



# **Comprehensive Emergency Management Plan**

## **Emergency Support Function (ESF) Annex**

June 2011

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## **Emergency Support Function #1 (ESF #1) Transportation**

|                          |                                                                                                                                                                                                                                                         |
|--------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>LEAD AGENCY:</b>      | <b>Volusia County School District<br/>VOTRAN</b>                                                                                                                                                                                                        |
| <b>SUPPORT AGENCIES:</b> | Department of Airport/Port Authority<br>Beach Safety Division<br>Leisure Services Division<br>Sheriff's Office<br>Fleet Management Division<br>Volusia County Schools Administrative Services<br>Vehicle Maintenance Services<br>Warehousing Operations |

### **I. INTRODUCTION**

#### **A. Purpose**

The purpose of Emergency Support Function #1, Transportation, (ESF 1) is to define the policies and procedures necessary for providing and coordinating countywide transportation support during emergency response and disaster recovery operations. ESF 1 operations include but are not limited to the following:

1. Overall coordination of transportation assistance to other County ESFs, municipal governments, and volunteer agencies requiring emergency transportation capability to perform their emergency response and disaster recovery operations.
2. Obtaining and deploying transportation resources for use during emergency and disaster situations
3. Prioritization and allocation of County transportation resources.
4. Processing requests for transportation resources from county, municipal, and volunteer agencies involved in response and recovery operations.

## **B. Scope**

This ESF defines actions to be taken by Volusia County to accomplish the following:

1. Provide adequate transportation equipment and personnel needed for emergency response and disaster recovery operations conducted in Volusia County at the time of a major emergency or disaster.
2. Actions to be taken by Volusia County agencies and organizations to cooperate and coordinate with municipal, state and federal agencies to ensure that adequate transportation capabilities are available to implement the Volusia County Comprehensive Emergency Management Plan.
3. Operations to provide transportation support to individuals that require transportation assistance during an evacuation.

## **C. Policies and Procedures**

Equipment and personnel accessible to the ESF 1 lead and support agencies will be committed when evacuation or re-entry of a designated area is authorized by the County Manager's Advisory Group and other transportation resources normally available to the affected population are not sufficient.

The assets available to this ESF will be used to meet Volusia County's emergency requirements to move people, materials, equipment, and other resources as necessary. The priorities for allocation of these assets will be:

1. Evacuating persons from immediate peril.
2. Transporting materials, personnel, and supplies for the support of emergency activities being conducted by county agencies, county ESFs, and municipal EOCs.
3. Assisting with the transport of relief supplies and equipment necessary for implementing disaster recovery operations conducted by the county.

## **D. Planning Assumptions**

1. Response by Volusia County to a major disaster event will require substantial transportation resources to support emergency operations and to protect the public. In the initial hours of the event, it will be necessary for Volusia County and its municipalities to provide such resources without outside support.
2. The School District's role in implementation of this Emergency Support Function is supported under [Public Law 93-288 and Florida Statute Chapter 252](#) and the Florida Comprehensive Emergency Management Plan. Assistance may be available from federal and state sources for implementation of this ESF. However, during the first several hours (or days) after the occurrence of a disaster event there may be little if any outside assistance available. The co-leading agencies of this ESF must plan to be as self sufficient as possible during this period.
3. Early in an emergency or disaster event, it is the priority for operations of this ESF to assist individuals requiring transportation assistance to evacuate from areas at risk.
4. The capabilities of the County to provide transportation assistance may be limited due to damage by the event to the County's transportation assets or the roadway network serving the county.
5. During a major disaster, all available municipal and county transportation resources will be committed and additional transportation assistance is likely to be needed from adjacent jurisdictions, the State of Florida and the Federal government.

## II. CONCEPT OF OPERATIONS

### A. General

This ESF is responsible for supporting the transportation needs of the County's emergency response and disaster recovery operations, as well as for assisting the County's municipalities in addressing their emergency response transportation needs. The lead agencies are responsible for preparing for and implementing this ESF's responsibilities, with assistance from the co-lead and designated support agencies. The ESF will be activated upon the request of the County Emergency Management Division, and will establish coordinating operations and personnel in the County Emergency Operations Center (EOC). As necessary, representatives of the designated support agencies will be notified of the activation of the ESF and will also assign staff to the County EOC upon request of the lead agency. In addition, other locations for emergency op-

erations away from the County EOC, such as transportation staging areas, will be established and staffed at the direction of the lead agency.

A representative of the Lead Agencies will be available in the County EOC. The ESF 1 Coordinator will respond to requests for transportation resources and support from other county ESFs and from municipalities requiring transportation assistance.

## **B. Organization**

### **1. Lead Agencies**

- a. The Volusia County School District and VOTRAN will provide the personnel to staff the ESF 1 Coordinator's position in the County EOC (24 hours a day if necessary). The ESF 1 Coordinator will provide/activate support agencies (especially VOTRAN) as necessary, and request their assistance and support when needed. This position will also serve as the liaison with the State ESF 1, if activated, in the State EOC, as well as with designated transportation operations in the County's municipalities.
- b. The School District will also ensure that all bus operating facilities are activated and staffed to support bus mission deployment on a 24 hour a day operating schedule.
- c. VOTRAN will ensure their dispatch operation is activated with evacuation staff/equipment.

### **2. Support Agencies**

The designated support agencies will fulfill their responsibilities under the coordination of the lead agency, when requested. Internal staff organization of each support agency and any changes that may be necessary to meet these responsibilities, are at the discretion of the support agency.

### **3. Integration with Municipal and State Agencies**

Volusia County's ESF 1 actions are integrated with transportation operations of municipal and state agencies by the County ESF 1 Coordinator's liaison with the designated transportation representatives for these jurisdictions.

## **C. Notification**

The Volusia County Emergency Management Division will be responsible for notifying the lead agencies for this ESF of the need for its activation and deployment of staff to the County EOC. Upon activation of the ESF, the lead agencies will be responsible for notification of the designated support agencies and for requesting activation of personnel and resources, if necessary. The lead agencies are also responsible for notification of other agencies and personnel needed to activate and staff related emergency locations, such as transportation staging areas and transfer areas.

Commercial telephone lines will be the primary communication method between the ESF 1 Coordinator at the County EOC and the ESF 1 functions activated. County radios (800 MHZ) will be used when the telephones are not functional. Mobile telephones (if the cellular systems are operational) will also be used as a secondary means of communication between the ESF 1 Coordinator and ESF 1 functions.

As a contingency, RACES or couriers will be used to carry "hard copy" voice communications between the ESF 1 Coordinator at the County EOC and the activated ESF 1 functions, if all other means of communication have failed.

### **III. EMERGENCY SUPPORT FUNCTIONS**

#### **A. Response**

##### **1. Initial Actions**

- a. When notified that this ESF has been activated, current inventories and locations of available vehicle resources, personnel, and fuel supplies will be obtained by the ESF 1 Coordinator at the County EOC.
- b. Support agencies will be notified of the activation of the ESF and requested, if needed, to mobilize personnel and resources for emergency operations. The State EOC and the EOCs of the County's municipalities that have been activated for the event will also be notified of ESF 1's activation.
- c. The lead agencies will ensure that communications are established with field personnel of the lead and support agencies to ensure readiness for a timely emergency response.

- d. Upon direction of the lead agencies, resources will also be repositioned when it becomes apparent that transportation resources will be required for emergency response operations. Transportation resources that may be needed in recovery will also be removed from potentially vulnerable areas to a protected location or staging area.
- e. The lead agency will coordinate with support agencies, the County Emergency Management Division and County Manager's Advisory Group, and policies and strategies for the initial transportation response operations will be defined. Any and all types of transportation assets may be included.
- f. The ESF 1 Coordinator will consult with the County Emergency Management Division regarding evacuation of the areas at risk, and will develop implementation plans to provide evacuation transportation to special needs and transportation dependent populations in the designated area.
- g. ESF 1 will provide transportation for residents within designated evacuation zones needing such assistance. The ESF will also work with ESF 14, Community Information, to ensure accurate information regarding the evacuation transportation assistance to be provided is broadcast.
- h. **VOTRAN** (Para transit) will provide and coordinate transportation for special needs individuals to be evacuated to the designated special needs shelters under the direction of the ESF 1 coordinator.
- i. The ESF 1 Coordinator will determine the need for additional immediate or near-term transportation resources and, as indicated, request assistance from the State ESF 1 Coordinator and/or secure such resources from adjacent jurisdictions and mutual aid organizations.
- j. If indicated by the likely magnitude of the transportation operation, the lead agency will identify and secure one or more sources of motor fuel for the vehicles to be used. Each support agency must requisition fuel necessary for mission accomplishment. The assistance of ESF 7, Resource Support, will be used to secure needed supplies of fuel, tires, and spare parts.

## 2. Continuing Actions

- a. This ESF will participate in County EOC briefings, prepare situation reports, etc., as needed and requested on a continuing basis.
- b. ESF 1 will coordinate all County transportation resources to fulfill mission requests for transport of personnel, goods, and services.
- c. Priorities will continually be reassessed, in consultation with the County Emergency Management Division and the Manager's Advisory Group, to address the most critical transportation needs created by the emergency event.
- d. Personnel, vehicles and resources assigned to specific missions will be tracked for redeployment when available.
- e. Resources will be re-staged as appropriate. The lead agency will also ensure that operations necessary for the fueling and repair of vehicles are available and adequately staffed and equipped.
- f. Communication and coordination will be maintained with the transportation function in the County's municipal EOCs activated for the event.
- g. The ESF 1 Coordinator will consult with the County Emergency Management Division and ESF 6, Mass Care, to develop plans and priorities for providing transportation resources to support re-entry into the evacuated areas.
- h. The State ESF 1 Coordinator will be advised on the County's transportation operations and, when needed, transportation assistance and support will be requested.

## **B. Recovery Actions**

During recovery operations, the organizational structure of the lead and support agencies will remain the same as that utilized for response operations, unless unexpected conditions require modifications. Actions by the recovery organization for this ESF will be as follows:

### **1. Initial Actions**

- a. The ESF 1 Coordinator will participate and support actions by the County Emergency Management Division and the

Manager's Advisory Group to plan and prioritize recovery operations.

- b. The lead agency will assess available transportation, personnel and fuel resources and determine their adequacy to support the anticipated County recovery operations. Damages to transportation resources or facilities will be reported to the County Emergency Management Division and the lead agency will secure replacement resources or alternate facilities, if necessary.
- c. Upon request, the lead agency will obtain and provide transportation resources to assist with the County's recovery activities.
- d. The ESF 1 Coordinator will consult with the Volusia County School District on the reopening of the public schools and the need to restart school bus service. The County Manager's Advisory Group will be advised of these needs and their influence on recovery transportation operations.
- e. The lead agency will assess the county's need for special needs mass transportation with regard to disaster recovery and coordinate necessary actions with VOTRAN and the State ESF 1 Coordinator.

2. Continuing Actions

- a. The lead agency will ensure that adequate resources and supplies for ESF 1's recovery operations continue to remain available to County field operations and other County ESFs. The County Emergency Management Division and ESF 5, Information and Planning, will be advised of any shortfalls in such resources.
- b. Requests for transportation support for recovery operations by other County ESFs and/or impacted municipalities will continue to be provided by ESF 1.

**C. Coordination**

1. Volusia County Emergency Operations Center

- a. Coordination of all County transportation-related operations will be conducted by this ESF from its assigned position in the Volusia County EOC. Continuing coordination will be

maintained with other County ESF operations from this location, as will coordination of the operations of transportation facilities and operations in the field.

- b. ESF 1 will allocate available transportation resources to each mission based upon priorities identified by the County Manager's Advisory Group. If County resources are unavailable, this ESF will request assistance from the State ESF 1 Coordinator at the State EOC, Regional Relief Center, or at the Federal Disaster Field Office.
- c. All ESF 1 support agencies will receive requests for assistance from, and will coordinate their activities with, the ESF 1 Coordinator in the County EOC.

2. Municipalities

Coordination between all municipalities and ESF 1 functions will be effected by the municipal liaison staff and the ESF 1 Coordinator or designee staffing the County EOC.

3. State ESF 1 Operations

The County ESF 1 Coordinator will ensure continuing coordination of County transportation operations and resource needs through routine communications with the State ESF 1 Coordinator at the State EOC.

4. Others

Other agencies, organizations or private sector interests needing to coordinate with ESF 1 activities will be required to initially coordinate directly through the ESF 1 Coordinator and/or County ESF 1 staff in the EOC. Direct coordination with support agencies may be authorized later by the County Emergency Management Director or the ESF 1 Coordinator to facilitate and enhance mission accomplishment. This does not affect or interfere with any support agencies right to coordinate at any level within their parent organization.

## IV. RESPONSIBILITIES

### A. Staffing

- 1. The staffing requirements for this ESF will vary depending on the scope and severity of the disaster event. The lead agency is re-

sponsible for projecting staffing requirements throughout the emergency response and disaster recovery period, and securing adequate personnel to meet the needs of the ESF. Such personnel will first be mobilized from the designated lead and support agencies. Meeting additional personnel needs will require obtaining outside assistance from other agencies including unaffected counties, the State, federal agencies, and volunteer organizations. Any agency utilizing volunteer personnel is responsible for ensuring the adequacy of the capabilities of such individuals for the intended assignment and for taking appropriate actions to ensure the safety of individuals during implementation of assignments.

2. The Volusia County School District, as the lead agency for ESF 1, will staff the ESF 1 Coordinator's position in the County EOC whenever notified/requested by the County Emergency Management Director (or designated staff). The ESF 1 County EOC position will be staffed with one or more individuals, depending on the workload, 24 hours a day or as needed<sup>1</sup>. The VCSD FOC will at regular intervals shelter population counts to the ESF 6 representative in the EOC. These counts will determine closure of the shelters and required support services.
3. Each agency providing personnel to staff ESF 1 functions will be responsible for:
  - a. Maintaining current roster with telephone numbers and addresses of all personnel assigned to ESF functions for notification/recall for disaster duty.
  - b. Providing administrative support for the function their staff is operating.
  - c. Insuring that work hours (regular and overtime) and other administrative reports are coordinated and submitted for their personnel who are in field assignments supporting ESF 1 activities.
  - d. Providing trained replacement personnel for those assigned to ESF 1.
  - e. Providing limited administrative support to volunteers who are activated from current agency lists or recruited/assigned to an ESF 1 function.

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<sup>1</sup> This is a co-lead scenario with VOTRAN meshed directly under the VCSD as ESF 1 lead.

- f. Coordinating with the lead agency to accomplish required staff training for disaster duties and assisting with the pre-packaging of disaster forms, equipment, and supplies needed to perform their functions.

## **B. Lead Agencies**

As the designated co-lead agency for ESF 1, the Volusia County School District is responsible for the following:

1. Maintenance of inventories and databases of vehicles, personnel, supplies and other equipment anticipated to be needed for supporting ESF 1 response and recovery operations. The lead agency will, as indicated, ensure that inventories and databases are available within the EOC to support response operations.
2. Notification, activation, and mobilization of all ESF 1 support agencies as needed for implementation of this ESF.
3. Activation, staffing and equipping of all facilities at which this ESF is required to be located.
4. Coordination of all support agency actions in performance of ESF 1 missions.
5. Supervision and coordination of implementation of pre-planned actions to support evacuation of special needs and transport dependent populations from the areas at risk; Provision of transportation resources to assist these populations with reentry of the evacuated area when authorized to do so.
6. Providing training and exercise opportunities in implementation of this ESF for those agency personnel designated to staff the ESF at the County EOC and various other emergency locations. Ensure personnel from co-leads are trained on the CEOC electronic messaging system.
7. Preparing and/or assisting the County Emergency Management Division in the preparation of procedures and resource needs assessments regarding evacuation of special needs and transport dependent populations from known areas of risk.
8. Response to requests to ESF 1 for transportation assistance and coordination of lead and support agency actions to fulfill those requests; Response to requests for assistance and additional re-

sources from ESF 1 support agencies when needed for the performance of their mission assignments.

9. Provide transportation resources to return the evacuated residents to their pick-up locations after the emergency event is over and it is safe to return.

### **C. Support Agencies**

1. Each of the designated support agencies for this ESF is responsible for the following:
  - a. Maintenance of inventories and databases of vehicles, personnel, supplies and other equipment anticipated to be needed for supporting ESF 1 response and recovery operations.
  - b. Providing training and exercise opportunities in implementation of this ESF for those agency personnel designated to staff the ESF at the County EOC and various other emergency locations.
  - c. Provide personnel, vehicles, equipment and other supplies to support ESF 1 operations on request of the lead agencies.
2. In addition to these general responsibilities, specific responsibilities of the designated support agencies are the following:
  - a. **Airport Services**  
  
Restore airport "flight operations" as soon as possible after a disaster in order to receive air delivery of emergency assistance, donated items, and volunteers.
  - b. **Beach Safety Division**, Department of Public Protection  
  
Provide personnel to ride selected buses and assist with the evacuation and re-entry of special needs persons.
  - c. **Leisure Services Division**, Growth & Resource Management Department  
  
Provide trucks with drivers to help meet transportation requirements generated by the emergency event.

d. **Sheriff's Office**

- (1) When advised of the activation of ESF 1, notify the ESF 1 Coordinator of any accidents or other road constrictions influencing use of the major roads in the county; Continue to keep ESF 1 apprised of road closures that would block the evacuation routes or interfere with other emergency transportation activities. Provide escort service (as required.)
- (2) Assist buses caught in traffic blockages so they can resume their emergency missions as soon as possible.

e. **Fleet Management Division**, Department of Financial and Administrative Services

- (1) When notified that ESF 1 has been activated, prepare and deliver to the ESF 1 Coordinator at the County EOC a list of current serviceable vehicles available for mission dispatch.
- (2) Provide as many serviceable trucks and other vehicles as possible to meet transportation requirements generated by the emergency event.
- (3) Review inventory of fuel, oil, spare parts, tires, and other expected vehicle maintenance needs; Establish procedures and resources needed to fuel, repair and maintain fleet vehicles in the highest standard of serviceability possible for the duration of the response and recovery operations.
- (4) Coordinate with other County Agencies (especially Personnel and Risk Management) to assign personnel as drivers for the trucks and vehicles expected to be needed for ESF 1 missions during the emergency event.

f. **Volusia County Schools**

- (1) Deploy buses to pre-selected storage sites prior to a hurricane's arrival to minimize fleet damages and possible destruction.

- (2) When advised of the activation of ESF 1, provide the ESF 1 Coordinator current information on the total number of serviceable buses and drivers available for mission assignment.
- (3) Dispatch buses and drivers for evacuation support or other emergency transportation missions, upon the instruction of the ESF 1 Coordinator.
- (4) Establish procedures, locations, equipment and materials necessary to fuel, repair and maintain buses in the most serviceable conditions feasible under the conditions.

**g. VOTRAN**

- (1) While serving as co-lead, assist the VCSD with ESF 1 staffing and coordination in support of ESF 1 operations.
- (2) Deploy buses to pre-selected storage sites prior to a hurricane's arrival to minimize VOTRAN fleet damages and possible destruction.
- (3) When advised of the activation of ESF 1, provide the ESF 1 Coordinator current information on the total number of serviceable buses and drivers available for mission assignment.
- (4) Provide buses and drivers for deployment on evacuation or other emergency transportation missions upon request of the lead agency ESF 1 Coordinator.
- (5) Establish procedures, locations, equipment and materials necessary to fuel, repair and maintain VOTRAN buses in the most serviceable conditions feasible under the conditions.

**D. Resource Requirements/Limitations**

- 1. Transportation resources will be provided and deployed by this ESF will be in accord with the response and recovery objectives established by the County Manager's Advisory Group.

2. Each lead and support agency responsible for an ESF 1 transportation function will provide resource support (supplies and equipment) needed by their personnel to implement that function.
3. Resource support will also be provided to any “volunteers” who are staffing ESF 1 functions by the agency utilizing those individuals.
4. Additional resource support required by an agency to complete its mission assignments will be requested from and secured by the ESF 1 Coordinator in the County EOC. When necessary, the ESF 1 Coordinator will request additional personnel and resources from the State ESF 1 Coordinator and/or from adjacent counties and mutual aid organizations.
5. Procurement of resources or services by this ESF will be coordinated with **ESF 7, Resource Support**, to ensure coordination and proper documentation of costs.
6. Depending on the location, disaster damages, and the phase of the response/recovery activities, volunteers, School District and County personnel may have to provide their own food and transportation at their duty site.

#### **E. Operational Reports**

Operational and situation reports will be provided by this ESF as follows:

1. Reports or compilations of information regarding vehicle inventories and available personnel necessary for specific functions, such as providing evacuation transportation, will be prepared by the lead agency, upon the request of the County Emergency Management Division and with the input of the involved support agencies.
2. Situation reports (SITREPS) will be submitted daily or as directed by the County EOC operations staff. All such reports will be in the format requested, as well as reviewed by and submitted through the designated ESF 1 Coordinator at the County EOC. These reports will be distributed to other County and State emergency support functions as directed by the County EOC operations staff. In all cases, the reports will be provided to all support agencies active in the operations of this emergency support function.
3. SITREPS will be submitted daily or as directed by the County Emergency Management Division and/or the County Manager's

Advisory Group. Upon request, ESF 1 SITREPS will also be provided to **ESF 14, Community Information**.

4. The ESF 1 Coordinator and supervisors of ESF 1 support agencies active in the response operations will also provide SITREP information to their supporting agencies and established field locations and operations.

#### **F. Financial Management**

1. Each agency involved with ESF 1 operations will draw upon their own financial resources, as needed, to support their responsibilities in the disaster operation. Each agency will also be responsible for seeking state and federal reimbursement of eligible expenses following operations for a major emergency or disaster.
2. Financial deficiencies and problems will be reported to the ESF 1 Coordinator.
3. ESF 1 will coordinate closely with **ESF 7** regarding any procurement of supplies, equipment or services for the response and recovery operation.
4. Each agency will keep an exact accounting of all expenditures of materials consumed, equipment and facility costs, and personnel labor hours applicable to the response and recovery operations. Expenditures will be reported in the format and manner directed by ESF 7 and/or the County Emergency Management Division. Disaster expenditures will be reported to their parent organization and to the County EOC through the ESF 1 Coordinator. Depending on the expenditure and the phase of disaster operations involved, many of the costs will be reimbursable from federal disaster funds if there is a Presidential Disaster Declaration.

## **Emergency Support Function #2 (ESF #2) Communications**

|                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
|--------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>LEAD AGENCY:</b>      | <b>Information Technology Division<br/>Financial &amp; Administrative Services Dept.</b>                                                                                                                                                                                                                                                                                                                                                                                                                   |
| <b>SUPPORT AGENCIES:</b> | Sheriff's Office Communication Center<br>Fire Services Division, Public Protection Dept.<br>Emergency Communications Services<br>EVAC Ambulance Company<br>Regional Coordination Center<br>Civil Air Patrol<br>Radio Amateur Emergency Communications Services<br>AT&T and AT&T Wireless<br>Communications International<br>Sprint/NEXTEL<br>Cell Com Inc.<br>CISCO, Inc.<br>Shared Technologies, Inc.<br>M/A-Com Private Radio<br>WorldCom<br>Municipalities<br>Cummins Southeast<br>Computer Power, Inc. |

### **I. INTRODUCTION**

#### **A. Purpose**

The mission of Emergency Support Function #2, Communications, is to plan and implement a multifaceted communications network to support the functioning of county government at the time of a disaster, including the ability to effectively interface with federal, state and local government agencies and organizations involved in the emergency response and disaster recovery efforts. The communications network must be resilient, redundant, and capable of providing support during any emergency or special situation.

#### **B. Scope**

This emergency support function defines the approach to be used within Volusia County by county government, municipalities and the other governmental agencies and community organizations to establish and maintain a communications network at the time of disaster. The emergency support function is intended to address the county's various communications networks during both the response and recovery phases of the types of emergency or disaster situations that threaten Volusia County.

### **C. Policies**

The policies that guide the implementation of this emergency support function are:

1. Priority for use of available communications networks will be for support of emergency response and disaster recovery efforts,
2. Priority will be given to communications needs involved in emergency operations to protect public health and safety, and
3. Other communications priorities, when needed, will be established at the direction of the Volusia County Emergency Operations Center and the Manager's Advisory Group.

### **D. Planning Assumptions/Limitations**

The implementation of this annex will be limited to addressing the continuous communications needs of the County before, during and immediately after disaster events, using the following assumptions:

1. Essential communications equipment and facilities remain functional during and after the disaster event.
2. Normally available commercial communications networks are likely to fail during a disaster event, and
3. Communications networks available to emergency response organizations will be burdened during major events and prioritization of communications system use may be necessary.

## **II. CONCEPT OF OPERATIONS**

### **A. General**

The following description of communications personnel, system facilities, capabilities, organization, and actions to be taken constitute a general strategy to be used within Volusia County by elements of county government, municipalities, and other governmental agencies interfacing with county government, as well as elements using and supporting the county's communications. It outlines roles and responsibilities in various types and levels of emergency in the response, recovery and mitigation phases, where applicable.

## **B. Organization**

The basic responsibility for this ESF and its implementation, and overall coordination of communications supporting county government, lies with the Information Technology Division, which has been designated as lead agency. Major County divisions utilizing communications and having responsibilities for continuously monitoring the situation and responding to emergencies are vital support agencies, along with federal, state, and local governments as described herein. Communications service providers (vendors) are used extensively in the installation and maintenance of county communications systems. Local and volunteer elements supplement organic county elements.

### **1. Information Technology Division (IT)**

IT is responsible for planning, budgeting, installing, operating, and maintaining communications in support of County government. Those communications include telephone, data networking, radio, cellular telephones, pagers and special communications, as required.

### **2. Other County Divisions**

Every county department and division has telephones and most have data devices used on the county's wide area (WAN) network. Most have radios that they operate on the countywide radio system.

### **3. Municipalities**

Every municipality has its own telephone system as well as some data capability. Some municipalities access county information systems. All have a radio capability to other elements in the county via the countywide radio system.

4. Adjacent Counties

Adjacent counties operate and maintain their own communications systems. Telephone communications between county elements and these counties are via the public switched network, as well as a hot line to the State Emergency Operations Center (EOC) and other county EOCs from the Volusia County EOC via satellite on ESATCOM. Communications are by the EMWIN, the public switched network and the Internet. Radio communication is maintained with these agencies via mutual aid channels.

5. State and Federal Agencies

State and federal agencies operate and maintain their own communications systems. Telephone communications between county elements and these agencies are via the public switched network as well as the hot line to the State EOC and other county EOCs from the Volusia County EOC on ESATCOM, EMWIN, NAWAS, and the Internet. Radio communications are maintained with these agencies via mutual aid channels.

6. Coordination

Coordination concerning communications within Volusia County and between Volusia County and other governments will be accomplished by the Information Technology Division (as ESF 2) in conjunction with the Emergency Management Division staff.

C. **Notification/Implementation**

The alert notification/implementation for the ESF 2 annex will be made to the IT Activity Manager -- Communications or his/her representative on the current roster provided for that purpose. Immediately upon receiving the notification of a changed situation or the possibility of an impending emergency, the person from IT Communications will determine the proper response and what individuals need to be notified. The individual will ensure that proper subsequent notification is made within the entire ESF 2 area of responsibility.

III. **EMERGENCY SUPPORT FUNCTIONS**

A. **Response Actions**

The concept of operations involves the IT Activity Manager -- Communications, Information Technology and his/her staff remaining constantly apprised of communications facilities and the status of events affecting their availability. Based on this constant awareness of the situation, the IT Activity Manager -- Communications will call/notify member agencies involved in ESF 2 advising of changed status, convening necessary planning meetings, or activating special communications support provisions.

1. Initial Action

Upon notification of emergency conditions the IT Activity Manager -- Communications will:

- a. Alert his/her staff
- b. Notify other communications elements and review emergency plans
- c. Establish communications links and procedures
- d. Staff the Volusia County EOC as required
- e. Direct the pre-positioning of communications equipment and personnel to other response and/or recovery facilities to be activated
- f. Direct communications system restoration actions, or changes, as required.
- g. Maintain current status of communications.
- h. Notify communications personnel of assignments and changes in scheduled activity, including activation of the communications resource group and staffing at the County EOC and other locations
- i. Activate, operate, and monitor all supporting communications maintenance.
- j. Notify ARES/RACES contact personnel of activation and request their activation if necessary.

2. Continuing Actions

- a. Continue as appropriate with functions 1d through above commensurate with priorities, resources and safety,
- b. Participate in EOC briefings and consultations regarding the operability of communications systems and the priority for their use,
- c. Respond to requests from other Volusia County emergency support functions for assistance and support in maintaining adequate communications services, and
- d. Respond to requests for communications assistance from Volusia County's municipalities, critical facilities, and adjacent counties, as necessary.

## **B. Recovery Actions**

During recovery operations, the organizational structure of the lead and support agencies will remain the same as that utilized for response operations, unless unexpected conditions require modifications.

After the causes of the emergency have passed and it is safe to travel freely, a complete assessment of communications facilities and means will be made.

### **1. Initial Action**

Specifically, the various communications means and systems will be assessed as follows:

- a. The Network Services team of Information Technology will check the County government telephone system. Circuits, trunks, broadband facilities and other transmission not operating properly will be immediately reported to **AT&T** for maintenance. ROLM switching facilities encountering any difficulty will be assigned to **Shared Technologies** (maintenance vendor) for correction. Other telephone elements will be assessed by county users and reported to county communications elements either through the EOC or through eastside or Westside telephone operations on the next business day, whichever is applicable.

- b. County-wide integrated 800 MHZ radio system will be checked by County Radio Services staff by visiting each of the County's ten 800 MHZ backbone sites and performing system checks. Maintenance necessary will be immediately undertaken. Radio system users will be asked to check their equipment and report problems to the maintenance vendor. The status concerning availability of user equipment must be reported to the Radio Systems Manager through County EOC or through normal means, whichever is applicable.
- c. County government data systems and the mainframe computers will be staffed continuously throughout the emergency or disaster situation. The assessment of this system will be made continuously by the computer operations center personnel and problems with the data communications reported to communications management personnel for correction. Local area network (LAN) or wide area network (WAN) problems will be reported to communications personnel through normal reporting channels or through the County EOC by users as they are uncovered.
- d. This emergency support function will ensure that the communications needs of all Volusia County emergency support functions are met.

## 2. Continuing Actions

All restoration and recovery actions will be continuous, utilizing all available resources, commensurate with safety and priority considerations until all communications have been restored to pre-emergency condition. The status of all communications to and from county government and known and reported issues within the county and relative to communications involving elements of government within the county will be tracked to their conclusion.

## 3. Mitigation Actions

Mitigation actions are taken during emergencies to ensure continuous communications, as necessary, commensurate with personnel safety. By constant monitoring of the situation, ESF 2 moves, pre-stages, and plans communications resources to temporarily improve or install capabilities in areas affected by the emergency.

Mitigation actions are accomplished in as near real time as possible, delayed only by safety considerations.

### **C. Coordination**

#### **1. County Emergency Operations Center**

All requests made to the County for communications assistance and support will be made through this emergency support function and/or coordinated with this emergency support function by other county agencies and organizations receiving such requests.

This emergency support function will maintain staff at the County EOC as needed or requested for the duration of the event. The Volusia County EOC will be the primary point of coordination and direction during the emergency as well as during the early stages of recovery. At some time in the recovery cycle of operations, it will no longer be necessary to maintain the presence of communications management personnel at the EOC on a continuous basis. At this point, Volusia County Emergency Management Division will be requested to allow Emergency Support Function #2 personnel to relocate operations to their normal duty stations.

Upon the return of communications personnel to their normal locations, restoration and recovery actions will continue until complete. Periodically, the status of communication system restoration will be reported to Emergency Management Division personnel.

#### **2. Municipalities**

It is anticipated that each affected municipality within Volusia County will, if possible, maintain a command and control structure to respond to the event. This emergency support function will provide coordination and consultation with municipal personnel responsible for communications services within that municipality. The communications personnel in other, non-impacted municipalities will be available through normal notification actions should their assistance be needed.

#### **3. Other Governmental Jurisdictions**

This emergency support function will maintain communications and coordination with federal and state Emergency Support Func-

tion #2 personnel, as well as communications personnel in adjacent counties if activated.

4. Private Sector Communications Organizations

This emergency support function will maintain communications and coordination with private sector communications organizations with facilities and systems serving the public, major employers, and other key locations in Volusia County. If necessary, this emergency support function will provide assistance and consultation to these organizations regarding the County's priorities for system restoration and to coordinate other governmental assistance to facilitate communication system restoration.

#### IV. RESPONSIBILITIES

A. **Primary Agency – Information Technology Division,  
Financial and Administrative Services Dept.**

The ESF 2 function is directed and staffed by the County's Financial and Administrative Services Department, Information Technology Division. Resources from the Technical and Communications Services offices staff the ESF 2 desk in the county EOC and manage their respective communications and networking responsibilities to provide voice, data, and special applications access to other emergency support functions. These responsibilities are satisfied through IT staff, augmented by contractual vendor support and public utilities. The IT Activity Manager -- Communications is the primary responsible official for the planning, staffing, equipping and implementation of ESF 2 functions subsequent to activation. Specifically, IT provides the following services under his/her direction:

1. Telephone

IT operates and maintains the county telephone system consisting of nine switches interconnected by leased circuitry from the public telephone switched network (PTSN) and serving over 3,000 individual locations. This system also provides long distance access via the State of Florida SUNCOM network. Remote county locations are supported through state sponsored PTSN service.

2. Data

Similarly, IT operates and maintains the County's integrated data network. This network provides access to the County's automated applications resident on mainframe (maintained by IT) and smaller computers located throughout the county. All computers serving County government and supported agencies are interconnected via this network. System diagrams are available for the Volusia County Wide area network.

3. Radio

IT also operates and maintains the countywide integrated 800 MHz public safety radio system. This system consists of repeated tower sites providing mobile and portable radio coverage throughout the county and directly supports county agencies, as well as all 16 municipalities for public safety and public service functions. Over 9,000 radios utilize this system. A diagram of the 800 MHz Radio Backbone and an inventory of radios are available.

4. Other Communications Services

IT provides other communications services are required by county users involved in supporting the emergency. These include, but are not limited to, cell/satellite phones, pagers, etc. Contingency cell phones, lines, and pagers are made available as required.

5. County Emergency Operations Center Communications

a. General

The County EOC communications utilize multiple means over diverse routing to ensure redundancy and survivability. Specifically, landline telephone, landline data, two-way radio, satellite telephone, satellite data, amateur radio, cellular telephones, pagers, and video services are employed to fulfill the requirements of the EOC. IT is responsible for all communications supporting the county EOC, in close coordination with Emergency Management Division staff. Other than the State of Florida satellite link, all communications are provided from normal county government resources on a highest priority basis during periods of EOC activation and monitoring of potential emergencies. A diagram of the standard communications configuration for the county EOC is available.

b. Telephone

Telephone communications are available through the public switched network. This network is provided to Volusia County by AT&T, the State of Florida SUNCOM network and other long-distance carriers as needed. Internal telephone communications are provided between County government users and other supported government agencies by the county's private branch exchange (PBX) system involving ROLM and other equipment owned and operated by Volusia County. Interconnection between PBX is via leased circuitry provided to the county 7 days a week, 24 hours a day by common carriers. The internal PBX system would also provide the voice communications to support emergency support function groups. A limited number of point to point or multi-point circuits are used to interconnect EOCs and dispatch centers. The EOC is connected to the State of Florida EOC and adjacent county EOCs as well as municipal EOCs, the Federal Emergency Management Agency, and the U.S. Department of Transportation.

c. Data Circuits

Data communications supports the EOC and provide user devices and complete access to all of the county government mainframe computers (business systems, criminal justice systems, the Sheriff's Office computer-aided dispatch, records management, etc.) as well as wide area network access to countywide personal computer-based applications such as electronic mail, etc. In addition, the EOC has data capabilities including facsimile through the public switched network and has data service to the state EOC and other county EOCs through satellite communications on the EMWIN. National Weather Services via satellite is available as a data service also.

d. Radio

(1) County Systems

The EOC maintains 800 MHz radio communications with all county groups as required and all municipalities within the county. This is accomplished using

two primary talk groups – “EOC Prime” with county groups and “Volusia County Disaster Control” (VCDC) with municipalities. Additionally, the 800 MHz system has mutual aid talk groups throughout the county to be used as required for particular purposes. These talk groups are available on the trunking system. The national conventional 800 MHz channels are also available for use both within the county and with adjacent counties and elements. VHF/UHF mutual aid channels such as “intercity,” “all points,” “MED 8,” and the fire “white” channel are available for intercommunication.

(2) Radio Amateur Civil Emergency Service (RACES)

The amateur radio members of RACES are supportive to provide gap-filler and backup communications throughout the county. These services are planned to be used to support dispatch centers, hospitals, shelters, feeding sites, staging areas, etc., backing up county telephone service and, where possible, county radio.

(3) Satellite Radio

The EOC operates a satellite terminal on the statewide ESATCOM/EMWIN providing both voice and data communications. Portable satellite telephones will be made available to ESF-16 and other agencies during activations. These phones are stored at the CEOC.

B. ESF 2 Staff Responsibilities

1. Development and maintenance of the necessary operational procedures, databases, inventories, etc., needed for effective implementation of this ESF. The lead agency will, as indicated, ensure that inventories and databases are available within the EOC to support response operations.
2. With the cooperation of the Volusia County Emergency Management Division, procurement and maintenance of the communications equipment needed for operations by this ESF.

3. Securing training and exercise opportunities for designated personnel from the lead and support agencies in the implementation of procedures associated with this ESF and the operation of the equipment assigned to it.
4. Notification, activation and mobilization of lead and support agency personnel to the County EOC and other emergency operations locations as necessary.
5. Management and coordination of the activities conducted by this ESF to ensure effective implementation of its responsibilities.

C. Support Agencies

All support agencies are to ensure personnel participate in training and exercise opportunities regarding implementation of this ESF, and upon request from the lead agency, provide personnel, equipment, supplies and services needed for implementation of this ESF.

Specific responsibilities for designated support agencies are as follows:

1. Sheriff's Dispatch Center

The Sheriff's dispatch center is located at 3825 Tiger Bay Road, Daytona Beach, and can be reached at 386-248-1777. The center serves as the hub of County government communications operating 7 days/week, 24 hours/day and is co-located with the primary control point of the county-wide 800 MHZ radio system. It serves as the law enforcement focal point for the County as well as several other County groups and several municipalities. This center can locate communications personnel and coordinate on communications problems. It serves as the County Warning Point.

2. Emergency Communications Center (ECC)/EVAC Ambulance

The EVAC Ambulance Dispatch Center is located at 3825 Tiger Bay Road, Daytona Beach. Telephone number is 386-252-4900. This center operates 7 days/week, 24 hours/day and is responsible for County fire dispatch and county-wide emergency medical service. The secondary control point of the county-wide 800 MHZ radio system is located here. This center can locate the IT Activity Manager of Communications or the County radio personnel when required and can coordinate radio system issues.

3. Support Vendors

The county utilizes a number of vendors to provide communications and maintenance services. The primary role of these companies is to support agencies for this ESF. These vendors perform their normal functions as directed by ESF 2 personnel during periods of emergency.

4. Citizen Information Center (CIC)

The EOC maintains a CIC in times of emergency. In an impending emergency, the Emergency Management Division activates an automated computer-based system which continuously provides information concerning present or approaching emergencies. This system is updated frequently with the latest information on weather, evacuation routes and plans, shelters, traffic, etc. and allows citizens direct access to this information without tying up staff personnel. A staff of trained operators is employed at the EOC as the situation worsens or becomes busier. These operators take calls from the public through the call processor for those issues not resolved by the automated information and to assist citizens with unique needs. Communications to support the CIC is provided by the county telephone system through the Network Services Team. This system may be accessed at the EOC by calling 866-345-0345 24 hours/day, 7 days/week when the EOC is activated.

5. Radio Amateur Communications Emergency Services

The organization of radio amateurs within the county supports all emergency activations with personnel located at the EOC. RACES staffs the county's amateur band radios and other amateurs located at other locations within the county (including all open public shelters) to provide backup communications. Typically this is to provide communications support to evacuation shelters, dispatch centers, and hospitals.

6. Municipalities

The county's municipalities provide their own communications equipment, which operate on the PTSN with the county and on the countywide integrated 800 MHz radio system. They communi-

cate with the county on the radio system utilizing talk groups designated by the county for that purpose.

**D. Operational Reports**

Operational reports for and by this emergency support function will be prepared on request of the Manager's Advisory Group and/or Volusia County Emergency Management Division. Reports will be made and transmitted by the most convenient rapid means available (telephone, FAX, E-Mail, radio). Reports will be made concerning out-of-service or impaired communications systems, and how it is or could affect the County's emergency response and disaster recovery operations.

**E. Financial Management**

The Communications Activity will fund all requirements within their delineated areas of responsibilities through its fiscal year budgets and, following a disaster event and activation of this emergency support function, will seek reimbursement as necessary after or during the recovery phase. Assistance in dealing with budget shortfalls will be immediately requested from Volusia County Financial Services Division. Other county support agencies and non-county government elements are expected to fund for their own user equipment, and, as necessary, to also seek reimbursement of their eligible expenses for activation due to a disaster after or during the recovery phase.

## **Emergency Support Function #3 (ESF #3) Public Works and Engineering**

**LEAD AGENCY:** Public Works Department  
Road Maintenance Division

**SUPPORT AGENCIES:** Public Works Department  
Construction Engineering  
Traffic Engineering  
Solid Waste  
Road Maintenance  
Mosquito Control  
Growth & Resource Management Department  
Environmental Management Division  
Financial & Administrative Services Department  
Financial Services Division  
Fleet Management  
Public Protection Department  
Fire Services Division  
Municipal Public/Utility Departments  
Florida Department of Transportation  
Radio Amateur Communications Emergency Services  
(RACES)

### **I. INTRODUCTION**

#### **A. Purpose**

The purpose of Emergency Support Function #3, Public Works (ESF 3), is to define the policies and procedures used by Volusia County to coordinate and/or provide public works support to Volusia County and its municipal governments' emergency response and disaster recovery operations, as well as other Volusia County Emergency Support Functions (ESFs). ESF 3 also coordinates public works and engineering services with state and federal government agencies, when necessary.

#### **B. Scope**

ESF 3 addresses the public works activities that will be conducted by Volusia County agencies to address damages caused to public property

and elements of the infrastructure of the County's communities. The ESF also addresses emergency public works actions that may be necessary as well to provide direct assistance to other County operations intended to protect public health and safety. Actions necessary to restore vital community services provided by Volusia County are also defined.

### **C. Policies**

The policies that guide the implementation of this emergency support function are:

1. The safety of emergency workers functioning under this ESF will be the highest priority for planning and designing emergency operations
2. Priority for use of available public works resources will be for support of emergency response and disaster recovery efforts,
3. Priority will be given to public works actions needed to support emergency operations to protect public health and safety, and
4. Other priorities for public works actions will be established at the direction of the Volusia County Emergency Operations Center Policy Group.

### **D. Planning Assumptions**

The development and implementation of this ESF is based on the following assumptions:

1. A major or catastrophic disaster will cause significant damage to property and the infrastructure of Volusia County's communities. Structures, homes, public buildings, bridges and other facilities will be destroyed or damaged and must be reinforced, demolished or isolated to ensure safety. Streets, highways and other forms of transportation will be damaged or unusable. Public and private utilities will be damaged and may be partially or fully inoperable.
2. Many state and local response personnel will be unable to perform their prescribed emergency duties. Equipment in the immediate

disaster area may be damaged or inaccessible. Resources will be limited in the immediate disaster area. Disaster assistance must begin immediately.

3. A disaster may severely damage the public facilities and infrastructure. Local public works activities may be hampered by insufficient resources, damaged equipment, and disrupted communications. Prior to impact, evacuation from the potentially threatened area may be ordered. This will require that public works related decisions be made to support the evacuation.
4. All available County and municipal public works resources will be committed and additional help may be needed from the state and federal governments.
5. Coordination with municipalities, critical facilities, and other County ESFs, as well as state and federal government agencies will be required.
6. Access to damaged areas may be limited, except in some cases by air or water.
7. State and federal assistance may be needed in clearing debris, as well as in making emergency repairs to public facilities.
8. Ground, air, rail and/or water routes must be provided to allow access to disaster areas. Emergency road and airstrip debris clearance and repairs will have top priority to support immediate lifesaving emergency response activities.
9. Emergency environmental waivers and legal clearances will be needed for disposal of materials from debris clearance and demolition activities.
10. Support services for personnel and equipment may have to be provided from outside the disaster area.

## **II. CONCEPT OF OPERATIONS**

### **A. General**

1. The designated lead agency for this ESF is responsible for implementing its provisions and prescribed activities. One or more representatives of the lead agency will be assigned to the County Emergency Operations Center (EOC) during activation of this ESF to respond to requests for emergency public works support. This person will staff the ESF 3 workstation assigned, and will identify the support agencies that are to be activated to assist with operations conducted by ESF 3. He or she will also be responsible for taking the necessary actions to mobilize support agency personnel and coordinate their assignments.
2. ESF 3 will initiate and monitor actions to respond to requests for County public works and engineering assistance and resources. Such requests are likely from other County ESFs and impacted municipalities within the County, as well as from state and federal agencies providing public works services in or for Volusia County.

## **B. Organization**

The Volusia County Public Works Department is designated as the lead department for implementation of this emergency support function, and the Road Maintenance Division is the lead agency for this ESF and will coordinate all the activities conducted according to its provisions. However, the actual lead agency from Public Works Department could change during the life of the event and may be different depending upon the event.

Other selected county agencies are designated as support agencies for this ESF, and will provide personnel and equipment resources for response and recovery operations under the coordination of the lead agency.

Specific organizational details for coordination of operations are as follows:

### **1. County Level**

The designated team leader for this ESF stationed in the County EOC is responsible for coordinating all emergency public works ac-

tivities conducted subject only to the guidance and direction of the Managers Advisory Group and the provisions of this plan.

2. Municipal Level

Municipalities with similar functions of this ESF to perform will coordinate directly with this ESF to access available state and federal resources and support. Municipalities which have not designated specific agencies to perform like functions may coordinate with this ESF through their respective liaison or representative in the Emergency Operations Center.

3. State/Federal Level

This ESF will coordinate with representative of ESF 3 at the State level, operating from the State EOC. All County and municipal requests for state and federal support will be routed through and coordinated by ESF 3. In addition, when a staging area for mobilization and coordination of County, state and/or federal public works resources has been established, a liaison for this ESF will be mobilized to that location to facilitate County support of such operations.

**C. Notification**

1. The lead agency will be notified by the Volusia County Emergency Management Division of the need to activate its operations and to deploy personnel to the County EOC. The lead agency will respond promptly to such a request, and will establish operations in the EOC as soon as feasible. As indicated by the location and magnitude of the event, support agencies will be notified regarding the need to mobilize personnel and/or resources to the EOC or other locations, as indicated.
2. Once operations are established at the County EOC, this ESF maintains 800 MHZ radio communications with all County agencies as required and all municipalities within the County. This is accomplished using two **primary talk groups** -- "EOC Prime" with County groups and "Volusia County Disaster Control" (V CDC) with municipalities. Additionally the 800 MHZ system has mutual aid talk groups throughout the County to be used as required for particular

purposes. These talk groups are available on the trunking system. The national conventional 800 MHZ channels also are available for use both within the County and with adjacent counties and elements. VHF mutual aid channels such as “intercity”, “all points” and the fire “white” channel are available for intercommunication.

3. In addition to the primary means of communications, the cellular telephone represents an alternate or secondary means of communicating with elements if primary means are not available. Cingular Wireless has agreed to provide contingency cellular telephones and lines to be activated during County emergencies. Contingency communications will be made available and distributed to those individuals and locations as the operational situations dictates. For example, additional radios or cellular phones may be required to replace landline communications if outages occur. Additionally, the County has plans to cooperate with cellular telephone companies and has agreements with radio vendors and tower companies.

### **III. EMERGENCY SUPPORT FUNCTION**

#### **A. Response Actions**

1. Initial Action
  - a. Inventories of available vehicles, personnel and materials will be verified and provided to County ESF 5, “Information and Planning.” The lead agency will also coordinate with support agencies to identify available resources.
  - b. The lead and support agencies will establish communications with field personnel and ensure that they are prepared for timely response.
  - c. The lead agency will coordinate with support agencies to establish priorities and facilitate strategies for the initial response and assess the need for additional resources.
  - d. Pre-positioning of resources will be implemented when it becomes apparent that engineers, skilled workers, vehicles

and construction materials will be necessary and there is adequate time to safely do so before the onset of the disaster event. Equipment resources will be relocated to a secure location for deployment as soon as it is safe to do so.

- f. Personnel and equipment will be available based upon priorities established by the County Managers Advisory Group.
- g. Initial actions will be directed to roadway corridors and air-strips that have priority for debris removal and repair to allow evacuation of populations at risk, access to critical facilities, and/or entry into impacted areas.
- h. Upon request, this ESF will provide or secure manpower and heavy equipment for operations being conducted or coordinated by other County ESFs, including search and rescue teams, utility restoration, etc.
- i. When indicated by the magnitude of the event and the impacted locations, this ESF will work with the Daytona International Speedway to establish a primary staging area at this facility. Other primary or secondary staging areas for public works equipment and personnel will be established, staffed and operated by the lead and support agencies of this ESF.

## 2. Continuing Action

- a. ESF 3 will participate in County EOC briefings, prepare situation reports, etc., as needed and requested on a continuing basis.
- b. This ESF will provide personnel for damage assessment of infrastructure and public structures/systems.
- c. ESF 3 will consult with ESF 10 regarding the potential for contaminated debris, and the necessary requirements for the collection and disposal of such contaminated debris. Debris removal actions will be implemented accordingly.

- d. The lead agency will coordinate available personnel, equipment and construction materials and resources upon request from the other County ESFs, as well as continually reassess priorities to address the most critical infrastructure needs.
- e. Debris removal and repairs will begin to allow access into the disaster area. This ESF will coordinate the cooperative efforts of State Department of Transportation, municipalities, and contracted companies for debris removal.
- f. The lead agency will track resources that are committed to specific missions to allow for redeployment as necessary. Updated information will be provided to ESF 5. Public works resources will be redeployed as appropriate.

## **B. Recovery**

During recovery operations, the organizational structure of the lead and support agencies will remain the same as that utilized for response operations, unless unexpected conditions require modifications. Actions by the recovery organization for this ESF will be as follows:

- 1. Initial action
  - a. This ESF will coordinate with other County ESFs to provide public works support to recovery operations.
  - b. The lead agency will assess local capabilities to complete the debris removal process in a timely manner. If resources are limiting, the lead agency will recommend that the Emergency Management Division request direct state and federal assistance for debris removal. Pre-planning for temporary debris disposal sites has been completed.
  - c. If state and/or federal debris removal personnel are deployed to Volusia County, this ESF will coordinate local debris removal activities with those by state and federal agencies, as well as with contracted vendor services.

- d. If applicable, the lead agency will work with ESF 14 to prepare and distribute guidance for private property owners regarding separation of debris and management of contaminated debris.
- e. The lead agency will consult with the County Managers Advisory Group regarding priorities for restoration of damaged infrastructure, and will implement public works recovery operations in accord with the established priorities. Generally, priority assignments would be expected for clearance/restoration of evacuation/reentry routes, access to emergency services facilities and other designated critical facilities, and restoration of critical community services and utilities.
- f. This ESF will provide, secure and/or coordinate the mobilization of engineers, skilled personnel, construction workers, etc., with deployment of construction equipment and materials to facilitate recovery activities and operations.

2. Continuing action

- a. Support services will continue for personnel and equipment deployed in the impacted area(s).
- b. Debris removal operations will be continued to completion and all public rights of way are cleared.
- c. Damage assessments will be continued to completion in coordination with ESF 19, and ESF 3 will adjust priorities for this action in accord with decisions made by the County Managers Advisory Group.
- d. This ESF will coordinate with municipalities in the performance of debris removal activities within their jurisdiction.
- e. The lead agency will continue to coordinate activities by support agencies in establishing public works priorities and to provide County support or support contracted from ven-

dors by the County to the missions with other involved municipal, state and/or federal agencies and organizations.

### **C. Coordination**

#### **1. Volusia County Emergency Operations Center**

This ESF will fulfill its principal responsibilities for coordination of County public works operations through the personnel assigned to the County EOC. In doing so, ESF 3 will adhere to the priorities established by the Managers Advisory Group, and will respond to requests from other County ESFs for public works and debris removal assistance.

#### **2. Staging Areas**

All support agencies assigned with this ESF will coordinate public works-related emergency response and assistance requests with the representative(s) assigned by the lead agency to staging operations at the Daytona International Speedway and any other staging locations, as appropriate.

#### **3. Municipalities**

All municipalities and all other County ESFs will coordinate with this ESF's representatives stationed at the County EOC and/or primary staging area(s) when requesting emergency public works support or disaster assistance. In the case where a conflict of priorities develops, the lead agency representatives in the County EOC consult with the Managers Advisory Group to resolve the situation and provide the requested resources as soon as feasible.

All county-controlled public works resources, equipment and personnel will be activated, deployed and/or demobilized for the benefit of municipalities through the designated representatives of this ESF in the County EOC and/or the primary staging area.

#### **3. Other Agencies and Organizations**

Requests from other agencies and organizations for County public works support will be made to the ESF 3 personnel at the County EOC. The lead agency will then coordinate support agencies in directing resources and prioritizing needs in the areas of debris removal, restoring access, assessing damages, and other functions related to infrastructure restoration.

#### **IV. RESPONSIBILITIES**

##### **A. Staffing**

1. The personnel available from the lead and support agencies will be used to complete those responsibilities assigned to ESF 3, and to assist county emergency operations agencies and other ESFs with their emergency response and disaster recovery efforts. The priorities for allocation of this staff support will be consistent with the priorities established by the County Managers Advisory Group.
2. Federal and State assistance to this ESF will be available for response to major disaster events. However, during the emergency response and for the first hours after the occurrence of catastrophic emergency there may be little or no state and federal assistance available. Staffing by lead and support agencies of this ESF will need to be implemented in light of this factor.
3. The lead and support agencies for this ESF will provide public works representatives as required in various emergency operations and disaster recovery facilities established within or for the County, in addition to staffing the County EOC.
4. This ESF will utilize personnel and resources from its lead and support agencies to respond to mission assignments related to emergencies until such resources become limiting. Additional resources available from mutual aid organizations and/or other ESFs may then be requested, coordinated and mobilized to support missions given to ESF 3. When requests begin to significantly exceed the ESF's capability to respond, requests may be will be forwarded to ESF 3 at the State EOC to mobilize state and/or federal resources. All requests for additional contracted services for imple-

mentation of this ESF will be coordinated with ESF 7, "Resource Support."

