarding the costs and impacts of disaster events is routinely gathered as a part of the Volusia County mitigation planning program. A summary of EOC activations by disaster is located [here](#).

## **B. Geographic Information**

### **1. Geographic area:**

#### **a. Area**

Volusia County is located on the Atlantic coast in the north-central portion of the Florida coastline. The county is bordered on the south by Brevard and Seminole Counties, on the west by Marion, Seminole and Lake Counties, the north by Putnam and Flagler Counties, and on the east by the Atlantic Ocean. There are 832,000 acres (1,062 square miles of land and 238 square miles of water) located within the borders of Volusia County, including 47 miles of ocean beaches.

#### **b. Topography**

The topography of the county is generally flat, with little variation in elevation.

**c. Land Use**

Land use patterns are influenced by the waterways and road system. As with most of the Central Florida Area, more areas are being developed for residential and commercial uses. All county jurisdictions have adopted comprehensive land plans, zoning, and building codes.

**d. Water Area**

There are 238 square miles of water located within the borders of Volusia County, including 47 miles of ocean beaches.

**e. Drainage Patterns**

Volusia County has three primary rivers running north parallel to the east and west boundaries. The Halifax River is approximately 27 miles long and parallels the Atlantic Ocean running the length of the county ending in Ponce Inlet. The Tomoka River and Spruce Creek empty into the Halifax River. The Indian River (a part of the Inter-Coastal Waterway) starts at Ponce Inlet, then parallels the Atlantic Ocean and flows south 21 miles through the county continuing into Brevard County at its southern point. The St. Johns River flows south to north along the entire length of the county's western boundary. The St. Johns runs 60 miles through Puzzle Lake, Harney Lake, Lake Monroe and Lake George before continuing out of the county.

**f. Environmentally Sensitive Areas**

Volusia County has 48 miles of coastline enveloping 1,090 acres. Coastal marshland covers 39,488 acres while inland swamps cover 135,808 acres. The coastal areas, beaches and inland swamps are considered to be environmentally sensitive areas. Volusia County has been divided into six geographic areas by the Water Quality Management Program of the Volusia Council of Governments. These are the Tomoka Basin, which remains largely in a natural state, with

little urbanization. The Mosquito Lagoon Basin (North Indian River), in which land use is dominated by agricultural and forested lands, with approximately 20% of the area urbanized. The Spruce Creek/Turnbull Bay Basin is only slightly urbanized, with most of the land cover being forest or wetland. The Middle St. Johns River Basin contains a portion of the Interstate 4 corridor, although only 5% of the land in this basin is urbanized, with the remainder being forested and in agriculture. Finally, the Central Recharge Area, in the center of the county, has two major transportation corridors (Interstate 4 and U.S. 92), although most of the land use is forest, wetlands or rangelands. Developed lands account for only 3% of the basin.

**g. Flood Prone Areas**

Flood Prone Areas in Volusia County are identified as those areas within the 100-year floodplain, and other areas subject to repetitive flooding along the rivers and lakes. In addition, flooding occasionally occurs in localized areas as a result of inadequate drainage. See LMS for further information. -

**2. Geographic Hazard Areas-**

The geographic areas of the county that are expected to suffer the impact of the hazards are identified within the [Vulnerability Maps](#)

**C. Demographic Information**

**1. Population Characteristics:**

**a. Total Population**

The population of Volusia County has experienced dramatic increases over the past 35 years, and additional demographic information is presented elsewhere in the CEMP. The 1970 US Census placed Volusia County's population at 169,500. Estimates released by the University of Florida, Bureau of Economic and Business Research as of April 1, 2005 place Volusia County's population at 494,649 persons. The 2010 current census data reports the county's population to be 494,593 persons. A significant

portion of this increase can be attributed to persons age 65 and over.

**b. Population Density and Distribution**

The county has two distinct population regions. The eastern region (from Interstate 95 east to the ocean) supports approximately 60% of the total population with approximately 80% of this population living within incorporated areas. The western region (generally bordering US 17-92 and the Interstate 4 corridors) is home to the remaining 40% of the total population. This population is the inverse of the eastern region with over 80% residing in unincorporated areas.

**c. Distribution of Population by Age**

Age Distribution		
Year	Population	%
85 years and over	11,317	2.6%
75 to 84 years	36,477	8.2%
65 to 74 years	50,017	11.3%
60 to 64 years	23,624	5.3%
<b>Total</b>	<b>121,435</b>	<b>27.4%</b>
55 to 59 years	24,566	5.5%
45 to 54 years	59,117	13.3%
35 to 44 years	63,851	14.4%
25 to 34 years	48,244	10.9%
20 to 24 years	24,727	5.6%
<b>Total</b>	<b>220,505</b>	<b>49.7%</b>
15 to 19 years	29,019	6.2%
10 to 14 years	27,646	6.4%
5 to 9 years	26,052	5.2%
Under 5 years	25,797	5.1%
<b>Total</b>	<b>108,514</b>	<b>22.9%</b>

**(Source: US Census Estimate 2010)**

**d. Special Needs Population**

The elderly portion of the population is becoming increasingly larger each year. This means that emergency response organizations will need to be able to provide increasingly more services required by this group at the time of a disaster. These services could include additional shelter space, more evacuation transportation assistance, greater health and medical

services, and additional individual assistance during recovery.

**Non-Institutionalized Disability by Age Group**

<b>Population 5 Years and Over</b>	<b>449,313</b>
With a disability	87,742
<b>Population 5 to 15 Years</b>	<b>59,264</b>
With a disability	3,870
<b>Population 16 to 64 Years</b>	<b>292,558</b>
With a disability	46,632
<b>Population 65 Years and Over</b>	<b>97,491</b>
With a disability	37,249

(Source: 2010 US Census Database)

**e. Farm Workers**

There are two groups of farm worker populations in Volusia County: (1) migrant workers who follow the crops, and (2) workers who live in the Pierson area and work the fern industry year round. The current estimate of the number of migrant workers in Volusia County is less than 3,000.

**f. Tourist Population**

Tourism is both a very significant contributor to the county's economy and to the total number of people that may be placed at risk at the time of a disaster. This factor may place additional importance on the capabilities of response organizations to provide public information to this population both before and during protective actions, such as coastal evacuation. Lack of familiarity with local roadways, place names, and travel directions, as well as language difficulties, could become issues with management of this population.

Volusia County is the site of several special events throughout the year, drawing hundreds of thousands of visitors. There is an increased potential with these events that large-scale emergencies such as mass



casualty events, civil disorder, terrorist attacks, etc. could occur.

Tourism does have a significant affect on the county's population, however the county population is inflated throughout the year by an influx of tourists, who number in the millions annually. (Volusia County Beach Services reports that over 10 million people visit the beach annually). Numerous special events including Speed Week, Bike Week, Black College Reunion, and Spring Break bring thousands of visitors, and can create additional burdens on response agencies and emergency managers. Hundreds of thousands of persons visit the county during these and other special events, as well as for vacations, staying for varied amounts of time. Data from 2000 indicates that lodgings number 3788, or 10<sup>th</sup> in the state, with amusements/recreational facilities numbering 2953, also ranking 10<sup>th</sup> in the state.

**g. Language Proficiency of the Resident Population**

Population 5 years and over	449,392
English only	398,251
Language other than English	51,141
Speak English less than "very well"	16,448
Spanish	34,826
Speak English less than "very well"	12,276
Other Indo-European languages	11,525
Speak English less than "very well"	2,969
Asian and Pacific Islander languages	2,585
Speak English less than "very well"	616
Other languages	2,205
Speak English less than "very well"	587

(Source: 2010 US Census Database)

As indicated, according to the 2010 US Census, approximately 9 percent of the population of Volusia County have limited English language skills. In addi-

tion, although data are not available, it can be assumed that a significant portion of the tourists visiting Volusia County have little or no English language proficiency skills, as many of the tourists visit from European and South American countries.

### **Hearing Impaired**

In 2010, approximately 2.9% (14,342 individuals) of the population in Volusia County was considered “hearing impaired” (either hearing impaired or loss.) (Source: Cornell University Disability Statistics.)

#### **h. Transient populations**

The county, with its beaches and special events, draws hundreds of thousands of tourists and large numbers of transients every year.

#### **i. Mobile Home Parks**

There are approximately 200 mobile home parks in Volusia County that house a significant number of individuals. (A list of mobile home parks is available upon request.) These neighborhoods are relatively more vulnerable to high wind events, tornadoes and hurricanes. Evacuations and/or post-impact rescue efforts may be necessary.

#### **j. Inmate Population**

The current rated capacity is 899 beds at the Volusia County Branch Jail and 595 beds at the Volusia County Correctional Facility. The average daily inmate population is 1,417. (Source: Volusia County Corrections Department.) Annually, the daily inmate population has increased 4.6% since 1982.

## **2. Populations Most Vulnerable to Hazards:**

Due to the popularity of the seashore, approximately 67 percent of the county’s population reside in hurricane storm surge zones, along with a large portion of the county’s economic base. Eleven of Volusia County’s sixteen municipalities are located East of Interstate 95, with City populations alone totaling over 248,000. Much of this area is designated for evacuation for a Category 4 or 5 hurricane.

Volusia County is a jurisdiction that is different than most in the State of Florida. While it is generally considered a coastal county, it has a significant inland element due to the size and geography of the county. One reason for identifying the inland element as significant is that apparently its location may promote the concept that being inland protects populations from the major problems associated with tropical weather incidents. In addition, coastal residents expect to be able to evacuate to the West side of the county to escape the hazards associated with approaching hurricanes or tropical storms. Due to the concentration of people near the coastal area of Volusia County, there are more elderly located East of I-95 than in the rest of the County. Additionally, the majority of health care facilities are located in a category 1 – 5 storm surge zone.

## **D. Economic Profile**

### **1. Profile**

Volusia County's economic enterprises provide over 128,000 jobs. With an available labor force of 253,299, it generated \$5.7- billion in wages and salaries, with the amount of personal income generated from non-waged sources of interest, royalties and other investment vehicles topping \$8.6-billion in new capital. The current unemployment rate in Volusia County is 3.6%. The median household income in September 2006 was \$42,297.

