

# Hurricane Michael After-Action Report

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Report and Recommendations to the Leon County  
Board of County Commissioners

January 22, 2019

# Table of Contents

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<b>Executive Summary.....</b>	<b>4</b>
<b>1.0            Introduction .....</b>	<b>21</b>
1.1        Background.....	21
1.2        Report Methodology .....	22
1.3        Organization of the Report.....	23
1.4        Citizen Engagement and Community Feedback.....	24
1.5        Structure of the Emergency Management Function in Leon County.....	25
1.5.1 <i>Leon County Emergency Management .....</i>	<i>25</i>
1.5.2 <i>State of Florida .....</i>	<i>26</i>
1.5.3 <i>City of Tallahassee.....</i>	<i>26</i>
1.5.4 <i>Role of the Leon County Emergency Operations Center.....</i>	<i>27</i>
<b>2.0            Planning, Training, and Community Preparedness Efforts.....</b>	<b>29</b>
2.1        Emergency Plans and Protocols .....	29
2.1.1 <i>Comprehensive Emergency Management Plan.....</i>	<i>29</i>
2.1.2 <i>Local Mitigation Strategy .....</i>	<i>30</i>
2.1.3 <i>Post-Disaster Redevelopment Plan and Disaster Housing Strategy.....</i>	<i>32</i>
2.1.4 <i>Debris Management Plan.....</i>	<i>32</i>
2.2        Training for Emergency Management Response Personnel .....	34
2.3        Leon County Reserve Policy .....	37
2.4        Community Preparedness .....	37
2.4.1 <i>Strengthening Community Resilience.....</i>	<i>38</i>
2.4.2 <i>Disaster Survival Guide.....</i>	<i>40</i>
2.4.3 <i>“Build Your Bucket” Event .....</i>	<i>40</i>
2.4.4 <i>Citizen Engagement Series Events.....</i>	<i>41</i>
2.4.5 <i>Business Community.....</i>	<i>41</i>
2.4.6 <i>Citizens Connect Mobile App .....</i>	<i>42</i>
2.4.7 <i>City and Talquin Electric Tree Trimming and Power Line Maintenance.....</i>	<i>42</i>
<b>3.0            Overview of Hurricane Michael and its Impacts .....</b>	<b>44</b>
3.1        Michael’s Path and Development .....	44
3.2        Declared States of Emergency.....	45
3.3        Preparations at the Leon County Emergency Operations Center .....	45
3.4        Sandbag Distribution Prior to the Storm .....	47
3.5        Weather Impacts Associated with Hurricane Michael.....	48
3.6        School, University, and Government Office Closures .....	48

# Table of Contents

---

<b>4.0</b>	<b>Hurricane Michael Preparedness, Response and Recovery .....</b>	<b>50</b>
4.1	Inside the Emergency Operations Center during Hurricane Michael .....	50
4.2	Statewide Mutual Aid Agreement and Resource Requests .....	50
4.3	Communications and Public Information.....	52
4.3.1	<i>Multimedia Communications Campaign .....</i>	<i>53</i>
4.3.2	<i>Emergency Information Portal .....</i>	<i>53</i>
4.3.3	<i>Citizens Connect Mobile App .....</i>	<i>54</i>
4.3.4	<i>GovDelivery.....</i>	<i>54</i>
4.3.5	<i>Social Media Communications .....</i>	<i>55</i>
4.3.6	<i>Radio Communications.....</i>	<i>55</i>
4.3.7	<i>Citizens Information Line .....</i>	<i>56</i>
4.3.8	<i>Media Relations and Information.....</i>	<i>58</i>
4.4	Voluntary Evacuation Order .....	59
4.5	Emergency Shelters .....	60
4.5.1	<i>General Population Risk Shelters.....</i>	<i>61</i>
4.5.2	<i>Special Needs Shelter.....</i>	<i>65</i>
4.6	Volunteer Assistance .....	68
4.7	Health Care Agencies and Facilities.....	71
4.8	Emergency Medical Service.....	72
4.9	Law Enforcement.....	73
4.10	Consolidated Dispatch Agency .....	74
4.11	Infrastructure Restoration.....	75
4.11.1	<i>Road Clearing .....</i>	<i>75</i>
4.11.2	<i>Electrical &amp; Underground Utilities.....</i>	<i>77</i>
4.11.3	<i>Traffic Signals .....</i>	<i>81</i>
4.12	Points of Distribution.....	83
4.13	Comfort Stations .....	84
4.14	Solid Waste and Debris Removal.....	85
4.14.1	<i>Debris Removal and Monitoring.....</i>	<i>85</i>
4.14.2	<i>Solid Waste Services .....</i>	<i>89</i>
4.15	Initial Impact Damage Assessment .....	90
4.16	Permit Fee Waivers and Relaxed Inspection Requirements .....	91
4.17	FEMA Assistance.....	91
4.17.1	<i>Public Assistance Grant Program .....</i>	<i>92</i>
4.17.2	<i>Individual and Households Program Assistance.....</i>	<i>93</i>
4.18	Business, Industry, and Economic Stabilization .....	95
4.18.1	<i>Telecommunications Providers.....</i>	<i>95</i>
4.18.2	<i>Coordination with Local Hotels.....</i>	<i>96</i>
4.18.3	<i>Business Stabilization and Recovery Efforts .....</i>	<i>97</i>

# Table of Contents

---

<b>5.0</b>	<b>Additional Discussion Regarding Leon County Operations .....</b>	<b>99</b>
5.1	County Staffing at the Emergency Operations Center and in the Field .....	99
5.2	Public Safety Complex .....	101
5.3	Logistics and Resource Support.....	102
5.4	Information Technology Resources in the EOC.....	103
<b>6.0</b>	<b>Conclusion .....</b>	<b>106</b>
<b>7.0</b>	<b>Appendices.....</b>	<b>107</b>



# Hurricane Michael After-Action Report

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## Executive Summary

Following any large-scale emergency event, Leon County conducts an extensive after-action review to assess the preparedness, response, and recovery activities taken and to identify strengths and weaknesses in these efforts as well as recommendations for improvement during future emergencies. This report presents the results of a review of Leon County's emergency operations relative to Hurricane Michael as well as 83 findings and 68 specific recommendations to build upon our community's successful response efforts and become even stronger for the next emergency.

This After-Action Report details the activities of Leon County and partner agencies in preparing for, responding to, and recovering from Hurricane Michael. Hurricane Michael was the third-most intense hurricane ever to make landfall in the continental United States and the single-most intense to impact the Florida Panhandle in recorded history. On October 10, 2018, Hurricane Michael made landfall as a high-end Category 4 hurricane near Mexico Beach, Florida and caused significant widespread damage throughout the Florida Panhandle and Big Bend region. Leon County experienced tropical storm-force wind gusts for a prolonged period of approximately 12 hours that downed thousands of trees, blocking over 1,000 road segments and causing widespread power outages to up to 95% of utility customers throughout the county; damaged nearly 1,200 homes in Leon County including 25 that were destroyed; and required a massive debris collection operation to remove storm-generated debris from homes and roadways. The storm-related damage caused by Hurricane Michael required the longest and most extensive activation of the Leon County Emergency Operations Center to date; however, Leon County emerged with no major flooding issues and more importantly, no loss of life from the storm.

Immediate response and recovery efforts began well in advance of Michael's landfall and continued around the clock for several days prior to and after the storm. This required the prolonged cooperation of 58 distinct agencies, including numerous County and City departments, law enforcement agencies, and other community and state partners which tested the coordination and execution of resources and the effectiveness of established protocols. However, the implementation of clear plans, policies, and procedures, systematically updated to reflect continuous improvements (including those identified in the County's previous Hurricane Hermine and Hurricane Irma After-Action Reports) and executed by well-trained professional staff, enabled Leon County and its partner agencies to respond quickly and effectively to meet the needs of Leon County citizens as well as evacuees to our community from other areas during the incident. Once again, these efforts benefitted immensely from the close coordination facilitated in Leon County's Emergency Operations Center, which performed at a level commensurate with its design during its third major activation involving fully integrated multi-agency staffing over multiple operational periods in as many years. Throughout the Hurricane Michael incident, over 530 Leon County Government staff, in partnership with many hundreds more partner agency and mutual aid personnel, participated by coordinating efforts to keep citizens prepared and informed, establishing shelters to ensure the safety of Leon County citizens and evacuees from other areas, quickly clearing roadways and restoring critical infrastructure following the storm, ensuring the availability of hotel rooms for mutual aid responders, providing relief to citizens without power and air conditioning, assisting citizens with navigating the recovery process, collecting and managing storm debris, and much more. These and other specific actions taken by Leon County staff and partner agencies to prepare for, respond to, and recover from Hurricane Michael are included in the following sections of this report.

Every emergency exposes different vulnerabilities, tests a community's partnerships differently, and reveals opportunities for improvement in different ways. However, a common element of every emergency is that they all require responding agencies to learn from them so that we remain in a constant state of becoming more prepared for the next one. This principle is fundamental to the field of emergency management. According to the National Incident Management System, which was

# Hurricane Michael After-Action Report

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developed by the U.S. Department of Homeland Security and is universally regarded as the comprehensive national approach to incident management:

*Preparedness is essential for effective incident and emergency management and involves engaging in a continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action to achieve and maintain readiness to respond to emergencies.*

The purpose of this After-Action Report, accordingly, is to build upon the strengths of Leon County Emergency Management and its partnerships with other responding agencies and to identify areas for continuous improvement to make our community even stronger and more resilient to future disasters. This report reflects a holistic and comprehensive effort, which began even while the County was still in the recovery mode (as recommended by the Federal Emergency Management Agency), to extract every possible lesson learned so that improvements and refinements can be made in order to be better prepared in the future. Following Hurricane Michael, Leon County Administration and Leon County Emergency Management compiled and analyzed information over a three-month period from feedback gathered directly from citizens, debriefing meetings with personnel involved in response and recovery efforts, follow-up interviews with key staff, and a close examination of numerous planning documents, policies, agreements, training logs, and other records for consistency with the actions taken during the incident. The analysis, findings, and recommendations presented in this After-Action Report are vital for continuously improving Leon County's ability to respond and recover from future disasters. They include recommendations to further enhance the County's emergency plans and overall strategies for emergency management as well as recommendations addressing tactical, operational, technological, and procedural components of the County's response and recovery efforts.

As is the case with any emergency event or disaster, Hurricane Michael presented a unique set of challenges for residents and responders and specific opportunities for improvements and refinements to continue to enhance our resiliency for the next disaster. Resulting in the largest-ever activation of emergency personnel and resources in Leon County, Michael was the greatest test to date of Leon enhanced emergency preparedness, response, and recovery capabilities resulting from the County's Hurricane Hermine and Hurricane Irma After-Action Reports in back to back years. These reports included comprehensive analyses of Leon County's emergency efforts, leading to a collective total of 205 findings and 145 specific recommendations to further strengthen the County's emergency plans, overall strategies for emergency management, and our community's ability to respond to and recover from future disasters – all of which were fully implemented prior to Hurricane Michael.

Among the recommendations presented in the Hurricane Hermine and Irma After-Action Reports, several stand out as particularly critical to the success of Leon County's preparedness, response, and recovery efforts relative to Hurricane Michael. First, the Hurricane Hermine After-Action Report included a recommendation to return Leon County Emergency Management (LCEM) under the County organization on a year-round basis. Returning LCEM to the County organization has facilitated a much closer alignment of the County's emergency management function with other county operations and has enabled LCEM to streamline year-round coordination with County departments and external agencies, including staffing, training, and field operations. The alignment of LCEM with Leon County Community and Media Relations ensures the highest level of coordination with other departments and divisions of Leon County government throughout the year, enhanced coordination of emergency management training opportunities for County staff, and facilitated even greater sharing of information and resources during emergency events. Today, the Leon County community is better informed and prepared for natural disasters as a direct result of lessons learned from Hurricanes Hermine and Irma, which have led to greater attendance at the County's hurricane-related public events, enhancement and

## Hurricane Michael After-Action Report

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broader distribution of the annual Disaster Preparedness Guide, vastly increased use of the enhanced Citizens Connect mobile app, participation in training events and exercises, and much more.

Additionally, the Hurricane Irma After-Action Report included a recommendation to coordinate with Leon County Schools, the American Red Cross, the Salvation Army, and the Big Bend Disaster Animal Rescue Team to identify specific opportunities to enhance shelter operations and the management of shelter staff, facilities, and supplies. At the May 8, 2018 meeting, the Leon County Board of County Commissioners approved a tri-party agreement among Leon County, Leon County Schools, and the American Red Cross to make improvements to the County's plan for risk sheltering operations. These improvements leveraged the assets and resources of each agency to ensure the best coordination of facilities, staffing, supplies, and communication during risk sheltering operations. The close coordination among all agencies effectuated by Leon County's implementation of the Hermine and Irma After-Action Reports has significantly enhanced the operation of emergency shelters, including special needs and pet accessible shelters, to ensure citizens' safety during the height of a disaster.

The unprecedented level of activation and mobilization of resources before, during, and after Hurricane Michael provided another unique opportunity for Leon County to extract every possible lesson learned so that we can continue to improve our ability to respond to future disasters. Reflecting Leon County's continuous commitment to enhancing our community's preparedness, response, and recovery capabilities, we recognize that we must continue to enhance our plans and capabilities to prepare for even greater, more severe disasters. The implementation of this Hurricane Michael After-Action Report will result in the overall implementation of 288 findings and 213 specific recommendations for improvement in total over the past three years and will once again serve to make a strong response by Leon County even stronger.

Leon County Government wishes to acknowledge and thank the County's Constitutional Officers, the City of Tallahassee, partner agencies and their staff, local nonprofit service providers, the many citizens who provided feedback during and following the incident, and all other individuals and groups that have shared their thoughts and provided suggestions for this report. A copy of this report will be distributed to each of our local, state, and federal emergency management partners in order to share the lessons learned from Hurricane Michael and the specific findings and recommendations for improvement contained herein.

# Hurricane Michael After-Action Report

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## Summary of Findings and Recommendations:

**Finding #1:** The community listening session held following Hurricane Michael continued to provide important opportunities to learn from citizens about how Leon County Government and partnering response agencies can best meet the needs of the community during future disasters.

**Finding #2:** Hurricane Michael was a valuable learning experience and provided several opportunities to continually enhance Leon County's emergency preparedness and ability to respond to and recover from disaster events. These opportunities are detailed throughout this report.

Recommendation 2.1: Update the Leon County CEMP to incorporate the findings and recommendations identified in this report.

*Lead Agencies: Leon County Emergency Management*

**Finding #3:** The Tallahassee-Leon County Local Mitigation Strategy LMS is an important tool in identifying mitigation projects that may be suitable for various hazard mitigation grant opportunities and is scheduled for a comprehensive update in 2020.

Recommendation 3.1: Engage each work area in Leon County government to review the hazard mitigation initiatives currently included in the plan and identify any new initiatives to consider including in the 2020 LMS update.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Tallahassee-Leon County Planning Department*

**Finding #4:** Enhanced training opportunities hosted at the Public Safety Complex, as recommended in the Hurricanes Hermine and Irma After-Action Reports, were useful in keeping County and partner agency staff prepared and ready to respond to Hurricane Michael. There exists a continual need to identify and provide emergency management training opportunities for response and recovery personnel throughout the community.

Recommendation 4.1: Continue to identify NIMS training needs for new and existing County staff as well as personnel from partner agencies and provide training opportunities to meet these needs.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Human Resources*

**Finding #5:** As demonstrated by three consecutive years of hurricane damage by Hurricanes Hermine, Irma, and Michael, Leon County's practice of maintaining designated emergency reserves continues to be beneficial to ensure the vital availability of funds for disaster-related expenses.

Recommendation 5.1: Continue to maintain unrestricted emergency reserves in the General Fund/Fine and Forfeiture Fund budget and maintain the Catastrophe Reserve as specified in Policy No. 07-2.

*Lead Agencies: Leon County Office of Financial Stewardship*

*Support Agencies: Leon County Administration*

**Finding #6:** As a result of lessons learned from Hurricanes Hermine and Irma, Leon County has made significant enhancements to help our community become better prepared for and resilient to disasters.

Recommendation 6.1: Continue to distribute and promote the annual Disaster Survival Guide; host public events to educate citizens about the importance of disaster preparedness; and promote the Citizens Connect mobile app as the primary source of timely, accurate, and vetted emergency information during future emergencies.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Community and Media Relations*

# Hurricane Michael After-Action Report

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**Finding #7: The process of manually filling sandbags is slow and can result in long lines during major incidents. Additionally, Citizen Information Line personnel received several calls for information regarding assistance for senior citizens and disabled individuals to help fill and load sandbags at distribution sites.**

Recommendation 7.1: Evaluate building or purchasing equipment, such as “sandbag tubes,” to assist citizens with filling sandbags more quickly during future emergencies.

*Lead Agencies: Leon County Public Works*

*Support Agencies: Leon County Office of Resource Stewardship*

**Finding #8: Following Hurricane Michael, staff identified an opportunity to relocate the sandbag distribution site in northwestern Leon County to provide better ingress and egress, and to provide a single site for pre- and post-storm assistance.**

Recommendation 8.1: Relocate sandbag operations from J. Lee Vause Park to Fred George Park to provide better accessibility and centralize multiple post-storm services such as Points of Distribution.

*Lead Agencies: Leon County Public Works*

*Support Agencies: Leon County Office of Resource Stewardship*

**Finding #9: The Leon County EOC facilitated the close coordination of vital information and resources during its third major test in as many years and was a primary factor contributing to the success of response and recovery operations.**

**Finding #10: An embedded National Weather Service meteorologist assisted public safety agencies and emergency support functions in preparing for and responding to Hurricane Michael with timely updates on changing conditions, weather impacts, and timing and duration of hurricane-force winds.**

Recommendation 10.1: As part of any weather-related activation of the Emergency Operations Center, Leon County will request that the National Weather Service embed a meteorologist with Emergency Management to support disaster response activities. Also, before hurricane season, Emergency Management will notify the National Weather Service of staff's intent to request a meteorologist should a weather-related activation occur.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

**Finding #11: In addition to requesting resources from the State EOC to assist Leon County's response and recovery operations, the State EOC also requested mutual aid support from Leon County and our local emergency partners in the days and weeks following Hurricane Michael for other affected areas to our west.**

Recommendation 11.1: Host a debriefing meeting in early 2019 with Leon County and partner agency personnel who were deployed to other affected areas following Hurricane Michael to extract additional lessons based on their experience.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

# Hurricane Michael After-Action Report

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**Finding #12:** Hurricane Michael was the first full-scale incident for the State EOC utilizing the WebEOC platform. While most of Leon County's resource requests were fulfilled timely and accurately, there remains some opportunity for improved coordination with the State EOC regarding the process for submitting and managing resource requests through WebEOC, as indicated in the State of Florida's After-Action Report for Hurricane Michael.

Recommendation 12.1: Coordinate with the Florida Division of Emergency Management and statewide emergency management stakeholders to support FDEM's implementation of recommendations in its After-Action Report regarding the utilization of WebEOC.

*Lead Agencies: Leon County Emergency Management*

**Finding #13:** Leon County's extensive communications efforts related to Hurricane Michael resulted in its preparedness messaging being seen, heard, and read nearly 3 million times over the course of the incident.

**Finding #14:** As a result of implemented recommendations from the 2016 Hurricane Hermine After-Action Report, Leon County now maintains a partnership with WFSU as the definitive resource for emergency and public safety information on the radio.

**Finding #15:** The enhanced utilization of County personnel to support the Citizens Information Line was identified as a recommendation in the Hurricane Irma After-Action Report in 2017 and contributed significantly to the success of CIL operations during Hurricane Michael.

**Finding #16:** Citizen Information Line supervisors, team leaders, and staff often worked extended shifts during Hurricane Michael.

Recommendation 16.1: Identify and train additional CIL team leaders and supervisors.

*Lead Agencies: Leon County Volunteer Services*

*Support Agencies: Leon County Administration, Leon County Human Resources*

Recommendation 16.2: Pre-schedule staffing for all CIL staff and volunteers, including any necessary just-in-time training and scheduled shift breaks

*Lead Agencies: Leon County Volunteer Services*

*Support Agencies: Leon County Administration*

**Finding #17:** During the Hurricane Michael activation, the Citizens Information Line received several calls from outside Leon County. Many of these callers sought information regarding available recovery assistance because phone service was interrupted in their home county.

Recommendation 17.1: Develop protocols to prepare vital information during future activations for other counties expected to be impacted, such as shelter locations, how to contact and receive information from local emergency management officials, and how to volunteer or donate.

*Lead Agencies: Leon County Volunteer Services*

*Support Agencies: Leon County Emergency Management*

**Finding #18:** During the Hurricane Michael activation, the Citizens Information Line received many calls from contractors and owners of heavy equipment seeking to provide services during the recovery effort.

Recommendation 18.1: Develop protocols to route Citizen Information Line calls from contractors offering recovery assistance to Office of Economic Vitality representatives in the EOC.

*Lead Agencies: Leon County Volunteer Services*

*Support Agencies: Tallahassee-Leon County Office of Economic Vitality*

# Hurricane Michael After-Action Report

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**Finding #19: The Citizens Information Line continued to receive calls for assistance following the deactivation of the EOC on October 16.**

Recommendation 19.1: Update protocols to keep the Citizens Information Line partially staffed following deactivation of the EOC to provide continued coordination with 2-1-1 Big Bend and to ensure service for citizens who may not know who to call for post-disaster assistance.

*Lead Agencies: Leon County Volunteer Services*

*Support Agencies: Leon County Emergency Management, Leon County Office of Information and Technology, Leon County Office of Resource Stewardship*

**Finding #20: WebEOC was a critical tool used by CIL call takers to route important information and requests for service to the appropriate personnel in the EOC and also to receive important situation updates to relay to callers.**

**Finding #21: Through coordination at the Leon County EOC, 6 general population emergency shelters were opened in a timely fashion prior to Hurricane Michael serving over 1,500 Leon County citizens and evacuees from other areas.**

**Finding #22: Risk sheltering operations during Hurricane Michael were significantly enhanced as a result of the recommendations implemented from the Hurricane Irma After-Action Report regarding the revised shelter operations plan in Leon County. However, some areas of risk shelter operations require further enhancement and continued coordination.**

Recommendation 22.1: Coordinate with the Capital Area Chapter of the American Red Cross to ensure the availability of supply trailers at all five facilities on the list of preferred risk shelter sites maintained by Leon County Emergency Management and Leon County Schools during future incidents.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

Recommendation 22.2: Coordinate with the Capital Area Chapter of the American Red Cross to provide Red Cross “shelter manager kits” and “shelter pocket guides” to all potential risk shelter locations.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

Recommendation 22.3: Coordinate with Leon County Schools to identify additional staff to support risk shelter operations.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

Recommendation 22.4: Evaluate the feasibility of utilizing Leon County Schools’ 800 MHz radios, which are already located at school facilities, for communications with risk shelter locations in the event that cellular service is interrupted or unavailable during future emergencies.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*



# Hurricane Michael After-Action Report

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**Finding #23: Local nonprofit partner agencies have substantial resources available to deploy in support of shelter and mass feeding operations. Additional opportunities exist to further enhance coordination with these partners to more effectively allocate resources during future emergencies.**

Recommendation 23.1: Convene a coordination meeting with COAD agencies each year at the beginning of the Atlantic Hurricane Season to discuss what needs may arise under different scenarios, resources that may be available from community partners, and how best to deploy these resources during a potential emergency activation.

*Lead Agencies: Leon County Volunteer Services*

*Support Agencies: Leon County Emergency Management*

**Finding #24: Leon County Animal Control has historically encountered difficulty recruiting volunteers to support pet-accessible shelter operations, including during Hurricane Michael. This can result in Animal Control staff working extended shifts to ensure proper care and service.**

Recommendation 24.1: Coordinate with the Big Bend Disaster Animal Response Team to promote volunteer training opportunities in support of future pet-accessible sheltering operations.

*Lead Agencies: Leon County Animal Control*

*Support Agencies: Leon County Volunteer Services*

Recommendation 24.2: Engage the City of Tallahassee to discuss the feasibility of assigning Animal Services Center staff to support future pet-accessible sheltering operations.

*Lead Agencies: Leon County Animal Control*

*Support Agencies: Leon County Administration*

**Finding #25: The Florida Disaster Volunteer Leave Act provides state agency employees with administrative leave to participate in disaster relief services for the American Red Cross. Given the significant turnover among state agency heads in recent years and new Governor's incoming administration, an opportunity exists to re-engage the American Red Cross and Governor's office to raise awareness of this opportunity locally during future disasters.**

Recommendation 25.1: Engage the Capital Area Chapter of the American Red Cross and the Executive Office of the Governor to raise awareness and enhance promotion of the Florida Disaster Volunteer Leave Act.

*Lead Agencies: Leon County Administration*

*Support Agencies: Leon County Emergency Management*

**Finding #26: The State of Florida's After-Action Report for Hurricane Michael included a recommendation regarding enhanced state support for County-managed risk shelters during future disasters.**

Recommendation 26.1: Follow up with FDEM to assist and coordinate the availability of state shelter resources during future emergency activations requiring risk shelter operations.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

**Finding #27: The Capital Area Chapter of the American Red Cross Red Cross experienced challenges finding suitable host shelter locations with power, as electric service was disrupted for approximately 95% of utility customers countywide.**

Recommendation 27.1: During future disasters involving risk shelter operations, host daily workgroup meetings with all agencies involved in shelter operations to begin planning for risk shelter demobilization and transitioning to host shelter locations as early as possible.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*



# Hurricane Michael After-Action Report

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Recommendation 27.2: Evaluate opportunities to assist the American Red Cross with maintaining updated contact lists for potential host shelter locations.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Tallahassee-Leon County Consolidated Dispatch Agency*

**Finding #28: During any emergency requiring shelter operations, some citizens present to the special needs shelter who do not have critical care needs and should instead report to a general population risk shelter. This places additional strain on special needs shelter personnel and resources.**

Recommendation 28.1: Engage special needs shelter partners to evaluate additional strategies to educate citizens about the scope and purpose of the special needs shelter and to help direct them to the most appropriate shelter location during future disasters.

*Lead Agencies: Leon County Community and Media Relations*

*Support Agencies: Leon County Emergency Management*

**Finding #29: Upcoming renovations programmed for Florida High School will expand and enhance the space that can be utilized to support the special needs shelter during future emergencies.**

Recommendation 29.1: At the request of Florida High School, engage special needs shelter stakeholders to review the construction plans for upcoming renovations to plan for the best use of the facility once complete.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County EMS*

Recommendation 29.2: Identify a backup special needs shelter location in the event that Florida High School is unavailable or reaches capacity during future incidents.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Office of Resource Stewardship, Leon County Administration*

**Finding #30: The Florida Department of Health in Leon County has indicated a need for additional support for future special needs shelter operations, including personnel to assist with offloading clients from StarMetro buses as they arrive, sourcing and preparing food for special needs shelter clients, and serving food from the cafeteria to shelterees. Florida High School has indicated a willingness to assist in these areas, subject to the availability of resources.**

Recommendation 30.1: Engage the Florida Department of Health in Leon County, Florida High School, COAD partner agencies, and Volunteer Leon to identify sources of assistance to meet FDOH's needs.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Volunteer Services*

**Finding #31: The number of citizens listed on the County's Special Needs Registry typically surges in the days immediately prior to a landfalling hurricane, presenting challenges in planning for the medical care needs of special needs shelterees during the incident.**

Recommendation 31.1: Coordinate with StarMetro to include Special Needs Registry information on StarMetro's client intake application.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

# Hurricane Michael After-Action Report

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**Finding #32: Florida State University's Director of Emergency Management has expressed an interest in discussing ways that FSU can continue to support Leon County's emergency operations during future incidents.**

Recommendation 32.1: To complement ongoing conversations regarding sheltering needs, engage FSU, FAMU, and TCC regarding their involvement in emergency operations, including an evaluation of typical space needs during emergencies and facilities that may be suitable for use.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

**Finding #33: Following Hurricane Michael, at the October 23, 2018 Board of County Commissioners meeting Leon County received citizen feedback regarding the need to coordinate regional nonprofit agencies wishing to provide disaster relief services to affected areas. Leon County Volunteer Services reached out to the Apalachee Regional Planning Council to discuss the best way to coordinate nonprofit and community aid efforts throughout the region; the consensus recommendation was to continue following the protocol established in the State of Florida CEMP, which designates Volunteer Florida as the lead agency for the statewide coordination of information and activities of voluntary agencies responding in times of disaster and the effective utilization of donated cash, goods, and services. As indicated in Leon County's and the State of Florida's CEMPs, VolunteerLeon personnel were stationed in the EOC and maintained regular coordination Volunteer Florida throughout Hurricane Michael.**

**Finding #34: Neighboring small, rural counties need additional information and resources to better manage volunteers and donations.**

Recommendation 34.1: Through the Leon County Emergency Management Director's leadership role on the Domestic Security Taskforce and as director of the region's most populous county, the County will coordinate with emergency management directors from across the region at standing quarterly meetings to share resources, information, and best practices on volunteers and donations. Additionally, Leon County will involve the Community Organizations Active in Disaster in these quarterly meetings so as to best prepare neighboring counties to receive and distribute donations following a disaster.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Volunteer Services*

Recommendation 34.2: Engage Volunteer Florida to provide training on Volunteer and Donations Management for regional emergency management partners as part of the County's multi-year training plan.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Volunteer Services*

**Finding #35: The State of Florida's After-Action Report for Hurricane Michael included a recommendation to enhance the process of managing volunteers and donations in future disasters, particularly including the involvement of non-profit partners.**

Recommendation 35.1: Follow up with FDEM to assist and coordinate the availability of potential local liaisons, including local non-profit partners, to assist the state with volunteer and donations management efforts during future disasters.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Volunteer Services*

# Hurricane Michael After-Action Report

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**Finding #36:** Leon County Emergency Management staff, EMS staff, and representatives from the Big Bend Healthcare Coalition stationed in the EOC contacted all 21 skilled nursing home facilities and assisted living facilities in Leon County on a daily basis to conduct precautionary status checks and to ensure that these facilities' needs were met.

Recommendation 36.1: Continue to encourage local health care facilities' participation in the Big Bend Healthcare Coalition, including training opportunities and emergency management exercises.

*Lead Agencies: Leon County Emergency Management*

**Finding #37:** The Big Bend Healthcare Coalition served as a single point of contact in the EOC for healthcare facilities throughout the region and provided valuable coordination in conducting facilities' status checks.

**Finding #38:** Assigning staff to serve as liaison to the hospitals, skilled nursing home facilities and assisted living facilities provided enhanced communication and situational awareness throughout the event which improved overall service delivery.

**Finding #39:** Staffing paramedics at the special needs shelter provided additional medical services not otherwise available and assisted in alleviating transportation of patients to medical facilities. Resources at the special needs shelter were stressed in providing services for over 150 clients.

**Finding #40:** Leon County EMS was able to meet service demands throughout Hurricane Irma by pre-deploying ambulance and personnel in the field prior to the storm and utilizing a dynamic staffing model to accommodate an elevated level of demand.

**Finding #41:** The Leon County Sheriff's Office and Tallahassee Police Department each have one BearCat vehicle that may be useful in responding to life-threatening calls during the height of severe weather in future emergencies.

Recommendation 41.1: Coordinate Leon County EMS and law enforcement agencies to evaluate the feasibility of utilizing BearCat vehicles to support EMS operations while public safety agencies have suspended their response due to severe weather.

*Lead Agencies: Leon County EMS*

*Support Agencies: Leon County Emergency Management*

**Finding #42:** For personnel safety reasons, law enforcement, fire rescue, and EMS agencies suspend their response during high wind events; however, there is no common wind threshold at which each agency suspends its response.