## **B. Lead Agency**

The lead agency is responsible for the following:

1. Development and maintenance of the necessary operational procedures, databases, inventories, etc. needed for effective implementation of this ESF. The lead agency will, as indicated, ensure that inventories and databases are available within the EOC to support response operations.
2. Provision of training and exercise opportunities for personnel from the lead and support agencies designated as responsible for implementation of this ESF.
3. Notification, activation, and mobilization of all support agencies assigned to this ESF, as needed.
4. Organization, assignment, and staffing of all facilities at which ESF 3 is required to be represented.
5. Coordination of all support agency actions in performance of missions assigned to this ESF.
6. Coordination of requests for public works assistance and associated resources for mission assignments made to this ESF including but not limited to the following:
  - a. Provision of technical advice and evaluations, engineering services, construction management and inspection, emergency contracting and emergency repair of drainage, water, wastewater and solid waste facilities.
  - b. Management of emergency structures and facilities.
  - c. Emergency clearance of debris for reconnaissance of the damaged areas and access by emergency personnel, sup-

plies and equipment for lifesaving, life protecting, health and safety purposes during the immediate response phase.

- d. Clearing, repair or construction of designated damaged emergency access routes necessary for the transportation of rescue personnel and supplies. These routes include streets, roads, bridges, ports, waterways, airports and any other designated transportation facilities.
- e. Assisting ESF 12, "Energy" by providing equipment and personnel for emergency restoration of critical public services and facilities including the supply of adequate amounts of potable water, temporary restoration of water supply systems and the provision of water for fire fighting, wastewater collection, treatment, and disposal and drainage systems.
- f. Emergency demolition or stabilization of damaged structures and facilities designated by state or local government as immediate hazards to public health and safety, or as necessary to facilitate the accomplishment of life saving operations.
- g. Provision of technical assistance and damage assessment regarding public works and engineering.

### **C. Support Agencies**

All support agencies of this ESF are responsible for the following:

- 1. Development and maintenance of the necessary operational procedures, databases, inventories, etc. needed for effective implementation of this ESF.
- 2. Participating in training and exercise programs conducted to familiarize personnel with the implementation of this ESF.
- 3. Notifying, activating, and mobilizing all personnel and equipment to perform or support assigned operations as directed by the lead agency.

4. Coordination of all actions of the support agency with the lead agency in performing assigned missions of this ESF.
5. Identifying all personnel and resource requirements to perform assigned missions which are in excess of the support agencies capabilities, and providing assistance to the lead agency to secure additional resources from other agencies or jurisdictions.

**D. Resource Requirements/Limitations**

This ESF will provide resources using its lead and support agency authorities and capabilities, in coordination with other County ESFs, to complete its assigned missions. Available resources will be allocated to each mission based upon priorities identified by the County Managers Advisory Group. If resources are unavailable within this function, the lead agency will request assistance from the State ESF 3 through the State EOC.

**E. Operational Reports**

Operational and situation reports will be provided by this ESF as follows:

1. Situation reports will be submitted daily or as directed by the County EOC operations staff. All such reports will be reviewed by and submitted through the designated lead agency representative staffing ESF 3 in the County EOC. These reports will be distributed to other County and State ESFs as directed by the County EOC operations staff. In all cases, the reports will be provided to all support agencies active in the operations of this ESF.
2. Support Agencies will provide daily "status reports" on their support of their assigned missions under this ESF. These reports will include any anticipated problems or deficiencies in supporting the mission.

**F. Financial Management**

1. Each agency involved with operations under this ESF will draw upon their own financial resources as needed to support their responsibilities in disaster operations. Reimbursement for eligible expenses for operations major disasters will be sought by each participating agency at the close of the disaster event.

2. Each agency will keep an exact accounting of all expenditures (funds and materials consumed) as well as personnel, equipment and facility costs. These disaster expenditures will be reported to their parent organization and to the County EOC through the lead agency for this ESF.
3. Financial reporting by this ESF will be conducted in accord with directions from ESF 7 during periods of activation. Financial deficiencies will be reported to the County EOC through the lead agency for this emergency support function.

## Emergency Support Function #4 (ESF #4) Firefighting

LEAD AGENCY: Volusia County Fire Services Division

SUPPORT AGENCIES: Department of Airport/Port Authority  
Finance and Administrative Service Dept.  
Information Technology Division  
Public Works Department  
Water Resources & Utilities  
Public Protection Department  
Strategic Reserve Team  
Corrections Division

### I. INTRODUCTION

#### A. Purpose

The purpose and mission of Emergency Support Function #4, Firefighting, is to guide management of operations to provide support and assistance to firefighting operations occurring in Volusia County at the time of major emergencies or disasters. This emergency support function (ESF) addresses how county support to firefighting operations will be staffed, coordinated and prioritized. It also addresses coordination of county firefighting operations with those conducted by federal, state and other local government agencies.

#### B. Scope

This ESF describes planning for and coordination of the firefighting support operations that will be provided at the time of a major emergency or disaster in Volusia County by utilizing the combined resources of the lead and support agencies assigned to this ESF. The ESF addresses support services and assistance coordinated through the Volusia County Emergency Operations Center (EOC), and does not replace or modify established procedures utilized by federal, state, county or local fire service organizations for field operations. This ESF may be activated for firefighting operations occurring within Volusia County or any of its municipalities, or when deemed necessary to coordinate mutual aid support services to jurisdictions outside of the county pursuant to mutual aid agreements.

### **C. Policies**

The policies that guide the implementation of this ESF are:

1. All established health and safety procedures and protocols will be adhered to during operations directed or supported by this ESF
2. The order of priority given to the use available firefighting resources will be the following: lifesaving operations, protection of public property, protection of private property, and protection of environmental resources
3. Mutual aid resources will be used whenever necessary to initiate and sustain adequate firefighting operations for emergency and disaster events occurring within Volusia County; all firefighting organizations in the county will participate in the Florida Fire Chiefs' Association mutual aid program.
4. Following activation of this ESF, all requests for assistance and support, including mutual aid, will be made through the County EOC. The senior official, or designee, staffing the ESF 4 work station will be responsible for requesting mutual aid resources through the Florida Fire Chief's Association program.
5. Coordination of support for firefighting operations occurring in multiple jurisdictions of Volusia County will be through operations of this ESF functioning from the County EOC.

### **D. Planning Assumptions/Limitations**

The implementation of this ESF is limited to the planning for and coordination of support operations for firefighting services at the time of a major emergency or disaster in Volusia County. As such, the ESF is based on the following assumptions:

1. Fire prevention and/or suppression operations are likely to be needed with any type of disaster, and this ESF is likely to be activated for any major emergency or disaster occurring in the County,
2. Fire service organizations, facilities or equipment could be damaged or destroyed by the impacts of a disaster and not be available for operations during that event,

3. All available County and municipal fire services equipment, personnel and supplies will be committed to response to the disaster event if necessary,
4. Major emergencies or disasters can be expected to overwhelm the capabilities and resources of fire service organizations within the impacted jurisdiction, and support from higher levels of government, adjacent jurisdictions, and mutual aid organizations will be necessary,
5. Additional firefighting resources from federal or state agencies, as well as from mutual aid agencies, will be made available on a timely basis, if needed for operations in Volusia County,
6. Firefighting resources and personnel deployed to Volusia County by other levels of government, adjacent jurisdictions, and/or designated mutual aid organizations will report to and support the County and/or municipal command at incident scenes in the county,
7. A number of emergency facilities and locations may be established to provide disaster-related services to the impacted populations and/or areas, and these will require fire prevention and suppression support and resources, and
8. Fire service personnel and apparatus may be needed to support critical emergency operations not directly related to fire prevention and suppression, and these operations must be staffed and accomplished by this ESF.

## II. CONCEPT OF OPERATIONS

### A. General

Upon activation of this ESF, the designated lead agency of this ESF is responsible for direction and coordinating implementation of its functions and missions. Designated support agencies will provide assistance, resources and personnel upon request to assist with this operation. One or more representatives of the lead agency will be deployed to the County EOC during activation of the ESF to respond to requests for support submitted to this ESF. This person will staff the work station assigned to this ESF in the County EOC, and will identify which of the designated support agencies that needs to provide assistance and support. The lead agency representative is responsible for requesting such assistance, and the support agencies will deploy such personnel and resources upon request to the extent possible.

## **B. Organization**

The Volusia County Fire Services Division is designated as the lead agency for this ESF. The lead agency will be assisted, upon request, by the Volusia County Airport Services Division, Information Technology, and Public Works Department, as support agencies pursuant to the provisions of this plan.

Fire service organizations from the County's municipalities and the State of Florida, as well as from Federal agencies, are also considered to be support agencies available to the lead agency pursuant to the Florida Fire Chief's Association (FCCA) Fire Rescue Disaster Response Plan and/or the State of Florida Comprehensive Emergency Management Plan. ([elink to State Plan](#)) This ESF will coordinate the resources and personnel mobilized for operations in Volusia County pursuant to these plans.

This ESF will also coordinate with ESF 4 at the State EOC to ensure effective management and support of state firefighting organizations and resources when they are deployed within Volusia County. This ESF will also coordinate with involved municipal fire service agencies and/or municipal ESF 4 lead agencies, in conducting operations and/or providing resources and personnel related to the disaster event.

## **C. Notification**

The Volusia County Emergency Management Division is responsible for notification of the Volusia County Fire Services Division of the need to activate ESF 4 and to mobilize personnel to the County EOC to conduct operations from that location. Subsequent notification of designated support agencies to mobilize personnel or equipment will be the responsibility of the Fire Services Division as lead agency for this ESF.

All agencies supporting this ESF will use their own communications system and procedures for their internal communications. The lead agency will secure additional communications capabilities, if needed, for inter-agency or inter-jurisdictional communications as needed, with the cooperation of ESF 2 in the County EOC.

Primary communication will be accomplished through the common carrier telephone system, the County's 800 MHz radio system and installed FAX systems. Secondary and contingency communications shall utilize commercial cellular telephone, and RACES operators operating from the County EOC.

### **III. EMERGENCY SUPPORT FUNCTIONS**

#### **A. Response Actions**

##### **1. Initial Actions**

- a. All fire service apparatus or equipment that may be needed in subsequent operations will be relocated from the potentially vulnerable areas to an area outside but in proximity to the anticipated impact area.
- b. Inventories and locations of available fire service resources will be verified and provided to ESF 5, Planning and Information.
- c. All agencies of the ESF will establish communications with field personnel and field command posts established, and ensure that they are ready for timely response; Requests for support and assistance from field command posts will be fulfilled as needed.
- d. The ESF will provide personnel and equipment resources to support evacuation of the public from areas of risk, upon request from the County Managers Advisory Group.
- e. Coordination will be established with support agencies to prioritize and develop strategies for the initial response.
- f. Resources will be repositioned when it becomes apparent that fire service resources will be required.

- g. Other County ESFs will be consulted regarding fire prevention and suppression support needed at activated emergency facilities and locations, and will provide such services as soon as feasible.
- h. ESF 4 will coordinate with ESF 10 to identify any known hazardous materials facilities or transporters that could be affected by the impacts of the event
- i. ESF 4 at the State EOC will be notified of County ESF 4 operations and resource needs. Mobilization of mutual aid and State resources will be requested, depending on the anticipated characteristics of the event.

## 2. Continuing Actions

- a. The ESF lead agency will participate in County EOC briefings, prepare situation reports, etc., as needed and requested on a continuing basis.
- b. If indicated by the magnitude of the event, ESF 4 will establish a multi-jurisdictional area command at the County EOC to support and coordinate all fire service field operations established in Volusia County. ESF 4 will cooperate with the Volusia County Emergency Management Division to integrate area command operations into those of the County EOC.
- c. ESF 4 will coordinate response to requests for fire service resources from field command posts, municipal fire service agencies, and other emergency facilities and locations established for the emergency response operations.
- d. Priorities will continually be reassessed to address the most critical fire service needs and the development of strategies to meet them.
- e. Resources that are committed to specific missions will be tracked for re-deployment when they become available. Periodically, updated information regarding resource availability will be provided to ESF 5.
- f. Fire service resources will be relocated whenever indicated by the progress of the emergency response.

- g. ESF 4 will respond to requests from other County ESFs and/or from municipalities for resource assistance and support.
- h. Through the County Emergency Management Division, ESF 4 will contact any established "Community Emergency Response Teams" (CERTs) in the impacted areas and request assistance with determining the fire prevention needs of impacted neighborhoods; ESF 4 will take action accordingly.
- i. ESF 4 will maintain communication and coordination with State ESF 4, when activated, or the Florida Division of Forestry to ensure effective utilization of state and/or federal fire services resources in operations conducted in or on behalf of Volusia County.

## **B. Recovery Actions**

During recovery operations, the organizational structure of the lead and support agencies will remain the same as that utilized for response operations, unless unexpected conditions require modifications. Actions by the recovery organization for this ESF will be as follows:

- 1. Initial Actions
  - a. ESF 4 will coordinate deployment of fire prevention and suppression services into damaged and/or impacted areas of the County,
  - b. Personnel and equipment will be provided to support the control of reentry of the public into evacuated areas.
  - c. Fire service personnel will be mobilized by ESF 4, if needed, to assist with security and damage assessment services in the impacted areas.
  - d. ESF 4 will advise ESF 19, upon request, regarding the adequacy of water services and roadway access for firefighting in the impacted areas
  - e. ESF 4 will participate in efforts by County ESFs and the County Policy Group to develop recovery actions and strategies

2. Continuing Actions

- a. Fire service support will continue to be provided for specific requests from other County ESFs and municipalities EOCs, when necessary.
- b. This ESF will coordinate and support an orderly transition of county and municipal fire services organizations from disaster-related operations to normal duties and locations. Depending on the specific circumstances of field operations, activated mutual aid organizations will be demobilized first.
- c. This ESF will further assist with the coordination of the demobilization and termination of field operations to facilitate completion of documentation of response and recovery operations, replacement of expended supplies, repair of damaged equipment, and provision of services for adequate critical incident stress debriefing of personnel.

**C. Coordination**

1. Volusia County Emergency Operations Center

This ESF will conduct its principal coordination activities from the Volusia County EOC. From this location, it will provide consultation and coordination with other County ESFs and municipal fire service organizations, as well as with state and federal agencies. The ESF will also coordinate and direct the activities of field commands from the EOC when multiple fire commands have been established or when multiple jurisdictions within the county are involved.

2. Mutual Aid Organizations

Upon activation of this ESF, the lead agency will coordinate activities of all mutual aid organizations providing assistance to or within Volusia County pursuant to the Florida Fire Chiefs' Association Fire-Rescue Disaster Response Plan.

3. Coordination with State and Federal Agencies

This ESF will provide coordination with state and federal firefighting organizations deployed to the County for response to a disaster event. Representatives and/or liaisons with these organizations will be requested by the lead agency to deploy to the County EOC for this purpose.

4. Coordination will be established with ESF 3, Public Works and Engineering, to provide heavy equipment, when needed, in support of fire suppression activities.

#### **IV. RESPONSIBILITIES**

##### **A. Staffing**

1. The operations of this ESF will be staffed by personnel from the lead agency, and, upon request of the lead agency, by personnel from the designated support agencies. This ESF will be staffed by two support individuals, in addition to individuals designated as the Emergency Coordinating Officer, Database Coordinator and Mission Coordinator.
2. The priorities for staffing the ESF and field operations will be consistent with the priorities established by the Managers Advisory Group.
3. Staffing within the initial response period of a disaster event will be by county and municipal fire service organizations, supplemented if and when needed by mutual aid organizations from adjacent jurisdictions. Staff support and assistance from state or federal agencies will be mobilized if needed later in the disaster response period.
4. Staff support to this ESF will be in accord with the provisions of this ESF and the directives of the Managers Advisory Group. Staffing of field operations will be in accord with the established procedures of the responding fire service organizations. Personnel deployment from mutual aid organizations will be in accord with the provisions of the Florida Fire Chiefs' Association Plan.

## **B. Lead Agency**

The lead agency will be responsible for the following actions regarding development, maintenance and implementation of this ESF:

1. Cooperation with the Emergency Management Division on conducting preparedness planning, training and exercises associated with this ESF
2. Maintaining the necessary operating procedures and inventories of equipment and supplies needed for the ESF to fulfill its responsibilities. The lead agency will, as indicated, ensure that inventories and databases are available within the EOC to support response operations.
3. Notification, activation and mobilization of staff of lead and support agencies assigned to this ESF, as needed
4. Organization, assignment and staffing of all facilities at which this emergency support function is required to be represented
5. Coordination of requests for assistance and support from ESF 4 during emergency and disaster situations.
6. Coordinating and supporting fire service field operations for multi-site, multi-jurisdictional emergencies and disasters.
7. Developing and implementing strategies and plans for firefighting operations at the time of a disaster that are consistent with the priorities established by the County Managers Advisory Group.
8. Maintaining coordination and consultation with the State ESF 4, if activated, regarding firefighting operations within Volusia County for the duration of the response and recovery operation.

## **C. Support Agencies**

The designated support agencies of this ESF are responsible for the following:

1. Development and maintenance of the necessary operational procedures, databases, inventories, etc. needed for effective implementation of this ESF.
2. Cooperating with the lead agency and the Volusia County Emergency Management Division in the development, implementation, and maintenance of procedures, training programs and exercises relevant to this ESF.
3. Notifying, activating and mobilizing all personnel and equipment to perform or support assigned operations as directed by the lead agency.
4. Implementing response and recovery operations at the request of the lead agency.

**D. Resource Requirements/Limitations**

Resource requirements and limitations are managed in accord with the following principals:

1. Large scale, catastrophic events could overwhelm the resources available to the lead and support agencies for this ESF, and preparations will be made by the ESF to secure additional resources as soon as resource limitations are recognized
2. The existing resources of the lead agency will be utilized for implementation of the provisions of this ESF until resources limit or threaten to limit the effectiveness of the emergency response. Resources will then be requested of the supporting agencies, from mutual aid organizations, and/or the State of Florida, whichever would provide the timeliest assistance.
3. The Volusia Emergency Management Division and the lead agency will cooperate to ensure that adequate equipment and facilities will be available for maintaining the operation of this ESF in the EOC. The primary resource requirements are operations space for three (3) individuals within the operations room of the CEOC, telephone access, cellular phone (hook-up only), AC power access for lap top computer, and access to the various radio talk-groups. Fax and copying equipment will also be necessary.

## **E. Operational Reports**

Operational and situation reports for this ESF will be prepared as follows:

1. Operational reports will be given based on the status and level of activation within the County EOC, and at the request of the Emergency Management Division and/or the Managers Advisory Group.
2. For the lead agency, Volusia County Fire Services Division, Operations Chief, will generate an Incident Action Plan (IAP) for each predicted operational period of twelve (12) hours coinciding with the period of operations within the County EOC, and forward provide this report to the Emergency Coordinating Officer. Operations by this ESF will then be implemented in accord with that plan.
3. All requests to this ESF for assistance will be documented by the issuance of a tracking assignment number cross referenced with the County EOC assigned number and retained in a database. Information on the status of implementation and/or completion of each mission assignment will be provided to the Emergency Management Division and/or the Managers Advisory Group on request.

## **F. Fiscal Management**

1. Each agency involved with operations under the ESF will draw upon their own financial resources as needed to support their responsibilities in disaster operations. Reimbursement for eligible expenses for operations during major disasters will be sought by each participating agency at the close of the disaster event.
2. Each agency and operational location will keep an exact accounting of all expenditure (funds and materials consumed) as well as personnel, equipment and facility costs. These disaster expenditures will be reported to the lead agency during the period of activation and to the Financial and Administrative Services Department after deactivation of the ESF.
3. Financial reporting by this ESF will be conducted in accord with directions from ESF 7 during periods of activation. Close communication will be maintained with ESF 7 regarding all procurement activities conducted by this ESF that are related to the disaster event.

## **Emergency Support Function #5 (ESF #5) Information and Planning**

**LEAD AGENCY:** Growth and Resources Management Department

**SUPPORT AGENCIES:** All activated county emergency support functions  
Public Protection Department  
Emergency Management Division  
Financial and Administrative Services Dept.  
Information Technology Division  
Volusia County Property Appraiser  
Volusia County Sheriff's Office  
Municipalities

### **I. INTRODUCTION**

#### **A. Purpose**

The purpose of Volusia County Emergency Support Function #5, Information and Planning, is two-fold. The first purpose is to receive, compile, process, evaluate and coordinate all information flowing into and out of the County EOC. The second purpose is to provide data to produce all necessary reports and displays to enable the Emergency Management Division, the Manager's Advisory Group, and other County emergency support functions (ESF) to develop short and long-range situational planning in a coordinated and efficient manner.

#### **B. Scope**

This ESF addresses the information gathering, processing and distribution necessary to support the emergency response and disaster recovery activities conducted by Volusia County and its municipalities at the time of a major emergency or disaster. The ESF provides primary information services within the County Emergency Operations Center (EOC) during periods of activation. It also services as the key interface with municipal and state operations during response and recovery operations to receive and provide information generated or needed by these operations.

ESF 5, at the direction of the Emergency Management Director, is activated to assist coordination of the County's response to disaster or emergency events. The ESF relies on the cooperation of other County ESFs, municipalities and state agencies to gather information from the field and provide it to the County EOC for processing. Information flow into and from the County EOC will require ESF 5 to receive large quantities of data, compile and evaluate that data and provide it to the Emergency Management Division to produce both written status and situation reports and post information within the County EOC and to the State.

### **C. Policies**

The policies that guide the implementation and operations of this ESF are the following:

1. Implementation is at the direction of the Director, Volusia County Emergency Management Division. It will be the responsibility of other County ESFs, County field operations and municipalities to provide accurate information to this ESF on a timely basis.
2. First priority for operations of this ESF will be to establish internal collection and exchange of information; through the management of incident tracking software, telephonic and written inputs within the County EOC to ensure correct mission tasking and appropriate follow-up.
3. The public distribution of information, data and reports gathered by this ESF will be the responsibility of ESF #14, "Community Information," and/or the designated public information officers for the involved county and municipal agencies.

### **D. Planning Assumptions**

The following planning assumptions provide the basis for the development and implementation of this ESF:

1. A major emergency or disaster will necessitate the gathering, processing and compiling substantial amounts of information, and the personnel and equipment resources, and effective procedures and protocols, will be available for that purpose.
2. Information needed from State, County and municipal response and recovery operations will be provided on a timely basis, and can be relied upon for its accuracy.

3. The communications and electronic systems and facilities necessary for the gathering and distribution of information will remain functional for the duration of the emergency operations of this ESF.

## **II. CONCEPT OF OPERATIONS**

### **A. General**

ESF 5 continuously processes and disseminates information vital to response and recovery operations during an emergency or disaster event. The ESF provides essential background and technical information to all appropriate authorities. The ESF also develops and maintains accurate records of overall response activities and operations. ESF 5 supports the EOC Operations group.

### **B. Organization**

1. The lead agency for ESF 5 is the Growth and Resources Management Department.
2. Support agencies include but are not limited to:
  - a. All County ESFs operational for the emergency event.
  - b. Volusia County Property Appraiser
  - c. Volusia County Information Technology Division, or the County Financial and Administrative Services Department.
  - d. County and Municipal Law Enforcement Agencies (through ESF 16).
  - e. Upon request of the lead agency, such other governmental and private sector organizations involved in the disaster event and deemed appropriate and necessary to allow the accurate and timely acquisition and dissemination of information.

3. ESF 5 will directly coordinate with the State ESF 5 when activated at the State Emergency Operations Center to provide and receive status reports and other necessary information as required.
4. This ESF will support VCEM by coordinating with data gathering and management operations at municipal EOCs activated for the response to the emergency event (as required).

### **C. Notification**

Notification of this ESF of the need to activate will be received from the Director, Volusia County Emergency Management Division. It can be anticipated that ESF 5 personnel will be activated to the County EOC for EOC activation levels 2 and 1.

Following activation to the County EOC, the assigned staff will determine the need for activation of additional personnel from the designated lead or support agencies. The assigned staff will be responsible for making subsequent notifications for staff activation.

Upon activation to the County EOC, ESF 5 will notify ESF 5 in the State EOC, and the activated EOCs of municipalities within the County, of the activation. All other activated Volusia County ESFs and locations of principal field operations will also be notified of ESF 5's activation. All notified organizations will be provided with up to date contact information for ESF 5.

Available communications that may be utilized by ESF 5 are the common carrier Telephone system, cellular telephones, the 800 MHz trunked radio system, the State's ESATCOM and the County's LAN/WAN computer system with internet WWW access. Contingency communications include the Radio Amateur Civil Emergency Services (RACES) network, Civil Air Patrol radio network and communications through RIAT resources.

### **C. EOC Messaging System**

Electronic messaging, data collection and distribution will be handled internally within the County EOC. ESF 5 personnel will be responsible for database management and task assignment of message traffic to the appropriate ESF or agency. Selective ESF personnel will maintain the databases (i.e. shelter openings/closings) so information will be current for ESF 5 to capture for reporting purposes. ESF 5 staff will utilize this system

for tracking of assignments to county ESFs, municipalities, and other organizations involved in the response and recovery operations being coordinated from the EOC.

### **III. EMERGENCY SUPPORT FUNCTIONS**

#### **A. Response Actions**

##### **1. Initial Actions**

- a. When requested to activate, the lead agency will staff the necessary positions for ESF 5 at the County EOC, test all assigned communications and electronic equipment, and notify other State, County and municipal emergency operations locations of the activation.
- b. Current information regarding the event and the status of County emergency operations will be obtained from the County Emergency Management Division for posting in the EOC, entry into the incident tracking system, and distribution to other ESFs and emergency locations.
- c. The lead agency will establish provisions and protocols for routine communication and consultation with other activated County ESFs, as well as the State ESF 5, if activated, and any activated municipal EOCs.

##### **2. Continuing Actions**

- a. On a regular basis throughout the activation of the County EOC, the ESF will request, receive, process and distribute information regarding the status of the event and emergency operations being conducted in Volusia County by federal, state, county and municipal agencies.
- b. On a continuing basis, the ESF will support the preparation of information and analyses needed to support briefings of the County EOC personnel, the Manager's Advisory Group, and "ESF 14, Community Information." This ESF is a provider of incident status to the Operations Chief, charts sitreps coordinators and any managerial assistants. Sitreps

coordinators will consolidate all data and forward county sitreps to DEM on schedule and as directed.

- c. The ESF will cooperate with the County Emergency Management Division to provide information needed by the Manager's Advisory Group to prepare, implement and monitor short- and long-term strategic plans for emergency operations within the County.
- d. Assist with the collection, processing, analysis and distribution of information necessary to recovery operations during the response phase of the operation. Up-to-date information will be posted or otherwise electronically available within the EOC.

## **B. Recovery**

During recovery operations, the organizational structure of the lead and support agencies will remain the same as that utilized for response operations, unless unexpected conditions require modifications. Actions by the recovery organization for this ESF will be as follows:

### **1. Initial Actions**

- a. This ESF will coordinate with County ESF 19, "Damage Assessment" and impacted municipalities to gather and consolidate damage assessment information and to transmit such information to the State EOC upon request.
- b. ESF 5 and EM Operations will provide information, analysis and reports regarding the impacted communities, infrastructure, and local government operations to support priority and policy development regarding recovery operations by the Manager's Advisory Group.
- c. The ESF will gather information from other County ESFs to develop planning to include projected resource requirements and anticipated operations and programs during recovery operations.

### **2. Continuing Actions**

- a. ESF 5 will continue to process and disseminate information and assist other ESFs and Emergency Management in the development of on-going action plans during the recovery phase (as necessary). Current information will be posted in the EOC and distributed and/or made electronically available within the EOC and other key locations being activated for recovery operations.
- b. This ESF will support ESF #14 in the development and publication of recovery related information for the impacted public.
- c. ESF 5 will compile and process all necessary records required to track and verify all event operations, and will assist “ESF 7, Resource Procurement,” in documenting and substantiating County expenditures for emergency response and disaster recovery operations, when appropriate.
- d. The ESF will assist the Operations section and Sitrep coordinators with compilation of data and the development of situation reports (SITREPS) and final operations reports for County Management, municipal governments, the Florida Division of Emergency Management, and the Federal Emergency Management Agency.

### **C. Coordination**

The lead agency is responsible for coordinating all actions of this ESF with other agencies and organizations. This ESF will establish and maintain coordination with the following entities:

- 1. The Manager’s Advisory Group and the County Emergency Management Division,
- 2. All ESFs and other operational entities within the County EOC,
- 3. Key field operational Forward Operations Center locations (FOCs) within the County, such as command posts and staging areas,
- 4. ESF 5, if activated, at the State Emergency Operations Center,

5. All activated municipal EOCs or key emergency locations, e.g., command posts,
6. ESF 5 operations in adjacent counties if activated for the emergency event.

#### **IV. RESPONSIBILITIES**

##### **A. Staffing**

The lead agency will provide the staffing in the County EOC for the initial activation of this ESF. Staffing level may be adjusted depending upon the scope and length of the associated event.

Additional staffing will be drawn from the designated County support agencies when necessary to fill normal operational positions or to provide specialized information management services.

##### **B. Lead Agency**

The lead agency is responsible for the following:

1. Development and maintenance of the necessary operational procedures, databases, inventories, etc. needed for effective implementation of this ESF. The lead agency will, as indicated, ensure that inventories and databases are available within the EOC to support response operations.
2. Notification, activation, and mobilization of the personnel from the lead and support agencies that are assigned to designated agencies for ESF 5, when needed.
3. Coordination of all support agency actions in performance of missions assigned to this emergency support function.
4. With the cooperation of the County Emergency Management Division, maintenance, calibration, and testing of the communications and electronic equipment serving the County EOC necessary to conduct the operations of this ESF.
5. Management of the ESF during its operations to ensure the following:

- Information collection, distribution and posting within County EOC
  - Coordination and communications with all indicated agencies, organizations and locations for the receipt and exchange of information related to the event and emergency operations
  - Staffing the ESF to ensure ongoing operations
  - Responding to requests from other ESFs, the County Emergency Management Division, municipalities, and the State EOC for information and data
  - Preparing operational plans, reports, briefings, and information displays
  - Securing specialized services and information necessary to effectively fulfill the responsibilities of this ESF
6. Preparation and/or support to preparation of final “after action” reports, information compilations and data displays required of the County
  7. Providing instruction and information programs regarding the implementation of this ESF to designated personnel in the lead and support agencies.

**C. Support Agencies**

Designated support agencies for this ESF have the following responsibilities:

1. Participating in training and exercise programs conducted by the lead agency and/or the County Emergency Management Division
2. Provision of personnel, equipment, supplies or services for implementation of this ESF upon request from the lead agency.

**D. Resource Requirements/Limitations**

Primary requirements to accomplish assigned tasking for this ESF are adequate space within the County EOC, communications equipment and links, and computer equipment needed for routine operations. The ESF staff will also need continuing access to the electronic and data management and display systems utilized in the County EOC.

## **E. Operational Reports**

This ESF has a support responsibility within the County EOC for providing information for the preparation and distribution of technical and operational reports regarding both the emergency event and the response and recovery operations being conducted within the County by the Operations Group. These reports include, but are not limited to, the following:

1. Situation reports (SITREPS) regarding the impact of the event and response operations. These reports will be distributed within the County EOC as well as to the State EOC.
2. Reports or updates of status boards, maps, displays and computer programs used in the County EOC
3. Preparation of information reports, plans or briefings for use by the Manager's Advisory Group to establish response and recovery priorities and strategies.
4. "After action" or summary reports and data compilations likely to be required or needed by the County Emergency Management Division, the Florida Division of Emergency Management, and the Federal Emergency management Agency.
5. Preparation of specialized reports, maps, and information displays upon request of the Manager's Advisory Group, the Director of the County Division of Emergency Management, ESF 14, or others.

## **F. Financial Management**

1. The lead and support agencies will be responsible for maintaining detailed records of expenditures made by this ESF during the entire period of its activation. These records will be in accord with instructions issued by the County Emergency Management Division and/or ESF 7, Resource Procurement.
2. This ESF will cooperate and coordinate with ESF 7 to facilitate accurate documentation of all expenditures by the County during the response and recovery period.

## Emergency Support Function #6 (ESF #6) Mass Care

LEAD AGENCY: American Red Cross

SUPPORT AGENCIES:

- Ocean Center
- Growth & Resource Management Dept.
  - Leisure Services Division
- Public Protection Dept.
  - Corrections Division
  - Beach Safety Division
  - Animal Services Division
- Community Services Dept.
  - Veterans' Services Division
  - Community Assistance Division
- Volusia County School District
- Salvation Army
- Volusia County Health Department
- Humane Society
- United Way
- Volusia Restaurant Association
- Council on Aging
- Radio Amateur Civil Emergency Services

### I. INTRODUCTION

#### A. Purpose

The purpose of Emergency Support Function #6, Mass Care, (ESF 6) is to define the policies and procedures that will be used by Volusia County to provide overall management and coordination of sheltering of evacuees, mass feeding, disaster welfare inquiries, and bulk distribution of emergency relief items. It also defines procedures for providing temporary housing for dislocated individuals following a disaster.

#### B. Scope

This emergency support function defines the approach to providing basic care and support to the members of the public that are temporarily affected or dislocated by a disaster situation. ESF 6 is responsible for activating, staffing and operating temporary Red Cross shelters for evacuated individuals, for providing food and other related services to severely impacted neighborhoods, and for

supporting other basic needs of disaster victims. The Volusia County School District is responsible for activating and staffing evacuation shelters in facilities owned by them.

### **C. Policies**

The policies that guide the implementation of this ESF are:

- Support services will be offered to all individuals in need regardless of their race, ethnicity, economic status or other individual characteristic.
- The municipalities may rely on this ESF to provide mass care services to municipal residents displaced or impacted by a disaster event.
- Individuals accepting services and support from this ESF will agree to abide by the rules and requirements established by the lead agency for behavior at activated shelters and other service centers, or such services and support can be denied
- Individuals with special medical or mental health needs will utilize the shelters equipped and staffed for this purpose, and they may be excluded from the shelters opened for the general public.
- Residential health care facilities within Volusia County and adjacent counties are to provide evacuation shelter for their residents and patients without assistance from this ESF and therefore their residents and patients may be excluded from the shelters opened for the general public or special needs individuals from the general public.
- This ESF will endeavor to provide mass care services for all dislocated individuals or disaster victims within the County needing such services. If local resources are unable to meet the needs of these individuals, assistance and support from outside agencies and organizations will be requested.
- Priority for mass care services will be determined based on damage assessment reports indicating the heavily impacted areas.

### **D. Planning Assumptions**

1. Volusia County and several or all of the county's municipalities could be impacted by the same disaster event.
2. Disaster events will vary in size (geographic area) and severity of impact. Evacuations to protect human life will occur, and large numbers of evacuees will need to be provided with shelter, food and care for the duration of the evacuation.
3. A disaster could occur with or without advanced warning and at a time that could produce large numbers of victims and result in widespread damage necessitating the temporary relocation of numerous disaster victims and require arrangements to provide temporary housing in the aftermath of a major event.
4. The lead and support agencies of ESF may need to provide mass care services without outside support for at least 72 hours following the onset of a disaster.
5. Major disaster events are also likely to require assistance from state, federal or mutual aid sources, and such assistance will be made available on a timely basis upon request of the lead agency.

## II. CONCEPT OF OPERATIONS

### A. General

1. The lead agency for this ESF will direct and coordinate the implementation of the annex and operations for providing sheltering, feeding, disaster welfare inquiries, and other associated services, utilizing the personnel, facilities and resources of the support agencies. The lead agency will coordinate and direct these operations from the County Emergency Operations Center (EOC) until such time as the Recovery Operations Center (ROC) is activated and staffed.
2. The lead agency will monitor and report on public shelters for evacuees from the general public, and separate shelters for evacuated persons with special needs will be operated and managed by the County Health Department and Volusia County School District.
3. The lead agency will also direct operations for mass care services at locations other than designated Red Cross shel-

ters, such as for feeding stations in impacted neighborhoods. These services will be provided upon the request of the Volusia County Emergency Management Division.

4. If the disaster event causes substantial damage in populated areas, ESF 6 will assist the County Emergency Management Division, in coordination with the State Division of Emergency Management, to establish temporary housing for the displaced disaster victims.

## **B. Organization**

### **1. Lead Agency**

- a. As the lead agency, the American Red Cross will guide and coordinate the activities of this ESF. The lead agency will maintain preparedness to implement this ESF through program activities in shelter analysis, staff training and exercises, maintenance of procedures, equipment and supplies, etc. The lead agency will also work with the designated support agencies to ensure their preparedness to implement their responsibilities under this annex. The Volusia County Emergency Management Division will assist the lead agency in the implementation of these preparedness activities.
- b. At the time of a disaster, the lead agency will activate this ESF upon request of the County Emergency Management Division. The lead agency will staff an ESF 6 work station in the County EOC for purposes of coordination and consultation with other County ESFs. ESF 6 operations at shelters and other activated locations will be coordinated from the County EOC.
- c. Upon activation of this ESF, the lead agency will request mobilization of personnel, facilities and resources of the designated support agencies as indicated by the timing, scope and magnitude of the event.
- d. Operations at field locations such as public shelters, shelters for persons with special needs, neighborhood feeding stations and other county-operated disaster relief facilities will be activated and coordinated by the

lead agency from the County EOC in conjunction with the Volusia County School District.

- e. Coordination with state and federal ESF 6 operations established in Volusia County or for the benefit of its citizens will be conducted by the lead agency.
- f. Coordination with other County ESFs for obtaining resources and services to support mass care operations will be done by the lead agency operating within the County EOC; Requests for support from other County ESFs by ESF 6 support agencies will be routed through the lead agency staff at the County EOC.
- g. The Volusia County Health Department and VCSB will be responsible for establishing, staffing and operating evacuation shelters for persons with special needs. This is done under ESF 20, Special Needs. The operations of special needs shelters will be coordinated with the lead agency and, upon activation of one or more shelters for persons with special needs, both the VCSB and the County Health Department will ensure coordination between ESF 20 and the ESF 6, and ESF 1.
- h. The Volusia County School District provides the buildings and facilities utilized by ESF 1 as evacuation shelters. When indicated by the number of shelters operated, and on the request of the lead agency, the School District will provide shelter status information as required and directed by the EOC.
- i. If the disaster event results in substantial damage in the community, evacuees will not be able to return to their former residences. The lead agency, in coordination with the county and state Emergency Management Divisions, will support efforts to provide temporary housing for evacuees displaced from their original home by the event.
- j. The lead agency will provide assistance, guidance and coordination to the County's municipalities impacted by the event regarding mass care services available for victims from municipalities.

- k. The lead agency, in cooperation with the County Emergency Management Division, will support staffing of Disaster Recovery Centers (DRCs), in accord with Annex I of the CEMP.

2. Support Agencies

- a. Support agencies will cooperate with the lead agency and the Volusia County Emergency Management Division to maintain their readiness to implement the assigned responsibilities pursuant to this ESF. Support agencies will prepare procedures to implement their assignments, obtain training, participate in exercises, and maintain the necessary facilities, information databases and personnel rosters needed to initiate ESF 6 operations.
- b. Support agencies may establish individual agency command and coordination centers, as needed, to direct field operations of their staff for ESF 6 activities. These departmental centers will maintain continued communication and coordination with the lead agency in the County EOC to ensure the overall effectiveness of ESF 6 operations and the efficient utilization of resources.

**C. Notification**

1. The lead agency will be notified of the need for activation of this ESF by the Volusia County Emergency Management Division.
2. The lead agency will be responsible for notification of its own personnel and mobilizing staff to the County EOC. The lead agency will be responsible for notification of all support agencies and requesting that they mobilize their staff and facilities or remain on standby for activation.
3. Support agencies will be responsible for notification of their staff of the activation of ESF 6 and the need to deploy to their designated duty stations or to remain on standby for deployment.
4. If it is anticipated that evacuation shelters will be activated, VCEM will ensure that the County School District and the County Health Department and ESF 6 are notified and re-

requested to activate or be prepared to activate shelter operations. The School District and Health Department are responsible for notification and activation of their respective personnel and shelter facilities.

5. The lead agency, with the cooperation of the County Emergency Management Division, will ensure that municipal emergency management officials and/or activated municipal EOCs are advised of the activation of County ESF 6. Following activation, ESF 6 staff will maintain coordination with the municipalities through the municipal liaisons stationed in the County EOC.
6. The lead agency will notify the State ESF 6, if activated, of the activation of County ESF 6, and will establish a protocol for continuing communication and coordination throughout the response and recovery operation.
7. The lead agency will notify County ESF 14 personnel, if activated, of the activation of ESF 6 and will cooperate and coordinate regarding public information concerning the activation, location and remaining capacity of public shelters to ESF 14.
8. If the State EOC indicates that a regional, multi-county evacuation will be required, the lead agency will obtain necessary information and instructions regarding the evacuation, and will notify designated host counties of Volusia County ESF 6 activation and the pending evacuation. The lead agency will maintain communication and coordination with ESF 6 personnel in the designated host counties throughout the evacuation process.
9. Commercial telephone lines will be the primary communication method between the ESF 6 Coordinator at the County EOC and the ESF 6 functions and facilities activated. Mobile telephones (if the systems are operational) will be used as the secondary means of communication between the ESF 6 Coordinator and ESF 6 functions. County ham radios and RACES will also be used where the mobile phones are not functional. Couriers will be used to carry information between ESF 6 Coordinator and the County ESF functions if all other means of communication are unavailable. Also limited 800 MHz radio communications.

### III. EMERGENCY SUPPORT FUNCTIONS

#### A. Response Actions

##### 1. Initial Action

##### a. Lead Agency:

- (1) Upon instruction from the County Emergency Management Division, the American Red Cross, as lead agency, will implement the notification process described above.
- (2) The ESF Coordinator will report to the County EOC, review the current ESF 6 Annex and obtain a report of the emergency situation; Information regarding the situation will be provided by the lead agency to all support agencies.
- (3) Consult with the Emergency Management Division Director or designee to determine the need for county-level or regional evacuation. The lead agency, as requested, will support VCEM operations in the establishment of evacuation shelters in conjunction with the VCSB. The County Health Department will activate, as needed, shelters for persons with special needs in conjunction with the VCSB. These agencies will then take the necessary action to assist and/or coordinate with the lead agency in activating, equipping and staffing the requisite number of shelter facilities.
- (4) Consult with ESF 14, and ESF 1 Community Information, and transportation to coordinate release of information regarding the opening and location of shelters and the remaining capacity of each.
- (5) Notify and coordinate with the following County ESFs to ensure the indicated services are available for support of shelter operations:

ESF 2 – Communications services (RACES)

ESF 3 – Utilities and standby power services

ESF 4 – Fire prevention and suppression

ESF 8 – First aid and counseling services

ESF 10 – Decontamination (for hazardous materials emergencies)

ESF 11 – Food and water for shelters and feeding stations

ESF 16 – Security and traffic control services

ESF 17 – Pet sheltering services

- (6) Establish communications with State ESF 6 and identify anticipated needs for assistance and support.
- (7) If a multi-county, regional evacuation is anticipated, establish communication with ESF 6 units of interior counties designated as host counties for Volusia County evacuees and coordinate resource needs and public information requirements; Notify Volusia County ESF 14 of activation status, location and status of host county shelters.
- (8) If neighborhoods are expected to have significant damage to structures, infrastructure components and utilities, initiate planning for establishing feeding stations in conjunction with the Salvation Army and providing other mass care services at the neighborhood level; Contact municipal EOCs and establish method for coordination of community mass care services.
- (9) Implement a disaster welfare inquiry response system for the registered shelter populations and other established mass care facilities.

b. Support Agencies:

Upon activation of this ESF, support agencies will take the following actions:

- (1) Upon notification by the ESF 6 Coordinator of the activation of the ESF 6, initiate notification of designated agency staff of the emergency and direct appropriate staff to “prepare for” or “initiate” activation of their assigned ESF duties.
- (2) Respond to any initial requests of the lead agency for personnel or resources.
- (3) Recall “off duty” personnel if necessary to activate assigned ESF 6 functions.
- (4) Conduct staff refresher training on ESF 6 responsibilities and procedures.
- (5) Contact the ESF 6 Coordinator at the County EOC and provide an initial activation report on their “operational readiness” to execute their responsibilities.
- (6) If a major evacuation is anticipated, the County School District will be the lead agency in the activation, equipping and staffing of public shelters. The School District, with the assistance of staff from the lead agency and other support agencies, will be responsible for the registration, staffing, feeding, medical care and other activities necessary for effective operation of public shelters.
- (7) The VCSB will coordinate with the County Health Department as lead agency for ESF 20 to ensure effective placement of evacuees in shelters for persons with special needs.
- (8) If significant destruction to neighborhoods is anticipated, cooperate with the lead agency to plan for establishing feeding stations and providing similar mass care services in the impacted communities. Prepare for ARC sheltering in private facilities.

## 2. Continuing Actions

### a. Lead Agency

- (1) Participate in EOC briefings and conduct operations in accord with the priorities and policies established by the Manager's Advisory Group.
- (2) Monitor operations of activated shelters and, with the support of other County ESFs and ESF 6 support agencies, take corrective actions when needed.
- (3) Monitor the capacity of available shelters and notify ESF 14 regarding shelters with capacity remaining, those open, and those closed.
- (4) Monitor the resources at the shelters and request assistance as needed from other County ESFs
- (5) For regional evacuation, continue communications with the State ESF 6 and the ESF 6s of designated host counties regarding shelter capacities; Notify Volusia County ESF 14 of changes in host county shelter capacity status.
- (6) Monitor damage assessment activities to determine the need to establish community feeding stations and mass care services for impacted neighborhoods; Confer with the Emergency Management Division Director, the Manager's Advisory Group and the EOCs of impacted municipalities to determine the need for community mass care services.
- (7) Continue operation of the disaster welfare inquiry system; Coordinate with County ESF 8 regarding injured or killed disaster victims.

b. Support agencies

Provide continuing support and resources to the lead agency as requested and conduct assigned missions and operations.

B. Recovery

During recovery operations, the organizational structure of the lead and support agencies will remain the same as that utilized for response operations, unless unexpected conditions require modifications. Actions by the recovery organization for this ESF will be as follows:

1. Initial Actions

a. Lead Agency

- (1) Participate in County EOC briefings and planning sessions to gain information on the magnitude of the impact of the event and the plans and priorities for County recovery phase operations; Advise support agencies accordingly.
- (2) Utilize the results of the damage assessment to determine the need to establish feeding stations and mass care services at the community level and the priority for the allocation of personnel and resources to impacted areas. To do so, ESF 6 will complete the following:
  - (a) Consult with the EOC staff of impacted municipalities regarding coordination and cooperation to establish such facilities within municipal boundaries
  - (b) Consult with the County Emergency Management Division Director and the Manager's Advisory Group regarding the need for and location of community mass care facilities, and determine the priority for action when multiple neighborhoods and/or communities have been impacted by the event.
  - (c) As indicated, with the assistance of support agencies and other County ESFs, establish feeding stations and provide other mass care services in the impacted communities.
  - (d) Work with the other County ESFs to procure and distribute the resources, personnel and materials needed to op-

- erate feeding stations and provide other community mass care services.
  - (e) Based on the magnitude of the community damages, request support services from the State ESF 6 and/or mutual aid from un-impacted, adjacent counties for assistance with establishing and operating feeding stations and providing other mass care services.
- (3) Upon termination of an evacuation for all or part of the affected areas, begin deactivation of the public shelters. Take the following actions:
- (a) Monitor continuing shelter utilization.
  - (b) Assist planning needed to consolidate and/or terminate shelter operations; including activation of private facility shelters.
  - (c) Advise ESF 14 of shelter status of shelters.
  - (d) Prepare reports on shelter utilization and provide for documentation of costs
  - (e) Continue, as needed, response to disaster welfare inquiries regarding the sheltered population
- (4) Coordinate with ESF 19 and the County Emergency Management Division to determine the need for securing emergency housing for evacuees and other displaced individuals, by completing the following efforts:
- (a) The lead agency will coordinate efforts to identify the number of evacuees in shelters that may need emergency housing due to the destruction in the evacuated areas.
  - (b) The Volusia County Emergency Management Division, with the assistance of

the lead agency and ESF 19, will coordinate efforts to identify the number and location of individuals in non-evacuated areas that need emergency housing.

- (c) If the number of emergency housing units needed is relatively small or likely to be of short duration, the lead agency will coordinate efforts to obtain such housing at local hotels, apartments, etc.
  - (d) If the number of individuals needing emergency housing is significant, the lead agency will work with the County and State Divisions of Emergency Management to define the number of housing units required and to place individuals in need into those units.
  - (e) As necessary until temporary housing units are available, the lead agency will work with the County and State Divisions of Emergency Management to provide interim housing, e.g., hotel/motel space, for individuals in need, in conjunction with ESF 18.
- (5) Provide liaison personnel for ESF 6 to the Disaster Field Office (DFO), if established by state and/or federal agencies; Upon request, provide personnel from the lead and/or support agencies to assist with staffing the Disaster Field Office.
  - (6) Ascertain when the County EOC operations will be phased out and what location and hours of operation will be used or needed to continue the overall coordination of ESF 6 functions.
  - (7) Upon request of the Emergency Management Division, assign personnel from the lead and support agencies to staff Disaster Recovery Centers (DRC) to provide assistance to disaster victims, in accord with the provisions of Annex I to the CEMP.

- (8) If necessary, provide for transition services in areas such as sheltering, emergency housing, identification of unmet needs, operation of community mass care facilities, etc. to the County Emergency Management Division.

b. Support Agencies:

- (1) Conduct recovery related operations as assigned by the lead agency; Provide facilities, personnel and materials as needed for ESF 6 operations
- (2) Advise the lead agency of the status of operations, resource availability, and problem areas.

2. Continuing Actions

a. Lead Agency

- (1) Ensure staffing of the necessary ESF 6 positions at the County EOC, at the Disaster Field Office, shelters, and at feeding stations or other community mass care operations.
- (2) Request assistance and resources from other County ESFs to ensure adequate personnel, supplies and services are available at shelters, feeding stations, and other mass care operations in the impacted areas.
- (3) Continue operation of the disaster welfare inquiry system, as indicated by the event.
- (4) Initiate operations, if needed, to coordinate activities to provide emergency housing for individuals displaced by the event; Provide liaison to state staff for emergency housing through the DFO.

b. Support Agencies

- (1) Continue to support ESF 6 operational requirements upon the request of the lead agency

- (2) Continue to advise the lead agency of the status of utilization of resources, facilities, equipment and materials; Advise of any problem areas.

## **C. Coordination**

### **1. County Emergency Operations Center**

The lead and support personnel will coordinate all ESF operational activities through the ESF 6 Coordinator at the County EOC. For the lead agency, the ESF 6 Coordinator will supervise overall mass care operations, and coordinate with other County ESF functions. From the EOC, the lead agency will develop policies and priorities for the ESF that are consistent with those established by the Manager's Advisory Group.

Requests for personnel, equipment or other resources for any operation, function or location established by ESF 6 will be routed through the lead agency at the County EOC and will be relayed to other County ESFs, the State ESF 6 or mutual aid organizations for response.

### **2. Shelters**

Public shelters will be activated, coordinated and deactivated through the direction provided by VCEM. The lead agency will be responsible for coordinating the activation and deactivation of private shelters with evacuation operations as directed by the Volusia County Emergency Management Division. The lead agency (VCSB) will also be responsible for coordination with ESF 20 regarding the activation, operation and deactivation of shelters for persons with special needs.

Resources, personnel, and supplies for operation of the shelters will be requested through the lead agency staff at the County EOC.

### **3. Community Mass Care Services**

Feeding stations, comfort stations, and other mass care services established in or near severely impacted areas will be activated, staffed, equipped and deactivated under the coordination of the lead agency from the County EOC. Requests for resources, supplies, staff, or various support services will

be made to other County ESFs and ESF 6 support agencies through ESF 6 at the County EOC.

4. Municipalities

The lead agency staff at the County EOC will be responsible for coordination with the affected municipalities for the provision of mass care services and support. ESF 6 operations will be coordinated through the Municipal Liaison staff at the County EOC, if activated, or directly with the impacted municipal EOC.

5. State and Federal ESF 6 Operations

Requests for resources and assistance from state or federal ESF 6 or ESF 6-related operations will be made through and coordinated by the lead agency staff at the County EOC.

6. Regional Evacuation Operations

The lead agency at the County EOC will be responsible for coordinating ESF 6 operations with designated host counties under conditions of a regional, multi-county evacuation.

7. Temporary Housing

The lead agency will coordinate with the County and State Emergency Management Divisions to determine the need for, and to provide when necessary, temporary housing for individuals displaced by the disaster event.

8. Others

Other agencies needing to coordinate on ESF 6 activities will be required to initially coordinate directly through the County EOC staff and the ESF 6 lead agency staff.

#### **IV. RESPONSIBILITIES**

##### **A. Staffing**

1. General Staffing Responsibilities

The lead and support agencies providing staff to assigned ESF functions will be responsible for:

- a. Maintaining a current personnel roster with telephone numbers and addresses of all personnel assigned to ESF functions for notification/recall for disaster duty.
  - b. Providing administrative support for the function their staff is operating.
  - c. Ensuring that work hours (regular and overtime) and other administrative reports are coordinated and submitted for their personnel who are in field assignments supporting ESF 6 activities.
  - f. Establishing a shift schedule for assignment of personnel for duties that require 24-hour, 7-day implementation.
  - e. Providing limited administrative support to volunteers who are activated from current agency lists or recruited/assigned to their ESF 6 function.
  - f. Coordinating with the lead agency to accomplish required staff training and exercise opportunities for disaster duties pursuant to ESF 6 and assisting with the prepackaging of disaster forms, equipment, and supplies needed to perform their functions.
3. County EOC Staffing
- a. The American Red Cross, as the lead agency for the ESF 6, will staff the ESF 6 Coordinators position in the County EOC whenever notified/requested by the County Emergency Management Director (or designated staff). The ESF 6 County EOC position will be staffed with a minimum of two people 24 hours a day during peak operations and less as required.
  - b. When necessary during major sheltering operations, the County EOC staffing for ESF 6 will, at the request of VCEM, include representatives from the County School District and/or the County Health Department.
  - c. Support agencies will provide representatives to staff the County EOC with necessary due to specialized ESF 6 operations and/or at the request of the lead agency.