The Flagler/Volusia County area has a household population of approximately 551,300 and a civilian labor force of approximately 254,000. Of the approximately 10,600 business establishments identified, based on 1999 census data, over 90% can be considered small businesses with less than 20 employees. Past experience indicates that small businesses are more vulnerable to failure after a disaster, and this is an important consideration for implementation of the mitigation and recovery portions of the CEMP in the aftermath of a disaster. ([elink to current information regarding economic activities in the county](#))

#### **a. Employment by Major Sector in Volusia County**

<b>Name of Business/ Organization</b>	<b>Total # Employees</b>	<b>Full-Time Employees</b>	<b>Part-Time Employees</b>	<b>Type of Business</b>

Volusia County Schools	8,080	8,080	0	Education
Florida Hospital – All Divisions	4,248	3,574	674	Healthcare
Halifax Health	3,957	3,280	677	Healthcare
Volusia County Government	3,280	2,687	593	Government
Walmart	2,160	1,920	1,240	Grocery/Retail
Publix	2,486	814	1,672	Grocery
State of Florida	2,361	2,361	0	Government
Daytona State College	1,797	1,003	794	Education
U.S. Government	1,422	1,422	0	Government
Embry Riddle Aeronautical University	1,176	1,143	33	Education
Total Employee Count	31,967	26,284	5,683	

(Source: Agency for Workforce Innovation, Labor Market)

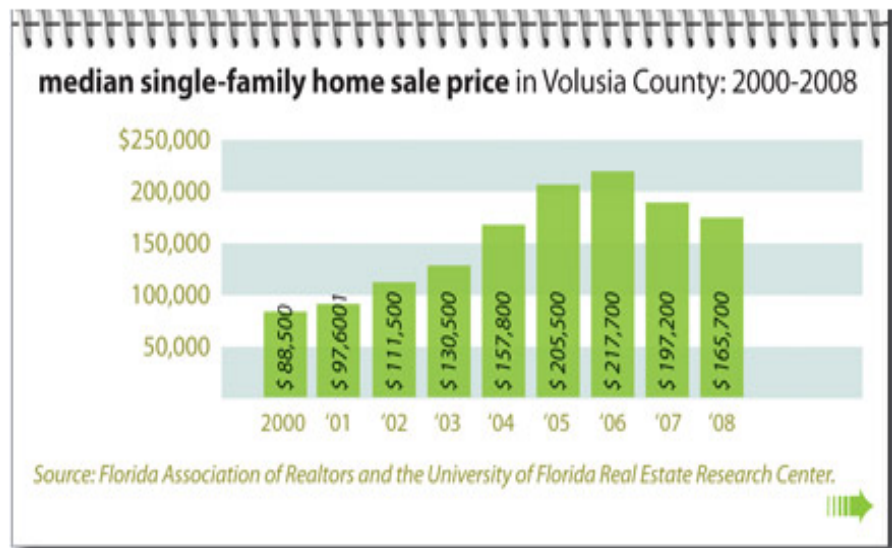
- Volusia County Average Monthly Employment by Industry in 2008**

#	Industry	Avg. Monthly Employment
1	Retail Trade	24,502
2	Health Care and Social Assistance	26,880
3	Accommodation and Food Services	18,013
4	Educational Services	15,439
5	Construction	11,576
6	Manufacturing	9,051
7	Public Administration	9,744
8	Admin. Support, Waste mgt., Remediation Services	8,773

9	Professional, Scientific and Technical Services	5,927
10	Other Services (Except Public Administration)	5,766
11	Wholesale Trade	4,775
12	Finance and Insurance	4,250
13	Arts, Entertainment and Recreation	3,976
14	Real Estate, Rental and Leasing	3,361
15	Information	2,558
16	Transportation and Warehousing	2,895
17	Agriculture, Forestry, Fishing, and Hunting	2,034
18	Management of Companies and Enterprises	1,552
19	Utilities	543
20	Unclassified	24

(Source: Agency for Workforce Innovation, Labor Market)

**b. Property Value**



**c. Per Capita Income**

Per Capita Personal Income in Volusia County	
Year	Income Amount
1997	\$20,387
1998	\$21,293
1999	\$21,988
2000	\$23,327
2001	\$24,270
2002	\$24,783
2003	\$25,359

2004	\$27,206
2010	\$28,268
2006	\$29,686
2007	\$30,374

## 2. Economic Impact to Hazards

For purposed of economic impact to hazards within Volusia County Please refer to the [Volusia County Local Mitigation Strategy](#)

## E. Emergency Management Support Facilities

### 1. Critical Facilities

[Important Facility Locations](#); [Critical Facilities](#); [Healthcare Facilities](#) Healthcare facilities [map](#)

Volusia County maintains extensive land use information online in a geographic information system (GIS), which is updated on a regular basis. This information can be accessed easily from the County EOC to create detailed maps with current information and is referenced in this document rather than to enclose one or more maps herein that will be quickly outdated. ([elink to the county's GIS website.](#)) The information typically relevant to development and implementation of the CEMP on this website includes the following:

City facilities	Communications towers	County parks
Sheriff's facilities	Evacuation routes	Evacuation shelters
Highways	Fire stations	Floodplains
Future land use	Hospital/health care facilities	Hurricane surge lines
Hydrology	Industrial park locations	Library locations
Marinas/boat ramps	Municipal boundaries	School locations
County facilities	Zoning	

### 2. County Staging Areas

[County Staging Areas](#) [distribution sites](#) [debris disposal sites](#)

### 3. Helicopter Landing Zones

Staging areas [helicopter landing zones](#)

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

#### **Overview of the Concept of Operations**

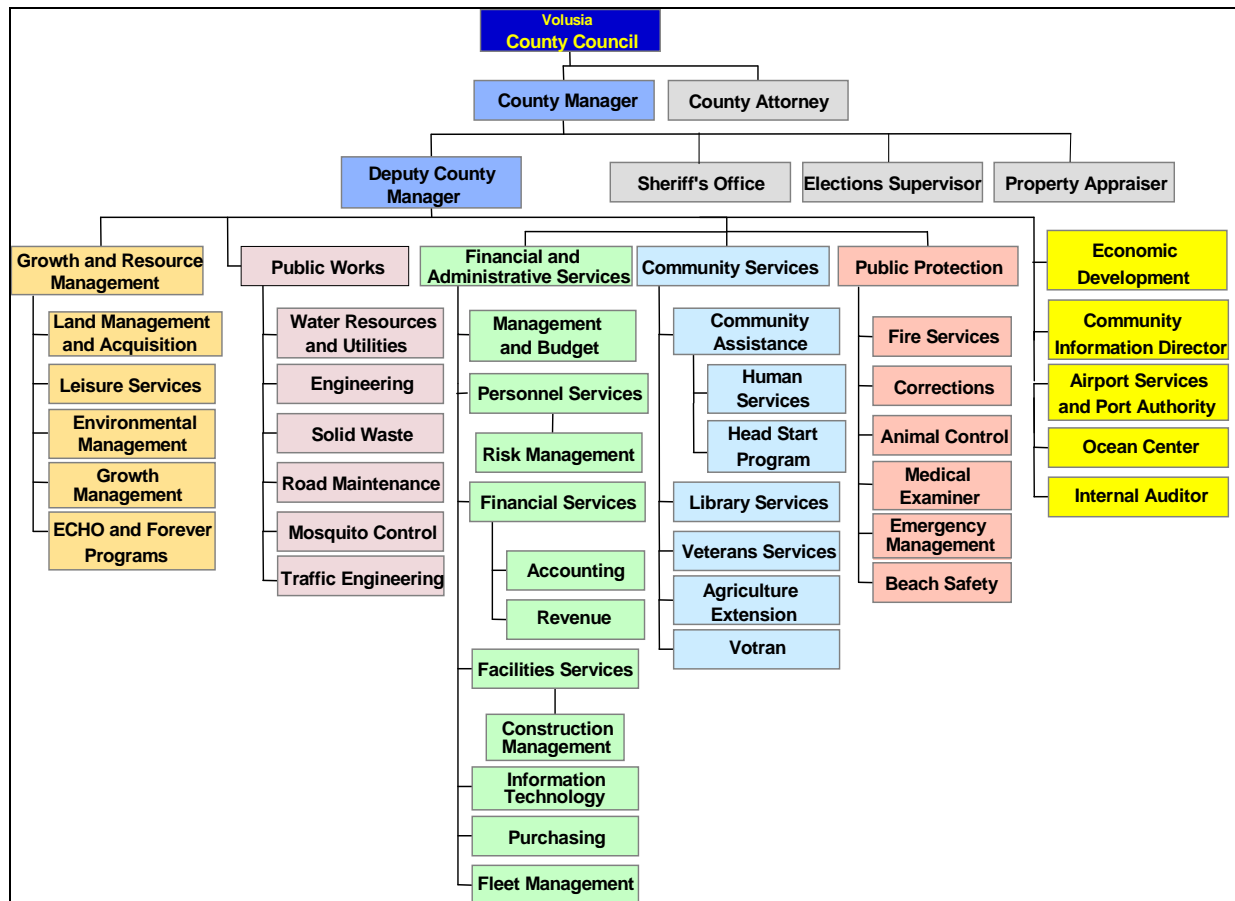
The concept of operations for the Volusia County CEMP is based on the model provided by the State of Florida comprehensive emergency management plan as well as the emergency operations normally expected to be necessary. The County's concept of operations is more completely defined in the Emergency Management Systems Operations Guide, issued by the Volusia County Emergency Management Division. The basic concept of operations incorporates a decision flow process utilized as needed to mobilize all available resources for response to and recover from a disaster in Volusia County.

#### **A. Organization**

##### **1. Staffing and Organization**

The organizational structure used for day-to-day operations by Volusia County is illustrated in the table below. For county government, the agencies with emergency services as a principal part of their normal operations are the Public Protection Department and the Sheriff's Office.

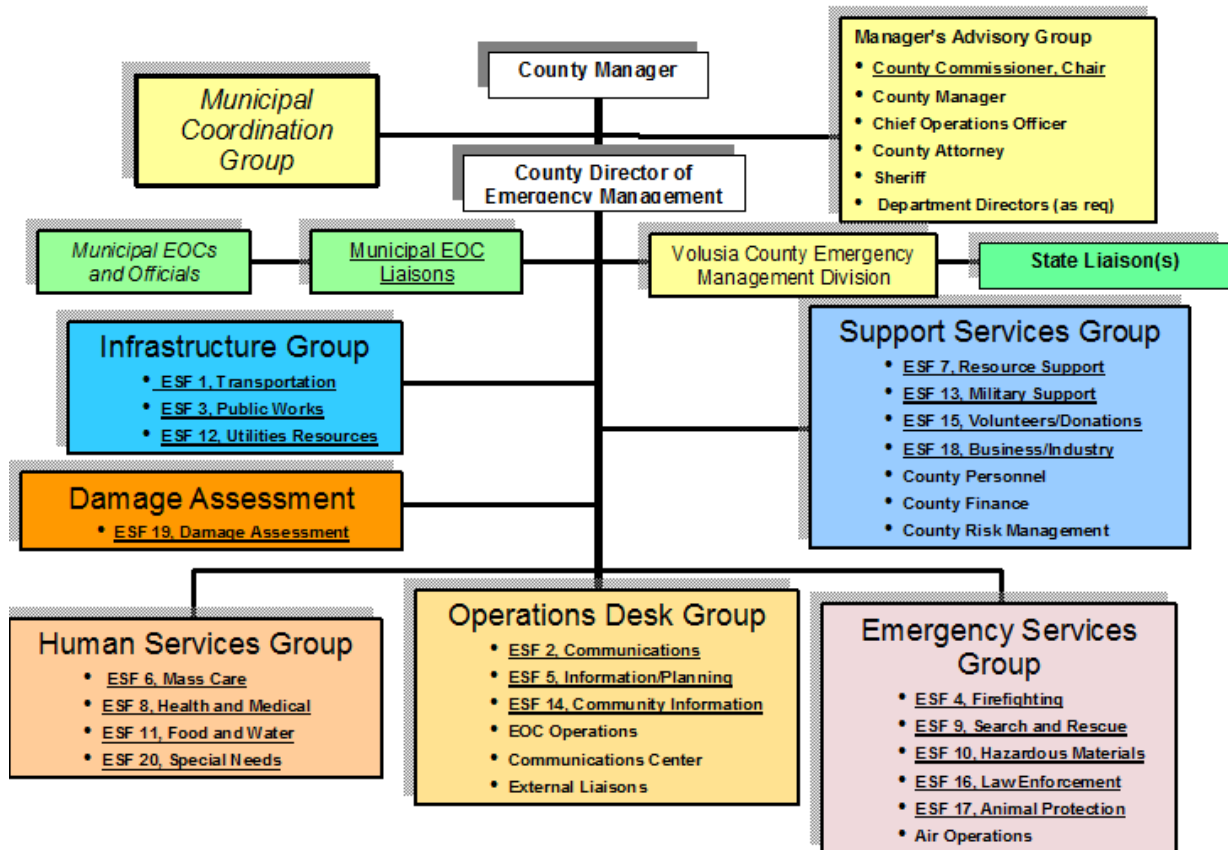
#### **Day-to-Day Operations**



Upon activation of the County EOC, some or all of the designated county ESFs will be activated. For full activation of the County EOC, the staffing will be that indicated in the table below. The various functional units that operate from the County EOC, including especially the county's emergency support functions, have been grouped in the EOC to facilitate coordination of operations. The county utilizes an ESF structure that is parallel to the ESF structure utilized by the state and federal government. The agency responsibility assigned for each ESF and the staff groups are shown in the chart below; full County EOC staffing and associated duties are described in the next section.