Recommendation 42.1: Coordinate the Leon County Sheriff's Office, Tallahassee Police Department, Tallahassee Fire Department, and Leon County EMS to develop a common protocol for when to suspend and resume service during severe weather events.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County EMS*

Recommendation 42.2: Evaluate the feasibility of developing a protocol for non-Countywide suspension of response operations; for instance, when severe weather only affects a portion of the County.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County EMS*

# Hurricane Michael After-Action Report

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**Finding #43:** LCSO reported during an after-action debriefing that, for officer safety reasons, it plans to discontinue utilizing its deputies to assist with road clearing efforts during future emergencies.

Recommendation 43.1: Update the County's Debris Management Plan and road clearing protocols as needed to ensure adequate personnel and resources are available during future disasters.

*Lead Agencies:* Leon County Public Works

*Support Agencies:* Leon County Emergency Management

**Finding #44:** The Consolidated Dispatch Agency stationed a representative in the EOC, who provided valuable coordination by making updates to the computer-aided dispatch system with real-time situation information.

Recommendation 44.1: To best safeguard sensitive 911 call information, engage the CDA to review and determine the best location within the EOC for a CDA representative to be stationed during future activations.

*Lead Agencies:* Leon County Emergency Management

*Support Agencies:* Consolidated Dispatch Agency, Leon County Office of Information & Technology

**Finding #45:** During Hurricane Michael, staff observed some duplication of WebEOC tickets, particularly regarding downed power lines, within the CDA workflow.

Recommendation 45.1: Convene a workgroup with law enforcement, fire, EMS, CDA, and electric utility stakeholders to develop a common workflow and training protocol.

*Lead Agencies:* Leon County Emergency Management

*Support Agencies:* Consolidated Dispatch Agency, Leon County Office of Information & Technology

**Finding #46:** County and City personnel quickly cleared all roadways of debris following the storm, enabling other response personnel such as paramedics, law enforcement personnel, and utility restoration workers to access all areas of the community in conducting their operations.

**Finding #47:** Pre-deploying Public Works crews at strategic locations throughout the County allowed for a faster and more efficient utilization of resources and accelerated the pace of road clearing efforts following Hurricane Michael.

**Finding #48:** The use of WebEOC significantly enhanced coordination between the EOC and Public Works crews and helped to expedite road clearing operations.

**Finding #49:** In anticipation of a quick turnaround time to close risk shelters and reopen schools, Public Works utilized downed tree reports to prioritize clearing operations in the vicinity of K-12 schools.

**Finding #50:** The Tallahassee Police Department was asked by, and assisted, Leon County Schools to drive school bus routes throughout the County to determine if routes were clear prior to schools reopening on Monday, October 15. Additional follow-up is needed to determine which agency is best suited for this task during future emergencies.

Recommendation 50.1: Engage Tallahassee Police Department and Leon County Schools to review this request during Hurricane Michael as well as available resources to determine the best strategy for verifying school bus access during future disasters.

*Lead Agencies:* Leon County Emergency Management

*Support Agencies:* Leon County Administration

# Hurricane Michael After-Action Report

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**Finding #51: County, City, and Talquin's coordination efforts resulted in a quicker response time in resolving power lines and tree entanglements.**

Recommendation 51.1: Continue coordination with City of Tallahassee Electric and Talquin Electric to ensure continued assistance with road clearing task force efforts.

*Lead Agencies: Leon County Public Works*

*Support Agencies: Leon County Emergency Management*

**Finding #52: The Florida Department of Transportation denied Leon County's two requests for assistance clearing storm-generated debris from federal-aid roadways.**

**Finding #53: Following disasters involving extensive damage to electrical system infrastructure, repairs to major power transmission and distribution systems are prioritized in order to expedite power restoration.**

**Finding #54: City of Tallahassee Utilities and Talquin Electric followed industry guidelines in the restoration of electrical service following Hurricane Michael – specifically, by restoring the critical transmission system first, followed by electrical substations, then the restoration of neighborhood-level circuits and sub-circuits.**

**Finding #55: Hurricane Michael caused outages to approximately 135,000 electric utility customers in Leon County. Power was restored to nearly all customers within one week.**

Recommendation 55.1: Coordinate with local utility providers to have representatives stationed in the EOC for 1-2 days following full restoration for continued coordination regarding utility customer service.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

**Finding #56: Some County residents have a Talquin meter box that receives power through the City's utility lines and vice-versa. As a result of lessons learned from recent hurricanes, both utilities have adopted new protocols, specifically for this group of customers situated along the other utility's infrastructure, to share outage information and best coordinate the restoration process.**

**Finding #57: City of Tallahassee Traffic Operations experienced communications challenges with FDOT's contractor in coordinating information regarding traffic signal outages. Notwithstanding this, other coordination with the State EOC regarding traffic signals and a request for backup generators was effective. Traffic signals were restored quickly following Hurricane Michael utilizing backup generators while main power restoration was ongoing.**

**Finding #58: Immediately following Hurricane Michael, the Florida Division of Emergency Management offered state-owned portable generators to counties to house and maintain for local public safety uses.**

Recommendation 58.1: Coordinate with the Florida Division of Emergency Management to secure state-owned portable generators to be housed in Leon County for local public safety uses.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

**Finding #59: Similar to Leon County's experience during Hurricanes Hermine and Irma, there was miscommunication from the State EOC during Hurricane Michael regarding the delivery of supplies and materials for Points of Distribution.**

Recommendation 59.1: Coordinate with the Florida Department of Emergency Management to review and clarify future expectations for resource mission requests to improve coordination and distribution of disaster relief supplies during future emergencies.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

# Hurricane Michael After-Action Report

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Recommendation 59.2: Evaluate the feasibility of renting vehicles and equipment such as box trucks, forklifts, and pallet jacks to support Points of Distribution and warehousing during future disasters.

*Lead Agencies: Leon County Office of Resource Stewardship*

*Support Agencies: Leon County Office of Financial Stewardship*

**Finding #60:** Notwithstanding the logistical and communications challenges with the State EOC, Points of Distribution in Leon County distributed over 500,000 bottles of water, 265,000 meals ready to eat (MREs), and 7,000 bags of ice to Leon County citizens in the days immediately following Hurricane Michael.

**Finding #61:** Due to the catastrophic storm damage caused by Hurricane Michael, Leon County collected over 1 million cubic yards of storm debris – more than five times the volume collected following Hurricane Hermine in 2016.

**Finding #62:** On December 14, 2018, FEMA approved the County Administrator's request to remove debris from private rights-of-way, allowing for a federal cost-share reimbursement. It was determined that the removal of such debris was necessary and in the public interest in order to eliminate immediate threats to life, property, and public health and safety and ensure economic recovery of the community

**Finding #63:** Enhancements made since Hurricane Irma, including amendments to pre-existing debris removal contracts and the purchase of two grapple trucks, significantly expedited the removal of debris in Leon County.

**Finding #64:** County governments may enact a burn ban under a declared local state of emergency pursuant to Chapter 252, Florida Statutes. Generally, a County may issue a burn ban when conditions create an ongoing likely threat of brush and forest wildfires. Following Hurricane Michael, Leon County followed normal protocols and determined that there was no need to issue a burn ban. This decision was consistent with the Florida Forest Service's designation of hurricane-impacted areas with special requirements for outdoor burning, which did not include Leon County.

**Finding #65:** Following Hurricane Michael, Leon County received several reports of citizens burning debris piles in residential neighborhoods. The Board of County Commissioners has adopted regulations for debris burning, which should be shared with citizens through public information efforts following future hurricanes.

Recommendation 65.1: Coordinate with the Florida Forest Service and share information regarding local and state requirements for debris burning following future hurricanes.

*Lead Agencies: Leon County Community and Media Relations*

*Support Agencies: Leon County Emergency Management*

**Finding #66:** A segment of Interstate 10 west of Leon County was temporarily closed following Hurricane Michael for debris removal. To ensure the County's ability to provide solid waste disposal during future disasters, the County should evaluate expanding its existing solid waste emergency plans for potential damage scenarios involving disrupted access to the Springhill Landfill and backup landfills in Georgia.

Recommendation 66.1: Evaluate the County's solid waste emergency plans to determine if agreements with additional receiving landfills are needed.

*Lead Agencies: Leon County Office of Resource Stewardship*

*Support Agencies: Leon County Emergency Management*

**Finding #67:** Leon County waived permit fees for storm-related repairs following Hurricane Michael, which allowed citizens to immediately make emergency home repairs while permit offices were closed.

# Hurricane Michael After-Action Report

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**Finding #68: FEMA's high level of support and visibility following Hurricane Michael ensured disaster survivors received the best case management and information. Also, FEMA's involvement in the County's community listening session led to direct, timely assistance for those in need.**

Recommendation 68.1: Following any federally declared disaster that affects Leon County, Emergency Management will work directly with the State of Florida's State Emergency Response Team (SERT) to request FEMA provide staff liaisons and support similar to or exceeding the functions provided during Hurricane Michael: Disaster Survivor Assistance Teams, an embedded EOC liaison, public information support, and intergovernmental affairs.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

**Finding #69: Following Hurricane Michael, the Leon County Board of County Commissioners approved an elevated level of Catastrophe Reserve funding for Fiscal Year 2019 in order to ensure adequate availability of funds to restore the community to pre-catastrophe levels prior to assistance and reimbursements being available from FEMA.**

**Finding #70: Storm-related damage identified during County and City staff-led initial impact damage assessments and verified by FEMA's Joint Preliminary Damage Assessment Team supported the federal authorization of the Individual Household Assistance program in Leon County.**

**Finding #71: Future disaster response and recovery operations would benefit from earlier coordination in the Leon County EOC with local telecommunications providers during future activations.**

Recommendation 71.1: Coordinate with local telecommunications providers to designate representatives to staff the Leon County EOC earlier during future activations.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

**Finding #72: Leon County Tourism Division staff coordinated with local hoteliers to ensure that space was available to accommodate evacuees and mutual aid workers who arrived from out of state to expedite the recovery process.**

**Finding #73: The Tallahassee-Leon County Office of Economic Vitality regularly conducts an inventory of vacant commercial buildings to support its business recruitment and retention efforts. Vacant commercial properties can serve a variety of functions during emergencies and should also be surveyed for suitability to assist disaster response and recovery efforts.**

Recommendation 73.1: When surveying vacant commercial buildings in Leon County, include information regarding these facilities' suitability for disaster response and recovery support, such as logistics support, sheltering, staging for mutual aid personnel, or temporary housing.

*Lead Agencies: Tallahassee-Leon County Office of Economic Vitality*

*Support Agencies: Leon County Emergency Management*

**Finding #74: In a small number of instances during Hurricane Michael, some County staff were unsure whether and where they were required to report for duty.**

Recommendation 74.1: Review procedures for notifying County staff of emergency duty to determine if additional enhancements to the procedures are needed.

*Lead Agencies: Leon County Administration*

*Support Agencies: Leon County Human Resources*



# Hurricane Michael After-Action Report

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Recommendation 74.2: Clearly define the organizational structure of the Leon County Emergency Operations Center, the roles and responsibilities of each position, and create an updated roster for County staff assignments in the EOC.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Human Resources*

Recommendation 74.3: Evaluate strategies to further strengthen operational awareness for response and recovery personnel in the field, including providing EOC organizational charts as well the names and contact information for all EOC personnel at each shift change.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Human Resources*

**Finding #75: There are several tasks during response and recovery operations that require specialized knowledge, skills, and abilities.**

Recommendation 75.1: Pre-identify County staff who may be expected to fill specialized roles (such as the Citizens Information Line, risk shelter support, and others) during future incidents.

*Lead Agencies: Leon County Emergency Management, Leon County Administration*

*Support Agencies: Leon County Human Resources*

Recommendation 75.2: Continue to identify and provide training opportunities throughout the year for personnel pre-designated to fill specialized roles during an emergency.

*Lead Agencies: Leon County Emergency Management, Leon County Administration*

*Support Agencies: Leon County Human Resources*

**Finding #76: Staff and volunteers involved in all emergency operations frequently experience a range of emotional, behavioral, physical, and cognitive responses.**

Recommendation 76.1: Evaluate opportunities to provide additional stress prevention and management support for responding personnel before, during, and after future emergency activations.

*Lead Agencies: Leon County Human Resources*

*Support Agencies: Leon County Emergency Management*

**Finding #77: Although there was no mandatory evacuation order or curfew imposed in Leon County during Hurricane Michael, staff observed that there would be no consistent way to permit reentry and passage of necessary County staff in such instances.**

Recommendation 77.1: Create a database with credentials and photographs of Leon County employees to support efforts to permit reentry and passage following a mandatory evacuation of non-critical staff.

*Lead Agencies: Leon County Human Resources, Leon County Community and Media Relations*

*Support Agencies: All County Departments*

**Finding #78: During Hurricane Michael, payroll procedures created some instances of overpayments, requiring paycheck adjustments during the following pay period.**

Recommendation 78.1: Survey other counties and the Florida Division of Emergency Management for best practices regarding payroll collection and processing for disaster response and update Human Resources administrative procedures accordingly.

*Lead Agencies: Leon County Human Resources*

*Support Agencies: Leon County Emergency Management*

Recommendation 78.2: Evaluate the feasibility of itemizing emergency pay on future pay stubs.

*Lead Agencies: Leon County Human Resources*

*Support Agencies: Leon County Emergency Management*



# Hurricane Michael After-Action Report

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**Finding #79:** Since it opened in 2013, the Emergency Operations Center has been activated several times, including three major activations for Hurricanes Hermine, Irma, and Michael which included full staffing from Leon County and partner agencies over multiple operational periods. Staff and partner agency personnel identified additional minor enhancements to improve the utilization of the PSC.

Recommendation 79.1: Provide additional supplies for the Citizens Information Line space including power strips, phone cleaning wipes, and wire shelves or baskets to store blankets, pillows, and overnight bags.

*Lead Agencies: Leon County Volunteer Services*

*Support Agencies: Leon County Office of Resource Stewardship*

Recommendation 79.2: Evaluate the feasibility of installing an interactive whiteboard (SMART Board) within the Citizens Information Line room.

*Lead Agencies: Leon County Volunteer Services*

*Support Agencies: Leon County Office of Information and Technology*

Recommendation 79.3: During future emergency activations, consider renting an additional roll-off dumpster to accommodate larger volumes of solid waste.

*Lead Agencies: Leon County Office of Resource Stewardship*

*Support Agencies: Leon County Emergency Management*

**Finding #80:** County staff and partner agency personnel consistently reported that food service at the EOC was excellent and significantly improved since Hurricanes Hermine and Irma, which helped to maintain elevated morale in the EOC during an extended activation.

Recommendation 80.1: Establish Standard Operating Procedures for food service in the EOC based on experiences during Hurricane Michael.

*Lead Agencies: Leon County Office of Resource Stewardship*

*Support Agencies: Leon County Emergency Management*

Recommendation 80.2: To enable Logistics Team members to prepare and serve meals at the EOC more effectively during future activations, evaluate purchasing equipment such as a convection oven, electric hot buffet table, salad bar, and double-glass refrigerator.

*Lead Agencies: Leon County Office of Resource Stewardship*

*Support Agencies: Leon County Emergency Management*

**Finding #81:** Building upon recommendations from the Hurricane Irma After-Action Report, Leon County MIS/GIS staff developed new GIS mapping applications for use during Hurricane Michael. Several staff and partner agency personnel reported these tools to be extremely useful in enhancing situational awareness during the activation.

**Finding #82:** WebEOC was a critical tool used by personnel in the EOC and in the field during Hurricane Michael. Leon County staff and partner agency personnel consistently reported that WebEOC was extremely useful in coordinating operations in and from the EOC.

**Finding #83:** Several partner agencies identified specific suggestions during debriefing meetings for minor adjustments to the WebEOC interface.

Recommendation 83.1: Convene stakeholder group meetings to evaluate ways to further enhance the use of WebEOC during future activations.

*Lead Agencies: Leon County Office of Information and Technology*

*Support Agencies: Leon County Emergency Management*

### 1.0 Introduction

#### 1.1 Background

On October 10, 2018, Hurricane Michael made landfall as a high-end Category 4 hurricane near Mexico Beach, Florida with maximum sustained wind speed of 155 mph and a minimum pressure of 919 mb. Hurricane Michael was an historic and unprecedented storm as the third-most intense hurricane ever to make landfall in the continental United States and the single-most intense to impact the Florida Panhandle in recorded history. Hurricane Michael inflicted widespread damage throughout the Panhandle and Big Bend area which spread well inland as Michael remained at hurricane strength into southwest Georgia and presented tropical storm-force gusts as far north as Atlanta. Leon County experienced tropical storm-force wind gusts for a prolonged period of approximately 12 hours causing hundreds of downed trees that blocked over 1,000 roads, left approximately 135,000 electric utility customers in Leon County without power (95% of all customers countywide), and damaged homes and other infrastructure throughout the County. By comparison, Leon County experienced tropical storm-force winds for approximately 4 hours, with a peak gust of 64 miles per hour during Hurricane Hermine in 2016. Due to the intensity of the storm, many of the weather gauges in Leon County and throughout the affected area were knocked out. The gauge at the Tallahassee International Airport recorded a maximum of 47 mph sustained winds with a peak gust of 71 mph; however, areas further west in Leon County likely received significantly higher winds. Average rainfall throughout Leon County from Hurricane Michael totaled approximately 2.5" to 3".

Leon County Emergency Management (LCEM) staff closely monitored Hurricane Michael beginning on October 2, 2018 as a broad low-pressure area that formed in the southwestern Caribbean Sea. Michael became a tropical depression on October 7 and strengthened quickly, intensifying into a hurricane on October 8 and a major hurricane on October 9. In anticipation of the storm-related impacts from Hurricane Michael, the Chairman of the Leon County Board of County Commissioners declared a Local State of Emergency on October 8. In accordance with Florida Statutes and as authorized by Section 2-306 of the Leon County Code of Ordinances and the Leon County Comprehensive Emergency Management Plan (CEMP), the deceleration authorized the waiver of procedures and formalities otherwise required of political subdivisions to take whatever prudent action is necessary to ensure the health, safety and welfare of the community in the event of an emergency. Due to the extent of storm-related impacts and associated long-term recovery needs, the Local State of Emergency was extended in 7-day increments until October 29, although recovery efforts continued for several more weeks.

However, immediate response and recovery efforts began and continued around the clock well in advance of Michael's landfall to make preparations for the storm, coordinate the activities of participating response agencies, and implement protective measures to safeguard the health and welfare of Leon County citizens. The Leon County Emergency Operations Center (EOC) was activated from October 8 to October 15 for a total of 194 hours during the incident, including a stretch of 182 consecutive hours during the peak of the incident. "Full activation," with all partner agencies represented in the EOC on day and night shifts around the clock, was in place from October 8 through October 13. By comparison, the EOC was activated for 160 hours during Hurricane Irma and 130 hours during Hurricane Hermine.

## **Section 1.0            Introduction**

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During Michael, approximately 120 personnel per day were stationed at the EOC with hundreds more Leon County and partner agency staff and volunteers working in the field to ensure citizens' safety during the height of the storm and to quickly begin response efforts immediately thereafter. Throughout the Hurricane Michael incident, over 530 Leon County staff participated by coordinating efforts to keep citizens prepared and informed, establishing and staffing shelters to ensure the safety of Leon County citizens and evacuees from other areas, clearing roadways and restoring critical infrastructure following the storm, providing relief to citizens without power and air conditioning, assisting citizens with navigating the recovery process, collecting and managing storm debris, and much more. Leon County coordinated with Leon County Schools, the Capital Area Chapter of the American Red Cross, and other partners to open 6 emergency shelters, including special needs and pet-accessible shelters. As the intensity of the storm necessitated mandatory hurricane evacuations and emergency sheltering throughout the Florida Panhandle and Big Bend region, Leon County sheltered over 1,500 citizens 200 pets, many of whom were evacuees from neighboring counties.

### **1.2    Report Methodology**

This After-Action Report, compiled by Leon County Emergency Management (LCEM) and Leon County Administration, reflects a thorough evaluation of the specific actions taken during the activation of the Emergency Operations Center for Hurricane Michael. This review examines the actions taken by LCEM and partner agencies for consistency with the County's emergency management plans and protocols, including the Leon County Comprehensive Emergency Management Plan (CEMP), Debris Management Plan, and the National Incident Management System, all of which prescribe the basic strategies, objectives, operational goals, and actions to be taken throughout the various phases of emergency events including a hurricane. This report details how these plans, processes, and protocols were successfully applied during Hurricane Michael as well as any facets of the County's emergency operations that present opportunities for specific improvement or action. To validate local emergency managers' response strategies and actions, the Federal Emergency Management Agency (FEMA) encourages the compilation of After-Action reports within 120 days of an incident to reflect upon operational effectiveness and to identify needed system improvements for future emergencies. This report was completed and presented to the Leon County Board of County Commissioners on January 22, 2019, 99 days following the deactivation of the Emergency Operations Center.

As with any post-incident report of this significance, this After-Action Report reflects the collaboration and input of emergency management partner agencies and Leon County citizens to fully document the County's successful response strategies and areas for continued improvement. Over a period of several weeks following Hurricane Michael, staff followed FEMA's guidance on post-incident reports for identifying operational lessons learned by conducting a thorough review of state and local emergency management documents, procedural manuals, and analyzing feedback collected on the preparedness, response, and recovery efforts of Leon County and partner agencies. In compiling this report, staff gathered input from emergency management professionals, staff and volunteers who participated in response and recovery operations, representatives from partner agencies activated during the emergency, and citizens who provided feedback during town hall listening sessions following Hurricane Michael.

In collaboration with the City of Tallahassee and the Leon County Sheriff's Office, Leon County hosted a community listening session on November 8, 2018 to collect citizen input and feedback

from the incident. Six staff debriefing meetings were also conducted with key personnel from Leon County and partner agencies to elicit feedback on Hurricane Irma response and recovery efforts. Upon analyzing the information collected and following up with key department personnel for further input, staff compiled an assessment of the County's emergency activation and response tactics to identify strengths, weaknesses, and specific recommendations for continued improvement.

It is important to note while the EOC serves as a central command and control facility for the effective coordination of emergency response and recovery operations by the Leon County Emergency Management Director, each partner agency maintains direct control of its field assets in order to make the tactical decisions necessary toward the fulfillment of incident management objectives. Accordingly, the findings and recommendations identified herein include well-executed response activities; opportunities to strengthen plans, protocols, practices, and partnerships; and areas identified to improve future emergency operations based on the actions taken by LCEM, County departments, and other partner agencies activated in the EOC.

### 1.3 Organization of the Report

This After-Action Report provides an extensive summary of Leon County's emergency operations prior to, during, and immediately following Hurricane Michael. The report presents a series of specific findings and recommendations designed to highlight best practices that can be utilized during future emergency activations and to enhance Leon County's ability to protect life and property in the event of future large-scale emergencies. Specific findings and recommendations for improvement, as well as successful response strategies, are clearly identified throughout this assessment and summarized in the Executive Summary at the beginning of the report. In many cases, the findings and recommendations in this report are applicable beyond hurricane events and will enhance Leon County's overall preparedness to respond to various emergency incidents.

The After-Action Report was developed and structured based on FEMA's guidance for compiling post-incident reports for identifying lessons learned. The report is organized as follows:

- **Section 1: Introduction**  
Provides background information about the plans, preparedness activities, and response and recovery efforts of Leon County and partner agencies during Hurricane Michael; outlines the methodology and organization of this After-Action Report; and describes the structure of the emergency management function in Leon County.
- **Section 2: Planning, Training, and Community Preparedness Efforts**  
Details efforts taken by Leon County and community partners related to planning, training, mitigation efforts, and community preparedness initiatives.
- **Section 3: Overview of Hurricane Michael and its Impacts**  
Describes Hurricane Michael's development, path, and storm-related impacts in Leon County.
- **Section 4: Hurricane Michael Preparedness, Response and Recovery**  
Provides a detailed summary and assessment of emergency activation efforts taken by Leon County and partner agencies including preparations immediately prior to the storm; actions and strategies undertaken to address storm impacts (downed trees, road

blockages, electrical outages, food and water distribution, comfort stations, etc.); and long-term recovery efforts (debris removal, damage assessments, FEMA assistance and reimbursement, etc.).

- **Section 5: Additional Discussion Regarding Leon County Operations**  
Discusses the coordination of personnel, facilities, logistical, and other needs within Leon County Government during Hurricane Michael and provides findings and recommendations to further enhance support in these areas during future emergencies.
- **Section 6: Conclusion**  
Provides a summary of this After-Action Report including next steps for the implementation of findings and recommendations contained herein.
- **Section 7: Appendices**  
Following the conclusion of the report, several appendices are included containing plans, documents, and other materials referenced throughout this report.

### 1.4 Citizen Engagement and Community Feedback

Within days following Hurricane Hermine's landfall in 2016 and Hurricane Irma's landfall in 2017, Leon County, the City of Tallahassee, and the Leon County Sheriff's Office hosted community listening sessions to provide the most up-to-date information regarding response and recovery efforts and to gather feedback from citizens. These sessions provided important opportunities to discuss the County's emergency efforts and to learn directly from citizens impacted in different ways by the storm about how Leon County Government and partnering response agencies can best prepare to meet the needs of the community in future disasters. Accordingly, the first recommendation in the Hurricane Hermine After-Action Report was to provide for a community listening session to be held following each major emergency event in the future.

Following Hurricane Michael, the County and City jointly hosted a community listening session to discuss response and recovery operations and elicit citizen feedback. The County Administrator, Tallahassee City Manager, Leon County Sheriff's Office, LCEM Director, and other key emergency support staff attended and provided citizens with an overview of the emergency operations conducted by the County and its community partners, followed by an open question-and-answer session with citizens regarding the incident. The session was hosted on Thursday, November 8 at Trinity United Methodist Church (120 West Park Avenue) with approximately 10 citizens in attendance.

Although significantly fewer citizens attended the community listening session following Hurricane Michael than those hosted following prior storms, citizens in attendance expressed appreciation of local response and recovery efforts. Following remarks, citizens had the opportunity to directly express their concerns and ask questions one-on-one with County, City, and LCSO representatives.

## Section 1.0 Introduction

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Table 1 below identifies the principal themes that emerged from the community listening session following Hurricane Michael as well as the corresponding findings and sections of this report that provide a discussion of each topic.

*Table 1: Principal themes from Hurricane Michael community listening session*

Theme:	Related Finding(s) & Recommendation(s):	Report Section(s):
Restoration of telecommunications service	Finding #52, Recommendation #52.1	4.18.1
Relief for evacuees from other affected counties	Findings #19 through #32 (and all associated recommendations)	4.5 4.6

**Finding #1: The community listening session held following Hurricane Michael continued to provide important opportunities to learn from citizens about how Leon County Government and partnering response agencies can best meet the needs of the community during future disasters.**

## 1.5 Structure of the Emergency Management Function in Leon County

### 1.5.1 Leon County Emergency Management

The Leon County Division of Emergency Management, established by Leon County Ordinance 93-16, is Leon County's Emergency Management agency. The Director of Emergency Management is appointed by the County Administrator and is tasked with the responsibility of coordinating emergency management activities, services and programs within the County. The Director is also responsible for developing a county emergency management plan and program that is consistent with the state emergency management plan and program.

In early 2017, following the recommendations contained in the 2016 Hurricane Hermine After-Action Report, Leon County Emergency Management (LCEM), which previously was a function housed within the Leon County Sheriff's Office only to return under the Board in the event of a disaster, returned under the County organization on a year-round basis. Returning LCEM to the County organization has facilitated a much closer alignment of the County's emergency management function with other County operations and has enabled LCEM to streamline year-round coordination with County departments and external agencies, including staffing, training, and field operations. Today, LCEM is aligned with Leon County Community and Media Relations within the office of Community Relations & Resilience to ensure the highest level of coordination with other departments and divisions of Leon County government, enhance coordination of emergency management training opportunities for County staff, and facilitate even greater sharing of information and resources during emergency events and throughout the year. This realignment of LCEM under the County organization has also directly contributed to our community becoming better informed and prepared for natural disasters, as evidenced by the County's success in responding to and recovering from Hurricane Irma in 2017 and more recently from Hurricane Michael as reflected in the following sections of this After-Action Report. Today, the Leon County community is better informed and prepared for natural disasters as a direct result of lessons learned from Hurricane Hermine, which has led to greater attendance at the County's hurricane-related public events, enhancement and broader distribution of the annual Disaster



Preparedness Guide, vastly increased use of the enhanced Citizens Connect mobile app, participation in training events and exercises, and much more.

### 1.5.2 State of Florida

The State of Florida CEMP provides for coordination between the state and local governments concerning natural, technological, and man-made disasters as well as the effective integration of state support for local emergency operations when local officials request state assistance. Pursuant to the State CEMP, local resources are first to respond to an emergency incident, and the state is responsible for providing assistance when local resources are exhausted and a county emergency management agency requests assistance from the State.

The Governor of Florida is responsible (statutorily and constitutionally) for meeting the needs of the state and its people in the event of emergencies and disasters. According to the State of Florida CEMP, the Governor may assume direct operational control over all or any part of the emergency management functions within the state once a state of emergency has been declared by executive order. The State CEMP calls for the State Coordinating Officer, generally the Director of the Florida Division of Emergency Management (FDEM), to be the authorized representative of the Governor charged with managing and coordinating state and local emergency response and recovery efforts.

### 1.5.3 City of Tallahassee

There is one municipality within Leon County; the City of Tallahassee. The City of Tallahassee operates under a Council-Manager form of government, and the City Manager serves as the Chief Administrative Officer of the City. The City Manager has designated the Chief of the Tallahassee Fire Department as the City's point of contact for coordinating the City's emergency management activities with Leon County Emergency Management.

Section 252.38, Florida Statutes authorizes and encourages municipalities to create municipal emergency management programs. Such programs shall be coordinated with the county emergency management agency and be consistent with a county's emergency plan. The City of Tallahassee has adopted an incident management plan, as contemplated in Section 252.38(2), as an all-hazard emergency guide based on the National Incident Management System. While the City's plan is consistent with the County's CEMP, Rule 27P-6.010 of the Florida Administrative Code enables the County to periodically review the City's plan to determine compliance with the established statutory criteria and existing CEMPs. In recent years, LCEM has reviewed and provided informal feedback to the City on its Incident Management Plan. Additionally, the City's plan is included as an annex to the County's CEMP, pursuant to a recommendation in the Hurricane Hermine After-Action Report in 2016.

Leon County's CEMP calls for close intergovernmental coordination with the City given its role as a service provider and capacity to marshal resources. This coordination occurred primarily at the EOC during the activations for Hurricanes Hermine, Irma, and Michael. Like the County CEMP, the City's Incident Management Plan follows NIMS and the Incident Command System (ICS) by defining the roles and responsibilities of City employees and related agencies during an emergency. It covers the sequence of events that should occur before, during, and after an emergency. Each City department is responsible for maintaining supplemental procedures based upon the City's Incident

## **Section 1.0            Introduction**

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Management Plan. Consistent with the Leon County CEMP, the City Manager or his/her designee will mobilize City resources and personnel during an emergency to achieve overall incident management objectives identified by the County EOC.

In the past, the City has maintained a formal Emergency Preparedness program including an Emergency Preparedness Coordinator staff position to serve as the City's central point of contact for emergency management coordination and planning. However, in 2017 the City discontinued its formal Emergency Preparedness program and assigned general emergency and incident management responsibilities to the Tallahassee Fire Chief in coordination with LCEM, as indicated above. The City also staffs an emergency management coordinator who has actively participated in emergency management activities in close coordination with LCEM staff. The Tallahassee Fire Chief's Office is located in the Public Safety Complex, and the City's emergency management coordinator also has dedicated working space at the EOC.

### **1.5.4    Role of the Leon County Emergency Operations Center**

The Leon County Emergency Operations Center serves as a central command and control facility for the effective coordination of disaster management functions during an emergency. The core functions of the EOC are to collect, gather and analyze data; make decisions that protect life and property; maintain continuity of government operations; and communicate critical operational information with all concerned agencies and individuals. During an emergency, the LCEM Director generally makes pre- and post-storm operational decisions rather than directly controlling field assets. Based on the operational decisions made at the EOC, each participating agency makes the tactical decisions necessary to direct its field assets toward the fulfillment of incident management objectives. Participating agencies work together to collectively resolve challenges and rely on the guidance provided by the Leon County CEMP and agencies' respective emergency plans.