## **B. Lead Agency**

The lead agency is responsible for the following:

1. Development and maintenance of the necessary operational procedures, databases, inventories, etc. needed for effective implementation of this ESF. The lead agency will, as indicated, ensure that inventories and databases are available within the EOC to support response operations.
2. Working with the County Emergency Management Division and the County School District to identify and certify suitable structures to utilize as shelters for the general public.
3. Coordinating with the County Health Department and assisting with the identification of suitable structures for use as shelters for persons with special needs.
4. Providing instruction and information programs regarding the implementation of this ESF to designated personnel in the lead and support agencies; Provide training for shelter operations personnel to ensure an adequate number of trained personnel will be available support shelter operations.
5. Notification, activation, and mobilization of the personnel from the lead and support agencies that are assigned to this emergency support function, as needed.
6. Ensuring the adequacy of staffing, equipment and supplies available to shelters activated by Volusia County, using personnel from lead and support agencies, as well as suitably trained or experienced volunteers.
7. Coordination of all support agency actions in performance of missions assigned to this emergency support function.
8. Management of the ESF during its operations to ensure the following:
  - Monitoring and reporting the activation and deactivation of public shelters with evacuation operations conducted by Volusia County.
  - Staffing the ESF to ensure ongoing operations for the duration of the response and recovery operations; Ensuring the adequacy of the 24 hour staffing of activated public

shelters for the duration of their operation, in conjunction with the VCSB.

- Coordinating with other County ESFs, the County Emergency Management Division, municipalities, and the State EOC regarding ESF 6 operations.
  - Securing specialized services and resources necessary to effectively fulfill the responsibilities of this ESF
  - Determining the need for, and supporting the activation and operation of community-based feeding stations and mass care operations.
  - Assisting with the process to identify the need for and to provide temporary housing for individuals suffering long-term displacement due to the disaster event.
9. Documentation of ESF 6 and shelter operations, mass care, and initial temporary housing operations for each disaster event.

### **C. Support Agencies**

#### **1. General Duties**

All designated support agencies will have the following general responsibilities:

- a. Maintain all necessary personnel rosters, equipment databases and information sources necessary to implement their roles in ESF 6
- b. Ensure that assigned personnel participate in training and exercise opportunities provided regarding the implementation of ESF 6, including training for staffing of activated shelters.
- c. Maintain adequate personnel, facilities, equipment and supplies to be able to fulfill their roles in the implementation of ESF 6
- d. During activation of ESF 6, respond to requests for resources, personnel or services received from the lead agency.

#### **2. Specific Duties**

The ESF 6 designated support agencies have the following indicated specific responsibilities:

- a. Ocean Center
  - Provide a cooking site and/or staging area/warehousing
- b. Leisure Services Division
  - (1) Storage and transportation of needed materials
  - (2) Staff resources
  - (3) Identify feeding sites (parks, recreational areas)
- 3. Salvation Army
  - a. Through their ESF 11 responsibilities, provide if available food and water to shelters, feeding stations, and other activated emergency locations as needed
  - b. Provide mobile kitchens for support of county field operations and feeding stations in impacted communities along with ARC/ERVs
- 4. Volusia County School District
  - a. Provide facilities for use as public shelters
  - b. Provide shelter support staff including shelter managers, registration staff, cafeteria supervisors and staff, and custodial staff for both general shelters and shelters for people with Special Needs
- 5. Head Start Program, Community Assistance Division
  - a. Provide staff resources
  - b. Establish daycare supplies and requirements within service areas and shelters
- 6. County Health Department
  - a. Provide nursing/first aid staff to each activated public shelters

- b. Provide staff, resources and materials to operate shelters for people with special needs, pursuant to ESF 20.
- 7. Veterans' Services, Community Services Department
  - a. Provide facilities to support ESF 6 operations
  - b. Provide personnel to staff ESF 6 operations
- 8. Community Services Department
  - Provide personnel to staff ESF 6 operations and activated shelters
- 9. Volusia County Sheriff's Department—provide lead agency personnel for public shelter security
- 10. Beach Safety Division
  - Provide support to shelter security
- 11. Corrections Division
  - Provide support for security in shelters
- 12. Animal Services Division
  - Collect animals located at general public shelter sites and return them to the Humane Society for the safety of the pet owners
- 13. United Way
  - a. Provide printed lists of community resources to Red Cross staff and public
  - b. Provide supplemental personnel resources
- 14. Volusia Restaurant Association
  - a. Identify facilities that will serve as feeding stations
  - b. Provide supplemental personnel for mass feedings
- 15. Council on Aging

- a. Provide support nursing for shelters
- b. Through human resources of “meals on wheels” distribute food to site locations

16. Amateur Radio Emergency Services

Provide communications in shelters via amateur radio equipment

**D. Integration with State Agencies**

The lead agency, acting through the County EOC, maintains coordination with the State ESF 6 at the State EOC during emergency response operations and with state agencies operating in Volusia County and/or through the Disaster Field Office to provide mass care services.

During regional, multi-county evacuations, Volusia County ESF 6 will coordinate with the State ESF 6 and, as indicated, directly with ESF 6 operations in host counties, to ensure adequate shelter resources are available for Volusia County residents.

**E. Resource Requirements/Limitations**

1. Each agency and community organization supporting ESF 6 is responsible for providing resource support (supplies and equipment) needed by their personnel to fulfill their assigned duties.
2. The designated lead and support agencies will also provide resource support to volunteers assigned ESF 6 functions.
3. Resource support that an agency is not able to fulfill will be requested from the County EOC through the ESF 6 lead agency.
4. If the resources available to the lead and support agencies become insufficient, the lead agency, through the County EOC, will request assistance from other County ESFs, from the State ESF 6, from volunteered and donated services obtained by County ESF 15, and/or from mutual aid organizations and adjacent counties.

**F. Operational Reports**

1. Situation reports (SITREPS) regarding ESF 6 operations, resource needs, and problem areas will be prepared and submitted by the lead agency at the County EOC as directed by the County Emergency Management Division and/or the Manager's Advisory Group.
2. The ESF 6 Coordinator will provide SITREPS to all support agencies and the activated ESF 6 locations and functions upon their issuance.
3. Shelter utilization reports will be prepared by each shelter manager in accord with established procedures and submitted through the VCSB at ESF 6 at the County EOC on a schedule established by the lead agency.
4. Support agencies will provide "status reports" on their support of their assigned ESF 6 functions to include any anticipated problems or deficiencies in supporting the mission. These reports will be prepared and submitted on a schedule established by the lead agency. Reports will also be prepared and submitted by the ESF 6 function supervisor for any established ESF 6 field location, e.g., feeding or mass care station, to the ESF 6 lead agency at the County EOC on a schedule established by the lead agency.
5. Other such operational and/or "after action" reports requested by the Volusia County Emergency Management Division will be prepared by the lead agency, with the assistance of the support agencies, and submitted on a timely basis.

#### **G. Financial Management**

1. Each agency and organization involved with ESF 6 support will draw upon their own financial resources as needed to support the responsibilities in the disaster operation. Each agency will also be responsible for seeking reimbursement for eligible expenditures from available state and federal disaster relief funds upon conclusion of operations.
2. Financial deficiencies or problems will be reported to the County EOC through the ESF 6 lead agency.
3. Each agency will keep an exact accounting of all expenditures (funds and materials consumed) as well as personnel, equipment and facility costs. These disaster expenditures

will be reported to their parent organization and to the County EOC through the lead agency.

## **Emergency Support Function #7 (ESF #7) Resource Support**

**LEAD AGENCY:** Financial & Administrative Services Dept.  
Purchasing Division

**SUPPORT AGENCIES:** Finance & Administrative Services Dept.  
Financial Services  
Personnel Services  
Fleet Management  
Public Works/Engineering  
Solid Waste  
County Attorney  
Information Technology

### **I. Introduction**

#### **A. Purpose**

Emergency Support Function #7, Resource Support, is responsible for providing logistical management and resource support to all emergency support functions in response and recovery operations. This support includes procuring and distributing emergency relief supplies, facilities, equipment, office supplies, contracting services, and all other resources that may be required. Support includes, but is not limited to:

1. Maintaining inventories of critical resources available locally.
2. Locating and identifying necessary logistical support and resources.
3. Locating and leasing required depot and distribution facilities.
4. Coordinating State and Federal resource procurement.
5. Negotiating contracts for support of emergency actions.
6. Providing requested resources to all other emergency support functions and other agencies active in emergency response.
7. Maintaining complete documentation of resource support expenditures, contacts, agreements, and other transactions.

## **B. Scope**

This emergency support function (ESF) is limited to describing Volusia County's policies, programs and procedures for obtaining resources during times of emergencies or disasters. It does not address resource procurement procedures or policies used by county agencies during non-emergency periods.

While all county ESFs will be engaged, in some degree, in procuring resources and services needed to complete response and recovery operations, this ESF serves as the County's principal coordinating group for that purpose. Other ESFs will depend on the assistance, support and guidance provided by ESF 7 for obtaining needed resources and services in a timely and efficient manner.

## **C. Policies**

The policies that guide the implementation of this ESF are the following:

1. Resource procurement actions needed to protect public health and safety will receive highest priority in the actions of this ESF. The procurement activities of this ESF will be consistent with the priorities established by the Manager's Advisory Group.
2. All expenditures by the County will be documented and tracked using reasonable and valid accounting procedures appropriate to the circumstances.
3. During periods when the County has declared a state of emergency, procurement will be in compliance with applicable local, state and federal law, although some normally utilized procurement processes, such as competitive bidding, may be waived when the best interests of the county and its citizens so indicate.
4. Volusia County will seek reimbursement from state and federal disaster relief and assistance funds for all eligible expenditures made during emergency response and disaster recovery operations. This and other County ESFs and agencies will therefore utilize cost accounting and documentation procedures adequate to support the reimbursement process.

5. This ESF will provide support and assistance to the County's municipalities in the procurement of goods and services for their emergency operations, should their capabilities to do so be impaired by the impacts of the disaster event.

#### **D. Planning Assumptions**

1. An enormous and sustained logistical operation will be required to support emergency response and recovery efforts from the effects of a major or catastrophic emergency.
2. In a major or catastrophic emergency, all local resources will be committed to emergency operations.
3. Many of the resources necessary for response and recovery operations will need to be acquired from sources other than County and local agencies.
4. Receipt and management of resources will require in-County warehousing, distribution and staging facilities or areas.
5. Coordination of resource procurement with municipalities, critical facilities, County ESFs and other government agencies will be required.
6. Resources outside the affected area will be directed to fulfill the needs of the County and local governments.
7. Some resources normally obtained from state and local governments may not be available in the impacted area due to debris and destroyed buildings.
8. The massive demand for resources during a declared state of local emergency in connection with a major or catastrophic emergency will cause the suspension of normal purchasing procedures, and the implementation of emergency procurement actions in accordance with this plan. Procurement actions will, however, be in conformance with local, state and federal regulations when consistent with the requirements of the emergency circumstances.

## **II. CONCEPT OF OPERATIONS**

### **A. General**

1. The lead agency will activate ESF 7 on the request of Volusia County Emergency Management Division. During activation, the primary purpose of ESF 7 is to locate and obtain resources that are needed in an emergency event over and above current county and municipal assets.
2. The location and procurement of needed emergency resources will be accomplished by the lead agency through the use of vendor resource listings and pre-prepared numbered purchase orders. Vendor listings will be those normally utilized by the lead and support agencies during day-to-day operations in non-emergency times. If a source for the needed product or service is not contained within these lists, ESF 7 staff will solicit support and assistance from the State ESF 7 if activated, or by using other sources, such as the Internet.
3. The primary source of equipment, supplies, and personnel beyond current county and local assets will be from other counties outside the impacted area, as well as state, regional and federal resources when possible. Resources which cannot be obtained from these sources will be procured through commercial sources. Donated goods and services will also be accessed through County ESF 15, Volunteers and Donations, to meet response and recovery needs. Local resources may be coordinated with ESF 18 and the local business operations center.

## **B. Organization**

1. Lead Agency
  - a. The Purchasing Division of the Financial and Administrative Services is designated as the lead agency for this Emergency Support Function and will coordinate all the activities of this ESF. The Purchasing Division will provide the personnel to staff the ESF 7 Coordinator's and Assistant's positions in the County EOC for 24 hours a day if necessary.
  - b. The lead agency will provide coordination and guidance to the support agencies actively assisting the implementation of this ESF. Support agencies will be activated at the request of the lead agency.

- c. The ESF 7 Coordinator will also serve as the liaison with the State and Federal ESF 7 operations, other agencies, other county EOC ESFs, and the county's municipalities regarding procurement of resource needs for emergency response and disaster recovery operations.

2. Support Agencies

Support agencies will fulfill their responsibilities as identified in this ESF, and will respond to the request of the lead agency to activate their operations. The internal organization used by individual support agencies or changes necessary to meet their responsibilities under this ESF are within their own discretion.

3. Integration with State Agencies

Volusia County's ESF 7 activities are integrated with State Agencies through the County ESF 7 Coordinator's routine liaison with the State ESF 7 Coordinator, if activated, at the State EOC.

4. Integration with Volusia County municipalities

This ESF will provide assistance and guidance to municipalities impacted by the event, and may provide direct procurement services for impacted municipalities if their capabilities to do so are overwhelmed or otherwise not available.

5. Integration with other jurisdictions and mutual aid agencies

ESF 7 may require the assistance of purchasing and contract specialists from other local government jurisdictions in Florida, made available pursuant to mutual aid agreements. These individuals may function from facilities located in Volusia County or from their normal offices, while nevertheless providing support under the supervision of Volusia County ESF 7.

## C. Notification

1. ESF Activation and County EOC staffing

- a. The lead agency for the ESF 7 will be notified of the need to activate by the Volusia County Emergency Management Division.
- b. The lead agency will notify all support agencies of the activation of the ESF and will either request activation of their staff or that the agency remains on standby for activation if needed.
- c. The ESF Coordinator will notify the State ESF 7, if activated, of the activation of Volusia County ESF 7 and will provide current contact information. The ESF Coordinator will also notify the activated EOC of each municipality in the county of the activation.
- d. Commercial telephone lines will be the primary notification and communication method between the ESF 7 Coordinator at the County EOC, the ESF 7 Support Agencies activated, municipal and commercial sources for the disaster resources needed. Cellular telephones (if the systems are operational) will be used as the secondary means of communication. The Emergency Satellite Communications System (ESATCOM) and County radios (if available) will be used to communicate with other counties and the State EOC when the commercial and cellular telephones are not functional.

Couriers will be used to carry “hard copy” communications between the ESF 7 Coordinator at the County EOC and the ESF 7 Support Agencies if all other means of communication have failed. The ESF 7 function should be prepared to relocate to another site where commercial or cellular telephone communications are available to commercial sources, and communicate with the County EOC by County radio or by courier “hard copy” documentation.

### III. EMERGENCY SUPPORT FUNCTIONS

#### A. Response

1. Initial Actions
  - a. Lead Agency

- (1) Upon instruction from the County Emergency Management Division, the Director of Purchasing or designee will notify all support agencies of the possible activation, partial activation, or activation of the ESF 7. The notification will also advise the support agencies of the current status of the event, of whether to activate staff or remain on standby, and of the ESF 7 functions they should initiate.
- (2) If indicated by the timing and/or magnitude of the event, the Director of Purchasing or designee will initiate the Purchasing Division's "Staff Notification System" to recall the employees needed for ESF operations. The staff not assigned to duty in the County EOC will also be notified of any changes in their normal duties and what emergency duties they are assigned.
- (3) Activated staff will review ESF 7, emergency purchasing procedures, and County EOC Operations Manual. Uncertainties regarding ESF 7 operations will be clarified with the County Emergency Management Division.
- (4) Activated lead agency staff will update the support agencies on the emergency situation and confirm their readiness to support ESF 7 operations.
- (5) The lead agency will obtain and verify inventories of critical equipment, personnel, and material resources needed for emergency operations. The lead agency or assigned support agency will also review any pre-existing contracts with the County that may need to be implemented for response and recovery operations.
- (6) The lead agency and/or assigned support agencies will contact any vendors of materials and supplies that can be anticipated to be necessary, e.g., motor fuel suppliers, and notify them of the situation and assess their readiness to support county operations. The lead

agency will contact any mutual aid organizations outside of the anticipated impact area and determine their readiness to provide assistance to the ESF 7 function. For resource needs that are immediately known, these sources for supplies and materials will be activated and pre-positioned at activated staging areas.

- (7) The ESF 7 Coordinator will establish contact with other Volusia County ESFs and municipal EOCs to identify immediate or anticipated resource needs and/or supplies available.
- (8) Contact the State ESF 7 Coordinator and provide information on any current or anticipated resource problems.
- (9) Advise the Volusia County Emergency Management Director and CEOC staff when the requested ESF 7 functions are fully operational.
- (10) Work with ESF 3 to identify staging areas for delivery and distribution of necessary personnel, equipment and materials obtained through the actions of this ESF. If indicated by anticipated resource needs, and if safe to do so, supplies and materials will be pre-positioned at these staging areas.

b. Support Agencies

- (1) **Accounting**, Financial Services Division
  - (a) If requested, obtain the necessary funds for the "Cash Reserve" needed to pay employees and vendors in the immediate aftermath of major emergency or disaster.
  - (b) Review procedures for cash payments to employees and vendors with staff personnel and prepare to implement the procedures if required by the emergency or disaster impact.

(2) **Construction Management**, Facilities Services Division

Activate contracts on request of the lead agency for debris removal services on critical transportation routes for emergency vehicle movement. If indicated, pre-position equipment and material in safe locations to facilitate rapid response for emergency debris removal.

(3) **Personnel Services**

(a) Provide the ESF 7 Coordinator an “updated” county personnel “skill” resource listing for use in the current emergency.

(b) Review procedures and prepare to implement procedures for hiring temporary County emergency employees to meet critical manpower needs during disaster response and recovery operations.

(4) **Risk Management**, Personnel Services

Provide the ESF 7 Coordinator with requested information to assist with insurance issues.

(5) **Facilities Services Division**, Fleet Management Division, Water Resources & Utilities Division, Road Maintenance Division, and Solid Waste Division

(a) Provide stock and repair operations to maintain critical fleet operations

(b) Anticipate and acquire or locate required repair parts stock to minimize downtime on emergency response vehicles and equipment, and to maintain vehicles and equipment in safe proper working order.

(c) To prioritize equipment repairs to facilitate recovery operations

- (d) To locate available, usable transportation and heavy equipment not in County stock
- (e) Provide facilities and facility repair operations to maintain critical operations
- (f) Prioritize repairs to facilitate recovery operations
- (g) Anticipate, acquire, locate and/or pre-position required repair parts stock to minimize downtime for water and wastewater operations, and to maintain critical systems and equipment in safe proper working order.
- (h) Initiate warehouse, depot and distribution operations as required for receipt and distribution of goods.
- (i) Furnish physical and human resources as required.

## 2. Continuing Actions

### a. Lead Agency

- (1) Ensure that the lead and support agencies are providing adequate staffing of the ESF 7 function in the County EOC and any other activated locations .
- (2) Receive requests from other County ESFs as well as impacted municipalities, as necessary, for assistance in obtaining services and materials needed to support emergency response and disaster recovery operations; Coordinate the response to those requests with the ESF 7 support agencies.
- (3) Assign priorities to resource procurement activities, as needed, that are consistent with the priorities established by the Manager's Advisory Group.

- (4) Track receipt and distribution of resources and the associated costs for those services and materials obtained by ESF 7 and committed to specific response and recovery operations for post-event reimbursement purposes.
- (5) Monitor and/or advise other County ESFs regarding the tracking and documentation of costs incurred for response and recovery operations, damaged equipment, expended materials, etc. for post-event reimbursement purposes and return of distributed resources to the agency or organization of their origin.
- (6) Advise ESF 14 and 15 of County resource needs so that the information can be made public for possible receipt through business entities and volunteers and/or donations; Coordinate with ESF 15 to ensure timely distribution of donated goods and services to respond to requests for assistance from other ESFs or impacted municipalities.

b. Support Agencies

- (1) Accounting, Financial Services Division
  - (a) Maintain security and adequacy of cash reserves.
  - (b) Make employee payroll and vendor payments in cash if the emergency event has disrupted normal operations.
- (2) Construction Management, Facilities Services Division
  - (a) Provide Inspectors to help monitor contracts and worksites; Document findings of inspections.
  - (b) Coordinate with ESF 7 staff in procuring additional contractors and contracts.
- (3) Personnel Services

Help locate and expedite the hiring of temporary employees to meet critical county emergency manpower needs.

(4) Risk Management

Coordinate and respond to insurance information requests.

**B. Recovery Actions**

During recovery operations, the organizational structure of the lead and support agencies will remain the same as that utilized for response operations, unless unexpected conditions require modifications. Actions by the recovery organization for this ESF will be as follows:

1. Initial Actions

a. Lead Agency

- (1) Predict ESF 7 staffing needs for the anticipated recovery operations and secure and assign the necessary personnel from the lead and support agencies; Develop ESF 7 staffing schedule.
- (2) Coordinate resolution of all emergency resource requests from other County ESFs through the assistance of ESF 7 support agencies, mutual aid from other counties, through the State EOC for State and Federal resources, and through commercial procurement (when other sources are not timely or sufficient for the emergency need).
- (3) Review, validate and archive documentation regarding resource procurement and costs incurred by ESF 7 and other county ESFs as the resource procurement for recovery operations begin; Secure documentation regarding the distribution of equipment, materials and supplies to agencies and organizations to facilitate the return to the point of origin.
- (4) Ensure that ESF 7 personnel are provided with time to see to personal or family needs gener-

ated by the disaster event, and that adequate staff rotation schedules are established to avoid “individual burn out”.

- (5) The ESF 7 Coordinator will work with the “Recovery Group” and other ESF Coordinators to evaluate and determine the County’s long term resource needs during the recovery period.
- (6) As needed, implement pre-existing contracts for necessary recovery services by outside organizations, e.g., debris removal and disposal; Determine the need for and/or develop new contracts for necessary recovery services.
- (6) Advise the support agencies of the known impact from the disaster event, the County’s plans for recovery operations, and the operations likely to be needed from support agencies.

b. Support Agencies

Support agencies will provide personnel and services needed to initiate and coordinate the County’s disaster recovery actions on request of the lead agency. The following specialized actions will also be provided by the designated agencies:

- (1) **Accounting**, Financial Services Division
  - (a) Continue to maintain security and adequacy of cash reserves to meet the County’s emergency needs.
  - (b) Continue to make employee payroll and vendor payments in cash until normal payroll and vendor payment procedures can be re-established.
- (2) **Public Works/Engineering**
  - (a) Ensure that the office facility and staff are prepared to provide technical specifications for repair contracts.

- (b) Designate and/or mobilize individuals to serve as inspectors to provide monitoring services on any special contracts established for recovery activities.

(3) **Personnel Services**

Continue to help locate and hire temporary County emergency employees and contract workers needed for disaster recovery operations.

2. Continuing Actions

a. Lead Agency

- (1) Continue to ensure adequate staffing of the ESF 7 operations in the County EOC and in other established locations.
- (2) Coordinate procurement of the resources needed to assist in recovery activities, as requested by other County ESFs and/or the County Emergency Management Division.
- (3) Provide assistance and guidance to impacted municipalities in resource procurement activities.
- (4) Continue to coordinate and support with county, state and federal recovery operations conducted from the County EOC or other locations
- (5) Consult with other County ESFs to evaluate and determine the County's long term resource needs during the recovery period; Plan actions for procurement operations to meet these needs.
- (6) Monitor support agencies and other County ESFs to ensure proper documentation of contract developments and expenditures for goods and services, as well as the distribution of equipment, materials and supplies to response agencies and organizations.

- (7) Ascertain when the CEOC operations will be phased out and what location and hours of operation will be needed to continue the ESF 7 functions; Advise activated support agencies, contractors and vendors accordingly.

b. Support Agencies

Support agencies will continue operations to provide services and materials to county recovery operations as directed by the lead agency. In addition, the following specific actions will be taken, as needed:

- (1) Accounting, Financial Services Division
  - (a) Coordinate with county banks to re-establish electronic deposit of county employee earnings as soon as possible.
  - (b) Re-establish normal purchase and payment procedures for vendors as soon as banking and other disaster related problems permit; Advise ESF 7 lead and support agencies, vendors and contractors accordingly.
  - (c) Continue cash payments for the employee payroll and vendor purchases until normal operations for those areas can be achieved.
- (2) Public Works/Engineering
  - (a) Provide inspectors to monitor contractor performance on repair contracts.
- (3) Personnel Services
  - (a) Continue to provide temporary employees for disaster related manpower needs.
  - (b) Provide employment extensions for temporary disaster employees whose services are needed beyond 6 months. Obtain waiver of the State requirement

to enter such employees in the State Retirement System.

## **C. Coordination**

### **1. County Emergency Operations Center**

- a. All support agencies will coordinate any operational activities relating to their accepted emergency responsibilities with the ESF 7 Coordinator at the County EOC.
- b. Other County Emergency Support Functions will coordinate their emergency/disaster resource requirements and any procurement activities with the ESF 7 Coordinator when their current operational assets cannot meet mission demands.
- c. The ESF 7 Coordinator will establish any necessary or specialized procedures and/or documentation requirements for procurement operations by the county. These requirements will be issued to all County ESFs at the County EOC, as well as to county personnel operating from other locations.
- d. Procurement activities by ESF 7 will be conducted in a manner consistent with the priorities and policies established by the Manager's Advisory Group.
- e. Coordination of ESF 7 operations with the state or federal resource procurement activities will be coordinated by the lead agency from the County EOC.

### **2. Municipalities**

Municipal resource support will be coordinated through the municipal Liaison Officer positioned in the County EOC directly with the responsible County ESF. The responsible County ESF will coordinate with the ESF 7 Coordinator for procurement of resource needs beyond their current assets.

### **3. Others**

Other agencies or organizations requiring disaster related resource support will coordinate their needs directly with the County ESF responsible for that resource support. The pri-

mary ESF will then coordinate with ESF 7 for procurement of resources beyond their assets.

#### **IV. RESPONSIBILITIES**

##### **A. Staffing Requirements and Responsibilities**

1. The lead agency is responsible for assuring the adequacy of the staffing for ESF 7.
2. Staffing requirements will vary for ESF 7 lead and support agencies, depending on the scope and severity of the disaster event. Staffing requirements beyond each agency's available personnel will be corrected by hiring temporary emergency personnel, obtaining mutual aid personnel assistance from non-affected counties, or referral to the State EOC for resolution.
3. The lead and support agencies providing staff to assigned ESF functions will be responsible for:
  - a. Maintaining current personnel rosters with telephone numbers and addresses of all individuals assigned to ESF 7 functions for notification/recall for disaster duty.
  - b. Providing administrative support to the staff for completion of their assigned missions.
  - c. Ensuring that work hours (regular and overtime) and other administrative reports are coordinated and submitted for their personnel who are in field assignments supporting ESF 7 activities.
  - d. Providing trained replacement personnel for those on ESF 7 assignment to cover illness, emergency personal needs, and scheduled rotation to prevent employee/volunteer "burn-out".
  - e. Working with ESF 15, Volunteers and Donations, to provide limited administrative support to volunteer organizations that have been assigned emergency response or disaster recovery missions for the County.
  - f. Working with the County Emergency Management Division to accomplish the required staff training for disaster duties and for making pre-event preparations

for ESF 7 operations, such as creating and distributing disaster forms, securing and maintaining equipment, and ensuring the adequacy of supplies likely to be needed.

## **B. Lead Agency**

The Purchasing Division of the Financial and Administrative Services Department is the lead agency for ESF 7. As such, it has the following responsibilities:

1. Maintain adequate preparedness to ensure effective implementation of ESF 7 through the following actions:
  - (a) Ensure the development and maintenance by the lead and support agencies of operating procedures needed to implement the provisions of this ESF.
  - (b) Providing training and exercise opportunities for designated lead and support agency staff
  - (c) Reviewing all applicable state and federal resource procurement regulations and incorporating such requirements into Volusia County emergency response and disaster recovery procedures.
  - (d) Establishing the necessary accounting and documentation information systems needed to track contracts and expenditures, as well as distribution of equipment, materials and supplies by County ESFs and other organizations
  - (e) Maintaining adequate mutual aid agreements to facilitate staffing of resource procurement operations during catastrophic disasters
  - (f) Work with county agencies to maintain current inventories of facilities, equipment and supplies as well as current rosters of personnel and their skills and capabilities. The lead agency will, as indicated, will assist other ESFs to ensure that inventories and databases are available within the EOC to support response operations.
  - (g) Maintain information on locations and facilities needed for pre-positioning and/or staging equipment, re-

**sources and supplies needed for likely response and recovery operations.**

2. Coordinate ESF operations to locate and purchase equipment, supplies and services for disaster response and recovery operations, when these resources are not available from local, county, state, or federal sources in the time necessary to save lives or ease human suffering.
3. Provide personnel to staff the ESF 7 Coordinator and Assistant positions in the County EOC 24 hours a day, when needed.
4. Provide backup staff in the Purchasing Division offices to assist the County EOC ESF 7 to staff in their missions.

**C. Support Agencies**

Support agencies are responsible for completing the necessary preparedness activities in procedure development, training, data management, inventory maintenance, and resource procurement to be able to effectively implement their responsibilities upon request of the lead agency. In addition, the following specific responsibilities will be addressed by the designated agency:

1. **Accounting**: Provide financial management, control and support for emergency operations.
  - a. Establish a cash reserve to pay employees and vendors when warning is received of an imminent disaster impact upon the County, and the action is requested by the ESF 7 Coordinator.
  - b. Develop procedures for paying County employees in cash during the disaster recovery phase until such time as normal payroll and banking activities can be resumed.
  - c. Develop procedures for paying vendors who require cash for their product or services during the disaster recovery phase until such time that normal purchase order and payment activities can be resumed.
  - d. Provide information on County fixed assets upon request.

2. **Public Works/Engineering:**

- a. Prepare contracts for immediate activation during the response phase of a major emergency or disaster.
- b. Develop and use technical specifications for “infrastructure” repair contracts as needed to support procurement of disaster recovery activities.
- c. Provide trained individuals to monitor contracts for disaster recovery operations and to inspect construction and repair projects by contractors.
- d. Provide information on County resources from these departments regarding both equipment and personnel.

3. **Personnel Services**

- a. Develop and provide the ESF 7 Coordinator a County personnel “skill” resource listing for use during and after emergency/disaster operations.
- b. Establish procedures for hiring “temporary County emergency employees” to meet critical manpower needs during the disaster response and recovery phases.

4. **Risk Management**

- a. As required, gather all appropriate documents to verify that the County’s exposure to extraordinary risks is lessened.
- b. As required, respond to requests for assistance from insurance adjusters, FEMA personnel concerning property insurance coverage, etc.
- c. As required, staff will coordinate insurance issues between local government units and carriers.

**D. Resource Requirements/Limitations**

- 1. Each agency supporting an ESF 7 function is responsible for providing resource support (supplies and equipment) needed by their personnel to operate that function.

2. Resource support that an agency is not able to provide for the function they are supporting will be requested from the County EOC through the ESF 7 Coordinator.
3. Resource support to any “volunteers” who are working in ESF 7 functions will be obtained, provided and/or coordinated by the lead agency.
4. County ESF 7 will assist impacted municipalities with securing needed resources for operation of the resource procurement function.
5. Additional resource support for ESF 7 operations, when needed, will be sought through the State ESF 7 and/or mutual aid from other counties not impacted by the event.
6. To facilitate ESF 7 operations, upon request, each County ESF will make provide inventories of equipment and/or rosters of personnel available for response and recovery operations.

#### **E. Operational Reports**

1. Situation reports (SITREPS) will be submitted daily or as requested by ESF 5 and/or the County Emergency Management Division. All SITREPS will be submitted by the ESF 7 Coordinator to ESF 5 for consolidation and inclusion in the County SITREP to the State EOC.
2. Support Agencies will provide daily “status reports” on their support of their assigned ESF 7 functions to include any anticipated problems or deficiencies in supporting the mission.

#### **F. Financial Management**

1. Each agency involved with ESF 7 support will draw upon their own financial resources as needed to support their responsibilities in the disaster operation. Each agency will also seek reimbursement of eligible disaster-related expenditures from state and federal disaster relief programs after a major disaster.
2. Financial deficiencies will be reported to the County EOC through the ESF 7 Coordinator.
3. Each agency will keep an exact accounting of all expenditures to include funds and materials consumed, as well as

personnel, equipment, and facility costs. These disaster expenditures will be reported to the County EOC through the ESF 7 Coordinator.

## **Emergency Support Function #8 (ESF #8) Health and Medical Services**

**LEAD AGENCY:** Volusia County Health Department (VCHD)

**SUPPORT AGENCIES:** EVAC Ambulance Services  
Volusia County Medical Examiner  
Volusia County Medical Society  
Local Hospitals  
American Red Cross  
State of Florida  
Florida Department of Health  
Agency for Health Care Administration  
Dept of Business and Professional Regulation

**ANNEX:** ESF 8 Medical Reserve Corps Annex

### **I. INTRODUCTION**

#### **A. Purpose**

The purpose of Emergency Support Function #8, Health and Medical Services (ESF 8) is to establish a coordinated effort to secure and/or provide needed medical and health services in response to an actual or potential disaster. This ESF establishes a coordinated effort with the ESF 8 of the State Comprehensive Emergency Management Plan and its delineation of supplemental assistance available to local jurisdictions.

#### **B. Scope**

A disaster poses health and safety threats including problems related to medical/health facilities, i.e.; damage, inability of staff to report to duty, overwhelming numbers of injured, and public health threats such as problems related to food, vectors, water, wastewater, solid waste and mental health concerns.

The scope of the ESF 8 Annex is intended to address the following functional areas:

1. Assess health / medical needs.
2. Conduct disease control / epidemiology activities.
3. Organize health / medical care personnel.

4. Identify and coordinate health / medical equipment and supplies.
5. Maintain status of in-hospital capabilities.
6. Assure food and drug safety.
7. Conduct vector control and monitoring.
8. Assess environmental status of potable water supplies as well as wastewater and solid waste disposal in coordination with ESF 3 (Public Works & Engineering) and ESF 10 (Environmental Protection).
9. Provide victim identification / mortuary services.
10. Coordinate emergency medical transportation and services.
11. Identify mental health and victim counseling services for referrals.
12. Provide emergency health advisories and related data for public information.
13. Provide guidance to local agencies on emergency responder safety and health issues.
14. Support medical command and control of the Medical Command and Control Unit.

**C. Policies**

1. The operations of ESF 8 will be directed toward the performance of health and medical functions in conjunction with the conduct of county emergency operations and protective actions. The primary focus of this effort will be to provide these emergency services.
2. All employees are considered to be essential personnel for the purpose of providing emergency and disaster assistance to Volusia County.
3. VCHD will provide assistance in the form of mutual aid to any other county health department within Florida, when requested and able, and will request such assistance for

deployment in Volusia County when necessary.

4. The Director will be considered the County Health Officer for the purposes of any local request for state assistance or coordination.

#### **D. Planning Assumptions**

Implementation of this ESF 8 Annex is based on the following planning assumptions:

1. A major disaster could result in numerous injuries and/or fatalities in the affected communities, stressing the capabilities of medical and health care institutions within the county.
2. Medical and health care facilities will cooperate with ESF 8 in the management and care of victims. Structural damages or operational failures and shortfalls could further reduce the capacity of Volusia County medical facilities to receive and care for disaster victims.
3. Residential health care facilities in Volusia County will implement their own comprehensive emergency management plans and will not rely on ESF 8 for assistance during evacuation and sheltering events. However, if conditions do not allow for the successful evacuation of the facility, the facility may contact the VCHD FOC liaison for assistance.
4. There may be many disaster victims housed at shelters and community mass care facilities that will require short-term mental health counseling to deal with the impacts of the event. In addition, emergency workers may require critical incident stress debriefing and mental health counseling during and after the event.
5. Damages to utilities, infrastructure components, housing, and environmental resources could pose significant and widespread health and safety risks to the public.
6. This plan assumes that the Health Department is not the lead in the response as they would be for an epidemic; the scope of this plan covers events in which ESF 8 is activated in support of the County CEMP.

## **II. CONCEPT OF OPERATIONS**

### **A. General**

1. At the local level, during declared states of local emergency, the VCHD as lead agency for ESF 8 and functioning from the County Emergency Operations Center (EOC) will implement, monitor, coordinate and guide all health and medical activities being conducted in conjunction with municipal, county, state and federal disaster response within or for the benefit of Volusia County. Assistance and specialized services will be provided by the designated support agencies operating from field units, command posts, staging areas and from other facilities.
2. The VCHD will also coordinate and guide the movement of disaster victims to emergency medical treatment facilities located within and outside of the county, as necessary, based on the magnitude and characteristics of the disaster event.
3. In the event of a declared evacuation, the VCHD is also responsible for coordinating ESF 20 (Special Needs) establishing, staffing and operating shelters for persons with special needs.
4. The VCHD Field Operations Center (FOC) will function under the ICS structure. Community partners and supporting agencies will report to the liaison officer. Resource assessment, identification and provision will be fielded at this level. If resources cannot be obtained at this level, then requests would be routed to the EOC for further identification and/or provision.
5. The VCHD, operating through the County EOC, will also coordinate with, and respond to requests from other county ESFs regarding health and safety services and resource needs for the public, persons with special needs and emergency responders. Specialized personnel and equipment may be deployed by the lead agency, with the assistance of

support agencies, to various emergency facilities established within the county.

6. If for some reason the Director of the VCHD is not available or incapacitated, the Environmental Health Administrator will assume responsibility, or another member of Senior Leadership as directed by VCHD Administrator.

**B. Organization:**

1. Local level:
  - a. The Director of VCHD and / or designated personnel will report to the County EOC and will coordinate activities of ESF 8 and provide assistance as required for support function activities for other ESFs.
  - b. From the County EOC, the VCHD staff will supervise and coordinate the activities of the designated lead and support agency personnel and will provide coordination of the in-county medical and health care facilities involved in the event.
  - c. A Field Operations Center (FOC) located at the 1845 Holsonback Drive location in Daytona Beach will be staffed with individuals working 12-hour shifts to coordinate ESF 8 operations and update the County EOC. In the event that the facility in Daytona is rendered unavailable, a second location at 121 W Rich Avenue in Deland will become the VCHD headquarters for continuity of operations purposes.
  - d. The VCHD coordinates ESF 20 (Special Needs Shelters) to assist with meeting the health and medical needs of evacuation shelters for persons with special needs. Services provided to these facilities will be in accord with the number of facilities activated and their utilization.
  - e. If necessary, temporary morgues will be established under the direction of the Volusia County Medical Examiner, with the coordination and assistance of the lead agency and other support agencies for ESF 8.

- f. The VCHD will staff or secure specialized services and resources for sampling, monitoring and control of environmental conditions, water supplies, waste disposal, food supplies, pharmaceuticals, etc. to assure their safety, upon request of other County ESF's or the Volusia County Emergency Management Division.

2. State/Regional level:

- a. At this level, the duties of ESF 8 will be organized under the auspices of State ESF 8 (Health / Medical) in accordance with the State's Comprehensive Emergency Management Plan, and coordinated from the State EOC.
- b. When regional facilities in or for the benefit of Volusia County have been established, the VCHD, as lead agency for the County ESF 8, will activate liaison personnel for coordination between the County EOC and such locations or facilities.
- c. The State's ESF 8 response will be activated and directed by the State Health Office (SHO) / ESF 8 Coordinator at the State EOC.
  - (1) If the situation warrants a follow-up activity, impact assessment will require one or more representatives to be placed on the State Rapid Impact Assessment Team (RIAT). They will provide expertise in health and medical assessment and immediate response planning for the affected areas.

3. Federal level:

ESF will be organized under the auspices of ESF 8 (Health / Medical) in accordance with the National Response Framework (NRF) ([www.fema.gov/NRF](http://www.fema.gov/NRF)).

4. Support Agencies:

- a. Medical Examiner's Office

- (1) Coordinate with ESF 4 (Fire Fighting) and ESF 9 (Search & Rescue) during detection and suppression of fires, urban search and rescue operations, to identify victims and arrange for mortuary services. Provide access to FEMORS, then DMORT.
- (2) Coordinate with ESF 6 (Mass Care) in identifying victims and arranging for mortuary services.
- (3) Coordinate services of local funeral directors.

b. Hospitals

- (1) Assist and coordinate with ESF 4 (Fire Fighting) and ESF 9 (Search & Rescue) in providing emergency hospital care.
- (2) Assist and coordinate with ESF 8 in maintaining the integrity of the EMS system.
- (3) Assist and coordinate with the fire departments and ambulance services in providing medical care for people with special needs.
- (4) Activate internal SOPs pertaining to worker health and safety.
- (5) Provide triaging and/or disposition of evacuees in accordance with responsibilities.

c. EMS (Medical Director and EMS Manager)

- (1) Provide coordination of emergency assessment, transportation and patient tracking.
- (2) Provide patient treatment protocols.
- (3) Assist in on-scene service delivery.
- (4) Assist in determining need for additional medical support .

d. EVAC

- (1) Assist and coordinate with ESF 4 (Fire Fighting) and ESF 9 (Search & Rescue) to provide on-site emergency care and transportation of injured.
- (2) Assure transportation in the event of hospital evacuations.

e. Volusia County Medical Society

- (1) Assist in recruiting medical and mental health care providers for the provision of essential medical services.

f. Agency for Health Care Administration

- (1) Coordinate need to initiate waiver of rules and regulations regarding licensed professional personnel.
- (2) Maintain and provide a listing of hospitals, nursing homes, Assisted Living Facilities, etc., which should include CEO names and 24 hour phone numbers.
- (3) Provide bed availability status of hospitals outside disaster watch area.
- (4) Determine status of hospitals, nursing homes and assisted living facilities in impacted area after disaster event clears.

g. Department of Professional and Business Regulation (DBPR)

- (1) Provide inspectors for restaurants, hotels, motels and apartment complexes.

h. Department of Health / Medical Quality Assurance (MQA)

- (1) Provide licensure verification of medical/health care personnel within the state and from other

states

- i. Department of Agriculture and Consumer Services (DACs)
  - (1) Provide inspectors for food suppliers, food outlets and ice distribution suppliers to help ensure public access to a safe and wholesome food supply.

### **C. Notification**

1. The VCHD will be notified by the Volusia County Emergency Management Division of the need for activation of the ESF. Upon notification to activate, the VCHD will deploy staff to the County EOC to establish the ESF 8 work station. The FOC and staging areas will be staffed as required.
2. The ESF 8 is responsible for notification of the designated support agencies of the activation of the ESF and requesting them to activate or to remain on standby for activation. Each agency is responsible for notification of its staff of the activation of ESF 8.
3. The VCHD will notify the State ESF 8, if activated, of the activation of County ESF 8 and obtain the necessary contact information.
4. If indicated by the type of event, its magnitude and the anticipated impact, the VCHD will notify the following of the activation of ESF 8:
  - a. County ESF 6 (Mass Care) and ESF 20 (Special Needs Shelters), if activated, regarding establishing evacuation shelters for the general public and persons with special needs.
  - b. Hospitals and medical care facilities in Volusia County.
  - c. ESF 8 and / or the health departments of adjacent counties.

- d. Municipal EOCs and / or the municipal contact individual for the lead agency (VCHD).
5. Volusia County Emergency Management Division will advise the lead agency that residential health care facilities in the County that would be subject to an evacuation recommendation or order have been contacted and instructed accordingly.
6. Pre-impact communications will take place using telephones, FAX and email.
7. Post-incident communications between the County EOC, FOC and facilities will take place using telephones, FAX and email, if operable. 800 Mhz radios and cellular phones will be used to communicate with EOC and FOC in the event of telephone failure. ESF 2 (Communications) will provide Radio Amateur Civil Emergency Service (RACES) support for radio communications in the event of a Volusia County communications system failure.

### **III. EMERGENCY SUPPORT FUNCTIONS**

#### **A. Response**

##### **1. Initial Actions**

##### **a. Lead Agency**

- (1) Immediately following notification to activate this ESF, the VCHD will complete the following:
  - (a) Mobilize assigned staff to the County EOC and establish the ESF 8 work station, the FOC and the staging area(s); ensure that all VCHD supervisors of these locations are briefed on the situation.
  - (b) Conduct an initial assessment of health and medical needs, to include the general public and people with special needs who accessed shelters in Volusia County and are under care. EH staff will assess all general and Special Needs

Shelters for health, safety and sanitation issues.

- (c) Determine need for response to mass casualty incidents; take actions to provide resources and to coordinate with hospitals. Advise the County Emergency Management Director on the need for activation of the Volusia County Multiple Casualty Incident Response Plan.
- (d) Review available inventories and anticipate the needs for medical equipment and supplies.
- (e) Determine the need for patient evacuation and/or relocation.
- (f) Determine the need for in-hospital care and identify in-state resources.
- (g) Determine needs for assistance and coordinate response to the following:
  - I. Safety and availability of food and drugs
  - ii. Providing medical and health information for the public and emergency workers
  - iii. Vector control
  - iv. Potable water, wastewater and solid wastes
  - v. Victim identification and mortuary services

b. Support Agencies

Immediately following notification by the VCHD to commence response actions for ESF 8, each support agency will complete the following:

- (1) Alert personnel and activate operations and/or facilities as necessary.
- (2) Establish communications with ESF 8 at the FOC.

- (3) Send identified liaison to FOC.
- (4) Review procedures and the availability of necessary resources. Review available inventories of equipment, materials and supplies. Notify the lead agency regarding any problem areas

## 2. Continuing Actions

- (a) Lead agency
  - (1) Update initial assessments.
  - (2) Request and coordinate state resources.
  - (3) Coordinate medical/patient transport requests.
  - (4) Coordinate the activation of health and medical response teams.
  - (5) Arrange for the movement of supplies, equipment and support personnel to staging areas or direct target sites.
  - (6) Coordinate requests from hospitals and medical facilities; identify hospital care resources.
  - (7) Coordinate requests for medical evacuation.
  - (8) Continuously acquire and assess information about the emergency situation.
  - (9) Continue to identify the nature and extent of health and medical problems. Establish appropriate monitoring and surveillance of the situation to obtain valid, ongoing information regarding both the public and emergency responders.
  - (10) Maintain appropriate listings of agency staff to call for performing response activities.

- (11) Maintain staffing of ESF 8, as needed, for 24 hours per day, 7 days per week.
- (12) Maintain current listings of all available resource providers, including private sector vendors.
- (13) Ensure all agencies and operational locations record actions taken and maintain communications with ESF 8 at the FOC.
- (14) FOC will provide status reports to EOC / ESF 8 who will in turn forward to ESF 5 (Planning) and County EOC Operations.
- (15) Continually assess priorities to address the most critical issues in dealing with health and medical needs, and develop strategies for implementation accordingly (example: mosquito repellant ordered and issued to the public through mass distribution sites).
- (16) If evacuation shelters have been activated, provide medical personnel necessary to address health needs of shelterees and shelter staff. Provide referrals for behavioral health if necessary.
- (17) Track resources committed to specific missions and redeploy resources if necessary; monitor availability of equipment, materials and supplies from current inventories. Provide ESF 5 (Planning) and County EOC Operations with updated information regarding resource availability.
- (18) Identify needs for public health advisories and support ESF 14 (Public Information) in making public information available when needed.

(b) Support Agencies

- (1) Continue to implement emergency response operations as assigned or as needed

- (2) On the schedule requested, provide the lead agency with operational status reports, resource capabilities and needs, inventory depletion, and field information

## **B. Recovery**

During recovery operations, the organizational structure of the lead and support agencies will remain the same as that utilized for response operations, unless unexpected conditions require modifications. Actions by the recovery organization for this ESF will be as follows:

1. Initial Actions
  - a. Assess and implement the need for health and environmental surveillance plans.
  - b. Determine the need for response to mass casualty incidents and take action as needed including activation of the Volusia County Multiple Casualty Incident Response Plan if necessary.
  - c. Prepare for participation in search and rescue missions as required and take action as requested.
  - d. Determine the functioning of medical facilities and their capabilities and take corrective action as indicated.
  - e. Determine the need for continuing medical and mental health services of activated shelters.
  - f. Determine the need for mental health counseling services in the affected communities and refer to ESF 6 (Mass Care).
  - g. Maintain adequate staffing until deactivation of shelters.
2. Continuing Actions:
  - a. Provide resources to assist in health and medical activities during the recovery phase.

- b. Coordinate with ESF 5 (Planning) and Volusia County Emergency Management Division (VCEMD) to support the development of long-term strategies.
- c. Provide updates of operations to support agencies, ESF 5 (Planning), EOC Operations and ESF 14 (Public Information); support and consult with ESF 14 (Public Information) regarding the issuance of public health and safety advisories.
- d. Assist other County ESF's in dealing with:
  - 1] Safety of food and drugs
  - 2] Health problems of disaster victims and emergency workers
  - 3] Public health information
  - 4] Vector, vermin and insect control
  - 5] Potable water, wastewater and solid waste
  - 6] Victim identification and mortuary services
  - 7] Obtaining critical incident stress debriefings for emergency workers

### **C. Coordination**

- 1. The VCHD will provide coordination of all operations and activities associated with ESF 8 from the County EOC in order to facilitate interaction with other county ESFs, the County Emergency Management Division, the County Manager's Advisory Group and municipal and state liaisons stationed in the County EOC.
- 2. The VCHD and support agencies may establish separate coordination centers at such locations as shelters, staging areas, community mass care locations, and temporary facilities established for management of the event and its impacts, e.g., a temporary morgue or field clinic/hospital. However, all such coordination centers will maintain continuing communications with the VCHD positioned at the County EOC and will cooperate with the policies, priorities, and coordination efforts of the VCHD from this location.

3. Each lead and support agency operation utilizing assisting organizations and / or vendors will be responsible for the coordination among such entities. The VCHD at the County EOC will be consulted regarding significant involvement or responsibility given to any assisting organization or vendor by a lead or support agency operation.

#### **IV. RESPONSIBILITIES**

##### **A. Staffing**

1. General Staffing Responsibilities
  - a. The VCHD and support agencies will have and maintain appropriate listings of agency staff to call for performing response activities.
  - b. Response personnel will be available 24 hours a day, seven days a week; 12-hour shifts will be established for the duration of ESF activation.
  - c. The VCHD and support agencies will have and maintain listings of all available resource providers used by the agency in emergency situations. These include private sector vendors.

##### **B. Lead Agency**

The VCHD will have the following responsibilities:

1. Development and maintenance of the necessary operational procedures, databases, inventories, etc. The VCHD will ensure that inventories and databases are available within the FOC and County EOC to support response operations.
2. Guiding and assisting support agencies to develop the necessary operational procedures, databases, inventories, etc.
3. Notification, activation and mobilization of the personnel from the VCHD and support agencies that are assigned to this ESF.
4. Coordination of all support agency actions in performance of missions assigned to ESF 8.

5. With the assistance of the Volusia County Emergency Management Division, provide training and exercise opportunities for VCHD and support agencies.
6. Management of the ESF during its operations to ensure the following:
  - a. Provide leadership in directing, coordinating, and integrating the overall efforts to provide medical and public health assistance for all events including chemical, biological, radiological, national disaster and epidemic events (CBRNE).
  - b. Coordinate and direct the activation and deployment of resources of health and medical personnel, equipment and supplies.
  - c. Coordinate evacuation of patients in accordance with appropriate ESF support agencies from the disaster area when evacuation is deemed feasible and appropriate; assist with quarantine measures if warranted.
  - d. Arrange for the active and passive surveillance systems to protect public health and emergency responders.
  - e. Coordinate with the support agencies in directing and prioritizing health and medical activities.
  - f. Coordinate to ensure that a sufficient number of trained medical personnel are stationed at each mass care site.
  - g. Coordinate with ESF 2 (Communications) to ensure that a working system of communications with the County EOC has been established; this may include radio, telephone or cellular phones.
  - h. Coordinate with ESF 1 (Transportation) and ESF 7 (Resource Support) for generators and fuel.
  - i. Evaluate DOH licensed food hygiene facilities to ensure they meet State operation standards. This would include any shelters and mass food distribution and feeding sites.

- j. Assist sister agencies (i.e.: DBPR, DACs, etc) to ensure safe food supply.
- k. Activate, coordinate and / or support field operations for vector, vermin and insect control.
- l. Coordinate with ESF 7 (Resource Support) and ESF 15 (Volunteers & Donations) for supply information pertaining to potential volunteer groups, contract vendors, and other entities that may be able to supplement local resources.
- m. Coordinate with ESF 15 (Volunteers & Donations) regarding the activities of volunteers actively engaged in providing assistance.
- n. Ensure sufficient personnel are trained and available to staff the County EOC 24 hours per day, seven days a week.
- o. Document requests for assistance for ESF 8 support and actions taken.
- p. Establish and implement a protocol for prioritizing response and recovery activities.
- q. Support local agencies with securing critical incident stress debriefings for emergency workers.

## **C. Support Agencies**

- 1. Medical Examiner's Office
  - a. Coordinate with ESF 4 (Fire Fighting), ESF 6 (Mass Care) and ESF 9 (Search & Rescue) to identify victims and arrange for mortuary services.
  - b. Request support through the VCHD at the County EOC for FEMORS and DMORT assistance from the State.
  - c. Coordinate services of funeral directors locally.
  - d. Activate temporary morgue(s) and/or the use of morgue facilities in adjacent counties; provide or secure adequate personnel for victim identification from

within the ME's Office, from mutual aid resources, and/or from the State ESF 8.

- e. Provide confirmed information regarding identification of fatalities to ESF 14 (Community Information) and ESF 6 (Mass Care).
- f. Provide for notification of next of kin in accord with existing procedures in coordination with ESF 6 (Mass Care).

## 2. Hospitals

- a. Activate hospital emergency plans to fulfill responsibilities under the County's mass casualty plan.
- b. Coordinate with ESF 8 at the County EOC to provide emergency hospital care to disaster victims.
- c. Provide a continuing flow of information to ESF 8 and / or the on-scene staging areas regarding capacity to receive patients.
- d. Track the relocation of patients to other facilities; provide identification information regarding admitted victims to ESF 6 (Mass Care) for notification of family members.
- e. Assist and coordinate with the fire departments and ambulance services in providing medical care for people with special needs.

## 3. EMS

- a. Provide coordination of on-scene medical care and/or transportation among emergency rooms; assist with transportation of victims to out-of-county hospitals.
- b. Assist with the procedures/protocols for the County's mass casualty incident response plan.