Organization for Staffing of the County Emergency Operations Center



### EOC Staffing During an Emergency

- a. The County Manager is designated as the head of emergency government during times of emergencies and/or disaster operations after the county council has declared a local state of emergency.
- b. **Manager's Advisory Group** -- The County Manager's Advisory Group is made up of the executive managers of the county's agencies. The group provides general policy guidance to the overall emergency response and disaster recovery operations conducted by the county. The primary responsibility of the Manager's Advisory Group is to advise on strategic plans for county operations, to establish policies to guide county and municipal operations, and to prioritize response actions when faced with limited resources. The Chair of the County Council, or designee, serves as chair of the Manager's Advisory Group.

- c. Municipal Coordination Group (MCG) -- This group is made up of the chief elected officials of the local government jurisdictions impacted by the emergency event. When the county is under a declared state of emergency, the Group may be activated to make decisions in concert regarding multi-jurisdictional protective actions, emergency response operations and disaster recovery functions. MCG will also advise the County Manager regarding the promulgation of emergency ordinances and imposition of regulations as needed due to the emergency. These actions could include ordinances requiring curfews, business closures, prohibition on the sale of alcohol and firearms, restrictions on motor vehicle use, etc.
- d. Emergency Management Division -- The Director of the Emergency Management Division provides the supervision and coordination to the county's emergency response and disaster recovery operations, reporting directly to the County Manager. The Division of Emergency Management provides staff support needed to coordinate County EOC operations. The Division staffs the "operations officer" positions in the EOC and supervises the information flow and makes the mission assignments to the county's emergency support functions. The Division also provides the necessary staff support within the County EOC that is needed in common by the activated ESFs, as well as ensuring that the physical and operational capabilities of the County EOC are adequate to support emergency response operations.
- e. Municipal Liaisons -- Municipalities involved in the response operations will be expected to staff a liaison position in the County EOC to improve communication and cooperation between the county and the municipal emergency response operations. Under most circumstances, requests from municipalities for county resources and support would be routed through the municipal liaison position to ensure fulfillment of the request. The municipal liaison position also serves to communicate important information, e.g., damage assessment reports, from the municipal to the county level.

- f. State Liaisons -- For a major event, the State Emergency Response Team may deploy one or more liaison personnel in the County EOC. If so, the activities of the state liaison(s) and information flow to their positions will be coordinated by the County Emergency Management Division.
- g. Infrastructure Group -- This is the group of emergency support functions (ESFs 1, 3, and 12) responsible for maintaining and/or restoring the physical and operational integrity of the community's infrastructure, including transportation and utilities.
- h. Human Services Group -- This is the group of emergency support functions (ESFs 6, 8, 11 and 20) that are responsible for providing services directly needed by the disaster victims for their own safety, welfare and comfort during an emergency event. These services include mass care, health and medical services, distribution of donated goods and services, animal care and support for persons with special needs.
- i. Operations Desk Group -- This group, made up of ESFs 2, 5, and 14, is responsible for the management of the information flow into, within and out of the County EOC. This group involves the information and planning function for county emergency response and disaster recovery operations, public information and emergency instructions, and communications. The group is also supported by the County EOC communications center and any additional liaisons from other agencies, organizations or facilities involved with the emergency event.
- j. Emergency Services Group -- this group (ESFs 4, 9, 10, 16, and 17) are responsible for the direct emergency services operations necessary to protect public safety and property. The operations in this group include firefighting, search and rescue, hazardous materials response, animal protection, and law enforcement operations.
- k. Support Services Group -- this group (ESFs 7, 13, 15 and 18, as well as applicable county agencies) is responsible for providing support to other ESF through

the procurement of goods and services. The involved county agencies provide technical support in the areas of financial management for these services.

- I. Damage Assessment – ESF 19 provides mapping support and damage cost estimates to support assessment of the overall damage impact to the county by processing input from damage assessment teams.

## **2. Leadership and Authority**

### **a. General Leadership and Authority**

Volusia County government provides a wide variety of services to residents and visitors, from beach management to road repair, fire protection and law enforcement.

The County operates under a Council/Manager form of government. Voters elect a seven-member County Council, five of whom are elected by district. The County Chair and the At-large representative are elected countywide, and all serve four-year terms.

The County Council serves as the legislative and policy-making body for Volusia County government. The County Manager, who is hired by the County Council, works with its members to assist in formulating policies and programs. The County Manager also is top administrator for approximately 2,500 full-time County employees and is responsible for the ongoing operations of all County services as set forth by the County Council.

### **(1) Transfer of Powers**

The council shall by ordinance have the authority to assume and perform all functions and obligations now or hereinafter performed by any municipality, special district or agency whenever such municipality, special district or agency shall request the performance or transfer of the functions to the county.

The council shall be composed of six members and the county chair. There shall be five council districts. Each district shall elect one council

member. One council member shall be elected at large. The county chair shall be elected at large.

## **(2) The County Chair**

The office of the county council chair shall have all jurisdiction and powers which are now and which hereafter may be granted to it by the Constitution and laws of Florida provided that such powers shall be exercised in a manner consistent with this charter. The county chair, in addition to the powers and duties provided by this charter, shall have the specific powers and duties to:

- i. Serve as the official and ceremonial representative of the government
- ii. Issue proclamations on behalf of the government, which shall be reported to the county council upon issuance.
- iii. Preside as chair of and in all other respects participate in the meetings of the county council and have an equal vote on all questions coming before it.
- iv. Execute ordinances, resolutions and other authorized documents of the government
- v. Serve ex-officio as the county government's representative, and appoint others to serve in the county chair's stead, on other bodies external to county government
- vi. Serve as the county council representative, and appoint county council members to serve in the county chair's stead, on other bodies internal to county government.

## **(3) County Manager**

There shall be a county manager who shall be appointed by the council and who shall serve at the pleasure of the council. The county manager shall be chosen on the basis of professional training, executive and administrative experience and qualifications. The manager shall maintain residency within the county during the period of tenure of office and shall not engage in any other business or

occupation. The county manager may, subject to the approval of the council, appoint one of the other officers or department heads of the county government to serve as county manager in the manager's absence

#### **(4) Line of succession**

In the event the County Manger is unavailable or incapacitated, the order of succession is as follows:

- Deputy County Manger
- County Operations Manager
- Chief Financial Officer
- County Attorney

In the event a Department Director is unavailable or incapacitated, the Department Deputy Director will serve in that capacity, or as appointed by the County Manager.

### **b. Leadership and Authority During a disaster**

(1) Upon its activation and staffing, all emergency response and disaster recovery operations will be coordinated from the County EOC. On-scene command posts, emergency services locations and facilities, and departmental/agency coordination centers may be established as needed by county and municipal response organizations and/or the County ESFs. However, their operations will be under the coordination and guidance of the County EOC and the County Manager's Advisory Group.

(2) The Chair, Volusia County Council, is responsible for issuing a "Declaration of a Local State of Emergency" in accord with the provisions of state statutes. This declaration may include the promulgation of any necessary emergency ordinances to include those requiring the closure of businesses, public offices and schools (in coordination with the Superintendent of Schools). The decision to de-

clare a Local State of Emergency will be based on the recommendation of the Director of Emergency Management, the County Manager and the Policy Group, if the situation permits. (A sample copy of a local resolution for declaring a Local State of Emergency and additional appropriate reference materials supporting Policy Group/County Council authorities and actions in an emergency are contained in the Policy Group Reference materials binder at the County EOC.) Promulgation of states of emergency by the involved municipalities within the county, when applicable for a wide area disaster, will be coordinated with the county through the MCG when activated.

- (3) The County Manager or designee, upon issuance of a declaration of a local state of emergency by the County Chair, assumes complete control of county-owned resources and facilities for purposes of supporting emergency response and disaster recovery operations. The County Manager, with the cooperation of the Director of Emergency Management, may request state assistance and/or mutual aid from adjacent jurisdictions, if the response to the event threatens to deplete available county and municipal resources.
- (4) The Director of the Emergency Management Division, (or designated duty officer) is responsible for activating, coordinating and managing the County EOC during emergency operations and reports directly to the County Manager in accordance with County Ordinance 96-1. The Emergency Management Director or designee assumes the role of the chief operations officer of the County EOC.
- (5) The designated representatives of the lead agencies or organizations of the County's ESFs assumes control of the operation of that function. Personnel representing the ESF and assigned to the EOC will activate their operations in accordance with established plans and procedures for that ESF. The ESF may also receive mission assignments from the Operations Officer and staff and, with the assistance of the designated support

agencies and other County ESFs, will complete those missions.

- (6) Public protective actions, e.g., evacuation, will be implemented as necessary through the cooperation of the County ESFs and involved municipalities. When protective actions have been pre-planned, they will be implemented in accord with established procedures, and pre-determined decision guidelines. Otherwise, protective action decisions will either be made by the on-scene incident command or, if activated, by the County Manager and/or Director of Emergency Management functioning from the County EOC. If the State EOC has directed a multi-county hurricane evacuation, Volusia County will implement an evacuation of the areas at risk in the county in accord with the State's regional evacuation plan. ([e-link to the ECFRPC regional evacuation plan page](#)).
- (7) Emergency public information and instructions will be implemented by the County Emergency Management Division, in coordination with ESF 14, Community Information, if activated. The following warning systems are currently available to Volusia County for dissemination of warning information: the Emergency Satellite Communications System (ESATCOM); Emergency Alert System; Cable TV over-ride; NOAA Weather Radio; local government radio; telephone and geographically-based call-down systems; telegraph facsimile or teletype systems. The Director of Emergency Management (or designated representative) has primary responsibility for activation of emergency warning systems. Municipalities may direct the activation of their warning systems as conditions and events warrant. Activation of municipal warning systems will be coordinated with the County EOC. The print media, radio and television stations also provide assistance in the dissemination of information to the public as required. Additional assistance is provided by municipal and county law enforcement and fire departments through the use of vehicle mounted public address systems.



- (8) Emergency operations will be planned and implemented based on the priorities set by the County Manager's Advisory Group, and continued until the emergency situation is over. If significant health and safety impacts, property or infrastructure damage, economic consequences, or substantial environmental harm results from the event, the county and involved municipalities will promptly assess the impacts of the event and compile information regarding the resulting damages. The county's procedure for this operation is described in ESF 19, Damage Assessment.
- (9) Upon completion of emergency response operations and the damage assessment process, the County EOC will transition to a disaster recovery mode, staffing the EOC and other locations and implementing necessary procedures as described in Annex I. Disaster recovery operations will be continued, in cooperation with state and federal agencies as applicable, until they are no longer needed. The organizational structure utilized for recovery operations is depicted in Annex I.
- (10) Termination of emergency operations will be promptly followed by the compiling of financial and operational documentation by all involved agencies and organizations in accord with established procedures. As applicable, operational and technical data and reports are provided to the State EOC. In addition, the County Emergency Management Division will conduct a post-event critique of the emergency operations to determine the need for improvements in county plans, procedures and capabilities.