For the coordination of immediate response and recovery activities, the LCEM Director serves as the recognized Coordinating Officer and point of contact for the community, participating local agencies, and the Florida Division of Emergency Management. Once the short-term recovery objectives have been met and long-term recovery begins, leadership transitions to the primary agency representatives (e.g., County Administration, City Administration, Talquin Electric Cooperative, etc.).

In anticipation of weather-related emergencies, Leon County Administration works in conjunction with LCEM to monitor the severity of the threat and determine an appropriate course of action. Once a determination is made that there is an emergent threat, the County Administrator coordinates with the Chairman of the Board of County Commissioners to execute a Declaration of a Local State of Emergency, coordinates resources across County departments, and directs the necessary personnel to the EOC. The LCEM Director ensures other critical organizations and agencies are prepared to activate and allocate staff resources to the EOC through the regular use of conference calls. A detailed discussion about preparations made in the EOC specifically during Hurricane Irma is included in Section 3.3 of this report.

In 2016, Hurricane Hermine presented the first major test for the Leon County Emergency Operations Center since the new Public Safety Complex opened in 2013, followed by Hurricane Irma just one year and ten days later. In 2018, Hurricane Michael



was the greatest test to date of Leon County's emergency preparedness, response, and recovery capabilities, which have been significantly enhanced as a result of the County's Hurricane Hermine and Hurricane Irma After-Action Reports in the two previous years. As the third-most intense hurricane ever to make landfall in the continental United States and the single-most intense to impact the Florida Panhandle in recorded history, Michael required an extended emergency activation involving the prolonged cooperation of partner agencies throughout the community and the systematic and timely execution of emergency plans, procedures, and protocols to meet the needs of the community during and after the storm. While this section of the After-Action Report provides discussion about the structure of the EOC, Section 4 provides greater detail about how the EOC facilitated the massive coordination of information, personnel, supplies, equipment, and other resources required during Hurricane Michael in the execution of established emergency plans and protocols.

The next section of this After-Action Report details the year-round planning, training, and measures taken under the existing policies and protocols that govern emergency management in Leon County. The information provided in the overview of Hurricane Michael offers a scope of the emergency event including the size, strength, and path of the storm and is critical to the context in which decisions are made by the EOC and participating agencies in preparation for the storm. Those operational decision points, response activities, and recovery efforts are detailed throughout Section 4 of the After-Action Report.

### **2.0 Planning, Training, and Community Preparedness Efforts**

Leon County Emergency Management (LCEM) works year-round to plan, train, and prepare for emergency events. LCEM coordinates with a variety of Leon County departments, City of Tallahassee agencies, and outside organizations throughout the year to prepare vital resources in the event of an emergency. This section of the Hurricane Michael After-Action Report includes an assessment of the various emergency plans and strategies in place to ensure the community's readiness to respond to disasters.

#### **2.1 Emergency Plans and Protocols**

Leon County has adopted a variety of emergency plans and protocols that govern the activities of emergency response personnel following an incident. Together, these documents provide a strategic and consistent framework with regard to pre- and post-disaster actions to keep the community safe and well-informed during emergency events. The following sections of this report describe these documents, their scope, and their purpose.

##### **2.1.1 Comprehensive Emergency Management Plan**

Chapter 252, Florida Statutes requires all Florida counties to take precautionary steps to prepare for emergencies by developing an emergency management plan that is coordinated and consistent with the State of Florida Comprehensive Emergency Management Plan. The Leon County Comprehensive Emergency Management Plan (CEMP) was developed in accordance with Chapter 252. The CEMP is the guide by which Leon County prepares for, responds to, and recovers from emergency events including Hurricane Irma. Each emergency event is unique and requires different types and degrees of response and recovery actions. Accordingly, the CEMP reflects an all-hazards approach that describes the basic strategies, assumptions, operational goals and objectives, and mechanisms by which the County will mobilize resources and conduct activities to guide and support emergency management efforts. The approach outlined in the CEMP applies to all phases of emergency management – preparedness, response, recovery, and mitigation.

The Leon County CEMP follows the National Incident Management System (NIMS). On September 13, 2005, the Leon County Board of County Commissioners adopted NIMS as the standard for incident management in Leon County. Adoption of NIMS by state and local organizations is a condition for federal preparedness assistance through grants, contracts, and other activities. NIMS provides a consistent nationwide framework and approach to enable government at all levels, the private sector, and nongovernmental organizations to work together during emergencies, regardless of the incident's cause, size, location, or complexity. It provides a common system and vocabulary that facilitates communication among emergency management and response personnel within and across agencies and jurisdictions. Many personnel from Leon County, the City of Tallahassee, the Leon County Sheriff's Office, and partnering response agencies have received NIMS training, contributing to the efficiency and fluidity of operations within the Leon County EOC as described in Section 2.2 of this report. NIMS, as well as the National Response Framework, and other Department of Homeland Security and FEMA protocols and requirements are subject to change frequently. Ongoing compliance with these various requirements is critical for ensuring the County's eligibility to receive grants and other disaster-related federal assistance.

## Section 2.0 Planning, Training, and Community Preparedness Efforts

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The Leon County CEMP is divided into three sections (Basic Plan, Recovery Annex, and Mitigation Annex). The Basic Plan section contains preparedness and response elements including general information about hazards in our community, geography, demographics, continuity of operations, responsibilities, financial management, and specific references to standard operating guides, supporting plans, and County and State authority to implement the CEMP. The Recovery Annex provides directions and steps the County must take to recover from an event by:

- Implementing damage assessment processes
- Opening disaster recovery centers to assist residents
- Managing debris
- Keeping citizens informed through community relations
- Identifying unmet needs, and
- Providing emergency housing for citizens

The Mitigation Annex contains the process for identifying mitigation projects, identifying sources of funding for projects, and providing mitigation education. This annex discusses the Tallahassee-Leon County Local Mitigation Strategy, discussed in further detail in Section 2.1.2 below. The Leon County CEMP is included for reference in Appendix B to this After-Action Report.

Following Hurricanes Hermine and Irma, LCEM made several updates to the CEMP to reflect findings and recommendations included in the respective After-Action Reports. The latest revision to the CEMP was approved by the Florida Division of Emergency Management on June 26, 2017. The CEMP is reviewed by FDEM every four years, with the next scheduled state review in June 2021. However, in order to best utilize the opportunity to incorporate lessons learned and best practices identified during Hurricane Michael, LCEM will incorporate the specific findings and recommendations identified in this After-Action Report into the CEMP in accordance with the state's Comprehensive Emergency Management Plan criteria.

**Finding #2: Hurricane Michael was a valuable learning experience and provided several opportunities to continually enhance Leon County's emergency preparedness and ability to respond to and recover from disaster events. These opportunities are detailed throughout this report.**

Recommendation 2.1: Update the Leon County CEMP to incorporate the findings and recommendations identified in this report.

*Lead Agencies: Leon County Emergency Management*

### 2.1.2 Local Mitigation Strategy

Some of the damage caused by severe weather or other emergencies can be minimized or eliminated by mitigating the effects of these incidents to protect property and infrastructure. In the summer of 1998, the Florida Department of Community Affairs provided funding to all Florida counties and municipalities to assist in preparing a comprehensive Local Mitigation Strategy (LMS) for each jurisdiction.

The Tallahassee-Leon County LMS was first adopted in the fall of 2000 by the Leon County Board of County Commissioners and the Tallahassee City Commission. The LMS is reviewed annually and is updated on a five-year cycle, or more frequently as needed following a disaster. Following Hurricanes Hermine and Irma, for example, the LMS was

## **Section 2.0 Planning, Training, and Community Preparedness Efforts**

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updated to include specific findings and recommendations related to mitigation initiatives contained in the respective After-Action Reports.

The LMS is a joint product of the participating local governments and represents a comprehensive set of goals, initiatives, programs, and capital projects intended to reduce risks for the citizens of both unincorporated and incorporated areas of Leon County. The LMS does so by:

- Identifying hazards to which the County is vulnerable, such as hurricanes, tornadoes, floods, fires, and hazardous materials releases;
- Determining where the community is most vulnerable to these hazards;
- Assessing the facilities and structures that are most vulnerable to hazards;
- Preparing a prioritized list of mitigation projects to take advantage of available funding;
- Identifying funding sources for the mitigation projects; and
- Making hazard awareness and education a community goal.

Since its development, the LMS has been a critically important element of local planning efforts to continuously reduce risk to Leon County citizens and their property from the effects of hazards. The LMS identifies specific strategies and initiatives to mitigate risks associated with disasters and emergency events. As an example, one initiative included in the LMS was the construction of a joint EOC, which was completed in 2013 and has significantly enhanced the County's ability to effectively respond to emergencies. Additionally, the LMS is an important tool in identifying mitigation projects that may be suitable for various hazard mitigation grant opportunities funded by FEMA and administered by the Florida Division of Emergency Management. FEMA requires state, tribal, and local governments to develop and adopt hazard mitigation plans, such as the Tallahassee-Leon County LMS, as a condition for receiving certain types of non-emergency disaster assistance, including funding for mitigation projects.

Similar to Hurricane Irma in 2017, efforts during Michael specifically were enhanced by the continued implementation and evolution of the LMS – for example, the LMS provides for the development of an emergency notification system for all hazards (discussed in Section 4.2 of this report), continuous identification of training opportunities for emergency responders (Section 2.2), and provision of community-based emergency shelters throughout the County (Section 4.4), among many other mitigation initiatives.

The LMS is scheduled for a comprehensive update in 2020. It is expected that the update process will take approximately one year to complete and will require LMS Committee members, local officials, and community members to actively participate in the update process by reevaluating the LMS and providing new information as appropriate.

## Section 2.0 Planning, Training, and Community Preparedness Efforts

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**Finding #3: The Tallahassee-Leon County Local Mitigation Strategy LMS is an important tool in identifying mitigation projects that may be suitable for various hazard mitigation grant opportunities and is scheduled for a comprehensive update in 2020.**

Recommendation 3.1: Engage each work area in Leon County government to review the hazard mitigation initiatives currently included in the plan and identify any new initiatives to consider including in the 2020 LMS update.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Tallahassee-Leon County Planning Department*

### 2.1.3 Post-Disaster Redevelopment Plan and Disaster Housing Strategy

Leon County, in collaboration with the City of Tallahassee, developed the Leon County Post-Disaster Redevelopment Plan (PDRP) in 2012 to provide a framework to guide decisions for intermediate and long-term recovery and mitigation after a major disaster. The PDRP is coordinated with the Leon County Comprehensive Emergency Management Plan, the Tallahassee-Leon County Mitigation Strategy, and other relevant planning documents.

The Leon County Disaster Housing Strategy was developed in 2012 as part of the Post-Disaster Redevelopment Plan process. This document identifies roles and responsibilities of local government for interim housing as needed after a disaster and describes the roles of state and federal government for long-term housing assistance. This strategy details a framework for providing safe, sanitary, functional and accessible temporary housing options for displaced residents in order to expedite long-term community recovery.

The scope of the PDRP and Disaster Housing Strategy is primarily concerned with incidents involving extensive long-term redevelopment efforts. These are intended to be countywide, multi-jurisdictional plans providing for coordinated long-term recovery and redevelopment implementation across jurisdictional boundaries. The focus of these plans extends beyond the scope of traditional emergency management activities and federal disaster programs, especially in the case of a major or catastrophic disaster.

### 2.1.4 Debris Management Plan

Leon County maintains a Debris Management Plan that prescribes actions to be taken toward restoring public services and ensuring public health and safety following a disaster. The plan was developed in 2008 from lessons learned during severe weather events including Bonnie/Charley (2004), Frances (2004), Ivan (2004), Jeanne (2004), Dennis (2005), Fay (2008), and most recently updated in 2017. Consistent with Leon County Ordinance No. 10-18 regarding the removal and management of disaster-generated debris, the plan provides for the prioritization of roads to be cleared to allow access to critical facilities immediately following a storm, activation of debris removal and monitoring contractors, establishment of debris management sites, removal of debris along private roads, and public information efforts.

The most recent update to the Debris Management Plan included several modifications to address findings and recommendations identified in the Hurricane Hermine After-Action Report. Notable updates to the plan recommended in the Hurricane Hermine After-Action Report included:

## **Section 2.0 Planning, Training, and Community Preparedness Efforts**

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- Coordination with Leon County Schools to identify debris removal needs for roads, sidewalks, and bus stops in the vicinity of schools prior to reopening of schools;
- Submitting a pre-approval request to FEMA prior to the start of debris pickup to address uncertainty regarding FEMA's willingness to fully reimburse the County for private road debris removal; and
- Formalizing coordination with utility providers for assistance with downed trees entangled in electric lines.

In accordance with County Ordinance 10-18, the County Administrator determined on October 11, 2018 (prior to Hurricane Michael's impacts reaching Leon County) that the removal of disaster-generated debris accumulated within Leon County would be necessary in order to remove or reduce threats to life, public health, and safety; to eliminate immediate threats of significant damage to County property or facilities; or to ensure economic recovery of the affected community to the benefit of the community at large. Upon making this determination, the County Administrator immediately implemented the County's Debris Management Plan, which directed staff to initiate actions to remove debris from County-owned property and rights-of-way. This included mobilizing Leon County Public Works crews to collect yard debris before the storm, issuing emergency public information advising citizens to trim tree limbs and secure waste collection bins, and activating the County's contracted debris monitoring and collection contractors to pick up storm debris as quickly as possible after the storm passed. These and other activities taken by Leon County and its partner agencies are described in full detail in Section 4 of this report.

FEMA encourages state and local governments to take a proactive approach to coordinating and managing debris removal operations as part of their overall emergency management plan, which includes having pre-event debris contracts. The utilization of debris removal and monitoring contractors during Hurricane Michael is described in detail in Section 4.14.1 of this report, and information regarding FEMA's cost-sharing program for debris removal within federally declared disaster areas is provided in Section 4.17.1. When a disaster generates large amounts of debris that exceeds the capabilities of County staff and resources, debris removal contractors will assist with debris removal operations. Monitoring debris removal operations involves constant observation and documentation of debris removal work performed from the point of debris collection to final disposal. Debris monitoring documentation is critical to verify that debris operations are eligible for FEMA reimbursement, costs are reasonable, contract and procurement processes are appropriate, quantification of the debris is accurate, and the tracking of the debris to its final disposition is recorded and in compliance with all regulatory requirements.

In 2006 and 2011, the County and City of Tallahassee jointly selected debris removal vendors and a debris monitor. That process entailed the City issuing an RFP for debris removal services; the County issuing an RFP for debris monitoring services; and a joint County/City committee reviewing all submittals for recommendations to their respective Commissions. This resulted in the County and City executing separate agreements for the services yet utilizing the same vendors to reduce confusion and boundary issues during post-storm recovery. This approach proved to be successful

## **Section 2.0 Planning, Training, and Community Preparedness Efforts**

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during the previous two contract terms, resulting in staff continuing this practice as the current debris removal and debris monitoring contracts were set to expire on May 31, 2017 and July 31, 2017, respectively.

Immediately following the recovery from Hurricane Hermine in 2016, staff from County and City Public Works began reviewing debris contracts for potential modifications needed prior to the issuance of a new Request for Proposal for debris removal and monitoring services. Additionally, the County's disaster recovery services consultant reviewed the proposal documents to ensure compliance with FEMA and other industry standards. As such, a number of enhancements were identified in the release of the new Request for Proposal in February 2017 including, but not limited to, the following:

- Requiring the Debris Monitoring Contractor to provide an electronic automated debris management system that creates load tickets electronically, eliminating the need for hand-written and scanned tickets, significantly reducing the amount of time and resources required for reconciliation with the debris removal contractor;
- Requiring the contractors to conduct a joint planning and training exercise prior to the start of hurricane season;
- Requiring contractors to de-bag and pick up debris in containers; and
- Requiring contractors to mobilize to the County within 72 hours of a notice to proceed

The County entered into five-year contracts with three debris removal firms and two debris monitoring firms on May 30, 2017. Two of the debris removal firms (Ashbritt and Ceres Environmental) and Thompson Consulting Services (for debris monitoring) were activated for recovery efforts during Hurricane Michael. A thorough summary of debris removal operations in Leon County during Hurricane Irma, including findings and recommendations regarding the debris monitoring and removal process, is provided in Section 4.14.1 of this report.

### **2.2 Training for Emergency Management Response Personnel**

The training and qualification of emergency management response personnel is critical to the successful implementation of the National Incident Management System (NIMS), which is the adopted standard for incident management in Leon County, as described above. According to FEMA, NIMS training is required under Homeland Security Presidential Directive (HSPD-5) to receive federal funding, contracts, grants, training, and reimbursement of disaster recovery costs. Under the NIMS training program, personnel must attend training based on their response role and the degree of incident complexity those personnel will likely face. Although each personnel role in an emergency response has different position-specific training requirements, each responder generally is required to take a core group of between two and seven training courses.

Leon County staff across the entirety of the organization are thoroughly trained in their role as response personnel during emergencies. There is a continual need, common among all local governments, to identify and provide training opportunities for new staff members who join the organization. To meet this need, LCEM hosts a variety of training and exercise opportunities throughout the year, including workshops, seminars, mock EOC activation exercises, and drills.



## Section 2.0 Planning, Training, and Community Preparedness Efforts

LCEM maintains a Multi-Year Training and Exercise Plan (MYTEP) that includes these activities. The MYTEP serves as a roadmap to accomplishing emergency preparedness and training goals and enhancing community preparedness through a proposed schedule of training and exercises. Additionally, the Hurricane Hermine and Hurricane Irma After-Action Reports included recommendations to continue to identify NIMS training needs for new and existing County staff and provide the appropriate training opportunities to remain current with updates to NIMS and the Incident Command System (ICS) as well as natural turnover in the workforce. Accordingly, LCEM has significantly enhanced the training opportunities and NIMS course offerings available to County and partner agency staff at the Public Safety Complex in recent years. This includes a hurricane tabletop exercise conducted in at the beginning of the hurricane season in June 2017 as well as a full-scale shelter activation exercise conducted at the beginning of the hurricane season in June 2018, consistent with recommendations in the Hurricanes Hermine and Irma After-Action Reports.

Following is a list of training and exercise activities hosted by LCEM since the new Public Safety Complex was completed in 2013 (this list does not include the specialized training required of staff within individual County departments and other agencies):

<b><u>Activity:</u></b>	<b><u>Date:</u></b>
Hosted a coordination meeting with Leon County Office of Information Technology and Federal Bureau of Investigation	3/12/2014
Training: G-775 EOC Operations and Management Course	3/20/2014
Training: G-775 EOC Operations and Management Course	4/3/2014
Hosted the National Weather Service-Tallahassee Office's Regional Emergency Management Hurricane Training Day	5/6/2014
EOC Operations Integration Planning Meeting with City of Tallahassee	6/10/2014
Emergency Operations Center Full Activation Exercise	6/26/2014
Citizen Information Line Operator Training	6/30/2014
Citizen Information Line Operator Training	7/8/2014
Ebola Outbreak Briefing	10/10/2014
Leon County Citizen Engagement Series EOC Exercise	11/13/2014
Citizen Information Line Operator Training	3/31/2015
Hosted the Big Bend Health Care Coalition Regional Hurricane Exercise	4/22/2015
Citizen Information Line Operator Training	4/29/2015
Training: MGT-412 Sports and Special Event Evacuation Training and Exercise	5/5/2015
Citizen Information Line Operator Training	5/7/2015
EOC Operations Orientation Meeting	6/3/2015
Training: MGT-318 Public Information in an All-Hazards Incident	6/16/2015
Training: MGT-404 Sports and Special Events Incident Management	7/21/2015
EOC Emergency Support Functions Hurricane Table Top Exercise	2/19/2016
Training: L-926 All-Hazards ICS Planning Section Chief	4/4/2016
Hosted USFA All Hazards Incident Management Team Course	4/11/2016
Leon County Citizen Engagement Series EOC Exercise	5/17/2016
Leon County Sheriff's Office Special Operations Division hurricane planning meeting	6/23/2016
Training: G-202 Debris Management	6/29/2016



## Section 2.0 Planning, Training, and Community Preparedness Efforts

Training: FL-604 Procurement Disaster Assistance	6/30/2016
Citizen Information Line Operator Training	7/15/2016
Hosted a Zika response coordination meeting with the Florida Department of Health	8/12/2016
Citizen Information Line Operator Training	9/3/2016
Training: G-300 Intermediate Incident Command System for Expanding Incidents	11/29/2016
Training: G-386 Mass Fatalities Incident Response	1/12/2017
Training: G-300 Intermediate Incident Command System for Expanding Incidents	1/17/2017
Training: PER-335 critical Decision Making for Complex Coordinated Attacks	2/2/2017
Training: G-358 Evacuation and Re-Entry Planning	3/29/2017
Training: G-400 Advanced Incident Command System Command & General Staff: Complex Incidents	4/25/2017
Training: G-191 ICS/EOC Interface	4/27/2017
"Community Coordination: After-Action, In Action" Hurricane Tabletop Exercise	6/8/2017
Citizens Information Line Operator Training	6/23/2017
Training: AWR-136 Essentials of Community Cyber Security	6/27/2017
Damage Assessment Team Training	7/7/2017
Training: G-300 Intermediate Incident Command System for Expanding Incidents	7/26/2017
Citizen Information Line Operator Training	5/10/2018
Citizen Information Line Operator Training	5/24/2018
Animal Shelter Training	5/24/2018
Citizen Information Line Operator Training	5/31/2018
Animal Shelter Training	6/6/2018
Full-Scale Shelter Activation Exercise for Leon County Schools and the American Red Cross	6/14/2018
Training: G-400 Advanced Incident Command System Command & General Staff: Complex Incidents	6/25/2018
Training: G-300 Intermediate Incident Command System for Expanding Incidents	7/17/2018
Training: L-956 NIMS ICS All-Hazards Liaison Officer	8/18/2018
Training: L-146 Homeland Security Exercised and Evaluation Program Training Course	9/18/2018
Training: G-300 Intermediate Incident Command System for Expanding Incidents	9/24/2018
WebEOC Training	Ongoing

**Finding #4: Enhanced training opportunities hosted at the Public Safety Complex, as recommended in the Hurricanes Hermine and Irma After-Action Reports, were useful in keeping County and partner agency staff prepared and ready to respond to Hurricane Michael. There exists a continual need to identify and provide emergency management training opportunities for response and recovery personnel throughout the community.**

Recommendation 4.1: Continue to identify NIMS training needs for new and existing County staff as well as personnel from partner agencies and provide training opportunities to meet these needs.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Human Resources*

## Section 2.0 Planning, Training, and Community Preparedness Efforts

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### 2.3 Leon County Reserve Policy

In response to the after-effects of Tropical Storm Fay in 2008, the Board approved the creation of the Catastrophe Reserve Fund (Policy No. 07-2, “Reserves,” included in Appendix C to this report). The fund was created to allow access to emergency funds needed in case of a declared local state of emergency. Policy 07-2 requires the County to maintain unrestricted emergency reserves between 3% and 8% of the General Fund/Fine and Forfeiture Fund budget, and to maintain the Catastrophe Reserve at 2%.

The Catastrophe Reserve Fund allows cash flow for expenses related to the disaster. Funds can be used in support of staff overtime, equipment, contractual support (i.e. debris removal) and materials or supplies in the event of a natural disaster. In addition, funds may also be used to pay for solid waste, building permit, and growth management fees for eligible residents for the purpose of home restoration or reconstruction. As discussed in Section 4.17.1 regarding FEMA’s Public Assistance grant program, during the October 23, 2018 Leon County Board of County Commissioners meeting, the Board established Catastrophe Reserve funding at \$5.5 million, or 3.7% of the General/Fine and Forfeiture Fund appropriations for FY 2019. Pursuant to the County’s reserve policy, through the carry forward process, the Catastrophe Reserve funds are normally appropriated at a level of 2% of the total appropriations of the General/Fine and Forfeiture Fund, or \$3,001,619. The additional reserves appropriated by the Board allowed immediate access to funds to assist with restoring the community to pre-catastrophe levels, prior to assistance and reimbursements being available from the Federal Emergency Management Administration (FEMA).

In addition, as discussed earlier in Section 1.5.1, the 2016 Hurricane Hermine After-Action Report included a recommendation to return Leon County Emergency Management (LCEM) under the County organization on a year-round basis, ensuring the highest level of coordination with other departments and divisions of Leon County government throughout the year. This realignment has enabled LCEM to work more closely with the Leon County Office of Management and Budget and other County departments to ensure that all documentation policies and procedures are being followed throughout an incident for the purposes of reimbursement of eligible storm-related expenses from the Federal Emergency Management Agency (FEMA).

**Finding #5: As demonstrated by three consecutive years of hurricane damage by Hurricanes Hermine, Irma, and Michael, Leon County’s practice of maintaining designated emergency reserves continues to be beneficial to ensure the vital availability of funds for disaster-related expenses.**

Recommendation 5.1: Continue to maintain unrestricted emergency reserves in the General Fund/Fine and Forfeiture Fund budget and maintain the Catastrophe Reserve as specified in Policy No. 07-2.

*Lead Agencies: Leon County Office of Financial Stewardship*

*Support Agencies: Leon County Administration*

### 2.4 Community Preparedness

Individuals, families, and households play an important role in a community’s overall emergency preparedness and response to disasters. By reducing hazards in and around homes through efforts such as raising utilities above flood level or securing unanchored objects against the threat of high winds, individuals reduce potential emergency response requirements. As a basic rule, emergency managers at the local, state, and federal levels encourage individuals, families,

## Section 2.0 Planning, Training, and Community Preparedness Efforts

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and households to prepare emergency supply kits and emergency plans so they can take care of themselves and their neighbors until assistance arrives.

In January 2017, the Board approved the return of the day-to-day oversight of Leon County Emergency Management under the Board, reporting to the County Administrator. Upon returning Emergency Management to Leon County, the County Administrator aligned Emergency Management with Community and Media Relations to further enhance communication and coordination with citizens, County personnel, and partner agencies throughout all phases of a disaster. The aligned and optimized function now called Community Relations and Resilience focuses on informing and preparing the public, building resilience throughout the community, and coordinating a multi-agency response to any disaster or hazard. The newly aligned Community Relations and Resilience function combines public information and emergency management expertise in order to enhance year-round readiness, response, and recovery efforts. To further strengthen Leon County for Hurricane Michael, staff coordinated several community engagement events, public information campaigns, and media partner engagement, resulting in Leon County's message being seen, heard, and read nearly 3 million times. These efforts are described in detail in Section 4.3 of this report.

Every community is exposed to some level of risk from hazards. Natural disasters cannot be avoided, but their potential effects can be effectively reduced through proper planning. Personal preparedness is the first and most effective intervention to reduce the impact of disasters. Leon County works throughout the year to provide opportunities for citizens to prepare for natural disasters. These opportunities are discussed in the following sections of this report.

**Finding #6: As a result of lessons learned from Hurricanes Hermine and Irma, Leon County has made significant enhancements to help our community become better prepared for and resilient to disasters.**

Recommendation 6.1: Continue to distribute and promote the annual Disaster Survival Guide; host public events to educate citizens about the importance of disaster preparedness; and promote the Citizens Connect mobile app as the primary source of timely, accurate, and vetted emergency information during future emergencies.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Community and Media Relations*

### 2.4.1 Strengthening Community Resilience

Leading a disaster-resilient community is a year-round commitment for Leon County. The more resilient a community is, the better it is able to prepare for, respond to, and recover from disasters and unanticipated crises. Hurricanes Hermine and Irma provided the County with opportunities to strengthen our community's resilience. Accordingly, the After-Action Reports following those incidents included several findings and recommendations for targeted improvements – internal organizational improvements as well as citizen-focused public initiatives – to continuously improve Leon County's ability to respond to and recover from future disasters.

This commitment to learning and building community resilience led to Leon County being designated the nation's first #HurricaneStrong community in March 2018. Awarded by the Federal Alliance for Safe Homes (FLASH) and the Federal Emergency Management Agency (FEMA), #HurricaneStrong recognizes our entire community and

## Section 2.0 Planning, Training, and Community Preparedness Efforts

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all the efforts of our neighborhoods, partners, and citizens to be a model of resilience for the entire nation. The #HurricaneStrong initiative is designed to increase public safety and reduce economic losses by motivating individuals and families to undertake hurricane preparedness and mitigation activities. The public messaging is delivered through signature national efforts, including the White House observance of National Hurricane Preparedness Week, the NOAA/National Hurricane Center Hurricane Awareness Tour, and FEMA's National Preparedness Month. The messaging is reinforced by traditional and social media as well as dozens of community and corporate special events, expositions, employee trainings, and home improvement store workshops.

Under the #HurricaneStrong designation, the County has fulfilled the following initiatives, deliverables, and action items over the past year:

**Community Events:** Leon County, in partnership with other local agencies, hosted the following community events which featured and reinforced the #HurricaneStrong brand and mission to further ensure citizens are following national best practices for awareness, leading to a community better prepared to respond to and recover from disaster:

- Springtime Tallahassee Festival and Parade - April 7, 2018
- Ready Business Workshop - April 26, 2018
- Leon County Home Expo - April 28, 2018
- Hurricane Awareness Tour Webinar May 9, 2018
- Disaster Preparedness Citizen Engagement Series - May 23, 2018
- Hurricane Season Kickoff Press Conference - June 1, 2018
- Build Your Bucket - June 2, 2018
- Neighborhood of the Year - June 18, 2018
- Leon County Library Disaster Preparedness Display - Summer 2018

**Local #HurricaneStrong Public Information Campaign:** In support of Leon County's long-standing commitment to building resilience and increasing public awareness, the County provided the following in-kind support and promotion of the #HurricaneStrong initiative:

- Issued the news release announcing the #HurricaneStrong designation to over 30,000 local subscribers
- Incorporated the #HurricaneStrong brand identity into the Leon County Citizens Connect mobile application and the Leon County 2018 Disaster Survival Guide
- Featured the #HurricaneStrong brand identify on various Leon County resources and public information tools including the Leon County website, 24-hour public access television station, and the Leon County Emergency Information Portal
- Featured #HurricaneStrong through the Leon County LINK, a recurring monthly full-page publication, in the *Tallahassee Democrat* and Capital Outlook and through email blasts reaching more than 50,000 recipients
- Promoted #HurricaneStrong on local radio stations through the Adams Radio Group, WFSU, and Cumulus Radio
- Distribution of #HurricaneStrong branded material to all Leon County libraries, parks and recreation facilities, and general gathering sites throughout the community

## Section 2.0 Planning, Training, and Community Preparedness Efforts

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- Designed and deployed digital billboards across Leon County that featured the #HurricaneStrong brand identity
- Featured #HurricaneStrong as part of the 2018 hurricane season kickoff in a robust social media campaign across the County's various platforms (Facebook, Twitter, Instagram, LinkedIn, Pinterest, etc.)

While Leon County is proud to be #HurricaneStrong, it is not a one-time designation; rather, the designation represents a commitment to continually growing stronger and better in the face of disaster. With the #HurricaneStrong designation, Leon County will continue to reflect on the hard work we have done and the new opportunities we can leverage.

### 2.4.2 Disaster Survival Guide

Each year, Leon County partners with the Capital Area Chapter of the American Red Cross to create an annual Disaster Survival Guide. The guide is presented each year at a major news conference at the beginning of hurricane season; in 2018, this press conference was held on June 1. The Disaster Survival Guide provides essential information, applicable on a regional basis, regarding natural disaster preparedness, evacuation tips, and extensive information about the impacts of hurricanes. The 2018 Disaster Survival Guide is included in this report as Appendix D.