## 4. EVAC

- a. Assist and coordinate with ESF 4 (Fire Fighting) and ESF 9 (Search & Rescue) to provide on-site triage, treatment and transportation of injured.
  - b. Provide ambulance transportation assistance in the event of evacuation as directed by ESF 8.
- 5. Volusia County Medical Society
  - a. Provide medical and health care providers to provide augmentation medical services.
  - b. Work with ESF 15 (Volunteers & Donations) to secure and coordinate donated medical services and supplies.
- 6. Agency for Health Care Administration (AHCA)
  - a. Act on requests for waiver of rules and regulations regarding licensed capacity of medical care facilities and licensed professional health care personnel.
  - b. Maintain and provide up to date lists of hospitals, nursing homes, assisted living facilities and other health care institutions, etc., with contact and operational status information.
  - c. Provide bed availability status of hospitals outside of Volusia County.
- 7. Volusia County Emergency Management Division
  - a. Provide information regarding residential health care facilities' emergency plans.
  - b. Provide information regarding the County's mass casualty incident response plan.
- 8. Department of Professional and Business Regulation
  - a. Responsible for ensuring that their licensed food facilities (restaurants) hotels, motels and apartment complexes meet State operational standards.
- 9. Department of Health – Medical Quality Assurance (MQA)

- a. Provide licensure verification of medical/health care personnel within the state and from other states.
- 10. Dept of Agriculture and Consumer Services (DACs)
  - a. Responsible for ensuring that retail food outlets, food processors and ice suppliers meet State operational standards.

#### **D. Resource Requirements/Limitations**

This Emergency Support Function will provide resources using its lead and support agency authorities and capabilities, in coordination with other County emergency support functions. Available resources will be allocated to each mission based upon priorities identified by the County Manager's Advisory Group.

It can be anticipated that, for major disasters involving large numbers of casualties and/or damage to or operational failure of medical care facilities, the in-county resources and capabilities to provide emergency medical transport and treatment will be overwhelmed, and outside assistance will be needed. This will require utilization of resources made available through the State ESF 8, Regional Domestic Security Task Force (RDSTF), mutual aid organizations, and through adjacent counties. The lead agency is responsible for accessing these resources and coordinating the assistance and resources they provide.

#### **E. Operational Reports**

Operational and situation reports will be provided by this ESF as follows:

- 1. Situation reports will be submitted at least once per operational period or as directed by the County EOC operations staff. All such reports will be reviewed by and submitted through the designated the VCHD representative staffing the emergency support function in the County EOC. These reports will be distributed to other County and State emergency support functions as directed by the County EOC operations staff. In all cases, the reports will be provided to all support agencies active in the operations of this emergency support function.

2. Support Agencies will provide daily “status reports” on their support of their assigned missions under this emergency support function. These reports will include any anticipated problems or deficiencies in supporting the mission.

## **F. Financial Management**

1. Each agency or organization involved with operations under this emergency support function will draw upon their own financial resources as needed to support their responsibilities in disaster operations. Reimbursement for eligible expenses for operations major disasters will be sought by each participating local government agency at the close of the disaster event. The VCHD will, as indicated, assist the private sector and community-based organizations in applying for reimbursement of eligible expenses from state and/or federal sources.
2. Each agency will keep an exact accounting of all expenditures (funds and materials consumed) as well as personnel, equipment and facility costs. These disaster expenditures will be reported to their parent organization and to the County EOC through the VCHD for this emergency support function.
3. Financial reporting by this ESF will be conducted in accord with directions from ESF 7 (Resource Support) during periods of activation. Financial deficiencies will be reported to the County EOC through the VCHD.

## Emergency Support Function #9 (ESF #9) Search and Rescue

**LEAD AGENCY:** Volusia County Fire Services

**SUPPORT AGENCIES:** Public Protection Department  
Strategic Reserve Team  
Beach Safety Division  
Corrections Division  
Animal Protection  
Medical Examiner's Office  
Sheriff's Office  
Public Works Department  
Road Maintenance Division  
Solid Waste Division  
EVAC  
Airport Fire  
Municipal Fire Departments  
Florida Fire Marshal's Office  
Civil Air Patrol

### I. INTRODUCTION

#### A. Purpose

Search and rescue operations require a coordinated effort by trained search and rescue units. This annex addresses the procedures for initiating and coordinating these actions following a disaster. Search and rescue response operations involve actions taken in the immediate post-disaster timeframe to locate and rescue injured or trapped victims. More prolonged post-disaster operations may be necessary to locate and recover fatalities.

#### B. Scope

Post-disaster search and rescue operations may be necessary under a variety of conditions in different environments. This emergency support function (ESF) addresses actions to be taken by the designated lead and support agencies to initiate, coordinate and terminate such operations within the context of a major disaster involving several incident scenes and/or a major or catastrophic inci-

dent at a single scene. The scope of this ESF is limited to conditions when the County has activated its emergency operations center (EOC) and other related county ESFs. Generally, it does not address smaller, confined search and rescue operations normally coordinated from a command post at an incident scene.

This ESF addresses search and rescue operations in unincorporated areas of the county as well as within its municipalities. This ESF would be activated upon the request of a municipality to the county for assistance in search and rescue operations.

### **C. Policies**

1. Search and rescue operations will have the highest priority for emergency response operations when injured or trapped victims need to be saved.
2. The health and safety of emergency response workers will not be allowed to be significantly threatened during search and rescue operations; Appropriate and expedient precautions will be implemented whenever necessary to protect emergency workers.
3. Tactical objectives will be established for each search and rescue operation to define the extent, scope and duration of the rescue operation.
4. For major, multi-scene incidents, the priority for search and rescue operations and the allocation of resources will be determined by the County Managers Advisory Group, using the most accurate information available at the time.
5. On-scene operations will be under the control of the incident commander, and the procedures for on-scene search and rescue operations, including establishing search patterns, personnel safety and accountability, etc., normally utilized by the county or municipal agency with command will be utilized.

### **D. Planning Assumptions**

Development of this ESF has incorporated the following assumptions:

1. Search and rescue operations may be necessary in a variety of environments, including collapsed structures, trapped vehicles, flood or surge inundated land areas, submerged boats and other types of locations.
2. County and municipal search and rescue organizations may be individually and/or collectively overwhelmed and may not be able to respond to all demands.
3. Search conditions could involve dangerous environments, unstable structures, accidental or intentional contamination, etc., potentially threatening the health and safety of the involved emergency workers.
4. Major disaster events could involve large numbers of disaster victims, both injured and killed. It may not be possible to locate all victims or victim remains, and identification of victims could be very difficult.
5. Major search and rescue operations could require heavy and/or specialized equipment, special technical expertise, and large numbers of emergency workers, making it likely that additional resources and personnel will be needed after a large disaster.

## **II. CONCEPT OF OPERATIONS**

### **A. General**

The lead agency and coordinator for search and rescue operations in Volusia County is the Volusia County Department of Fire Services, and the lead agency will provide coordination and support to deployed search and rescue teams in the County. The County and each participating municipality are responsible for providing staffing and/or equipment to one or more of the six ESF tactical search and rescue teams available in the county.

Volusia County Fire Services will be responsible for search and rescue operations within the unincorporated and designated municipal areas of the county. Each municipality will be responsible for search and rescue operations within their respective jurisdictions, until the need for assistance has been confirmed. To the extent possible, Volusia County ESF search and rescue teams will support municipal and county search and rescue efforts when requested by the appropriate municipal authority.

Additional resources will be accessed by the lead agency through the State ESF 9 when necessary based on the magnitude or duration of the search and rescue operation.

**B. Organization**

1. The overall coordinator of the search and rescue operation will be the Fire Service representative staffing the ESF 9 workstation in the County Emergency Operations Center. This representative will coordinate policy, logistical and resource support provided to command staff located at the scene of the operation.
2. The County search and rescue mission is divided into three components, as follows:
  - a. Search and reconnaissance teams,
  - b. Tactical Search and Rescue Teams (TSAR), and
  - c. Specialty units.

Each component serves a distinct function. It is the relationship between the component's function and ambient conditions that determines where and when a component will be deployed. The Strategic Command of the six (6) Tactical Search and Rescue Reserve Teams will be under ESF 9. The operational command of the Tactical Search and Rescue teams will be under the team leader assigned to the team.

3. The lead agency representative in the County EOC will maintain ongoing communications with the command of each activated and deployed team. The lead agency will be responsible for assisting the teams in the following ways:
  - a. Integrating and coordinating search and rescue operations with other emergency operations being conducted in Volusia County by municipal, county, state or federal agencies.
  - b. Providing information and guidance to team leaders regarding the policies and priorities established by the County Managers Advisory Group.

- c. Providing access to inventory databases and personnel rosters to identify and mobilize municipal and county equipment or emergency workers needed for search and rescue operations.
- d. Securing resources and services needed from other County ESFs to assist in the search and rescue operations.
- e. Maintaining communications and consultation with the State ESF 9, if activated, at the State EOC.
- f. Obtaining mutual aid support from outside of Volusia County through the State ESF 9, and/or mobilizing national search and rescue teams.

### **C. Notification**

- 1. Initial notification for the activation of search and rescue resources will be by the on-scene command of the fire/rescue organization with jurisdiction, using established operational procedures
- 2. Notification to activate this ESF will be completed by one of two methods, as follows:
  - a. The on-scene command of the fire/rescue organization with jurisdiction requires the additional support and services that would be provided through activation of County ESF 9 and, through the County Fire Services Division, requests its activation and assistance. The County Fire Services Division, as lead agency, activates the ESF, notifying both the designated support agencies and the Volusia County Emergency Management Division of the activation. If indicated by the magnitude of the event, the Emergency Management Division may request the activation of other County ESFs to provide related support services.
  - b. The lead agency is notified of the need to activate the ESF by the Volusia County Emergency Management Division, due to the need for search and rescue operations as a part of response operations for a larger

event and/or the partial or full activation of the County EOC.

3. The lead agency is responsible for notifying all designated support agencies of the activation of ESF 9, and for requesting mobilization of their staff or that they place staff on standby if needed.
4. Once activated to the County EOC, the lead agency representative is responsible for notifying any activated municipal EOCs and the State ESF 9, if activated, of the activation of County ESF 9 and to exchange contact information.

### **III. EMERGENCY SUPPORT FUNCTIONS**

#### **A. Response**

1. Initial Actions
  - a. Search and rescue resources will be dispatched upon the request of the on-scene command of the fire/rescue department with jurisdiction. Field operations of the teams will utilize established departmental operating procedures for such operations.
  - b. Following notification to activate, ESF 9 will mobilize designated staff to the County EOC and be briefed on the situation. ESF 9 will also establish communication with the command at each scene where a team is deployed and/or has been requested. County ESF 2, Communications, may be requested to provide amateur radio operators and equipment to each incident scene to facilitate communications. The Fire Services Area Command may be activated, as needed.
  - c. Designated support agencies and mutual aid organizations will be notified of the activation of ESF 9 as indicated.
  - d. The lead agency will assess the search and rescue operations underway, and will determine the personnel and resource needs for ongoing operations. If indicated, the lead agency will consult with the County Emergency Management Division and/or the County Managers Advisory Group to identify the policies and

priorities established for the county's response operations.

- e. In response to requests from the on-scene command and/or the search and rescue team leader, the lead agency will obtain, deploy and coordinate the requested resources and/or personnel. Deployment of resources and personnel will be in a manner consistent with the policies and priorities established by the Managers Advisory Group.
- f. If search and rescue operations are likely to be extensive and/or of long duration, the lead agency will consult with on-scene command(s) and the Managers Advisory Group to define the response objectives for the search and rescue operation, including the spatial area to be addressed, the duration of the search, and the criteria for terminating search operations.
- g. If indicated by the scale or expected duration of the event, the lead agency will request assistance from State ESF 9, if activated, including the mobilization, if needed, of in-state and/or out-of-state search and rescue resources.

## 2. Continuing Actions

- a. The lead agency in the County EOC will continue to monitor the status of search and rescue operations and advise the County Emergency Management Division and State ESF 9, if activated, of the situation on a routine basis.
- b. The lead agency will participate in County EOC meetings and briefings, and provide input regarding search and rescue operations to the County Managers Advisory Group. On the schedule requested, the lead agency will also provide ESF 5, Information and Planning, information regarding the status of ESF 9 operations.
- c. The lead agency will access support agencies and other County ESFs, if activated, state or mutual aid organizations to provide the needed resources and services when requested from the on-scene com-

mand(s) and/or the search and rescue team leader(s). The senior official, or designee, staffing the ESF 9 work station will be responsible for requesting mutual aid resources through the Florida Fire Chief's Association program. Such requests will first be coordinated with ESF 4 to avoid duplication or conflict in mutual aid requests for firefighting and search and rescue resources.

- d. The lead agency will provide direction and support for deployment of incoming mutual aid resources to the command organization at incident scene(s) and/or staging area(s) where most needed, and/or coordinate redeployment of mutual aid resources when necessary. Deployed mutual aid resources will be under the direction of the on-scene incident command in accord with established procedures.
- e. The lead agency will ensure coordination with ESF 8, Health and Medical Services, regarding the status and location of search and rescue team operations to facilitate management of victims, once located. ESF 9 and ESF 8 will consult regarding the resources needed for triage and/or morgue services at or near the incident scene(s). As indicated, ESF 8 will be requested by ESF 9 and/or the on-scene command to establish and support those services. When needed, the Volusia County Multiple Casualty Incident Response Plan will be activated, and victims managed in accord with the provisions of that plan.
- f. The lead agency will coordinate with ESF 6, Mass Care, and ESF 8, Health and Medical Services, regarding the numbers of victims being located and their disposition. Inquiries from families or the media regarding the location and identification of victims will be referred to ESF 6 or 8, depending on the circumstances.
- g. Through the County Emergency Management Division, ESF 9 will contact any established "Community Emergency Response Teams" (CERTs) in the impacted areas and request assistance with determining the necessity for any remaining search and rescue operations in those areas; Take action accordingly.

- h. When indicated, the lead agency will provide ESF 14, Community Information, with general information regarding the status of search and rescue operations, and the progress in locating victims. The identifications of victims to the public or media will not be done by ESF 9 personnel.

## **B. Recovery**

During recovery operations, the organizational structure of the lead and support agencies will remain the same as that utilized for response operations, unless unexpected conditions require modifications. Actions by the recovery organization for this ESF will be as follows:

### **1. Initial Actions**

- a. Upon completion of the objectives set for the search and rescue operation(s), each team will be demobilized upon request of the team leader and/or on-scene command to the lead agency in the County ESF.
- b. Upon authorization to demobilize search and rescue teams, the lead agency will so advise the County Emergency Management Division, ESF 5, and ESF 14. State ESF 9, if activated, will also be notified of the deactivation.
- c. ESF 8 will be requested to make resources available to provide for critical incident stress debriefing (CISD) counseling to search and rescue team members.
- d. Documentation regarding the County ESF 9 response operation will be provided to ESF 5 and the County Emergency Management Division prior to demobilization of ESF 9 operations in the EOC.

### **2. Continuing Actions**

Lead agency representatives will participate, as requested, in post-event discussions regarding recovery and long-term redevelopment issues

### **C. Coordination**

1. Coordination of on-scene search and rescue operations will be conducted by the team leader in association with the on-scene command of the fire/rescue department with jurisdiction. The on-scene command is responsible for maintaining communication and coordination with ESF 9, and/or the Fire Services Area Command, as directed.
2. The lead agency for ESF 9 will provide coordination among the search and rescue teams mobilized to multiple incident scenes for the exchange of information on operational status, identification of resource needs, and the priority for allocation of available resources.
3. The lead agency is responsible for coordination of the activities of all designated support agencies for ESF 9 to supply personnel, equipment and materials to search and rescue operations at incident scenes.
4. The lead agency representative for ESF 9 will also maintain coordination with the involved municipalities through the municipal liaisons stationed in the County EOC and/or through direct communication with the activated municipal EOCs.
5. The lead agency, from the County EOC, is responsible for coordination with State ESF 9, for requesting mobilization of in-state and out-of-state search and rescue resources, and for coordinating their deployment within Volusia County. The lead agency is also responsible for securing mutual aid under the Florida Fire Chiefs' Association Fire/Rescue Disaster Plan, and, if necessary, from adjacent counties.
6. Command and control communications between search and rescue teams in the field and the County and/or municipal EOCs will be assigned by the local jurisdiction having authority. To ensure communication between tactical search teams and the various EOC'S, a ham radio operator may be assigned by County ESF2 to each team. The use of ham radios by search teams should improve radio communications and lessen the radio workload of fire department channels. Additionally, communications between the various municipal EOC's and the county EOC may be conducted by radio via VC-DC (talk group) on 800MHz, ham radio, fax, cellular, telephone and local government radio (LGR).

## **IV. RESPONSIBILITIES**

### **A. Staffing**

#### **1. General Staffing Responsibilities**

- a. Lead and support agencies will have and maintain appropriate listings of agency staff to call for performing response activities.
- b. Response personnel will be available 24 hours a day, seven days a week; 12-hour shifts will be established for the duration of ESF activation.
- c. Lead and support agencies will have and maintain listings of all available resource providers used by the agency in emergency situations. These would include private sector vendors.
- d. As indicated by the event, the lead agency will establish position in the County EOC for ESF 9 designated as the Emergency Coordinating Officer, the Database Coordinator, and the Mission Coordinator. The lead agency may request support agency and/or municipal ESF 9 personnel to also staff the ESF 9 work station when indicated.
- e. If significant state and/or national urban search and rescue team operations within Volusia County are occurring, representatives of state or federal ESF 9 will be requested to provide liaison(s) to the County ESF 9 work station.

### **B. Lead Agency**

The lead agency will have the following responsibilities:

1. Development and maintenance of the necessary operational procedures, databases, inventories, etc. needed for effective implementation of ESF 9. The lead agency will, as indicated, ensure that inventories and databases are available within the EOC to support response operations.

2. Establish, maintain and manage an effective search and rescue program for Volusia County.
3. Guiding and assisting support agencies to develop the necessary operational procedures, databases, inventories, etc. to ensure their ability to implement their responsibilities under this ESF.
4. Notification, activation and mobilization of the personnel from the lead and support agencies that are assigned to this ESF, when needed.
5. Coordination of all support agency actions in performance of missions assigned to this ESF, as well as coordination with municipal, state, federal search and rescue operations being conducted in Volusia County.
6. With the assistance of the Volusia County Emergency Management Division, provide training and exercise opportunities for lead and support agency staff to become familiar with the implementation of this ESF.
7. Management of the ESF during its operations to ensure the following:
  - a. Notification of all lead and support agency staff of the activation of the ESF and the need for implementation of its provisions.
  - b. Coordination and communications with incident scene command(s) as well as search and rescue team leaders to provide coordination and information exchange, as well as to respond to requests for resources.
  - c. Staffing the ESF to ensure ongoing operations and securing of supplemental staff and/or resources from mutual aid organizations, adjacent counties, the State ESF 9 and/or federal agencies.
  - d. Preparing operational plans, reports, briefings, and other materials as necessary for support of ESF 9 operations and information exchange within the County EOC.

- e. Securing specialized services and resources necessary to support on scene search and rescue operations.
- f. Coordinating the demobilization process, post-event documentation, and securing CISD services for emergency workers.

### **C. Support Agencies**

Support agencies will have the following responsibilities:

1. Participate in training and exercise opportunities to ensure agency personnel are familiar with their responsibilities under this ESF.
2. Maintain as current inventories, databases, personnel rosters needed to mobilize staff and equipment for supporting search and rescue operations.
3. Responding to requests from the lead agency for personnel, equipment and supplies to support on-scene search and rescue operations.

### **D. Resource Requirements/Limitations**

The county and municipal fire/rescue services agencies are responsible for maintaining the capabilities for conducting immediate search and rescue operations in Volusia County, pending the arrival of outside assistance for management of major operations. For large-scale search and rescue operations, for operations of long duration, or for multiple scene operations, it is likely that in-county resources for on-scene operations will become insufficient, and outside mutual aid support will need to be integrated into Volusia County operations.

For operation of this ESF in the County EOC, requirements are operations space for three (3) individuals within the operations room, telephone access, cellular phone, (hook-up only), power access for lap top computer, and access to the various talk-groups. Fax and equipment will also be necessary.

### **E. Operational Reports**

Operational reports will be given based on the status and level of activation within the County EOC and the extent of the search and rescue operations being conducted within the county. ESF 9 situation reports (SITREPS) will be prepared and distributed as requested by the Volusia County Emergency Management Division and/or County ESF 5.

In addition, the lead agency will generate an Incident Action Plan (IAP) for each predicted operational period of twelve (12) hours coinciding with the period of operations within the County EOC. This plan will detail the anticipated operations for search and rescue during the period, anticipate resource needs and highlight problem areas. The IAP will be distributed to incident scenes, to ESF 9 support agencies, to the County Emergency Management Division and to ESF 5, as needed.

#### **F. Financial Management**

1. Each agency or organization involved with operations under this emergency support function will draw upon their own financial resources as needed to support their responsibilities in disaster operations. Reimbursement for eligible expenses for operations during major disasters will be sought by each participating local government agency at the close of the disaster event.
2. Each on scene operation will track their costs and expenditures using the established procedures of the incident command's financial operations. The information regarding costs for search and rescue operations will be made available to County ESF 9.
3. The lead and support agencies coordinated through the County EOC will keep an exact accounting of all expenditures (funds and materials consumed) as well as personnel, equipment and facility costs. These disaster expenditures will be reported to their parent organization and to the County EOC through the lead agency for this emergency support function.
4. Financial reporting by this ESF for EOC-based operations will be conducted in accord with directions from ESF 7 during periods of activation. Financial deficiencies will be reported to the County EOC through the lead agency.

## **Emergency Support Function #10 (ESF #10) Hazardous Materials**

**LEAD AGENCY:** Environmental Management Division,  
Growth and Resource Management Dept.

**SUPPORT AGENCIES:** Sheriff's Office  
Airport / Port Authority Department  
Public Works Department  
Road Maintenance Division  
Traffic Engineering Division  
Solid Waste Division  
Public Protection Department  
Fire Services Division  
Medical Examiner Division  
Emergency Management Division  
Volusia County Health Department

### **I. INTRODUCTION**

#### **A. Purpose**

The purpose of Emergency Support Function 10 (ESF 10) is to provide a coordinated response to major releases or spills of hazardous materials and to minimize the impact of hazard on people and property. Elements of this mission include the following:

1. Detection, identification and assessment of hazardous material releases.
2. Prioritization of remediation efforts.
3. Coordination with the incident command at the scene of the emergency.
4. Support of protective action decisions by field command to protect public health.

5. Coordination of the overall containment and cleanup operations.
6. Coordinate with the county's hazardous materials response team to provide equipment, personnel, technical assistance and support.

**B. Scope**

This ESF addresses coordination and support of emergency response operations for hazardous materials emergencies, occurring either as separate, major incidents, or as a result of the impacts of another disaster event. The ESF defines the policies, operational considerations, coordination activities and resource support to be provided to on-scene emergency operations through the County Emergency Operations Center (EOC). The ESF is not intended to address on-scene technical operations, or the command and control functions implemented at the on-scene command post that are necessary to directly prevent, contain, or control the release of hazardous materials or to remediate its impact. These are addressed in the specific field operations procedures of the responding organizations.

**C. Policies**

1. Protection of emergency personnel will be the highest priority during response operations.
2. The on-scene operations of ESF 10 will be conducted in accord with the following priorities, in descending order:
  - a. Protection of public health and safety
  - b. Protection of valuable environmental resources
  - c. Protection of property
3. During major disaster events, the priorities for ESF 10 operations directed from the County EOC will be consistent with those above and those established by the Managers Advisory Group.

**D. Planning Assumptions**

The development and implementation of this ESF are based on the following planning assumptions:

1. A hazardous materials release may occur as a separate emergency event, allowing emergency response operations to focus solely on that incident, or may occur as a result of other emergency events, requiring emergency response resources to be allocated among many disaster operations, of which the hazardous materials incident is only one.
2. The hazardous materials agent involved in the release may be a known material, with predictable health, safety and environmental impacts, or it may be of unknown origin and composition, with significant uncertainty regarding the health and environmental effects of the material.
3. For hazardous materials events that occur during other major disasters, communications, utilities, roads, structures and public infrastructure could be damaged or unusable, complicating the response to the hazardous materials release and creating additional restrictions on the resources and/or personnel available to support the response.
4. Hazardous materials releases could be of accidental or criminal origin, and the response operations may need to be adjusted accordingly.
5. Lead and support agency staff that are knowledgeable in hazardous materials issues could be limited due to commitments with other County emergency support functions. Many resources could be committed to other disaster-related activities and unavailable for hazardous materials incident response. Therefore, staff must be prepared to seek assistance from responsible parties, insurance companies, consultants and contractors who are capable of performing remediation work.
6. Additional responder personnel will be required to supplement existing capabilities and to provide backup and relief. Private sector contractors and consultants may be needed to define and complete remediation efforts. However, outside support and assistance

may not be available in the initial hours of the emergency, particularly if the event occurs as a part of a major disaster that damages the county's infrastructure and community services.

7. Responsible parties will participate in and cooperate with remediation efforts to the maximum extent possible.
8. The state and federal government will issue emergency exemptions and guidelines, allowing for special handling and disposal of hazardous materials as warranted by disaster conditions.
9. Resource and technical assistance requested by Volusia County ESF 10 from mutual aid organizations and adjacent counties, as well as from state and federal agencies will be delivered on a timely basis.

## II. CONCEPT OF OPERATIONS

### A. General

The Environmental Management Division, of the Growth and Resource Management Department,, is the designated lead agency for Emergency Support Function 10 (ESF 10). In a major disaster, personnel from the lead agency will staff the ESF 10 workstation in the County Emergency Operations Center (EOC), to coordinate and manage ESF 10's responsibilities dealing with hazardous materials. The lead agency will be assisted in this assignment by the designated support agencies, as well as by contractors, consultants, and the responsible parties for the incident, when necessary.

At the County EOC, lead agency personnel will coordinate with other County ESFs, municipal representatives, support agencies, Emergency Management Division personnel and others as needed. From this location, the ESF will also access municipal first responder personnel and the Volusia County Hazardous Materials Response Team (HMRT), as well as other county resources needed in on scene response and remediation efforts.

On-scene operations by first response personnel and the HMRT will be

under the direction of the designated command staff, in accord with normal field operating procedures. The on-scene command staff will be in communication with the ESF 10 personnel at the County EOC in order to exchange information and to request assistance and support. The County EOC staff for ESF 10 will serve to provide resource and technical support to on-scene operations.

## **B. Organization**

1. Response to a major hazardous materials event in Volusia County could involve a variety of municipal, county, state and federal agencies. One of the key determinates on this involvement is the location of the release. Releases within the boundaries of an incorporated municipality will, in most cases, give jurisdiction for the first response to the emergency services organizations serving the municipality. A similar situation occurs if the release is in the unincorporated area of Volusia County, then the county emergency services organizations have jurisdiction.
2. In addition, state and federal agencies may also have jurisdiction regarding the response pursuant to various state and federal laws. Often, state and federal agencies will deploy an individual to the scene of a major release to serve as the "on scene coordinator," (OSC) to direct the response activities. Typically, these on scene activities are nevertheless actually carried out by local emergency services organizations, the facility or organization responsible for the release, or a hazardous materials "clean up" contractor, rather than by the state or federal agency represented by the OSC.
3. This ESF establishes an organization and operational concept for Volusia County to provide resource support to the on scene command to control, contain and remediate a hazardous materials release. During major disasters, the ESF also provides an organization that is available in the County EOC to provide technical expertise and specialized support regarding hazardous materials issues for the benefit of other County ESFs and any impacted municipalities.
4. The County ESF 10 is also part of an integrated organizational structure of ESF 10 operations may be activated at both the state

and federal level. If necessary, the County ESF 10 is able to request resources and support from the state ESF 10 when activated. In turn, the State ESF 10 can access the Federal ESF 10 for assistance. When needed, the federal ESF 10 can activate the National Contingency Plan, and mobilize the federal National Response Team and/or Regional Response Team to provide assistance in Volusia County.

### **C. Notification**

1. Notification to activate this ESF will be completed by one of two methods, as follows:
  - a. At the scene of a hazardous materials release, the on-scene command of the responding fire/rescue or law enforcement organization with jurisdiction requires the additional support and services that would be provided through activation of County ESF 10 and, through the County Emergency Management Division, requests its activation and assistance. The County Environmental Management Division, as lead agency, activates the ESF, notifying the designated support agencies as needed. If indicated by the magnitude of the event, the Emergency Management Division may request the activation of other County ESFs and the County EOC to provide related support services.
  - b. The lead agency is notified of the need to activate the ESF by the Volusia County Emergency Management Division, due to the need for hazardous materials operations and support as a part of response operations for a larger event and/or the partial or full activation of the County EOC.
3. The lead agency is responsible for notifying all designated support agencies of the activation of ESF 10, and for requesting mobilization of their staff or that they place staff on standby if needed. Each support agency is responsible for the notification process within their organization.
4. Once activated to the County EOC, the lead agency representative is responsible for notifying any activated municipal EOCs and the

State ESF 10, if activated, of the activation of County ESF 10 and to exchange contact information.

### **III. EMERGENCY SUPPORT FUNCTIONS**

#### **A. Response**

##### **1. Initial Action**

- a. Following notification to activate, ESF 10 will mobilize designated staff to the County EOC and be briefed on the situation by the Emergency Management Division. If a hazardous materials release has occurred or is imminent, ESF 10 will establish communication with the command at the scene. County ESF 2, Communications, may be requested to provide amateur radio operators and equipment to each incident scene to facilitate communications.
- b. ESF 10 will consult with the on scene command to determine the need for a protective action (evacuation or sheltering-in-place) for public protection. If indicated, ESF 10 will provide technical guidance and resource support to implementation of the indicated protective action.
- c. If a large-scale protective action is to be implemented due to the release, ESF 10 will advise the Emergency Management Division and, if indicated, request activation of additional County ESFs to provide support and assistance. Necessary emergency instructions and public information regarding the protective action will be prepared and released with the cooperation of the Emergency Management Division and/or County ESF 14, Community Information, if activated.
- d. The lead agency, if indicated or requested by on scene command, will assist or coordinate the activation, staffing or operations of staging areas for management of needed personnel, equipment or supplies.
- e. The lead agency will notify the state ESF 10, if activated, and brief them on the situation. The lead agency will also

establish contact with the EOCs of the involved municipalities.

- f. ESF 10's operating procedures, databases of equipment and supplies, personnel rosters, lists of specialized contractors and consultants, as well as owners of identified hazardous materials facilities, will be obtained and reviewed by the lead agency for subsequent use. These will be kept in and/or transported to the County EOC by the lead agency staff upon activation of the ESF 10 workstation.
- g. The lead agency will assess the hazardous materials response operations underway, and will estimate the personnel and resource needs for ongoing operations. If indicated, the lead agency will consult with the County Emergency Management Division and/or the County Managers Advisory Group to identify the policies and priorities established for the county's response operations.
- h. In response to requests from the on-scene command or the HMRT, the lead agency will obtain, deploy and coordinate the requested resources and/or personnel. Deployment of resources and personnel will be in a manner consistent with the policies and priorities established by the Managers Advisory Group. Requirements for contracting services or purchasing goods and materials will be coordinated with County ESF 7, Resource Support.
- i. Work with ESF 8 to identify medical facilities capable of treating contaminated patients. In the event the in-county capability will be exceeded, obtain assistance from State ESF 10 to identify medical facilities outside of the county. When indicated, the Volusia County Multiple Casualty Incident Plan will be activated for assistance in victim allocation among medical facilities.
- j. As indicated by the characteristics of the event, the lead agency will implement initial operations to identify locations/facilities needed and agencies/organizations necessary to address the following, as applicable:

- (1) Environmental monitoring and surveillance
  - (2) Decontamination of exposed individuals, vehicles, equipment and materials, water supplies, etc.
  - (3) Closure of areas due to contamination; Condemnation of food supplies, agricultural products, etc.
  - (4) Control, management and disposal of contaminated debris, soils, etc.
  - (5) Development of technical information, public advisories, guidance to response organizations, etc. regarding the release and its potential impacts.
- k. If the event involves a fixed facility using hazardous materials, the lead agency, upon request of the on-scene incident commander, will establish contact with the facility owners/operators to obtain detailed information, request liaison personnel to report to the County EOC and/or on-scene command post, and to coordinate all response operations by the owner/operator

## 2. Continuing Actions

- a. The lead agency in the County EOC will continue to monitor the status of hazardous materials response operations, through communication and consultation with on-scene command staff, and will advise the County Emergency Management Division and State ESF 10, if activated, of the situation on a routine basis.
- b. The lead agency will participate in County EOC meetings and briefings, and provide input regarding hazardous materials response operations to the County Managers Advisory Group. On the schedule requested, the lead agency will also provide ESF 5, Information and Planning, information regarding the status of ESF 10 operations.

- c. The lead agency will access support agencies and other County ESFs, if activated, state or mutual aid organizations to provide the needed personnel, resources and services when requested from the on-scene command(s) and/or the HMRT team leader(s).
- d. ESF 10 will respond to requests from other County ESFs and/or municipalities to provide hazardous materials specialists, equipment or support to operations or locations such as:
  - (1) Other field emergency response actions, such as search and rescue or public works.
  - (2) Evacuation shelters
  - (3) Hospitals and facilities for the care of victims of the event
  - (4) Sampling of water systems, food sources, etc.
- e. The lead agency will identify any responsible parties and request their cooperation and assistance

## **B. Recovery Actions**

During recovery operations, the organizational structure of the lead and support agencies will remain the same as that utilized for response operations, unless unexpected conditions require modifications. Actions by the recovery organization for this ESF will be as follows:

- 1. Initial Actions
  - a. ESF 10 will assess the characteristics of the hazardous materials releases that occurred during the event, their likely health and/or environmental impact, and will provide input to the County's planning and/or coordination of recovery operations by local, state and federal agencies.
  - b. ESF 10 will advise ESF 3, Public Works & Engineering, on the proper segregation and disposal of contaminated or

dangerous debris

- c. The lead agency will initiate actions to remediate the environmental impacts of hazardous materials incidents, or establish coordination efforts with state, federal or private sector organizations intending to do so.
- d. ESF 10, in conjunction with ESF 8, will assess the potential short- and long-term environmental and health effects of the release and, as indicated, plan and initiate environmental monitoring or health surveillance programs to define necessary corrective actions.
- e. The lead agency will coordinate and ensure completion of local agency actions to stabilize or “render safe” any damaged hazardous materials storage containers, temporary disposal locations, damaged facilities, etc. prior to recovery actions to remove, close or dispose of such containers, locations or facilities.

## 2. Continuing Actions

- a. The lead agency will provide guidance to municipal and county agencies, as well as private parties, to ensure effective and proper removal, transport and disposal of contaminated materials or damaged containers of hazardous materials. ESF 10 will also coordinate application for and receipt of the necessary local, state and federal permits and approvals for such actions by county and municipal agencies.
- b. ESF 10 will coordinate with state and federal efforts to arrange for gathering, transport and disposal of contaminated materials or damaged hazardous materials storage containers.
- c. ESF 10 will develop remediation cost figures and support or coordinate efforts for cost recovery from responsible parties and/or seek reimbursement from state and/or federal “clean-up” programs.

- d. The lead agency will complete arrangements, contracts, and/or management mechanisms to implement and/or coordinate with long-term programs established for environmental monitoring. If indicated, ESF 10 will also work with ESF 8 to develop medical surveillance for exposed victims and emergency workers.
- e. ESF 10 will advise ESF 19, upon request, regarding the potential for residual contamination in the impacted area and the level of hazard posed thereby to public health and safety
- f. When necessary, the lead agency will assist ESF 14 in preparing and distributing public information and emergency instructions regarding the material released, its potential health and safety effects, and appropriate actions for exposed individuals.

#### **C. Coordination**

- 1. Coordination of on-scene hazardous materials operations will be conducted by the team leader of the HMRT, in cooperation with the on-scene command of the emergency services agency with jurisdiction. The on-scene command is responsible for maintaining communication and coordination with ESF 10 in the County EOC.
- 2. The lead agency for ESF 10 will provide coordination among the hazardous materials response personnel mobilized to multiple incident scenes for the exchange of information on operational status, identification of resource needs, and the priority for allocation of available resources.
- 3. The lead agency will coordinate the activities of all designated support agencies for ESF 10 to supply personnel, equipment and materials to hazardous materials response operations at incident scenes.
- 4. The lead agency representative for ESF 10 will also maintain coordination with the involved municipalities through the municipal liaisons stationed in the County EOC and/or through direct communication with the activated municipal EOCs.

5. ESF 10 staff will participate in County EOC status or situation briefings to remain current with developing conditions or circumstances. The lead agency will prepare situation reports (SITREPS) regarding ESF 10 operations and distribute such reports as requested by ESF 5, Information and Planning.
6. Primary communications for coordination of ESF 10 operations will rely on the county's common carrier telephone system, the 800 MHZ radio system and installed facsimile systems. If indicated, ESF 2 will be requested to deploy amateur radio operators to hazardous materials incident scenes to facilitate communications for coordination of operations. Secondary communications will rely on commercial mobile cellular telephone systems. (ESF 10 staff will bring a mobile cellular telephone to the County EOC for backup communication). Contingency communications will rely on messenger or courier delivery of hard copy reports or messages.

#### **IV. RESPONSIBILITIES**

##### **A. Staffing**

1. General Staffing Responsibilities
  - a. Lead and support agencies will have and maintain appropriate listings of agency staff to call for performing response activities.
  - b. Response personnel will be available 24 hours a day, seven days a week; 12-hour shifts will be established for the duration of ESF activation.
  - c. Lead and support agencies will have and maintain listings of all available resource providers used by the agency in emergency situations. These would include private sector vendors.

2. Staffing requirements will vary depending upon the level of activation. ESF 10 activation will require at least two staff members working in the County EOC, on 12-hour shifts, until the emergency is over. Additional personnel may be required for major events. Responsibilities will include receiving and assessing information, prioritizing and filling requests for resources and coordinating remediation of hazardous material incidents.

**B. Lead Agency**

The lead agency will have the following responsibilities:

1. Development and maintenance of the necessary operational procedures, databases, inventories, etc. needed for effective implementation of ESF 10. The lead agency will, as indicated, ensure that inventories and databases are available within the EOC to support response operations.
2. Guiding and assisting support agencies to develop the necessary operational procedures, databases, inventories, etc. to ensure their ability to implement their responsibilities under this ESF.
3. Notification, activation and mobilization of the personnel from the lead and support agencies that are assigned to this ESF, when needed.
4. Coordination of all support agency actions in performance of missions assigned to this ESF, as well as coordination with municipal, state, federal hazardous materials response operations being conducted in Volusia County.
5. With the assistance of the Volusia County Emergency Management Division, provide training and exercise opportunities for lead and support agency staff to become familiar with the implementation of this ESF.
6. Management of the ESF during its operations to ensure the following:
  - a. Notification of all lead and support agency staff of the activation of the ESF and the need for implementation of its provisions.

- b. Coordination and communications with incident scene command(s) as well as hazardous materials response team leaders to provide coordination and information exchange, as well as to respond to requests for resources. Coordination with other County ESFs for assistance and support, as well as with municipal liaisons in the County EOC to respond to requests for assistance.
- c. Staffing the ESF to ensure ongoing operations and securing of supplemental staff and/or resources from mutual aid organizations, adjacent counties, the State ESF 10 and/or federal agencies.
- d. Preparing operational plans, reports, briefings, and other materials as necessary for support of ESF 10 operations and information exchange within the County EOC.
- e. Securing specialized services and resources necessary to support hazardous materials response operations at the scene, as well as at other locations needing specialized assistance, such as shelters and medical care facilities.
- f. Creating/accessing an up-to-date list of hazardous materials/waste transporters, consultants, response teams and remediation contractors, and, with the assistance of ESF 7, contracting for services and support, as needed.
- g. Prioritizing, directing and/or coordinating remediation activities associated with hazardous material incidents.
- h. Requesting assistance from the state and federal ESF 10 lead agencies, and other mutual aid organizations, when needed.
- i. Identifying responsible parties and seeking recovery of costs as appropriate.
- j. Providing technical advice and assistance to municipalities and other County ESFs regarding the hazard-

ous materials released.

### **C. Support Agencies**

Support agencies will have the following responsibilities:

1. Participate in training and exercise opportunities to ensure agency personnel are familiar with their responsibilities under this ESF.
2. Maintain as current inventories, databases, personnel rosters needed to mobilize staff and equipment for supporting hazardous materials operations.
3. Responding to requests from the lead agency for personnel, equipment and supplies to support on-scene hazardous materials response operations and/or site remediation.
4. The Volusia County Emergency Management Division will identify fixed hazardous materials sites, identify the potentially vulnerable populations surrounding those sites, and maintain current contact information with the facility owners/operators
5. On request of the lead agency, support agencies will provide the following types of facilities, services, and/or equipment/supplies, either as County agencies or as County ESFs if activated:
  - (a) Site security and access control at incident scenes,
  - (b) Traffic management and control for evacuation when needed.
  - (c) On scene emergency medical services
  - (d) Transportation of personnel, materials and supplies,
  - (e) Communications support
  - (f) Forensics services and post-incident criminal investigation
  - (g) Contamination monitoring and decontamination of personnel, vehicles and equipment

- (h) Wildlife rescue and care
  - (i) Heavy equipment or specialized equipment
6. Cooperate with and assist in preparation of SITREPS, status reports, and after action critiques.

**D. Resource Requirements/Limitations**

The lead agency, in cooperation with municipal and county hazardous materials emergency response agencies, are responsible for maintaining the capabilities to initiate immediate response operations for hazardous materials releases in Volusia County. For major events, this capability will be maintained as adequate for implementing initial operations for containment and public protection, and additional response and remediation actions may require assistance from state and federal agencies, as well as through contracted services.

The lead and support agencies are each responsible for maintaining their own equipment inventories. The lead agency will provide technical advice concerning the types of equipment and amount of supplies needed by the designated support agencies to fulfill their responsibilities under this ESF.

ESF 10 has a pre-assigned workstation in the County EOC. Staff reporting for duty at the County EOC will bring, as a minimum, a cellular telephone, an 800 MHZ radio, a laptop computer, and the Emergency Response Standard Operating Procedure. The lead agency may also mobilize to the County EOC or to an incident scene the hazardous materials response vehicle and various technical references, and other resources as indicated.

**E. Operational Reports**

Hazardous material incidents normally require the submittal of a variety of reports. Routine reports will be prepared for such incidents in accord with state and federal regulations. As a minimum, a Discharge Reporting Form (DEP Form 17-761.900(1)) will be prepared and submitted for each hazardous material incident. Other reports may be required (Contamination Assessment Report) once the initial emergency is over.

ESF 10 SITREPs will be prepared and distributed as requested by

the Volusia County Emergency Management Division and/or County ESF 5.

Other status reports and operational briefings will also be routinely presented during County EOC coordination meetings.

#### **F. Financial Management**

1. Each agency or organization involved with operations under this emergency support function will draw upon their own financial resources as needed to support their responsibilities in disaster operations. Reimbursement for eligible expenses for operations during major disasters will be sought by each participating local government agency at the close of the disaster event.
2. Each on scene operation will track their costs and expenditures using the established procedures of the incident command's financial operations. The information regarding costs for hazardous materials response operations will be made available to County ESF 10.
3. The lead and support agencies coordinated through the County EOC will keep an exact accounting of all expenditures (funds and materials consumed) as well as personnel, equipment and facility costs. These disaster expenditures will be reported to their parent organization and to the County EOC through the lead agency for this emergency support function.
4. Financial reporting by this ESF for EOC-based operations will be conducted in accord with directions from ESF 7 during periods of activation. Financial deficiencies will be reported to the County EOC through the lead agency.
5. Detailed information will be tracked for hazardous material incidents in order to seek cost recovery and reimbursement of expenses from responsible parties following the resolution of the emergency. As a minimum, the following data will be tracked, per incident: number of personnel at incident; hours worked; equipment used; supplies expended; miles driven; and miscellaneous expenses.

## **Emergency Support Function #11 (ESF #11) Food and Water**

**LEAD AGENCY:** Volusia County Corrections Department

**SUPPORT AGENCIES:** County Finance and Administrative Services Dept.  
Financial Services Division  
County Community Services Dept.  
Community Assistance Division  
American Red Cross  
United Way  
Volusia County School District

### **I. INTRODUCTION**

#### **A. Purpose**

The purpose of Volusia County Emergency Support Function #11, Food and Water (ESF 11) is to ensure the availability of adequate and safe food, water, and ice in the areas of Volusia County impacted by disaster event. ESF 11 addresses how the lead agency, with the assistance of designated support agencies, will identify food, water and ice needed in the affected areas, obtain the necessary supplies and secure their delivery to and distribution to disaster victims.

#### **B. Scope**

This ESF addresses the operations and resources necessary to provide disaster victims, and the emergency response personnel assisting them, with adequate supplies of food, potable water and ice at locations of need throughout the impacted area. The emphasis of ESF 11 is on the coordination necessary within the Volusia County Emergency Operations Center (EOC) to define the food, water and ice requirements, to obtain these resources, and ensure their deliver to the individuals in need. The ESF does not address the procedures or equipment to be utilized for actual distribution of food, water and ice at specific locations. These actions are addressed in the operational procedures of the lead and support agencies.

### **C. Policies**

Implementation of this ESF will be guided by the following policies:

1. Services to disaster victims will be provided without regard for their race, ethnicity, or socio-economic status, and all political subdivisions of the County will be served equally by this ESF in accord with the priorities established for the response.
2. The allocation of resources will be based on meeting the needs in the most severely impacted areas of the community from which individuals have not been evacuated to shelters. The priority for delivery of food, water and ice to these areas will be consistent with the priorities established by the County Managers Advisory Group.
3. Food, water and ice services to designated evacuation areas will not be provided until lifting of the evacuation requirement or recommendation for that specific area.
4. An impacted area and environmental conditions must be considered safe for emergency workers, equipment and supplies prior to their deployment into that area.
5. The lead agency will be responsible for selection and management of organizations and individuals volunteering to support the activities of this ESF. Volunteers serving this ESF will only work under the close supervision and direction of identified staff members of the lead and support agencies.

### **D. Planning Assumptions**

This ESF has been prepared for implementation based on the following assumptions:

1. A disaster could have impacts throughout Volusia County, resulting in extensive damage to structures and infrastructure components, as well as prolonged outage of utilities.
2. Normally utilized sources of food, water and refrigeration will not be

available to many neighborhoods and disaster victims both within and outside of evacuated areas. The affected areas could be within municipal boundaries and/or within the unincorporated areas of the county.

3. Public shelters and shelters for persons with special needs must limit their services to individuals evacuated from designated areas at risk. There will be a large number of other impacted neighborhoods and communities outside of the evacuated areas that, because of damages and utility failure, will require food, water and ice to be provided by emergency services agencies.
4. Food, water and ice will be needed in the affected areas within approximately 12 hours after conditions have been judged safe for emergency workers to enter the area to provide services for disaster victims.
5. Emergency workers in operating at the scene of an incident and/or in established emergency operations locations will require food and beverage services for the duration of the event. Several such locations requiring this service will need to be supported.

## **II. CONCEPT OF OPERATIONS**

### **A. General**

This ESF will provide disaster food supplies to designated community feeding stations and mass care locations in impacted neighborhoods, as well as emergency services locations and facilities. Following a notification to do so by VCEM staff, this ESF will be activated and lead agency staff deployed to the County Emergency Operations Center (EOC) on a 24-hour basis, or as needed. From this location, the lead agency will assess needs for food, water and ice, receive and process requests for such resources, and, with the assistance of the designated support agencies and other County ESFs, will provide food, water and ice services to the locations in need.

### **B. Organization**

1. The Volusia County Corrections Department is the lead agency for

ESF 11. The Warden or his designee will assist response and recovery activities for this ESF from the County EOC.

2. Upon activation of the ESF, the Warden or designee will report to the County EOC and will establish an ESF 11 workstation. From this location, ESF 11 will coordinate all activities necessary to address the food, water, and ice needs and requirements for the disaster victims and the local emergency workers assisting them.
3. The lead agency is responsible for activating and tasking, as needed, the designated support agencies to implement the provisions of this ESF, and/or for securing the support services of other County ESFs to do so. Support agencies will provide personnel to staff the ESF 11 workstation upon the request of the lead agency.
4. ESF 11 services for impacted municipalities within the county will also be coordinated by the lead agency, with the assistance of municipal liaisons assigned to the County EOC and/or through direct communication with activated municipal EOCs.

#### **C. Notification**

1. The lead agency will be notified by the Volusia County Emergency Management Division of the need to activate this ESF. Upon notification, the lead agency will notify and activate its staff according to established procedures.
2. The lead agency will notify the support agencies of the activation of ESF 11 and request them to either mobilize personnel to the County EOC or other location, or to remain on standby for mobilization for ESF operations.
3. Upon establishing operations at the County EOC, the lead agency will notify the State ESF 11, if activated, and any activated municipal EOCs within the county that the ESF is operational. Up-to-date contact information will be exchanged at that time.
4. ESF 7, Resource Support, and ESF 6, Mass Care, will be consulted to compile an up-to-date list of pre-designated vendors or suppliers for food, water and ice. As indicated, these vendors will be

notified of the activation of ESF 11 and requested to remain on standby to fulfill requests for materials and services.

5. Primary communications for the notification process will be by commercial telephone and cellular phone. As needed, ESF 11 will request assistance from ESF 2, Communications, to assist in meeting other communications needs.

### **III. EMERGENCY SUPPORT FUNCTIONS**

#### **A. Response**

1. Initial Action
  - a. Following notification to activate, ESF 11 will mobilize designated staff to the County EOC and be briefed on the situation by the Emergency Management Division. Establish contact with the designated support agencies, State ESF 11, if activated, and municipal liaisons in the County EOC.
  - b. Consult with the Emergency Management Division, ESF 5, Information and Planning, ESF 6, Mass Care, and municipal liaisons to define the likely needs for food, water and ice at shelters, activated emergency operations facilities, (potentially) impacted communities and neighborhoods, and among special needs individuals within the general population.
  - c. Consult with the Volusia County School Board and ESF 6 to determine the food and beverage supplies on hand at shelters. Establish the need for additional food, water and ice at shelters activated or to be activated.
  - d. Contact the support agencies and obtain information regarding available, on-hand food, water and ice, and establish procedures for accessing these materials as well as resource support for their storage and distribution.
  - e. Review and update the lists of available food, water, and ice vendors, and maintain such lists as current in the EOC throughout the response and recovery period. Consult with

ESF 7 to further identify additional vendors and to confirm procurement procedure. Notify key vendors, if indicated, and obtain information regarding available supplies.

- f. Identify available facilities in or near the (anticipated) impact area(s) that could serve as warehouse and distribution points, including the availability of refrigerated warehouses and trucks. Contact owners and operators and determine availability, and as indicated, request ESF 7 to contract for services.
- g. Consult with ESF 1, Transportation, regarding the availability of transportation resources for the distribution of supplies, and secure transportation resources as indicated.
- h. Consult with ESF 15, Volunteers and Donations, and identify the companies interested in volunteering food, water and ice, as well as transportation, warehousing, and food service equipment and personnel. Agree on procedure for ESF 11 to access these volunteered resources.
- i. Following impact of the event, consult with the Emergency Management Division, ESF 5, ESF 6, and ESF 12 to identify damaged areas and areas without power, and to define food, water and ice requirements. Considering the adequacy of on-hand supplies of food, water and ice, prepare a plan for obtaining and distributing additional supplies, including the need for transportation, warehousing and support personnel. Such a plan will be consistent with priorities established by the Managers Advisory Group. Advise the Emergency Management Division of the plan and establish an implementation schedule that would be consistent with other emergency operations.
- j. Through the County Emergency Management Division, contact any established "Community Emergency Response Teams" (CERTs) in the impacted areas and request assistance with determining the food and water needs of disaster victims; Take action accordingly.

- k. Begin distribution of foodstuffs and ice to shelters, emergency services facilities and locations, and impacted areas, as indicated and/or requested, in accord with the plan.

## 2. Continuing Actions

- a. Participate in County EOC meetings and briefings, and provide input regarding food, water and ice needs to the County Managers Advisory Group. On the schedule requested, the lead agency will also provide ESF 5, Information and Planning, information regarding the status of ESF 11 operations.
- b. Maintain contact with ESF 6, emergency operations facilities and locations, and warehousing and distribution facilities to monitor operational status and identify anticipated needs; Continue to respond to requests for food, water and ice, as indicated, and for related staff or equipment support.
- c. Coordinate with ESF 6 to determine the location of feeding stations and community mass care facilities and to establish the need for food, water and ice at these locations. Take action to supply food, water and ice to the established locations.
- d. Through ESF 12, monitor power outages for estimated ice needs and the availability of potable water. Also coordinate with ESF 3 and ESF 8 monitor water contamination in disaster areas and estimate water needs and quantities.
- e. As indicated, establish locations in the impacted areas separate from feeding stations where ice and drinking water can be distributed directly to surrounding residents. Advise ESF 14 of these locations and protocols or requirements for distribution of ice and water.
- f. Work with ESF 1 to obtain transportation resources for continuing movement of food, water and ice to designated warehouses and distribution points.
- g. Continue to monitor the availability of food, water and ice

supplies, and ensure adequate warehousing and transport to minimize loss or spoilage. When supplies become diminished or services inadequate, implement the following:

- (1) Advise State ESF 11 of needs and request assistance
  - (2) Request ESF 7 to purchase additional supplies and/or to contract for additional services
  - (3) Request ESF 15 to solicit donated food, water and ice and/or needed services. Establish criteria for the type or quality of the donations to be accepted to minimize receipt of unusable donations.
- h. Maintain coordination with impacted municipalities through the liaisons in the County EOC and/or activated municipal EOCs. Respond to requests for assistance from municipalities.
  - i. If needed, request County ESF 2 to provide amateur radio support at various locations (e.g., distribution points) established for implementation of this ESF.
  - j. Coordinate with any state or federal ESF 11 operations being conducted in Volusia County to avoid duplication or inefficiencies.

## **B. Recovery**

During recovery operations, the organizational structure of the lead and support agencies will remain the same as that utilized for response operations, unless unexpected conditions require modifications. Actions by the recovery organization for this ESF will be as follows:

1. Initial Actions
  - a. With the assistance of support agencies, and information from other County ESFs, the lead agency will determine the recovery phase needs for food, water and ice distribution for the following:

- (1) Shelters, feeding stations, and/or community mass care operations remaining open during the recovery phase
- (2) Communities with damaged, contaminated or inoperable water systems
- (3) Areas likely to experience continued power losses
- (4) Areas experiencing significant damage and loss of normally available community services, e.g., grocery stores and restaurants, causing significant difficulty for the disaster victims to purchase foodstuffs
- (5) Local government emergency services or disaster recovery locations likely to remain staffed throughout the recovery phase and to require food and beverage service.