### **3. Emergency Management Organization Systems in Disaster**

Volusia County has programming in place to address all of the phases of emergency management: mitigation, preparedness, response and recovery. These programs are incorporated into the normal operations of several of the county's agencies and organizations, and/or are in place to be implemented when needed. Below are emergency management organization systems used in a disaster.

**a. Notification, Mobilization and Activation**

- (1) Volusia County Sheriff's Communications Division is the County Warning Point and is responsible for the notification of county personnel with a primary emergency response and/or recovery tasking. The County Warning Point is located at 3825 Tiger Bay Road, Daytona Beach, Florida, 32124. Notification and alerting procedures are provided by Emergency Management Division and maintained by the Communications Division for activation as required. EVAC Ambulance provides primary dispatch for county fire and rescue and is the designated secondary communications facility for the county.
- (2) The Volusia County Emergency Management Division will be notified of disaster events that may necessitate the activation of the CEMP and the County EOC. Such notification may occur in many ways, e.g., from the County and/or State Warning Point, from a municipality or from the on-scene county or municipal incident command.
- (3) The Director of the Division of Emergency Management, or designee, will, in consultation with the Director of the Public Protection Department and the County Manager, determine the need for activation of the County EOC and the level of activation necessary. A guideline for activation of the County EOC activation is provided below in the following three levels:
  - i. Level III, Monitoring Activation. Routine county-wide monitoring. At this level, the County's full-time Emergency Management Division staff provide necessary information to the respective state and local agencies regarding hazard materials incidents, adverse weather warnings, wildfires, road closures, plane crashes, or other critical events.
  - ii. Level II, Partial Activation. A limited activation of core ESF personnel, Citizens Information Center (CIC) personnel and as needed, munic-

ipality and support personnel to more closely monitor a developing situation and make initial plans to provide any necessary assistance.

- iii. Level I, Full Scale Activation. All county ESF representatives, CIC personnel, municipality representatives and support staff report in shifts to the County EOC for 24 hour disaster response/recovery activities. All members of the Policy Group and the Municipal Coordination Group should be notified and prepared to meet as needed.

(4) Upon notification of the lead agency of an ESF to activate, the lead agency is responsible for notification of the necessary support agencies for that ESF and for requesting, as indicated, mobilization of their staff and resources.

(5) Mobilization will be to the County's EOC facility, located at 3825 Tiger Bay Road, Daytona Beach. Once staffed, the County EOC will serve as the single point of coordination and direction for the county's emergency response and disaster recovery operations. An alternate EOC is available and it is located in Historic Court House, second floor, adjacent to the Thomas C. Kelly Administration Center located at 123 West Indiana Ave., DeLand, Florida. Procedures and diagrams for operations at both the primary and alternate County EPC's are provided in the Volusia County Emergency Operations Center operations manual. *References in the CEMP to the "County EOC" are intended to indicate either of these facilities.*

(6) The County Emergency Management Division is responsible for notifying and mobilizing auxiliary personnel needed to support the County EOC's clerical and general support functions.

**b. Response:**

The concept of operations has the following characteristics and will be utilized for all types of emergencies and disasters that warrant activation of this CEMP and the County EOC:

- (1) For disasters with a defined incident scene, the responding county and/or municipal emergency services agencies will establish a command post in proximity to the scene, from which emergency operations will be directed using the incident command system. Emergency operations in the field will be classified based on the number of incident scenes and/or the size of the event.
- (2) If the incident scene is within or impacts one or more of the county's municipalities, that jurisdiction may activate its municipal emergency operations center, or equivalent, in order to provide and coordinate municipal support to municipal response officials operating from the command post. The level of impact on the municipality may also necessitate that the jurisdiction's governing body declare a municipal state of emergency.
- (3) Upon request of the command post, a municipal EOC, or for disasters without a defined incident scene or with numerous incident scenes, the County Emergency Operations Center (EOC) will be activated to a level of operation based on the size and characteristics of the event. This activation may be partial or full, with limited or complete staffing, respectively, depending on the characteristics of the disaster event. Because of the county's increased vulnerability to hurricanes, activation levels specifically for hurricane events have also been established, as has a timeline for hurricane response operations.
- (4) Once activated, county emergency operations will be coordinated from the County EOC directly, or provided in support of the command post. The County EOC will also serve as the point of coordination with municipal and state government response organizations.
- (5) County EOC operations will be directed by the County Manager's Advisory Group, which is chaired by the County Manager, with operations coordinated by the Director of the Volusia County Emergency Management Division. Emergency

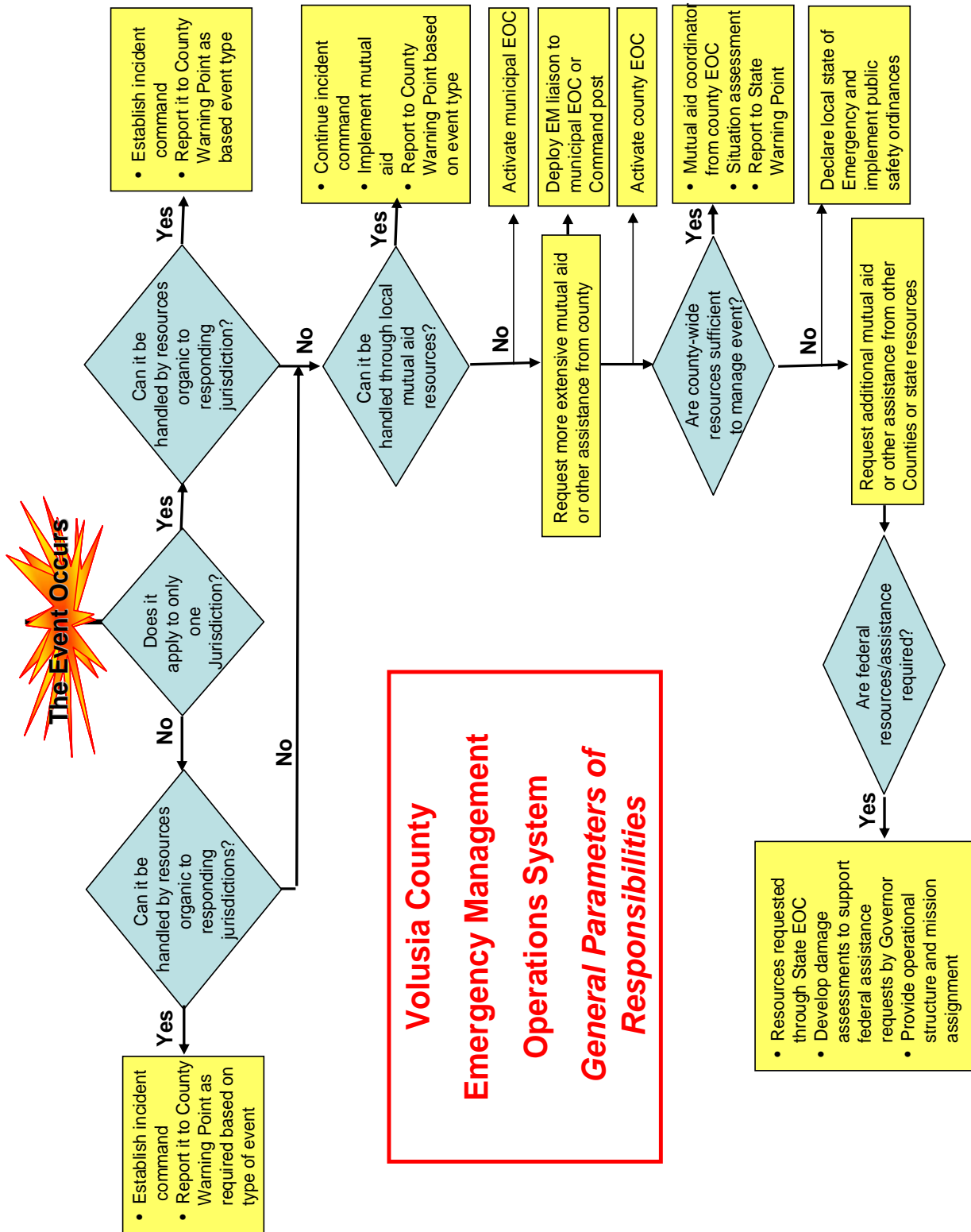
operations will be conducted by the staff of twenty designated emergency support functions (ESFs). These twenty ESFs, plus support and leadership staff, have been grouped into a specific organizational structure to facilitate response and recovery operations. There is a lead agency and one or more support agencies designated as responsible for activation and implementation of each county ESF. Responsibility for staffing of each ESF at the EOC is defined, as is the responsibility for providing general support staff for maintaining EOC operations.

- (6) The County EOC is physically configured to support operations by each of the twenty ESFs when necessary, along with support staff and liaison personnel from municipalities within the county, as well as state and federal agencies. The configuration consists of a set of offices designated for specific functions, as well as a central operations room where direct coordination and communication between ESFs is maintained.
- (7) Each ESF is under the direction of a lead agency, with additional assistance and capabilities provided by designated support agencies. The lead responsibility for each county ESF has been assigned to an appropriate local agency or organization, and placed into an overall structure that closely parallels the ESF organizational structure used at the state and federal level.
- (8) If indicated by the characteristics of the event, it may be necessary for the County to declare a "state of emergency" and to recommend or require protective actions for public health and safety, e.g., evacuation, curfews, condemnation of property, etc. The State of Emergency is declared by the Chair of the County Council, and, if indicated, the Municipal Coordination Group Council may be convened to coordinate such operations between the county and its municipalities.
- (9) Mission assignments will be tasked to the ESFs as necessary through the Emergency Management Division and the EOC operations staff. County

ESFs have responsibility for mission completion and coordinating directly with the functional counterparts at EOCs of the county's municipalities, adjacent counties and the state.

- (10) Generally, this concept of operations will be utilized regardless of the type of disaster event, so long as it has reached a level and scale of impact and complexity that activation of this plan is needed. Nevertheless, if an individual event so indicates, the County Emergency Management Division may request activation of a single or very limited number of County ESFs to address specific missions without activation of the County EOC. In such cases, the Emergency Management Division will provide coordination with the activated ESF and operations may occur from facilities most convenient for completion of the mission.
- (11) Emergency response operations will continue to completion, and when indicated, the EOC will transition to disaster recovery operations, as described in Annex 1. Disaster recovery operations will be conducted from the County EOC until other facilities are established specifically for recovery operations. Long-term recovery operations will be operated from these facilities.

### **General Parameters of Responsibility**



c.

Recovery:

When the emergency response operations are completed or nearing completion, activities that are classified as “disaster recovery” operations are conducted. These include both short-term recovery operations and long-term redevelopment activities. The short-term recovery operations involve establishing facilities and programs needed in the immediate aftermath of the event to provide available disaster assistance to the individuals and organizations that were victims of the event. Long-term redevelopment activities include those actions necessary to return the community to normalcy, including consideration actions needed to reduce vulnerability to similar future disaster events. The guidance provided by the CEMP on disaster recovery operations is given in Annex One to the plan.