In 2017, reflecting recommendations included in the Hurricane Hermine After-Action Report, the Disaster Survival Guide was revised and refocused to be more intuitive, more informative, and to feature additional resources and assistance available from community partners. Hard copies of the Disaster Survival Guide are distributed in the *Tallahassee Democrat*, the Capital Outlook, and are available at the Red Cross office, libraries, the Leon County Courthouse, community centers, City facilities, and local businesses. Red Cross volunteers also distribute the Disaster Survival Guide at community events and neighborhood meetings throughout the year. Leon County staff also distribute the guide at various events such as the Council of Neighborhood Associations Neighborhood of the Year Awards and the annual Build Your Bucket event, described in the following section. The guide is also available for download from the Leon County Emergency Information Portal as well as Leon County's community preparedness website, [www.haveahurricaneplan.com](http://www.haveahurricaneplan.com).

Today, the Leon County community is better informed and prepared for natural disasters as a direct result of lessons learned from Hermine, as evidenced by the exponential growth in demand for the Disaster Survival Guide. In 2018, more than 80,000 copies of the Disaster Survival Guide were distributed throughout the Big Bend Region – an increase of approximately 20,000 from previous years. In addition, from June 1 to November 30, 2018 the Disaster Survival Guide was downloaded 2,337 times.

### 2.4.3 “Build Your Bucket” Event

Leon County launched the “Build Your Bucket” initiative in 2015. Every year at the beginning of the hurricane season, the Build Your Bucket event is held to highlight the importance of having a disaster plan and kit. Now the area's largest single day promoting disaster preparedness, Build Your Bucket encourages attendees to develop a disaster plan and assemble supplies in order to safely shelter in place following any emergency or hazard.

## **Section 2.0 Planning, Training, and Community Preparedness Efforts**

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This year's event was held on June 2, 2018 in coordination with more than 40 community partners including the City of Tallahassee, the Capital Area Chapter of the American Red Cross, the Salvation Army and others. Over 2,000 citizens participated in the 2018 Build Your Bucket event, a substantial increase in attendance for the event in prior years, which was attended by approximately 1,500 citizens in 2017 and 250 citizens in 2016. Now the region's largest disaster preparedness event, the growth in attendance shows that community members recognize the event as critical to the disaster preparedness process. At this event, citizens assemble their own disaster supply buckets while learning readiness tips on how to further prepare for a disaster. The first 500 households in attendance received a five-gallon bucket including critical starter supplies such as batteries, first aid kits, and flashlights. In addition, emergency first responders attend the event to answer questions and provide additional insight regarding emergency preparedness to citizens.

### **2.4.4 Citizen Engagement Series Events**

Leon County has hosted four Citizen Engagement Series events in recent years focused on the topic of public safety. These sessions were held at the Public Safety Complex in 2014, 2016, 2017, and 2018 and featured Leon County EMS, the Consolidated Dispatch Agency, and Leon County Emergency Management. Approximately 250 citizens have participated in these events to learn about the operations and services provided by Leon County to deliver high-quality public safety services to the community.

The most recent in this series of events, hosted prior to the start of the 2018 hurricane season, was titled "Prepared Now. When Disaster Strikes, it's Too Late to Plan." Building on the successful program in 2017, the event featured hands-on exercises and best practices from national, state, and local partners related to disaster preparedness and resilience. Citizens had the opportunity to learn about how the Emergency Operations Center functions during a disaster, the resources available through the County's Citizens Connect App, how to best prepare their home and family for an emergency, and the various resources and volunteer opportunities available during and after a disaster. To prepare the community before the next hurricane season begins, the event will be hosted again in May 2019.

### **2.4.5 Business Community**

Building upon Leon County's designation as a #HurricaneStrong community by the Federal Alliance for Safe Housing (as discussed in Section 2.4.1 above), the County hosted a Ready Business Hurricane Preparedness Workshop on April 26, 2018 at the Leon County Public Safety Complex. This event, hosted free of charge for all businesses throughout the County, was sponsored by Leon County, FLASH, and FEMA. The workshop provided tools and information to help businesses develop or refine their plan to keep their doors open after a disaster.

The workshop focused on four core topics:

- Identifying Your Risk: Business continuity, disaster response, and the cost/benefit of preparing for hurricanes and other business interruptions
- Developing a Plan: Preparedness and mitigation actions needed to ensure safety and business continuity; assessments and planning for retrofit projects
- Taking Action: Performing preparedness and mitigation activities using the Ready Business model.



## **Section 2.0 Planning, Training, and Community Preparedness Efforts**

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- Being Recognized and Inspiring Others: Recognition certificate, window cling, and web badge to let customers and staff know that you are a Ready Business.

The agencies and departments that presented at the Ready Business Hurricane Preparedness Workshop included FLASH, the Tallahassee-Leon County Department of PLACE, the Florida Small Business Development Center, Florida Division of Emergency Management, FEMA, the National Weather Service, Leon County Emergency Management, and Disaster Resistant Business.

### **2.4.6 Citizens Connect Mobile App**

In the County's after-action review following Hurricane Hermine in 2016, staff found that many citizens relied on mobile devices for emergency communications and identified opportunities to strengthen the County's ability to communicate with the public via mobile devices. As a result, the County enhanced its existing Citizens Connect mobile app to integrate information posted to the Emergency Information Portal, including the ability to send emergency information directly to app users. The mobile app was re-launched prior to the start of the 2017 hurricane season, providing citizens with a single source of emergency information verified by public safety agencies, emergency management professionals, and crews in the field. The app is available for iPhone and Android devices and provides citizens with up-to-the-minute emergency information for the following:

- Critical updates: provides citizens with the most important community updates such as comfort stations, points of distributions, and price gouging alerts
- Storm debris management: provides citizens with information following a disaster related to debris collection and removal
- Road closings: provides citizens with information related to storm-related road closures in real time from crews in the field
- Sandbag locations: provides locations, addresses, maps of sandbag distribution sites
- Power outages: provides information on power outages for the City of Tallahassee and Talquin Electric
- Evacuations: provides a map of evacuation routes in Leon County and other related real-time updates

The mobile app has significantly strengthened the County's ability to communicate with citizens during emergencies, as evidenced by the widespread utilization of the app during the 2017 and 2018 hurricane seasons. Immediately prior to and during the storm, County staff heavily promoted the app through television, radio, billboards, print media, the Leon County website and other platforms. As a result, more than 1,400 people have downloaded the app since October 9, 2018 bringing the total to nearly 17,500 users receiving push notifications with critical updates and more than 116,000 page views.

### **2.4.7 City and Talquin Electric Tree Trimming and Power Line Maintenance**

The City of Tallahassee maintains tree trimming and pruning guidelines for electric line clearance. The City utilizes its staff and contracted work crews to trim and prune trees away from electric lines. The City's entire electric grid is maintained on an 18-month cycle. As reflected in the Hurricane Hermine After-Action Report, the City adopted a pilot program in 2014 to address areas with a higher than normal level of tree-related



## **Section 2.0 Planning, Training, and Community Preparedness Efforts**

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power outages. Under the pilot program, the City increased the clearance between trees and distribution circuits from 4'-6' to 10'-12'. In general, most electric utilities use a standard of 8'-12' clearance from the distribution circuit wires and attempt to remove any limbs that are above the wires. The City established its current distribution vegetation management program in 1977 based on recommendations from a citizen's committee for a trimming distance of 4'-6' from the wire in all directions for main circuits and branches. This can result in tree limbs remaining above the wire. If these limbs fall and contact the wire, they can and often do cause outages.

Following Hurricane Hermine, the City Commission approved the expansion of this pilot program to the City's entire electric grid. The City is currently transitioning from the current 4'-6' trim distance to ultimately maintain a trim distance of 8'-12' from all City power lines, with removal of as much vegetative material as possible above the wires. City staff analyzed outage data in the pilot areas completed to date and concluded that there is a clear demonstration of reduced outage impacts from increasing the line clearances on the distribution system. This work will be done in two phases – the current phase, which began in October 2017, is expanding clearance to 5'-9' system-wide over the first 18 months. The second phase will increase the clearance to 8'-12' over the subsequent 18 months.

In addition to the City's tree trimming and vegetation management program, City customers can also request that a tree be trimmed if it is threatening the power line. Any City Utilities customer can request that the City evaluate trees on private property for removal that may be of hazard to overhead power lines. The City's certified arborist, in consultation with the property owner, will make a determination on the potential impact to utility lines. If a determination is made that the tree needs to be removed, the City will pay for and perform the tree removal and grind stumps from trees removed by the City to six inches below the ground surface at no cost to the property owner. The City offers to provide a seven-gallon tree to any property owner as a replacement for a tree that has been removed.

Talquin Electric offers a program similar to the City to evaluate trees on private property that may be of hazard to overhead power lines. Upon determination by Talquin staff that a tree needs to be removed, Talquin will remove the tree at no cost to the property owner. Talquin has arranged for customers who have trees removed on their property to receive a voucher for a replacement from Tallahassee Nurseries.

Talquin Electric also conducts vegetation management activities. Talquin is recognized by the Arbor Day Foundation as a Tree Line USA utility for best management practices in utility arboriculture. Talquin is permitted by Leon County to perform the necessary trimming, pruning, or removal of trees to provide 15' of clearance on each side of a utility pole and to remove overhanging limbs no higher than 15' above primary wires. However, Talquin appraises each potential problem tree situation on a case-by-case basis and may remove trees on private property that are farther than 15' away from the power lines, in consultation with the property owner, if they provide a potential hazard to lines and equipment. Prior to removing trees on private property or along roadways, staff from Leon County's Department of Development Support and Environmental Management (DSEM) will verify that the tree meets the standards for removal and that the property owner has signed an affidavit granting Talquin permission to remove the tree.

## Section 3.0 Overview of Hurricane Michael and its Impacts

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### 3.0 Overview of Hurricane Michael and its Impacts

Hurricane Michael was the thirteenth named storm, seventh hurricane, and the second major hurricane of the 2018 Atlantic hurricane season. Michael was the third-most intense hurricane ever to make landfall in the continental United States and the single-most intense to impact the Florida Panhandle in recorded history. The storm inflicted widespread catastrophic damage throughout the Panhandle and Big Bend area which spread well inland as Michael remained at hurricane strength into southwest Georgia and presented tropical storm-force gusts as far north as Atlanta. The following sections of this report discuss the path of Hurricane Michael, its associated weather impacts, and damage caused by the storm within Leon County.

#### 3.1 Michael's Path and Development

Leon County Emergency Management (LCEM) began tracking Hurricane Michael on October 2, 2018 as a broad low-pressure area that formed in the southwestern Caribbean Sea. Michael became a tropical depression on October 7 and strengthened quickly, intensifying into a hurricane on October 8 and a major hurricane on October 9. Forecasted to continue strengthening until landfall, Hurricane Michael reached the Northeastern Gulf Coast near Mexico Beach on October 10 as a high as a high-end Category 4 hurricane with maximum sustained wind speed of 155 mph and a minimum pressure of 919 mb. The rapid and continuous intensification of Michael presented destructive winds that remained at hurricane strength across northwest Florida and into southwest Georgia. Staff at the Emergency Operations Center closely monitored weather stations throughout the County during the storm to ensure the safety of County and City first responders and Public Works personnel who continued working until weather conditions became too dangerous.

Leon County experienced tropical storm-force wind gusts for a prolonged period of approximately 12 hours. The gauge at the Tallahassee International Airport recorded a maximum of 47 mph sustained winds with a peak gust of 71 mph; however, due to the intensity of the storm, many of the weather gauges in Leon County and throughout the affected area were knocked out. Accordingly, areas further west in Leon County likely received significantly higher winds. Average rainfall throughout Leon County from Hurricane Michael totaled approximately 2.5" to 3".

By comparison, the following table illustrates wind impacts in Leon County during Hurricanes Hermine and Irma in 2016 and 2017, respectively:

	<b>Hurricane Hermine (2016)</b>	<b>Hurricane Irma (2017)</b>	<b>Hurricane Michael (2018)</b>
Max. Gust	64 mph	54 mph	71 mph
Max. Sustained Winds	46 mph	43 mph	47 mph
TS-Force Wind Duration	4 hours	7.5 hours	12 hours

Hurricane Michael weakened to a tropical storm in central Georgia early on October 11 sustaining tropical-storm force winds across North and South Carolina, and further into a post-tropical cyclone while moving off the coast of Virginia on October 12.

## **Section 3.0 Overview of Hurricane Michael and its Impacts**

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### **3.2 Declared States of Emergency**

On October 7, Governor Rick Scott issued a State of Emergency in anticipation of Tropical Storm Michael (which would later become Hurricane Michael) for 26 counties including Leon County. The State of Emergency was subsequently expanded on October 8 to include nine additional counties and was extended for an additional 60 days on December 5, 2018 for Okaloosa, Walton, Holmes, Washington, Bay, Jackson, Calhoun, Gulf, Gadsden, Liberty, Franklin, Leon, Wakulla, and Jefferson Counties.

The Chairman of the Leon County Board of County Commissioners issued a Local State of Emergency for a seven-day period beginning on October 8 in anticipation of storm-related impacts from Hurricane Michael. The Local State of Emergency was subsequently extended for additional seven-day periods on October 15 and October 22. At the October 23 meeting, the Board authorized the Chairman to extend the Declared Local State of Emergency in 7-day increments as needed. On October 29, the County Administrator coordinated with the Chairman and determined that the Local State of Emergency was no longer needed, and the declaration was allowed to expire. Recovery operations, such as debris removal, continued for several weeks thereafter.

Under a Local State of Emergency, pursuant to Section, 252.38 Florida Statutes, procedures and formalities otherwise required of local governments are waived until such time that the declaration expires. This provides the County the authority to take emergency measures including, but not limited to, the use or distribution of any supplies, equipment, materials, and facilities assembled or arranged to be made available pursuant to the County's disaster emergency plans. The two extensions of the Local State of Emergency allowed for continued administration of debris removal operations, utilization of the County's Catastrophe Reserve funds, and to take any emergency measures needed to protect citizens immediately following the storm.

### **3.3 Preparations at the Leon County Emergency Operations Center**

As illustrated in the Leon County CEMP, Leon County Emergency Management (LCEM) uses conference calls to exchange information between County, City, and other emergency response partners before, during, and after emergency situations. The CEMP provides for LCEM to initiate these conference calls when the state of Florida falls within the National Hurricane Center's 5-day error cone of a tropical cyclone. This protocol was enhanced pursuant to a recommendation in the Hurricane Hermine After-Action Report to provide more time to coordinate with Leon County departments and partner agencies. LCEM began conducting conference calls on October 7 as provided in the CEMP. LCEM conducted 12 conference calls throughout the Hurricane Michael incident to share information related to the storm and to coordinate a planned response. From October 8 to October 12, conference calls were held twice daily at 10:30 a.m. and 4:30 p.m.

The decision to activate the Leon County EOC was made on October 7 begin to coordinate the preparedness, response, and recovery efforts of our local emergency management partner agencies in anticipation of potential impacts from Hurricane Michael. The EOC was activated from October 8 to October 15 for a total of 194 hours during the incident, including a stretch of 182 consecutive hours during the peak of the incident. "Full activation," with all partner agencies represented in the EOC on day and night shifts around the clock, was in place from October 8 through October 13. By comparison, the EOC was activated for 160 hours during

## Section 3.0 Overview of Hurricane Michael and its Impacts

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Hurricane Irma and 130 hours during Hurricane Hermine. During Michael, approximately 120 personnel per day were stationed at the EOC, with hundreds more Leon County and partner agency staff and volunteers working in the field. Over 530 Leon County staff from 20 departments and divisions of Leon County government participated in response and recovery activities, as described in greater detail in Section 4.1 of this report. The following 58 entities were represented in the Leon County EOC, illustrating the extent of coordination among local agencies involved in the response and recovery efforts:

- Leon County Emergency Management
- Leon County Administration
- Leon County Public Works
- Leon County Emergency Medical Services
- Leon County Animal Control
- Leon County Community and Media Relations
- Leon County Volunteer Services
- Leon County Human Services & Community Partnerships
- Leon County Office of Resource Stewardship
- Leon County Office of Intervention & Detention Alternatives
- Leon County Office of Financial Stewardship
- Leon County Development Support and Environmental Management
- Leon County Office of Library Services
- Leon County Division of Tourism
- Leon County Office of Information Technology
- Leon County Human Resources
- Leon County Sheriff's Office
- Leon County Property Appraiser
- Leon County Schools
- Talquin Electric Cooperative
- Big Bend COAD
- The Salvation Army
- American Red Cross-Capital Area Chapter
- America's Second Harvest of the Big Bend
- Big Bend Disaster Animal Response Team
- 2-1-1 Big Bend
- Big Bend Healthcare Coalition
- Capital Regional Medical Center
- Florida State University Emergency Mgmt.
- City of Tallahassee Administration
- City of Tallahassee Communications
- Tallahassee Police Department
- Tallahassee Fire Department
- City of Tallahassee Electric Utility
- City of Tallahassee Underground Utilities & P.I.
- City of Tallahassee Comm. Beautif. & W.M.
- City of Tallahassee Customer Operations
- City of Tallahassee Technology & Innovation
- City of Tallahassee StarMetro
- City of Tallahassee Parks, Rec., and N.A.
- City of Tallahassee Real Estate Management
- City of Tallahassee Financial Services
- City of Tallahassee Human Resources & W.D.
- Tallahassee-Leon Co. Office of Economic Vitality
- Tallahassee-Leon County Planning Department
- Tallahassee-Leon County GIS
- Blueprint Intergovernmental Agency
- Consolidated Dispatch Agency
- Florida Department of Health-Leon County
- Florida Division of Emergency Management
- Florida Department of Transportation
- Florida Department of Law Enforcement
- Florida Department of Elder Affairs
- Florida Fish and Wildlife Conservation Commission
- Florida National Guard
- National Weather Service Tallahassee
- Federal Emergency Management Agency
- U.S. Coast Guard

Several personnel from Leon County and partner agencies commented during debriefing meetings following Hurricane Michael that the communication and coordination within the EOC continues to improve as a result of lessons learned from previous activations. These personnel credited the enhanced level of coordination to their greater familiarity with the EOC and personnel from other agencies activated during emergencies, lessons learned from Hurricanes

## Section 3.0 Overview of Hurricane Michael and its Impacts

Hermine and Irma, and enhanced interagency training and coordination during “blue skies” in recent years.

### 3.4 Sandbag Distribution Prior to the Storm

Anticipating a heavy rainfall event, prior to Hurricane Michael’s landfall, Leon County and the City of Tallahassee established sandbag distribution sites at eight locations throughout the County. Staging for sandbag operations began on October 8 and staff replenished materials at several locations until weather conditions began to worsen on October 9. Leon County distributed over 70,000 sandbags and the City distributed tens of thousands more. Sandbag distribution sites were established at the following locations:

- J. Lee Vause Park
- Intersection of Ranchero and Oak Ridge
- Tekesta Park in Killbuck Lakes
- Solid Waste Management Facility
- James Messer Park
- Winthrop Park

Citizen Information Line personnel received several calls for information regarding assistance for senior citizens and disabled individuals to help fill and load sandbags at distribution sites. Several staff from Public Works and the Office of Resource Stewardship were on site to assist with staffing these locations; however, the process of manually filling sandbags is slow and can result in long lines during major incidents. As reflected in the findings and recommendations below, staff identified an opportunity to build or purchase equipment to assist citizens with filling sandbags more quickly during future emergencies, such as the “sandbag tubes” shown below:



*Figure 1: Example of "sandbag tubes" that can assist with filling sandbags quickly*

Following Hurricane Michael, staff identified an opportunity to relocate the County’s J. Lee Vause sandbag operation to Fred George Park during future incidents. This relocation creates better ingress and egress for citizens and for County staff tasked with restocking the location. Additionally, because Fred George Park would be utilized as a point of distribution for bottled water and other relief supplies, relocating the sandbag operation would provide better consistency and familiarity for citizens. During the next incident involving sandbag distribution, staff will post signage at J. Lee Vause to inform citizens that Fred George Park is the new designated location in northwestern Leon County.

## Section 3.0 Overview of Hurricane Michael and its Impacts

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**Finding #7: The process of manually filling sandbags is slow and can result in long lines during major incidents. Additionally, Citizen Information Line personnel received several calls for information regarding assistance for senior citizens and disabled individuals to help fill and load sandbags at distribution sites.**

Recommendation 7.1: Evaluate building or purchasing equipment, such as “sandbag tubes,” to assist citizens with filling sandbags more quickly during future emergencies.

*Lead Agencies: Leon County Public Works*

*Support Agencies: Leon County Office of Resource Stewardship*

**Finding #8: Following Hurricane Michael, staff identified an opportunity to relocate the sandbag distribution site in northwestern Leon County to provide better ingress and egress, and to provide a single site for pre- and post-storm assistance.**

Recommendation 8.1: Relocate sandbag operations from J. Lee Vause Park to Fred George Park to provide better accessibility and centralize multiple post-storm services such as Points of Distribution.

*Lead Agencies: Leon County Public Works*

*Support Agencies: Leon County Office of Resource Stewardship*

### 3.5 Weather Impacts Associated with Hurricane Michael

On October 10, 2018, Hurricane Michael made landfall near Mexico Beach, Florida as a high-end Category 4 hurricane with maximum sustained wind speed of 155 mph and a minimum pressure of 919 mb. The storm caused widespread catastrophic damage which spread well inland as Michael remained at hurricane strength into southwest Georgia and presented tropical storm-force gusts as far north as Atlanta.

Extensive damage was reported along the storm’s path including severe storm surge which flooded coastal communities. Devastating winds associated with Hurricane Michael caused many thousands downed trees and power lines along the storm’s path, resulting in tremendous damage to homes, businesses, and infrastructure. The storm caused widespread power outages affecting approximately 135,000 City of Tallahassee and Talquin Electric Cooperative customers – 95% of all electric utility customers countywide. Additionally, the intensity of the storm necessitated widespread hurricane evacuations and emergency sheltering across the big bend region; during the event, Leon County sheltered over 1,500 citizens and approximately 200 pets, many of whom evacuated to Leon County from neighboring counties, at 6 emergency shelter locations.

Like any storm of this magnitude, Hurricane Michael presented significant challenges for short-term response operations. Section 4 of this report details the specific actions taken by Leon County and its partner agencies to overcome these challenges and effectuate a quick and thorough response.

### 3.6 School, University, and Government Office Closures

On October 8, Leon County Community and Media Relations issued a news release informing the public that Leon County Government offices and libraries would close at 12 PM on Tuesday, October 9 through Thursday, October 11 and the Tuesday, October 9, Leon County Board of County Commissioners Meeting was cancelled. The County’s news release also reminded residents that residential waste collection routes will be delayed until further notice and to stay tuned over the weekend for further updates through the Emergency Information Portal and the

## **Section 3.0    Overview of Hurricane Michael and its Impacts**

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County's Citizens Connect App. Most County facilities remained without power on Thursday, October 11; accordingly, County offices remained closed until Monday, October 15, with the exception of the Main Library which remained open as a comfort station and the branch libraries which re-opened during normal hours beginning on Saturday, October 13 subject to power restoration. Although local government offices were closed, hundreds of essential employees were called upon to support critical immediate response operations such as clearing debris from roadways, providing emergency medical services, coordinating response and recovery activities at the EOC, and more. These activities are described in detail in Section 4 of this report.

As is the common practice during emergency events, the County Administrator, City Manager, and Leon County Schools Superintendent coordinated school and office closures prior to Hurricane Michael's landfall. City of Tallahassee offices and Leon County Schools were also closed until Monday, October 15.

State offices were also closed in all 35 counties under the Governor's declared state of emergency, including Leon. The State of Florida generally follows the lead of county government closures with regard to the closure of state offices; however, following Hurricane Michael, state offices in Leon County remained closed until Monday, October 15. Some state offices also temporarily relocated workers to other state buildings. Similarly, FSU, FAMU, and TCC reopened to students on October 15.



## **Section 4.0 Hurricane Michael Preparedness, Response and Recovery**

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### **4.0 Hurricane Michael Preparedness, Response and Recovery**

Section 4 of this After-Action Report highlights preparation, response and recovery efforts associated with Hurricane Michael taken by Leon County and emergency management partner agencies. This includes the actions taken in advance of the storm, immediate response efforts focused on protecting life and preventing further damage to infrastructure systems and property following an emergency event, and the stages of recovery operations in returning the community and the County organization to a normal state of affairs.

#### **4.1 Inside the Emergency Operations Center during Hurricane Michael**

As described previously in this report, the Leon County Emergency Operations Center (EOC) serves as a central command and control facility for the effective coordination of disaster management functions at a strategic level during an emergency. Located in the state-of-the-art Public Safety Complex (PSC) which opened in July 2013, the EOC allows for the full integration of staff and representatives from Leon County, the City of Tallahassee, the Leon County Sheriff's Office, and a variety of partner agencies during an emergency activation.

As the single-most intense storm to impact the Florida Panhandle in recorded history, Hurricane Michael was the greatest test to date of Leon County's enhanced emergency preparedness, response, and recovery capabilities resulting from the County's Hurricane Hermine and Hurricane Irma After-Action Reports in back to back years. These reports included comprehensive analyses of Leon County's emergency efforts, leading to a collective total of 205 findings and 145 specific recommendations to further strengthen the County's emergency plans, overall strategies for emergency management, and our community's ability to respond to and recover from future disasters – all of which were fully implemented prior to Hurricane Michael. These included recommendations to further enhance the County's emergency plans and overall strategies for emergency management, as well as recommendations addressing tactical, operational, technological, and procedural components of the County's response and recovery efforts coordinated from within the EOC.

As indicated in Section 3.3 of this report, 58 separate agencies were represented in the EOC during the Michael incident including staffing of approximately 120 personnel per day during the activation. An additional 42 County staff members and 19 non-staff citizen volunteers supplemented these efforts by staffing the Citizen Information Line, discussed in further detail in Section 4.3.7 of this report. In all, the Leon County Emergency Operations Center facilitated the massive coordination of information, personnel, supplies, equipment, and other resources required during Hurricane Michael in the execution of established emergency plans and protocols.

**Finding #9: The Leon County EOC facilitated the close coordination of vital information and resources during its third major test in as many years and was a primary factor contributing to the success of response and recovery operations.**

#### **4.2 Statewide Mutual Aid Agreement and Resource Requests**

Leon County and the City of Tallahassee requested state support during Hurricane Michael through the Statewide Mutual Aid Agreement (SMAA), which enables local governments to coordinate the sharing of resources for emergency aid and assistance before, during, or after a major or catastrophic disaster. The Leon County Board of County Commissioners approved entering into the SMAA in 1995 and approved an updated version of the agreement in 2001.

## **Section 4.0     Hurricane Michael Preparedness, Response and Recovery**

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Under the agreement, mission requests must come through the EOC and be submitted by the County's Emergency Management Director to the state.

To facilitate requests for resources and other assistance, the state utilizes WebEOC, which is a web-based crisis management software platform for managing and coordinating information and resources during a disaster. WebEOC is the state's official mission tasking and tracking system as well as a conduit for sharing information with state and local responders during activations. It allows county, state, federal and mutual aid entities to use the same operating environment when responding to and recovering from an emergency. To illustrate the formal communication taking place between the state and local emergency management personnel, staff has included a report of the 61 resource requests associated with Hurricane Michael that were made through the Leon County EOC in Appendix E to this report.

For the first time, the National Weather Service embedded a meteorologist in the Leon County Emergency Operations Center to assist with weather prediction and interpretation for all emergency support functions. The meteorologist offered real-time updates on the storm's changing conditions and prepared specific, detailed briefs related to Hurricane Michael's impact in Leon County. The meteorologist arrived the day before landfall, stayed in the Emergency Operations Center throughout Michael's duration, and provided updates on Michael's impacts after the winds subsided.

In addition to requesting resources from the State EOC to assist Leon County's response and recovery operations, the State EOC also requested mutual aid support from Leon County and our local emergency partners in the days and weeks following Hurricane Michael for other affected areas to our west. Leon County and partner agency staff deployed personnel to assist with emergency management coordination, sheltering operations, power restoration, staffing the State EOC, and more. As reflected in the findings and recommendations below, these personnel were able to extract important lessons from their experiences in other severely impacted areas which would benefit Leon County's planning and preparation for future disasters.

Hurricane Michael was the first full-scale incident for the State EOC utilizing the WebEOC platform. It was not tested statewide with County EOCs during the Statewide Hurricane Exercise in May 2018, so a full load test was not executed on the new program and process prior to Hurricane Season 2018. Although most of Leon County's resource requests were fulfilled timely and accurately, there remains some opportunity for improved coordination with the State EOC regarding the process for submitting and managing resource requests through WebEOC. The State of Florida's After-Action Report for Hurricane Michael, published on January 8, 2019, included several recommendations for improving the state's utilization of WebEOC.

*[Associated findings and recommendations on the following page]*

## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

**Finding #10: An embedded National Weather Service meteorologist assisted public safety agencies and emergency support functions in preparing for and responding to Hurricane Michael with timely updates on changing conditions, weather impacts, and timing and duration of hurricane-force winds.**

Recommendation 10.1: As part of any weather-related activation of the Emergency Operations Center, Leon County will request that the National Weather Service embed a meteorologist with Emergency Management to support disaster response activities. Also, before hurricane season, Emergency Management will notify the National Weather Service of staff's intent to request a meteorologist should a weather-related activation occur.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

**Finding #11: In addition to requesting resources from the State EOC to assist Leon County's response and recovery operations, the State EOC also requested mutual aid support from Leon County and our local emergency partners in the days and weeks following Hurricane Michael for other affected areas to our west.**

Recommendation 11.1: Host a debriefing meeting in early 2019 with Leon County and partner agency personnel who were deployed to other affected areas following Hurricane Michael to extract additional lessons based on their experience.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

**Finding #12: Hurricane Michael was the first full-scale incident for the State EOC utilizing the WebEOC platform. While most of Leon County's resource requests were fulfilled timely and accurately, there remains some opportunity for improved coordination with the State EOC regarding the process for submitting and managing resource requests through WebEOC, as indicated in the State of Florida's After-Action Report for Hurricane Michael.**

Recommendation 12.1: Coordinate with the Florida Division of Emergency Management and statewide emergency management stakeholders to support FDEM's implementation of recommendations in its After-Action Report regarding the utilization of WebEOC.

*Lead Agencies: Leon County Emergency Management*

### 4.3 Communications and Public Information

Emergency-related public information efforts are guided by the Leon County CEMP, Appendix 14 – Public Information, which provides guidelines for disseminating and managing information for the public before, during and after emergencies. During Hurricane Michael, a joint Public Information function was established between Leon County Community and Media Relations and City of Tallahassee Communications to coordinate emergency communication efforts. This section of the After-Action Report addresses the efforts taken by Public Information personnel at the EOC to communicate critical emergency-related information with the public.

## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

### 4.3.1 Multimedia Communications Campaign

To help Citizens prepare for Hurricane Michael, CMR staff deployed a comprehensive public information campaign that included the following:

- Distributed more than 80,000 copies of the 2018 Disaster Survival Guide through the Tallahassee Democrat, Capital Outlook, American Red Cross faith-based partners, and in County and City facilities
- Promoted the Citizens Connect App and Emergency Information Portal (EIP) through radio, digital media, social media and other platforms
- Issued 13 news advisories and releases
- Provided a “Hurricane Michael Daily Brief” to the public for six days starting on October 8, beginning with more than 32,000 email subscribers (each day) and posted on social media.
- Communicated to citizens through social media, press releases, GovDelivery, the Citizens Connect App and the Leon County EIP prior to the storm regarding disaster preparedness, sandbag locations, and preliminary office and facility closures
- Ran 300 radio spots on Adams Radio Group, Cumulus, and WFSU stations to promote preparedness and Leon County’s “Stay Informed. Stay Connected.” message

The digital and radio impressions, added to the social media, radio, and media impressions described in more detail below resulted in our preparedness messaging being seen, heard, and read nearly 3 million times. Beyond this multimedia public information campaign, Leon County’s emergency communications efforts described in the following sections earned national, state, and local publicity for television and radio from October 8 through October 15 valued over \$4,000.