The County Emergency Operations Division, the Managers Advisory Group, and County ESF 5 will be advised of the findings of the lead agency and will determine the need for continued operations of ESF 11.

- b. The lead agency and the Volusia County Community Assistance Division, as a support agency, will determine if the distribution of emergency food stamps are needed to avoid hardship among the impacted population. Impacted municipalities will be consulted for this determination.
- c. If it is determined that a food stamp assistance program is needed, the Community Assistance Division will advise State ESF 11 of this determination and clarify any applicable restrictions or limitations. The Community Assistance Division will then, with the support of other County ESFs, take steps to establish a food stamp program in the impacted area(s). ESF 14 will be requested to support distribution of public information regarding the available of and restrictions concerning the program.

- d. The Community Assistance Division will also assist in identifying special needs individuals among the general population of the impacted area that require outside support to receive food, water and ice, and in supporting the lead agency take action to meet the needs of those individuals.

2. Continuing Actions

- a. ESF 11 will continue to obtain and distribute foodstuffs to shelters, feeding stations, and emergency service operations remaining activated during the recovery phase
- b. The lead agency will consult with ESF 15 regarding foodstuffs that are continuing to be donated during recovery, and will establish a plan in cooperation with the County Community Services Division for the disposition of such donated goods.

**C. Coordination**

- 1. The lead agency will coordinate operations by this ESF from the workstation established in the County EOC. From this location, the lead agency will coordinate with the Managers Advisory Group, other county ESFs, ESF 11 support agencies, and municipal liaisons. The lead agency will also maintain communications and coordination with all outside locations, e.g., warehouses and distribution points, established to support the operations of the ESF.
- 2. The lead agency will ensure that adequate coordination has been established with County ESF 6 to continually maintain adequate supplies of food, water and ice at activated shelters.
- 3. The lead and support agencies may establish separate centers for coordination of specific operations conducted for this ESF, such as for warehousing or food distribution. If established, these centers will maintain ongoing communication and coordination with the lead agency at the County EOC.
- 4. ESF 11 staff will participate in County EOC status or situation brief-

ings to remain current with developing conditions or circumstances. The lead agency will prepare situation reports (SITREPS) regarding ESF 11 operations and distribute such reports as requested by ESF 5, Information and Planning.

#### **IV. RESPONSIBILITIES**

##### **A. Staffing**

1. General Staffing Responsibilities
  - a. Lead and support agencies will have and maintain appropriate listings of agency staff to call for performing response activities.
  - b. Response personnel will be available 24 hours a day, seven days a week; 12-hour shifts will be established for the duration of ESF activation.
  - c. Lead and support agencies will have and maintain listings of all available resource providers used by the agency in emergency situations. These would include private sector vendors. Upon request, all such lists will be transmitted to the ESF 11 workstation in the County EOC.
2. Staffing requirements within the County EOC will vary but will require a minimum of one individual to be on duty throughout the activation of the ESF. Additional personnel from the lead or support agencies will be assigned to staff ESF 11 at the County EOC as required to ensure 24-hour per day operations when necessary.
3. Other locations established by ESF 11 will be staffed as directed by the lead agency. Staffing could include personnel from the lead or support agency, contracted personnel, and/or volunteers.

##### **B. Lead Agency**

The lead agency will have the following responsibilities:

1. Development and maintenance of the necessary operational pro-

cedures, databases, inventories, etc. needed for effective implementation of ESF 11. The lead agency will, as indicated, ensure that inventories and databases are available within the EOC to support response operations.

2. Guiding and assisting support agencies to develop the necessary operational procedures, databases, inventories, etc. to ensure their ability to implement their responsibilities under this ESF.
3. Notification, activation and mobilization of the personnel from the lead and support agencies that are assigned to this ESF, when needed.
4. Coordination of all support agency actions in performance of missions assigned to this ESF, as well as coordination with municipal, state, and federal ESF 11 operations being conducted in Volusia County.
5. With the assistance of the Volusia County Emergency Management Division, provide training and exercise opportunities for lead and support agency staff to become familiar with the implementation of this ESF.
6. Management of the ESF during its operations to ensure the following:
  - a. Notification of all lead and support agency staff of the activation of the ESF and the need for implementation of its provisions.
  - b. Coordination and communications with other County ESFs for assistance and support, as well as with municipal liaisons in the County EOC to response to requests for assistance.
  - c. Staffing the ESF to ensure ongoing operations and securing of supplemental staff and/or resources from the State ESF 11 and/or federal agencies.
  - d. Preparing operational plans, reports, briefings, and other materials as necessary for support of ESF 11 operations and

information exchange within the County EOC.

- f. Creating/accessing an up-to-date list of suppliers of food, drinking water and ice, as well as the necessary services and products to distribute and prepare meals and provide drinking water. With the assistance of ESF 7, the lead agency will purchase these materials and/or contract for services and support, as needed.
- g. Determine the availability of foodstuffs from government, private sector and volunteer sources and ensure that they are safe for human consumption.
- h. Coordinate with the County Emergency Management Division, ESF 6 and ESF 5 to determine food, water, and ice needs for the population in the affected areas.
- i. Make adequate supplies of food, water and ice available to shelters, emergency operations locations, feeding stations, and community mass care facilities, as well as to households in the impacted areas with indicated.
- j. Maintain records of the cost of supplies, resources, and man-hours used to respond to the disaster.
- k. Monitor the number of meals provided, and amounts of food, water and ice distributed and providing this information to ESF 5 on request.
- l. Coordinate with state officials to implement an emergency food stamp application process for households within the affected area.

### **C. Support Agencies**

Support agencies will have the following responsibilities:

- 1. Participate in training and exercise opportunities to ensure agency personnel are familiar with their responsibilities under this ESF.

2. Maintain as current inventories, databases, personnel rosters needed to mobilize staff and equipment for supporting the operations required by this ESF.
3. Support operations of ESF 11 during its activation through such actions as:
  - a. Deploying agency representatives to the County EOC or other locations as requested by the lead agency
  - b. Responding to requests from the lead agency for personnel, equipment and supplies to provide food, water and ice to disaster victims and emergency workers.
  - c. Assisting with the provision, procurement, storage, transportation and distribution of foodstuffs and ice, as needed.
  - d. Assisting the lead agency by providing information and data for the preparation of reports, summaries, briefings and critiques.
  - e. Assisting with the identification of special populations, facilities or locations that may require assistance in securing food, water and ice after the disaster. Providing support to meeting the needs of those individuals.
  - f. Assisting with the implementation of an emergency food stamp program, in implemented in the county after an event.

#### **D. Resource Requirements/Limitations**

The lead agency, in cooperation with the support agencies, is responsible for maintaining the capabilities to initiate and sustain the operations required by this ESF. For smaller disaster events, it is likely that there will be adequate capability to complete the operations of the ESF with in-county resources. For major disasters, it is likely that the ESF will need to request and receive assistance from the State ESF 11.

ESF 11 has the necessary area assigned within the County EOC, where telephone and other communications are installed and available for use.

#### **E. Operational Reports**

ESF 11 situation reports (SITREPs) will be prepared and distributed as requested by the Volusia County Emergency Management Division and/or County ESF 5.

Other status reports and operational briefings will also be routinely presented during County EOC coordination meetings.

#### **F. Financial Management**

1. Each agency or organization involved with operations under this emergency support function will draw upon their own financial resources as needed to support their responsibilities in disaster operations. Reimbursement for eligible expenses for operations during major disasters will be sought by each participating local government agency at the close of the disaster event.
2. Each location established by this ESF, such as warehouses, distribution points, etc., will track personnel time, costs and expenditures as directed by the lead agency.
3. The lead and support agencies coordinated through the County EOC will keep an exact accounting of all expenditures (funds and materials consumed) as well as personnel, equipment and facility costs. These disaster expenditures will be reported to their parent organization and to the County EOC through the lead agency for this emergency support function.

4. Financial reporting by this ESF for EOC-based operations will be conducted in accord with directions from ESF 7 during periods of activation. Financial deficiencies will be reported to the County EOC through the lead agency.

## **Emergency Support Function #12 (ESF #12) Energy**

**LEAD AGENCY:** Volusia County Public Works Department  
Water Resources and Utilities Division

**SUPPORT AGENCIES:** Electric Utility Companies  
Gas Companies  
Private Utility Systems  
Florida Division of Law Enforcement  
Municipalities

### **I. INTRODUCTION**

#### **A. Purpose**

The purpose of Emergency Support Function #12 Energy is to coordinate the procedures to be used by Volusia County's agencies, municipalities, organizations, and utility services responding to and recovering from damages, operational failures, shortages, and prolonged outages in service or capacity of utility systems.

#### **B. Scope**

Emergency Support Function #12 describes the policies and procedures that will be utilized by Volusia County, functioning through the County Emergency Operations Center (EOC), to coordinate actions to repair, replace or restore public utilities that suffered damage or service disruption as the result of a disaster or emergency.

The public utilities that are addressed by ESF 12 include water and sewer service, electric power, and gas/propane service. (Telecommunications utilities are not within the scope of this ESF, but are addressed in ESF 2, Communications.) In Volusia County, these utilities are provided by a variety of agencies and organizations, including local government entities, public authorities and private sector companies. ESF 12 addresses emergency actions that are within the authority and responsibility of local government to manage, including the authorities that are conferred by state

law under a local declaration of emergency. ESF 12 relies, generally, on the cooperation of all involved public and private utilities to fulfill their responsibilities defined in this ESF.

This ESF describes the policies and program through which Volusia County will coordinate and guide response to utility system damage or failure at the time of a disaster. The ESF does not address the specific plans or operating procedures for emergency situations that are utilized by individual utilities.

### **C. Policies**

Implementation of this ESF will be guided by the following policies:

1. The safety of emergency workers will be the highest priority in the utility restoration decisions made and procedures utilized.
2. When capabilities and resources are limited, restoration of utility services will be prioritized. Each utility is expected to have a priority list for service restoration, and that priority list will be utilized unless the County Managers Advisory Group determines that the risk to or welfare of the public requires otherwise.
3. The County will offer assistance to both publicly and privately owned utility companies during and immediately after a disaster when the public health, safety and welfare so indicate. Reimbursement for expenditures will be sought from privately owned utilities, as appropriate, after the event.
4. Both public and private utilities will be expected to fully avail themselves of the support and services available through mutual aid agreements and/or contractor resources in order to restore service. Utility restoration services secured through the efforts of ESF 12 will be considered as required only in the event that such mutual aid or contracted services will be inadequate to protect public health and safety and/or the general welfare of the community on a timely basis.
5. Issuance or acceptance of emergency waivers or temporary permits from regulatory authorities, when necessary for immediate res-

toration of utility services, will not be considered as authorizing or allowing actions by the utilities that would subsequently compromise public health or safety.

#### **D. Planning Assumptions**

This ESF has been prepared for implementation based on the following assumptions:

1. A major disaster in Volusia County could result in wide spread damage to utility systems causing prolonged utility system outage in many communities and neighborhoods. Such utility failures could significantly threaten the health, safety and welfare of the county's residents and cause substantial economic impacts to the county's businesses.
2. All of the personnel and equipment resources normally available to local, state, county, and municipal public/private utilities will be committed to restoration of services. Nevertheless, additional help may be needed from local, state, and federal governments for restoration efforts in order to protect the public welfare. Such assistance will be available in Volusia County on a timely basis when requested.
3. Coordination with and cooperation from municipalities, critical facilities, other ESF efforts, and other government agencies will be required to expedite utility restoration efforts.
4. Access to damaged areas will be restricted due to blocked or damaged roadways or other impediments. Assistance from County ESF 3 will be needed for clearing debris in order to perform public utility system restoration work.
5. Security services may necessary to protect the safety of utility repair personnel and to expedite their access to damaged components of the utility systems.
6. Rapid preliminary damage assessment of the disaster area will be necessary to determine potential workload.

7. Emergency waivers and permits may be needed for immediate restoration of some utility systems.
8. Legal and/or administrative requirements on the County for the selecting and hiring of contractors or purchasing of materials may be waived.

## II. CONCEPT OF OPERATIONS

### A. General

1. This annex will be activated by Volusia County Emergency Management Staff. During activation of this ESF, the Department of Public Works serves as the lead agency responsible for coordinating and administering ESF 12 functions. One or more representatives of the Department will be assigned to the ESF 12 workstation in the County EOC during activation to respond to requests for utility services support received from municipalities and other County ESFs. Lead agency staff will identify which support agencies are needed for ESF operations, and take steps to assure that support agency personnel are activated or placed on standby as appropriate.
2. ESF 12 will be responsible for gathering information regarding the damages or outages of utility systems in the impacted area, and then preparing plans and prioritizing utility restoration activities using the resources of the lead and support agencies. The lead agency will then coordinate requests for utility restoration services and direct restoration efforts in accord with the priorities established. As necessary, ESF 12 will request additional resources from mutual aid organizations, from adjacent counties and from the State ESF 12.

### B. Organization

1. The Volusia County Public Works Department, Water Resources and Utilities Division, is designated as the lead agency for this ESF.
2. Upon activation of the ESF, one or more representatives of the lead agency will be deployed to the County EOC. The number of indi-

viduals deployed will depend on the known or anticipated magnitude of the impact of the event to the county's utility systems. Operations for ESF 12 will be initiated and coordinated from this location.

3. The lead agency will request the assistance of one or more of the designated support agencies, depending on the location and characteristics of the disaster's impacts. As needed, representatives of the support agencies may also be requested to report to the County EOC to assist ESF 12 with coordination of operations.
4. The lead agency will coordinate directly with the public works departments and/or utilities of municipalities, with activated municipal EOCs, and/or with municipal liaisons in the County EOC in order to coordinate the deployment of ESF 12 resources and support for the benefit of impacted municipalities.
5. The lead agency will coordinate with the major private sector and regional utilities, as support agencies, and may request that one or more representatives be assigned to the County EOC if necessary to facilitate operations. Regional actions for utility restoration, e.g., regional staging of equipment and supplies, affecting Volusia County operations will also be coordinated through the ESF 12 workstation at the County EOC. If indicated, ESF 12 may assign liaison personnel to the locations of such regional operations.
6. The lead agency will coordinate with the State ESF 12, if activated, to obtain state and federal resources for utility restoration. Through the State ESF 12, the lead agency can access additional resources, personnel and equipment needed for utility system restoration. Federal resources available through the federal ESF 12 will be accessed by the lead agency through the state ESF 12.
7. If and when established, state and federal ESF 12 resources may be activated to a Disaster Field Office (DFO) in or near the impacted areas of Volusia County. If indicated, the lead agency will assign or designate a county staff member to be its representative at the DFO.

### **C. Notification**

1. The lead agency will be notified by the Volusia County Emergency Management Division of the need to activate this ESF. Upon notification, the lead agency will notify and activate its staff according to established procedures.
2. The lead agency will notify the support agencies of the activation of ESF 12 and request them to either mobilize personnel to the County EOC or other location, or to remain on standby for mobilization for ESF operations.
3. Upon establishing operations at the County EOC, the lead agency will notify the State ESF 12, if activated, and any activated municipal EOCs within the county that the ESF is operational. Up-to-date contact information will be exchanged at that time.
4. ESF 7, Resource Support, and the support agencies will be consulted to compile an up-to-date list of pre-designated contractors, vendors or suppliers of goods and services likely to be needed for utility restoration. As indicated, these organizations will be notified of the activation of ESF 12 and requested to remain on standby to fulfill requests for materials and services.
5. The lead agency will also access or compile a database of all private sector utilities, e.g. fuel oil suppliers or propane distributors, or community utility systems, e.g., private multi-unit water systems, in the area. The lead agency will notify such utilities within the impacted or potentially impacted area of the activation of ESF 12 and the services and support available. During notification, the utilities will be given contact information for ESF 12 to report damages or problems.
6. As the primary means for notification and communication, ESF 12 maintains 800 MHZ radio communications with the EOC, all County groups as required and all municipalities within the County. This is accomplished using two primary talk groups -- "EOC Prime" with County groups and "Volusia County Disaster Control" (V CDC) with municipalities. Additionally the 800 MHZ system has mutual aid talk groups throughout the County to be used as required for par-

ticular purposes. These talk groups are available on the trunking system. The national conventional 800 MHZ channels also are available for use both within the County and with adjacent counties and elements. VHF mutual aid channels such as “intercity”, “all points” and the fire “white” channel are available for intercommunication.

In addition to the 800 MHZ radio system, ESF 12 will use commercial and cellular telephone networks, so long as they remain operational. BellSouth Mobility has agreed to provide contingency cellular telephones and lines to be activated during County emergencies.

Contingency communications will be made available and be promulgated to those individuals and locations requiring them as the operational situations dictates. For example, additional radios or cellular phones may be required to replace landline communications if outages occur. Additionally, the County has plans to cooperate with cellular telephone companies and has agreements with radio vendors and tower companies to provide resources such as temporary towers and supplemental radio repeater equipment to build up/expand or replace critical communications.

### **III. EMERGENCY SUPPORT FUNCTIONS**

#### **A. Response Actions**

##### **1. Initial Actions**

- a. Following notification to activate, ESF 12 will mobilize designated staff to the County EOC and be briefed on the situation by the Emergency Management Division. The briefing will address the likely areas of impact of the event and the potential or known impacts to utility systems.
- b. Contact with the designated support agencies, State ESF 12, if activated, and municipal liaisons in the County EOC will be established and the agencies briefed on the disaster event.

- c. Inventories of available vehicles, personnel and materials available to the lead and support agencies, as indicated, will be verified and provided to ESF 5, Planning and Information. Inventories necessary for implementation of this ESF will be held at the ESF 12 workstation in the County EOC or, when indicated, by operational locations established by the lead or support agencies. In all cases, the ESF 12 workstation will be informed of the locations of and methods to access inventories and related databases held by the lead and support agencies.
- d. Each ESF 12 lead and support agency will establish communications with field personnel and field locations or facilities. These will be advised of the situation and requested to prepare for emergency operations.
- e. All field locations and facilities in areas identified as at risk will be requested to relocate equipment, supplies, and personnel out of the risk area, if feasible and safe to do so.
- f. If feasible prior to the onset of the event, the lead agency will take action to:
  - (1) Recommend that equipment, supplies and personnel likely to be needed for immediate repairs be pre-staged in secure locations near the expected area of impact to ensure that such resources are available for timely response.
  - (2) Fuel supplies for vehicles, generators, etc. be pre-positioned in secure locations in or near the anticipated area of impact
  - (3) Portable generators necessary to maintain vital operations, with sufficient fuel for operation during the initial response period, by pre-positioned in secure locations at or close to the facilities or locations where they will be needed.

- g. Following impact of the event, the lead agency will gather and compile preliminary information regarding the extent of the damage to utility systems through a variety of mechanisms, including but not limited to:
  - (1) Field reports from county and municipal emergency services personnel
  - (2) County and municipal damage assessment reports
  - (3) Information provided by the utility facilities, owners and operators, including from the designated lead and support agency facilities and staff
  - (4) Reports by the State's Rapid Impact Assessment Team (RIAT), if deployed in Volusia County.
  - (5) Calls from members of the public regarding utility outages.
- h. Compiled information regarding utility damages and outages will be provided to County ESF 5 and, if requested, relayed to State ESF 12.
- i. Reports received by ESF 12 involving utility system damage that pose immediate health and safety threats will be relayed to the applicable municipal EOC and/or County ESF for assistance and support. Actual or potential releases of hazardous materials (e.g., gas, oil, chlorine, etc.) will be reported to ESF 10, "Hazardous Materials," and the municipality involved. Reports regarding immediate safety situations (e.g., fires, downed power lines, etc.) will be reported to ESF 4, "Firefighting," ESF 16, "Law Enforcement," and/or the municipality involved. Reports received by ESFs 4, 10 and 16 regarding immediate health and safety situations will be relayed to ESF 12 for priority attention.
- j. ESF 6 will be consulted regarding the utility system restoration needs of evacuation shelters for the general public or for persons with special needs. ESF 8 will be consulted regard-

ing the utility system restoration needs for medical and health care facilities. When indicated, ESF 12 will respond to any requests from these ESFs to meet these energy needs.

- k. ESF 12 will gather information regarding the availability of motor fuels, propane supplies, and other fuels needed for emergency operation and to meet essential public needs. When necessary, ESF 12 will coordinate with ESF 7 to secure additional supplies of fuels, and with ESF 1 to obtain assistance in transporting the fuels obtained. If significant fuel shortages can be predicted, based on preliminary information, the State ESF 12 will be requested to provide support to securing additional fuel supplies for distribution in the county.
- l. The lead agency will coordinate with support agencies to establish priorities and develop strategies for the initial response. In doing so, the lead agency will establish response priorities that are consistent with those established by the County Managers Advisory Group.
- m. Based on the priorities established, ESF 12 will prepare an initial action plan for utility system restoration. This plan will be provided to support agencies, ESF 5, the County Emergency Management Division and the involved municipalities.
- n. ESF 12 will coordinate with support agencies to begin implementation of the initial action plan and to monitor progress in its implementation.
- o. ESF 12 will prepare an initial public advisory regarding the damages to utility systems in the county, the locations of outages, and the plans for service restoration. The advisory will also include any emergency information or instructions regarding actions to be taken by the public until systems are restored. The advisory will be provided to ESF 14 for distribution.

## 2. Continuing Actions

- a. ESF 12 representatives will participate in County EOC meetings and briefings, and provide input regarding utility system restoration needs to the County Managers Advisory Group. On the schedule requested, the lead agency will also provide ESF 5, Information and Planning, information regarding the status of ESF 12 operations.
- b. ESF 12 will coordinate with ESFs 3 and 19, municipalities and support agencies to continue to develop and confirm information regarding damage to utility systems in the county.
- c. In the event a prolonged electric power failure is anticipated as a result of the event, ESF 12 will work with ESFs 7 and 15 to purchase, rent, or borrow portable generators for distribution to critical facilities where power restoration is essential for the public's health, safety and welfare. If indicated, ESF 12 will request County ESF 13 and/or State ESF 12 to assist with securing larger generators from the Florida National Guard and/or other state sources.
- d. ESF 12 will coordinate the response to requests from utilities and municipalities for available personnel, equipment and construction materials with other County ESFs, as indicated, to facilitate utility system restoration. The requests will be transmitted to the relevant ESF 12 support agency, other private utility, other county ESF, and/or to the State ESF 12 for assistance and response.
- e. In consultation with ESF 3 and ESF 8, respectively, the utility system restoration needs for evacuation shelters and health care facilities will be resolved.
- f. ESF 3 will be requested to assist with debris removal and roadway repair to allow access to utility system components requiring repair. ESF 16 will be requested to provide security escorts, when needed, to facility access to damaged utility system components as well.
- g. The lead agency will, with information supplied by the support agencies, periodically update and revise the initial action

plan to respond to changes in damage assessment information, modifications to priorities established by the County Managers Advisory Group, and to the availability of resources. Revisions to the action plan will be provided to ESF 5 and to the State ESF 12, when indicated.

- h. When indicated, the lead agency will request additional resources from the State ESF 12 and/or adjacent counties and mutual aid organizations to expedite priority repairs and system restoration.
- i. ESF 12 will consult with ESFs 6, 8 and 11 to identify neighborhoods and communities in which prolonged utility system outage could endanger public health or safety, and where community mass care programs for distribution of food, water and ice are needed.
- j. Periodically, ESF 12 will prepare public advisories to report on progress in utility system restoration and to provide updated information and instructions on health and safety actions to be taken by the public. These will be provided to ESF 14 for distribution to the media.
- k. ESF 12 will continually monitor the effectiveness of staging operations for support of utility system restoration. As indicated, ESF 12 will coordinate repositioning of staging areas, their re-supply with equipment and personnel, and other modifications as needed in their operations. ESF 12 will also coordinate staging operations by both public and private sector utilities when greater efficiencies would be gained.

## **B. Recovery**

During recovery operations, the organizational structure of the lead and support agencies will remain the same as that utilized for response operations, unless unexpected conditions require modifications. Actions by the recovery organization for this ESF will be as follows:

1. Initial Action

- a. ESF 12 will continue to coordinate response to requests for equipment, supplies and personnel needed to complete the final restoration of utility systems.
- b. ESF 12 will consult with the County Managers Advisory Group to provide input on utility restoration problem areas and planned operations during the recovery phase. If requested, the lead agency will provide representation to the State DFO established for the event.
- c. The lead agency will gather information from the support agencies, municipalities, and individual utility system owners regarding the status of utility system restoration and remaining repairs to be completed. Problem areas will be identified for priority attention.
- d. If indicated by continued electric system outage, ESF 12 will continue efforts to secure portable generators and arrange their installation and refueling at critical facilities in the community. ESF 12 will continue to receive requests for generators and/or generator fuels from other County ESFs and to respond accordingly, allocating the available generators and/or fuel supplies in accord with the priorities established.
- e. ESF 12 will gather information regarding the continuing availability of motor fuels, propane, pipeline gas, etc. needed by government recovery operations and for essential public uses. This information will include the availability of fuels inside of the impacted areas as well as elsewhere in the county, the price stability of the fuels, pending fuel shortages or significant price escalations. If indicated, State ESF 12 will be requested by the lead agency to take action to maintain adequate fuel supplies within the county and to stabilize prices. Available options for local actions would be defined, e.g. monitoring of prices and supplies, local government assistance with transportation or security, etc.
- f. ESF 12 will develop a recovery phase action plan, when indicated, to ensure complete restoration of utility services and to coordinate that restoration with other recovery operations

being conducted by the county and its municipalities. The recovery plan will also address, if necessary, actions to deal with the availability and price of fuels, as well as the allocation of fuels to locations, facilities or systems, on a priority basis. The recovery phase action plan will be consistent with the recovery priorities established by the County Managers Advisory Group.

- g. ESF 12 will advise ESF 19 regarding the adequacy of utility services to impacted areas and the potential threats to public health and safety until restoration operations are completed.

## 2. Continuing Action

- a. Implementation of the recovery phase action plan will be initiated, and coordination of ESF 12 support services will continue until final completion of utility system restoration, or until individual municipalities and/or utility owners and operators are positioned to complete restoration activities without outside assistance or coordination.
- b. If indicated, ESF 12 will implement actions to ensure the continuing availability of fuels throughout the county and the stability of post-disaster prices.
- c. Final assessments and tabulations of damage to utility systems will be developed by ESF 12 and provided to ESF 5
- d. ESF 12 will continue to prepare public advisories regarding the status of utility system restoration and any remaining public health and safety precautions necessary. These advisories will be provided to ESF 14 for distribution to the media.

## C. Coordination

- 1. The lead agency will coordinate operations by this ESF from the workstation established in the County EOC. From this location, the lead agency will coordinate with the Managers Advisory Group, other county ESFs, and municipal liaisons. The lead agency will

also maintain communications and coordination with all outside locations, e.g., staging areas, established to support the operations of the ESF.

2. The lead agency will maintain continuing coordination with all support agencies and organizations involved with the event. If necessary, support agencies representing both public and private utilities and energy companies will be requested to provide liaisons to the County EOC to facilitate coordination efforts.
3. The lead agency will maintain coordination with the State ESF 12 through both routine communications and requests for assistance.
4. The lead agency is also responsible for ensuring that ESF 12 maintains routine coordination with the municipalities involved in the response. This coordination will be through municipal liaisons assigned to the County EOC, activated municipal EOCs, and municipal utilities.
5. Public and privately owned utilities and energy suppliers will be expected to coordinate with the lead agency through provision of information, submittal of requests for assistance to the County EOC, and cooperation with the response and recovery actions implemented by or under the coordination of ESF 12.

#### **IV. RESPONSIBILITIES**

##### **A. Staffing**

1. General Staffing Responsibilities
  - a. Lead and support agencies will have and maintain appropriate listings of agency staff to call for performing response activities.
  - b. Response personnel will be available 24 hours a day, seven days a week; 12-hour shifts will be established for the duration of ESF activation.

- c. Lead and support agencies will have and maintain listings of all available resource providers used by the agency in emergency situations. These would include private sector contractors and suppliers.
2. Staffing requirements within the County EOC will vary but will require a minimum of one individual representing the lead agency to be on duty throughout the activation of the ESF. Additional personnel from the lead or support agencies will be assigned to staff ESF 12 at the County EOC as required to ensure 24-hour per day operations when necessary.
3. Other locations established by ESF 12, e.g., staging areas, will be staffed as directed by the lead agency. Staffing could include personnel from the lead or support agency, contracted personnel, and/or volunteers.
4. Federal and State assistance to ESF 12 may be available to support utility restoration activities. However, during the emergency response and for the first hours after the occurrence of catastrophic emergency there may be little or no state or federal assistance available. Staffing by the lead and support agencies of this Emergency Support Function must be as self sufficient as feasible during this initial period.
5. Private utilities will be expected to provide adequate staffing for system repair and service restoration with minimum support from local government personnel. Local government personnel, however, may be used to resolve immediate problems, to correct public health and safety threats, to facilitate private utility efforts to make repairs, or to otherwise stabilize situations until the private entity can secure contracted or mutual aid support.
5. ESF 12 will utilize personnel and resources from its primary and support agencies to respond to mission assignments related to emergencies. Additional resources available at other ESFs may be coordinated and mobilized to support ESF 12's missions. When requests begin to exceed the ESF's capability to respond, requests will be forwarded to the State ESF 12 for response.

## **B. Lead Agency**

The lead agency will have the following responsibilities:

1. Development and maintenance of the necessary operational procedures, databases, inventories, etc. needed for effective implementation of ESF 12. The lead agency will, as indicated, ensure that inventories and databases are available within the EOC to support response operations.
2. Guiding and assisting support agencies to develop the necessary operational procedures, databases, inventories, etc. to ensure their ability to implement their responsibilities under this ESF.
3. Notification, activation and mobilization of the personnel from the lead and support agencies that are assigned to this ESF, when needed.
4. Coordination of all support agency actions in performance of missions assigned to this ESF, as well as coordination with municipal, state, and federal ESF 12 operations being conducted in Volusia County.
5. With the assistance of the Volusia County Emergency Management Division, provide training and exercise opportunities for lead and support agency staff to become familiar with the implementation of this ESF.

6. Coordinate resource utilization using the authorities and capabilities of the lead and support agencies, in coordination with other ESFs, to achieve timely restoration of impacted utilities. This ESF will coordinate support to each utility based upon priorities identified by the County Managers Advisory Group. If resources are unavailable within this ESF, this ESF will directly request assistance from either the State Emergency Response Team (SERT) Liaison in the EOC, if one is available or, the corresponding ESF at the State EOC or Federal Disaster Field Office (DFO).
7. Management of the ESF during its operations to ensure the following:
  - a. Notification, activation, and mobilization of all agencies assigned to the ESF.
  - b. Organization, assignment, and staffing of all facilities at which this ESF is required to be located.
  - c. Coordination of all support agency actions in performance of missions assigned to this ESF.
  - d. Gathering utility and energy supply information to assess damages and formulate priorities for response and recovery operations.
  - e. Preparation and updating of action plans for utility system repair and service restoration, as well as for ensuring adequate supplies of fuels.
  - f. Coordinating requests for assistance and additional resources in performance of the mission of this ESF from all assigned agencies and forwarding them to the appropriate support agency or other county ESF for action.
  - g. Ensuring completion of response and recovery actions to include, but not be limited to the following:
    - (1) Clearance of debris and repair of utility systems required for passage of emergency personnel, supplies and equipment for lifesaving, health and public safety purposes.

- (2) Repair of gas, power, water and wastewater facilities required for essential services.
- (3) Repair of gas, power, water and wastewater facilities and systems, especially to those serving hospitals, nursing homes, shelters and other public health and safety facilities.
- (4) The restoration of all utility and energy services, such as fuel supplies, propane distribution, operation of gas pipelines, that are required to support the emergency response and disaster recovery efforts, as well as essential public uses in the impacted communities.

### **C. Support Agencies**

Support agencies will have the following responsibilities:

- a. Participate in training and exercise opportunities to ensure agency personnel are familiar with their responsibilities under this ESF.
- b. Maintain as current inventories, databases, personnel rosters needed to mobilize staff and equipment for supporting the operations required by this ESF.
- c. Support operations of ESF 12 during its activation through such actions as:
  - (1) Deploying agency representatives to the County EOC or other locations as requested by the lead agency
  - (2) Responding to requests from the lead agency for personnel, equipment and supplies to assist with repair of utilities and restoration of services
  - (3) Coordinating their own efforts to restore their utility systems and services with those of the lead agency and in a manner consistent with the policies and priorities established by the County Managers Advisory Group.

- (4) Assisting the lead agency by providing information and data for the preparation of reports, summaries, briefings and critiques.
- (5) Identifying all personnel and resource requirements to perform assigned missions that are in excess of the support agency's capabilities.

#### **D. Resource Requirements/Limitations**

The lead agency, in cooperation with the support agencies, is responsible for maintaining the capabilities to initiate and maintain the operations required by this ESF. For smaller disaster events, it is likely that there will be adequate capability to complete the operations of the ESF with in-county resources. For major disasters, it is likely that the ESF will need to request and receive assistance from the State ESF 12.

ESF 12 has the necessary area assigned within the County EOC, where telephone and other communications are installed and available for use.

#### **E. Operational Reports**

1. ESF 12 situation reports (SITREPs) will be prepared and distributed by the lead agency as requested by the Volusia County Emergency Management Division and/or County ESF 5. Support agencies actively engaged in ESF 12 operations will receive a copy of the ESF 12 SITREPs.
2. Support Agencies will provide daily "status reports" on their support of their assigned ESF 12 functions and/or the status on their own utility restoration activities. These reports will include any anticipated problems or deficiencies in supporting the mission.
3. Other status reports and operational briefings will also be routinely presented during County EOC coordination meetings.

#### **F. Financial Management**

1. Each agency or organization involved with operations under this emergency support function will draw upon their own financial resources as needed to support their responsibilities

in disaster operations. Reimbursement for eligible expenses for operations during major disasters incurred by local government or public sector agency will be sought by that agency at the close of the disaster event. Private sector agencies and organizations involved in ESF 12 operations will need to seek reimbursement from insurance carriers or through other sources.

2. Each location established by this ESF, such as staging areas) will track personnel time, costs and expenditures as directed by the lead agency.
3. For local government agencies and public sector utilities will keep an exact accounting of all expenditures (funds and materials consumed) as well as personnel, equipment and facility costs. These disaster expenditures will be reported to their parent organization and to the County EOC through the lead agency for this emergency support function. Accounting of private sector personnel time and expenditures will be in accord with each organizations own procedures and policies.
4. Financial reporting by local government agencies and public sector utilities for EOC-based operations will be conducted in accord with directions from ESF 7 during periods of activation. Financial deficiencies for these groups will be reported to the County EOC through the lead agency.

## **Emergency Support Function #13 (ESF #13) Military Support**

**LEAD AGENCY:** Public Protection Department  
Emergency Management Division

**SUPPORT AGENCIES:** Property Appraiser  
Fleet Management Division  
Emergency Management Division  
Airport

### **I. INTRODUCTION**

#### **A. Purpose**

The purpose of Volusia County Emergency Support Function #13, Military Support, is to describe the policies and procedures that will guide county and municipal operations in support of actions by the Florida National Guard (FLNG) deployed in Volusia County for emergency response and disaster recovery operations. Volusia County may need to utilize the services and resources of the FLNG when county and municipal resources are not adequate to effectively support emergency operations.

When directed by the Governor or the Governor's Authorized Representative, the Adjutant General of Florida employs FLNG personnel and equipment, through appropriate Commanders, to assist civil authorities at the time of emergencies or disasters. This support may be provided upon a request by Volusia County authorities made through the Chairperson of the County Council, the County Manager and the Emergency Management Director. Additionally the County Sheriff may request FLNG assistance through the Florida Department of Law Enforcement (FDLE) to assist in purely law enforcement emergencies. All Military Support to Civil Authorities shall be in accordance with the Florida National Guard Operation Plan for Military Support to Civil Authorities (FLNG - MSCA; dated 02 June 2000, copy located in County EOC operations room).

## **B. Scope**

This ESF addresses the actions by Volusia County personnel to coordinate the provision of disaster related resources and services by the FLNG with emergency response and disaster recovery operations being conducted by the county and its municipalities. The resources of the FLNG are most likely to be needed in the aftermath of a major disaster or the occurrence of a significant terrorist attack or episode of civil disorder. The FLNG may also conduct operations in Volusia County in the aftermath of a major disaster as the lead state agency for conducting rapid impact assessments.

This ESF addresses the policies and procedures to be utilized by the county to support and coordinate with FLNG operations. It does not address the plans and procedures used by FLNG during deployment in Volusia County.

## **C. Policies**

Implementation of this ESF will be guided by the following policies:

1. Volusia County will request assistance from the FLNG whenever it becomes apparent that the available county and municipal resources, including those available through established mutual aid agreements, will not be adequate for effective response or recovery operations due to the magnitude or complexity of the response.
2. Volusia County will seek to integrate FLNG operations into county and municipal operations as completely as feasible under the circumstances, and, while continuing to maintain leadership for county and municipal operations, the county will seek to fully coordinate county and municipal operations with those of the FLNG.

## **D. Planning Assumptions**

This ESF has been prepared for implementation based on the following assumptions:

1. Volusia County will be impacted by natural, technological or societal disasters of such magnitude that County, municipal and availa-

ble mutual aid resources would be inadequate to sustain effective emergency response operations for more than a brief period. Outside assistance would be needed to effectively protect the citizens, property and institutions of the county.

2. Terrorist events could occur that require specialized expertise, equipment and supplies that are not normally available within the county, but can be accessed through state resources, including the FLNG.
3. Disaster events could cause or threaten to cause such wide spread damage that county, municipal and mutual aid law enforcement resources would be inadequate, and additional law enforcement personnel and expertise are necessary to maintain order and provide security.
4. When requested by Volusia County, the FLNG will provide, on a timely basis, adequate personnel, equipment and supplies to accomplish the missions intended by the county.
5. FLNG personnel will be deployed to Volusia County with the resources and supplies needed to sustain themselves and to conduct their operations. It will not be necessary for Volusia County to provide assistance, services or supplies to sustain the FLNG personnel deployed in the county.
6. The support and assistance of the FLNG will be needed, in most situations, after the impact of a disaster event. Nevertheless, based on the anticipated magnitude or characteristics of the event, it may be necessary to pre-position FLNG personnel in or near Volusia County to facilitate a more rapid response after the impact of the event.

## **II. CONCEPT OF OPERATIONS**

### **A. General**

Upon activation of the Volusia County Emergency Operations Center (EOC), ESF 13 will be activated at the discretion of the lead agency VCEMD). Upon activation, ESF 13 will be staffed in the County EOC by a Military Reservist assigned drill status to the Emergency Management Division. This reservist will establish and maintain coordination with the ESF 13 Emergency Coordination Officer (ECO) at the State EOC. The reservist will keep the State EOC advised of the County's emergency conditions and operations. He or she will also keep the Volusia County Emergency Management Director apprised of FLNG availability and current operations. The reservist will be the County's liaison to FLNG resources operating with and within Volusia County to include units deployed by the North Area Command; i.e., the 32<sup>nd</sup> AAMDC based in Orlando, FL and RECON Teams deployed by the state EOC.

## **B. Organization**

1. The lead agency locally for ESF 13 is the Emergency Management Division. The lead agency will assign duties and coordinate operations of the military reservists assigned to the Emergency Management Division for this purpose. Coordination operations by the county and lead agency will be conducted from the County EOC.
2. The Volusia County Property Appraiser has a primary role in Damage Assessment, pursuant to County ESF 19. This responsibility requires very close coordination and cooperation with the RECON TEAMS assigned by the FLNG to assist the County to assess the impacts of a disaster. This coordination by the Property Appraiser's representative will be accomplished with the ESF 13 liaison on duty.
3. Airport Services shall provide or assist in obtaining aviation ramp space and line services that may be required by FLNG aviation resources involved in emergency operations. This requirement exists at all airports within the county and will necessitate coordination with those agencies.
4. Volusia County Fleet Management Division shall assist responding FLNG motorized units to the extent of their resources that are not committed to maintaining County equipment or to conducting other emergency response or disaster recovery operations.

### **C. Notification**

1. Activation requests of ESF 13 will be accomplished by the Director of the Emergency Management Division, upon recognition of the need for FLNG support and/or on the request of the County Manager or the Sheriff. Upon activation of ESF 13, the military liaison individual will establish the ESF 13 workstation and complete additional notifications as indicated.
2. The ESF 13 liaison will notify the support agencies of the activation of ESF 13 and exchange contact information. The support agencies will be requested to activate their personnel and operations, or to remain on standby for subsequent activation if needed.
3. The ESF 13 liaison will notify ESF 13 at the State EOC of the activation of the County ESF 13 and will exchange contact information. The county's requests for assistance from the FLNG and/or supplemental information regarding the requests will be communicated at that time. Further, the County ESF 13 liaison will request notification regarding deployment of any FLNG personnel and/or the State RECON TEAMS to Volusia County under a state mission assignment.
4. Deployed FLNG and other Department of Defense forces, including the RECON TEAMS, will supply and use their own communications systems and procedures for their internal communications. Links and cross-connections to other local agency radio systems will be provided within the County EOC when necessary and technically feasible to do so.

Primary county emergency services communications are accomplished through the common carrier telephone system, the County's 800 MHZ radio system and installed FAX systems. Secondary and contingency communications will utilize commercial cellular telephone, military communications provided by responding units and amateur radio operators stationed in the County EOC.

## **III. EMERGENCY SUPPORT FUNCTIONS**

### **A. Response**

1. Initial Actions

- a. Upon activation, the County ESF 13 liaison will report to the County EOC and be briefed on the current situation by the Emergency Management Division. Any immediate county requests for FLNG assistance and support will be given to the representative at this time.
- b. The County ESF 13 will establish communications with the State ESF 13 staff, and provide a briefing on the current situation in the county. The following will also be accomplished:
  - (1) Any initial requests by the County for FLNG support will be communicated at this time and a response requested. Information provided will be transmitted to the Emergency Management Division.
  - (2) The ESF 13 liaison will request the State ESF 13 for notification regarding any state-originated mission assignments for the FLNG that involve Volusia County, such as the pre-deployment of a RECON TEAMS. Information obtained regarding state-originated mission assignments will be transmitted to the Emergency Management Division.
- c. In the event that FLNG units and/or RECON TEAMS are (to be) pre-positioned for operations in Volusia County, the County ESF 13 liaison will establish communication channels with the unit(s) and notify the lead and support agencies of ESF 13. Procedures will then be established by ESF 13 to facilitate coordination between the FLNG command and the appropriate county ESFs.
- d. Development of the situation and the status of the county's response will be monitored by ESF 13. Periodically, ESF 13 will advise the State ESF 13 of conditions in the county.
- e. Upon deployment of RECON TEAMS for Volusia County, ESF 13 will accomplish the following:

- (1) Establish communication with the command of the RECON TEAMS, obtain information regarding expected operations, and establish protocols for cooperation and coordination with the county.
- (2) Consult with county ESFs 3, 4, 5, 8, 9, 12, 16 and 19 to identify the county's initial information regarding the event and the extent of its impact.
- (3) Confer with the Emergency Management Division to establish the county's priorities for the RECON TEAMS information gathering operations, and then advise the RECON TEAMS command of those priorities.
- (4) Ensure that personnel from the involved County ESFs and/or the impacted municipalities are advised of the RECON TEAMS anticipated operations. Gather input from the municipalities and county ESFs that would assist the RECON TEAMS in accomplishing its mission.
- (5) Coordinate with State ESF 13 regarding requests for pre-positioning of personnel, equipment and supplies to be provided by the county in support of RECON TEAMS operations, including the timing and location for pre-positioning of resources.
- (6) The ESF 13 liaison will take such actions as necessary to coordinate RECON TEAMS operations with those of the county ESFs and municipalities, and to communicate the county's priorities for the impact assessment process.
- (7) Confer with ESF 5, other county ESFs and municipalities to gather available information regarding the impact of the event, and transmit that information to the State ESF 13 and/or the FLNG coordinator.

- f. Upon mobilization of the FLNG personnel, other than a RECON TEAMS, to Volusia County, ESF 13 will take the following actions:
  - (1) Establish communications with the FLNG command and define state or federal mission assignments, if any, applicable to operations within Volusia County
  - (2) Through consultation with the Emergency Management Division and applicable county ESFs, become familiar with the county's intended mission assignments for the FLNG, as well as the priorities for those assignments. Also advise the county of any state or federal mission assignments given to the FLNG.
  - (3) Advise the FLNG of the county's mission assignments and priorities for implementation. Facilitate coordination and communication between the FLNG command and the involved county ESFs and municipalities. As indicated, establish direct communication and coordination between the applicable county ESF and the FLNG command.
  - (4) If the FLNG is to provide direct services and support to county operations at defined incident scenes, consult with the applicable county agency, county ESF, or municipality with jurisdiction and/or command and facilitate, if necessary, incorporation of the FLNG command into that established by the applicable county or municipal organization.
  - (5) Provide for staging areas and support for FLNG operations and/or county resources to be provided in support of FLNG operations.

## 2. Continuing Actions

- a. Track the status of FLNG operations and report periodically to the County Emergency Management Division and ESF 5.

- b. Participate in County EOC briefings, provide reports on FLNG activities, and provide input to the County Managers Advisory Group relating to FLNG operations and capabilities applicable to Volusia County.
- c. Facilitate continuing communications and cooperation between the applicable county ESFs and the FLNG command.
- d. Ensure that the findings of the RECON TEAMS are obtained and communicated to the County Emergency Management Division and County ESF 5; Provide follow-up on the state's response to the findings of the RECON TEAMS operations.
- e. Receive requests for FLNG assistance and resources from other county ESFs, municipalities and on-scene incident commanders when county and municipal resources are inadequate. Relay those requests to the FLNG command; Coordinate and provide support to the FLNG efforts to fulfill those requests. Requests for FLNG support may include, but not necessarily be limited to, the following:
  - (1) Transportation of personnel and materials – ESF 1
  - (2) Communications support for emergency response operations – ESF 2
  - (3) Personnel and equipment for emergency debris clearance and temporary infrastructure repair – ESF 3
  - (4) Personnel for fire suppression – ESF 4
  - (5) Personnel for mass care operations – ESF 6
  - (6) Personnel and equipment for field medical operations, e.g., field hospitals – ESF 8
  - (7) Personnel and equipment to support search and rescue operations – ESF 9

- (8) Specialized chemical response support such as Civil Support Teams for terrorist events – ESF 10
- (9) Equipment to support provision of food and water in impacted areas – ESF 11
- (10) Equipment for temporary utility system repairs - ESF 12
- (11) Personnel for security and law enforcement operations – ESF 16
- f. Monitor the status of operations and resource availability at staging areas established or being used, if any, to provide support to FLNG operations in the county.
- g. As needed, request additional support from State ESF 13.

## **B. Recovery**

During recovery operations, the organizational structure of the lead and support agencies will remain the same as that utilized for response operations, unless unexpected conditions require modifications. Actions by the recovery organization for this ESF will be as follows:

- 1. Initial Action
  - a. ESF 13 will consult with the County Emergency Management Division and other county ESFs as applicable to identify operational areas in which FLNG resources and capabilities are required for recovery operations. When applicable, these may be in support of the following operations:
    - (1) Transportation of personnel and materials needed for recovery operations – ESF 1
    - (2) Communications support to recovery operations – ESF 2

- (3) Assistance with debris removal and temporary infrastructure repair – ESF 3
- (5) Personnel for mass care operations continuing into the recovery phase - ESF 6
- (7) Personnel and equipment for continuing search and rescue operations – ESF 9
- (8) Personnel and equipment for continuing distribution of food and water in impacted areas – ESF 11
- (9) Personnel for continuing security and law enforcement operations – ESF 16

- b. ESF 13 will participate in meetings and briefings in the County EOC to provide input to the recovery planning process, to assist with establishing priorities for recovery operations, and to provide information on available FLNG support for the process.

## 2. Continuing Actions

ESF 13 will continue to provide the following services during the recovery phase:

- a. Maintain communications with the FLNG command and monitor the status of FLNG missions
- b. Coordinate requests from County ESFs for FLNG assistance and support
- c. Assist with coordination of the demobilization of FLNG operations and their transfer to county and municipal agencies.

## C. Coordination

Personnel assigned to this ESF will maintain coordination with the military liaison personnel assigned to the County EOC, FLNG command facilities, county ESFs, and incident commanders for on scene operations involving FLNG personnel or resources. A Regional Liaison Officer (LNO) will be assigned to the CEOC by the State to assist with the coordination between the County, the State

and the Military Units assisting. This LNO will work directly with this ESF lead person on duty.

#### **IV. RESPONSIBILITIES**

##### **A. Staffing**

This ESF will be initially activated with one individual staffing each shift in the County EOC. If and when involvement of the FLNG occurs in Volusia County, and commensurate with the scale of the FLNG operations, additional personnel may be assigned to staff ESF 13 by both the county and the FLNG. Upon the occurrence of major FLNG operations in the county, the FLNG will assign an LNO and other such personnel requested from and assigned by cognizant military commanders.

##### **B. Lead Agency**

The lead agency for ESF 13 is the County Emergency Management Division. In this capacity, the lead agency has the following responsibilities:

1. Development and maintenance of the necessary operational procedures, databases, inventories, etc. needed for effective implementation of ESF 13, including providing county resources to the FLNG and RECON TEAMS operations. The lead agency will, as indicated, ensure that inventories and databases are available within the EOC to support response operations.
2. Guiding and assisting support agencies to develop the necessary operational procedures to ensure their ability to interface and coordinate with FLNG operations pursuant to this ESF.
3. Notification, activation and mobilization of the personnel that are designated to staff this ESF through the state Division of Emergency Management.
4. Coordination and oversight of all operations conducted by this ESF, as well as supporting ESF 13 coordination with municipalities and the State ESF 13.

5. Providing training and exercise opportunities for lead and support agency staff to become familiar with the implementation of this ESF.

### **C. Support Agencies**

Support agencies are those county agencies that will interact with ESF 13 through their roles on other County ESFs. Pursuant to these roles, support agencies will have the following responsibilities:

1. Development and maintenance of the necessary operational procedures, databases, inventories, etc. needed for effective implementation of the prescribed support roles for ESF 13
2. Participate in training and exercise opportunities to ensure agency personnel are familiar with their responsibilities under this ESF.
3. Coordinate with the designated ESF 13 liaison in assisting, supporting and cooperating with the RECON TEAMS and other FLNG operations conducted in Volusia County
4. Provide requests for FLNG assistance and support to ESF 13 when county and municipal resources to conduct ESF operations will be inadequate.

### **D. Resource Requirements/Limitations**

The Volusia County Emergency Management Division, as the lead agency, is responsible for maintaining the capabilities to initiate and sustain the operations required by this ESF. The primary resource requirements are space for the ESF 13 workstation within the operations room of the County EOC, equipped with telephone access, computer or access to the Emergency Management LAN, as well as access to radio communications. Additionally access to FAX and photocopying equipment shall be required.

Because the primary purpose of this ESF is to interface and support the FLNG upon its deployment in Volusia County, significant personnel, equipment or supplies are not resource requirements for the County. The county expects that the FLNG will provide all of the resources necessary to support its own operations.

### **E. Operational Reports**

ESF 13 situation reports (SITREPs) will be prepared and distributed as requested by the Volusia County Emergency Management Division and/or County ESF 5. Other status reports and operational briefings will also be routinely presented during County EOC coordination meetings. In addition, the lead agency and assigned ESF 13 staff will assist the FLNG with preparation of operational reports required for that agency's purposes.

#### **F. Financial Management**

1. Each agency or organization involved with operations under this emergency support function will draw upon their own financial resources as needed to support their responsibilities in disaster operations. Reimbursement for eligible expenses for operations by county and municipal agencies during major disasters will be sought by each participating local government agency at the close of the disaster event.
2. The FLNG will be expected to maintain financial records regarding the organization's operations and expenditures.
3. The local lead and support agencies coordinated through the County EOC will keep an exact accounting of all expenditures (funds and materials consumed) as well as personnel, equipment and facility costs. These disaster expenditures will be reported to their parent organization and to the County EOC through the lead agency for this emergency support function.
4. Financial reporting by this ESF for EOC-based operations will be conducted in accord with directions from ESF 7 during periods of activation. Financial deficiencies will be reported to the County EOC through the lead agency

## **Emergency Support Function #14 (ESF #14) Community Information**

**LEAD AGENCY:** Community Information

**SUPPORT AGENCIES:** County Manager's Office  
Public Protection Department  
Beach Safety Division  
Emergency Management Division  
Fire Services Division  
Community Assistance  
Sheriff's Office  
Civil Air Patrol  
Electric Utility Companies  
Municipalities  
Volusia County Communications  
Volusia County Information Technology

### **I. INTRODUCTION**

#### **A. Purpose**

The purpose of the Volusia County Emergency Support Function #14 (ESF 14) Community Information Annex, is to describe the policies and procedures that will guide county operations to prepare and distribute public information and emergency instructions before, during and after a disaster. In addition, the purpose of ESF 14 is to coordinate public information operations with the county's municipalities involved in a disaster situation, as well as with state and federal agency public information programs as they may pertain to Volusia County.

#### **B. Scope**

ESF 14 addresses public information and emergency instruction operations at the time of a major emergency or disaster threatening or impacting Volusia County, when the magnitude or other characteristics of the event are such that multiple county-level emergency response and/or disaster recovery operations are necessary. Generally, such situations will necessitate activation of the County Emergency Operations Center (EOC) and Joint Information System

(JIS) and Center. ESF 14 addresses actions taken by county agencies and county ESFs to prepare, distribute via multiple formats, and monitor public information and emergency instructions, and to ensure adequate coordination of such efforts with other jurisdictions and levels of government.

ESF 14 does not address public information or emergency instruction needs normally conducted by non-county emergency services agencies for smaller emergencies that do not warrant multiple county agency involvement and/or do not require activation of the County EOC. In these cases, the public information officer associated with the command unit of the responding agency is responsible for the public information and emergency instruction requirements for these events.

Activities within the scope of ESF 14, "Community Information" are defined as providing information of interest to the public and internal audiences regarding an emergency event, its characteristics, and impacts, responses to public inquiries and rumor control, as well as information regarding the government response to that event. "Emergency instruction" is defined as providing guidance to the public regarding actions that are to be taken to protect their health, safety, and/or property, when these are threatened by a specific emergency situation.