**d. Mitigation:**

Hazard mitigation is intended to be an inherent component of all emergency operations conducted pursuant to the Volusia County CEMP, as discussed in another section of the plan. A few examples of hazard mitigation programming incorporated into the preparedness, response and recovery phase operations are illustrated here:





Hazard mitigation planning and programming is conducted in Volusia County by a wide variety of agencies and organizations. One of the key planning and programming efforts is the maintenance and implementation of the countywide local mitigation strategy, which is done by a cooperative inter-jurisdictional and inter-organizational group. In addition, Annex Two to the Comprehensive Emergency Management Plan provides information on mitigation programming in Volusia County.

(1) Hazard mitigation programming is the function of numerous agencies and organizations. Volusia Prepares is a multi-jurisdictional, public-private partnership that maintains a comprehensive, county-wide local mitigation strategy. Other county and municipal agencies perform routine mitigation related functions, including but not limited to the following:

- i. Considering hazard mitigation issues in the county's comprehensive plan and land development code
- ii. Enforcement of the county's flood plain ordinance
- iii. Issuance of building permits and enforcing building codes
- iv. Conducting fire inspections
- v. Conducting public information and education programs related to hazard mitigation

#### **4. Differences in Management Structures**

##### **a. Classification of Emergency Incidents and Explanation of Incident Command Structure:**

Emergency events will be classified in the CEMP based on the number of incident scenes and/or the number of jurisdictions involved, as follows:

- Class I – Routine, single-site incident, which employs either single or unified command.
- Class II - Incident with multiple sites, employing a complex or area unified command.
- Class III - Advanced multiple agency or multiple jurisdictional incident with multiple sites or with diffuse, area-wide impact. Unified area-wide Command is established.

The Multiple Agency Incident Command System (ICS) plan will generally take effect with Class II and Class III incidents, including implementation of unified command and deployment of position-specific, certified personnel in key ICS positions.

**b. Management of Class III Incidents: Multiple Site and Area-Wide Emergencies**

Class III incidents will most directly involve the Volusia County EOC and County ESFs, as well as implementation of the Volusia County CEMP.

In some types of emergencies there may be several individual sites such as multiple tornado touchdowns or a large-scale civil disturbance. Others, such as widespread flooding or an ice storm, have a major community impact with a large number of smaller, “routine” incidents. These are referred to as Class III incidents because they require area-wide coordination and policies. This section describes the establishment of Area Command and the relationship between the EOC, Department Operations Centers (DOC), and field sites in Class III incidents.

In Class III incidents, Area Command will be established at the Volusia County EOC. Area Command is responsible for developing area-wide incident objectives, response priorities, operational policies, resource priorities and requesting assistance from the state and federal governments.

Department Operations Centers or DOCs are facilities from which individual departments control their opera-

tions which will experience a dramatic increase in service demand. DOCs may be regular communications or control centers such as a law enforcement dispatch center, or it may be an ad hoc center set up by a department to deal with its own resource needs, personnel callback, altered business hours, etc. A DOC could also be a fire chief coordinating response activities of his or her department from a mobile unit. In a Class III incident the individual field units or crews will generally report to the DOC. Incidents with single command and involving a single department may also report to the DOC. However, major incidents involving Unified Command should coordinate directly with the Area Command established at the County EOC.

In Class III incidents some strategic decisions must be made by chief executives such as the Mayor, City Manager, or County Judge. These decisions, which include government office closures, large-scale evacuation, and curfews, will be made in consultation with Unified Area Command at the EOC. The EOC will generally coordinate with DOCs directly, but may also coordinate with the Incident Commander at major incident scenes to establish area-wide objectives, identify response priorities, and allocate limited resources.

The EOC will be the focus for strategic decision-making in Class III incidents involving multiple sites or the area as a whole. Decision-making at this level involves such things as curfews, emergency ordinances, evacuations, government business closures, incident response priorities, external resource requests, and public information releases. Although most strategic decisions will be made by Area Command at the EOC, decisions involving such things as government office closures, curfews, or emergency ordinances will be made by the City Manager, Mayor, or County Judge. In a declared disaster or emergency, the Mayor and County Judge have legal authority to direct emergency operations in their jurisdictions.

The primary communication between the EOC and field incident scenes should be with the Incident Commanders, particularly concerning response policies, incident objectives, and resources priorities. However, there may also be direct communications of

a coordination nature, between comparable sections in the EOC and at the scene. For example, the field Logistics Section may communicate directly with the Logistics Section in the EOC and at the scene. For example, the field Logistics Section may communicate directly with the Logistics Section in the EOC regarding specific resource availability. The Plans Section at the scene may get a weather forecast from the Plans Section at the EOC. The Operations representatives at the EOC will need regular activity updates from the Operations representatives in the field.

**5. Emergency Support Function Matrixes:** [County Agency Responsibilities for Emergency Operations](#)

**B. Responsibilities**

In order to maintain and implement the Volusia County CEMP, as well as the associated hazard mitigation and emergency preparedness programming, county agencies and participating organization accept the responsibilities described below:

**1. General Responsibilities**

All County departments, constitutional officers, municipalities, and participating community agencies are responsible for the following general items:

- a. Develop the necessary functional annexes, appendices, standing operating procedures (SOPs) and checklists for the effective, efficient organization and performance of functions required to respond to, mitigate, and recover from an emergency or disaster event.
- b. Designate and train essential personnel regarding emergency staffing, assignments and responsibilities for emergency operations.
- c. Secure facilities, property and equipment under their control, and take actions to mitigate vulnerabilities to physical damage and operational failure during a disaster.

- d. Maintain accurate records of emergency related expenditures (such as personnel, supplies, and equipment costs).
- e. Protect essential agency and organizational records to provide normal government operations following an emergency and/or disaster event.
- f. Provide staff, supplies and equipment (as required and available) in support of emergency response and recovery operations.

## **2. Volusia County Responsibilities**

- a. Provide general direction and control over emergency management programs and functions within the county, including assistance, guidance and support for municipal programming in hazard mitigation and emergency preparedness.
- b. Establish policy, regulations and requirements governing county programming and capabilities in hazard mitigation, emergency response and disaster recovery
- c. Take such actions necessary for the protection of public health, safety and welfare as authorized under § 252.31-92, and to request such additional authority from the Governor of Florida as required;
- d. Provide, with or without compensation, rescue teams, auxiliary fire and law enforcement personnel, and other emergency workers, in accordance with the Statewide Mutual Aid Agreement;
- e. Establish and maintain the County EOC and ensure that it is adequately equipped to initiate and sustain actions to direct and coordinate emergency response and disaster recovery operations in Volusia County
- f. Assign and make available for duty; the employees, property or equipment of Volusia County as needed to protect lives, property and the welfare of the community at the time of a disaster.

- g. Ensure necessary reports, documentation and records are prepared and preserved regarding disaster-related operations and that they are submitted to State and Federal agencies as required
- h. Provide for post-disaster repair and restoration of county public facilities, utilities, and services, and provide assistance and coordination with state, federal and private sector agencies and organizations to restore the impacted communities to normalcy as soon as feasible under the circumstances;
- i. Establish emergency welfare services for disaster victims and ensure coordination and cooperation with state, federal and community agencies and associations providing similar services
- j. Coordinate municipality and county agency requests for assistance with the State in accordance with the Statewide Mutual Aid Agreement.

### **3. Volusia County Manager**

- a. Establish managerial and administrative policies and requirements for county agency participation in the hazard mitigation and emergency preparedness programs of Volusia County.
- b. Direct implementation of effective county agency actions to establish lines of succession for key positions, to protect facilities and systems under their control, and to preserve vital records and critical documents to ensure the continuity of county government during and after major disasters. A county organization chart is located above.
- c. Report to the County EOC upon request of the County Emergency Management Director or designee and assume operational control of all county resources mobilized in response to an emergency;
- d. Advise the County Council of emergency events and the County's response activities. Convene and present the Council with recommendations for declaration of a local state of emergency and/or for emergen-

cy ordinances and legal actions indicated by the characteristics of a disaster event.

- e. Advise the Chair of the County Council regarding if or when the MCG should be activated to ensure continued coordination of activities and the municipal governments during the emergency.
- f. During and after a disaster, represent the interests of the County to the chief executives of the county's municipalities and to State and Federal agency leaders, as well as to the Governor of Florida and the President of the United States.

#### **4. Volusia County Emergency Management Director**

- a. Serve as the county's principal official for oversight and coordination of hazard mitigation and emergency preparedness program development, maintenance and implementation; Serve as a technical resource to other county and municipal officials regarding hazard mitigation and emergency preparedness programming.
- b. Maintain, update and improve the Volusia County CEMP, as well as directly associated and supportive appendices, annexes, procedures and studies. Ensure the CEMP and related documentation is consistent and compliant with state and federal requirements, when applicable.
- c. Ensure the operability of the County EOC and its equipment, as well as the adequacy of materials, supplies, forms and similar tools needed to initiate and sustain county emergency response operations
- d. Notify and advise the County Manager, municipalities, and county agency leaders, as well as state and federal emergency management agencies of the nature, magnitude and effects of the emergency impacting Volusia County
- e. Serve as the chief operations officer of the County EOC during its activation. Supervise EOC support staff, ensure information flow and documentation of

actions, as well as facilitate coordination and tasking of County ESFs.

- f. Facilitate coordination of county operations with those of state and federal agencies before, during and after disaster operations. When needed, serve as the point of contact for municipal, state and federal officials for initial coordination of emergency operations until coordination duties assumed by the applicable County ESF.
- g. Advise the County Manager of the need for and scope of disaster recovery operations for Volusia County and facilitate the transition of county operations from emergency response to disaster recovery.
- h. Provide for post-event analysis of county operations and for modification of plans, procedures and capabilities accordingly.
- i. Provide advice and assistance to County agencies, municipalities and participating community organizations in developing and revising emergency and disaster operating plans and procedures
- j. Ensure that adequate training and exercise opportunities are available to county and municipal officials in the implementation of emergency response and disaster recovery operations.
- k. Ensure that county and municipal programs to identify, register and assist persons with special needs at the time of a disaster is effectively maintained and prepared for immediate implementation when needed.

## **5. County Community Information Officer**

- a. Serve as the county's direct liaison for all media operations, community information and emergency instruction. Coordinate the preparation and release of public information prior to the activation of **ESF 14**, Community Information, and direct the operations of ESF 14 following its activation.



- b. Provide technical assistance and guidance to other designated county and municipal public information officers.

**6. Organization Managers for ESF Lead and Support Agencies**

- a. Appoint responsible individuals from their organization to act as Emergency Coordinators, who will assist in both contingency planning and for actual emergency/disaster response and recovery operations in the County EOC as staff for the designated ESF.
- b. Develop and maintain operating procedures to implement the emergency functions defined for the agency in the designated ESF. These procedures will be developed in cooperation and consultation with Volusia County Emergency Management Division to facilitate their consistency with procedures of other agencies and with the County EOC operations protocols.
- c. Obtain necessary equipment, supplies, materials and facilities needed to support agency emergency response and disaster recovery operations as defined in the designated ESFs.
- d. Coordinate routinely with other agencies assigned to the ESF to ensure the adequacy of inter-organizational procedure development, training and resource procurement.
- e. Maintain a current internal notification, response and recall roster and communications system, as well as plans to ensure 24 hour, 7 day staffing of the ESF positions. Provide for the pre-event procurement of resources necessary for disaster operations when indicated.
- f. Maintain as current, the necessary contact information, agreements, contracts or other documentation and data necessary to quickly access goods and services from vendors and contractors.

- g. Provide and maintain as current inventories of equipment, supplies and facilities that may be needed to support emergency operations
- h. Assign appropriate persons to succeed the positions of authority to ensure the continuity of county government and the ability to staff and fulfill emergency duties.
- i. Ensure that personnel from all designated agencies for the ESF participate in training programs and exercises related to implementation of the ESF and the Volusia County CEMP.