**Finding #13: Leon County’s extensive communications efforts related to Hurricane Michael resulted in its preparedness messaging being seen, heard, and read nearly 3 million times over the course of the incident.**

### 4.3.2 Emergency Information Portal

Leon County’s Emergency Information Portal (EIP) is a website utilized by Community and Media Relations staff during emergency events to provide critical information to the public. According to FEMA guidelines, the dissemination of information from one centralized portal is a key to ensuring clear, timely, and accurate information which is accessible to the entire affected population. Even in the age of social media, the source of this information should be the centralized portal. Notwithstanding the tremendous potential benefits of social media (discussed in further detail in Section 4.3.5), when information is disseminated disparately, unofficially and/or inconsistently, it exacerbates the spread of rumor, speculation and misinformation which can complicate emergency response efforts. Leon County’s EIP serves as this central portal of vetted, accurate information. During Hurricane Michael, the EIP was utilized to provide information on the status of available shelters, sandbag locations, road closures, local office and schools closings, health advisories, and volunteer information. The interface allows for quick posting of information in real time. The EIP was visited more than

## **Section 4.0 Hurricane Michael Preparedness, Response and Recovery**

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42,250 times before, during, and after Hurricane Michael, or an average of 5,281 visits per day during the period when the EOC was activated (October 8 through October 15, 2018).

The City of Tallahassee maintains its own emergency information page on the City website. As a result of establishing a joint Public Information function with the City (as described above), the County and City websites coordinated to provide identical emergency information on both webpages. Additionally, City of Tallahassee Utilities and Talquin Electric Cooperative both maintain online maps allowing the public to view the status of electrical outages during an emergency. Web links to these maps are provided on the County's Emergency Information Portal. Following Hurricane Hermine in 2016, the City of Tallahassee made several improvements to enhance communications to its customers during a disaster. The City upgraded its web-based outage mapping application to accommodate a larger volume of web traffic, and the new outage map system ([outagemap.talgov.com](http://outagemap.talgov.com)) was deployed during Hurricane Irma and continued to be used during Hurricane Michael. Also, in order to communicate the location where crews were working to restore power, the City developed an online mapping tool that showed each circuit in the City's electric grid, its current restoration status, and where crews were currently working to restore service.

### **4.3.3 Citizens Connect Mobile App**

The Leon County Citizens Connect mobile app provides a single source of emergency information verified by public safety agencies, emergency management professionals, and crews responding in the field during a disaster. Through the mobile application, citizens can access Leon County's Facebook page, Twitter account, and other important resources. The Citizens Connect App was redesigned in 2017 to include emergency information as well as other information about Leon County services and programs previously available through the app.

Leon County promoted the redesigned Citizens Connect app before and during Hurricane Michael through television, radio, billboards, print media, the Leon County website, and other platforms. As a result, more than 1,400 people have downloaded the app since October 9, bringing the total to nearly 17,500 users receiving push notifications with critical updates and more than 116,000 page views.

With nearly 8,000 devices opted in to receive push notifications through the app, 242,853 push notifications were sent from October 7 through October 14. With the total number of app downloads totaling nearly 17,500 users, critical information was shared more than 525,000 times.

### **4.3.4 GovDelivery**

Leon County utilizes GovDelivery, a digital communications platform used to communicate with citizens who register to receive information from the County. GovDelivery allows Public Information staff to communicate via e-mail, text message, and RSS feed, as well as via Facebook and Twitter. During Hurricane Michael, EOC Public Information staff utilized GovDelivery to send emergency-related information such as sandbags and National Weather Service warnings to subscribers. Staff developed a "Hurricane Michael Daily Brief" for public distribution during the incident. From October 8 to October 13, Hurricane Michael Daily Briefs were distributed to nearly

## **Section 4.0     Hurricane Michael Preparedness, Response and Recovery**

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32,000 email subscribers and posted on social media. The daily briefs were also distributed to all media outlets and asked to share with their audiences.

### **4.3.5 Social Media Communications**

Social media has become a key part of our modern lifestyle, providing immediate access to a wide variety of information sources and connectivity to other people within one's network. Citizens continue to use social media as a primary tool to receive emergency information and updates during a disaster. As such, social media provides opportunities to quickly reach citizens during emergency events to provide critical information to a vast audience.

During Hurricane Michael, Public Information staff in the EOC utilized social media, among the other communications tools described in this report, to keep citizens informed and safe. The County provided consistent and timely outreach throughout the EOC activation, providing 100 Facebook updates before, during, and after the event which received 1,867 likes, comments or shares. The County's Facebook posts reached more than 330,500 people and increased page likes by more than 500 since the storm. In addition, The County issued 118 tweets through its Twitter account reaching over 446,100 people, which were shared over 1,100 times. For the first time, Public Information staff utilized Instagram and LinkedIn during Hurricane Michael. Instagram reached more than 14,000 people with 19 posts. An additional 1,000 businesses were reached through posts on LinkedIn. Public Information staff also coordinated ten Facebook live updates that included emergency preparedness messages and updates from the Emergency Management Director. Each press conference was also shown on Facebook Live. The outreach provided through social media granted County officials the opportunity to promptly respond to citizen's concerns, questions, and feedback. The County's other social media accounts, such as the Office of Resource Stewardship and the Library accounts, directed citizens to Leon County's primary page as the official source of emergency information.

In addition to social media, staff utilized the Citizens Connect app to send more than 240,000 push notifications with critical information. With citizens receiving timely information at their fingertips (as referenced in Section 4.2.3), it may have impacted the number of people utilizing social media to receive updates. The following table illustrates the County's expanded social media outreach during recent disasters:

### **4.3.6 Radio Communications**

At the community listening sessions following Hurricane Hermine in 2016, citizens shared their need for timely, relevant disaster information on the radio. As recommended in the Hurricane Hermine After-Action Report, staff coordinated with WFSU management to ensure that one or more radio journalists activate with the Emergency Operations Center and remain embedded at the Emergency Operations Center throughout future disasters. During Hurricane Michael, WFSU personnel performed live updates from the Public Safety Complex. Radio programming featured tips on how to prepare the inside and outside of your home for disaster, an online resource of the list of businesses that were open, and much more. Leon County ran 300 radio spots during Hurricane Irma on Red Hills Radio, Cumulus, and WFSU stations to promote preparedness and Leon County's "Stay Informed. Stay Connected." message.



## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

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For Hurricane Michael, Leon County also partnered with iHeartRadio to provide updates to their six regional stations. The stations include WFLA-FM 100.7, WFLF-FM 94.5, WTNT 94.9, KISS-FM 107.1, X-FM101.5, and The Beat-FM 105.3. Citizens were notified of these additional stations as a resource through the Hurricane Michael Daily Brief, social media, and an update to the EIP. Staff was also made available for on air interviews on two of iHeartMedia's biggest platforms.

Following Hurricane Michael, Leon County and iHeartMedia met to determine a way for iHeartMedia to broadcast future press conferences from the Public Safety Complex. iHeartMedia is currently working to get the equipment necessary to be able to provide updates and press conferences at the Public Safety Complex, before the next event.

Leon County also coordinates closely with all local and regional radio stations to ensure their newsroom and on-air talent have the most up to date information. All media partners were encouraged to follow the Leon County Emergency Information Portal online at [www.LeonCountyFL.gov](http://www.LeonCountyFL.gov) during Hurricane Michael or to coordinate directly with Leon County Community and Media Relations staff.

**Finding #14: As a result of implemented recommendations from the 2016 Hurricane Hermine After-Action Report, Leon County now maintains a partnership with WFSU as the definitive resource for emergency and public safety information on the radio.**

### 4.3.7 Citizens Information Line

The Leon County CEMP provides for the establishment of a Citizen Information Line (CIL), which is a 13-station phone bank established in a dedicated space at the EOC, utilized to receive a large volume of citizen inquiries during an emergency. Leon County's Director of Volunteer Services recruits, trains, and supervises both citizens and County employees to staff the CIL.

Leon County Volunteer Services staff reported to the EOC on October 7 to prepare the CIL for activation the following day. The CIL was operational from October 8 through October 19. During the activation, 42 County staff and 19 citizen volunteers answered 3,442 citizen calls, working a combined 1,759 hours. The enhanced utilization of County personnel was identified as a recommendation in the Hurricane Irma After-Action Report in 2017 and contributed significantly to the success of CIL operations during Hurricane Michael. This section of the report includes findings and recommendations highlighted during post-incident debriefing meetings to continue to enhance the integration of County staff in CIL operations.

During the Hurricane Michael activation, the CIL received several calls from outside Leon County. During post-incident debriefing meetings, participants reported that out-of-County callers found Leon County's non-emergency phone number through a national news agency that published the number during a broadcast. A review of WebEOC entries indicates that calls were received from Bay, Gulf, Walton, Calhoun, and Jackson counties, with the bulk of out-of-County calls coming from Bay county. Many of these callers sought information regarding available recovery assistance because phone service was interrupted in their home county. All other calls were escalated and forwarded to dispatch personnel as appropriate. More detailed discussion of 9-1-1 dispatch operations is included in Section 4.10 of this report. Additionally, the CIL



## **Section 4.0     Hurricane Michael Preparedness, Response and Recovery**

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received many calls from contractors and owners of heavy equipment seeking to provide services during the recovery effort. As discussed in Sections 2.1.4 and 4.14.1, Leon County maintains pre-existing contracts with designated debris haulers. Accordingly, Public Works advised CIL personnel to refer these callers to the County's contracted debris haulers who typically hire several subcontractors to assist with cleanup efforts.

Following deactivation of the Emergency Operations Center, Leon County Volunteer Services works with 2-1-1 Big Bend to ensure the continued coordination of resources to meet citizens' needs such as finding gas cards to help evacuees from other parts of the state return home, removing downed trees from private property, and securing tarps for damaged roofs. Following Hurricane Michael, Volunteer Services staff demobilized the CIL and transitioned all calls to Big Bend 2-1-1 beginning on October 19. As reflected in the findings and recommendations below, staff observed that it would be beneficial to keep the CIL partially staffed following the deactivation of the EOC to provide continued coordination with 2-1-1 Big Bend and to ensure service for citizens who may not know who to call for post-disaster assistance.

Hurricane Michael was only the second incident during which Leon County utilized WebEOC incident management software (discussed further in Sections 4.2 and 5.4 of this report). WebEOC was a critical tool used by CIL call takers to route important information and requests for service to the appropriate personnel in the EOC and also to receive important situation updates to relay to callers. WebEOC enabled County staff to follow up with citizens who called requesting information regarding assistance with downed trees on their property, general clean-up in their yards, food and utility payment assistance, and other similar calls. Leon County staff followed up with each of these citizens to check if they still had any unmet needs and to provide additional referrals that were not available or known at the time of their initial call.

**Finding #15: The enhanced utilization of County personnel to support the Citizens Information Line was identified as a recommendation in the Hurricane Irma After-Action Report in 2017 and contributed significantly to the success of CIL operations during Hurricane Michael.**

**Finding #16: Citizen Information Line supervisors, team leaders, and staff often worked extended shifts during Hurricane Michael.**

Recommendation 16.1: Identify and train additional CIL team leaders and supervisors.

*Lead Agencies: Leon County Volunteer Services*

*Support Agencies: Leon County Administration, Leon County Human Resources*

Recommendation 16.2: Pre-schedule staffing for all CIL staff and volunteers, including any necessary just-in-time training and scheduled shift breaks

*Lead Agencies: Leon County Volunteer Services*

*Support Agencies: Leon County Administration*

## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

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**Finding #17: During the Hurricane Michael activation, the Citizens Information Line received several calls from outside Leon County. Many of these callers sought information regarding available recovery assistance because phone service was interrupted in their home county.**

Recommendation 17.1: Develop protocols to prepare vital information during future activations for other counties expected to be impacted, such as shelter locations, how to contact and receive information from local emergency management officials, and how to volunteer or donate.

*Lead Agencies: Leon County Volunteer Services*

*Support Agencies: Leon County Emergency Management*

**Finding #18: During the Hurricane Michael activation, the Citizens Information Line received many calls from contractors and owners of heavy equipment seeking to provide services during the recovery effort.**

Recommendation 18.1: Develop protocols to route Citizen Information Line calls from contractors offering recovery assistance to Office of Economic Vitality representatives in the EOC.

*Lead Agencies: Leon County Volunteer Services*

*Support Agencies: Tallahassee-Leon County Office of Economic Vitality*

**Finding #19: The Citizens Information Line continued to receive calls for assistance following the deactivation of the EOC on October 16.**

Recommendation 19.1: Update protocols to keep the Citizens Information Line partially staffed following deactivation of the EOC to provide continued coordination with 2-1-1 Big Bend and to ensure service for citizens who may not know who to call for post-disaster assistance.

*Lead Agencies: Leon County Volunteer Services*

*Support Agencies: Leon County Emergency Management, Leon County Office of Information and Technology, Leon County Office of Resource Stewardship*

**Finding #20: WebEOC was a critical tool used by CIL call takers to route important information and requests for service to the appropriate personnel in the EOC and also to receive important situation updates to relay to callers.**

### 4.3.8 Media Relations and Information

During any emergency, Public Information staff work around the clock in the EOC to communicate critical information to the public about the status of the emergency, measures taken by response personnel to manage the emergency, and the progress of response and recovery efforts. As indicated above, a joint Public Information function between County and City staff was established for Hurricane Michael. Leon County and City of Tallahassee staff jointly issued three media advisories and releases during the incident. County and City Public Information staff also issued several additional news releases and media advisories with information specific to their operations.

Public Information staff also facilitated four press conferences with local elected and appointed officials on October 8, October 9, October 10, and October 11, which provided consistent and unified information about the progress of response efforts to the public and media partners.

## **Section 4.0 Hurricane Michael Preparedness, Response and Recovery**

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Staff provided live hourly updates to WFSU on Wednesday, October 10 and Thursday, October 11. The County Administrator interviewed with The Weather Channel on Tuesday, October 9 and with National Public Radio on Wednesday, October 10.

### **4.4 Voluntary Evacuation Order**

On October 8, the County Administrator coordinated with the Chairman to issue a voluntary evacuation order for citizens living in manufactured or mobile homes to give citizens adequate time to leave the area if they chose to do so. As provided in Section 2-309 of the Leon County Code of Ordinances under the declared Local State of Emergency due to the likelihood of hurricane-force winds for an extended period of time. The voluntary evacuation order was consistent with the current National Weather Service forecast which indicated that tropical-storm-force or hurricane force winds were expected for at least 18 hours.

Following the destructive hurricane seasons of 2004 and 2005, the Florida Legislature appropriated \$29 million to support hurricane evacuation planning for communities throughout the state. The Statewide Regional Evacuation Study Program began in 2006 as a direct result of this funding. Under this program, a Regional Evacuation Study was conducted for each region in the state. The Apalachee Regional Evacuation Study was originally published in 2010 with revisions and updates in 2014 and 2015. The evacuation philosophy used by coastal states, including Florida, for determining mandatory evacuations is to protect citizens in storm surge-prone areas by ordering mandatory evacuations. Historically, storm surge (as opposed to wind) presents the greatest hazard to life safety in coastal areas. Since each hurricane presents storm surge hazards differently in every area of the state, evacuation zones have been established throughout Florida according to their vulnerability to storm surge risk based on models produced by the National Hurricane Center. In Leon County, there is a minimal risk for storm surge potential. Some areas in southern Leon County are within storm surge zones based on impact models for a Category 3 hurricane or stronger. Depending on the size, intensity, and direction of a tropical cyclone, a mandatory evacuation order may be issued for areas vulnerable to storm surge. However, each hurricane presents different hazards, so evacuation orders would be issued based on official National Weather Service storm surge forecasts. During Hurricane Michael, nearby coastal areas received 9- to 11-foot storm surge impacts; however, no inland storm surge impacts were observed in Leon County.

As indicated above, wind impacts tend to present less of a hazard to life safety than storm surge in most instances. With modern building codes and construction, most structures can withstand strong winds for a long duration. However, Leon County's dense tree canopy makes homes susceptible to tree damage hurricanes and tropical storms. Additionally, mobile and manufactured homes are generally unable to withstand wind stresses associated with hurricanes as well as site-built structures. Individuals living in these structure types may be urged to voluntarily evacuate to a safer location during severe wind events. For site-built structures, sheltering in place within one's home is usually recommended unless the home pre-dates current building codes or if there is a significant risk of tree damage.

The following map is included in the Tallahassee-Leon County Local Mitigation Strategy and illustrates the location of storm surge zones and mobile home clusters in the County:

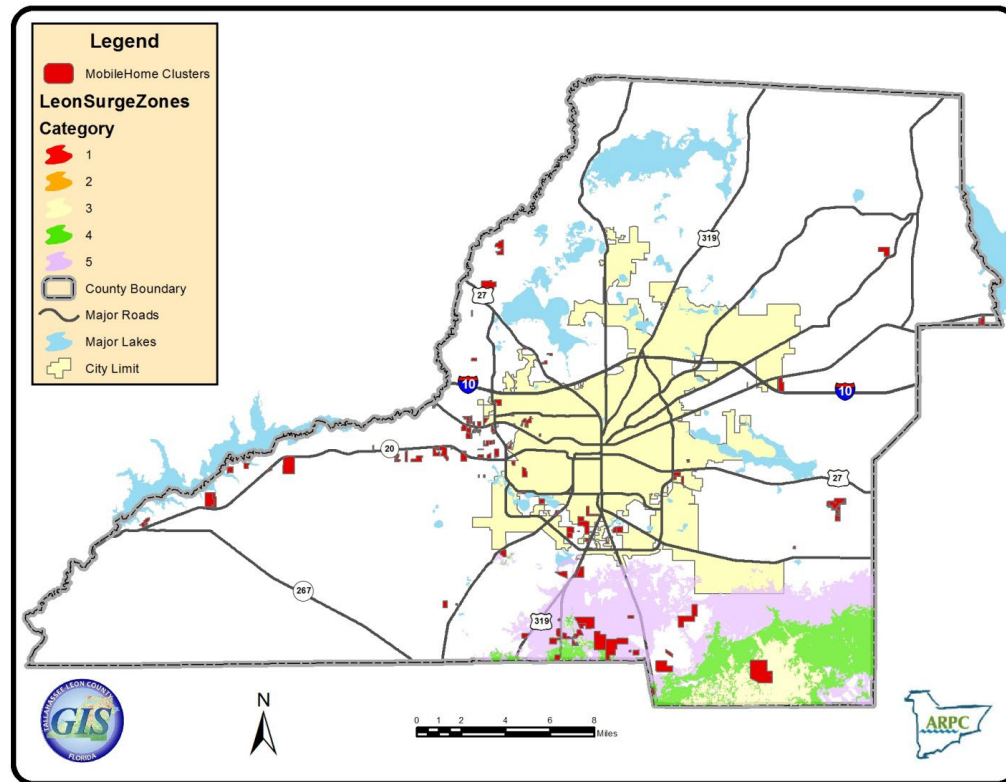


Figure 2: Mobile home clusters and storm surge zones in Leon County

### 4.5 Emergency Shelters

The Recovery Annex of the Leon County CEMP provides for emergency sheltering operations to accommodate citizens who are displaced as a result of an emergency event. During Hurricane Irma in 2017, the Capital Area Chapter of the Red Cross (Red Cross), as designated in the CEMP, served as the lead agency for opening, managing, and supplying general population shelters and evacuees during any type of disaster response. As is the case with any emergency event or disaster, Hurricane Irma presented a unique set of challenges for residents and responders, specifically in the area of sheltering operations resulting from the largest mass evacuation in the history of the state. The unprecedented scale of risk sheltering operations leading up to and through Hurricane Irma revealed opportunities to enhance plans and partnerships to better serve the community and make a strong response even stronger.

As recommended in the Hurricane Irma After-Action Report, the County developed a revised shelter operations plan in collaboration with Leon County Schools and the American Red Cross to enhance shelter staffing, the management of shelter facilities, and provision of food and shelter supplies. At the May 8, 2018 meeting, the Board approved a tri-party agreement among Leon County, Leon County Schools, and the American Red Cross effectuating the improvements to the County's plan for risk sheltering operations. These improvements leveraged the assets and resources of each agency to ensure the best coordination of facilities, staffing, supplies, and communication during risk sheltering operations. Overall, the tri-party agreement outlines that Leon County Government will continue to direct the opening of risk shelters staffed by Leon County Schools with training and resources from the American Red Cross. These areas of responsibility build upon Leon County's long-time partnership in sheltering and disaster recovery with both the Leon County Schools as well as the American Red Cross.

## **Section 4.0     Hurricane Michael Preparedness, Response and Recovery**

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As reflected in the tri-party agreement for shelter operations, Leon County Emergency Management, in coordination with Leon County Schools, maintains a list of preferred risk shelter sites to be opened in preparation for and in response to disaster. This preferred risk shelter list is a subsection of Leon County Schools facilities that are geographically diverse, have storm hardening, and would best serve the community during a disaster. When directing the opening of school facilities as risk shelter locations, Leon County Emergency Management considers the preferred risk shelter list while also reserving the right to open other school facilities as community need dictates.

In addition to general population shelters, improvements to the shelter operations plan seeks to enhance operation of special needs shelters through enhanced coordination among partner agencies. As provided in the Leon County CEMP, the Florida Department of Health in Leon County (FDOH) is the lead agency for the medical operation of the special needs shelter to ensure care and attention for those with special medical needs. This is supported by Section 381.0303(2)(b), Florida Statutes, which designates FDOH as having the lead responsibility to staff special needs shelters and to recruit assistance from health care practitioners. In accordance with Section 252.355, Florida Statutes, and as outlined in the CEMP, LCEM maintains a special needs registry in order to plan for the needs of persons with physical, mental, cognitive, or sensory disabilities who will need assistance with evacuation and sheltering during emergencies. Citizens can register online through the Florida Division of Emergency Management website or by using a paper form provided by Leon County Emergency Management. LCEM promotes the special needs registry as part of its public awareness and outreach program.

### **4.5.1     General Population Risk Shelters**

In response to Hurricane Michael, the first test of County's improved plan for risk sheltering operations discussed above, the County coordinated with Leon County Schools, the Red Cross, and other partner agencies to open six emergency shelters to ensure citizens' safety during the height of the storm. During Hurricane Michael, LCEM and partner agencies opened general population emergency shelters at 6 locations beginning on October 9, serving 1,572 Leon County citizens and evacuees from other areas as well as 200 pets:

- Chiles High School
- Lincoln High School
- SAIL High School
- Ft. Braden Elementary
- Godby High School
- Leon High School

Of note, Rickards High School is a top-tier priority facility for risk sheltering operations. However, Rickards is currently undergoing a major construction project, during which time it would be impractical to utilize as a shelter. Accordingly, SAIL High School (which is a second-tier priority facility) was utilized in its place due to its large capacity and proximity to the southside neighborhoods typically served by Rickards. The current project at Rickards has a two-year construction schedule; accordingly, Leon County Schools and Leon County Emergency Management anticipate that it will become available to serve as a risk shelter location again during the 2021 hurricane season.

## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

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The initial determination was made on Monday, October 8 to open 5 locations at Chiles, Lincoln, SAIL, Ft. Braden, and Godby. As Hurricane Michael approached and continued to strengthen, these shelters quickly filled with Leon County citizens and evacuees from other areas. On Tuesday, October 9, the decision was made to open a sixth location at Leon High School. As provided in the revised shelter operations plan discussed above, Leon County Schools provided staffing for each shelter location, with support and coordination provided by the Capital Area Chapter of the American Red Cross. Leon County Schools requested the County to provide additional staffing to support risk sheltering operations, and approximately 48 Leon County staff were assigned to shelter locations. The City of Tallahassee's StarMetro bus service provided transportation assistance to shelter locations for citizens who did not have their own means of transportation.

During debriefing sessions following Hurricane Michael, staff and community partners identified an opportunity to potentially enhance staffing in support of risk shelters and other response and recovery operations during future emergencies. In 1994, the Florida Legislature enacted the Florida Disaster Volunteer Leave Act. Under the Act, an employee of a state agency who is a certified disaster service volunteer of the American Red Cross may be granted a leave of absence with pay to participate in disaster relief services for the American Red Cross. During post-incident debriefing meetings, participants observed that other states have similar provisions and have been successful in supplementing local disaster relief operations using state agency personnel, especially while state offices are closed due to the disaster. A recommendation to engage State of Florida officials to raise awareness and enhance promotion of the Florida Disaster Volunteer Leave Act among state employees.

In the State of Florida's After-Action Report for Hurricane Michael, published on January 8, 2019, the Florida Division of Emergency Management included a recommendation regarding state support for County-managed risk shelters during future disasters. The findings and recommendations below include following up with FDEM to assist and coordinate the availability of resources during future emergency activations requiring risk shelter operations. From the state's report:

*"While shelters in Florida are county managed, the [State Emergency Response Team, or SERT] often supports operations, especially after initial impact. Recognizing this, rather than creating ad-hoc packages specific to each shelter as requested, the SERT can expedite assistance by developing pre-typed packages based on shelter size, feeding/preparation capabilities, restroom, and other amenities. These typed packages would correlate to shelters in Florida, and assist counties in requesting assistance, and the SERT in fulfilling."*

Leon County Animal Control deployed resources to each shelter location, including the special needs shelter (discussed in Section 4.5.2 below), to make these locations pet-accessible, hosting approximately 200 pets at shelter locations during Hurricane Michael. Animal Control staff coordinated with the Tallahassee-Leon County Animal Service Center (TLCASC) for pet food and supplies and with the Big Bend Disaster Animal Response Team (DART) for kennels and additional staffing. Resources deployed for pet-accessible shelter accommodations were purchased by Leon County as a lesson learned after Tropical Storm Fay in 2008. Animal Control also requested and received additional resources from the Florida Department of Agriculture and Consumer Services through the State EOC.



## **Section 4.0     Hurricane Michael Preparedness, Response and Recovery**

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As provided in the revised shelter operations plan among Leon County Government, Leon County Schools, and the Red Cross, Leon County is the lead agency for directing the opening of risk and host shelters as the disaster dictates, as well as directing the transition of sheltering operations from risk shelters to host shelters. As risk shelter operations began to demobilize following Hurricane Michael, remaining shelterees were transferred to a single location at SAIL High School on Thursday, October 11. Although this was consistent with the shelter operations plan, the Red Cross indicated a preference to keep all six risk shelter locations open until host sheltering space was identified. Leon County and Leon County Schools personnel made extensive efforts to ensure that shelterees at all locations were aware of the consolidation to SAIL High School.

In order to allow SAIL High School to re-open to students, all shelterees remaining on Sunday, October 14 were transferred to Tallahassee Community College, which provided space in its gymnasium to serve as a host shelter until all shelterees checked out or were transferred to their home county on October 19. Following Hurricane Michael, the Red Cross experienced challenges finding suitable host shelter locations with power, as electric service was disrupted for approximately 95% of utility customers countywide. The Red Cross maintains a list of potential host shelter locations and agreements with these sites for their potential use as host shelters following a disaster. After a disaster requiring host shelters, the Red Cross checks these sites for suitability as a host shelter location, including electrical service status, backup generator capacity, ADA accessibility, and more. Potential sites can always decline; for example, if they need to host church events, have other pre-planned events, etc. Following Hurricane Michael, no host shelter locations had power immediately, requiring the use of Tallahassee Community College as a host shelter for an extended period. As reflected in the findings and recommendations below, Leon County and partner agencies should begin contemplating a transition to host shelters at the outset of any emergency which requires risk shelter operations. Agencies should operate on the presumption that host shelters will ultimately be required in some form during any emergency that requires risk shelters, and as such, should hold regular coordination meetings as early as possible to begin identifying and coordinating with potential host shelter locations.

As the first full-scale incident requiring the activation of the revised shelter operations plan, Hurricane Michael revealed opportunities further strengthen our partnerships to better serve our community and make a strong response even stronger. To further improve shelter operations for future large-scale activations, staff has met with both Leon County Schools and the American Red Cross during post-storm debriefing meetings discuss further improvements to shelter operations during future disasters. These improvements, summarized in the findings and recommendations below, best leverage the assets and resources of each agency involved in risk sheltering operations and will result in vastly greater coordination of facilities, staffing, supplies, and communication with the public during future emergencies.

**Finding #21: Through coordination at the Leon County EOC, 6 general population emergency shelters were opened in a timely fashion prior to Hurricane Michael serving over 1,500 Leon County citizens and evacuees from other areas.**



## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

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**Finding #22: Risk sheltering operations during Hurricane Michael were significantly enhanced as a result of the recommendations implemented from the Hurricane Irma After-Action Report regarding the revised shelter operations plan in Leon County. However, some areas of risk shelter operations require further enhancement and continued coordination.**

Recommendation 22.1: Coordinate with the Capital Area Chapter of the American Red Cross to ensure the availability of supply trailers at all five facilities on the list of preferred risk shelter sites maintained by Leon County Emergency Management and Leon County Schools during future incidents.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

Recommendation 22.2: Coordinate with the Capital Area Chapter of the American Red Cross to provide Red Cross “shelter manager kits” and “shelter pocket guides” to all potential risk shelter locations.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

Recommendation 22.3: Coordinate with Leon County Schools to identify additional staff to support risk shelter operations.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

Recommendation 22.4: Evaluate the feasibility of utilizing Leon County Schools’ 800 MHz radios, which are already located at school facilities, for communications with risk shelter locations in the event that cellular service is interrupted or unavailable during future emergencies.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

**Finding #23: Local nonprofit partner agencies have substantial resources available to deploy in support of shelter and mass feeding operations. Additional opportunities exist to further enhance coordination with these partners to more effectively allocate resources during future emergencies.**

Recommendation 23.1: Convene a coordination meeting with COAD agencies each year at the beginning of the Atlantic Hurricane Season to discuss what needs may arise under different scenarios, resources that may be available from community partners, and how best to deploy these resources during a potential emergency activation.

*Lead Agencies: Leon County Volunteer Services*

*Support Agencies: Leon County Emergency Management*

**Finding #24: Leon County Animal Control has historically encountered difficulty recruiting volunteers to support pet-accessible shelter operations, including during Hurricane Michael. This can result in Animal Control staff working extended shifts to ensure proper care and service.**

Recommendation 24.1: Coordinate with the Big Bend Disaster Animal Response Team to promote volunteer training opportunities in support of future pet-accessible sheltering operations.

*Lead Agencies: Leon County Animal Control*

*Support Agencies: Leon County Volunteer Services*

## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

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Recommendation 24.2: Engage the City of Tallahassee to discuss the feasibility of assigning Animal Services Center staff to support future pet-accessible sheltering operations.

*Lead Agencies: Leon County Animal Control*

*Support Agencies: Leon County Administration*

**Finding #25: The Florida Disaster Volunteer Leave Act provides state agency employees with administrative leave to participate in disaster relief services for the American Red Cross. Given the significant turnover among state agency heads in recent years and new Governor's incoming administration, an opportunity exists to re-engage the American Red Cross and Governor's office to raise awareness of this opportunity locally during future disasters.**

Recommendation 25.1: Engage the Capital Area Chapter of the American Red Cross and the Executive Office of the Governor to raise awareness and enhance promotion of the Florida Disaster Volunteer Leave Act.

*Lead Agencies: Leon County Administration*

*Support Agencies: Leon County Emergency Management*

**Finding #26: The State of Florida's After-Action Report for Hurricane Michael included a recommendation regarding enhanced state support for County-managed risk shelters during future disasters.**

Recommendation 26.1: Follow up with FDEM to assist and coordinate the availability of state shelter resources during future emergency activations requiring risk shelter operations.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

**Finding #27: The Capital Area Chapter of the American Red Cross Red Cross experienced challenges finding suitable host shelter locations with power, as electric service was disrupted for approximately 95% of utility customers countywide.**

Recommendation 27.1: During future disasters involving risk shelter operations, host daily workgroup meetings with all agencies involved in shelter operations to begin planning for risk shelter demobilization and transitioning to host shelter locations as early as possible.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

Recommendation 27.2: Evaluate opportunities to assist the American Red Cross with maintaining updated contact lists for potential host shelter locations.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Tallahassee-Leon County Consolidated Dispatch Agency*

### 4.5.2 Special Needs Shelter

As indicated above, the Florida Department of Health in Leon County (FDOH) is the lead agency for the medical operation of the special needs shelter with logistical support from the American Red Cross. The Florida Division of Emergency Management maintains a registry of persons with special evacuation assistance needs, which allows for LCEM and FDOH to identify and plan for the care needs of residents with special medical needs during disasters. LCEM staff reviews the Special Needs Registry throughout the year to ensure information for registrants is current.