### C. Policies

Implementation of this ESF Annex will be guided by the following policies:

1. Volusia County will coordinate the release of public information and emergency instruction with other levels of government and other local jurisdictions directly involved in the emergency or disaster situation. If the event involves a major, privately owned facility, location or venue, the county will endeavor to coordinate public information and emergency instruction with the owner or operator.
2. Upon activation of ESF 14 and the JIS, all county agencies and county ESFs will ensure coordination of the preparation, approval and release of public information or emergency instruction with the lead agency for this ESF or its designated staff. County personnel will not release information to the news media without the approval and consent of ESF 14.

3. The preparation and release of emergency instructions to the public will be a priority action for ESF 14.
4. News media representatives shall be restricted from access to incident scenes and/or emergency facilities by the Incident Commander whenever their safety or the safety of emergency workers or the public would be endangered, whenever there would be interference with emergency operations, or whenever the privacy of disaster victims would be compromised without their expressed consent.
4. If the state or federal government establishes a joint information center or similar facility or location for enhanced coordination of news media management operations during a major disaster, ESF 14 will assign personnel to represent the county in such an operation and will cooperate with the operation of that facility.
5. ESF 14 provides information to the public regarding disaster preparedness on a year-round basis through PSAs, Internet webpage's, social media platforms, media interviews, Volusia Magazine, articles, informational literature and (upon invitation) at speaker forums. ESF 14 provides emergency information to seasonal visitors and tourists through electronic media.
6. Requests for information received from elected officials and other VIPs will be referred to the CIO. Requests for tours of the JIS or participation in interviews, press conferences, or any other media event will be referred to the CIO.

#### **D. Planning Assumptions**

This ESF has been prepared for implementation based on the following assumptions:

1. The news media's interest in an emergency or disaster event in the county will be consistent with or exceed citizens' needs. For some emergency events, the news media's interest could be very intense and of long duration, and will require the county to commit significant resources and efforts to news media management.

2. The scope of information that must be provided to the news media could exceed the resources of Volusia County Community Information, as the lead agency for ESF 14. Support from public information offices in Volusia County, other county agency communicators, or communicators from agencies outside Volusia County may be critical through the Volusia/Flagler Public Information Network.
3. Both the print and broadcast and internet news media will have an interest in the emergency event and the county's response, requiring ESF 14 to accommodate the needs of them all.
4. For major emergencies or disasters, it will be necessary to establish various locations and/or types of operations for news media management, including joint information centers, news conferences, news media tours of impacted areas, etc. ESF 14 would be required to provide staff to some or all of these locations/operations and to provide mechanisms to ensure the coordination of the public information prepared and released.
5. Emergency instructions for public protective action may need to be formulated and broadcast with little advanced notice, and will be important to preventing injury or death or minimizing property damage. ESF 14 will have the cooperation of the news media in the timely distribution of such instructions to the public at risk.

## **II. CONCEPT OF OPERATIONS**

### **A. General**

1. The Volusia County Community Information Office (CIO) is designated as the lead agency for ESF 14. As such, when ESF 14 is activated, the lead agency will staff the ESF 14 workstation at the County EOC. From this location, and other public information facilities or locations if established, the staff of ESF 14 will direct Volusia County's internal and external information efforts during emergencies and disasters. ESF 14 will gather accurate, current information from response organizations and other county ESFs, prepare such information for public release, and coordinate that information with other involved federal, state or municipal jurisdictions. The focus of ESF 14's operations will be to ensure

that factual information is made available on a timely basis to the public and to County officials through the news media and other communication vehicles before, during or after emergencies or disasters. A standard operating procedure is available for use by this ESF.

2. When necessary due to emergency conditions, ESF 14 staff will work closely with the Volusia County Emergency Management Division to prepare and disseminate emergency instructions to the public at risk. Such information may involve instructions to evacuate or shelter-in-place, to take specific health precautions, or to act to protect property.
3. In addition to gathering and distributing information to the news media, ESF 14 will, when necessary, establish and staff a media center at the EOC, in accord with the operating procedures for this ESF. In addition, if indicated, a field operations center and/or a news media center at the incident scene or command post. If a joint information center (JIC) is established, ESF 14 personnel will participate in and support its operations. ESF 14 also will provide accommodations for on-the-scene interviews and arrange for news media access at or near the incident site. ESF 14 also will hold news conferences at the County EOC, Community Information Office and/or at a field operations center, command post or other location.

## **B. Organization**

1. The CIO is the lead agency for ESF 14 operations and will coordinate and oversee all of the County's emergency public information activities. The CIO is responsible for the dissemination and publication of all emergency public information and is an advisor to the Emergency Management Director, County Manager or Incident Commander on public information needs. The CIO Director also serves as the public information advisor to the Emergency Powers Advisory Council (EPAC), when activated.
2. The Director of the CIO is designated as the county's Lead Public Information Officer (PIO). All individuals assigned to the ESF 14 function by the lead and support agencies will be supervised and coordinated by the Lead PIO, or designee, for the duration of ESF 14 activation. All official public infor-

mation emanating from the County EOC or incident scene shall be authorized by the CIO Director or designee.

3. ESF 14 will be staffed by the CIO Director or authorized designees who will be the only County EOC personnel designated to serve as spokespersons with the news media and at briefings. The County Council Chair, County Manager, Sheriff and County Emergency Management Director, Sheriff's Office PIO, Health Department PIO and Beach Safety Division PIO also may serve as spokespersons for the county. Other county agency staff interaction with the news media will be through ESF 14.
4. Support agencies will provide other PIO and support staff for ESF 14 operations. These staff members will assist with incoming news media requests for information, preparing for news conferences, drafting news releases, meeting the needs of reporters and performing other public information support functions and updating web based information.

#### **C. Notification**

1. ESF 14 will be notified of the need to activate by the Volusia County Emergency Management Division. Notification would be to the CIO Director. In the event of the Director's absence, the notification should be according to the pre-established call down list of CIO personnel. If requested, the CIO would support the Emergency Management Division in preparing and/or distributing any emergency instructions required to be issued at the outset of ESF 14 activation.
2. Once notified, the CIO would, in turn, notify all designated personnel of the lead and support agencies of the activation of ESF 14. As indicated by the scope of the event, these individuals may be requested to mobilize to the County EOC or other identified location, or to remain on standby to support operations of ESF 14.
3. If applicable, ESF 14 staff would notify all active on scene command posts or other locations of major field operations. The on scene command would be informed of the activation of ESF 14 and the PIO at the location requested to begin coordinating public information and emergency instructions with ESF 14. At this point ESF 14 will activate the Joint In-

formation System/Center located at the Volusia County Emergency Operations Center.

4. Promptly upon activation, ESF 14 will notify other activated county ESFs and request that public information or emergency instructions be authorized for release through ESF 14. At this time, ESF 14 will also establish procedures for obtaining information from each ESF that may be needed for news media releases.
5. ESF 14 will notify the principal news media outlets operating in Volusia County of the activation of ESF 14, and provide guidance on how to access ESF 14 personnel for the specific emergency or event.
6. As soon as feasible after activation of ESF 14, the lead agency or designated ESF 14 staff would notify activated municipal EOCs and/or public information functions of the activation of ESF 14. At this time, procedures for the exchange of information and coordination of the release of information to the news media would be established and/or confirmed.
7. ESF 14 staff also would notify the State ESF 14, if activated, of the activation of County ESF 14. At this time, procedures for the exchange of information and coordination of the release of information to the news media would be established and/or confirmed.
8. The primary communication methods available to ESF 14 are the news media, internet, social media, video teleconferencing, e-mail, and facsimile, cell telephone. These communication channels are the primary communication methods between ESF 14 staff, the news media and public. The ESF 14 Director will inform the County Council Chair and County Manager of ongoing events. The secondary communication method is an 800 MHz radios to relay information to the news media for dissemination to the public and other news media sources in addition to providing information through amateur radio operators (ARES). Various pre-scripted messages are available that are event dependent.

### **III. Emergency Support Function**

#### **A. Response**

##### **1. Initial Actions**

- a. Working with the County Emergency Management Division and/or County ESFs 4, 8, 10 or 16, ESF 14 will assist in the immediate preparation and release of emergency instructions to the public. These emergency instructions could include, but not necessarily be limited to, identification of areas at risk from the event, directives to evacuate, shelter-in-place, boil water, or take other actions to protect lives and property within the areas at risk, and to address the unique needs of special populations at risk from the event (e.g., the handicapped, tourists, etc.). While the Emergency Management Division and/or county warning point activate the Emergency Alerting System (EAS) and/or 21<sup>st</sup> Century call down system, ESF 14 will ensure consistent information is given to other broadcast news media outlets.
- b. If emergency instructions are issued, ESF 14 will issue all necessary supplementary or follow up information. This information could include, but is not necessarily limited to, areas at risk and/or types of facilities at risk (e.g., mobile homes), evacuation routes and locations of shelters, instructions on how to shelter-in-place, details on health precautions, instructions for special needs individuals and tourists, etc.
- c. ESF 14 will confer with other county ESFs, and municipal public information functions, to prepare and release initial public information regarding the emergency and the county's response operations. ESF 14 will coordinate with the County Emergency Management Division and ESF 20 to utilize pre-existing lists of special needs individuals and to facilitate delivery of emergency instructions to these individuals. If indicated by the event and/or news media interest, an initial news conference would also be scheduled and held.

- d. In consultation with the Emergency Management Division, the Manager's Advisory Group, on scene command units, and other county ESFs as indicated, ESF 14 will determine the need to establish and activate other public information locations in accord with the procedure for this ESF. These locations may include a media center at the EOC, the Library Operations Center (LOC), a field operations center or at an on scene news media center. If necessary, ESF 14 will take action to establish such operations.
- e. ESF 14 will make arrangements for initial news media activities, consistent with the event, such as on scene tours, interviews, etc., and conduct such events if indicated. ESF 14 will serve as the county's lead organization for the media to request such activities.
- f. The initial public information or emergency instruction actions by municipal, state or federal agencies, as well as involved private parties, will be determined by ESF 14. As indicated, steps will be taken by ESF 14 to ensure coordination of continuing operations.
- g. ESF 14 staff will initiate monitoring of key news media broadcasts to ensure the accuracy of information being released. When indicated, actions by ESF 14 will be taken to correct misinformation.
- h. ESF 14 will work with the County Emergency Management Division and county Personnel Division to monitor a citizens information/rumor control telephone line in or associated with the County EOC. ESF 14 would implement procedures to ensure the staff of this operation receives accurate and up-to-date information regarding the situation. As soon as such an operation is activated, ESF 14 will release the telephone numbers to the news media for public broadcast.

## 2. Continuing Actions

- a. ESF 14 staff will participate in County EOC briefings, provide reports on news media interest and public reaction, and provide input on policy decisions.

- b. Through EOC Operations ESF 5 and other county ESFs, ESF 14 will be given updated information on a continuing basis regarding the emergency and the response operations. County ESFs will assist and cooperate with ESF 14 to prepare, review and/or coordinate the release of public information or emergency instructions and/or to respond to requests for such public information assistance. The priority for the release of such information will be consistent with the priorities established by the Manager's Advisory Group for the response effort.
- c. ESF 14 will ensure that relevant emergency instructions are provided to the news media and/or continue to be broadcast as needed. ESF 14 also will assist with the preparation and issuance of emergency instructions during the response operations, in coordination with the Emergency Management Division and/or the applicable ESF.
- d. News media briefings will be held as needed. Generally, daily news briefings will be held at 10 a.m. and 3 p.m. unless conditions warrant otherwise. These updates will contain the latest information on deaths or injuries, property damage, weather, road closures, sheltering, military actions, school/office closings, environmental hazards and related incident status information gathered from situation reports, news releases and County ESF personnel. Advice on protective actions and recovery actions will be stressed.
- e. Special news media events, such as tours of damaged areas, photo opportunities in the County EOC, or interviews with key county personnel, will be arranged and supported by ESF 14 staff when indicated by the level of news media interest and consistent with the county policies for this ESF. If necessary due to the level of news media interest, a news media pool will be formed at the discretion of the CIO Director for access to the EOC or incident scene. The pool will consist of representatives from each segment of the news media. All information and images obtained by the pool members must be available to all news reporters as a condition of pool participation. The times and shooting locations are designated by the

Community Information Director and coordinated with the Director of the Emergency Management Division. News media access to the County EOC operations area, on scene operations areas, damaged areas, etc. will be carefully controlled and permitted in accord with county policies.

- f. Continuing efforts to coordinate county ESF 14 operations with those of municipal, state or federal agencies will be made. Such effects could include exchange of information, pre-release coordination of news media information, or staffing and operation of a JIC.
- g. ESF 14 will coordinate closely with ESF 8 to confirm and release information regarding the number of injured, fatalities, etc. and methods for individuals to obtain detailed information regarding family members that may be injured, ill, deceased or missing.
- h. Established methods for routine dissemination of public information will be maintained by ESF 14. These routinely include the following:
  - (1) ESF 14 will coordinate with WCEU, Volusia County's official emergency public information television station, and Black Crow Broadcasting, Volusia County's official emergency public information radio network, to disseminate information to the public and other news sources.
  - (2) The County's website will be used during emergencies to disseminate public information. [\(e-link to County website\)](#) If the situation warrants, the website staff will relocate to the County EOC. All news releases, situation reports, maps and other pertinent information will be posted on the County's website as quickly as possible. The website URL will be disseminated widely.
  - (3) ESF 14 will issue written news media releases routinely with updated information, conduct news briefings and interviews, respond to re-

quests for public information, address rumors, and provide other routine opportunities for the news media to receive public information. ESF 14 will issue updated information via social media and track responses to dispel rumors. Rumor control will also be addressed during live radio and television broadcasts.

## **B. Recovery**

During recovery operations, the organizational structure of the lead and support agencies will remain the same as that utilized for response operations, unless unexpected conditions require modifications. Actions by the recovery organization for this ESF will be as follows:

1. Initial Actions
  - a. ESF 14 will respond to news media inquiries for damage assessment statistics/estimates and other recovery-related information.
  - b. If indicated by the event and its impacts, ESF 14 will work with ESF 8 to identify and publicize issues or concerns involving public health and safety that are likely to be long-term and to continue into or beyond the recovery phase. As indicated, appropriate emergency instructions will be provided to the news media for publication or broadcast.
  - c. In coordination with the State Division of Emergency Management and the Federal Emergency Management Agency, ESF 14 will publicize the status of a disaster declaration, the types of assistance available to disaster victims, and the methods or locations for disaster victims to access such assistance. ESF 14 will respond, when necessary, to assign staff to a JIC and/or provide liaison to a Disaster Field Office (DFO) to facilitate preparation and release of public information regarding available disaster assistance.
  - d. If one or more Disaster Recovery Centers are to be activated to support disaster victims, ESF 14 will publicize their purpose, location, and times of operation.

## 2. Continuing Actions

- a. ESF 14 will provide updated information as damage estimates are finalized, as state or federal disaster assistance is released, or as other significant events occur during the recovery phase. Such information may be issued following deactivation of the County EOC, a news media center or JIC, a Disaster Recovery Center (DRC) in Volusia County or a DFO.
- b. ESF 14 will work with the County Emergency Management Division to develop and implement the public information components of a community relations and disaster assistance program. This program will provide comprehensive information to the general public regarding disaster assistance available, and instructions to county, municipal, and private non-profit agencies interested in accessing federal public assistance funds for repairs to public facilities and infrastructure components.
- c. ESF 14 will assist the Volusia Prepares program in supporting the dissemination of public information regarding mitigation activities and actions that can be taken by the public, businesses, and local governments to eliminate or minimize vulnerabilities to similar disasters in the future.
- d. The lead agency will continue to coordinate with the County Emergency Management Division, as well as other county ESFs remaining activated, to ensure updated, accurate information is issued to the news media on an ongoing basis. The priority for the release of such information will be consistent with the priorities established by the Manager's Advisory Group for the recovery effort.

## IV. RESPONSIBILITIES

### A. Staffing

1. The CIO will provide personnel to serve as the lead agency staff for ESF14. The Director of the CIO will serve as the Lead County PIO and the director of ESF 14. All ESF 14

staff assignments are by the Community Information Director.

2. The Director of CIO will appoint an individual to serve as an assistant PIO and to lead ESF 14 operations when 24 hour per day staffing is necessary and/or when the Director of CIO is not available.
3. Officially designated PIOs of county agencies will be considered as staff to ESF 14, and will be requested to support its operations either in the County EOC and/or from the incident scene.
4. Supplemental or support staff for ESF 14 will be provided by or through the County Manager's Office and/or the County Public Protection Department and Information Technology or others as directed by the County Manager.
5. When activated, ESF 14 will provide staff to represent the county at a JIC established by responding state or federal agencies.
6. Municipal personnel, or representatives from key private sector venues or facilities involved in the emergency, may be requested to provide liaison public information staff to the County EOC to facilitate coordination of public information.

#### **B. Lead Agency**

The lead agency for ESF 14 is the County Information Office. In this capacity, the lead agency has the following responsibilities:

1. Development and maintenance of the necessary operational procedures, databases, inventories, etc. needed for effective implementation of ESF 14. The lead agency will, as indicated, ensure that inventories and databases are available within the EOC to support response operations.
2. Guiding and assisting support agencies to develop the necessary operational procedures to ensure their ability to fulfill their roles pursuant to this ESF.
3. Notification, activation and mobilization of the personnel that are designated to staff this ESF.

4. Coordination and oversight of all operations conducted by this ESF, as well as supporting ESF 14 coordination with municipalities and the State ESF 14, and county operations within a joint information center.
5. Providing training and exercise opportunities for lead and support agency staff to become familiar with the implementation of this ESF.
6. Take such actions during activation of this ESF to ensure that the following objectives are achieved:
  - a. Emergency instructions and follow up emergency information are accurate and comprehensive, and issued on a timely basis.
  - b. There is a continuing flow of accurate and up-to-date information to the news media regarding the event and the county's response. Situation report information will be verified by ESF 14 staff and approved by the Director of Emergency Management before it is released to the news media and the public.
  - c. Information printed or broadcast by the news media is accurate and, if not, corrective actions are taken.
  - d. News media and "VIP" visits to the incident scene and emergency facilities are coordinated and are consistent with the policies established for this ESF.
  - e. County ESFs, the Emergency Management Division and the Manager's Advisory Group are given support for the release of important public information or emergency instructions regarding their operations or the emergency event.
  - f. News media management operations by other jurisdictions or levels of government are coordinated with operations by ESF 14 to ensure that consistent and accurate information is released.
7. ESF 14 will coordinate and provide public information support for incident scenes, including the following actions:

- a. Accommodations will be made for news reporters and CIO staff regarding access to telephone lines and electrical power.
  - b. Office shelter will be provided for the news media and the PIO staff as near to the incident as feasible.
  - c. Accommodations will be made for incoming and outgoing facsimile and e-mail transmissions for both the news media and PIO staff.
8. ESF 14 will write, edit and distribute all news releases regarding an emergency or disaster.
9. ESF 14 staff will serve as spokespersons for on-air radio and television interviews and formal briefings.
10. ESF 14 will coordinate with RECON Team Leaders and ESFs 5 and 19 to obtain damage assessment estimates for release to the news media.
11. ESF 14 will coordinate with the County emergency Management Division, as well as state and federal PIOs, to publicize the availability of disaster assistance, the location of DRCs, and other information needed by disaster victims to access available assistance.

### **C. Support Agencies**

Public information personnel from the designated support agencies will be needed to augment the ESF 14 resources available through the lead agency. When utilized, the PIOs assigned are in a support role and are not considered PIO spokespersons unless so designated by the Community Information Office Director.

The following responsibilities will be fulfilled by the support agencies:

1. Participate in training and exercise opportunities to ensure agency personnel are familiar with their responsibilities under this ESF.
2. Maintain as current inventories, databases, and personnel rosters needed to mobilize staff and equipment for supporting the operations required by this ESF.

3. Specific responsibilities of the support agencies will be:
  - a. The Emergency Management Division will, with the assistance of the lead agency, complete the following:
    - (1) Retain and update comprehensive news media facsimile and e-mail lists, used for the rapid and widespread distribution of emergency news releases.
    - (2) Ensure that adequate equipment and supplies for establishing ESF 14 operations at sites remote from the County EOC, e.g., an on scene news media center, is available through the Volusia County Public Protection Department.
  - b. The Sheriff's Office will provide a trained PIO to assist with ESF 14 operations as needed.
  - c. The County Health Department will provide a trained PIO to assist with ESF 14 operations as needed.
  - d. The Beach Safety Division will provide a trained PIO to assist with ESF 14 operations as needed.

#### **D. Resource Requirements/Limitations**

The lead agency, in cooperation with the support agencies, is responsible for maintaining the capabilities to initiate and maintain the operations required by this ESF.

ESF 14 has the necessary area assigned within the County EOC, where telephone and other communications are installed and available for use. When it is necessary to establish ESF 14 operations at locations other than the County EOC, the Emergency Management Division will assist the lead agency in securing the necessary equipment and supplies.

#### **E. Operational Reports**

1. ESF 14 situation reports (SITREPs) will be prepared and distributed by the lead agency as requested by the Volusia County Emergency Management Division and/or County

ESF 5. Support agencies actively engaged in ESF 14 operations will receive a copy of the ESF 14 SITREPs.

2. Written materials prepared and issued by ESF 14 to the news media from any ESF 14 operational center will be copied and distributed to the ESF 5, the Emergency Management Division and the Manager's Advisory Group. If indicated, the involved County ESF or municipality will receive a copy of the materials as well.
3. Other status reports and operational briefings regarding ESF 14 actions also will routinely be presented during County EOC coordination meetings.

#### **F. Financial Management**

1. Each agency or organization involved with operations under this emergency support function will draw upon their own financial resources as needed to support their responsibilities in disaster operations. Reimbursement for eligible expenses for operations during major disasters incurred by local government or public sector agency will be sought by that agency at the close of the disaster event. Private sector agencies and organizations involved in ESF 14 operations will be responsible for their own costs.
2. Each location established by this ESF, such as on scene news media centers or a joint information center will track personnel time, costs and expenditures as directed by the lead agency.
3. Financial reporting for ESF 14 agencies for expenditures will be conducted in accord with directions from ESF 7 during periods of activation. Any financial deficiencies for lead and support agencies involved in ESF 14 operations will be reported to the County EOC through the lead agency.

## **Emergency Support Function #15 (ESF #15) Volunteers and Donations**

**LEAD AGENCY:** Financial Services Division, Revenue Activity  
Administrative and Financial Services Department

**SUPPORT AGENCIES:** Community Services Department  
Agricultural Extension Services  
Airport/Port Authority Department  
Financial and Administrative Services Department  
Facilities Services Division  
Growth and Resource Management Department  
Environmental Management Services  
Leisure Services Division  
The Volusia County School District  
United Way  
The Salvation Army  
American Red Cross  
Volusia COAD

### **I. INTRODUCTION**

#### **A. Purpose**

Emergency Support Function #15, Volunteers and Donations (ESF 15) defines the policies and procedures that will be used by Volusia County to manage the services, materials and supplies donated by others to assist in the emergency response and disaster recovery efforts within the county. The types of operations addressed by this ESF include the following:

1. The receipt and management of donations
2. The reception, screening, evaluation, and referral of volunteers to other ESFs and agencies (United Way).
3. The operation of local warehouse facilities for storage and distribution the donated materials and supplies

4. Coordination of the distribution of donated goods through United Way, Red Cross, the Salvation Army and the State of Florida.
5. Provision of assistance to ESF 7 and ESF 18 to support volunteers active in response and recovery operations.

## **B. Scope**

Emergency Support Function #15 describes the policies and procedures to be utilized by Volusia County to effectively manage the donations of goods and services at the time of a major disaster and to incorporate their utilization into the emergency response and disaster recovery operations to the maximum extent feasible. ESF 15 describes actions that will occur on the county level to coordinate operations among several potential sources of donated goods and services, including a number of community groups serving as support agencies and the State of Florida ESF 15. ESF 15 does not address specific procedures developed by the support agencies to solicit donated services and goods.

## **C. Policies**

Implementation of this ESF will be guided by the following policies:

1. Donated goods and services will be considered a potentially valuable contribution to the capabilities of Volusia County and its municipalities to respond effectively to a disaster and to assist disaster victims. The use of donated goods and services will be considered by all County ESFs whenever resources to support emergency response and disaster recovery operations may be limited.
2. The safety of volunteers will be the highest priority for any emergency operation conducted in Volusia County, and volunteers engaged in any such operation will work under the supervision of officially designated response officials.
3. Donated goods, materials or equipment will be accepted by Volusia County when they are judged to be suitable and appropriate for their intended use, and can be utilized by emergency workers or disaster victims without compromise to their safety or health. Donation of materials not meeting this standard will be declined.
4. Individuals donating services must be judged to be qualified as adequate to provide the service in question without compromise to the

volunteer(s)' health and safety, the effectiveness of emergency operations, or the health and safety of disaster victims. All volunteers and/or parties donating goods and services may be requested to "hold harmless" Volusia County and its municipalities for injuries or damage associated with the volunteered service or donated goods and materials.

5. Donated goods and services will only be accepted when there are no associated immediate or subsequent obligations or requirements placed on the County or its municipalities and/or any individuals that may be recipients of those goods or service.
6. Financial contributions will not be accepted. Inquiries re monetary donations will be routed to a suitable local community service organization or association for answer.

#### **D. Planning Assumptions/Limitations**

This ESF is implemented based on the following assumptions:

1. Volusia County or one or more of the county's municipalities could become involved in a disaster event. Disaster events will vary in the geographic area affected as well as the severity and characteristics of the impact.
3. Major or catastrophic disasters will severely limit or totally disrupt communications, utilities, the road system and other critical infrastructure. Such disruption and damage will make securing resources for, and providing services to, disaster victims very challenging.
4. Volusia County and Volunteer Agencies will be directly impacted by the major or catastrophic disaster events and may be unable to respond initially or limited in their response.
5. Volusia County may not be directly impacted by the disaster event, but nevertheless, this ESF may need to be activated to provide support to adjacent counties impacted by the event through the management and coordination of donated goods and services originating within the county.
6. The County will be inundated with donated goods and non-affiliated volunteers in the event of a catastrophic disaster and prompt action

will be necessary to manage this situation and to obtain the maximum benefits from the donations and volunteers.

7. A portion of the volunteered services and goods will be suitable for use in Volusia County's emergency response and disaster recovery operations, and a portion will not. It will be necessary to find alternative uses for unsuitable donations, to decline to accept the donations, and/or to dispose of donated materials appropriately.
8. Skilled personnel, specific equipment and materials and selected facilities available directly to the county for utilization in the response will be limited or unavailable. Donations of specific goods and services will need to be actively solicited by ESF 15 on the county's behalf.
9. The State of Florida will also receive numerous offers for donated goods and services. The state will establish a Regional Relief Center (outside the disaster area) to manage the flow of donated goods and volunteers that fall within their control and supervision.
10. There will also be a need for local volunteer reception centers, staging areas, and distribution sites to manage the donated goods and materials received locally and through the state.
11. Electric power and telephone service will be available at the ESF15 facilities after the disaster event and/or a suitable alternative location with emergency power and telephone service will be found.
12. Personnel from the Financial Services/Revenue Division, as the lead agency, and designated support agency personnel will be able to reach their ESF 15 functional location or another designated alternate facility for implementation of ESF 15 operations.
13. All ESF 15 functions may have to be staffed and operated 24 hours a day, seven days a week for the duration of the response and recovery operations.

## II. CONCEPT OF OPERATIONS

### A. General

1. The primary function of ESF 15 is to manage the receipt, storage, and distribution of donated goods and volunteer services to the dis-

aster area to meet the needs of the disaster victims and/or to support the county's response and recovery operations. Depending on the circumstances of the event, it may also be necessary to solicit specific types of services and materials for donations to supplement resources available through the county.

2. Representatives of the lead agencies will staff an ESF 15 workstation in the County EOC and activation and coordination of all ESF 15 operations will be conducted from this location. ESF 15 operations may also require securing warehouse and distribution facilities in proximity to the impacted area, and providing staff and other resources for their operation. Other ESF 15 staff may be required at locations such as community mass care operations and/or shelters to facilitate the distribution of donated goods and services.
3. As needed, the lead agency will also activate and staff the Volunteers and Donations Hotline during ESF 15 activations, and, through ESF 14, Community Information, advertise the number, its purpose, and the types of donated goods and services being sought.
4. ESF 15 will also serve as the contact point for official representatives of national community service organizations, other national associations and/or large corporations through which major or substantial donations of goods and services can be made.
5. In the event of a major disaster impacting adjacent counties, but not Volusia County, the Director of the Emergency Management Division may request activation of this ESF, as well as other necessary county ESFs, when it is apparent that additional coordination and management is necessary due to the level or scope of efforts to provide donated goods and services from within Volusia County to impacted adjacent counties. In such cases, all relevant response and recovery operations will be conducted, as needed, pursuant to the concepts defined herein, except that delivery of locally donated goods and services will be outside of Volusia County.

## **B. Organization**

### **1. Lead Agencies**

- a. The Volusia County Revenue Division, of the Financial and Administrative Services Department is designated as lead agency for this ESF.
- b. The lead agency will staff the ESF 15 Coordinator's position in the County EOC. The County ESF 15 Coordinator will also serve as the liaison with the State ESF 15 Coordinator, Municipal ESF 15 Coordinators and support agencies for the ESF.
- c. The Volusia County Revenue Division will provide the staff to operate the Volunteer and Donations Hotline (24 hours a day if necessary). Staff at this number will record all incoming calls regarding volunteers and donated items. The calls will be recorded in a computer software database.
- d. When made necessary by the magnitude of the disaster and/or the needs of the victims and emergency response organizations, various field facilities, locations or operations to support ESF 15 operations will be established and staffed at the direction of the lead agency. These may include warehouses, distribution points, staging areas, community distribution facilities and similar operations.

## 2. Support Agencies

- a. Support agencies will fulfill their responsibilities for ESF 15 operations under the coordination of the lead agency. Such coordination will originate from the ESF 15 workstation in the County EOC, and support agencies may be requested to provide liaison personnel to the County EOC to facilitate interagency communications. Internal organization of individual support agencies, or changes necessary to fulfill their assignments, is their determination.
- b. Support agencies may choose to establish coordination centers for their own staff and operations assigned by the lead agency that are separate from the ESF 15 workstation in the County EOC. If so, these separate coordination centers will maintain continuing communication and coordination with the ESF 15 lead agencies' representatives in the County EOC.

3. Coordination with State Agencies

Volusia County's ESF 15 operations will be coordinated with State Agencies through the County ESF 15 Coordinator's liaison with the State ESF 15 Coordinator.

4. Coordination with Municipalities

ESF 15 operations will be coordinated with the operations of municipalities through the municipal liaisons stationed in the County EOC and/or directly with activated municipal EOCs.

5. Coordination with Private Sector Donors

ESF 15 will coordinate donations made by major local or national private sector organizations and associations (i.e., business and industry) through County ESF 18, Business and Industry, or directly with the involved organization, when necessary, especially with nationally-based volunteer associations.

**C. Notification**

1. The lead agency will be notified of the need to activate ESF 15 by the Volusia County Emergency Management Division. The lead agencies will then notify and activate its staff according to established procedures.
2. The lead agency will notify the support agencies of the activation of ESF 15 and request them to either mobilize personnel to the County EOC or other location, or to remain on standby for mobilization for ESF operations. The support agencies are responsible for notification of their personnel regarding the need to activate or remain on standby.
3. If indicated by the characteristics or magnitude of the event, the lead agencies will notify assigned personnel to activate and staff the donations hotline. (Upon completion of this activation process, ESF 14 will be advised of the donations hotline telephone number.)
4. Upon establishing operations at the County EOC, the lead agency will notify the State ESF 15, if activated, and any activated municipal EOCs within the county that the ESF is operational. Up-to-date contact information will be exchanged at that time.

5. Commercial telephone lines (with cellular backup) will be the primary notification and communication method between the ESF 15 Coordinator at the County EOC and the ESF 15 functions activated (such as the Volunteer/Donations Hotline and facility, the donations warehouses, and the Volunteer Reception and Processing Centers). Cellular telephones (if the systems are operational) will be used as the secondary means of communication. County radios also will be used (if available) if cellular telephones are not functional. Couriers will be used to carry hard copy communications between the ESF 15 Coordinator at the County EOC and the activated ESF 15 functions if all other means of communication have failed.

### **III. EMERGENCY SUPPORT FUNCTIONS**

#### **A. Response**

##### **1. Initial Actions**

##### **a. Lead Agency:**

- (1) Upon notification to activate ESF 15, the lead agencies' Staff Notification System will be used to recall the employees needed to establish the hotline and other ESF functions of the lead agencies. The remaining staff will be notified of any changes in their normal duties and the emergency duties they have been assigned.
- (2) Designated personnel will report to the County EOC and activate the ESF 15 workstation and receive a briefing on the current situation and review the current ESF 15 and EOC Operating Procedures. The ESF 15 coordinator(s) or designee(s) will then notify the Emergency Management Division, other County ESFs, municipal EOCs, the ESF 15 support agencies, and the State ESF 15, if activated, that the ESF is operational.
- (3) The ESF 15 coordinators will confer with the Emergency Management Division and other county ESFs to determine the likely magnitude of the event, the

needs for donated goods and services, and the ESF 15 locations and functions that should be activated, including staging areas, warehouse facilities, distribution centers, etc. With the assistance of the lead agency, the coordinators will take actions as indicated to activate the necessary functions and locations.

- (4) Upon a decision to activate the ESF 15 donations hotline, the lead agency will conduct refresher training for the Volunteer/Donations Operators on the hotline software and brief them on the impending emergency and operations/support details. When ready, **ESF 14** will be requested to publicize the telephone number of the hotline, and CIC operators will be advised of the number.
- (5) The lead agency will receive initial requests from other County ESFs and municipalities regarding the known or predicted needs for donated goods and services, and will match the requests with the donations received by the hotline. When a match occurs, ESF 15 staff will contact the donor and request the assistance offered. If a match cannot be made, ESF 15 will take one or more of the following actions:
  - (a) Request the support agencies for assistance and/or to locate a suitable donation
  - (b) Request County **ESF 14** publicize the need for the specific goods or services needed, with a request that donors contact the hotline.
  - (c) Request County **ESF 18** solicit the needed donations from local businesses and industries
  - (d) Request State ESF 15 obtain the donated goods or services and provide them to the county.
- (6) ESF 15 will respond to requests for donated goods and services in a manner consistent with the priorities established for county response operations by the Manager's Advisory Group.

b. Support Agencies:

- (1) Upon notification by the ESF 15 lead agency of the activation of the ESF 15 functions, all support agencies will initiate notification of the emergency to their organization and direct appropriate staff to prepare for or initiate activation of their assigned ESF 15 duties. Off-duty personnel will be recalled if indicated to activate support agency's assigned ESF 15 functions.
- (2) Conduct staff refresher training on ESF 15 responsibilities and procedures.
- (3) If requested, deploy liaison staff to the County EOC or other operational location.
- (4) Activate such agency coordination centers and/or ESF 15 operational locations and facilities, as assigned, such as staging areas, warehouse facilities and distribution points.
- (5) Obtain and/or update lists of known donor individuals or organizations that may be of assistance to subsequent operations.
- (6) Direct offers of donated goods and services to the donations hotline.
- (6) Staff and support initial emergency response actions as requested by the lead agency.

2. Continuing Actions:

a. Lead Agency:

- (1) ESF 15 Coordinator(s) will participate in all County EOC briefings and meetings, and will provide input to the Manager's Advisory Group regarding the availability of and need for donated goods and services.

- (2) Staff the ESF 15 Coordinator's position in the County EOC 24 hours a day or as may be requested by the Emergency Management Director.
- (3) Staff the Volunteer/Donations Hotline operator positions 24 hours a day or as may be requested by the Emergency Management Director.
- (4) Continue to receive requests for donated goods and services from the ESF 15 support agencies, from other county ESFs, and from impacted municipalities. Using the donations hotline database, fulfill as many requests as possible from existing offers. If requested services or materials are not available, request assistance from support agencies, the State ESF 15, adjacent counties, or request County **ESF 14** to publicize needs.
- (5) Continue to track requests for donated goods and services until the requests are fulfilled. Maintain documentation regarding number, type and location of utilized volunteers and donated goods.
- (6) Obtain information from ESF 5, Information and Planning and ESF 19, Damage Assessment, regarding the impact of the event. Consult with ESF 6, Mass Care, and ESF 8, Health and Medical Services, regarding the needs of disaster victims at shelters and in the community.
- (7) Determine the need for, and take action if indicated, to establish County ESF 15 field operations in or near the impacted areas, including, but not necessarily limited to, the following:
  - (a) Staging areas for initial receipt of donated goods
  - (b) Warehouses for receipt of donated goods
  - (c) Distribution facilities
  - (d) ESF 15 operations at activated shelters

- (e) Disaster recovery centers (if needed).
- (8) If needed, request County **ESF 1** to provide support with transportation of volunteers and donated items, and **ESF 2** to support communications needs at established ESF 15 field operations.
- (9) The Volunteer/Donations Hotline operators will record calls received on volunteers and donations into the computer database.
- (10) The ESF 15 Coordinator will access the data and print reports on the availability of volunteers and donated items every hour or as needed to support the county emergency response efforts. These reports will be copied and passed to the appropriate county ESFs for their decision/action regarding utilization of the volunteers or donated items or services.
- (11) Ensure that volunteer qualifications are spot checked and appropriate for the volunteer duties. Follow on placement, as possible, to ensure the health and safety of the volunteers in the workplaces they have been assigned.
- (12) The ESF 15 Coordinator will maintain continuing coordination with:
  - (a) The State ESF 15 Coordinator regarding activation of the State Donations Hotline and Regional Relief Center.
  - (b) Contiguous counties regarding ESF 15 assistance.
  - (c) ESF 15 Support Agencies regarding their ESF 15 operations.
  - (d) The ESF 18 Coordinator and ESF 15 Support Agencies for data on private and public needs.

- (e) The ESF 14 Coordinator on public information announcements regarding the volunteer services and donated items needed for disaster assistance.

b. Support Agencies:

The ESF 15 Support Agencies will provide continuing assistance at the request of the lead agency by staffing selected ESF 15 operations, providing input to reports and analyses, locating needed donated services and materials, and responding to other needs as indicated. In addition, the following specific continuing actions will be taken by specific support agencies as indicated:

(1) **Agricultural Extension Services:**

- (a) Contact volunteers for specific service in the disaster, as requested by the ESF 15 Coordinator.
- (b) Report current status and provide updates on changes regarding open (fields, parking areas etc.) and covered available for use during the disaster.

(2) **Airport Services**

- (a) Advise the ESF 15 Coordinator and EOC staff of the operational status and capability of Daytona Beach International Airport to receive emergency flights of disaster personnel, equipment, and supplies.
- (b) Provide status reports on the number of volunteers available for service in a Volunteer Reception and Processing Center or other administrative duties.
- (c) Report current status and provide updates on changes regarding open (fields, parking areas etc.) and covered space available for storage or other use during the disaster.

(3) **American Red Cross**

- (a) Advise the ESF 15 Coordinator of disaster victims' unmet needs.

- (b) Advise the ESF 15 Coordinator of distribution sites and other locations where specific volunteer services and donated items are needed.
- (c) Provide and update as needed a listing of Red Cross/Salvation Army resources and services available for the disaster.
- (d) Forward to the ESF 15 Coordinator data on any volunteer or donations calls that should have been made to the Volunteer/Donation Hotline.

(4) **Environmental Management Division**

- (a) Provide listing to the ESF 15 Coordinator of staff and volunteers available to staff a Volunteer Reception and Processing Center or other needed services.
- (b) Advise the ESF 15 Coordinator of the vehicle resources (made available to the ESF 1 Coordinator) which could transport volunteers and donated items.

(5) **Facilities Services Division**

- (a) Advise the ESF 15 Coordinator:
  - [1] Of the County warehouses available for disaster use and their current capacity.
  - [2] Of any warehouse facility operating system (lights, water, other) limitations and estimated time/date for their repair and restoration of service.
- (b) Begin contacting companies with commercial warehouse facilities and attempt to obtain additional donated warehouse space or determine the lease cost for use. Provide a listing of the data gathered to the ESF 15 Coordinator.

(6) **Leisure Services Division**

- (a) Work with United Way to assign a Supervisor to activate the Volunteer Reception and Processing Center (VRPC) and have that person report to the designated site for the Center.
- (b) Advise the ESF 15 Coordinator on the personnel available to staff the VRPC
- (c) Advise the ESF 15 Coordinator on the current status of any open (fields, parking areas, etc.) or covered space available at county parks and recreation facilities.
- (d) Advise the ESF 15 Coordinator of the transportation resources (made available from the ESF 1 Coordinator) which could be used to transport volunteers and donated items.

(7) **The Salvation Army**

- (a) Coordinate with the ESF 15 Coordinator regarding the warehouse facilities that are designated to be open for the disaster.
- (b) Deploy sufficient personnel to supervise and operate the designated warehouse facilities 24 hours a day or as needed, and keep the ESF 15 Coordinator advised of their operational status.
- (c) Advise the ESF 15 Coordinator of Salvation Army warehouse facilities available for use.

(8) **The School District**

- (a) Advise the ESF 15 Coordinator of School District warehouse facilities available for use.
- (b) Deploy sufficient personnel to supervise and operate School District warehousing space needed.

(9) **United Way**

- (a) Advise the ESF 15 Coordinator of distribution sites and other locations where specific volunteer services and donated items are needed.

(10) Ocean Center

- (a) Provide backup warehouse space as may be needed and notify ESF 15 Coordinator.

## **B. Recovery**

During recovery operations, the organizational structure of the lead and support agencies will remain the same as that utilized for response operations, unless unexpected conditions require modifications. Actions by the recovery organization for this ESF will be as follows:

1. Initial Actions

a. Lead Agency:

- (1) Provide information and data to the Emergency Management Division regarding ESF 15 operations, the number of disaster victims served, the value of the donated goods and services, etc. as requested. Provide the same or similar information to **ESF 14**.
- (2) The ESF 15 Coordinator will work with the Recovery Group and other ESF Coordinators to evaluate and determine the role for volunteers and donations to assist and support the County's and impacted municipalities' long-term recovery needs for volunteer services and donated goods. United Way and the 211 service will be instrumental in this regard.
- (3) Advise the Support Agencies of the known impact from the disaster event, the County's plans for recovery operations, and any anticipated responsibilities for County ESF 15 to provide donated goods and services to address unmet needs of disaster victims.
- (4) The ESF 15 Coordinator will evaluate current ESF 15 functions and operations with Support Agencies and key staff to determine capabilities to support the

County's long-term recovery needs. Deficiencies that cannot be resolved within County and Support Agency resources will be passed to the State ESF 15 Coordinator for action.

- (5) Take such actions as needed with support agencies and ESF 15 field operations locations to ensure the safety of volunteers. Also, where necessary, and in conjunction with United Way, ensure that the qualifications of volunteers are confirmed and appropriate for the position occupied.
- (6) The County ESF 15 Coordinator will contact the State ESF 15 Coordinator at the Disaster Field Office and coordinate the distribution points, transportation routes, and other details necessary to insure a timely and adequate flow of needed services and supplies from the Regional Relief Center or other outside support locations. ESF 15 will manage the distribution of donated goods and services in a manner consistent with the priorities established for county recovery operations by the Manager's Advisory Group.
- (7) Ascertain when the County EOC operations will be phased out and what location and hours of operation will be used or needed to continue the overall coordination of ESF 15 functions. Determine the need for continued activation of ESF 15's field operations and/or the operational centers of individual support agencies. If continued operation is indicated, advise the Emergency Management Division and establish arrangements for continued coordination of ESF 15 activities after deactivation of the County EOC.

b. Support Agencies:

- (1) As requested, provide information to the lead agency on the operations conducted for ESF 15.
- (2) Coordinate with their organization, key ESF 15 field operations supervisors, and the ESF 15 Coordinator regarding their long-term operational capabilities and need for continued activation.

- (3) Advise the ESF 15 Coordinator of anticipated facility or staff changes (moves, augmentation or downsizing) that should be made to improve mission support or are required by the disaster event damages.
- (4) Advise the ESF 15 Coordinator of any deficiencies that would hinder or keep their organization from fulfilling their ESF 15 functions.

## 2. Continuing Actions

### a. Lead Agency:

- (1) Staff the ESF 15 Coordinator's position in the County EOC (or other designated location) 24 hours a day or as may be requested by the Emergency Management Director.
- (2) Continue to staff and operate the donations hotline 24 hours a day or as may be requested by the Emergency Management Director. Shift the operating location and staffing levels of the hotline as necessary to effectively respond to the level of incoming calls.
- (3) Continue coordination with State ESF 15 at the Disaster Field Office or State EOC to maintain current information on all available donated goods and services; Continue to advise the support agencies and County ESFs regarding the availability of such goods and services
- (4) Ensure continued staffing and operation of any field locations established by ESF 15 that remain necessary for the receipt, warehousing and distribution of donations during the recovery phase.
- (5) Coordinate with field locations and support agencies to conduct an inventory of unused donated goods. Determine the goods that will continue to be needed during recovery operations and/or that may be used by support agencies in other locations or for other purposes. Develop a plan for proper disposal of any other damaged, spoiled or otherwise unusable donations.

b. Support Agencies:

- (1) Continue to support ESF 15 operational requirements as accepted in their functional responsibilities.
- (2) Keep the ESF 15 Coordinator apprised of any changes in operational capabilities which result in deficiencies or improved capabilities.
- (3) Provide SITREPS on mission operations to the ESF 15 Coordinator on the schedule requested.
- (4) Receive authorization from the ESF 15 Coordinators prior to demobilization and deactivation of any ESF 15 personnel or field locations.

**C. Coordination**

1. All Support Agencies will coordinate their operational activities through the ESF 15 Coordinator at the County EOC. The ESF 15 Coordinator will supervise overall volunteer and donation operations and coordinate as required with other County ESFs.
2. The ESF 15 Coordinators will be responsible for maintaining coordination with the State ESF 15 coordinator and/or any State ESF 15 field operations established in or near Volusia County to assist disaster victims within the county.
3. Coordination between the municipalities and ESF 15 functions will be effected by the municipal liaisons assigned to the County EOC and the ESF 15 Coordinator at the County EOC. When necessary, the ESF 15 Coordinator will interact directly with the involved municipal EOC and any staff assigned to resource management and/or donated goods management.
4. Other agencies needing to coordinate on ESF 15 activities will be required to initially coordinate directly through the County EOC staff and the ESF 15 Coordinator. Direct coordination with support agencies may be authorized by the County Emergency Management Director or the ESF 15 Coordinator to enhance mission effectiveness. This does not affect or interfere with any support agency's right to coordinate at any level within its parent organization.

5. Support agencies with national or regional offices or operations will coordinate with those operations to gain access to additional resources and donations, when available, that could benefit Volusia County disaster victims.

#### **IV. RESPONSIBILITIES**

##### **A. Staffing Requirements**

1. The staffing requirements will vary, depending on the scope and severity of the disaster event, and/or the level of donated goods and services offered to Volusia County. Minimum ESF 15 activation requirements will be staffing of the ESF 15 workstation in the County EOC and the donations hotline. Increased staffing above the minimum is likely in the event of a major disaster and the need to establish field locations and operations. Staffing demands could exceed the capabilities of the lead and support agencies in Volusia County, and require outside assistance from the State, adjacent counties, and/or through the parent organizations of selected support agencies.
2. Each agency providing staff to assigned ESF functions will be responsible for:
  - a. Maintaining current roster with telephone numbers and addresses of all personnel assigned to ESF functions for notification/recall for disaster duty.
  - b. Providing administrative support for the function their staff is operating.
  - c. Insuring that work hours (regular and overtime) and other administrative reports are coordinated and submitted for their personnel who are in field assignments supporting ESF 15 activities.
  - d. Providing trained replacement personnel for those on ESF 15 assignment to cover illness, emergency personal needs, and scheduled staff rotation.
  - e. Providing limited administrative support to volunteers who are activated from current agency lists or recruited/assigned to their ESF 15 function.

- f. Coordinating with the lead agency to accomplish required staff training for disaster duties and assisting with the pre-packaging of disaster forms, equipment, and supplies needed to perform their functions.

## **B. Lead Agency**

The lead agency for ESF 15 has the following responsibilities:

1. Development and maintenance of the necessary operational procedures, databases, inventories, etc. needed for effective implementation of ESF 15. The lead agency will, as indicated, ensure that inventories and databases are available within the EOC to support response operations.
2. Providing guidance and assistance to support agencies to develop the necessary operational procedures to ensure their ability to fulfill their roles pursuant to this ESF.
3. Notification, activation and mobilization of the personnel that are designated to staff this ESF.
4. Coordination and oversight of all operations conducted by this ESF, as well as supporting ESF 15 coordination with municipalities and with State ESF 15
5. Provision of training and exercise opportunities for lead and support agency staff to become familiar with the implementation of this ESF.
6. Coordination of the overall mission of the Volunteers and Donations Emergency Support Function, upon activation.
7. Provision of staff and operation of the Volunteers and Donations Hotline 24 hours a day or as needed to support the disaster recovery operations.
8. Staff the ESF 15 Coordinator position in the County EOC 24 hours a day during activations or as determined by the EM Director or his designee.
9. Staff a Volunteer Reception and Processing Center.

## **C. Support Agencies**

The following responsibilities will be fulfilled by the support agencies:

1. Participate in training and exercise opportunities to ensure agency personnel are familiar with their responsibilities under this ESF.
2. Maintain as current inventories, databases, personnel rosters needed to mobilize staff and equipment for supporting the operations required by this ESF.
3. Specific responsibilities of the support agencies will be as follows:
  - a. Agricultural Extension Division
    - (1) Maintain the list of volunteers that are currently associated with Agricultural Extension Division (HH, Cattlemen's Association).
    - (2) Contact listed Volunteers when requested by the lead agency.
    - (3) Provide storage space for donated items during the recovery phase of disaster operations.
  - b. Airport/Port Authority Department
    - (1) Restore airport flight operations as soon as possible after a disaster in order to receive air delivery of emergency assistance and donated items.
    - (2) Provide storage space for donated items during the recovery phase of disaster operations.
    - (3) Depending on disaster damage to the facility, provide space in the terminal building to operate a Volunteer Reception and Processing Center.
    - (4) Provide volunteers and staff for duty as reception and processing staff if the Volunteer Reception and Processing Center is activated.

c. American Red Cross

- (1) Coordinate with disaster victims and United Way entities to identify unmet needs.
- (2) Assist in determining the distribution of donated goods and services.
- (3) Provide a resource listing/directory of services available, specific to the current disaster, to all ESF managers in the County EOC.
- (4) Monitor calls on donation of goods and services that have been made to the 211 number or CIC. Transmit the information obtained through the Red Cross liaison at the County EOC to the ESF 15 Coordinator and/or ensure entry of information into the donations hotline database.

d. Environmental Management Division

- (1) Provide staff to operate a Volunteer Reception and Processing Center.
- (2) Assist in the transportation of donated items and volunteers as coordinated by the ESF 1 Transportation Coordinator.

e. Facilities Services Division

- (1) Locate and survey county-owned warehouse facilities for use as reception, storage and distribution sites for donated items.
- (2) Maintain the County warehouse facilities operating systems (lights, etc.) in a serviceable condition to support donation operations.
- (3) Assist in locating commercial warehouse facilities that would be suitable for receiving, storing, and distributing donated items.

f. Leisure Services Division

- (1) Provide staff to supervise the operation of a Volunteer Reception and Processing Center on a 24-hour schedule in conjunction with United Way organizations.
  - (2) Provide volunteers to serve as reception and processing workers.
  - (3) Assist in locating warehouse facilities for donation reception, storage, and distribution.
  - (4) Provide transportation to assigned work sites for volunteers who do not have vehicles, in coordination with ESF 1.
- g. The Salvation Army
- (1) Provide personnel to staff donation warehouses.
  - (2) Provide warehouse space for receiving, storing, and distributing donated items.
- h. The Volusia County School District
- (1) Provide personnel to staff donation warehouses.
  - (2) Provide warehouse space for receiving, storing and distributing donated items.
- i. United Way
- (1) Provide assistance determining the distribution of donated items.

**D. Resource Requirements/Limitations**

1. Each agency supporting an ESF 15 function (Volunteer/Donations Hotline, donation storage warehouses, and Volunteer Reception and Processing Centers) is responsible for providing resource support (supplies and equipment) needed by their personnel to operate that function.
2. Resource support will also be provided to any volunteers who are working in ESF 15 functions.
3. Resource support that an agency is not able to provide for the function they are supporting will be requested from the County EOC through the ESF 15 Coordinator.
4. Depending on the location, disaster damages, and the phase of the response/recovery activities they are involved in, County personnel and volunteers may have to provide their own food and transportation.

**E. Operational Reports**

1. SITREPS will be submitted daily or as needed and directed by the County EOC. All SITREPS will be submitted by the ESF 15 Coordinator to the EOC Operations Chief.
2. The ESF 15 Coordinator will provide SITREPS to the activated ESF 15 functions on current County EOC operations and the emergency/disaster status.
3. Support Agencies will provide daily status reports on their support of their assigned ESF 15 functions to include any anticipated problems or deficiencies in supporting the mission.

**F. Financial Management**

1. Each agency or organization involved with operations under this emergency support function will draw upon their own financial resources as needed to support their responsibilities in disaster operations. Reimbursement for eligible expenses

for operations during major disasters incurred by local government or eligible public sector agencies will be sought by that agency at the close of the disaster event. Private sector agencies and non-governmental organizations involved in ESF 15 operations will be responsible for their own costs.

2. Each field operations location established by this ESF will track personnel time, costs and expenditures as directed by the lead agency.
3. Financial reporting for ESF 15 agencies for expenditures will be conducted in accord with directions from ESF 7 during periods of activation. Any financial deficiencies for lead and support agencies involved in ESF 15 operations will be reported to the County EOC through the lead agency.

## **Emergency Support Function #16 (ESF #16) Law Enforcement**

**LEAD AGENCY:** Volusia County Sheriff's Office

**SUPPORT AGENCIES:** Volusia County Public Protection Department  
Strategic Reserve Team  
Division of Corrections  
Volusia County Beach Patrol  
Florida Department of Law Enforcement  
Central Florida Information Exchange (CFIX)

### **I. INTRODUCTION**

#### **A. Purpose**

The purpose of Emergency Support Function #16, Law Enforcement (ESF 16) is to define the policies and procedures that will be used by Volusia County to provide law enforcement direction and coordination during an emergency event, including, but not limited to, the enforcement of all laws and special ordinances, traffic control, and provision of security services for specific facilities and locations. Coordination with other law enforcement agencies shall be accomplished prior to, during and after an emergency event.