## **7. Providing Departments, County EOC Support Staff**

- a. Provide a pool of operators and supervisors based on staffing need to ensure 24 hour, 7 day staffing in the Citizens Information Center
- b. Provide technical computer support and facility management support to ensure 24 hour system operations.
- c. Provide logistical security, safety, food and sanitation support.
- d. Provide communications systems support.
- e. Provide back-up computer assisted dispatch support
- f. Provided administrative support

## **8. Volusia County Municipalities**

- a. Develop and implement an emergency preparedness program that is consistent with the county's programming. As a part of this program, the municipalities will cooperate with county efforts in hazard mitigation and emergency preparedness program development, emergency plan and procedure preparation, training and exercises, as well as with public information and awareness efforts. This effort will include development of the plans and procedures necessary to fulfill their roles as designated in the County CEMP and associated ESFs.

- b. Establish or be prepared to establish a municipal EOC or equivalent that has a capability consistent with the size of the jurisdiction and the likely emergency response and disaster recovery needs of its residents and businesses.
- c. Designate and provide liaisons to the County EOC based upon EOC activation levels and/or at the request of the Volusia County Emergency Management Director or designee. Be prepared to deploy representatives to the County EOC for meetings of the MCG.
- d. Provide all available municipal resources to support operational requirements during emergency conditions when required, including utilization of resources available through mutual aid sources.
- e. Maintain communications with the County EOC via telephone, cellular telephone and/or the 800MHz trunked radio system on the VCDC talk group for dissemination of warning information, reporting and overall coordination of county and municipal operations.
- f. Cooperate with implementation in the jurisdiction of any applicable emergency actions promulgated by the MCG and/or County Manager pursuant to a declared state of emergency, including protective actions and emergency ordinances for public safety.
- g. Throughout the disaster period, assess municipality needs and report them through the municipality's liaison at the County EOC; Coordinate County and municipal response operations as necessary.
- h. Submit incident and situation reports to the County EOC in accordance with Volusia County standard operating procedures on the schedule requested by the County Emergency Management Division
- i. Establish and deploy one or more municipal damage assessment teams for the specific purpose of assessing damage within the jurisdiction and reporting such damage to the County EOC on a timely basis; Cooperate with county, state and/or federal damage

assessment teams upon their deployment to the jurisdiction.

- j. Assist the County in the notification and evacuation of registered persons with “Special Needs” who reside within their jurisdictional limits.

## **9. Special Districts and Regional Authorities**

Special Districts are responsible for establishing liaisons with Volusia County to support emergency management involving their jurisdiction or responsibilities. As indicated, special districts and authorities, such as the St. Johns River Water Management District can provide assistance, support and resources that may be needed in the county at the time of a disaster.

## **10. State of Florida**

In support of Volusia County and the implementation of the County CEMP, the State of Florida and the Federal Government have the following general responsibilities:

- a. To develop and maintain ongoing statewide and nation hazard mitigation and emergency preparedness programs supportive of similar county programs by establishing rules and regulations, providing financial support and technical guidance to counties, and conducting training and exercise programs for local personnel.
- b. During times of disaster, to activate and staff the State EOC and State ESFs, or the Federal Regional and National Operations Centers, and to provide personnel, resources and services to address county’s requirements, when needed.
- c. To address the hazard mitigation and emergency preparedness needs of state- or federally-owned and operated facilities, parks, highways, and other infrastructure components, and to provide state and/or federal resources for emergency response and disaster recovery services for those locations during times of disaster.

- d. To implement available state and federal disaster assistance programs in the aftermath of major disasters, and to county address the needs of disaster victims from Volusia County
- e. Provide state liaison(s) to the County EOC when necessary.

#### **11. Volunteer Organizations without ESF Responsibilities**

- a. Coordinate with the County ESFs to ensure that the complementary and supplementary disaster assistance services offered by the organization support a comprehensive assistance program for victims while minimizing conflict or duplication.
- b. With other community organizations and agencies of local government, develop mutual aid agreements and memoranda of understanding of duties and areas of responsibility to be performed during emergencies.

#### **12. Institutions and Large Private Sector Facilities**

- a. Take actions to mitigate the vulnerabilities of the institution or facility to property damage or loss of life from a disaster's impacts
- b. Prepare, train and exercise institution or facility emergency plans for implementation at the time of a disaster, avoiding reliance on local emergency services agencies for actions such as emergency notification, evacuation, utility disruption or relocations of operations.
- c. Cooperate with county and municipal emergency response and disaster recovery operations, including as feasible, donation of needed goods and services.

### **C. Preparedness Activities**

Volusia County maintains an ongoing program to ensure an adequate level of preparedness is maintained at the county and municipal level to effectively initiate and sustain emergency response operations. To accomplish this, Volusia County undertakes the following activities:

## **1. General Issues**

### **a. Implementation of the County Preparedness Program**

Volusia County, under the coordination and supervision of the Volusia County Emergency Management Division, has established and maintains a comprehensive emergency preparedness program. Within this program, the Emergency Management Division ensures that the following actions take place on a regular basis:

- (1) Updating, maintaining and improving the Volusia County CEMP, with its associated appendices, annexes and implementation procedures, on no less than a bi-annual basis.
- (2) Maintaining the operability of the County EOC, communications centers, evacuation shelters and other facilities expected to be needed for support of emergency response operations
- (3) Enhancing the capabilities of the county emergency response organizations through systems analysis and capability assessments.
- (4) Conducting training and exercises in the implementation of the CEMP and other related emergency procedures and functions
- (5) Encouraging and supporting county employees to develop "family preparedness plan" so that they will be available for emergency duties without undue worry regarding the safety of their family members
- (6) Participating in the coordinated development of emergency response and disaster recovery programs on a regional basis and participating in statewide opportunities to work within the framework of regional programs, plans and procedures
- (7) Maintaining an active program for local hazard mitigation plan development and implementation through the Volusia Prepares program and partici-

pation in the federal mitigation program, "Project Impact."

- (8) Assisting the county's municipalities in their own emergency preparedness program development through provision of technical guidance and support, as well as encouraging municipal personnel to participate in county training and exercise programs
- (9) Conducting public education and awareness programs in hazard mitigation and emergency procedures (e.g., evacuation and sheltering)
- (10) Identifying and registering persons with special needs through solicitations in public information and disaster awareness programs conducted during the course of the year.
- (11) Reviewing and approving the comprehensive emergency plans for residential health care facilities to ensure their adequacy and compliance with state requirements
- (12) Reviewing private sector emergency plans and conducting tailored exercises to exercise those plans.

**b. Protection of Vital Records and Critical Documents**

Volusia County maintains a program for the protection of vital records and critical document and data. This program is implemented in the following manner:

- (1) The Director of the Volusia County Library is responsible for the identification, development and implementation of procedures for the preservation and protection of records essential to the effective operation of Volusia County government before, during and after a disaster and/or emergency event.
- (2) Volusia County's elected officials and constitutional officers are responsible for the direction and control of preservation and protection efforts for

those records under their span of authority. Elected officials and constitutional officers will direct the department and division heads under their control to develop preservation and protection measures for their respective areas.

- (3) The primary storage facility for archived records under the direction and control of the County Council is located at the National Underground Storage, Inc., Boyers, PA 16020. Primary and alternate storage facilities of agency, division and department records are the responsibility of the agency division or department heads. The location of these storage facilities will be provided to the Directors of Volusia County Library Services and Emergency Management Division.

**c. Registration of Persons with Special Needs**

Before each hurricane season, the County and participating local businesses, through the coordination of the Emergency Management Division, prepares and issues a newspaper supplement that provides telephone numbers/addresses for people with special needs to register with the county. The county collects the information and keeps enters it in a special needs database.

**2. Public Awareness and Education**

Volusia County maintains a vigorous, ongoing public awareness and education program throughout the year. The focus of this effort is to provide information to residents, visitors, and businesses regarding hazard mitigation, emergency response and disaster recovery. The County's public education program has the following elements:

**a. Public Information**

- (1) Volusia County participates in the Emergency Alert System. WNDB radio is the designated EAS radio station within the county. Regional area television stations provide emergency and disaster related information as released by Volusia County officials. ESF 14 has the responsibility for devel-



opment and release of public information before, during and after disaster events.

- (2) Through the Volusia County Department of Public Protection, in cooperation with programs sponsored by the State of Florida, support broadcasts of public services announcements throughout the year on hazard mitigation and emergency preparedness related topics.

#### **b. Recovery Information**

- (1) Public information for disaster recovery services and assistance will be made prepared and released by ESF 14 in the immediate, post-impact timeframe. As the disaster recovery period continues, and upon deactivation of ESF 14, public information regarding disaster assistance programs will be issued by the County Communications Director and the County Director of Emergency Management from facilities and locations established for coordination of disaster recovery operations, as described in Annex I. The post-event public information program will be comprehensive and tailored to the characteristics of the disaster victims and their needs, and include information on obtaining assistance, recovery concepts, and including mitigation as a part of recovery activities. When applicable, the county's disaster recovery public information programs will be conducted in cooperation with state and federal agencies.

- (2) Emergency related information is available to all seasonal and transient populations through a variety of delivery methods. The evacuation routes are provided to all hoteliers throughout Volusia County, and are published in the regional phone book. Information fliers and brochures are made available to businesses through the local chambers of commerce in the county.

#### **c. Evacuations**

- (1) Before the onset of each hurricane season, the County and participating local businesses, through the coordination of the Emergency Management

Division, prepares and issues a newspaper supplement that provides comprehensive information regarding hazard mitigation and hurricane response. The supplement has information regarding pre-designated evacuation areas, evacuation routes and shelter locations. It also provides telephone numbers/addresses for people with special needs to register with the county. Typically, this supplement addresses hazards other than hurricane, as well. [Evacuation Routes](#)

**d. Communicating Hazards and Vulnerability**

(1) The Division of Emergency Management obtains a variety of brochures and booklets on hazard mitigation and emergency response and provides for public distribution of these materials. [Preparedness Brochure](#)

(2) Volusia County has designated the following Citizen Information Center telephone numbers: Daytona Beach area - (386) 254-4658; SE Volusia area - (386) 423-3358; and the W Volusia area - (386) 736-5902; countywide toll-free (866) 345-0345 for use during times of emergencies and/or disaster events. This number will be broadcast by area radio and television stations on a continuing basis at the time of a disaster.

**e. Communicating Mitigation Opportunities**

(1) The Volusia Prepares mitigation planning group has a Public Information Committee that is responsible for developing and distributing public information regarding pre-and-post disaster hazard mitigation techniques.

(2) The Division of Emergency Management maintains a comprehensive website with public education information, current event status, and similar information needed by the community for emergency preparedness and hazard mitigation.

Personnel from the Emergency Management Division, as well as from other divisions of the Public Protection Department and the Volusia County's Sheriff's Office,

routinely serve as speakers for public meetings and functions, schools, and other forums to discuss hazard mitigation and emergency response functions.

### **3. Exercises**

The Volusia County Emergency Management Division is responsible for development and implementation of a comprehensive program for training exercises involving implementation of the CEMP. This program includes the following:

#### **a. Participation**

- (1) Participation is required from those agencies or departments having Primary and Support responsibilities for ESFs as well as all applicable agencies and organizations, including, when relevant, community-based and private sector organizations.