## **Section 4.0     Hurricane Michael Preparedness, Response and Recovery**

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A special needs shelter was established at Florida High School during Hurricane Michael, which operated from October 9 to October 16 and served 138 citizens, including 30 from outside the Big Bend region. Including caregivers and other family members, peak occupancy at the special needs shelter was 197 immediately after the storm's passage on October 11. Leon County Animal Control also deployed resources to the special needs shelter to make the shelter pet-accessible, accommodating 20 pets. To assist with demobilizing the special needs shelter following the storm, City of Tallahassee Customer Operations personnel helped by "pinging" special needs shelterees' utility meters to determine if electrical service had been restored to their homes, and also by coordinating with StarMetro to provide transportation home for shelterees.

During the 2018 Florida Legislative Session, Florida State University Schools received a legislative appropriation to support the renovation of the gymnasium and cafeteria, which will expand the community services capacity of the space. This will provide additional room for the special needs shelter, the ability to connect the facility to a generator, and upgrade the kitchen so that food can be prepared and served during a disaster. Improvements are contemplated to allow Florida High School to re-open for normal operations even while the special needs shelter remains active. Construction of the renovations is anticipated to be complete by August 2019.

FDOH organized personnel and coordinated with LCEM to request additional assistance to staff the special needs shelter during Hurricane Michael. FDOH received assistance from other counties' health departments, and Leon County EMS and the Tallahassee Fire Department also assisted FDOH by providing staff to support the special needs shelter. The Florida State University Police Department provided security. Transportation services to the shelter were provided by StarMetro for registered citizens that did not have their own means of transportation. During debriefing sessions following Hurricane Michael, FDOH personnel noted that there were instances of citizens presenting to the special needs shelter who did not have special medical needs. These individuals were appropriately directed to general population shelters without incident. During debriefing sessions following Hurricane Michael, FDOH indicated a need for additional support in several areas, including personnel to assist with offloading clients from StarMetro buses as they arrive, sourcing and preparing food for special needs shelter clients, and serving food from the cafeteria to shelterees. Florida High School indicated a willingness to assist in these areas, subject to the availability of resources.

Prior to Hurricane Michael's arrival, Leon County EMS worked with Leon County Emergency Management and FDOH to contact individuals on the special needs registry to identify those who needed shelter accommodations. Prior to Hurricane Michael, there were 862 citizens on the Special Needs Registry. In the days immediately preceding Michael's landfall, 100 additional citizens self-registered. This last-minute surge in registrations was also experienced by other affected counties, presenting challenges in planning for the medical care needs of special needs shelterees during the incident. During debriefing sessions following the incident, participants identified an opportunity for coordination between Leon County Emergency Management and StarMetro based on best practices in other areas, as reflected in the findings and recommendations below.

## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

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Immediately following Hurricane Michael, the State of Florida coordinated with Florida State University to establish a regional special needs shelter for critical care clients from other affected areas in the Panhandle. This facility operated beginning on Friday, October 12, and the state transferred all patients to a longer-term facility in Pasco County on Monday, October 15. Florida State University's Director of Emergency Management has expressed an interest in discussing ways that FSU can continue to support Leon County's emergency operations during future incidents.

**Finding #28: During any emergency requiring shelter operations, some citizens present to the special needs shelter who do not have critical care needs and should instead report to a general population risk shelter. This places additional strain on special needs shelter personnel and resources.**

Recommendation 28.1: Engage special needs shelter partners to evaluate additional strategies to educate citizens about the scope and purpose of the special needs shelter and to help direct them to the most appropriate shelter location during future disasters.

*Lead Agencies: Leon County Community and Media Relations*

*Support Agencies: Leon County Emergency Management*

**Finding #29: Upcoming renovations programmed for Florida High School will expand and enhance the space that can be utilized to support the special needs shelter during future emergencies.**

Recommendation 29.1: At the request of Florida High School, engage special needs shelter stakeholders to review the construction plans for upcoming renovations to plan for the best use of the facility once complete.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County EMS*

Recommendation 29.2: Identify a backup special needs shelter location in the event that Florida High School is unavailable or reaches capacity during future incidents.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Office of Resource Stewardship, Leon County Administration*

**Finding #30: The Florida Department of Health in Leon County has indicated a need for additional support for future special needs shelter operations, including personnel to assist with offloading clients from StarMetro buses as they arrive, sourcing and preparing food for special needs shelter clients, and serving food from the cafeteria to shelterees. Florida High School has indicated a willingness to assist in these areas, subject to the availability of resources.**

Recommendation 30.1: Engage the Florida Department of Health in Leon County, Florida High School, COAD partner agencies, and Volunteer Leon to identify sources of assistance to meet FDOH's needs.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Volunteer Services*

## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

**Finding #31: The number of citizens listed on the County’s Special Needs Registry typically surges in the days immediately prior to a landfalling hurricane, presenting challenges in planning for the medical care needs of special needs shelterees during the incident.**

Recommendation 31.1: Coordinate with StarMetro to include Special Needs Registry information on StarMetro’s client intake application.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

**Finding #32: Florida State University’s Director of Emergency Management has expressed an interest in discussing ways that FSU can continue to support Leon County’s emergency operations during future incidents.**

Recommendation 32.1: To complement ongoing conversations regarding sheltering needs, engage FSU, FAMU, and TCC regarding their involvement in emergency operations, including an evaluation of typical space needs during emergencies and facilities that may be suitable for use.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

### 4.6 Volunteer Assistance

During emergency events, Leon County Volunteer Services takes a lead role with respect to volunteer recruitment and donation management. This includes the overall management, coordination and prioritization of volunteer support and distribution of donated resources to meet the needs of impacted areas following a disaster. In 2007, Leon County Volunteer Services partnered with LCEM and the City of Tallahassee’s Emergency Preparedness Division to form the Big Bend Community Organizations Active in Disaster (COAD) coalition to improve volunteer coordination during emergency situations. COAD is an association of local, regional, and national humanitarian organizations with operations in the Big Bend region. In accordance with the Leon County CEMP, Leon County Volunteer Services is responsible for activating COAD during emergency events to ensure the effective delivery of services and to eliminate unnecessary duplication of effort. COAD has developed a strategic plan and is actively working to recruit and train civic groups, clubs, and faith-based organizations to support recovery assistance operations during future emergencies.

During Hurricane Michael, Leon County Volunteer Services utilized the “Get Connected” online volunteer matching system as well as the Citizens Information Line to connect citizens with agencies who were in need of assistance. Leon County Volunteer Services also coordinated volunteers from local civic groups and faith-based organizations to assist America’s Second Harvest in managing food donations at its warehouse, to assist the Red Cross with shelter operations, and to assist with staffing the County’s Comfort Station at the Main Library (discussed in Section 4.13 below). Volunteer Services also coordinated with COAD member organizations to ensure that no community needs went unmet. Services provided by COAD member agencies included the following and more:

- Providing food, water, and snacks
- Providing supplies such as blankets and hygiene kits
- Assisting the homeless population in Leon County
- Supporting pet-accessible sheltering operations

## **Section 4.0     Hurricane Michael Preparedness, Response and Recovery**

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- Assisting with tree removal and yard cleanup
- Roof tarping
- Emergency messaging to citizens and neighborhood groups

Following Hurricane Michael, at the October 23, 2018 Board of County Commissioners meeting Leon County received citizen feedback regarding the need to coordinate regional nonprofit agencies wishing to provide disaster relief services to affected areas. Hurricane Michael's impact and lengthy disaster recovery presented significant challenges for smaller, rural counties to manage volunteers and donations. Following Hurricane Michael, Leon County and other neighboring communities sought to offer relief to those disaster survivors hardest hit. However, some of the small rural counties in the affected area had difficulty receiving and distributing aid. Following the October 23 Board meeting, Leon County Volunteer Services staff reached out to the Apalachee Regional Planning Council to discuss the best way to coordinate nonprofit and community aid efforts throughout the region. During that discussion, the consensus recommendation was to continue following the protocol established in the State of Florida CEMP, which designates Volunteer Florida as the lead agency for coordinating volunteers and donations throughout the state during emergencies, as described below.

At the local and regional level, Leon County Volunteer Services activates and coordinates the Big Bend COAD coalition. At the state level, Volunteer Florida serves as the central point for the coordination of information and activities of voluntary agencies responding in times of disaster and the effective utilization of donated cash, goods, and services. The State of Florida Comprehensive Emergency Management Plan (CEMP), Emergency Support Function 15 designates Volunteer Florida as the lead agency responsible for coordinating with local counterparts in each county to facilitate the delivery of donated goods and services to areas of need. As indicated in Leon County's and the State of Florida's CEMPs, VolunteerLeon personnel were stationed in the EOC and maintained regular coordination Volunteer Florida throughout Hurricane Michael.

During any given emergency, the State CEMP prescribes that operations in the area of volunteers and donations management may include a Florida Volunteer and Donations Hotline, the Florida Donations Portal, a coordinated media relations effort, effective liaison with other emergency support functions, and the management of such facilities as Volunteer Reception Center(s) and a Multi-agency Donations Warehouse, each of which are designed to assist in the coordination of available goods and services to affected areas. All of these resources were utilized during Hurricane Michael, and Leon County Volunteer Services assisted with referring volunteers to assist in staffing the Multi-agency Donations Warehouse at Volunteer Florida's request. Volunteer Florida also administers the Florida Disaster Fund, which is the State of Florida's official private fund established to assist Florida's communities as they respond to and recover during times of emergency or disaster. In partnership with the public sector, private sector and other non-governmental organizations, the Florida Disaster Fund supports response and recovery activities. Funds raised through the fund are designated for disaster-related response and recovery through the Volunteer Florida Foundation, a 501(c)(3) charitable organization, and are tax deductible.

Additionally, the State of Florida's After-Action Report for Hurricane Michael, published on January 8, 2019, included discussion and a recommendation to enhance the process of managing volunteers and donations in future disasters, particularly including the involvement of non-profit partners. From the state's After-Action Report:



## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

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*“Multiple counties requested assistance with Volunteer and Donations Management and other Human Services positions, as the county emergency management offices were getting overwhelmed with the amount of assistance that was arriving into the impacted area. ESF-15 does not have a large cadre of deployable Volunteer or Donation Management liaisons. To assist impacted counties, Human Services and ESF-15 should work with counties to establish [Statewide Mutual Aid Agreement] inventories of potential liaisons, as well as to work with non-profit organizations to train staff as Liaisons who can deploy as a [State Emergency Response Team] asset.”*

**Finding #33: Following Hurricane Michael, at the October 23, 2018 Board of County Commissioners meeting Leon County received citizen feedback regarding the need to coordinate regional nonprofit agencies wishing to provide disaster relief services to affected areas. Leon County Volunteer Services reached out to the Apalachee Regional Planning Council to discuss the best way to coordinate nonprofit and community aid efforts throughout the region; the consensus recommendation was to continue following the protocol established in the State of Florida CEMP, which designates Volunteer Florida as the lead agency for the statewide coordination of information and activities of voluntary agencies responding in times of disaster and the effective utilization of donated cash, goods, and services. As indicated in Leon County’s and the State of Florida’s CEMPs, VolunteerLeon personnel were stationed in the EOC and maintained regular coordination Volunteer Florida throughout Hurricane Michael.**

**Finding #34: Neighboring small, rural counties need additional information and resources to better manage volunteers and donations.**

Recommendation 34.1: Through the Leon County Emergency Management Director's leadership role on the Domestic Security Taskforce and as director of the region's most populous county, the County will coordinate with emergency management directors from across the region at standing quarterly meetings to share resources, information, and best practices on volunteers and donations. Additionally, Leon County will involve the Community Organizations Active in Disaster in these quarterly meetings so as to best prepare neighboring counties to receive and distribute donations following a disaster.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Volunteer Services*

Recommendation 34.2: Engage Volunteer Florida to provide training on Volunteer and Donations Management for regional emergency management partners as part of the County's multi-year training plan.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Volunteer Services*

**Finding #35: The State of Florida’s After-Action Report for Hurricane Michael included a recommendation to enhance the process of managing volunteers and donations in future disasters, particularly including the involvement of non-profit partners.**

Recommendation 35.1: Follow up with FDEM to assist and coordinate the availability of potential local liaisons, including local non-profit partners, to assist the state with volunteer and donations management efforts during future disasters.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Volunteer Services*



## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

### 4.7 Health Care Agencies and Facilities

Section 400.23, Florida Statutes requires certain licensed health care facilities including hospitals, surgical centers, nursing homes, assisted living facilities, and others to prepare Comprehensive Emergency Management Plans for their facilities. County emergency management agencies are statutorily responsible for reviewing these plans (however, for some other facilities, such as home health agencies, hospices, and others, County Health Departments review emergency plans). The Agency for Health Care Administration (AHCA) has developed compliance criteria which county emergency management agencies must use to review facilities' CEMPs. Among other protocols, AHCA's compliance criteria require facilities' CEMPs to describe the procedures to ensure the following needs are supplied:

- Food, water, and sleeping arrangements
- Emergency power
- Transportation
- 72-hour supply of all essential supplies

Additionally, facilities must make provisions for 24-hour staffing on a continuous basis until the emergency has abated and must also describe the policies, roles, responsibilities and procedures for the evacuation of residents from the facility if needed. When disasters occur, health care agencies and facility administrators are charged with the responsibility to care for their clients and residents by executing the provisions of their CEMP. During Hurricane Hermine in 2016, several local health care facilities experienced the loss of electrical power, requiring many of these facilities to activate their emergency plans.

During Hurricane Michael, Leon County Emergency Management staff, EMS staff, and representatives from the Big Bend Healthcare Coalition stationed in the EOC maintained regular contact with all 21 skilled nursing home facilities and assisted living facilities in Leon County to conduct status checks and to ensure that these facilities' needs were met. In anticipation of severe impacts from Hurricane Michael, one assisted living facility (Allegro Senior Living) evacuated its residents to Jacksonville, without incident.

The Big Bend Healthcare Coalition served as a dedicated liaison for these facilities in the EOC throughout the activation, building upon a recommendation contained in the Hurricane Irma After-Action Report. Many local healthcare agencies participate in the Big Bend Healthcare Coalition. Nationwide, healthcare coalitions serve as multi-agency coordinating groups that assist emergency management professionals with preparedness, response, recovery, and mitigation activities specifically related to disasters. Healthcare coalitions also assist with providing situational awareness and coordination of resources for healthcare organizations during a disaster. Locally, the Big Bend Healthcare Coalition provides free training and exercises which aid in complying with the federal emergency preparedness regulations for these facilities.

**Finding #36: Leon County Emergency Management staff, EMS staff, and representatives from the Big Bend Healthcare Coalition stationed in the EOC contacted all 21 skilled nursing home facilities and assisted living facilities in Leon County on a daily basis to conduct precautionary status checks and to ensure that these facilities' needs were met.**

Recommendation 36.1: Continue to encourage local health care facilities' participation in the Big Bend Healthcare Coalition, including training opportunities and emergency management exercises.

*Lead Agencies: Leon County Emergency Management*

## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

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**Finding #37: The Big Bend Healthcare Coalition served as a single point of contact in the EOC for healthcare facilities throughout the region and provided valuable coordination in conducting facilities' status checks.**

### 4.8 Emergency Medical Service

On Sunday, October 7, Leon County EMS initiated its emergency operations plan for tropical system impacts. At that time, EMS advised staff to initiate their personal emergency plan and to prepare for extra shift assignments during Hurricane Michael. Due to the forecasted severity and timing of the storm impacts, EMS initiated a staff recall on Tuesday, October 9 where members required to provide coverage on Wednesday, and not already on duty, reported for duty at 6 p.m. Tuesday. Additional ambulances and personnel were deployed at varying levels consistent with the demand for service from October 9 through October 12.

In preparation for the storm, EMS identified strategic ambulance staging locations and areas of last refuge throughout the County for staff deployed on ambulances. Response plans were finalized based on these locations which included County facilities, schools, fire stations and hospital facilities. In addition, EMS deployed specialized all-terrain vehicles, ambulances, and other specialized equipment and personnel throughout the County in anticipation of potentially extreme weather-related impacts.

An EMS member was assigned as a liaison to all 21 skilled nursing home and assisted living facilities in the County which were contacted at least once per day from Monday, October 8 through Friday, October 12 and provided a dedicated liaison for these facilities in the EOC, as described in Section 4.7 above. EMS also deployed a dedicated liaison to the TMH Emergency Operations Center and participated in Capital Regional Medical Center's situational conference calls. All three hospital emergency departments remained operational and capable of accepting patients throughout the event and there was no loss of medical service capability at any of the facilities.

EMS staff compiled information from the U.S. Department of Health & Human Services regarding the number of Medicare beneficiaries reliant on oxygen and power in each county in the region to assist in identifying vulnerable populations. EMS assigned a member to the EOC beginning on October 8 to assist LCEM and the Florida Department of Health in Leon County to coordinate special needs registrants and to provide logistical support and transportation coordination for the establishment of the special needs shelter, as discussed in Section 4.5.2 above. Paramedics were deployed to provide assistance with medical care at the special needs shelter at Florida High School from October 9 through October 13.

EMS responded to 496 requests for service from October 10 through October 12. The evening of Wednesday, October 10 through the morning of Thursday, October 11 was the peak operational period for EMS where requests for service were 72% higher than typical call volumes. Throughout the event, EMS continued to respond to 9-1-1 requests for service as well as provide support to citizens with medical equipment concerns, assisted citizens in moving mobility-challenged individuals from residences to sheltering locations, refreshed oxygen cylinders, and coordinated services with citizen's medical supply providers. Staffing and operations returned to normal pre-storm conditions on Saturday, October 13.

During post-incident debriefing meetings, public safety stakeholders identified a potential opportunity to enhance EMS service during future disasters. Consistent with public safety protocols, first responders and road clearing personnel suspend response operations and shelter

## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

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in place when sustained winds rise above 45 mph. However, the Leon County Sheriff's Office and Tallahassee Police Department both have one BearCat vehicle, which is a wheeled armored personnel carrier designed for military and law enforcement use. Public safety partners indicated that the BearCats should be evaluated for potential use to support life-threatening rescue operations during peak severe weather in future incidents.

**Finding #38: Assigning staff to serve as liaison to the hospitals, skilled nursing home facilities and assisted living facilities provided enhanced communication and situational awareness throughout the event which improved overall service delivery.**

**Finding #39: Staffing paramedics at the special needs shelter provided additional medical services not otherwise available and assisted in alleviating transportation of patients to medical facilities. Resources at the special needs shelter were stressed in providing services for over 150 clients.**

**Finding #40: Leon County EMS was able to meet service demands throughout Hurricane Irma by pre-deploying ambulance and personnel in the field prior to the storm and utilizing a dynamic staffing model to accommodate an elevated level of demand.**

**Finding #41: The Leon County Sheriff's Office and Tallahassee Police Department each have one BearCat vehicle that may be useful in responding to life-threatening calls during the height of severe weather in future emergencies.**

Recommendation 41.1: Coordinate Leon County EMS and law enforcement agencies to evaluate the feasibility of utilizing BearCat vehicles to support EMS operations while public safety agencies have suspended their response due to severe weather.

*Lead Agencies: Leon County EMS*

*Support Agencies: Leon County Emergency Management*

### 4.9 Law Enforcement

Local law enforcement agencies played a crucial role in efforts to prepare, respond to, and recover from Hurricane Michael. Leon County Sheriff's Office (LCSO) and Tallahassee Police Department (TPD) representatives worked together in the EOC to address law enforcement and public safety needs during the incident. Prior to the storm's arrival, LCSO established an agency operations center at the Sheriff's administration building to coordinate missions related to LCSO and established its operations using the Incident Command System. LCSO maintained close coordination with LCEM through a dedicated staff liaison posted at the EOC during every shift.

LCSO and TPD both staffed extra patrols and activated Alpha/Bravo shifts in preparation for the storm, which are consecutive 12-hour shifts that provide for continuous around-the-clock staffing. Also, because search and rescue operations are sometimes needed following a disaster, the Leon County CEMP provides for some law enforcement officers from both agencies to be supplied with chainsaws during emergency events. As a result, law enforcement personnel were able to assist in road clearing efforts following the storm in addition to their primary law enforcement roles. LCSO reported during an after-action debriefing that it plans to discontinue its capacity to assist with road clearing efforts for future emergencies due to officer safety reasons.

## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

**Finding #42: For personnel safety reasons, law enforcement, fire rescue, and EMS agencies suspend their response during high wind events; however, there is no common wind threshold at which each agency suspends its response.**

Recommendation 42.1: Coordinate the Leon County Sheriff's Office, Tallahassee Police Department, Tallahassee Fire Department, and Leon County EMS to develop a common protocol for when to suspend and resume service during severe weather events.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County EMS*

Recommendation 42.2: Evaluate the feasibility of developing a protocol for non-Countywide suspension of response operations; for instance, when severe weather only affects a portion of the County.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County EMS*

**Finding #43: LCSO reported during an after-action debriefing that, for officer safety reasons, it plans to discontinue utilizing its deputies to assist with road clearing efforts during future emergencies.**

Recommendation 43.1: Update the County's Debris Management Plan and road clearing protocols as needed to ensure adequate personnel and resources are available during future disasters.

*Lead Agencies: Leon County Public Works*

*Support Agencies: Leon County Emergency Management*

### 4.10 Consolidated Dispatch Agency

The Consolidated Dispatch Agency (CDA) activated its emergency plan on Tuesday, October 9 in preparation for potentially catastrophic impacts from Hurricane Michael. Due to the potentially devastating power of the storm on the CDA's service area, the Alpha-Bravo schedule was implemented to maintain a cadre of 12 call takers throughout the three critical stages of the emergency (times are approximations):

- 18 hours leading up to the projected landfall.
- 12 hours during the storm's impact.
- 18 hours during the immediate response to storm damage.

The CDA was fully activated with two CDA personnel assigned as EOC liaisons from October 9 through October 11, with elevated staffing levels continuing through October 14. 12,696 calls for service were processed between October 8 and October 14, including 4,354 calls to the 9-1-1 emergency line and 8,342 on the 606-5800 non-emergency line. The CDA also received 109 incoming calls from citizens in surrounding counties (Bay, Calhoun, Franklin, Gadsden, Gulf, Jackson, Liberty, and Wakulla counties in Florida, and Grady County in Georgia) where local communications centers had lost their operational capacity (including the loss of their buildings) to receive 911 calls due to storm damage.

The CDA worked closely with its public safety liaison partners (TPD, LCSO, EMS, TFD) and other agencies dependent on its communications center to make operational changes designed to improve each agency's responsiveness during Hurricane Michael, such as reconfiguring the primary law enforcement radio channels from three to four channels and dispatching law enforcement calls directly to LCSO's operations center. Also, as a lesson learned from Hurricane Hermine, A computer-aided dispatch workstation was installed in the EOC. This asset allowed

## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

for one CDA team member to coordinate calls for service through WebEOC and eliminated the need for a "runner" to carry information between the CDA operations floor and the EOC.

**Finding #44: The Consolidated Dispatch Agency stationed a representative in the EOC, who provided valuable coordination by making updates to the computer-aided dispatch system with real-time situation information.**

Recommendation 44.1: To best safeguard sensitive 911 call information, engage the CDA to review and determine the best location within the EOC for a CDA representative to be stationed during future activations.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Consolidated Dispatch Agency, Leon County Office of Information & Technology*

**Finding #45: During Hurricane Michael, staff observed some duplication of WebEOC tickets, particularly regarding downed power lines, within the CDA workflow.**

Recommendation 45.1: Convene a workgroup with law enforcement, fire, EMS, CDA, and electric utility stakeholders to develop a common workflow and training protocol.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Consolidated Dispatch Agency, Leon County Office of Information & Technology*

### 4.11 Infrastructure Restoration

#### 4.11.1 Road Clearing

On October 10, 2018, as Hurricane Michael's impacts began entering our area, Leon County and City of Tallahassee Public Works began "cut and toss" operations. Cut and toss involves cutting and/or pushing debris off of the roadway sufficiently to allow safe vehicular traffic on all travel lanes. The County activated Alpha/Bravo staffing shifts prior to the storm, consisting of seven crews working 12 to 24 hour shifts as well as administrative support staff. County crews were pre-deployed to six previously-selected hardened school locations (Canopy Oaks Elementary, Chaires Elementary, Chiles High, Ft. Braden School, Montford Middle, and Oak Ridge Elementary), as well as one crew stationed at the Public Works facility. Public Works crews continued clearing debris prior to the storm until approximately 5:30 P.M. on October 10 when they were pulled back to the deployment locations due to the arrival of tropical storm-force winds. After the peak weather impacts of the storm passed through Leon County later that evening and early morning, crews reactivated cut and toss operations at approximately 8:30 A.M. on October 11 to clear local roadways. Overall, Leon County Public Works cleared over 1,000 roads with downed trees blocking roadways, representing approximately 45% of all County-maintained and private roads in the County. All roads were passable and reopened by 5:00 PM on Sunday, October 14. As indicated in several other sections of this report, the use of WebEOC significantly enhanced coordination between the EOC and Public Works crews involved with road clearing operations.

To assist with and expedite clearing roadways following the storm, the County's Public Works crews were assisted by City of Tallahassee and Talquin Electric personnel to de-energize power lines tangled in downed trees. This collaborative effort to clear roads as quickly as possible enabled electric utility crews and supporting mutual aid crews to expedite the restoration of electrical services throughout the County. During Hurricane

## **Section 4.0     Hurricane Michael Preparedness, Response and Recovery**

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Hermine in 2016, the City and Talquin anticipated significant damage to their infrastructure as a result of the storm's direct path through the County, resulting in a decision not to deploy utility staff with Public Works crews to assist with discharging power lines wrapped around downed trees as had been standard practice in prior events. The Hurricane Hermine After-Action Report identified the need to coordinate to ensure support from Utilities personnel from the beginning of the incident. County and City of Tallahassee Public Works, along with representatives from City Electric and Talquin met several times after Hermine to develop a plan to ensure that future road clearing efforts are not delayed. As a result, a more coordinated effort was identified with each entity, resulting in a quicker response time for Hurricanes Irma and Michael in subsequent years. Staff will continue to work with the utility providers to ensure continued support for future events.

During the road clearing process, staff was also in close contact with the Florida Department of Transportation (FDOT) regarding the removal of debris on state roadways. During that time, staff learned that FDOT would only make one pass to clear debris that was on its right of way immediately after the storm. As a result, this excluded the collection of debris brought to the curb of state roadways by citizens on private property following FDOT's first and only pass, which resulted in Public Works and contracted debris removal crews having to collect residential debris from state roadways in many locations. In the case of Hurricane Michael, the debris along state roadways was minimal but did require County resources to coordinate the collection of debris from state roadways in addition to County-maintained and private roads.

Another lesson learned during Hurricane Hermine in 2016 was the need for better coordination with Leon County Schools with regard to debris removal needs along roads, sidewalks, and bus stops prior to the reopening of schools. Leon County's Debris Management Plan was updated after Hurricane Hermine to include coordination with Leon County Schools to identify debris removal needs for roads, sidewalks, and bus stops in the vicinity of schools prior to reopening schools. As a result of this improvement, Public Works crews were able to successfully clear all school entrances and exits and bus stops in the unincorporated area before schools reopened on Monday, October 15.

Overall, Leon County responded to approximately 1,000 downed trees blocking roadways following Hurricane Michael, and all County roads were cleared by 5:00 PM on Sunday, October 14, approximately 4 days after the storm. By comparison, Leon County Public Works responded to 400 downed trees during Hurricane Hermine and 110 during Hurricane Irma.

Prior to landfall on October 9, Leon County submitted two mission requests through EM Constellation to the State requesting assistance with cut and toss and debris removal on Federal Highway Administration (FHWA) roads but was denied by FDOT staff in the State EOC. An FDOT representative at the State EOC advised on October 10 that FDOT would be spread thin due to the storm's path being projected through the entire panhandle and suggested the County utilize contractor crews instead.



## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

**Finding #46:** County and City personnel quickly cleared all roadways of debris following the storm, enabling other response personnel such as paramedics, law enforcement personnel, and utility restoration workers to access all areas of the community in conducting their operations.

**Finding #47:** Pre-deploying Public Works crews at strategic locations throughout the County allowed for a faster and more efficient utilization of resources and accelerated the pace of road clearing efforts following Hurricane Michael.

**Finding #48:** The use of WebEOC significantly enhanced coordination between the EOC and Public Works crews and helped to expedite road clearing operations.

**Finding #49:** In anticipation of a quick turnaround time to close risk shelters and reopen schools, Public Works utilized downed tree reports to prioritize clearing operations in the vicinity of K-12 schools.

**Finding #50:** The Tallahassee Police Department was asked by, and assisted, Leon County Schools to drive school bus routes throughout the County to determine if routes were clear prior to schools reopening on Monday, October 15. Additional follow-up is needed to determine which agency is best suited for this task during future emergencies.

Recommendation 50.1: Engage Tallahassee Police Department and Leon County Schools to review this request during Hurricane Michael as well as available resources to determine the best strategy for verifying school bus access during future disasters.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

**Finding #51:** County, City, and Talquin's coordination efforts resulted in a quicker response time in resolving power lines and tree entanglements.

Recommendation 51.1: Continue coordination with City of Tallahassee Electric and Talquin Electric to ensure continued assistance with road clearing task force efforts.

*Lead Agencies: Leon County Public Works*

*Support Agencies: Leon County Emergency Management*

**Finding #52:** The Florida Department of Transportation denied Leon County's two requests for assistance clearing storm-generated debris from federal-aid roadways.

### 4.11.2 Electrical & Underground Utilities

Pursuant to the Leon County CEMP and as outlined elsewhere in this report, the Leon County Director of Emergency Management is responsible for the overall coordination of response efforts to emergency events. Leon County departments, City of Tallahassee departments, volunteer agencies, and other community partners convene at the Leon County EOC to communicate and coordinate their individual action plans to respond to, recover from, and mitigate the effects of emergencies. In doing so, each participating agency involved in a response will follow their own policies and procedures in order to achieve the overall incident management objectives established at the County EOC. In addition, the City of Tallahassee maintains its own Incident Management Plan that details the actions and procedures the City will follow in response to an emergency. As indicated in Section 1.5.3 of this report, the City's Incident Management Plan is consistent with and supports the Leon County CEMP. As provided in the Leon County CEMP as well as the City of Tallahassee Incident Management Plan, City of Tallahassee



## **Section 4.0     Hurricane Michael Preparedness, Response and Recovery**

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Utilities and Talquin Electric are the lead agencies for power restoration activities following a disaster.

City and Talquin electric utilities both reported the most substantial damage to their respective transmission and distribution systems from Hurricane Michael that either utility has ever experienced. Notwithstanding this, both utilities deployed crews to begin making repairs to damaged system components as long as safely possible before the peak severe weather. As soon as it was safe to do so, both utilities deployed personnel into the field to survey storm-related damage to power transmission and distribution systems and resume restoration efforts. In total, Hurricane Michael caused outages to approximately 135,000 electric utility customers in Leon County, including over 111,000 City customers and 23,000 Talquin customers – over 95% of all utility customers in Leon County. In three consecutive years, Hurricanes Hermine, Irma, and Michael caused damage to electric utility systems not experienced in Leon County since Hurricane Kate in 1985.

Shortly following Hurricane Michael, the City of Tallahassee announced a goal to restore electric service to 90% of its customers by Sunday, October 14. The City met its goal and achieved full restoration by Wednesday, October 17 (one week following the storm), notwithstanding properties that sustained damage to the service line connecting the structure to the power source. Talquin Electric completed its restoration efforts in Leon County approximately one day after the City of Tallahassee, despite also facing extensive damage in the remainder of its service area – particularly in Gadsden and Liberty Counties. Duke Energy also has a small number of customers in eastern Leon County near the Jefferson County line. Duke reported that service was disrupted to all 66 of its customers following Hurricane Michael. By Sunday, October 14, power had been restored to all Duke Energy customers in Leon County whose properties were able to receive power. Power restoration was conducted safely by all utility and mutual aid crews and no accidents occurred in Leon County during Hurricane Michael response and recovery efforts.