#### **B. Scope**

ESF 16 describes the policies and procedures that will be utilized by Volusia County and its municipalities, functioning through the County Emergency Operations Center (EOC) to ensure the provision of adequate law enforcement and security before, during and after a major emergency or disaster. ESF 16 addresses the actions and operations that will be conducted by the designated lead and support agencies to activate, provide, coordinate and deactivate such operations in cooperation and support of other county and

municipal emergency response and disaster recovery actions.

ESF 16 does not address the specific operational procedures to be used by field personnel or field command staff during the implementation of such operations. This ESF may be a supplement to or be supplemented by other Sheriff's Office Plans and Directives, in particular the Hurricane Operations Plan (2006 revision) and Departmental Standards Directive 46.1, "Emergency Operations" and 46.11 "Incident Command System".

### **C. Policies**

Implementation of this ESF will be guided by the following policies:

1. The health and safety of emergency workers will be the highest priority in planning and implementing the operations described in the ESF.
2. Mutual aid law enforcement support will be utilized whenever the capabilities of county and municipal resources may become inadequate to effectively staff and implement the necessary operations.
3. Operational priority will be given to the protection of the safety of the public and emergency workers and to maintenance of the continuity of government.
4. The responding law enforcement agency with jurisdiction will maintain command of field operations in accord with emergency procedures, while nevertheless utilizing and/or cooperating with the coordination and support services provided through the County EOC.
5. When indicated by emergency conditions, curfews, restrictions on sales of weapons, alcohol and other products, as well as any other law enforcement, security and safety options available to county government under Florida statutes during a declared state of emergency, will be adopted and enforced.

### **D. Planning Assumptions**

This ESF has been prepared for implementation based on the following assumptions:

1. A major event will require that Volusia County and its munic-

ipalities implement numerous emergency response and disaster recovery operations and activate a potential large number of emergency operations facilities and field locations. Many if not all of these may require law enforcement personnel to be available to support and protect such operations.

2. Requirements for evacuation and security of impacted areas and facilities will necessitate extensive efforts and resources to control traffic and movement of the public. Evacuation operations may be regional in scope, necessitating integration of operations in Volusia County with those being conducted by adjacent counties and the State of Florida.
3. There will be significant increases in public concerns regarding their health, safety and security during major disaster events, resulting in very substantial increases in 911 calls and similar requests for law enforcement services from the general public. Normally available communications systems could become overburdened.
4. The impacts of a disaster could damage or destroy facilities and systems normally available to law enforcement agencies. Alternate facilities or methods of operation are likely to be needed.
5. Damage to the infrastructure will make areas of the county temporarily inaccessible and without normal public communications services.
6. Emergency operations at large, privately owned venues in the county will necessitate interaction and cooperation with private security personnel and require prompt resolution of any jurisdictional issues involved.

## II. CONCEPT OF OPERATIONS

### A. General

All law enforcement activities provided within Volusia County prior to, during and after a disaster or major emergency will be coordinated and supported through the ESF 16 staff at the County EOC. In and through the EOC, ESF 16 will receive and process information regarding the impact of the event and requests for law enforcement support, as well as provide law enforcement input to the decisions made by the County Manager's Advisory Group. Coordi-

nation with municipal, state and federal law enforcement organizations will also be conducted by the lead agency through the County EOC. ESF 16 will secure and provide support from mutual aid law enforcement organizations and other County ESFs when needed by the on scene law enforcement command.

## **B. Organization**

1. The Sheriff of Volusia County as the senior law enforcement officer within the County shall be the lead agent and Sheriff's Office will serve as the lead agency for this ESF.
2. Agencies within Volusia County supporting ESF 16 include the Beach Patrol and the several municipal Police Departments. Municipal police departments will maintain their authorities at the time of a disaster within their jurisdiction, in accord with normal procedures, while serving as support agencies for this ESF.
3. Sheriff's offices and municipal police departments from nearby and/or un-impacted counties may be tasked to support ESF 16 through mutual aid agreements. State agencies including the Florida Highway Patrol and other State law enforcement agencies may be requested to provide assistance through the State ESF 16. Mutual aid resources will be placed under the supervision of the on scene law enforcement command, in accord with established procedures, with additional support and other assistance coordinated through ESF 16 at the County EOC.
4. The Volusia County lead and support agencies may establish departmental command and coordination centers within their own operations and facilities, when so indicated. Whenever this is done, operations directed from these centers will be closely coordinated with ESF 16 at the County EOC.

## **C. Notification**

1. Notification of activation of this annex to the lead agency may occur in one of two basic ways, as follows:
  - a. The Volusia County Emergency Management Division will notify the lead agency of the need to activate ESF 16, due to the magnitude or characteristics of an occurring or threatening disaster, or

- b. The Volusia County Sheriff's Office itself will make a determination that, based on reports and/or requests from municipal police departments, the types of coordination and resources that could be provided through ESF 16 necessitate its activation. In such cases, the lead agency will notify the Emergency Management Division of the need to activate ESF 16 and request assistance in doing so.
2. Upon a decision to activate ESF 16, the lead agency will notify the support agencies, including the municipal police departments, of the activation, and will request activation of their assigned personnel to report to the County EOC, if indicated, to other operational locations as indicated, or to remain on standby for activation.
3. Upon activation, the lead agency will notify State ESF 16, if activated, of the activation of County ESF 16.
4. Communications shall be through the telecommunicator assigned to the Communications/AD console in the County EOC during any level of activation. This shall be the primary method of radio communications with the common carrier telephone system. Alternatively, 800MHz handheld radios and the back-up VHF/FM radio system may be utilized. The communications systems utilized by the Rapid Impact Assessment Team (RIAT) may provide a third level alternative to help assure ESF 16 has the communications capability to adequately perform their function.

### **III. EMERGENCY SUPPORT FUNCTIONS**

#### **A. Response**

1. Initial Actions
  - a. Staff the ESF 16 workstation in the County EOC and activate the law enforcement communications/CAD console with sufficient qualified personnel to provide the direction, coordination and communications predicted to be required by the magnitude or duration of the emergency response phase.
  - b. If indicated, activate and staff the Sheriff's Mobile

Command Post and ensure that communications and coordination with the ESF 16 workstation in the County EOC are established.

- c. If, and as, the situation develops, activate the provisions of the various Sheriff's Department Operations Plans and Directives to assure the continued public protection role of law enforcement as well as meeting emergency response responsibilities required of ESF 16.
- d. Make immediate inquiries of the following to determine the need to pre-position, mobilize, or deploy law enforcement resources and personnel through ESF 16 to support the indicated operations, locations or facilities:
  - (1) The law enforcement command at on scene operations in impacted municipalities and/or the county.
  - (2) The Emergency Management Division, ESF 4, Firefighting, ESF 10, Hazardous Materials, and/or ESF 1 for immediate needs for traffic and access control to support public evacuation and/or sheltering-in-place actions for public protection. If the evacuation is likely to be a multi-county, regional evacuation, establish contact with State ESF 16 and prepare to implement Volusia County's law enforcement role in a regional evacuation process.
  - (3) ESF 9, Search and Rescue, regarding immediate needs for perimeter control at on scene operations.
  - (4) ESF 6, Mass Care, and ESF 8, Health and Medical Services, and ESF 12, Energy, regarding the need for support at specific sites involved with the emergency situation and/or response activities, e.g., shelters, hospitals, etc.
  - (5) ESF 1, Transportation, ESF 7, Resource Support, and ESF 15, Volunteers and Donations, regarding the need for escort of critically needed materials and personnel and/or security

services for staging areas, warehouses, etc.

- (6) ESF 8 to coordinate on-scene forensic operations, if needed, and the management of fatalities, victim identification, and the notification of next of kin; With ESF 8, gather and maintain accurate information on confirmed totals of injured and killed disaster victims.
  - (7) ESF 14, Community Information, regarding input to public information and emergency instructions on evacuation traffic and access control requirements, information on the number of victims, and other key law enforcement related operations.
- e. In the event of an evacuation of a threatened area, implement operations for traffic management and security for the evacuated area, in accord with established procedures. Consult with the Emergency Management Division, ESF 1 and ESF 6 to ensure coordination of traffic movement and evacuation shelter activation.
- f. Evaluate the current resources available to ESF 16 to staff and complete initial and, in the event of an actual or potential shortfall, take one or more of the following actions:
  - (1) Mobilize assistance from ESF 16 support agencies and/or through established mutual aid agreements
  - (2) Prioritize ESF 16 assignments and resource allocation; Develop priorities for ESF 16 operations that are consistent with those established by the County Manager's Advisory Group.
  - (3) Request assistance through State ESF 16.
- g. Plan and implement protective actions, if indicated, for inmate populations and staff at county correctional facilities.
- h. Prepare and implement, when needed, an initial ESF 16 action plan for the allocation and deployment of

resources.

- i. Participate in County EOC briefings and provide law enforcement input to the County Manager's Advisory Group analysis and decision making process.

## 2. Continuing Actions

- a. Participate in County EOC briefings and provide on-going input on policy decisions by the County Manager's Advisory Group.
- b. Continue to respond to requests from the County ESFs and involved municipalities for law enforcement resources; Re-deploy resources and personnel as indicated.
- c. Continue to monitor the law enforcement resource needs for response operations and the availability of ESF 16 resources and, as needed, request assistance from support agencies, mutual aid organizations, and the State ESF 16.
- d. Provide information and data regarding ESF 16 operations to ESF 5 and EOC Operations on the schedule requested.
- e. In cooperation with County ESFs 4, 8 and 9, gather and compile information regarding the numbers of victims and/or numbers of arrests, etc., and provide compiled information to ESF 14 (Names of individuals involved will not be included in such reports).
- f. If an evacuation has occurred, assist the Emergency Management Division, ESF 1 and ESF 6 in determining when evacuation is considered complete; Ensure security for the evacuated area is in-place. Coordinate bridge lock-down operations.
- f. Update, modify, and implement, as indicated, the initial action plan for ESF 16.

## B. Recovery

During recovery operations, the organizational structure of the lead and support agencies will remain the same as that utilized for re-

sponse operations, unless unexpected conditions require modifications. Actions by the recovery organization for this ESF will be as follows:

1. Initial Actions:
  - a. Ensure that adequate security and access controls for damaged and/or evacuated areas remain in place
  - b. Advise the Manager's Advisory Group and/or the Emergency Powers Advisory Council (EPAC) regarding law enforcement issues involved in recovery operations, including but not necessarily limited to the following:
    - (1) Enacting and enforcing curfews within and adjacent to impacted areas
    - (2) Condemnation and/or confiscation of property, foodstuffs, agricultural products, etc.
    - (3) Prohibition and/or restrictions on entry into damaged, contaminated or unsafe areas, including closing bridges to the Peninsula
    - (4) Establishing and enforcing quarantines for humans and/or livestock Implement ESF 16 actions to support decisions made regarding these actions.
  - c. If an evacuation has occurred, consult with the Emergency Management Division and the Manager's Advisory Group to determine when the evacuation will be lifted; Pre-position resources as indicated and implement plans for re-entry into the evacuated area. Plan for law enforcement operations for re-entry into any evacuated areas, to include but not limited to, the following actions:
    - (1) Coordination with regional re-entry plans for traffic control
    - (2) Re-entry traffic control for the general public
    - (3) Access control for early re-entry, e.g., insurance adjusters, business owners, power resto-

ration crews, etc. and

- (4) Temporary, limited re-entry for property inspection.

- d. Consult with the Emergency Management Division and **other County ESFs** to define the need for law enforcement and security services at such local operations as shelters, community mass care locations, donations sites, distribution sites, staging areas, Disaster Recovery Centers, etc.; take action as indicated to meet the defined needs.
- e. Take actions necessary to restore operations to county correctional facilities and/or transfer prisoners to unaffected mutual aid facilities.

## 2. Continuing Actions

- a. Provide continuing law enforcement support to established recovery operations and activated facilities in the county and impacted municipalities, in response to requests from County ESFs and municipalities, including providing security services at a Disaster Recovery Center (DRC) and Joint Information Center (JIC) established by or in coordination with state and federal agencies.
- b. Conduct the continuing law enforcement coordination functions, as indicated and/or requested, for the following:
  - (1) Continued participation in County EOC briefings, meetings, and sessions of the County Manager's Advisory Group or EPAC
  - (2) Continued monitoring of the impacted area(s) to ensure the adequacy of security and law enforcement operations.
  - (3) Assignment of a representative to a DRC to address ESF 16's interests
  - (4) Coordinating with state and federal agencies deployed to the area for law enforcement purposes during the recovery period

- (5) Working with impacted municipalities to address continuing security and law enforcement needs.
- c. Through other County ESFs, providing and/or securing support for appropriate demobilization and deactivation actions, e.g., equipment decontamination, emergency worker critical incident stress debriefing, etc.
- d. In cooperation with County ESFs 4, 8 and 9, gather and compile final information regarding the numbers of victims and/or numbers of arrests, etc., and provide final compiled information to ESF 14 (Names of individuals involved will not be included in such reports).

### **C. Coordination**

- 1. The lead agency will maintain coordination of this ESF through the staff positioned at the County EOC. From this position, coordination of ESF 16 activities will be maintained with:
  - a. Support agencies (FDLE/FHP/CFIX)
  - b. The Sheriff's Mobile Command Post
  - c. Involved municipal police departments, activated municipal EOCs, and municipal liaisons assigned to the County EOC.
  - d. Other County ESFs
  - e. ESF 16 at the State EOC
  - f. The County Manager's Advisory Group and the Emergency Powers Advisory Council
- 2. If Florida National Guard (FLNG) personnel are deployed to Volusia County for purposes of law enforcement, ESF 16 will maintain close coordination with the FLNG command and FDLE for mission assignments.

## **IV. RESPONSIBILITIES**

## **A. Staffing**

1. Staffing requirements within the County EOC will vary but will require a minimum of one (usually two) individual(s) to be on duty throughout the activation of the ESF. Additional personnel from the lead or support agencies will be assigned to staff ESF 16 at the County EOC as requested by the lead agency to facilitate liaison and coordination.
2. Other locations supported and assisted by ESF 16 will be staffed as directed or requested by the lead agency. Staffing could include personnel from the lead or support agencies, mutual aid organizations, and/or state and federal law enforcement personnel.
3. Lead agency staffing will be in accordance with current Sheriff's Office Plans and Directives and shall include the manning of the County EOC Law Enforcement radio/CAD position.
4. The Strategic Reserve Team will augment ESF 16 as required.

## **B. Lead Agency**

The lead agency will have the following responsibilities:

1. Development and maintenance of the necessary operational procedures, databases, inventories, etc. needed for effective implementation of ESF 16. The lead agency will, as indicated, ensure that inventories and databases are available within the EOC to support response operations. (Rev. 5/07)
2. Guiding and assisting support agencies to develop the necessary operational procedures, databases, inventories, etc. to ensure their ability to implement their responsibilities under this ESF.
3. Notification, activation and mobilization of the personnel from the lead and support agencies that are assigned to this ESF, when needed.
4. Coordination of all support agency actions in performance of missions assigned to this ESF, as well as coordination with municipal, state, and federal ESF 16 operations being conducted in Volusia County.

5. With the assistance of the Volusia County Emergency Management Division, provide training and exercise opportunities for lead and support agency staff to become familiar with the implementation of this ESF (such as shelter and evacuation exercises).
6. Management of the ESF during its operations to ensure the following:
  - a. Notifying, activating and mobilizing all lead and support agency personnel, as indicated.
  - b. Establishing communications and coordination with all related field operations and other activated EOCs
  - c. Providing traffic management and security support to protective actions for the public (evacuation and sheltering-in-place) and re-entry or opening of bridges and protected areas.
  - d. Providing security services for all activated emergency operational facilities and locations, as well as key critical facilities in the community, when needed.
  - e. Responding to requests from involved municipalities and County ESFs for law enforcement and security support services
  - f. Maintaining an adequate force of law enforcement personnel to support disaster operations as well as maintenance of essential operations in unaffected areas of the county, utilizing mutual aid and/or state and federal resources, if indicated.
  - g. Providing coordination with state and federal law enforcement personnel deployed to Volusia County
  - h. Advising the County Manager's Advisory Group and the Emergency Powers Advisory Council regarding law enforcement issues relevant to emergency response and disaster recovery operations
  - i. Supporting emergency response and disaster recovery actions for protection of the staff and inmate population of county correctional facilities

- j. Providing specialized guidance, support and assistance regarding emergency response and disaster recovery operations at incident scene regarding forensic needs and security operations.

### **C. Support Agencies**

Support agencies will have the following responsibilities:

1. Participate in training and exercise opportunities to ensure agency personnel are familiar with their responsibilities under this ESF.
2. Maintain as current inventories, databases, personnel rosters needed to mobilize staff and equipment for supporting the operations required by this ESF.
3. Support operations of ESF 16 during its activation through such actions as:
  - a. Deploying agency representatives to the County EOC or other locations as requested by the lead agency
  - b. Responding to requests from the lead agency for personnel and equipment
  - c. Assisting the lead agency by providing information and data for the preparation of reports, summaries, briefings and critiques.

### **D. Resource Requirements/Limitations**

1. The lead agency, in cooperation with the support agencies, is responsible for maintaining the capabilities to initiate and sustain the operations required by this ESF. Resource requirements shall be as delineated in the applicable Sheriff's Department operations plans and departmental standards directives.
2. For smaller disaster events, it is likely that there will be adequate capability to complete the operations of the ESF with the resources of the designated lead and support agencies, supplemented by resources available through established mutual aid agreements. For major disasters, it is likely that the ESF will need to request and receive state and

federal law enforcement assistance and/or National Guard support from the State ESF 16.

3. ESF 16 has the necessary area assigned within the County EOC, where telephone and other communications are installed and available for use.

#### **E. Operational Reports**

1. Operational reports shall be as delineated in the applicable Sheriff's Department Operations Plans and Departmental Standards Directives.
2. The lead agency will, for use in the County EOC, prepare situation reports (SITREPS) regarding ESF 16 operations, resource needs and problem areas, and provide these to the County Emergency Management Division, EOC Operations, County ESF 5, and State ESF 16, if requested.
3. The lead agency will provide other special reports regarding emergency response or disaster recovery operations, upon request of the Emergency Management Division, the County Manager's Advisory Group and/or the Emergency Powers Advisory Council.
4. ESF 16 will serve as the source for confirmed reports regarding the numbers of injured, killed or missing in an event, the numbers of arrests, and other similar data summaries needed by **County ESF 14** for media release and **ESF 19** for damage assessment purposes. ESF 16 will coordinate with ESFs **4, 6, 8, and 9** to obtain this information.

#### **F. Financial Management**

1. Each agency or organization involved with operations under this emergency support function will draw upon their own financial resources as needed to support their responsibilities in disaster operations. Reimbursement for eligible expenses for operations during major disasters will be sought by each participating local government agency at the close of the disaster event.
2. Each field operations location established by this ESF will track personnel time, costs and expenditures as directed by the lead agency.

3. The lead and support agencies coordinated through the County EOC will keep an exact accounting of all expenditures (funds and materials consumed) as well as personnel, equipment and facility costs. These disaster expenditures will be reported to their parent organization and to the County EOC through the lead agency for this emergency support function.
4. Financial reporting by this ESF for EOC-based operations will be conducted in accord with directions from ESF 7 during periods of activation. Financial deficiencies will be reported to the County EOC through the lead agency.

## **Emergency Support Function #17 (ESF #17) Animal Protection**

|                          |                                                                                                                                                                                                                                                                                                                                                                                      |
|--------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>LEAD AGENCY:</b>      | Volusia County Public Protection Department<br>Animal Services Division                                                                                                                                                                                                                                                                                                              |
| <b>SUPPORT AGENCIES:</b> | Volusia County Sheriff's Dept.<br>VOTRAN<br>Community Services Dept.<br>Community Assistance<br>County Health Department<br>County Community Services Department<br>Agricultural Extension Division<br>American Red Cross<br>Veterinarian's Association<br>Humane Societies<br>Florida Game & Freshwater Fish Commission<br>FDLE<br>Municipal Animal Services Officers<br>Volunteers |

### **I. INTRODUCTION**

#### **A. Purpose**

The purpose of Volusia County Emergency Support Function #17, Animal Services (ESF 17) is to define the policies and procedures that will be used by Volusia County to provide assistance and services regarding the management of animals during and after a disaster situation. The policies and procedures guide county operations to care for pets and other domestic animals owned by individuals present in areas threatened or impacted by a disaster, as well as control of animal-borne diseases in the aftermath of a disaster.

## **B. Scope**

ESF 17 describes the policies and procedures that will be utilized by Volusia County and its municipalities to provide services regarding management of domestic and wild animal populations during and after a disaster. ESF 17 identifies actions that will be taken to assist individuals with pets to evacuate with their animals, as well as to provide animal shelters for other valuable domestic animals, e.g., horses, that may be threatened by a disaster. After a disaster event, ESF 17 will also provide coordination of operations necessary to minimize public health and safety hazards resulting from escaped domestic animals and/or disruption to wild animal populations.

ESF 17 does not address specific operational procedures to be utilized by a designated support agency for animal care at their facilities and/or pursuant to its responsibilities. ESF 17 is intended to provide management of animals and animal populations to avoid or minimize any adverse effect on the provision of adequate health and safety services for human populations threatened by a disaster event.

## **C. Policies**

Implementation of this ESF will be guided by the following policies:

1. The health and safety of emergency workers involved in animal rescue and care operations will be the highest priority in planning and implementing this ESF.
2. The purpose of ESF 17 is to provide services for animal care in order to enable the county to more effectively protect the health and safety of endangered humans. When necessary due to time or resource limitations, animal care services will be given a lower priority than health and safety services provided to endangered humans.
3. Household pets will be allowed in shelters or other emergency facilities established for an event, such as feeding stations or community mass care facilities, if and only if the facilities have been specifically designated as allowing such the presence of animals.
4. Animal care and shelter will be provided through the services of ESF 17 only for the duration of the disaster event or an evacuation. Provisions for animals belonging to individuals

suffering long-term dislocation due to a disaster's impacts will be the responsibility of the animal owner.

5. Animal owners must provide food, water, medicines, leashes, cages, and carriers for their animals, and care for and control them while housed on a county pet shelter.
6. During periods of emergency response and disaster recovery operations by county and municipal emergency workers, animals in the care of the owners must be under complete control at all times and not become a danger or nuisance to other individuals present or to other animals for whom services are being provided. Owners unable or refusing to provide an adequate level of control may be denied services and/or expelled from the emergency facility or location.

#### **D. Planning Assumptions**

This ESF has been prepared for implementation based on the following assumptions:

1. A major disaster event could involve evacuation or relocation of individuals that own pets or own valuable domestic animals or livestock. Many of these individuals may delay evacuation or refuse to evacuate unless the safety of the animals is assured. Delays in or refusals to evacuate unnecessarily endanger public safety and significantly complicate emergency response efforts.
2. There will be a need for suitable facilities to which valuable livestock and domestic animals can be transported during an evacuation, as well as suitable facilities where evacuees can be sheltered with or in close proximity to their pets.
3. The impacts of a disaster can be expected to allow domestic animals to escape their normal confinement and/or for indigenous wildlife to move into populated areas. Both such circumstances can create health and safety impacts for the populations at risk.
4. A disaster event could result in conditions that cause domestic or wild animal populations to become vectors for human disease, and in such cases, actions will be needed to contain or control animal populations.
5. A disaster could endanger valuable domestic and wild ani-

mal populations and potentially extensive emergency operations may be necessary for rescue of threatened animals. Valuable animals could also be injured during a disaster and require veterinary care.

6. Contagious disease among domestic or wild animal populations could result in situations where substantial economic harm to the businesses of Volusia County could result, requiring actions for control and/or treatment of the infected animal population.

## **II. CONCEPT OF OPERATIONS**

### **A. General**

All animal sheltering, care and control activities provided within Volusia County immediately prior to, during and/or after a major emergency will be coordinated through ESF 17, operating from the Volusia County Emergency Operations Center (EOC). From the County EOC, the lead agency will utilize the services, facilities and equipment of the support agencies to provide shelter and care for affected pets and valuable domestic animals.

If an event results in injury or death to significant numbers of valuable domestic or wild animals, and/or if domestic or wild animals threaten to become a vector for human disease, ESF 17 will coordinate efforts for their capture, care, quarantine and/or disposal.

## **B. Organization**

1. The Volusia County Animal Services Division of the Public Protection Department, will serve as the lead agency for this ESF. In this capacity, the lead agency will provide guidance, coordination and supervision to the designated support agencies to prepare for and respond to Animal Services issues involved in an emergency event.
2. Agencies and organizations within Volusia County designated as support services are those with resources and capabilities to provide veterinary care to animals, provide shelter, food and care, or assist with the capture, care or disposal of escaped animals or wildlife. The support agencies for animal services will be:
  - a. Volunteers, Cattlemen's Association, and Volusia County Sheriff's Office for livestock handling and relocation,
  - b. VOTRAN for transportation of persons to the Volusia Animal Protection (VAP) shelter,
  - c. American Red Cross for shelter management training and food provision,
  - d. Veterinarian's Association for animal medical needs
  - e. Humane Societies, ACOS, County, city, and trained volunteers for animal housing and animal rescue.
  - f. Tommy Lawrence Arena, Livestock Pavilion, for shelter and large livestock placement and handling, and
  - g. The Florida Game and Freshwater Fish Commission for the management of issues involving placement of any exotic or capture and control of wild animals, and Florida Wildlife Trapper Association Rehabilitators.

## **C. Notification**

1. The lead agency will be notified by the Volusia County Emergency Management Division of the need to activate this ESF. Upon notification, one or more representatives of the lead agency will report to the County Emergency Operations Center (EOC) and establish the ESF 17 workstation.

2. Upon a decision to activate ESF 17, the lead agency will notify the support agencies of the activation, and will request mobilization of their assigned personnel to the County EOC or other predetermined duty station, if indicated, or to remain on standby for activation.
3. Upon activation, the lead agency will notify State ESF 17, if activated, of the activation of County ESF 17. Municipal EOCs, if activated, will also be notified of the activation of ESF 17, or, if municipal EOCs are not activated, municipal police departments will be notified of the activation.
4. Using prepared lists, notify kennels, zoos, animal shelters, etc., of the disaster event; Determine need for or capability to provide assistance upon impact; Update and maintain such lists at the ESF 17 workstation in the County EOC.
5. The Animal Services Authority currently utilizes the 800 MHZ communications for all of its operations. Cellular phone service to some officers is also available.

### **III. EMERGENCY SUPPORT FUNCTIONS**

#### **A. Response**

1. Initial Actions
  - a. The lead agency will staff the ESF 17 workstation at the County EOC and receive a briefing regarding the emergency event and the likely roles and responsibilities of ESF 17.
  - b. In the event an evacuation of the public will occur, ESF 17 will take the following initial actions:
    - (1) Identify the area to be evacuated and the size of the population likely to evacuate. Estimate the likely demand for pet shelter space and/or livestock relocation.
    - (2) Contact support agencies and activate designated pet shelters and their implementation procedures
    - (3) Contact the Veterinary Association and request

standby assistance for operation of the pet shelters, animal rescue operations, euthanasia and disposal services, etc.

- (4) Contact the State ESF 17 and advise of evacuation. Determine the resources currently available through State ESF 17 for Volusia County and the predicted deployment time.
- (5) Establish a telephone number for owners of valuable domestic animals and livestock to contact if animal relocation assistance is required.
- (6) Advise ESF 14, Community Information, of the activation of ESF 17 and request assistance with the following:
  - (a) Release of public information regarding the location of activated pet shelters and the requirements for their use.
  - (b) Release of the list of local kennels that will shelter pets and the location of out-of-area motels that will accept pets.
  - (b) Release of the telephone number for livestock owners, zoo operators, stockyard managers, etc. to contact if assistance is needed for relocation or sheltering of large animals.
- (6) With the assistance of support agencies, activate and staff facilities and/or locations for temporary sheltering of livestock and valuable domestic animals; Implement system for animal identification and for re-supplying facilities with animal food and water
- (7) Request the Sheriff's Department to support relocation of livestock and large animals. Request assistance from ESF 1, Transportation, for necessary trucks and drivers and/or ESF 15, Volunteers and Donations, to obtain livestock transport vehicles and drivers from non-impacted counties. If indicated by the size of

location of the evacuated area, request State ESF 17 assistance for large animal relocation.

- c. If indicated, contact ESF 8, Health and Medical Services, and ESF 10, Hazardous Materials, to determine the potential for the following:
  - (1) Domestic or wildlife to be harmed by the event, and to require rescue, capture or disposal, and/or
  - (2) Animal -borne disease or contamination to occur in the aftermath of the event and threaten human populations.

If needed, obtain and pre-position equipment and supplies to rescue, clean, quarantine or dispose of impacted wild or domestic animals.

- d. Receive and respond to requests from other County ESFs and impacted municipalities to assist with Animal Services and care issues during the initial response.

## 2. Continuing Actions

- a. Participate in County EOC briefings and provide input to the County Managers Advisory Group regarding Animal Services issues
- b. Continue operation and support to the pet shelters activated; When necessary, request assistance from ESF 7, ESF 11, and ESF 15 to secure animal food, water, and other necessary resources to support pet shelter operations.
- c. Consult with ESF 8 regarding the potential for animal-borne disease as a result of the disaster event. As indicated, implement actions including but not be limited to:
  - (1) Monitoring of domestic and wild animal populations for indications of the disease agent (s)
  - (2) Advising the County Managers Advisory Group and other County ESFs on animal population

- control mechanisms, e.g., habitat modification, to limit the potential spread of the disease
- (3) Working with ESF 16 to implement programs to quarantine or seize and destroy domestic animals potentially infected
  - (4) Working with the Veterinary Association to develop and implement pet and livestock immunization programs
  - (5) Working with ESF 10 to develop appropriate disposal method for animal carcasses
  - (6) Working with ESF 14 to develop appropriate emergency public information and instructions for pet owners, farmers, and others that may own vulnerable animals.
- d. With the assistance of the support agencies, provide services for animal rescue and care as indicated by the event, conducting operations that include but are not limited to the following:
- (1) Deploy lead or support agency staff to perform animal rescue missions, when warranted and when resources are available.
  - (2) Work with the Veterinary Association to mobilize services and facilities to receive and treat injured animals; Advise ESF 14 to publicize the locations of such facilities; When necessary, request assistance from **ESF 7**, **ESF 11**, and **ESF 15** to secure animal food, water, and other necessary resources to support facility operations.
  - (3) In accord with established procedures, request assistance from wildlife rescue centers to capture and treat impacted wild animals
  - (4) Work with **ESF 7** to procure feed and medicines for endangered livestock; Request assistance from **ESF 1** for support in distribution of procured supplies.

- (5) Respond to requests from livestock owners, stockyards, zoos, kennels, etc. for assistance in relocation of animal populations and/or providing resources for the care of the animals held at such locations.

### C. Recovery Actions

During recovery operations, the organizational structure of the lead and support agencies will remain the same as that utilized for response operations, unless unexpected conditions require modifications. Actions by the recovery organization for this ESF will be as follows:

1. Initial Actions
  - a. When re-entry to evacuated areas is authorized, work with **ESF 6** to begin deactivation of pet shelters
  - b. Begin deactivation of livestock and domestic animal holding locations; Use animal identification system to ensure return of livestock to proper owners.
  - c. Provide support to **ESF 19** to determine the need for animal medical facilities, kennels, animal disposal and animal transportation within the impacted areas; As indicated, plan necessary ESF 17 actions.
  - d. Assist and advise the County Managers Advisory Group and the Emergency Management Division on the animal and wildlife issues likely to be of concern during recovery operations; Plan necessary ESF 17 actions as indicated, prioritizing operations in accord with the priorities established by the Managers Advisory Group.
  - e. Identify needs for feed, water and veterinary medicines during the recovery phase; Work with State ESF 17 to secure necessary supplies and services, as well as to ensure their distribution

- f. Work with ESF 14 to prepare and distribute public information and emergency instructions regarding pet and livestock owner advisories regarding veterinary care and the potential for disease in the aftermath of the event
- g. Work with ESF 8 to determine recovery phase issues and response actions necessary to contain or limit the spread of animal-borne diseases after the disaster; Plan and implement ESF 17 actions as indicated.
- h. Advise ESF 19 regarding the potential for significant public health and safety threats to impacted areas from wildlife dislocated by the disaster.

## 2. Continuing Actions

- a. Ensure complete deactivation of animal shelter and relocation operations, and the return of protected animals to the correct owners
- b. Support other County ESFs in resolving any animal issues influential
- c. With the assistance of the support agencies and other County ESFs, plan ongoing domestic and wild animal population disease monitoring programs, if indicated
- d. Support ESF 14 in the development of instructional information for pet and livestock owners regarding post-event care of animals
- e. Work with County ESF 16 and State ESF 17 to capture and control escaped animals or to quarantine and/or destroy potentially infected animals
- f. Work with County ESFs 8 and 10 to ensure the proper and safe disposal of contaminated animal carcasses

## D. Coordination

1. The lead agency will maintain coordination of this ESF through the staff positioned at the County EOC. From this position, coordination of ESF 17 activities will be maintained with:
  - a. Support agencies
  - b. Activated pet shelters and livestock holding locations
  - c. Involved municipal police departments, activated municipal EOCs, and municipal liaisons assigned to the County EOC.
  - d. Other County ESFs
  - e. ESF 17 at the State EOC
2. ESF 17 will maintain close coordination and cooperation with ESF 14 to ensure an adequate information flow to pet and livestock owners regarding the proper actions for them to take during the emergency response and disaster recovery phases.

#### **IV. Responsibilities**

##### **A. Staffing**

1. Staffing requirements within the County EOC will vary but will require a minimum of one individual to be on duty throughout the activation of the ESF. Additional personnel from the lead or support agencies will be assigned to staff ESF 17 at the County EOC as requested by the lead agency to facilitate liaison and coordination.
2. Other locations supported and assisted by ESF 17 will be staffed as directed or requested by the lead agency. Staffing could include personnel from the lead or support agencies, mutual aid organizations, volunteers and/or state ESF 17 personnel.
3. Personnel will be assigned to pet shelters and livestock relocation areas as indicated by the anticipated number of animals to be sheltered and protected.

##### **B. Lead Agency**

The lead agency will have the following responsibilities:

1. Development and maintenance of the necessary operational procedures, databases, inventories, etc. needed for effective implementation of ESF 17. The lead agency will, as indicated, ensure that inventories and databases are available within the EOC to support response operations.
2. Guiding and assisting support agencies to develop the necessary operational procedures, databases, inventories, etc. to ensure their ability to implement their responsibilities under this ESF.
3. Notification, activation and mobilization of the personnel from the lead and support agencies that are assigned to this ESF, when needed.
4. Coordination of all support agency actions in performance of missions assigned to this ESF, as well as coordination of State ESF 17 operations when requested.
5. With the assistance of the Volusia County Emergency Management Division, provide training and exercise opportunities for lead and support agency staff to become familiar with the implementation of this ESF.
6. Management of the ESF during its operations to ensure the following:
  - a. Notifying, activating and mobilizing all lead and support agency personnel, as indicated.
  - b. Advising evacuating individuals regarding provisions for pet and animal care concerns and resources
  - c. Establishing communications and coordination with impacted municipalities
  - d. Activating pet shelters and livestock holding locations, providing transportation assistance where needed.
  - e. Securing veterinary services for all activated facilities and locations, when indicated.
  - f. Responding to requests from involved municipalities and County ESFs for animal rescue and care services

- g. Monitoring the potential for animal-borne disease and taking actions to contain and control the spread of the disease.
- h. Advising the County Managers Advisory Group regarding Animal Services issues relevant to emergency response and disaster recovery operations.
- i. Providing specialized guidance, support and assistance regarding to County ESFs and the general public regarding animal protection, rescue and care issues during the response and recovery phases.

### **C. Support Agencies**

Support agencies for ESF17 will have the following responsibilities:

- 1. Participate in training and exercise opportunities to ensure agency personnel are familiar with their responsibilities under this ESF.
- 2. Maintain as current inventories, databases, personnel rosters needed to mobilize staff and equipment for supporting the operations required by this ESF.
- 3. Support operations of ESF 17 during its activation through such actions as:
  - a. Deploying agency representatives to the County EOC or other locations as requested by the lead agency
  - b. Responding to requests from the lead agency for personnel and equipment
  - c. Activating and managing pet and livestock sheltering operations as needed during evacuations of areas at risk
  - d. Providing advice, expertise and resources for specific Animal Services operations such as disease vector control, sheltering or relocation operations, animal rescue and care, etc.
  - e. Assisting the lead agency by providing information and data for the preparation of reports, summaries,

briefings and critiques.

**D. Resource Requirements/Limitations**

1. The lead agency, in cooperation with the support agencies, is responsible for maintaining the capabilities to initiate and sustain the operations required by this ESF.
2. For smaller disaster events, it is likely that there will be adequate capability to complete the operations of the ESF with the resources of the designated lead and support agencies, supplemented by resources likely to be available through volunteer organizations or individuals. For major disasters, it is likely that the ESF will need to request and receive state Animal Services assistance from the State ESF 17.
3. ESF 17 has the necessary area assigned within the County EOC, where telephone and other communications are installed and available for use.

**E. Operational Reports**

1. Operational reports will be prepared and provided by the lead agency as requested by Volusia County Emergency Management Division and County ESF 5.
2. The lead agency will, for use in the County EOC, prepare situation reports (SITREPS) regarding ESF 17 operations, resource needs and problem areas, and provide these to the County Emergency Management Division, County ESF 5, and State ESF 17, if requested.
3. The lead agency will provide other special reports regarding emergency response or disaster recovery operations, upon request of the Emergency Management Division and/or the County Managers Advisory Group.
4. The lead agency will gather and compile data necessary to summarize the utilization of pet shelters and livestock relocation areas.
5. The lead agency, in cooperation with the support agencies, will prepare specialized technical reports, when requested, regarding the potential for animal-borne diseases, the proper disposal of animal carcasses, etc.

## **F. Financial Management**

1. Each agency or organization involved with operations under this emergency support function will draw upon their own financial resources as needed to support their responsibilities in disaster operations. Reimbursement for eligible expenses for operations during major disasters incurred by local government or eligible public sector agencies will be sought by that agency at the close of the disaster event. Private sector agencies and non-governmental organizations involved in ESF 17 operations will be responsible for their own costs.
2. Each pet shelter, livestock relocation areas, or other field operation established by this ESF will track personnel time, costs and expenditures as directed by the lead agency.
3. Financial reporting for ESF 17 agencies for expenditures will be conducted in accord with directions from ESF 7 during periods of activation. Any financial deficiencies for lead and support agencies involved in ESF 17 operations will be reported to the County EOC through the lead agency.

## **Emergency Support Function #18 (ESF #18) Business and Industry**

**LEAD AGENCY:** Daytona Beach Regional Chambers of Commerce

**SUPPORT AGENCIES:** All Volusia County Chambers of Commerce  
Center for Business Excellence  
Hotel and Lodging Association of Volusia County  
Small Business Development Center at Daytona State College  
Volusia Manufacturers Assn. (VMA)  
Volusia County Association for Responsible Development (VCARD)  
Volusia County Convention and Visitors Bureau  
Volusia County Board of Realtors

### **I. INTRODUCTION**

#### **A. Purpose**

The primary purposes of Volusia County Emergency Support Function #18, "Business and Industry" (ESF 18) is to define the policies and procedures used in coordinating and guiding the local businesses and industries in emergency response and disaster recovery efforts, and to obtain and utilize donated goods and services provided by businesses and industries, and to provide support to the economic recovery.

Equally important is the establishment of procedures that will assist the private sector with reconstituting its own services and facilities, thus maintaining an employee workforce. This direct "business to business" support will help continue the flow of paychecks so individuals and families can sustain themselves. Workforce stability is an important part of the recovery process.

#### **B. Scope**

ESF 18 can be activated for any type of disaster (natural disaster, technological accident, or intentional act) and any magnitude of disaster (minor, major or catastrophic). ESF 18 provides:

- An organized approach to ensure that the needs and interests of impacted businesses and industries are adequately considered in local government
- Disaster assistance and services available to impacted businesses can be effectively accessed
- ESF 18 also addresses procedures to solicit, utilize and distribute donated goods and services available from businesses and industries.

ESF 18 does not address private sector disaster recovery procedures that are likely to be implemented by individual businesses and industries, such as filing insurance claims and contracting with private disaster recovery services.

### **C. Policies**

Implementation of this ESF will be guided by the following policies:

1. Volusia County government recognizes the integral role of businesses and industries in the welfare of the community and the necessity of their involvement in emergency response and disaster recovery operations. The businesses and industries needs will be considered in the planning and implementation of county and municipal operations through participation in the Manager's Advisory Group.
2. Within the limits of available resources and legal requirements, assistance and support will be provided to impacted businesses and industries in order to minimize the adverse economic and employment effects on the community.
3. Through ESF 18, assistance will be provided to local businesses, and coordination of suitable donations will take place with ESF 15 (Volunteers and Donations).
4. Prior to requested mutual aid assistance for materials or services from private sector, an effort will be made to procure the materials or services through ESF 18.
5. To facilitate the full recovery after a disaster, Volusia County will endeavor to ensure that applicable state and federal disaster assistance programs are made available for impacted

local businesses, and will strive to facilitate access to and delivery of those programs.

#### **D. Planning Assumptions**

This ESF has been prepared for implementation based on the following assumptions:

1. A major disaster event can have substantial physical and operational impacts on businesses.
2. The services, products, employment and revenue provided by businesses and industries to the surrounding community are of vital importance to the community's welfare. Disaster-related impacts to businesses and industries can further exacerbate the impact of the event on the community as a whole, and full recovery of impacted businesses and industry is necessary for the full recovery of the impacted community.
3. Small businesses without regional or national affiliations and support mechanisms, as well as those without adequate insurance, are more vulnerable to the impacts of disasters. Such small businesses need additional assistance, guidance and support during emergency response and disaster recovery to minimize potential failure as a result of the disaster.
4. Damage to the community's infrastructure and communications networks can have harmful economic effects to businesses, and are not within the capability of an individual business owner to repair or replace. Temporary actions to prevent business failures while such facilities and services are restored to normal are likely to be necessary.
5. Local, regional and national businesses can and will provide donated goods and services that will be valuable to the emergency response and disaster recovery efforts. To effectively utilize such donations, procedures must be incorporated into the other response and recovery operations conducted by the County. ESF 18 may coordinate with ESF 15 to link the donated resource with the need.

## **II. CONCEPT OF OPERATIONS**

### **A. General**

1. The designated lead agency for ESF 18 is supported by other associations representing the local businesses and industries of Volusia County. In this capacity, information and expertise available to the lead and support agencies will be incorporated into the operations conducted by other county ESFs to improve and facilitate the services and support available to the affected businesses and industries.
2. ESF 18 will staff a workstation at the County EOC and utilize the Volusia County EOC Standard Operating Procedures in conducting its EOC operations.
3. ESF 18 will serve as the link to the Business Operations Center.
4. ESF 18 may activate and staff facilities and locations outside of the County EOC that are needed to provide services and support to the involved businesses and industries.
5. Goods and services donated by businesses and industries may be solicited and obtained by ESF 18, while their receipt, warehousing and distribution to impacted individuals and organizations will be managed through ESF 15, "Volunteers and Donations."

## **B. Organization**

1. The President of the Daytona Beach Regional Chamber of Commerce or designated representative will serve as the ESF 18 leader. Each of the supporting organizations may designate one or more individuals to serve as staff to ESF 18 if needed, and to serve as a liaison for supporting its operations.
2. The lead agency will staff the ESF 18 workstation at the County EOC or other appropriate site as necessary for the duration of the activation of this ESF. If needed, additional personnel from the lead and/or support agencies will be mobilized.
3. If utilized, field locations and facilities established by ESF 18 will be staffed by members of the lead or support agencies, or when indicated, by personnel mobilized through other County ESFs. The lead and support agencies may also conduct operations from their normal business locations, when this is feasible to do so. In all cases, ESF 18 opera-

tions outside of the County EOC will maintain continuing communication and coordination with the lead agency staff at the ESF 18 workstation.

### **C. Notification**

1. The lead agency representative or other contact person will be notified to activate ESF 18 by the Volusia County Emergency Management Division. Upon notification, the lead agency representative will report to the County EOC and establish the ESF 18 workstation.
2. The lead agency representative will notify support agencies of the activation of ESF 18. The support agencies may be requested to mobilize personnel to the County EOC or to remain on standby to provide support.
3. The lead agency staff will notify the County Emergency Management Division and other activated County ESFs when ESF 18 is prepared for operations.
4. ESF 18 will notify the State ESF 18 of the activation of Volusia County ESF 18 and determine the support and assistance that may be available from this organization. ESF 18 may coordinate with ESF 18 or its counter-parts in adjacent counties or within Florida Division of Emergency Management Region 5

## **III. Emergency Support Functions**

### **A. Response**

1. Initial Actions
  - a. The lead agency will staff the ESF 18 workstation at the County EOC and receive a briefing regarding the emergency event and the likely roles and responsibilities of ESF 18.
  - b. Reserve a dedicated telephone number at the ESF 18 workstation (the "EOC Business Hotline") for responding to inquiries for advice and assistance from businesses and industries impacted by the event. Assistance may be requested of ESF 2, "Communications," Coordinate with ESF 14 to prepare a media release providing the telephone number of the Business Hot-

line and request distribution. (The media release should specify that the number is for business owners and operators only. Inquiries from the general public should be directed to the ESF 14 public telephone number.)

- c. Notify the State ESF 18 of the county ESF 18 status.
- d. In the event an evacuation or shelter-in-place advisory ESF 18 will immediately:
  - (1) Advise the County Emergency Management Division and the Manager's Advisory Group on the number and types of businesses in the area to be evacuated, the timing of the evacuation, and any problems with compliance or implementation likely to arise.
  - (2) Through the Volusia Hotel and Lodging Association, Convention and Visitors Center Bureau and other support agencies, coordinate information to the accommodations industry advising of the protective action, and emphasize the need to comply promptly. Provide the Business Hotline telephone number for business inquiries.
  - (3) Through the Volusia Manufacturer's Association, Center for Business Excellence, chambers of commerce and other support agencies, notify employers of response and protective action, and emphasize the need to comply promptly. Provide the telephone number for business inquiries.
  - (4) Respond to inquiries made to the business hotline for assistance in implementing the protective action. As needed request assistance from other County ESFs to resolve critical problems in protective action implementation.
- d. Identify the general number and types of business and industrial facilities located in the area of impact; Anticipate the needs for assistance for businesses and industries, and their employees

- e. Advise the Emergency Management Division and/or the Manager's Advisory Group regarding any initial critical issues regarding the event's impact on business and industries
  - f. Review and update lists of businesses and industries outside of the area of impact that could donate needed services or goods; Establish coordination with ESF 15, "Volunteers and Donations," to plan subsequent contacts.
  - g. Coordinate with the Business Operations Center on behalf Using of the Emergency Operations Center regarding possible activate for recovery
2. Continuing Actions
- a. Participate in County EOC briefings and provide input to the Manager's Advisory Group regarding issues and problems affecting business and industry
  - b. Continue to respond to inquiries made to the business hotline and when needed, request the assistance of other County ESFs to provide support services for protection of life and property.
  - c. Through ESF 5, monitor progress in the implementation of the evacuation or shelter-in-place action. Advise the Emergency Management Division and the Managers Advisory Group regarding business and industry issues involved in termination of the protective action. With the cooperation of other County ESFs, consider taking actions including but not limited to the following:
    - (1) For sheltering-in-place protective actions:

Continue utilizing assistance from support agencies, continuing coordination with accommodations and others industries and advise them when shelter in place has been lifted..

- (2) For evacuation protective actions:
  - (a) Utilizing support agencies continue coordinating protective action information to the businesses and industries.
  - (b) Coordinate with ESF 16, "Law Enforcement," to allow early reentry for critical businesses, industries and groups, including:
    - Insurance adjusters and inspectors,
    - Owners, operators and key employees of essential businesses, e.g., medical facilities, food and drug stores, etc.
    - Disaster recovery contractors for temporary repairs or to prevent further damage
- d. Advise ESF 13 regarding critical businesses and industries that should be considered during inspections by the State of Florida Rapid Impact Assessment Team(s) if deployed to Volusia County.
- e. Coordinate with ESF 19, "Damage Assessment," regarding inspections of damaged businesses and industries; Request and obtain information regarding the type and extent of damages to businesses and to the roadway network
- f. Coordinate with ESF 12, "Energy" regarding the extent and duration of loss of power, water, sewage service and other utilities needed for businesses to reopen.
- g. Consult with and advise the Emergency Management Division, the Manager's Advisory Group and the Emergency Powers Advisory Council, if convened, regarding the need for business closures, curfews, priority utility restoration, etc. for the area impacted.

- h. Work with ESF 15 to identify needs for donated goods and services and determine their likely availability from businesses and industries; Accept referred calls to ESF 15 from businesses regarding donations.
- i. Coordinate with the State ESF 18 regarding the business and industry issues.
- j. Provide information to ESF 15 (Volunteers and Donations) in order for that ESF to develop an inventory of offered donations available from businesses and industry;
- k. When requested by ESF 15, solicit specific donations of goods and services from businesses; Coordinate with ESF 15 to arrange delivery of donations using the transportation, warehousing, and distribution operations established by ESF 15.
- l. The Business Operations Center will maintain an inventory of donated services and materials that are specific useful to businesses impacted by the event, e.g., data recovery, environmental cleanup, etc. Business requiring such assistance will be referred to the Business Operations Center.
- j. Maintain contact with the Business Operations Center regarding possible activation for Recovery.

## **C. Recovery**

The ESF 18 structure remains during recovery, with some support agencies demobilizing and others remaining active as part of the Recovery effort. Once the Recovery Committee (a Recovery Coalition) is mobilized many of the functions identified in section "C" will be transferred to that entity.

### **1. Initial Actions**

- a. If needed, provide input to the Managers Advisory Group and the Emergency Powers Advisory Council regarding actions in the impacted

neighborhoods to continue to protect damaged businesses and industries, e.g., curfews, security, etc.

- b. Continue to respond to requests received through the business hotline for assistance and advice. Refer businesses to the Business Operations Center as appropriate.
- c. Work with County ESFs to facilitate actions by business owners and operators to begin the recovery process and reopen businesses, including but not limited to the following:
  - (1) ESF 16 - access for insurance adjusters, business recovery contractors and critical employees, as well as security concerns
  - (2) ESF 10 - assistance with hazardous materials accidents caused by the disaster event
  - (3) ESF 3 - assistance with debris clearance of public rights of way when interfering with access to business establishments
  - (4) ESF 12 - to obtain information and coordination regarding the timing and priority for utility and power restoration and business re-openings
  - (5) ESF 5 and ESF 14 - distribution of public information regarding disaster related-damages, the schedule for re-opening of roadways, restoration of power, etc.
  - (6) Coordinate with ESF 15 for donations issues
- d. Regarding disaster assistance, consult with
  - Volusia County Emergency Management Division
  - Volusia County Community Services

- Volusia County Recovery Committee once it is activated
- State and federal agencies
- Daytona State College Small Business Development Center
- Center For Business Excellence

Obtain information regarding specific programs available to impacted businesses for the event, e.g., Small Business Administration loans, state grants, etc. and how to access them. Prepare informational advisories on available assistance and distribute through ESF 14 and the Business Operations Center, and to business hotline callers. This function will ultimately be taken over by the Recovery Committee.

- e. Support county efforts to estimate the economic losses that will result from the event through the following operations:
- (1) Coordinate with ESF 19, "Damage Assessment," to identify business and industrial facilities or systems that experienced physical damage;
  - (2) Contact impacted businesses to obtain information regarding estimated structure and contents losses due to physical impacts
  - (3) Coordinate with ESFs 3 and 12 to estimate the extent and duration of utility and infrastructure outage and predict the operational economic and employment losses to businesses required to remain closed.
  - (4) Coordinator with ESF 19 regarding information on the costs of physical damage and forced closures by impacted businesses and industries
  - (5) Provide information to ESFs 5 and 19 and the County Emergency Management Division; Update as needed.

- f. If needed, request activation of the Business Operations Center
- g. In the event the Recovery Committee is not yet operational, coordinate the opening of “Volusia County Small Business Support Center” with the assistance of the Small Business Development Center at Daytona State College:
  - (1) Obtain authorization from the Manager’s Advisory Group to establish one or more Volusia County Small Business Support Centers in or near damaged business district(s).
  - (2) Request ESF 7 and ESF 15 to assist with securing undamaged facilities for use as the center. ESFs 7 and 15 would also assist by leasing or borrowing basic office equipment to assist small business owners, e.g., office furniture, personal computers, photocopiers, etc. as well as to provide basic sanitary services, e.g., bottled water, portable toilets, etc.
  - (3) Request ESF 12 to provide a portable generator to ensure electrical power for the center.
  - (4) Request ESF 2 to equip the facility with telephone and internet capabilities.
  - (5) ESF 18, with the assistance of the Emergency Management Division, and donated services from the Center for Business Excellence and the Small Business Development Center, would provide technical experts at the center to advise small business owners on actions to minimize business failures as a result of the event.

- g. Volusia County Purchasing (ESF 7) will develop a list of qualified contractors, vendors, suppliers, etc., for distribution to impacted business owners to expedite repairs and business resumption, while minimizing fraud and price gouging involved in repairs.

## 2. Continuing Actions

- a. Assist the Emergency Management Division and County ESFs 5 and 19 in compiling information on the cost of the physical and operational damages to impacted businesses and industries in the county.
- b. Support county efforts through a state and/or federal Disaster Field Office (DFO) established for Volusia County to facilitate delivery of disaster assistance to impacted businesses. Provide information to impacted businesses regarding loans from the Small Business Administration and Farmer's Home Administration, as well as Disaster Unemployment Insurance available for displaced workers of impacted businesses.
- c. If indicated by the characteristics of the event and the pace of economic recovery in its aftermath, with the support of ESF 14, develop and implement a public information program to stimulate tourism and other business activities in the county.
- d. Until ESF 18 is demobilized continue to staff and operate any of the following activated business support services:
  - (1) The ESF 18 workstation at the County EOC
  - (2) The business hotline to respond to disaster-related recovery questions and problems of the impacted businesses

- (3) Coordinate with ESF 15 regarding donations of goods and services by business and industry.
- (4) Continue to coordinate with the Business Operations Center
- (5) Continue coordination with the Small Business Development Center at SDC regarding support for the "Volusia County Small Business Support Center(s)"

### **C. Coordination**

The lead agency will coordinate operations for ESF 18 from Work station established in the County EOC, or if circumstance permit, may operate off-site.