#### **b. Provisions**

- (1) The exercises conducted may be varied in format and location, and can include “tabletop,” functional and field type exercises.
- (2) As soon as feasible after promulgation of a new annex or ESF to the CEMP, the Emergency Management Division will endeavor to conduct one or more exercises in its implementation and/or to include implementation of the new material into a previously planned exercise.
- (3) The exercise program will be designed to address all aspects of the County’s hazard mitigation, emergency response and disaster recovery plans and procedures on a recurring cycle.
- (4) The County Division of Emergency Management will make available training programs, including practice exercises, regarding implementation of this annex. Training and exercise opportunities will be made available by the Division for municipal officials and representatives of community

groups involved in the implementation of this annex.

**c. Scheduling**

- (1) The Emergency Management Division will develop an annual schedule for exercises of the CEMP and its related ESFs and annexes. This annual schedule will include at least three exercises focused on differing aspects of CEMP implementation. These exercises will be spaced throughout the year and will be designed to be available to all applicable agencies and organizations, including, when relevant, community-based and private sector organizations.
- (2) When consistent with its schedule for exercises and annual training objectives, the county will endeavor to participate in all applicable regional and statewide exercises conducted by the State of Florida and/or involved federal agencies.  
[Exercise Schedule](#)

**d. Evaluation**

- (1) The program for each exercise will include an evaluation component. At a minimum, this will be a post-exercise critique or evaluation, or could include the use of specifically designated and trained evaluators. The post-exercise evaluation may be written and/or oral, and will include representation from all participating agencies and organizations, as well as designated evaluators, if used. The evaluation will specifically identify, as indicated, components of plans or procedures that need to be modified or improved, as well as other improvements in training, resources or staffing of emergency functions that may be needed.

**4. Training**

The County's training program consists of three dimensions:  
(1) programs and courses available through the Federal Emergency Management Agency, the State and other gov-

ernmental/volunteer agencies; (2) local departmental emergency response training; and (3) community based awareness, self-help, population protection procedures, and public awareness training for the general and tourist populations.

Volusia County maintains a vigorous, comprehensive emergency preparedness training program, which has the following characteristics:

**a. Coordination**

The Volusia County Emergency Management Division is responsible for development, implementation and coordination of training program specifically related to the implementation of the CEMP and its supporting hazard-specific plans and other implementation procedures.

**b. Levels of Training**

- (1) The Emergency Management Division will make training opportunities available to all county agencies and officials involved in implementation of the CEMP. The lead agency for each County ESF is responsible for ensuring that both lead and support agency staff participate in the relevant training programs offered and/or provide their own training activities for lead and support agency staff. The Emergency Management Division will serve as the lead agency for providing training in the implementation of the Basic Plan portion of the CEMP, as well as all appendices and annexes to the CEMP.
- (2) The County will also offer training opportunities to the staff of key municipal agencies and community organizations to facilitate their understanding of the CEMP and their organization's roles in its implementation.
- (3) Through Volusia County's program to develop "Community Emergency Response Teams" (CERT Program), emergency response training will be offered to members of the public involved in CERT Program development and implementation.

- (4) When applicable, key elements of the county's private sector will be invited to participate in the training opportunities provided through the Emergency Management Division's and Volusia Prepares efforts.
- (5) The Division will publish and distribute an annual timetable for all scheduled training opportunities provided by county, state or federal organizations.
- (6) The Division will coordinate with sponsors of other available public and private training programs to facilitate attendance by staff of the local agencies and community organizations involved in implementation of the CEMP.
- (7) Municipal agencies and community organizations involved in the implementation of the CEMP are expected to maintain training programs for their staff in the routine procedures utilized by the agencies and organizations to accomplish their missions. The training opportunities offered by the Emergency Management Division for these agencies and organizations will emphasize their roles in the implementation of the CEMP.

**c. Training Needs**

- (1) Volusia County Emergency Management is responsible for the Identification and definition of the training needs of county, municipal and community-based personnel in the implementation of the CEMP, other special hazard plans, and other preparedness, response, recovery and mitigation functions. This includes identification of the needs of local personnel staffing federal programs at the county and/or municipal level. At least one full-scale exercise is conducted annually, with as many County and municipal agencies represented as are able and interested to participate.

**d. Mitigation Activities**

- (1) The Division will ensure that training opportunities will be made available in all aspects of emergency preparedness, including hazard mitigation, plan

and procedure development, plan implementation, and disaster recovery operations.

- (2) The Volusia Prepares local mitigation strategy will include proposed initiatives for hazard mitigation training programs to be developed and offered to public and private sector officials.

**e. Response and Recovery Team Training**

- (1) The individual agencies of the Volusia County Department of Public Protection and the Volusia County Sheriff's Office provide training for their staff in the necessary emergency services operations used in their day-to-day public protective roles. These training programs are relied upon in the CEMP to provide instruction in the implementation of specific agency procedures needed to accomplish the purposes of the CEMP upon its activation at the time of a disaster.

**D. Mutual Aid Agreements & Memoranda of Understanding**

Volusia County and its municipalities have promulgated mutual aid agreements and memoranda of understanding in order to implement various emergency response and disaster recovery operations. These agreements include the following:

**1. Requesting Mutual Aid**

Volusia County will request mutual aid from outside jurisdictions under the statewide mutual aid agreement from the State EOC or State warning point, as indicated. The County may also be requested to provide mutual aid to outside jurisdictions by the State EOC or State warning point, and the County will provide such aid if feasible to do so.

In addition, the State of Florida is a signatory to the nationally-based, "Emergency Management Assistance Compact," (EMAC) which is a mutual aid agreement between states to provide assistance if needed at the time of major disasters. ([e-link to information on EMAC](#)). Should Volusia County be severely impacted by a major event, the State of Florida may seek assistance from other states through this agreement. In turn, Volusia County may be requested to support

the state's response to mutual aid requests made through the EMAC process.

## **2. Responding to a Mutual Aid Request**

Each municipality in the county has entered into a mutual aid agreement with the county to provide each other resources and support when needed for emergency response and disaster recovery. During periods of activation of the CEMP, such intra-county mutual aid will be coordinated by the applicable ESF, if activated, through the support of the municipal liaison staffing the County EOC. During periods when the ESF and/or County EOC is not activated, intra-county mutual aid is requested through the county warning point in accord with established procedures.

Volusia County is a signatory of the statewide mutual aid agreement, and as such, may receive or provide mutual aid from other local jurisdictions in the state.

The county may also receive and provide mutual aid through the Florida Fire Chief's Association Statewide Fire-Rescue Disaster Response Plan.

## **IV. FINANCIAL MANAGEMENT**

Volusia County has developed the necessary policies and procedures to provide for financial management during and after a disaster. These policies and procedures include the following:

### **A. Responsible Agency**

It is the policy of Volusia County that complete documentation of all expenditures incurred and staff time utilized will be made by all agencies and organizations participating in the implementation of the CEMP upon its activation. The designated lead agency for each ESF, and the Emergency Management Division for all other operations, will ensure that this documentation of disaster-related expenditures and staff time occurs. Documentation during periods of activation of the CEMP and the County EOC will be pursuant to guidance issued by the lead agency for ESF 7. ESF 7 personnel will provide training (as required) on an annual basis.



## **B. Training in Financial Management**

During periods of County EOC activation, ESF 7 will provide the necessary training, guidance and instruction to other County ESF personnel regarding the financial management and documentation procedures to be utilized.

## **C. Documentation and reimbursement procedures**

### **1. Application for Reimbursement**

Following disasters receiving a federal declaration, each County agency and eligible community organization participating in emergency response and disaster recovery operations is responsible for preparation and submittal of the necessary documentation to receive federal and/or state reimbursement for disaster-related operational expenditures. The County Emergency Management Division and the County Financial and Administrative Services Department will provide guidance, assistance and coordination for this effort.

### **2. Cost Reimbursement for Non-Declared Disasters**

Costs related to repair of physical damages or replacement of agency revenue loss due to a non-declared disaster will be the responsibility of the individual agency and organization. The Volusia County Council may act to provide emergency funding for such repairs or to replace lost revenue in the affected agency's budget. In addition, each county agency and/or other eligible entity is responsible to applying to the State of Florida for state reimbursement of disaster costs for non-federally declared disasters, should such disaster assistance be available for the event.

### **3. Cost Reimbursement for Federally-Declared Disasters**

Each county agency or eligible private non-profit organization experiencing costs related to repair of physical damages resulting from a federally declared disaster is responsible for completion of the necessary documentation to receive federal and/or state reimbursement of expenditures. The County Emergency Management Division and the County Financial and Administrative Services Department will provide guidance, assistance and coordination for this effort.

**D. Cost Reimbursement for Mutual Aid**

Reimbursement for the County's expenses incurred while providing mutual aid, or payment for services received while receiving mutual aid, will be governed by the terms and conditions of the agreement under which the mutual aid was provided. It is the responsibility of the county agency providing or receiving such mutual aid to manage the reimbursement process and, if applicable, to again claim reimbursement from state and/or federal disaster relief programs. The procedure for reimbursement of expenses incurred for mutual aid rendered outside of existing agreements will be determined at the time the aid is provided. No county agency will provide or utilize mutual aid without an adequate understanding and clarification of the basis for subsequent reimbursement of costs.

**E. Funding Agreements**

Volusia County Emergency Management has several funding agreements with the state that allow for the reimbursement from state and/or local federal disaster relief programs.

**F. Financing of Emergency Operations**

County agencies and community organizations assigned responsibilities pursuant to the CEMP will finance the immediate emergency operations required by an event from their current budget, pending post-disaster reimbursement for eligible expenditures.

**1. Funding sources for day to day emergency management activities and operations are available and include the following:**

- (a) Emergency Management Preparedness and Assistance Trust Fund (EMPATF)
- (b) County Base Grant Program
- (c) Emergency Management Competitive Grant Program
- (d) Municipal Competitive Grant Program
- (e) Emergency Management Performance Grant (State Homeland Security Grant

**2. Program) Pre-Disaster Funding Sources are available through the following:**

- (a) Pre-Disaster Mitigation Program
- (b) Flood Mitigation Assistance

**3. Post Disaster Funding Sources are available through the following:**

- (a) FEMA Public Assistance Program
- (b) Hazardous Mitigation Grant Program

**G. Maintaining Records**

The designated lead agency for each ESF, and the Emergency Management Division are responsible for establishing procedures that include processing and maintaining records of all expenditures and obligations for manpower, equipment, and materials.

**H. Municipalities**

The county's municipalities are responsible for documentation of all expenditures and staff time during emergency response and disaster recovery operations, including for the municipal liaisons positioned at the county EOC. Requests for reimbursement of eligible expenditures from state and/or federal disaster assistance programs will be the responsibility of each affected municipality.

**I. Emergency Funding Ordinances**

The Volusia County Council, during a declared state of emergency, may pass such emergency funding ordinances or budget modifications, or take other such actions as necessary to ensure adequate financial support for needed emergency response and disaster recovery operations.

**J. Application for Hazard Mitigation Grant Program Funds**

All applications and requests for funding pursuant to the Hazard Mitigation Grant Program (HMGP) available after a federally declared disaster will be the responsibility of the involved county agency or eligible private non-profit organization. No requests will be submitted by a county agency unless the project has been approved for incorporation into the Volusia Prepares Local Mitigation Strategy in accord with that group's procedures.

**V. REFERENCES AND AUTHORITIES**

This section of the Volusia County Comprehensive Emergency Management Plan (CEMP) provides additional details regarding the authorities under which the CEMP is developed, maintained and implemented, as

well as additional information regarding the references used in its preparation.