City and Talquin restoration activities after Hurricane Michael followed industry-standard electric utility restoration priorities, which are also outlined in the Leon County CEMP – restoration of the critical transmission system, followed by substation restoration, then the restoration of circuits and sub-circuits. Following the restoration of major transmission lines, pursuant to the CEMP, the focus shifts to restoring critical circuits that serve facilities such as hospitals; 9-1-1 answering points; potable water, waste water transmission and treatment systems; and other related facilities in support of the health and safety of the affected population. Utility crews then focus on restoring customers, working from the largest outages to smallest outages. City of Tallahassee Electric conducted an internal After-Action review following Hurricane Hermine in 2016 which included re-evaluating the City's classification of its utility customers and updating the listing of critical circuits for priority restoration. The City's current priority circuit listing includes the community's hospitals, nursing homes, and assisted living facilities.

City of Tallahassee Utilities and Talquin Electric both participate in mutual aid agreements to facilitate the emergency procurement of resources such as equipment, supplies, and labor as needed during disaster events. Consistent with the Electric Utility and industry practices, mutual aid was sought for a number of other utilities within and

## **Section 4.0     Hurricane Michael Preparedness, Response and Recovery**

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outside of Florida to provide the needed additional support to restore the electric system. To support power restoration efforts, the City engaged the Florida Municipal Electric Association (FMEA) for mutual aid assistance from its partners across the country. In response, over 400 mutual aid employees from over 50 cities across 15 states came to Leon County to assist. Many of these employees arrived in Tallahassee prior to Hurricane Michael and rode the storm out with our community so that restoration work could commence as soon as the storm passed. Mutual aid personnel arrived from Florida, Mississippi, Arkansas, Missouri, Indiana, Nebraska, Massachusetts, Tennessee, Texas, Rhode Island, Connecticut, Oklahoma, Kentucky, Louisiana, and Ohio to support the City's restoration efforts, working 16-hour days until restoration was complete. Consistent with lessons learned from previous storms, the City split up these arriving mutual aid crews and combined them with City Electric personnel in order to maximize the use of mutual aid resources. To further expedite the restoration process, the City also requested approximately 15 additional utility damage assessors to assist with conducting preliminary damage surveys to electric infrastructure. Once the City's utility service was restored, mutual aid teams were released to support Quincy, Blountstown and Chattahoochee. Later, City of Tallahassee utility crews also deployed to provide mutual aid assistance to other affected areas, including providing assistance to Talquin Electric. Talquin Electric also secured support throughout its service territory from 500 mutual aid personnel. Talquin sustained damage to approximately 1,000 utility poles throughout its service territory and replaced over 500 transformers; by comparison, Talquin replaced 160 poles system-wide following Hurricane Hermine.

To accommodate the volume of mutual aid personnel deployed to Leon County and other affected areas for assistance with response and recovery operations, Leon County Emergency Management coordinated with the State of Florida to establish a "tent city" at the Tallahassee International Airport with the capacity to accommodate 1,000 relief workers. Tent cities are a logistical preference to serve as a singular location providing overnight accommodations for the high volume of relief workers anticipated over an extended period of time rather than hotels spread out across the County. Relief workers' accommodations are typically arranged and managed in bulk by a union, association, parent company, or client (for example, City of Tallahassee Utilities, Talquin Electric, Verizon). Section 4.18.2 of this report provides a more detailed discussion regarding the County's coordination with local hoteliers during Hurricane Michael response and recovery operations. Talquin Electric arranged its own accommodations for its mutual aid crews following Hurricane Michael. Additionally, the City of Tallahassee arranged directly with FSU to lodge approximately 100 members of the mutual aid teams sleep at the Donald L. Tucker Civic Center. These teams were from line clearance contractors and other utilities that were in Leon County supporting City of Tallahassee restoration activities. Mutual aid personnel stayed at the Civic Center from Monday, October 15 through Friday, October 19.

As an improvement identified since Hurricane Hermine, City of Tallahassee Utility Customer Service personnel were assigned to the EOC during the activation. These personnel took the lead on inputting outage reports from citizens into the City's outage management system and also assisted the Special Needs Shelter by verifying outages at shelterees' address, allowing the Special Needs Shelter to safely demobilize more efficiently.

## **Section 4.0 Hurricane Michael Preparedness, Response and Recovery**

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During Hurricane Hermine in 2016, a common challenge in the power restoration process was providing timely and accurate customer service for a small number of customers who reside along the edges of the service territories for City Utilities and Talquin Electric, where both providers have facilities that extend into the other's service area. As a result of this, some County residents have a Talquin meter box that receives power through the City's utility lines and vice-versa. In past years, some citizens reported frustration in contacting the correct utility provider to report outages. For example, a City Electric customer whose property is served by Talquin power lines might report an outage to the City, but the City's customer service personnel were unable to confirm that the outage was properly reported, as the restoration work would be Talquin's responsibility as the owner of the utility lines (and vice-versa). Affecting approximately 2,000 total residents, this matter had previously been identified by both the City and Talquin, both of whom have committed to resolving reports of outages in these limited areas through closer coordination with each other, specifically as the result of feedback gathered from citizens following Hurricane Hermine. During Hurricane Michael, a small number of citizens in these areas reported to Leon County that they received unclear responses from the utilities' customer service representatives regarding the pace and process of utility restoration. As an example, one citizen reported:

"Folks from our neighborhood were making phone calls into the City of Tallahassee asking about hurricane related power restoration and we got several different answers. We were told that Talquin serviced our neighborhood. We were told that some of us were serviced by Talquin and some were serviced by City of Tallahassee Electric. Our delay was blamed on Talquin Electric. 'Those are Talquin lines, and they weren't serviced properly and that's why it's taking so long to restore.'"

Following Hurricane Michael, Leon County Emergency Management engaged City of Tallahassee Electric and Talquin Electric to discuss enhancements to coordination between the two utilities for citizens in these overlapping service areas. The City and Talquin indicated that they developed a protocol following Hurricane Hermine specifically for this group of customers situated along the other utility's infrastructure which was followed during Hurricane Michael. Both utilities ran outage reports twice daily, specifically for this group of customers, to share outage information and best coordinate the restoration process. In providing feedback for this After-Action Report, both utilities expressed following Hurricane Michael that they remained in continual communication throughout the restoration process to ensure that no customers were missed, and further expressed a belief that the previous coordination issues have been resolved.

**Finding #53: Following disasters involving extensive damage to electrical system infrastructure, repairs to major power transmission and distribution systems are prioritized in order to expedite power restoration.**

**Finding #54: City of Tallahassee Utilities and Talquin Electric followed industry guidelines in the restoration of electrical service following Hurricane Michael – specifically, by restoring the critical transmission system first, followed by electrical substations, then the restoration of neighborhood-level circuits and sub-circuits.**

## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

**Finding #55: Hurricane Michael caused outages to approximately 135,000 electric utility customers in Leon County. Power was restored to nearly all customers within one week.**

Recommendation 55.1: Coordinate with local utility providers to have representatives stationed in the EOC for 1-2 days following full restoration for continued coordination regarding utility customer service.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

**Finding #56: Some County residents have a Talquin meter box that receives power through the City's utility lines and vice-versa. As a result of lessons learned from recent hurricanes, both utilities have adopted new protocols, specifically for this group of customers situated along the other utility's infrastructure, to share outage information and best coordinate the restoration process.**

### 4.11.3 Traffic Signals

Electrical service was disrupted to at least 150 to 200 traffic signals throughout Leon County during Hurricane Michael, or 40% to 55% of signals countywide at minimum. City of Tallahassee Traffic Operations personnel indicated following Hurricane Michael that it was impossible to determine the exact number of signals without grid power, due in part to disruption of data received back from the signals and also because a contractor hired by the Florida Department of Transportation to assist with coordination of traffic signal restoration was not communicating with City Traffic Operations personnel in the EOC. As a result, the number of signals without grid power was likely higher. At peak, 159 signals countywide were operating on generator power. The table below indicates data available to City of Tallahassee Traffic Operations during the incident and illustrates the pace of restoration progress following Hurricane Michael's landfall.

*Table 2: Traffic Signal Status following Hurricane Michael*

Date	Time	Signal Status				Other than Normal Status	Signals on Generator Power
		Normal	Flash	Dark	Unk.		
10/9	5:30 PM	356	0	0	0	0	0
10/10	5:00 PM	156	15	40	145	200	0
10/10	7:00 PM	140	13	72	131	216	0
10/10	9:00 PM	137	11	102	106	219	5
10/11	7:45 AM	154	0	127	75	202	25
10/11	9:40 AM	175	2	114	65	181	52
10/11	11:15 AM	186	2	114	54	170	69
10/11	12:50 PM	202	1	101	52	154	84
10/11	2:00 PM	208	2	97	49	148	94
10/11	4:00 PM	219	1	91	45	137	106
10/12	7:00 AM	257	0	74	25	99	138
10/12	1:45 PM	308	0	48	0	48	159
10/12	4:00 PM	321	0	35	0	35	159
10/12	7:00 PM	334	0	22	0	22	157
10/13	7:00 AM	334	0	22	0	22	139
10/13	4:30 PM	349	1	6	0	7	122
10/14	6:00 AM	353	0	3	0	3	79
10/14	11:00 AM	353	0	3	0	3	28

## **Section 4.0 Hurricane Michael Preparedness, Response and Recovery**

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As discussed in Section 4.2 above, Leon County Emergency Management coordinated a request from the City to the State EOC for portable generators to temporarily restore traffic signals. Notwithstanding the communications challenges discussed above, the State EOC was responsive to this request and deployed approximately 200 generators to Leon County to bring as many traffic signals back online as possible immediately following the storm. Major intersections with the most expected traffic were prioritized, and generators were redeployed as signals were restored to main grid power. This is an enhancement from previous years, during which the State EOC did not fulfill the County's requests for backup generators, as reflected in the Hurricanes Hermine and Irma After-Action Reports. Main power was restored to all traffic signals at critical intersections by Friday, October 12, and all traffic signals countywide were restored to main power by Monday, October 15.

Following Hurricane Michael, the Florida Division of Emergency Management offered state-owned portable generators to counties to house and maintain for local public safety uses under a memorandum of understanding that would detail that:

- The generator(s) will be state tagged;
- The generator(s) is/are subject to relocation and redeployment in a future disaster, paid for by the state (transportation, logistics, etc.);
- The receiving county can utilize the generator(s) as they deem necessary during blue and gray sky scenarios;
- The receiving county will test and maintain the generator(s) to ensure functionality and readiness; and
- When the receiving county deems the generator(s) is/are no longer serviceable, they will coordinate with the Division of Emergency Management in completing the paperwork for removing the generator(s).

205 generators have been allocated to Leon County for potential use. As communicated to Leon County Emergency Management, FDEM will enter into agreements with counties to take possession of the generators, to include storage and maintenance, and counties may subsequently enter into a sub-agreement with their municipalities for their use, storage, and maintenance as well (for example, to operate traffic signals maintained by the City of Tallahassee).

**Finding #57: City of Tallahassee Traffic Operations experienced communications challenges with FDOT's contractor in coordinating information regarding traffic signal outages. Notwithstanding this, other coordination with the State EOC regarding traffic signals and a request for backup generators was effective. Traffic signals were restored quickly following Hurricane Michael utilizing backup generators while main power restoration was ongoing.**

**Finding #58: Immediately following Hurricane Michael, the Florida Division of Emergency Management offered state-owned portable generators to counties to house and maintain for local public safety uses.**

Recommendation 58.1: Coordinate with the Florida Division of Emergency Management to secure state-owned portable generators to be housed in Leon County for local public safety uses.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

## **Section 4.0     Hurricane Michael Preparedness, Response and Recovery**

### **4.12 Points of Distribution**

The Leon County CEMP provides for establishing Points of Distribution for the bulk delivery of bottled water and other disaster relief supplies in certain instances to citizens following a disaster. Generally, the County, through the Office of Resource Stewardship, establishes a system to warehouse supplies and identifies Leon County parks, community centers, and alternative sites as needed to distribute supplies. Since many residents in rural areas rely on private wells for drinking water which require electricity to operate, distribution points are typically established in outlying areas of the community following disasters in which widespread power outages are expected to exceed 72 hours.

Immediately following the storm, Leon County Facilities Management staff began to assess County properties for any reports of damage in order to determine which facilities could be used for Points of Distribution and comfort stations (discussed in the Section 4.13). No major damage was reported at any County property. On October 11, Leon County placed a mission request for disaster relief resources and assistance from the Florida National Guard to supply and set up 10 Points of Distribution throughout the community. Five Points of Distribution were staged at County sites throughout the outlying areas of the county with the remainder staged within city limits at the following locations:

- Ft. Braden Community Center - 16387 Blountstown Highway
- Fred George Park - 4830 Fred George Road
- Miccosukee (Concord School) - 15011 Cromartie Road
- Apalachee Regional Park - 7550 Apalachee Parkway
- J. Lewis Hall Sr., Woodville Park - 1492 J. Lewis Hall Sr. Lane
- Fire Station #1 – 327 North Adams Street
- Fire Station #2 – 2805 Sharer Road
- Fire Station #3 – 3005 South Monroe Street
- Fire Station #4 – 2899 West Pensacola Street
- Fire Station #15 – 1445 Bannerman Road

These sites operated for three days from Friday, October 12 through Sunday, October 14 and distributed over 500,000 bottles of water, 265,000 meals ready to eat (MREs), and 7,000 bags of ice to Leon County citizens. County staff from various departments, along with supplemental Florida National Guard personnel, staffed the distribution sites in the unincorporated area, assisting with the set-up and distribution of resources. Staff from Leon County Office of Resource Stewardship provided logistical management of unloading and staging of supplies upon arrival at the Lake Jackson Town Center.

Consistent with established protocols, Leon County Emergency Management entered a request through WebEOC on October 10 for 10 “Type III POD Packs.” As indicated in the Florida Division of Emergency Management’s Standard Operating Guideline for County Logistics Planning (included as Annex 2355 to the State CEMP), this resource includes sufficient ice, water, MREs, and tarps capable of serving 5,000 persons per day, as well as logistics equipment such as a forklift, pallet jack, and other items. Similar to Leon County’s experience during Hurricanes Hermine and Irma, there was significant miscommunication from the State EOC regarding the delivery of supplies and materials. Specifically, some supplies and equipment were delivered out of order (for example, food and water had arrived, but no forklifts or equipment to off-load), County staff were expecting a different number of trucks than ultimately arrived, and there was little to no notice provided regarding time of arrival. Findings and recommendations below



## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

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reflect the need to continue coordinating with FDEM counterparts throughout the year to review and clarify future expectations for mission requests.

Notwithstanding these challenges, staff and partner agencies reported during post-incident debriefing meetings that the site locations selected for POD sites were well-distributed throughout the community, served citizens effectively, and that the Huntington Oaks Plaza at Lake Jackson Town Center served well as the County's staging area for POD supplies.

**Finding #59: Similar to Leon County's experience during Hurricanes Hermine and Irma, there was miscommunication from the State EOC during Hurricane Michael regarding the delivery of supplies and materials for Points of Distribution.**

Recommendation 59.1: Coordinate with the Florida Department of Emergency Management to review and clarify future expectations for resource mission requests to improve coordination and distribution of disaster relief supplies during future emergencies.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

Recommendation 59.2: Evaluate the feasibility of renting vehicles and equipment such as box trucks, forklifts, and pallet jacks to support Points of Distribution and warehousing during future disasters.

*Lead Agencies: Leon County Office of Resource Stewardship*

*Support Agencies: Leon County Office of Financial Stewardship*

**Finding #60: Notwithstanding the logistical and communications challenges with the State EOC, Points of Distribution in Leon County distributed over 500,000 bottles of water, 265,000 meals ready to eat (MREs), and 7,000 bags of ice to Leon County citizens in the days immediately following Hurricane Michael.**

### 4.13 Comfort Stations

The Leon County CEMP provides for the establishment of comfort stations to help residents cool off, hydrate and to receive information and recovery assistance from area nonprofit agencies. Leon County opened a comfort station at the Main Library Friday, October 12 through Sunday, October 14 serving nearly 6,000 citizens. The City of Tallahassee also opened several community centers as comfort stations following the storm and distributed bottled water at fire stations. Information about comfort stations was announced during press conferences and was disseminated by EOC Public Information staff through news releases, social media posts, the County's Emergency Information Portal, and the City's emergency information webpage.

The CEMP also provides for establishing points of distribution, in certain instances, for the bulk delivery of bottled water to citizens following a disaster. Generally, the County establishes bottled water distribution points in outlying areas of the community following disasters in which widespread power outages are expected to exceed 72 hours, since many residents in rural areas rely on private wells for drinking water which require electricity to operate. There were two rural distribution centers activated at Fred George Park and Miccosukee Concord School. As discussed in Section 4.2 above, citizens are advised through all public information efforts to prepare food, water, medicine, and other supplies in order to be self-sufficient for at least 72 hours following a disaster.

In preparation to activate the Comfort Station post-storm, the water and food were positioned to the Main Library. The Comfort Station distributed over 4,000 bottled waters and sports drinks as well as nearly 14,000 snacks to citizens who visited. There were 114 charging stations set up



## **Section 4.0     Hurricane Michael Preparedness, Response and Recovery**

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as well. 2-1-1 Bend was based in the Comfort Station during the three-day period providing information and recovery assistance to residents impacted by Hurricane Michael.

### **4.14   Solid Waste and Debris Removal**

#### **4.14.1   Debris Removal and Monitoring**

On June 6, 2018, Leon County Public Works coordinated with the County's debris monitoring and removal contractors to ensure that contractors' resources and personnel would be available throughout the 2018 Atlantic Hurricane Season to meet local needs. This coordination was a direct result of recommendations contained in Leon County's 2016 Hurricane Hermine After-Action Report. Prior to Hurricane Michael's landfall, staff was in contact with the County's prime contractors for both debris removal (AshBritt) and debris monitoring (Thompson Consulting Services) should Leon County experience a direct impact from the storm and require extensive debris removal services. The City of Tallahassee utilizes the same contractors and activated their contracts on the same timeline as the County. In accordance with County Ordinance 10-18, on October 11, 2018 the County Administrator determined that the removal of disaster-generated debris accumulated within Leon County would be necessary following Hurricane Michael and activated the County's Debris Management Plan.

In anticipation of extensive storm-related debris following Hurricane Michael, on October 10, 2018, Leon County contacted the Florida Department of Environmental Protection (FDEP) for authorization of five of the County's eleven pre-approved Disaster Debris Management Sites as well as one new site to be used for temporary storage and processing of disaster debris. Authorization was received from FDEP on October 12. Two additional sites were authorized by FDEP on October 15, for a total of eight sites. Pursuant to the County's Debris Management Plan, Leon County issued Notices to Proceed to AshBritt and Thompson on October 9. Due to the vast amount of debris observed around the community, on October 23 staff also activated the secondary debris removal contractor, Ceres Environmental. These notices required the contractors to mobilize and commence debris removal operations within 72 hours. As indicated above, the City of Tallahassee followed the same schedule as the County for activating its contractors. Immediately following the mobilization of contractors, they began identifying subcontractors, hiring and training debris monitors, and certifying trucks for FEMA compliance and reimbursement. Resources from Ashbritt arrived early on October 11 to supplement Leon County Public Works "cut & toss" road clearing operations, discussed further in Section 4.11.1.

Debris removal operations began on Saturday, October 13 and occurred in two full passes throughout the County until all debris was removed from public and private roads on December 22. During the operations, two Leon County crews and 95 contractor crews worked to remove debris in the County. Several types of debris were collected following Hurricane Michael including vegetative material, building materials, furniture, appliances, household hazardous waste, and other items. Also, as part of the debris removal process, debris contractors removed hazardous "leaners and hangers," which are trees and limbs that have not completely fallen but are within the right-of-way. On December 14, 2018, FEMA approved the County Administrator's request to remove debris from private rights-of-way, allowing for a federal cost-share reimbursement. It was determined that the removal of such debris was necessary and in

## **Section 4.0     Hurricane Michael Preparedness, Response and Recovery**

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the public interest in order to eliminate immediate threats to life, property, and public health and safety and ensure economic recovery of the community. Overall, Leon County and contractor crews picked up over 1 million cubic yards of debris as a result of Hurricane Michael, compared to 200,000 following Hurricane Hermine and 40,000 following Hurricane Irma. As of the publication of this report, Leon County Public Works anticipates debris removal operations to be fully complete (including grinding and haul-out of debris to final disposal locations) by early February 2019.

As a result of the lessons learned from Hurricanes Hermine and Irma, the County's debris collections map has been modified to mirror Waste Pro's collection zones for a seamless transition to normal yard waste collections. Another enhanced feature to this online tool is an interactive map. The map on the County's Emergency Information Portal (EIP) website allowed residents to zoom in to find their neighborhood, enter a street address to identify what zone they are in, click on a zone to find out what areas in that zone are currently being served, or determine whether their debris collection will be served by the City. Additionally, to better assist citizens with information about the debris collection schedule, the debris collection map on the EIP identified the neighborhoods where crews would be working over the next three days in each zone, followed by a listing of neighborhoods scheduled to be served later in the week. In addition to the helpful tips available on the EIP for residents to organize and safely place debris at the curb, the map and debris collection information was updated every two to three days following Hurricane Michael.

The debris removal process was more efficient during Hurricane Michael due to lessons learned from Hermine and Irma, including:

- Amending the pre-existing contracts to require a minimum number of resources (trucks and monitors). During Hurricane Irma, an average of five contractor crews assisted Public Works at various points of the debris removal process. However, due to the high demand for debris removal services in other parts of Florida and in Texas as a result of Hurricane Harvey, the County routinely lost debris removal subcontractors to other jurisdictions. In accordance with the recommendations from the Hurricane Irma After-Action Report, Leon County amended its pre-existing contracts to require a minimum number of debris removal trucks and monitors to be deployed at the time of contract activation and to impose financial penalties should a subcontractor abandon the job prior to completion. As a result of these actions, the County did not experience any loss of subcontractors and had 95 debris removal crews active in the field removing debris following Hurricane Michael. In future storm events of this magnitude, staff will continue to activate a minimum of two contractors to expedite the debris removal process.
- The purchase of two new grapple trucks. Also, in accordance with recommendations from the Hurricane Irma After-Action Report, Leon County purchased two additional grapple trucks in 2018 for Public Works staff to deploy for debris removal needs. Both trucks were operational during Hurricane Michael, expediting the debris removal operations.

Following Hurricane Michael, Leon County received several reports of citizens burning debris piles in residential neighborhoods. Some citizens raised concerns regarding

## **Section 4.0     Hurricane Michael Preparedness, Response and Recovery**

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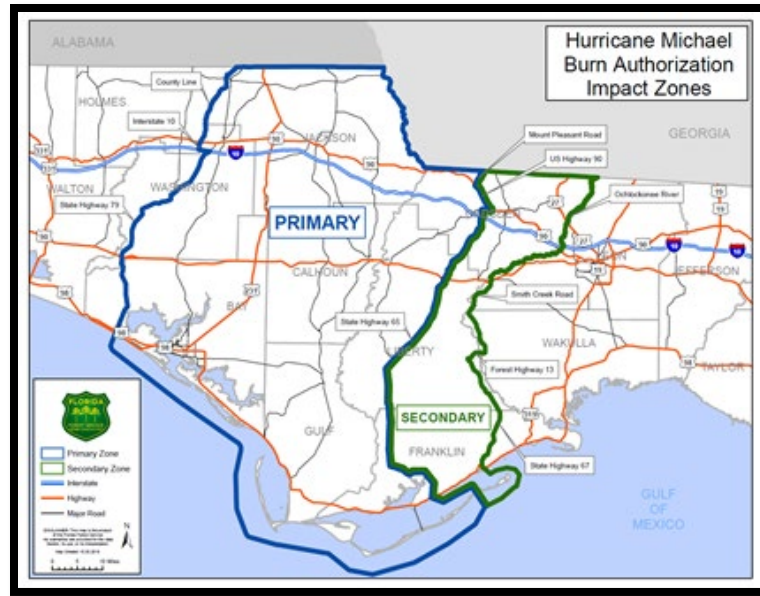
health and environmental impacts related to smoke from burning debris piles. Leon County's regulations regarding outdoor burning are contained in Section 18-142 of the Leon County Code of Ordinances, which states that "Leon County shall follow the regulations set forth by the Florida Department of Agriculture and Consumer Services, Florida Forest Service's outdoor burning and forest fire regulations and laws." The City of Tallahassee has, in practice, also deferred to the State's regulations on burning yard waste, which is administered through the Florida Forest Service. The state's regulations regarding outdoor burning are contained in Sec. 590.125, F.S. and Chapter 5I-2, F.A.C., and Chapter 62-256, F.A.C. Pursuant to these regulations, debris burning generally requires a permit from the Florida Forest Service unless the debris is:

- Burned within an 8-foot diameter pile;
- 25 feet from any wildlands, brush or combustible structure;
- 25 feet from the burner's house;
- 150 feet from other occupied buildings;
- 50 feet from paved public roads;
- Lit after 9 A.M. eastern time and extinguished one hour before sunset; and
- Not burned during windy conditions

As the designated fire safety agency in Leon County, the Tallahassee Fire Department investigates complaints of illegal burning in the County. If the Tallahassee Fire Department is called to investigate a complaint about open burning, they will allow the burning to continue as long as the property owner has a permit. If the fire area is less than eight feet by eight feet, they will determine whether it meets the setback requirement and allow it to continue if it does.

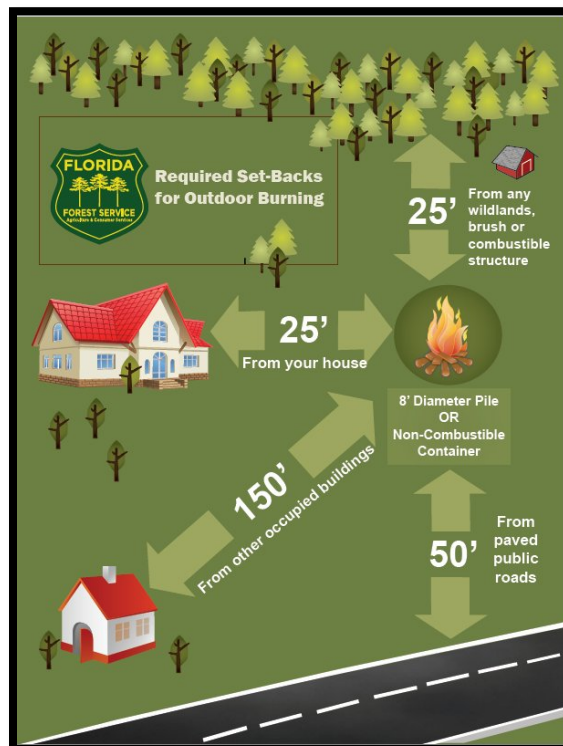
Following Hurricane Michael, Bay, Calhoun, Franklin, Gadsden, Gulf, Jackson, and Liberty Counties enacted burn bans of varying duration. County governments may enact a burn ban under a declared local state of emergency pursuant to Chapter 252, Florida Statutes. Additionally, open burning of yard debris is prohibited year-round by County ordinance in Duval, Orange, Pinellas, Hillsborough, and Sarasota Counties. Generally, a County may issue a burn ban when conditions create an ongoing likely threat of brush and forest wildfires. In the counties listed above, Hurricane Michael caused significant damage to nearly 3 million acres of timberland. The volume of timber on the ground created a serious threat of catastrophic wildfire danger in the region. In response, the Florida Forest Service created two geographical zones, primary and secondary, to identify hurricane-impacted areas with specific open burning requirements. From November 2, 2018 through January 7, 2019, the Florida Forest Service required an on-site inspection and burn authorization for burning hurricane vegetative debris in the impact area zones. During that time, non-permitted pile burning was prohibited within the primary zone but allowed in the secondary zone. Leon County was not included in either zone requiring special burn authorizations. A map of the primary and secondary zones established by the Florida Forest Service is included below.

## Section 4.0 Hurricane Michael Preparedness, Response and Recovery



*Figure 3: Florida Forest Service – Hurricane Michael Burn Authorization Impact Zones*

To help citizens throughout the affected area understand the state requirements regarding open burning following Hurricane Michael, the Florida Forest Service also issued a news release, also shared on the Forest Service's social media pages, on October 15, 2018 advising citizens to check with local city and county officials or visit the Florida Forest Service website to see if there are any active burn restrictions in their area. The advisory also included information for citizens regarding the requirements for legal burning of hurricane debris and yard waste, including the following graphic:



## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

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As reflected in the findings and recommendations below, Leon County Community and Media Relations staff will coordinate with the Florida Forest Service and share information regarding local and state requirements for debris burning following future hurricanes.

**Finding #61:** Due to the catastrophic storm damage caused by Hurricane Michael, Leon County collected over 1 million cubic yards of storm debris – more than five times the volume collected following Hurricane Hermine in 2016.

**Finding #62:** On December 14, 2018, FEMA approved the County Administrator’s request to remove debris from private rights-of-way, allowing for a federal cost-share reimbursement. It was determined that the removal of such debris was necessary and in the public interest in order to eliminate immediate threats to life, property, and public health and safety and ensure economic recovery of the community

**Finding #63:** Enhancements made since Hurricane Irma, including amendments to pre-existing debris removal contracts and the purchase of two grapple trucks, significantly expedited the removal of debris in Leon County.

**Finding #64:** County governments may enact a burn ban under a declared local state of emergency pursuant to Chapter 252, Florida Statutes. Generally, a County may issue a burn ban when conditions create an ongoing likely threat of brush and forest wildfires. Following Hurricane Michael, Leon County followed normal protocols and determined that there was no need to issue a burn ban. This decision was consistent with the Florida Forest Service’s designation of hurricane-impacted areas with special requirements for outdoor burning, which did not include Leon County.

**Finding #65:** Following Hurricane Michael, Leon County received several reports of citizens burning debris piles in residential neighborhoods. The Board of County Commissioners has adopted regulations for debris burning, which should be shared with citizens through public information efforts following future hurricanes.

Recommendation 65.1: Coordinate with the Florida Forest Service and share information regarding local and state requirements for debris burning following future hurricanes.

*Lead Agencies: Leon County Community and Media Relations*

*Support Agencies: Leon County Emergency Management*

### 4.14.2 Solid Waste Services

To help Leon County citizens to clear their yards and neighborhoods of storm debris, Leon County waived all fees for citizens to bring yard debris to the Solid Waste Management Facility and all Rural Waste Service Centers from Friday, October 12 through Sunday, October 21, receiving an estimated 181 tons of citizens’ yard debris. Waste Pro’s residential garbage collection was delayed by two days immediately following the storm but resumed its normal pickup schedule by Monday, October 15.

Leon County also maintains an agreement with Waste Management, Inc. for the hauling and disposal of residential solid waste to the Springhill Landfill in Jackson County. In addition to the County’s hauling and disposal contract, in an extremely rare situation where the Springhill Landfill is inaccessible, or if the Leon County Transfer Station facility is destroyed and unable to accept waste, the County would need the ability to bring waste directly to landfills other than Springhill. Leon County entered into backup disposal agreements in 2015 with landfills in Decatur and Thomasville, Georgia to ensure stability of service. Following Hurricane Michael, an approximately 80-mile

## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

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stretch of Interstate 10 west of Leon County was closed for debris removal until the afternoon of Thursday, October 11. Staff observed that this would have significantly disrupted solid waste shipment to the Springhill Landfill if the highway was closed for an extended period. As reflected below, staff identified the need to evaluate expanding the County's solid waste emergency plans for potential damage scenarios involving the backup receiving sites in Georgia.