The lead agency will maintain coordination and communication with::

- ESF 18 Support Agencies
- Other County ESFs,
- Emergency Management Division
- Manager's Advisory Group
- Business Operations Center
- Florida ESF 18.
- Small Business Development Center at Daytona State College

## **IV. Responsibilities**

### **A. Staffing**

1. General Staffing Responsibilities
  - a. Lead and support agencies will maintain list of agency staff to call for performing response activities.
  - b. Response personnel may be available 24 hours a day, seven days a week; 12-hour shifts may be established for the duration of ESF activation if necessary to maintain an adequate level of operations.
2. Staffing requirements within the County EOC will vary but may require a minimum of one individual representing the

lead agency to be on duty throughout the activation of the ESF. Due to the nature of business and industry functions, the lead position may be permitted to operate off-site and coordinate with the EOC at briefing times and through the use of emails and telephone communications.

3. Other locations established by ESF 18, e.g., a “Volusia County Small Business Support Center”, or Business Operations Center will be staff by appropriate support agencies.
4. The lead and support agencies will provide coordinated input to County and municipal emergency response and disaster recovery operations. In doing so, each of the lead and support agencies is expected to coordinate information flow to and from their constituency, and to represent their interests to the lead agency for input to the policy and operational decision-making by the Manager’s Advisory Group and the County Emergency Management Division.

## **B. Lead Agency**

The lead agency will have the following responsibilities:

1. Development and maintenance of the necessary operational procedures, databases, inventories, etc. needed for effective implementation of ESF 18. The lead agency will, as indicated, ensure that inventories and databases are available within the EOC to support response operations.
2. Guiding and assisting support agencies to develop the necessary operational procedures, databases, inventories, etc. to ensure their ability to implement their responsibilities under this ESF.
3. Notification, activation and mobilization of the personnel from the lead and support agencies that are assigned to this ESF, when needed.
4. Coordination of all support agency actions in performance of operations conducted by this ESF, as well as coordination with other County ESFs providing support to ESF 18 operations
5. With the assistance of the Volusia County Emergency Management Division, provide training and exercise opportuni-

ties for lead and support agency staff to become familiar with the implementation of this ESF.

6. Implementation of ESF 18 operations during emergency response and disaster recovery periods, through coordination of personnel, services and resources provided by support agencies and through other county ESFs, to include the following:
  - a. Activation of the ESF and notification and mobilization of support agencies. Maintain private sector night time contact list of major businesses.
  - b. Activating and staffing needed ESF 18 operations, including the business hotline and the Volusia County Small Business Support Center. Establish inventory of available private sector resources.
  - c. Facilitating business and industry involvement with protective actions.
  - d. Responding to requests for assistance and advice from impacted businesses.
  - e. Obtaining and utilizing input from the support agencies regarding ESF 18 operations.
  - f. Advising the Emergency Management Division, the Managers Advisory Group and other County ESFs on the disaster-related needs and issues for involved businesses and industry.
  - g. Soliciting donated goods and services from business and industry and integrating the donations with those managed by **ESF 15**.
  - h. Coordinate operations with the Business Operations Center
  - i. Deactivating ESF 18 operations and demobilizing personnel.

### **C. Support Agencies**

Support agencies will have the following responsibilities:

- a. Participate in training and exercise opportunities to ensure agency personnel are familiar with their responsibilities under this ESF.
- b. Maintain as current inventories, databases, personnel rosters needed to mobilize staff and equipment for supporting the operations required by this ESF.
- c. Support operations of ESF 18 during its activation through such actions as:
  - (1) Deploying agency representatives to the County EOC or other locations as requested by the lead agency
  - (2) Responding to requests from the lead agency for assistance and support of ESF 18 operations
  - (3) Coordinating with their own and related constituency groups to obtain information and input to county operations, to solicit donations, to identify problems and issues related to the disaster, and to gain support and cooperation with other ESF 18 operations
  - (4) Assisting the lead agency by providing information and data for the preparation of reports, summaries, briefings and critiques.

#### **D. Resource Requirement/Limitations**

The lead agency, in cooperation with support agencies, will maintain the capability to implement ESF 18. Resource requirements provided by the lead and support agencies are expected to be for staffing the ESF's positions and functions, as well as lists and information regarding Volusia County's business community that may be necessary to support emergency response and disaster recovery information.

The County will provide the necessary space and communications equipment in the County EOC to support operations of the ESF 18 workstation. Other resource requirements for ESF 18 operations will either be donated, or will be procured through County ESF 7.

#### **E. Operational Reports**

- 1. ESF 18 situation reports (SITREPs) will be prepared and distributed by the lead agency as requested by the Volusia

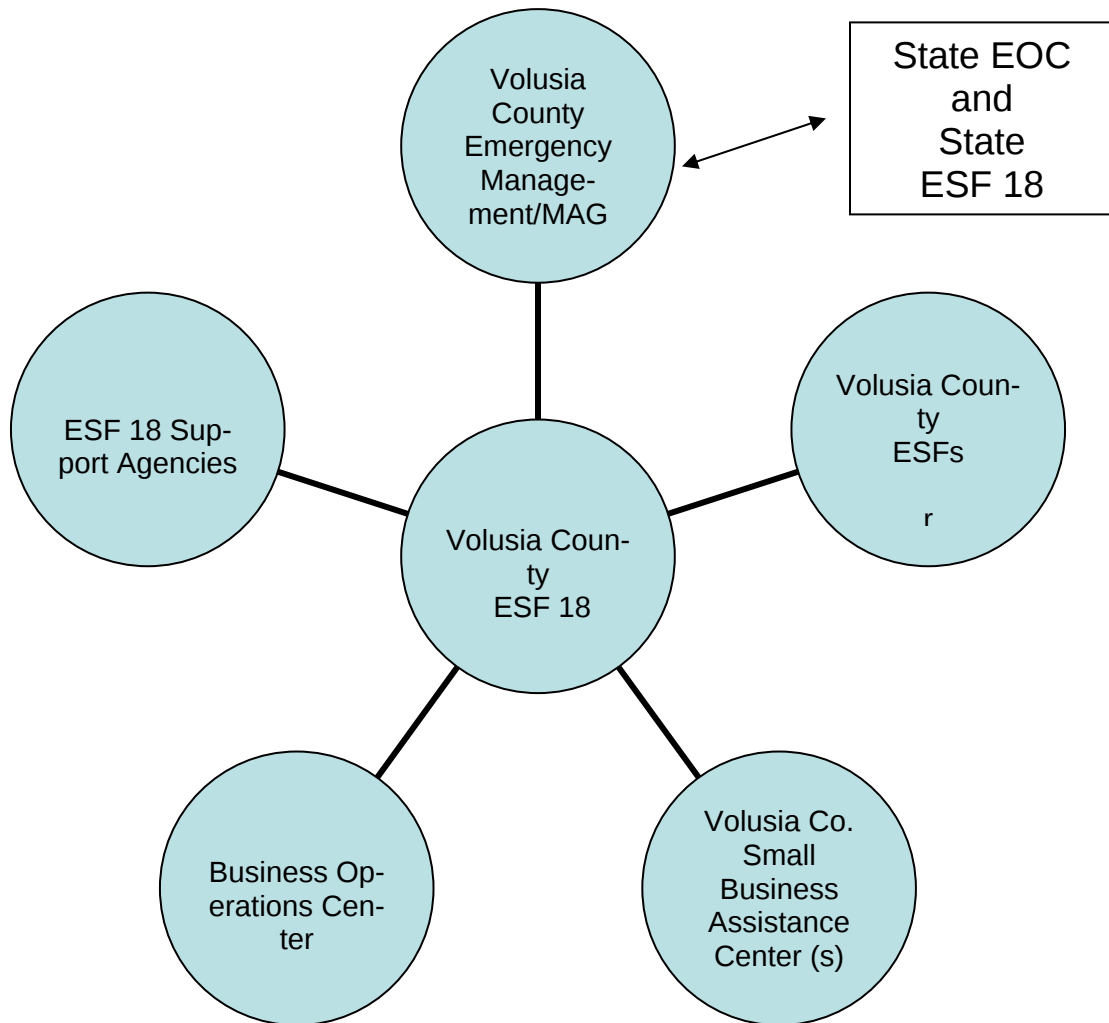
County Emergency Management Division and/or County ESF 5. Support agencies actively engaged in ESF 18 operations will receive a copy of the ESF 18 SITREPs.

2. When necessary, support agencies will provide daily “status reports” on their support of their assigned ESF 18 functions. These reports will include any anticipated problems or deficiencies in supporting the mission.
3. The lead agency will maintain a list or inventory of goods and services offered for donation by the business community, and, through ESF 15, will periodically report on the types and quantities of donated materials and services available.
4. Other status reports and operational briefings will also be routinely presented during County EOC coordination meetings.

#### **F. Financial Management**

1. Each agency or organization involved with operations under this emergency support function will draw upon their own financial resources as needed to support their responsibilities in disaster operations. Personnel from the lead and support agencies for ESF 18 will serve as volunteers to the county, and the county will not incur a responsibility to pay for the time and services of the staff members of ESF 18.
2. The County will provide reimbursement for eligible out-of-pocket expenses for operations of ESF 18 during major disasters. Generally, however, the purchase or rental of facilities, services, equipment or materials for ESF 18 operations will be done by County ESF 7. The County will then be responsible for obtaining reimbursement for these expenses from state or federal disaster relief programs, as applicable.
3. Each location established by this ESF, such as the EOC workstation or other operational centers, will track personnel time, costs and expenditures as directed by the lead agency.

### **ESF 18 Organizational Relationships**



## **Emergency Support Function #19 (ESF #19) Damage Assessment**

**LEAD AGENCY:** Volusia County Property Appraiser's Office

**SUPPORT AGENCIES:** Volusia County Manager's Office  
Volusia County Sheriff's Office  
Volusia County Supervisor of Elections  
Volusia County School Board  
County Growth and Resource Management Dept.  
Leisure Services Div.  
Environmental Management Div.  
County Public Works Dept.  
County Financial and Administrative Services Dept.  
Financial Services Div.  
Information Technology Div.  
County Community Services Dept.  
Agricultural Extension Div.  
Public Protection Dept.  
Fire Services Div.  
Beach Safety Div.  
American Red Cross  
Airport and Port Authority Divisions  
Ocean Center  
Civil Air Patrol  
Volusia Prepares Steering Committee  
Municipalities

### **I. INTRODUCTION**

#### **A. Purpose**

The purpose of Emergency Support Function #19, Damage Assessment (ESF 19), is to define the policies and procedures through which Volusia County will facilitate disaster assessment, preliminary damage assessment , followed by a detailed damage assessment in the aftermath of a

significant event.. The damage assessment process is very instrumental in shaping the emergency response and disaster recovery actions that will be taken by the county and its municipalities after a major disaster. The information gathered will be used to define the type and extent of the actions needed, as well as uses as input for prioritizing emergency operations and the allocation of available resources.

ESF 19 describes the agencies that are responsible for the assessment, the steps to be taken, and how the damage assessment activities will be coordinated. ESF 19 also describes how the damage assessment process is utilized to define hazard mitigation opportunities highlighted by the occurrence of the disaster event.

## **B. Scope**

ESF 19 defines how the damage assessment process will be coordinated by Volusia County and the uses for the information and data that are developed. ESF 19 does not describe the specific, technical steps utilized in assessing damages of individual structures, facilities or components of the community's infrastructure. These steps are detailed in the damage assessment procedures supporting this ESF.

The damage assessment process is multipurpose. Damage assessment information is used by all County ESFs to understand the human, property and economic impacts of the event on the community so that subsequent operations can be planned and prioritized. The information is also used by the State Department of Community Affairs to determine if a disaster event warrants federal involvement through a Presidential Declaration of Disaster. Finally, damage assessment information for a specific event will indicate how the community is vulnerable to the impacts of that type of event, and this information can be utilized by the county to improve its local hazard mitigation strategy.

## **C. Policies**

Implementation of this ESF will be guided by the following policies:

1. The health and safety of personnel conducting damage assessment activities will be the highest priority for the operation
2. The damage assessment process will be accomplished as soon as feasible after the impact of an event, but will not interfere with or

detract from the resources available for emergency response/rescue operations needed to protect public health and safety.

3. Damage assessments will be completed as soon after a disaster event as it is safe to do so in order to determine human needs and infrastructure restoration requirements. The priority for damage assessments will be based on the following, in decreasing order of priority:
  - Critical facilities necessary for public protection or endangering public safety
  - Key components of the community infrastructure, e.g. roadways, utilities, etc.
  - Non-critical public and local government facilities
  - Private property
4. All county emergency support functions will consider damage assessment information in the planning and prioritizing of emergency response and disaster recovery operations, as well as in identifying potential future opportunities for hazard mitigation.

#### **D. Planning Assumptions**

The development and implementation of this ESF is based on the following assumptions:

1. Volusia County and/or one or more of its municipalities will experience significant physical and operational damages from a disaster event, and these damages could be widespread throughout the county.
2. Movement of damage assessment teams may be prohibited or restricted due to dangerous or impassible conditions within the impacted areas.
3. Damages in adjacent counties may significantly delay or restrict the damage and impact assessment support available from state and federal agencies.
4. Many municipal and county damage assessment teams may be

needed, and the lead and support agencies will have adequate trained personnel to accomplish timely damage assessment of the private and commercial properties of the County.

5. Owners of private property and/or private utility systems will cooperate with county and municipal damage assessment personnel to facilitate the gathering of information.

## II. CONCEPT OF OPERATIONS

### A. General

1. Damage assessment operations will be initiated under the coordination of ESF 19 as soon as it is safe for personnel to do so. Information regarding damages resulting from the disaster event will be gathered for three purposes, as given here in the sequence of operations:

First priority: To determine the impact of the event to critical facilities and key elements of the community's infrastructure in order to provide a basis for identifying and prioritizing emergency response operations,

Second priority: To estimate the dollar value of physical damages to public and private property in the area impacted in order to define the need for state and federal financial assistance in the disaster recovery process, and

Third priority: To identify hazard mitigation needs highlighted by the impacts of the specific event to support post-recovery mitigation planning and programming in Volusia County.

2. Depending on the magnitude, location and characteristics of the event's impacts, a variety of techniques will be utilized to gather damage assessment information. These include, but are not limited to, information reported by field personnel on emergency response missions, aerial surveys, radio or telephonic reports from critical facilities, brief "windshield" surveys, and detailed inspection of damages.
3. These operations will be coordinated by the lead agency for ESF

19, the Volusia County Property Appraiser's Office. Trained personnel from the lead and support agencies will staff the damage assessment teams. Municipal liaison officers, at the County EOC, will coordinate the efforts of municipalities to gather and report damage assessment information to the County EOC. County ESFs and/or county agencies responsible for the infrastructure of the county will assist by promptly reporting damage information to ESF 19. Private-sector owners or operators of critical facilities will also be requested to provide damage assessment information and/or to assist municipal, county and/or state officials in gathering such information for their facilities and systems.

4. Compiled and analyzed damage assessment information will be reported to the County Emergency Management Division, the County Manager's Advisory Group, other County ESFs, the involved municipalities, and the State. The County has been divided into 24 geographic areas and value data compiled for the private and commercial properties. Field Appraisers assigned to Damage Assessment Teams will normally conduct damage assessment surveys in the same geographic areas that they do the property appraisals. Raw damage assessment data from the field teams will be communicated to the Property Appraiser's Office (Kelly building in DeLand) where the information will be interpreted, compiled, mapped or tabulated, and sent to the County EOC.

## **B. Organization**

1. The Volusia County Property Appraiser's Office will serve as the lead agency for ESF 19. In this capacity, the lead agency will coordinate the ground and aerial damage assessment surveys of private and commercial properties of the county, utilizing staff from the support agencies when needed. The County Property Appraiser is designated as the county's Disaster Assistance Officer (DAO). The DAO or his designee will staff the ESF 19 Coordinator's position in the County EOC. The County ESF 19 Coordinator will also serve as the liaison with the State Damage Assessment Officer, municipal liaison officers and ESF 19 support agencies.
2. All county agencies are considered support agencies for purposes of this ESF. County agencies will provide the personnel and expertise to assess damages to their own facilities and operations, and will report that information to the lead agency at the County EOC.

Support agencies will also assist the lead agency on request with the personnel, equipment and supplies needed to complete the damage assessment function.

3. Impacted municipalities will participate in the implementation of this ESF by providing damage assessment information from surveys conducted within their jurisdiction. This information will be provided to the lead agency through the municipal liaison at the County EOC.
4. The lead agency, working with the County Emergency Management Division, will provide information for use by the County Manager's Advisory Group to establish priorities for operations, and to other County ESF for use in planning their operations. Information will also be provided to the State of Florida for assisting with a determination of whether a federal declaration of major disaster is needed.
5. Damage assessment information will also be made available to the Steering Committee of "Volusia Prepares" after initiation of the recovery phase for use in the continuing development of the county's local mitigation strategy.

### **C. Notification**

1. The lead agency will be notified by the Volusia County Emergency Management Division of the need to activate this ESF. Upon notification, one or more representatives of the lead agency will report to the County Emergency Operations Center (CEOC) and establish the ESF 19 workstation. The emergency operations staff at the Property Appraiser's Office in DeLand will also be notified and requested to mobilize.
2. If necessary and safe to do so, personnel from the lead agency will be notified to pre-position themselves in safe locations to facilitate initiation of post-impact operations.
3. The lead agency will notify the support agencies of the activation, and will request notification of assigned personnel of the activation and the need to report damage to the ESF 19 workstation in accord with established procedures.

4. If needed and safe to do so, trained damage assessment personnel will also be notified to pre-position themselves in safe locations to facilitate initiation of post-impact operations.
5. The lead agency will notify any activated municipal EOC and/or the municipal liaisons in the County EOC, of the activation of County ESF 19. If warranted, the lead agency will request information on municipal efforts to pre-position damage assessment personnel.
6. The lead agency will notify the State EOC of the activation of County ESF 19, and, if indicated, obtain any information regarding pre-positioning of the State's Reconnaissance Team, or other damage assessment personnel, in Volusia County. If so, working with County ESF 13, Military Support, the lead agency will establish contact information and a procedure to receive damage assessment information gathered by the state.
7. Commercial telephone lines will be the primary communication method between the ESF 19 Coordinator at the County EOC and the ESF 19 functions activated at the Property Appraiser's Office (in DeLand) or other locations. Cellular phones will be the primary communication method between Damage Assessment Teams in the field, the Property Appraisers Office and the ESF 19 Coordinator in the CEOC. Cellular telephones (if the systems are operational) will also be used as the secondary means of communication between the ESF 19 Coordinator and ESF 19 functions. County radios or assets from other sources will be used (if available) where the cellular telephones are not functional or in the event the cellular telephone system fails. Upon failure of telephone, cellular telephone and radio systems, couriers will be used to carry "hard copy" communications between the ESF 19 Coordinator at the County EOC and the activated ESF 19 functions.

### **III. EMERGENCY SUPPORT FUNCTIONS**

#### **A. Response**

1. Initial Actions
  - a. Lead Agency
    - (1) The lead agency will staff the ESF 19 workstation at

the County EOC and receive a briefing regarding the emergency event and the generally anticipated level and location of damages. Lead agency staff will complete the ESF 19 notification process for lead and support agency staff.

- (2) Based upon information and instructions received from the County Emergency Management Director, the Property Appraiser (or alternate) will initiate the Property Appraiser's Office "Staff Notification System" to recall the employees needed to accomplish the functions of the lead agency. The remaining staff will also be instructed of any changes in their normal duties and the emergency duties they are assigned.
- (3) If indicated prior to event impact, the lead agency will pre-position damage assessment personnel, prepare vehicles, check ESF 19 communications systems, and confirm the adequacy of supplies to be used by the Damage Assessment Teams.
- (4) Deploy the "Volis" computer to the County EOC with the ESF 19 Coordinator, and confirm the operational status of emergency personnel at the Property Appraiser's Office in DeLand.
- (5) Establish communications and coordination with County ESF 5, "Information and Planning," and County ESF 13, "Military Support," if activated, as well as activated municipal EOCs and/or the municipal liaisons to coordinate the receipt and processing of damage assessment information.
- (6) Work with County ESFs to receive preliminary impact and damage information based on observations during initial emergency field operations; Request ESF 16 to provide damage information and locations based on telephone calls to 911.
- (7) Request County ESF 1, "Transportation," ESF 3, "Public Works & Engineering," ESF 8, "Health and Medical Services," and ESF 12, "Energy," to obtain

and provide information regarding damages to the transportation network, critical medical facilities, and utility systems, respectively.

- (8) Request municipal EOCs and/or municipal liaisons to provide preliminary damage information from their jurisdictions.
- (9) Consult with ESF 5 and the Emergency Management Division regarding areas impacted; Prepare to mobilize local damage assessment teams as soon as it is safe to do so.
- (10) Periodically compile, map and/or tabulate initial information and provide to ESF 5, the Emergency Management Division and the County Manager's Advisory Group; Assist ESF 5 in providing initial information to the State EOC, if activated.

b. Support Agencies

- (1) Upon notification by the ESF 19 Coordinator of the activation of the ESF 19 functions, notify designated staff to initiate or standby to initiate their assigned damage assessment duties.
- (2) Recall off duty personnel if necessary to staff the assigned ESF 19 functions.
- (3) Ensure that photographs and other documentation on the condition of support agency facilities are available prior to the emergency event impact.
- (4) Contact the ESF 19 Coordinator at the County EOC and advise on the initial activation the agency's operational readiness" to implement their responsibilities.
- (5) As soon as it is safe to do so, assess the damages and continued operability of the support agency's facilities, equipment and supplies necessary to initiate and sustain its assigned emergency response duties;

Advise the ESF 19 coordinator immediately of the assessment and, as indicated, initiate corrective actions.

2. Continuing Actions

a. Lead Agency:

- (1) Staff the ESF 19 Coordinator's position in the County EOC 24 hours a day or as requested by the Emergency Management Director; Participate in County EOC briefings and provide information regarding preliminary damage assessment results as it becomes available.
- (2) If initial reports indicate damaged areas are extensive and/or widely scattered throughout the county, implement an aerial survey as soon as it is safe to do so. Use aerial survey to locate damaged areas and to provide preliminary information regarding obviously damaged structures, blocked roadways, damaged bridges, etc.; If damage is very extensive (catastrophic to the point that Volusia County assets are unavailable), and wide spread, request ESF 13 to obtain aerial survey support from State ESF 13. Aerial surveys will be conducted by VCSO assets and Mosquito Control assets.
- (3) Dispatch local damage assessment teams into areas that are safely accessible by roadway to perform quick "windshield surveys" of structural and utility damages.
- (4) Maintain contact with activated municipal EOCs to receive up-to-date information regarding the results of their damage assessment processes.
- (5) As information from aerial and windshield surveys, municipalities, and emergency services field personnel become available, provide preliminary data, maps, etc. with data regarding the impact of the event to ESF 5 and the Emergency Management Division for distribution to other County ESFs and the State EOC.

- (6) Continue to compile, map or tabulate initial information regarding the following and prepare a preliminary damage assessment report:
  - (a) Boundaries of the disaster area(s)
  - (b) Status of transportation systems
  - (c) Access points to the disaster area(s)
  - (d) Status of communications systems
  - (e) Status of medical systems
  - (f) Disaster casualty information
  - (g) Shelter/mass care information/needs
  - (h) Damage to utility systems
  - (i) Status of critical facilities
  - (j) Major resource needs/shortfalls
- (7) Submit the preliminary damage assessment report to the State EOC through the County Emergency Management Division; Distribute copies to ESF 5 and ESF 14
- (8) Utilize the preliminary damage assessment report and other information to plan deployment of local damage assessment teams for direct, more detailed inspection as soon as it is safe to do so. Use the policies established for this ESF to prioritize damage assessment missions in those areas that are safe for the damage assessment teams to enter.
- (9) Deploy the local damage assessment teams to the priority locations as soon as it is safe to do so. Request assistance from ESF 13 and/or ESF 16, if needed, to escort or transport teams to locations.

- (10) On a periodic basis, as information on the impact of the event becomes available, ESF 19 will display data in map and tabular format; Information displayed will include, as available, locations of damaged structures, blocked roadways, utility outages, contaminated or inaccessible areas, etc.
- (11) County ESFs 4, 8, 5, 9, and 16 will provide information regarding injuries and fatalities to ESF 19; Such information will only be displayed by ESF 19 on an aggregate, compiled basis.
- (12) Coordinate with ESF 18, Business and Industry, to obtain information regarding damages to private sector facilities and disruption to operations; Request ESF 18 to gather and compile information on the economic impacts of the event on the county, including lost revenues, wages and jobs.
- (13) Work with ESF 14 to prepare the County's website to receive damage assessment information; As indicated, provide damage assessment information to ESF 14 for posting on the website.
- (14) Continue to monitor the initial damage assessment process and adjust mission assignments to teams as priority locations are surveyed.
- (15) Routinely communicate with local damage assessment teams to obtain updated information, to ensure their continued safety and to assess the need for additional personnel or resources; Take corrective actions as indicated.
- (16) Periodically receive or request updated information from damage assessment teams, municipalities, private non-profit organizations, and support agencies.

b. Support Agencies:

- (1) Provide personnel and resources to support the dam-

age assessment function when requested by the lead agency.

- (2) Support agencies with aircraft and pilots will assist with implementation of the aerial damage survey, if requested by the lead agency.
- (3) As soon as it is safe to do so, all support agencies will conduct a preliminary inspection of the facilities and systems owned or operated by the agency; Damages and current operational status will be reported to the ESF 19 Coordinator at the County EOC as soon as feasible.

## **B. Recovery Actions**

During recovery operations, the organizational structure of the lead and support agencies will remain the same as that utilized for response operations, unless unexpected conditions require modifications. Actions by the recovery organization for this ESF will be as follows:

### **1. Initial Actions**

#### **a. Lead Agency:**

- (1) Ensure the completion of damage assessments for all impacted areas; Re-deploy available county and municipal damage assessment teams as they become available.
- (2) With the assistance of the support agencies, secure additional personnel and resources needed to complete the damage assessment process.
- (3) Monitor damage assessments conducted by municipalities and obtain information as soon as feasible.
- (4) Work with support agencies to ensure complete data is obtained regarding damages to county facilities and operations.
- (5) Work with private, non-profit organizations with facili-

ties or operations in the impacted area(s) to complete damage assessments

- (6) Coordinate with ESF 1, ESF 3 and ESF 12 to obtain final damage assessment information regarding the county's infrastructure and utilities.
- (7) Compile information on the State of Florida's Damage Assessment Report ([elink to obtain required report forms](#)) as data is received from county agencies, municipalities, and damage assessment teams; Forward completed reports to the Emergency Management Division for submittal to the State EOC; Update reports as needed or requested.
- (8) Distribute damage assessment information to ESF 5, the County Emergency Management Division and the County Manger's Advisory Group periodically as necessary or on request.
- (9) Coordinate with ESF 14 to ensure accurate damage assessment information is available for public distribution via media releases and the county's website.
- (10) As state and federal damage assessment personnel are deployed in Volusia County or impacted municipalities, complete the following actions:
  - (a) Coordinate with ESF 19 support agencies and request their assistance to facilitate state and federal operations
  - (b) Provide county damage assessment information to state and federal personnel as indicated
  - (c) Prioritize damage locations for inspection by state and federal officials.
  - (d) Integrate state and federal personnel into local damage assessment teams and/or pair up teams to perform additional assessments and

review local assessments, as indicated.

- (11) Review damage assessment information for indications of hazard mitigation opportunities and needs; Request additional information from damage assessment teams, if needed.
- (12) Provide damage assessment information to representatives of the Volusia Prepares Steering Committee for development of mitigation initiatives for incorporation into the Volusia County Local Mitigation Strategy.
- (13) Obtain final information from ESF 18 regarding the direct and indirect economic impact of the event on the local businesses and industries.
- (14) Provide damage assessment information and coordinate ESF 19 actions with other County ESFs to accomplish the following:
  - (a) Provide information to the Building and Zoning Divisions to assist them in determining structure habitability.
  - (b) Coordinate with County ESFs 4 and 12 regarding the availability of water supply in the impacted areas for firefighting purposes
  - (c) Coordinate with ESFs 8 and 10 to determine the potential for biological or chemical contamination in the impacted areas and the threat to public health and safety
  - (d) Coordinate with ESFs 8 and 12 regarding the availability and adequacy of potable water and sewage services to the impacted areas and the potential for health and safety problems
  - (e) Coordinate with ESF 17 regarding any potential public health and safety threat from dislocated wildlife in the impacted areas

- (15) Advise the Manager's Advisory Group and the Emergency Management Division regarding the continued habitability of structures and neighborhoods in the impacted areas
- (16) When indicated, provide ESF 19 personnel to coordinate with state and federal hazard mitigation personnel deployed to Volusia County; Provide input to the state and federal hazard mitigation report identifying hazard mitigation opportunities highlighted by the event.

b. Support Agencies

- (1) Complete damage assessment surveys of all county facilities and operations as soon as possible and provide data to the ESF 19 Coordinator at the County EOC.
- (2) Respond to requests from the lead agency for personnel and resources to complete the damage assessment process in all impacted areas.
- (3) Identify hazard mitigation opportunities for county facilities, systems and operations indicated by the event; Provide such information to the lead agency and/or representatives of the Steering Committee of Volusia Prepares.

2. Continuing Actions

a. Lead Agency

- (1) Finalize all damage assessment reports and confirm completion of the damage assessment process. Provide final data report to the County Emergency Management Division and ESF 5, if activated.
- (2) Forward updated damage assessment reports to the State EOC as additional damage assessment information is received.

- (3) Coordinate with state and federal damage assessment personnel as they complete their surveys; Provide additional information as needed.
- (4) Receive and review copies of final state and federal damage survey reports; Advise the state and federal surveyors and the County Emergency Management Division of any discrepancies with county damage assessments.
- (5) Work with the County EOC Recovery Team to respond to questions and provide clarification regarding damage assessment data during the administration of state and federal disaster assistance programs.
- (6) On request, assist ESF 14 by assigning representatives of damage assessment teams to provide notification to disaster victims in remote or "cut off" areas of the activation of Damage Recovery Centers, their location and times of operation.

b. Support Agencies

- (1) Finalize all agency damage assessments and provide to the ESF 19 Coordinator.
- (2) Receive and review copies of applicable state and federal damage assessments; Note any discrepancies to the ESF 19 Coordinator.
- (3) Provide personnel and resource support to the lead agency as needed to finalize the county and municipal damage assessment process.

**C. Coordination**

- 1. The lead agency will maintain coordination of this ESF through the staff positioned at the County EOC. From this position, coordination of ESF 19 activities will be maintained with:
  - a. Support agencies

- b. Emergency staff in the Property Appraiser's Office in DeLand
  - c. Other County ESFs and the County Emergency Management Division
  - d. Municipal EOCs, municipal damage assessment personnel, and municipal liaisons deployed to the County EOC
  - e. Florida National Guard personnel deployed to Volusia County as a part of the Reconnaissance Teams
  - f. State and federal damage assessment personnel
  - g. Private, non-profit organizations with facilities damaged by the event.
2. All Support Agencies will coordinate their damage assessment activities through the ESF 19 Coordinator at the County EOC. The ESF 19 Coordinator will supervise overall damage assessment operations and be the recipient of all county damage assessment information.

#### **IV. RESPONSIBILITIES**

##### **A. Staffing**

- 1. The Volusia County Property Appraiser's Office is the lead agency for the ESF 19, Damage Assessment. As such, the lead agency will staff the ESF 19 Coordinator's position(s) in the County EOC whenever ESF 19 is activated for a disaster. The ESF 19 County EOC position will be staffed with one or more individuals, depending on the workload, 24 hours a day or as needed.
- 2. The staffing requirements for damage assessment teams will vary depending on the scope and severity of the disaster event. For major events, it is possible that trained personnel may be needed from outside agencies, including unaffected counties as well as state and federal personnel.
- 3. Each agency providing staff to support ESF 19 will be responsible for:

- a. Maintaining current roster with telephone numbers and addresses of all personnel assigned to ESF functions for notification/recall for disaster duty.
- b. Providing administrative support for their staff.
- c. Insuring that work hours (regular and overtime) and other administrative reports are coordinated and submitted for their personnel who are in field assignments supporting ESF 19.
- d. Providing trained replacement personnel for those on ESF 19 assignment to cover illness, emergency personal needs, and scheduled rotation.
- e. Coordinating with the Lead Agency to accomplish required staff training for disaster duties and assisting with the pre-packaging of disaster forms, equipment, and supplies needed to perform their functions.

**B. Lead Agency**

The lead agency will have the following responsibilities:

- 1. Development and maintenance of the necessary operational procedures, databases, inventories, etc. needed for effective implementation of ESF 19. The lead agency will, as indicated, ensure that inventories and databases are available within the CEOC to support response operations.
- 2. Guiding and assisting support agencies to develop the necessary operational procedures, databases, inventories, etc. to ensure their ability to implement their responsibilities under this ESF.
- 3. Notification, activation and mobilization of the personnel from the lead and support agencies that are assigned to this ESF, when needed.
- 4. Coordination of all support agency actions in performance of missions assigned to this ESF, as well as coordination with municipal, state, and federal damage assessment operations being conducted

in Volusia County.

5. With the assistance of the Volusia County Emergency Management Division, provide training and exercise opportunities for lead and support agency staff to become familiar with the damage assessment process and the implementation of this ESF.
6. Management of the ESF during its operations to ensure the following actions are accomplished when indicated:
  - a. Conducting windshield and aerial surveys when necessary and safe to do so.
  - b. Appointing, mobilizing and coordinating damage assessment teams to conduct detailed surveys of impacted areas.
  - c. Coordinating with support agencies to obtain assessment of county facilities and systems, as well as County ESFs to obtain damage assessment information for critical facilities, utilities and other components of the community's infrastructure.
  - d. Coordinating with municipalities to receive data on public and/or private sector damages within their jurisdiction.
  - e. Compiling, reviewing and distributing impact and damage assessment data for planning and prioritizing response and recovery operations, and as well as identifying hazard mitigation opportunities and needs.
  - f. Ensuring the development and submittal of damage assessment information to the State EOC in accord with state and federal requirements and procedures.

### **C. Support Agencies**

Support agencies will have the following responsibilities:

1. Participate in training and exercise opportunities to ensure agency personnel are familiar with damage assessment techniques and their responsibilities under this ESF.

2. Maintain as current inventories, databases, personnel rosters needed to mobilize staff and equipment for supporting the operations required by this ESF.
3. Support operations of ESF 19 during its activation through such actions as:
  - a. Pre-positioning and/or deploying agency personnel to the locations as requested by the lead agency to support damage assessment operations
  - b. Responding to requests from the lead agency for additional personnel and equipment to conduct damage assessment operations
  - c. Providing damage assessment information and data regarding county facilities and operations
  - d. Identifying hazard mitigation opportunities and needs for county agency facilities and operations, as well as for elements of the county infrastructure.
4. Additionally, the following support agencies are responsible for specific damage assessment operations, as follows:
  - a. Airport Services  
  
Restore airport "flight operations" as soon as possible after a disaster to support aerial damage assessment survey flights.
  - b. Civil Air Patrol  
  
Provide aircraft to support an aerial survey of the county after a disaster event.
  - c. Emergency Management Division  
  
Provide space for the ESF 19 staff and computers to operate in the County EOC.
  - d. Volusia County Building and Zoning Division

Provide trained individuals to assist county damage assessment teams to condemn damaged structures, when necessary.

**e. Volusia Prepares**

Provide representatives to help define hazard mitigation opportunities and incorporate proposed mitigation initiatives resulting from the event into the local mitigation strategy.

**D. Resource Requirements/Limitations**

1. The lead agency will be responsible for staffing and equipping the County EOC workstation for ESF 19, while the Emergency Management Division will provide work space and communications capabilities for ESF 19.
2. Each agency supporting ESF 19 is responsible for providing resource support (supplies and equipment) needed by their personnel.
3. Resource support that an agency is not able to provide will be requested from the County EOC through the ESF 19 Coordinator. For major disaster events, it is likely that personnel and resources for damage assessment operations will be needed from outside agencies.

**E. Operational Reports**

1. The lead agency will, appraise the County EOC regarding ESF 19 operations, impact and damage assessment results, and problem areas. These will be provided to the County Emergency Management Division and County ESFs 5 and 14, as well as to designated state and federal damage assessment personnel.
2. The lead agency will file the necessary impact and damage assessment reports on a timely basis with the State EOC pursuant to state and federal requirements.
3. The lead agency will provide other special reports regarding the impact of the event and damage assessment operations, upon request of the Emergency Management Division and the County

Manger's Advisory Group.

4. All support agencies will prepare damage assessment reports to the ESF 19 Coordinator, and provide other such reports regarding the progress of their damage assessment activities as may be required by the lead agency.
5. The ESF 19 Coordinator will work with the municipal liaison officers to obtain damage assessment reports on the damages that occurred within impacted municipal jurisdictions.
6. The ESF 19 Coordinator will provide a daily damage assessment briefing to the County Emergency Director and the Manger's Advisory Group, and, if requested, prepare a daily damage assessment report for transmittal to the State EOC. The briefings and reports will commence as soon as possible after the impact of the event.

**F. Financial Management**

1. Each agency or organization involved with operations under this emergency support function will draw upon their own financial resources as needed to support their responsibilities in disaster operations. Reimbursement for eligible expenses for operations during major disasters will be sought by each participating local government agency at the close of the disaster event.
2. Each field operations location established by this ESF will track personnel time, costs and expenditures as directed by the lead agency.
3. The lead and support agencies coordinated through the County EOC will keep an exact accounting of all expenditures (funds and materials consumed) as well as personnel, equipment and facility costs. These disaster expenditures will be reported to their parent organization and to the County EOC through the lead agency for this emergency support function.
4. Financial reporting by this ESF for CEOC-based operations will be conducted in accord with directions from ESF 7 during periods of activation. Financial deficiencies will be reported to the County EOC through the lead agency.

## **Emergency Support Function #20 (ESF #20) Special Needs**

**LEAD AGENCY:** Volusia County Health Department

**SUPPORT AGENCIES:** Volusia County Schools  
Volusia County Sheriff's Office  
Volusia County Beach Patrol  
American Red Cross  
EVAC  
VOTRAN  
Children's Medical Services  
Women, Infants and Children (WIC)  
Volusia County Pharmaceutical Association  
Volusia County Mental Health Association  
Volusia County Medical Society  
Volusia County's Hospitals  
Volusia County Corrections Division

### **I. INTRODUCTION**

#### **A. Purpose**

The purpose of Emergency Support Function #20, Special Needs, (ESF 20) is to define the policies and procedures through which Volusia County will provide resources for the registration, transportation, sheltering and care for those members of the public with special medical needs that must be evacuated from areas of risk during disasters.

#### **B. Scope**

ESF 20 describes how local resources will be provided and coordinated to assist members of the general public that have special medical needs that may need to be evacuated from their homes at the time of a disaster. These individuals are those that have medical conditions that do not require hospitalization, but a level of daily medical attention above that necessary for the general population. Because of these medical conditions, providing transportation and care for these individuals during an evacuation requires specialized vehicles, facilities, equipment and personnel be-

yond that necessary for the general population. The scope of ESF 20 is the provision of these resources for the county's special needs population.

ESF 20 describes the procedures used by the county and its municipalities for management of evacuation and sheltering operations for special needs individuals from the general population. It does not address the evacuation of patients, residents and clients of medical and health care facilities. Pursuant to state statute, each of these facilities must prepare and maintain a comprehensive emergency management plan. These plans include provisions for evacuation transportation and sheltering that do not depend on local emergency services agencies and are to be implemented using the facility resources.

This ESF also does not address the specific actions to be used to activate, staff and operate special needs shelters. These are given in detailed procedures developed for this purpose as an SOP to the County CEMP. The location of designated special needs shelters is given on this map.

### **C. Policies**

The policies that guide the implementation of this ESF are:

1. A person with special needs is defined as an individual that, due to age, physical, mental, sensory impairments, or functional limitations in the activities of daily living, is not able to respond independently to an emergency situation that requires evacuation of their homes. Generally, this population should be individuals whose needs can be met for at least forty-eight (48) hours in a non-medical facility.
2. Special needs shelter services will be offered to all individuals from evacuated areas meeting the established medical criteria regardless of their race, ethnicity, economic status or other individual characteristic.
3. The municipalities may rely on this ESF to provide mass care services to their municipal special needs residents displaced or impacted by a disaster event.
4. Individuals accepting services and support from this ESF will agree to abide by the rules and requirements established by the lead agency for behavior at special needs shelters, or such services and support can be denied

5. Members of the general public not meeting the medical criteria established for admittance to special needs shelters will not be housed in special needs shelters unless they are designated care givers for a special needs individual being sheltered.
6. Residential health care facilities within Volusia County and adjacent counties are to provide evacuation shelter for their residents and patients without assistance from this ESF and therefore their residents and patients may be excluded from the shelters opened for the general public or special needs individuals from the general public.
7. This ESF will endeavor to provide services for all dislocated special needs individuals within the County needing such services. If local resources are unable to meet the needs of these individuals, assistance and support from outside agencies and organizations will be requested.
8. The lead agency will be responsible for selection and management of organizations and individuals volunteering to support the activities of this ESF. Volunteers serving this ESF will only work under the close supervision and direction of identified staff members of the lead and support agencies.

#### **D. Planning Assumptions**

The development and implementation of this ESF is based on the following assumptions:

1. Volusia County and/or one or more of its municipalities will experience a disaster event in which evacuation of the general public from the area of risk will be recommended or required.
2. There will be persons with special needs within any evacuated area of the county, and these individuals will need the additional services and care available only in special needs shelters
3. Hospitals and other medical care facilities will remain accessible to those persons with special needs sheltered by the county should the level of medical care exceed that available through the special needs shelters.

## II. CONCEPT OF OPERATIONS

### A. General

The ESF 20 annex is implemented under the coordination of Emergency Support Function #8, Health and Medical Services. Volusia County Health Department is the lead agency for both ESF 20 and ESF 8, with the assistance from designated support agencies. Activities will be conducted by the lead and support agencies to accomplish the following:

1. Prior to emergency events, complete the following planning actions in conjunction with VCEM:
  - a. Identify the potential number of persons with special needs in the general population and identify facilities and personnel necessary to provide the types of special needs shelter space and services that would be required.
  - b. Identify transportation resources needed to evacuate persons with special needs requiring such assistance.
  - c. Conduct public information programs to make the population at risk of evacuation aware of the special needs shelter program.
2. During times of emergency, when evacuation of the general population from areas of risk is necessary, conduct the following:
  - a. Activate, staff and operate special needs shelters; Provide coordination with other related county emergency services
  - b. Ensure evacuation transportation assistance is provided to special needs individuals if needed
  - c. Secure relocation assistance to evacuated persons with special needs if their home is uninhabitable as a result of the disaster event.
  - d. Coordinate with ESF 17 to provide for special needs persons with pets.

## **B. Organization**

1. The **Volusia County Health Department** is designated as the lead agency for ESF 20. In this capacity, the lead agency will staff an ESF 20 workstation in the County Emergency Operations Center (EOC), ensure the activation and adequate staffing of special needs shelters, and provide coordination of these operations with municipal governments and other County ESFs.
2. The designated support agencies will provide specialized services, goods and/or skilled personnel needed for the effective operation of the special needs shelter program and its implementation at the time of an evacuation.
3. The lead agency will rely on other County ESFs to provide personnel, equipment and resources needed at the special needs shelters to address general operational and support needs.
4. Volunteers may be utilized at the special needs shelters, when necessary, under the authorization and supervision of the representatives of the lead agencies.

## **C. Notification**

1. The lead agency will be notified by the Volusia County Emergency Management Division of the need to activate this ESF. Upon notification, the lead agency will deploy an individual to the County EOC to establish the ESF 20 workstation.
2. The lead agency will notify the designated support agencies of the activation of ESF 20, and as indicated, will request the mobilization of staff and/or the activation of special needs shelters.
3. Upon activation of the ESF 20 workstation in the County EOC, the lead agency will notify County ESF 1, "Transportation," the Volusia County School Board, ESF 8, "Health and Medical Services," ESF 6, "Mass Care, ESF 5, "Information and Planning," and ESF 14, "Community Information," of the activation of ESF 20.
4. The lead agency will notify municipal EOCs, if activated, and/or municipal liaisons in the County EOC, of the activation of ESF 20.

5. Communications will occur initially through telephone, fax and email, secondly through cellular telephone and 800 MHz radios, if available.

### **III. EMERGENCY SUPPORT FUNCTIONS**

#### **A. Response**

##### **1. Initial Actions**

##### **a. Lead Agency**

- (1) The lead agency will activate ESF 20 and establish the ESF 20 workstation at the County EOC in close association with ESF 8; ESF 20 representatives will receive a briefing from the Volusia County Emergency Management Division regarding the scope and timing of an evacuation.
- (2) The lead agency will coordinate with the Volusia County School Board to open one or more of the schools designated as shelters for persons with special needs. Lead agency personnel will be deployed to the opened schools to establish shelter operations.
- (3) As indicated by the scope of the evacuation, the lead agency will request support agency personnel to report to the opened special needs shelters to assist with operations, or to remain on standby to provide support if necessary.
- (4) The lead agency will consult and coordinate with other County ESFs to ensure the adequacy of general support services available for persons with special needs. The coordination efforts by the lead agency with other County ESFs will be as follows:
  - (a) ESF1, Transportation, to ensure that transportation assistance is available, when necessary, for evacuation of persons with special needs. Provide transportation of special needs cots

from warehouse storage to PSN opened shelters.

- (b) ESF 14, Community Information, to ensure that emergency instructions regarding the opening of special needs shelters has been issued and how persons with special needs can receive more information or request transportation assistance.
- (c) ESF 4, Firefighting, and ESF 16, Law Enforcement, as well as with activated municipal EOCs in the area to be evacuated, and request support with special notification of the evacuation to any individuals requiring such assistance. These two ESFs will also be requested to provide fire prevention and security services, respectively, at activated shelters.
- (d) ESF 2, Communications, to ensure adequate communications capabilities are available at the special needs shelters
- (e) ESF 12, Energy, and ESF 3, "Public Works & Engineering to ensure the energy service and utilities for the facilities remain operational and/or are restored on a priority basis.
- (f) ESF 1, Volusia County School Board, to ensure a continuing supply of food, beverages and ice are available at activated special needs shelters
- (g) ESF 8, Health and Medical Services, to ensure that emergency medical services are available at special needs shelters
- (h) ESF 6, Mass Care, to provide for continuing communication to facilitate movement of shelterees to the correct shelter.

- (i) ESF 7, Resource Support, for procurement of contracted or purchased goods or services needed for special needs shelter operations
- (j) ESF 17, Animal Services, to secure pet shelter space, when needed, for pets belonging to individuals that are to be sheltered at special needs shelters.

b. Support Agencies

Support agencies will supplement the personnel and resources available to the lead agency from other County ESFs to provide specialized services needed for operation of the special needs shelters, as follows:

- (1) Physicians Services – The Volusia County Medical Society will provide physician services as available.
- (2) Nursing Services – Volusia County Health Department will provide a lead nurse and other supporting nursing staff at each shelter. Children's Medical Services will provide services at a designated shelter.
- (3) EMT/Paramedics – Volusia County Beach Safety will provide EMT/Paramedics
- (4) Mental Health Services – The Volusia County Mental Health Association will coordinate mental health issues
- (5) Registration – Volusia County Health Department will register shelterees
- (6) Law Enforcement – The Volusia County Sheriff's Office will provide security services at the shelters, augmented by Volusia County Corrections Division.
- (7) Facilities – The Volusia County School Board will provide school buildings for use as special needs shelters.

- (8) Pharmaceuticals -- The Volusia County Health Department will facilitate provision of pharmaceuticals.
- (9) Medical Equipment – The Volusia County Health Department and local medical equipment/oxygen suppliers will provide medical equipment and oxygen.

2. Continuing actions

a. Lead agency

The lead agency will providing continuing emergency response operations, as follows:

- (1) Staff the ESF 20 workstation in the County EOC 24 hours a day or as requested by the Emergency Management Director; participate in County EOC briefings and provide information regarding special needs shelter occupancy, operations and problems experienced.
- (2) Continue staffing and operating the activated and occupied special needs shelters for the duration of the evacuation period.
- (3) Coordinate with other County ESFs to ensure the adequacy of the activated shelter facilities and services
- (4) Coordinate the services and resources provided by the support agencies

b. Support agencies

Support agencies will respond to requests for assistance and resources as they are received from the lead agency and/or the designated managers of the special needs shelters

**B. Recovery**

During recovery operations, the organizational structure of the lead and support agencies will remain the same as that utilized for response operations, unless unexpected conditions require modifications.

For ESF 20, recovery operations will be initiated when reentry into the evacuated area(s) is authorized. The actions to be taken by the lead and support agencies will be the following:

1. Lead Agency

The lead agency will complete the following actions:

- a. Coordinate with ESF 19 to identify any damaged areas involving shelterees' homes; If indicated, request ESF 19 to determine the suitability of allowing special needs individuals to return home; Make alternative arrangements for affected individuals
- b. Plan deactivation of special needs shelters and set schedule for pick-up of shelterees.

2. Support Agencies

Support agencies will respond to requests for support and assistance from the lead agency and/or the special needs shelter managers during the deactivation process. Transition PSN shelters from the School Board to the ARC, if applicable.

**C. Coordination**

1. The lead agency will maintain coordination of this ESF through the staff positioned at the County EOC. From this position, coordination of ESF 20 activities will be maintained with:
  - a. Activated special needs shelters
  - b. ESF 20 support agencies
  - c. Other County ESFs and the Volusia County Emergency Management Division
  - d. Municipal EOCs and/or municipal liaisons deployed to the County EOC
  - e. State EOC

2. All Support Agencies will coordinate their support activities through the ESF 20 Coordinator at the County EOC or, when indicated, the managers of activated special needs shelters.
3. The designated shelter manager from the School Board will be responsible for coordination of all operations within the shelter being supervised. The ESF 20 manager will coordinate with the School Board shelter manager for support.

#### **IV. RESPONSIBILITIES**

##### **A. Staffing**

This ESF will require an adjustable staffing pattern based on the actual number and needs of people with special needs in the shelter.

1. The lead agency will provide staffing for the ESF 20 workstation in the County EOC and the activated special needs shelters. Shelter management functions will be provided by lead agency staff, with facility management functions provided by the Volusia County School Board.
2. Staffing of general support functions for special needs shelters will be requested by the lead agency through other County ESFs and support agencies
3. Staffing at the special needs shelters will be supplemented with personnel provided by other County ESFs and the designated support agencies.

##### **B. Lead Agency**

The lead agency will have the following responsibilities:

1. Development and management of Volusia County's Special Needs Program; Development and maintenance of the necessary operational procedures, databases, inventories, etc. needed for effective implementation of ESF 20. The lead agency will, as indicated, ensure that inventories and databases are available within the EOC to support response operations.

2. Notification, activation and mobilization of the personnel from the lead and support agencies that are assigned to this ESF, when needed.
3. Coordination of all support agency actions in performance of missions assigned to this ESF, as well as coordination of services and resources provided by other County ESFs in support of the implementation of this ESF.
4. With the assistance of the Volusia County Emergency Management Division, provide training and exercise opportunities for lead and support agency staff to become familiar with the implementation of this ESF.
5. Management of the ESF during its operations to ensure the following actions are accomplished when indicated:
  - a. Staffing of the County EOC and special needs shelters
  - b. Activation, operation and deactivation of special needs shelters
  - c. Ensuring adequate transportation support for persons with special needs during the evacuation and re-entry process, in coordination with ESF 1.
  - d. Ensuring adequate documentation of all special needs shelter operations; including registration of shelterees.
  - e. Coordinating special needs sheltering operations with other emergency response and disaster recovery operations conducted by the County or its municipalities.

### **C. Support Agencies**

Support agencies will have the following responsibilities:

1. Participate in training and exercise opportunities to ensure personnel are familiar with their responsibilities under this ESF.

2. Maintain current inventories, databases, personnel rosters needed to mobilize staff and equipment for supporting the operations required by this ESF.
3. Support operations of ESF 20 during its activation through such actions as:
  - a. Providing skilled staff and other specialized services on the request of the lead agency
  - b. Providing other specialized goods and materials (e.g., medicines and wheelchairs) when needed by the shelterees.

#### **D. Resource Requirements/Limitations**

1. The lead agency will be responsible for staffing and equipping the County EOC workstation for ESF 20, while the Emergency Management Division will provide work space and communications capabilities for ESF 20.
2. Each agency supporting ESF 20 is responsible for providing resource support (supplies and equipment) needed by their personnel.
3. Resource support that an agency is not able to provide will be requested from the County EOC through the ESF 20 Coordinator. For major disaster events, it is likely that personnel and resources for damage assessment operations will be needed from outside agencies.

#### **E. Operational Reports**

1. ESF 20 situation reports (SITREPs) will be prepared and distributed by the lead agency as requested by the Volusia County Emergency Management Division and/or County ESF 5. Support agencies actively engaged in ESF 20 operations will receive a copy of the ESF 20 SITREPs.
2. As lead agency, the Volusia County Health Department will be responsible for preparing and distributing summary reports on the operations of these shelters, their utilization, etc.

3. As managers of the special needs shelters, the Volusia County Health Department will maintain required and other necessary documentation regarding the individuals registered for sheltering, their medical condition and any medications administered to shelters.

#### **F. Financial Management**

1. Each agency or organization involved with operations under this ESF will draw upon their own financial resources as needed to support their responsibilities in disaster operations. Reimbursement for eligible expenses for operations during major disasters will be sought by each participating local government agency at the close of the disaster event.
2. Each special needs shelter activated and staff by this ESF will track personnel time, costs and expenditures as directed by the lead agency.
3. The lead and support agencies coordinated through the County EOC will keep an exact accounting of all expenditures (funds and materials consumed) as well as personnel, equipment and facility costs. These disaster expenditures will be reported to their parent organization and to the County EOC through the lead agency for this emergency support function.
4. Financial reporting by this ESF for EOC-based operations will be conducted in accord with directions from ESF 7 during periods of activation. Financial deficiencies will be reported to the County EOC through the lead agency.