## **A. County Responsibilities**

Chapter 252.38, Florida Statutes delineates the emergency management responsibilities of political subdivisions in safeguarding the life and property of citizens and other persons within the political subdivision. Key points within the statutes are listed below.

1. Volusia County shall perform emergency management functions within the territorial limits of Volusia County and conduct those activities pursuant to §252.31 -- 252.91, and in accordance with state and county emergency management plans and mutual aid agreements. Volusia County has the authority to establish, as necessary, a primary and one or more secondary emergency operating centers (County EOCs) to provide continuity of government, and direction and control of emergency operations.
2. Volusia County has the power 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 assistance to victims of any emergency; and direct and coordinate the development of emergency management plans and programs in accordance with the policies and plans set forth by federal and state emergency management agencies.
3. Volusia County has the authority to request state assistance or invoke emergency related mutual aid assistance by declaring a local state of emergency. The duration of the local state of emergency shall be limited to seven days, and it may be extended as necessary in seven-day increments. The county also has the power and authority to waive the procedures and formalities otherwise required of Volusia County by law, pertaining to:
  - (a) Performance of public work and taking whatever prudent action is necessary to ensure the health, safety and welfare of the community
  - (b) Entering into contracts and incurring obligations
  - (c) Employment of permanent and temporary workers

- (d) Utilization of volunteers
  - (e) Rental of equipment
  - (f) Acquisition and distribution, with or without compensation, of supplies, materials and facilities
  - (g) Appropriation and expenditure of public funds.
4. Volusia County encourages municipalities within the County to establish their own emergency management plans and programs. Those municipalities establishing emergency management programs are required coordinate their plans, activities and programs with Volusia County Emergency Management Services in accordance with FS §252.38 (2).
  5. Volusia County Council will appoint a Director of Emergency Management who meets the minimum training and education qualifications established in the job description approved by the Council. The Director shall be appointed to serve at the pleasure of the County Manager, in conformance with applicable resolutions, ordinances and laws. The Director has responsibility for the organization, administration and operation of Volusia County Emergency Management Services *and serves in accordance with the provisions of County Ordinance 96-1*. The Director shall coordinate emergency management activities, services and programs within the County and shall serve as liaison to the Florida Division of Emergency Management and other local emergency management organizations.
  6. Volusia County Emergency Management Services has jurisdiction over and serves the entire county. It is the responsibility of Volusia County to establish and maintain an emergency management agency, develop a comprehensive emergency management plan and program that are consistent with the state comprehensive emergency management plan and program.
  7. Volusia County Emergency Management Services shall charge and collect fees for the review and approval of emergency management plans of designated health care facilities. The fees will be in accordance with the fee schedules established by the Florida Division of Emergency Management per Rule 9G-20 of the Florida Administrative Code (FAC).

## **B. Ordinances and Administrative Rules**

The following ordinances and administrative rules apply to Volusia County Emergency Management Division activities.

### **1. Administrative Rules**

#### **a. State of Florida**

- (1) Florida Department of Community Affairs Administrative Rules 9G2, 6, 11, 14, 19 and 20.
- (2) Florida Department of Community Affairs Administrative Rules 9J2 and 5.

#### **b. Federal**

- (1) 44 CFR Parts 59-76, National Flood Insurance Program and related programs.
- (2) 44 CFR Part 13 (The Common Rule), Uniform Administrative Requirements for Grants and Cooperative Agreements.
- (3) 44 CFR Part 206, Federal Disaster Assistance for Disasters Declared after November 23, 1988.
- (4) 44 CFR Part 10, Environmental Conditions.
- (5) 44 CFR Part 14, Audits of State and Local Governments.

### **2. Executive Orders**

#### **a. State**

- (1) Executive Order 80-29 (Disaster Preparedness), dated April 14, 1980.
- (2) Executive Order 87-57 (State Emergency Response Commission), dated April 17, 1987: as updated by Executive Order 93-242.

#### **b. Federal**

- (1) Executive Order 11988, Floodplain Management.
- (2) Executive Order 11990, Protection of Wetlands.
- (3) Executive Order 12657, Federal Emergency Management Assistance in Emergency Planning at Commercial Nuclear Power Plants.
- (4) Executive Order 12656, Assignment of Emergency Preparedness Responsibilities.

### **3. Volusia County Ordinances**

- (1) Volusia County Comprehensive Plan, as amended.
- (2) Volusia County Charter
- (3) Volusia County Resolution 91-251 [Emergency Powers Advisory Council (EPAC)]
- (4) Volusia County Ordinance 96-1 (Emergency Management)

## **C. Statutory Authorities**

### **1. State and Federal Statutes**

#### **a. State of Florida**

- (1) Chapter 7, County Boundaries.
- (2) Chapter 22, Emergency Continuity of Government.
- (3) Chapter 23, Florida Statutes
- (4) Chapter 30, Powers of the Sheriff
- (5) Chapter 125, County Government; Chapter 162, County or Municipal Code Enforcement; Chapter 165, Title XII, Municipalities, Formation of Local Governments; Chapter 166,

Municipalities; and Chapter 553, Building Construction Standards.

- (6) Chapter 161, Beach and Shore Preservation; Part III, Coastal Zone Preservation.
- (7) Chapter 163, Intergovernmental Programs; Part I, Miscellaneous Programs.
- (8) Chapter 187, State Comprehensive Plan.
- (9) Chapter 252, Emergency Management.
- (10) Chapter 380, Land and Water Development.
- (11) Chapter 381, Title XXIX, Public Health.
- (12) Chapter 401, Medical Communications and Transportation.
- (13) Chapter 403, Environmental Control.
- (14) Chapter 404, Radiation.
- (15) Chapter 406, Medical Examiners.
- (16) Chapter 409, Title XIX, Social Welfare.
- (17) Chapter 427, Transportation Services.
- (18) Chapter 768, Good Samaritan Act.
- (19) Chapter 870, Affrays, Riots, Routs, and unlawful assemblies.

**b. Federal**

- (1) Public Law 93-288, as amended, which provides authority for response assistance under the Federal Response Plan, and which empowers the President to direct any Federal agency to utilize its authorities and resources in support of state and local assistance efforts.
- (2) Public Law 81-290, the Federal Civil Defense Act of 1950, as amended, provides a system



for joint capability-building at the federal, state and local levels for all types of hazards.

- (3) Public Law 93-234, Flood Disaster Protection Act of 1973, as amended, provides insurance coverage for all types of buildings.
- (4) Public Law 499, Superfund Amendments and Reauthorization Act of 1986 (SARA), which governs hazardous materials planning and right-to-know.
- (5) Public Law 101-615, Hazardous Materials Transportation Uniform Safety Act (HMTUSA), which provides funding to improve capability to respond to hazardous materials incidents.
- (6) Public Law 95-510, Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA) as amended, which requires facilities to notify authorities of accidental releases of hazardous materials.
- (7) Public Law 101-549, Clean Air Amendments of 1990, which provides for reductions in pollutants.
- (8) Public Law 85-256, Price-Anderson Act, which provides for a system of compensating the public for harm caused by a nuclear accident.
- (9) Public Law 84-99 (33 USC 701n), Flood Emergencies, authorizing an emergency fund for flood emergency preparation, flood fighting and rescue operations, or repair and restoration of flood control works threatened or destroyed by flood.
- (10) 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.
- (11) Public Law 89-665 (16 USC 470 et seq), National Historic Preservation Act, relating to the

preservation of historic resources damaged as a result of disasters.

(12) Stewart B. McKinney Homeless Assistance Act, 42 USC 11331-11352, Federal Emergency Management and Shelter Program.

(13) National Flood Insurance Act of 1968, 42 USC 4001 et seq.

## **D. Applicable References**

### **1. State of Florida**

- a. State of Florida Comprehensive Emergency Management Plan
- b. Local Comprehensive Emergency Management Plan Compliance Criteria, Florida Department of Community Affairs, Division of Emergency Management, Bureau of Recovery and Mitigation Compliance Planning Section
- c. Emergency Support Functions Assistance Guide, Florida Department of Community Affairs, Division of Emergency Management, Bureau of Recovery and Mitigation Compliance Planning Section
- d. State of Florida Hazard Mitigation Strategy, July 1997

### **2. Federal**

- a. Federal Response Plan for Public Law 93-288, as amended, April, 1992.

### **3. County References and Procedures**

- a. The Volusia Prepares Local Mitigation Plan
- b. Municipal Emergency Management Plans
- c. County Agency Operating Procedures
- d. County demographic and land use information

### **4. Other References**

The principal reference utilized in the development of the Volusia County CEMP are the Local Comprehensive Emergency Management Plan Compliance Criteria and the Emergency Support Function Assistance Guide, both promulgated by the Florida Department of Community Affairs. Other references utilized in the development of the CEMP are described elsewhere in the document.

## **E. Supplemental Plans**

### **1. Related Emergency Plans**

It is the intent of the Volusia County CEMP, including Annexes I and II, and the twenty designated emergency support functions, to provide the policies, operational concepts and implementing procedures necessary for management of the response to most emergency situations. Nevertheless, some emergency situations have unique characteristics, require special expertise or response operations, or are governed by unique regulations or requirements. These specialized, hazard specific emergency plans are prepared as annexes to the Volusia County CEMP. As annexes, the unique features of the response to that hazard are addressed, while the basic emergency response and disaster recovery operations are those utilized in the CEMP. [Links to the specialized plans and procedures.](#)

- Evacuation Procedures
- National Response Framework
- Regional, Multi-County Hurricane Evacuation Procedure
- 2004 Hurricane Assessment Study
- Long-Term Housing Plan
- Mass Casualty Plan
- Tsunami Evacuation Plan
- People with Special Needs Plan
- Terrorism Annex
- Debris Management Plan
- Evacuations Shelter Procedures

## **F. Mutual Aid Agreements**

### **1. List of Mutual Aid Agreements Applicable to Volusia County and its Municipalities**

Agreement with:	Agreement Title or Topic	Agreement Effective Date	Renewal Required?	Next Renewal Date
Daytona Beach	Mutual Aid Agreement	1/1/11	Yes	2012 (automatically renewed)
Daytona Beach Shores	Mutual Aid Agreement	1/1/11	Yes	2012 (automatically renewed)
DeBary	Mutual Aid Agreement	1/1/11	Yes	2012 (automatically renewed)
DeLand	Mutual Aid Agreement	1/1/11	Yes	2012 (automatically renewed)
Deltona	Mutual Aid Agreement	1/1/11	Yes	2012 (automatically renewed)
Edgewater	Mutual Aid Agreement	1/1/11	Yes	2012 (automatically renewed)
Holly Hill	Mutual Aid Agreement	1/1/11	Yes	2012 (automatically renewed)
Lake Helen	Mutual Aid Agreement	1/1/11	Yes	2012 (automatically renewed)
New Smyrna Beach	Mutual Aid Agreement	1/1/11	Yes	2012 (automatically renewed)
Oak Hill	Mutual Aid Agreement	1/1/11	Yes	2012 (automatically renewed)
Orange City	Mutual Aid Agreement	1/1/11	Yes	2012 (automatically renewed)
Ormond Beach	Mutual Aid Agreement	1/1/11	Yes	2012 (automatically renewed)
Pierson	Mutual Aid Agreement	1/1/11	Yes	2012 (automatically renewed)
Ponce Inlet	Mutual Aid Agreement	1/1/11	Yes	2012 (automatically renewed)
Port Orange	Mutual Aid Agreement	1/1/11	Yes	2012 (automatically renewed)
South Daytona	Mutual Aid Agreement	1/1/11	Yes	2012 (automatically renewed)