**Finding #66: A segment of Interstate 10 west of Leon County was temporarily closed following Hurricane Michael for debris removal. To ensure the County's ability to provide solid waste disposal during future disasters, the County should evaluate expanding its existing solid waste emergency plans for potential damage scenarios involving disrupted access to the Springhill Landfill and backup landfills in Georgia.**

Recommendation 66.1: Evaluate the County's solid waste emergency plans to determine if agreements with additional receiving landfills are needed.

*Lead Agencies: Leon County Office of Resource Stewardship*

*Support Agencies: Leon County Emergency Management*

### 4.15 Initial Impact Damage Assessment

Immediately following Hurricane Michael, Leon County began collecting information on homes damaged by the storm. 21 joint County-City damage assessment teams were sent into the field over the course of four days immediately following the storm. On the final two days, three FEMA teams also participated in the effort to inspect and verify damage reports compiled by our internal damage assessment teams. These teams identified 1,172 homes in Leon County impacted by the storm, 25 of which were destroyed, 248 that were categorized with major damage, 660 with minor damage and 239 others at which a non-living area such as a screened porch or gutter was affected. The establishment of joint County/City damage assessment teams was the result of a recommendation in the Hurricane Hermine After-Action Report.

To facilitate County/City initial damage assessments, Leon County Office of Information Technology staff developed a damage assessment application and workflow to collect information with a smart phone and provided just-in-time training on the use of the application and ongoing support while damage assessment teams were in the field. Also, Leon County deployed a web portal developed by staff during Hurricane Hermine in 2016 for citizens to self-report damage, which assisted in directing the teams deployed in the field. Obtaining accurate and timely standardized information to support a request for federal assistance is critical to delivering appropriate assistance to impacted individuals and households. As the majority of the information required to assess impacted residents is available only at the local level, it is paramount that local emergency management personnel understand the information required by decision-makers and develop systems and assessment teams capable of collecting standardized information quickly following a disaster. Data collected from Leon County's initial impact damage assessments following Hurricane Michael was submitted to FDEM so that the state could request a Preliminary Damage Assessment for Individual Assistance, discussed further in Section 4.17 below.



## **Section 4.0 Hurricane Michael Preparedness, Response and Recovery**

### **4.16 Permit Fee Waivers and Relaxed Inspection Requirements**

To help the community rebuild after Hurricane Michael, Leon County waived growth management and building permit fees for storm-related repairs, as well as permit fees to remove storm-damaged trees, as long as the work was completed by either the homeowner or a licensed contractor. This practice reflects an enhancement from the Hurricane Hermine After-Action Report in 2016 and is now codified in the Leon County CEMP as a result. Additionally, in order to expedite power restoration, electrical service was allowed to be reconnected by a licensed electrical contractor with final inspections conducted at a later date. This allowed citizens to begin making emergency repairs immediately without having to worry about securing permits in advance. Additionally, because internet and cellular service was disrupted following the storm which required contractors to submit permit requests for electrical reconnections in person, Leon County Development Support & Environmental Management waived the requirement to submit owner affidavits, consistent with the County's online permitting process.

As indicated in Section 2.3 above, Leon County maintains a Catastrophe Reserve Fund to allow access to emergency funds during a declared local state of emergency. The Catastrophe reserve Fund can be used in support of staff overtime, equipment, contractual support (i.e. debris removal) and materials/supplies in the event of a natural disaster. In addition, funds may also be used to pay for solid waste and building/growth fees for eligible residents for the purpose of home restoration/construction. Leon County's Catastrophe Reserve Fund was utilized to reimburse the building fund for fees waived in support of the restoration effort. At the time this report was prepared, fees have been waived or refunded for 204 County building permits totaling over \$67,000 in fees, although staff is still receiving additional requests generally associated with after-the-fact permits and delays associated with insurance related issues.

**Finding #67: Leon County waived permit fees for storm-related repairs following Hurricane Michael, which allowed citizens to immediately make emergency home repairs while permit offices were closed.**

### **4.17 FEMA Assistance**

In advance of Hurricane Michael, Governor Scott declared a State of Emergency for 26 counties in Northwest Florida, the Big Bend region and North Central Florida on Sunday, October 7. That declaration stretched from Escambia County in the western end of the Panhandle to Columbia County in North Central Florida and Levy County along the Gulf Coast. Subsequently, on Monday, October 8 the Governor expanded the declaration to include Bradford, Pasco, Hernando, Pinellas, Hillsborough, Manatee, Alachua, Union and Baker counties. Based on anticipated impacts throughout the state, Governor Scott requested a Presidential Disaster Declaration for Hurricane Irma on October 8. President Trump issued a major disaster declaration on October 11 for the State of Florida, authorizing federal funds to be made available through the Public Assistance Grant Program to 18 counties stretching from Okaloosa to Hamilton County, and to affected individuals through the Individual Assistance program in 12 counties. Leon County was designated eligible under the Presidential Major Disaster Declaration for both Public Assistance and Individual Assistance.

With past federally declared disasters in Leon County, FEMA has always had a presence whether through email, conference calls, and/or a Disaster Recovery Center at the downtown Leon County Main Library. During Hurricane Michael, however, FEMA provided even more physical and hands-on support throughout the disaster recovery process, including Disaster Survivor Assistance Teams, damage assessment teams for individual and public assistance,



## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

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intergovernmental affairs, public information, and various other federal disaster recovery efforts as discussed throughout this report. FEMA also attended the County's Hurricane Michael listening session, and as a result FEMA representatives provided direct, face-to-face disaster assistance for those who attended. In addition to the individual disaster survivor assistance, FEMA engaged in various public information activities to update Leon County citizens on programs and aid, through a WFSU Perspectives interview to Facebook Live Q&A sessions, to coordinated news releases with local media partners. Lastly, FEMA embedded a liaison in the Emergency Operations Center to help coordinate Leon County-specific federal activities with the County's Emergency Management Director.

**Finding #68: FEMA's high level of support and visibility following Hurricane Michael ensured disaster survivors received the best case management and information. Also, FEMA's involvement in the County's community listening session led to direct, timely assistance for those in need.**

Recommendation 68.1: Following any federally declared disaster that affects Leon County, Emergency Management will work directly with the State of Florida's State Emergency Response Team (SERT) to request FEMA provide staff liaisons and support similar to or exceeding the functions provided during Hurricane Michael: Disaster Survivor Assistance Teams, an embedded EOC liaison, public information support, and intergovernmental affairs.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

### 4.17.1 Public Assistance Grant Program

The FEMA Public Assistance Grant Program is authorized through the Robert T. Stafford Disaster Relief and Emergency Assistance Act to assist state, tribal, and local governments, and certain private non-profit entities, severely affected by a disaster. To be eligible for the FEMA Public Assistance Grant Program, a state must reach a damage cost threshold (\$1.50 per capita), and individual counties must reach a county-specific damage cost threshold (\$3.78 per capita). The 2018-19 threshold for the State of Florida is \$28,201,965 and Leon County's threshold is \$1,041,341 including all eligible entities within the County.

As indicated above, Leon County was included in the major disaster declaration for public assistance on October 11. Included in the declaration was: 100% percent reimbursement for the first five days of debris removal and emergency protective measures; 87.5% reimbursement for the remainder of the first 30 days for eligible emergency protective measures for the of the storm event; and up to 87.5% reimbursement for debris removal costs. Other reimbursement categories (i.e. permanent work, such as road, culvert and other infrastructure repair) will be reimbursed by 87.5%. Initial estimates indicate that the total disaster costs associated with Hurricane Michael are approximately \$22.6 million including debris removal costs estimated at \$20.5 million; Emergency Protective Measures at \$893,000; Consulting Services at \$900,000 and Permanent Work at \$265,000.

In response to the after effects of Tropical Storm Fay in 2008, the Board approved the creation of the Catastrophe Reserve Fund (described earlier in Section 2.3 of this report). The fund was created to allow access to emergency funds needed in case of a

## **Section 4.0     Hurricane Michael Preparedness, Response and Recovery**

declared local state of emergency. The fund allows cash flow for expenses related to the disaster.

During the FY 2019 carryforward process, the Board established Catastrophe Reserve funding at \$13.0 million, or 8.7% of the General/Fine and Forfeiture Fund appropriations for FY 2019. Pursuant to the County's reserve policy, through the carry forward process, the Catastrophe Reserve funds are normally appropriated at a level of 2% of the total appropriations of the General/Fine and Forfeiture Fund, or \$3,001,619. The additional reserves appropriated by the Board allowed immediate access to funds to assist with restoring the community to pre-catastrophe levels, prior to assistance and reimbursements being available from the Federal Emergency Management Administration (FEMA).

Due to the extensive damage associated with Hurricane Hermine in 2016, and to ensure the maximum reimbursement possible was received from FEMA for storm related damage, the County contracted with an Emergency Management Consultant to assist with the application and reimbursement process. Based on an evaluation of the final storm damage from Hurricane Michael, Leon County again engaged its contracted Emergency Management Consultant to assist with the Hurricane Michael FEMA reimbursement process.

**Finding #69: Following Hurricane Michael, the Leon County Board of County Commissioners approved an elevated level of Catastrophe Reserve funding for Fiscal Year 2019 in order to ensure adequate availability of funds to restore the community to pre-catastrophe levels prior to assistance and reimbursements being available from FEMA.**

### **4.17.2 Individual and Households Program Assistance**

FEMA's Individuals and Households Program (IHP) provides up to \$33,000 per household for necessary housing-related expenses and critical needs that cannot be met through other means. For a state or county to be eligible for FEMA IHP assistance, a damage assessment must be completed. Following Hurricane Michael, Leon County and the City of Tallahassee began collecting information on damaged homes as outlined in the County CEMP. As described in Section 4.15 above, Leon County's initial damage assessment results found 25 homes destroyed, 248 homes with major damage, 660 homes with minor damage, and another 239 homes affected by Michael.

For the FEMA IHP to be considered under the declaration, a variety of pertinent factors are considered for a given incident such as:

- The amount and type of damages
- The impact of damages on affected individuals, the state, and local governments
- The available resources of the state and local governments, and other disaster relief organizations
- The extent and type of insurance in effect to cover losses
- Assistance available from other federal programs and sources
- Imminent threats to public health and safety
- Recent disaster history in the state
- Hazard mitigation measures taken by the state or local governments, especially implementation of measures required as a result of previous major disaster declarations

## **Section 4.0     Hurricane Michael Preparedness, Response and Recovery**

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As described in Section 4.15 of this report, 21 joint County-City damage assessment teams were sent into the field over the course of four days immediately following Hurricane Michael to conduct initial impact damage assessments. Upon completion of these damage assessments, these teams summarized the data collected and submitted it to the Florida Division of Emergency Management to request a Preliminary Damage Assessment for FEMA IHP assistance.

The FEMA IHP consists of two program elements: Housing Needs Assistance and Other Needs Assistance for individuals. Housing support may include financial assistance for homeowners or renters in need of temporary housing solutions, reimbursement of lodging expenses, damage repair costs for a primary residence, and the replacement of a destroyed primary residence. According to the most recent update from FEMA, as of January 4, 2019, Leon County residents have received more than \$4.4 million in federal funds through this program.

To aid citizens with registration for assistance programs, FEMA activated two outreach programs to facilitate registration, Disaster Survivor Assistance and Disaster Recovery Centers. FEMA accepted registrations for disaster-related assistance until December 17, 2018.

- The Disaster Survivor Assistance Program Teams arrived on October 2, 2016 and made contact with storm victims at their homes and at community events. As of FEMA's most recent update in January 2019, Disaster Survivor Assistance Program Teams conducted outreach with 3,850 citizens in Leon County, assisting with registration, answering questions, providing case updates and making referrals to other recovery partners for needs beyond what FEMA can assist with.
- A Disaster Recovery Center is a readily accessible facility where survivors may go for information about FEMA programs or other disaster assistance needs or questions related to their circumstance. The Disaster Recovery Center for Leon County was established in the large program rooms at the LeRoy Collins Main Library and operated between October 23 and December 17, 2018, assisting over 1,000 visitors from 8 AM to 7 PM daily. Representatives from the Florida Division of Emergency Management, the Federal Emergency Management Agency, U.S. Small Business Administration (SBA), volunteer groups, and other agencies helped storm victims apply for federal disaster assistance and provide information on low-interest disaster loans for homeowners, renters, and businesses.

Additionally, on October 17, 2018, Leon County was included in Operation Blue Roof, a partnership among the state of Florida, the Federal Emergency Management Agency, and the U.S. Army Corps of Engineers to provide temporary roof repairs to eligible property owners. Operation Blue Roof provided temporary repairs for 30 Leon County residents following Hurricane Michael.

**Finding #70: Storm-related damage identified during County and City staff-led initial impact damage assessments and verified by FEMA's Joint Preliminary Damage Assessment Team supported the federal authorization of the Individual Household Assistance program in Leon County.**

## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

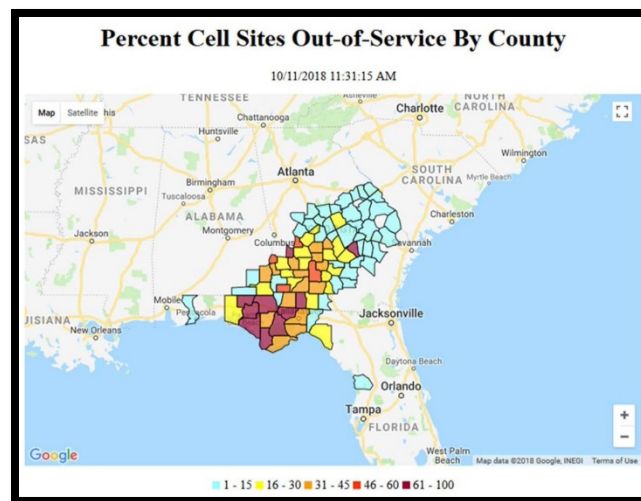
### 4.18 Business, Industry, and Economic Stabilization

During a disaster, the Leon County Division of Tourism Development and the Tallahassee-Leon County Office of Economic Vitality provide coordination with and support to local business and industry stakeholders. In general, this includes assistance finding hotel rooms for citizens and mutual aid responders; coordination with hotels, restaurants and attractions regarding evacuation orders and emergency-related closures; locating resources such as facility space, fuel, and other items to directly support response and recovery operations; and more. The findings and recommendations below reflect observations made during Hurricane Michael to continue to enhance coordination with business and industry partners during future emergencies.

#### 4.18.1 Telecommunications Providers

In addition to causing widespread damage to electric utility infrastructure, Hurricane Michael also damaged fiber optic networks and other infrastructure necessary for delivering broadband and mobile phone service within affected areas. Verizon, Sprint, and AT&T customers in Leon County reported outages in the days following Hurricane Michael. Staff from the Tallahassee-Leon County Office of Economic Vitality (OEV) were stationed in the Leon County EOC and assisted by coordinating with the State EOC to gather the most up-to-date information regarding the restoration process for cellular service. Additionally, OEV staff coordinated with mobile carriers to deploy equipment in Leon County to temporarily provide service while restoration efforts were ongoing, as described below.

On October 11, 2018, the Federal Communications Commission issued a report that included the status of cell tower outages in Florida and Georgia related to Michael:



In instances where electric utility service is disrupted causing mobile outages, cell towers can be powered by permanent or portable backup generators. Wireless carriers deployed backup generators following Hurricane Michael to power cell tower sites that lost power during the storm and staged personnel to keep generators fueled. Additionally, carriers deployed mobile cell units to temporarily provide voice and data service to customers during the restoration process.

## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

Comcast also experienced extensive damage throughout Leon County, disrupting video and internet service to customers for several days following Hurricane Michael. To assist customers, Comcast deployed its Xfinity “WiFi on Wheels” van to provide free wireless internet service so residents and emergency personnel can stay connected. The vehicle was set up at the LeRoy Collins Leon County Main Library, which was also open to the public as a comfort station (discussed in further detail in Section 4.13 of this report), on Saturday, October 13 and Sunday, October 14. The customized van was outfitted with six WiFi access points which can provide wireless internet connectivity to thousands of users over a 500 square foot area. In addition, Comcast opened its network of more than 8,000 Xfinity WiFi hotspots throughout the Florida Panhandle, including in Leon County, for anyone to use for free, including non-Xfinity customers.

**Finding #71: Future disaster response and recovery operations would benefit from earlier coordination in the Leon County EOC with local telecommunications providers during future activations.**

Recommendation 71.1: Coordinate with local telecommunications providers to designate representatives to staff the Leon County EOC earlier during future activations.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Administration*

### 4.18.2 Coordination with Local Hotels

The Leon County Division of Tourism Development is called upon during a hurricane for a variety of support including finding hotel rooms for residents who may have experienced damage to their home, out-of-town responders (electricians, contractors, EMTs, etc.) assisting with restoration and recovery efforts, and evacuees to Leon County from other areas. For the latter, Tourism embraces its role as a host for evacuees and communicates with hoteliers, restaurants, and attractions to share up-to-date information on evacuation orders, road and bridge closings, power outages, and when it is safe to return to evacuated areas.

Hotel rooms in Leon County and surrounding areas were in a sold-out state beginning October 9, 2018 due to last-minute evacuations from nearby coastal areas, the arrival of mutual aid crews to assist with response and recovery operations, and the upcoming FSU Invitational/Pre-State Cross Country meet at Apalachee Regional Park on October 12-13, which was cancelled due to anticipated storm impacts. Tourism staff acted as a conduit surveying local lodging properties to monitor the availability of hotel rooms. Leon County Tourism Division staff coordinated with local hoteliers to ensure that space was available to accommodate mutual aid workers who arrived from out of state to expedite the recovery process. Additionally, Tourism Division staff coordinated extensively with local and regional hoteliers and Florida State University regarding the Homecoming football game against Wake Forest on October 20. Hotels in Leon County became over-booked in the week leading up to the Homecoming game, with the vast majority of rooms being utilized for relief workers and evacuees from other areas. Leon County Tourism staff actively worked to survey hotel availability in unaffected areas throughout the region to help coordinate space for visitors arriving for the Homecoming game without displacing relief workers or evacuees.

Additionally, as indicated in Section 4.11.2, the State of Florida established a “tent city” at the Tallahassee International Airport to accommodate relief workers throughout the

## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

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affected area. The tent city is a logistical preference to serve as a singular location providing overnight accommodations for the high volume of relief workers anticipated over an extended period of time, rather than lodging relief workers in hotels spread out across the County. Tourism Division staff also coordinated with area hoteliers to provide information for the tent city to ensure lodging for incoming relief workers.

During the Hurricane Michael activation, Tourism Division staff also posted special weather alerts on VisitTallahassee.com, surveyed hoteliers to gauge inventory and identify any special rate offers, and regularly updated the website to reflect the availability of hotel rooms for citizens. Tourism staff paused all active marketing efforts and shifted social media activity during Hurricane Michael to advisories for travelers and evacuees and continually re-posted official social media communications from the EOC throughout the storm event, leveraging the Tourism Division's significant following on all social media platforms.

Tourism staff extensively utilized the GroupMe mobile app to communicate with industry partners for securing current hotel availability, maintaining current information on the operating status of local businesses, sharing updates on the status of emergency shelters, airport operations, event cancellations, curfew announcements and seeking products and services needed for supporting emergency shelter operations. Tourism also assisted in securing meals for the EOC by leveraging relationships with the Florida Restaurant and Lodging Association as well as staff relationships with local hotels throughout the incident. Tourism staff also provided support for the Points of Distribution (discussed in Section 4.12) and helped share information regarding the Office of Economic Vitality website which included a mapping tool to indicate which restaurants, stores, attractions, hotels, and other businesses were open (Section 4.18.3).

**Finding #72: Leon County Tourism Division staff coordinated with local hoteliers to ensure that space was available to accommodate evacuees and mutual aid workers who arrived from out of state to expedite the recovery process.**

### 4.18.3 Business Stabilization and Recovery Efforts

Several businesses in Leon County incurred storm-related damage from Hurricane Michael, and some experienced power outages that caused food loss or lost productivity. Staff from the Tallahassee-Leon County Office of Economic Vitality (OEV) worked to coordinate recovery assistance for affected businesses following Michael. As in previous years following Hurricanes Hermine and Irma, Domi Station once again opened its doors to provide temporary office space for businesses experiencing power outages or facility damage following Hurricane Michael.

OEV staff also engaged its network of more than 1,400 newsletter subscribers to promote hurricane preparedness and disaster recovery assistance, including financial assistance programs offered by the State of Florida and the Federal government. The Governor activated the Florida Small Business Administration disaster declaration Emergency Bridge Loan Program on October 12, 2018, which provides interest-free financial assistance in a timely fashion for small businesses that experienced physical or economic damage as a result of Hurricane Michael. The Florida Small Business Emergency Bridge Loan Program is offered through the Florida Department of Economic Opportunity and administered locally by the Florida Agricultural and Mechanical University's Small Business Development Center (SBDC). OEV coordinated closely with



## Section 4.0 Hurricane Michael Preparedness, Response and Recovery

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the SBDC, the Florida Department of Economic Opportunity, and the U.S. Small Business Administration to communicate the availability of disaster-related financial assistance programs to local businesses.

To help Leon County citizens' awareness regarding which businesses were open following Hurricane Michael to find essential needs such as groceries, gas, hardware, and pharmacy stores, OEV staff also coordinated with Tallahassee-Leon County GIS to develop a mapping application that was published on OEV's website and linked through from the Emergency Information Portal. OEV also coordinated with the Leon County Division of Tourism Development to gather and share reports from restaurants when they were open for business.

As of December 21, 2018, there were 134,656 insurance claims filed statewide due to Hurricane Michael, with total estimated insured losses over \$4.65 billion. There were 9,313 claims in Leon County, which account for 6.9% of the total number of claims filed statewide. At this time, approximately 15% of Leon County claims remain open. The Florida Office of Insurance Regulation has not released a dollar figure of total insured losses at the county level. In other counties within the Tallahassee Metropolitan Statistical Area, there were 5,712 insurance claims filed in Gadsden County, 1,150 in Wakulla County, and 164 in Jefferson County, and approximately 20% of these claims remain open. Claims in Gadsden and Wakulla may likely be more severe than those in Leon County due to the severity of wind and storm surge in those counties. By comparison, 1,162 insurance claims were filed in Leon County following Hurricane Irma, and 3,782 claims in Leon County following Hurricane Hermine.

**Finding #73: The Tallahassee-Leon County Office of Economic Vitality regularly conducts an inventory of vacant commercial buildings to support its business recruitment and retention efforts. Vacant commercial properties can serve a variety of functions during emergencies and should also be surveyed for suitability to assist disaster response and recovery efforts.**

Recommendation 73.1: When surveying vacant commercial buildings in Leon County, include information regarding these facilities' suitability for disaster response and recovery support, such as logistics support, sheltering, staging for mutual aid personnel, or temporary housing.

*Lead Agencies: Tallahassee-Leon County Office of Economic Vitality*

*Support Agencies: Leon County Emergency Management*



## **Section 5.0    Additional Discussion Regarding Leon County Operations**

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### **5.0    Additional Discussion Regarding Leon County Operations**

During any large-scale emergency activation, a substantial amount of coordination for personnel, logistical, finance, and facilities-related needs is required to support response and recovery operations. This section of the Hurricane Michael After-Action Report discusses Leon County’s internal coordination to meet these needs during Hurricane Michael and provides findings and recommendations to further enhance support in these areas during future emergencies.

#### **5.1    County Staffing at the Emergency Operations Center and in the Field**

Throughout Hurricane Michael, over 530 Leon County staff from 20 departments and divisions of Leon County government, in partnership with many hundreds more partner agency and mutual aid personnel, participated in response and recovery activities from the EOC and in the field. These personnel worked tirelessly throughout the activation by coordinating efforts to keep citizens prepared and informed, establishing shelters to ensure the safety of Leon County citizens and evacuees from other areas, clearing roadways and restoring critical infrastructure following the storm, providing relief to citizens without power and air conditioning, assisting citizens with navigating the recovery process, collecting and managing storm debris, and much more. These and other specific actions taken by Leon County staff to prepare for, respond to, and recover from Hurricane Michael are included in the following sections of this report.

Leon County’s Personnel Policy includes provisions designed to maximize staffing levels for response and recovery operations following a disaster. For employees who are aware that they will not be able to work during a declared local state of emergency, the policy also allows for employees to request a hardship exemption from their supervisor. Hardship exemptions are to be approved by the employee’s Division Director and Department Director. Those employees with an approved hardship exemption are not eligible to receive Administrative Leave during emergencies. Consistent with recommendations included in the Hurricane Irma After-Action Report, the Board of County Commissioners in April 2018 approved revisions to the County’s Human Resources Policies and Procedures Manual to ensure that all emergency response functions are managed with adequate staffing levels and to clarify each County employee’s roles and responsibilities during future emergency activations. Specifically, these revisions included:

- Classification of all Leon County employees as either “Emergency Critical” or “Emergency Support,” including clarification of responsibilities for each category;
- Statement of the expectation that all employees are required to work before, during, and after a declared local state of emergency;
- Statement of the responsibility of each employee to make arrangements for family and personal needs in advance of an emergency;
- Requirement for all employees to work either in their own divisions or in work locations outside their divisions unless released from work by the County Administrator;
- Clarification that working during a declared local state of emergency is a condition of employment and that failure to respond is subject to disciplinary action up to and including termination of employment; and
- Re-statement of the existing provision for employees to request a Hardship Exemption for medical or family related issues.

Following the Board’s approval of these policy revisions, Leon County Human Resources provided the updated policy to all County employees. However, as is common in any large-scale emergency activation, in a small number of instances some County staff were unsure whether

## Section 5.0 Additional Discussion Regarding Leon County Operations

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and where they were required to report for duty. Additionally, staff observed an opportunity to strengthen awareness of personnel operating in the field by more clearly defining the organizational structure of the Emergency Operations Center, regularly updating the EOC roster, and providing current information to personnel in the field at each shift change, as reflected in the findings and recommendations below.

During staff and partner agency debriefing meetings following Hurricane Michael, stakeholders provided constructive feedback specifically regarding the operation of the Citizens Information Line (discussed in detail in Section 4.2.7) and risk shelter operations (Section 4.4.1). These functions typically require personnel with specialized knowledge, skills, and abilities for optimum performance. For instance, Citizen Information Line personnel frequently receive calls from citizens who are upset, terrified, panicking, and confused. These personnel must handle those calls quickly, and it can become overwhelming for some. Similarly, risk shelter operations occur very quickly and require staff and volunteers who are able to adapt to rapidly changing and unpredictable situations. For this reason, feedback from the Hurricane Michael debriefing meetings included pre-identifying Leon County staff who may be suitable for certain specialized tasks during future emergencies and continuing to provide training opportunities in these areas.

Likewise, staff and volunteers involved in all emergency operations frequently experience a range of emotional, behavioral, physical, and cognitive responses. Further, individuals who have had a mental illness (whether diagnosed or not) prior to the event may experience re-triggering or increased severity of symptoms, which could be exacerbated by decreased access to behavioral healthcare and/or medications following a disaster. While many individuals are resilient and will recover on their own, others may require additional support. The findings and recommendations below reflect opportunities to provide additional stress prevention and management support for responding personnel before, during, and after future emergency activations.

**Finding #74: In a small number of instances during Hurricane Michael, some County staff were unsure whether and where they were required to report for duty.**

Recommendation 74.1: Review procedures for notifying County staff of emergency duty to determine if additional enhancements to the procedures are needed.

*Lead Agencies: Leon County Administration*

*Support Agencies: Leon County Human Resources*

Recommendation 74.2: Clearly define the organizational structure of the Leon County Emergency Operations Center, the roles and responsibilities of each position, and create an updated roster for County staff assignments in the EOC.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Human Resources*

Recommendation 74.3: Evaluate strategies to further strengthen operational awareness for response and recovery personnel in the field, including providing EOC organizational charts as well the names and contact information for all EOC personnel at each shift change.

*Lead Agencies: Leon County Emergency Management*

*Support Agencies: Leon County Human Resources*

## Section 5.0 Additional Discussion Regarding Leon County Operations

**Finding #75: There are several tasks during response and recovery operations that require specialized knowledge, skills, and abilities.**

Recommendation 75.1: Pre-identify County staff who may be expected to fill specialized roles (such as the Citizens Information Line, risk shelter support, and others) during future incidents.

*Lead Agencies: Leon County Emergency Management, Leon County Administration*

*Support Agencies: Leon County Human Resources*

Recommendation 75.2: Continue to identify and provide training opportunities throughout the year for personnel pre-designated to fill specialized roles during an emergency.

*Lead Agencies: Leon County Emergency Management, Leon County Administration*

*Support Agencies: Leon County Human Resources*

**Finding #76: Staff and volunteers involved in all emergency operations frequently experience a range of emotional, behavioral, physical, and cognitive responses.**

Recommendation 76.1: Evaluate opportunities to provide additional stress prevention and management support for responding personnel before, during, and after future emergency activations.

*Lead Agencies: Leon County Human Resources*

*Support Agencies: Leon County Emergency Management*

**Finding #77: Although there was no mandatory evacuation order or curfew imposed in Leon County during Hurricane Michael, staff observed that there would be no consistent way to permit reentry and passage of necessary County staff in such instances.**

Recommendation 77.1: Create a database with credentials and photographs of Leon County employees to support efforts to permit reentry and passage following a mandatory evacuation of non-critical staff.

*Lead Agencies: Leon County Human Resources, Leon County Community and Media Relations*

*Support Agencies: All County Departments*

**Finding #78: During Hurricane Michael, payroll procedures created some instances of overpayments, requiring paycheck adjustments during the following pay period.**

Recommendation 78.1: Survey other counties and the Florida Division of Emergency Management for best practices regarding payroll collection and processing for disaster response and update Human Resources administrative procedures accordingly.

*Lead Agencies: Leon County Human Resources*

*Support Agencies: Leon County Emergency Management*

Recommendation 78.2: Evaluate the feasibility of itemizing emergency pay on future pay stubs.

*Lead Agencies: Leon County Human Resources*

*Support Agencies: Leon County Emergency Management*

### 5.2 Public Safety Complex

The Leon County Office of Resource Stewardship, Facilities Management Division manages the physical space at the Public Safety Complex (PSC), which opened in July 2013 and includes the Leon County Emergency Operations Center. As reported in the 2016 Hurricane Hermine After-Action Report, Leon County engaged one of the premier emergency management consulting firms in the nation for its expert and objective guidance in conducting its after-action review.

## Section 5.0 Additional Discussion Regarding Leon County Operations

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The consulting firm noted that the PSC is “a state-of-the-art facility with significant resources available for all aspects of homeland security and emergency management.”

Since it opened in 2013, the Emergency Operations Center (which is housed within the PSC) has been activated several times, including three major activations for Hurricanes Hermine, Irma, and Michael which included full staffing from Leon County and partner agencies over multiple operational periods. The findings and recommendations below reflect opportunities for further enhancements as observed by staff and partner agency personnel following Hurricane Michael.

**Finding #79: Since it opened in 2013, the Emergency Operations Center has been activated several times, including three major activations for Hurricanes Hermine, Irma, and Michael which included full staffing from Leon County and partner agencies over multiple operational periods. Staff and partner agency personnel identified additional minor enhancements to improve the utilization of the PSC.**

Recommendation 79.1: Provide additional supplies for the Citizens Information Line space including power strips, phone cleaning wipes, and wire shelves or baskets to store blankets, pillows, and overnight bags.

*Lead Agencies: Leon County Volunteer Services*

*Support Agencies: Leon County Office of Resource Stewardship*

Recommendation 79.2: Evaluate the feasibility of installing an interactive whiteboard (SMART Board) within the Citizens Information Line room.

*Lead Agencies: Leon County Volunteer Services*

*Support Agencies: Leon County Office of Information and Technology*

Recommendation 79.3: During future emergency activations, consider renting an additional roll-off dumpster to accommodate larger volumes of solid waste.

*Lead Agencies: Leon County Office of Resource Stewardship*

*Support Agencies: Leon County Emergency Management*

### 5.3 Logistics and Resource Support

The Leon County CEMP, Annex 7 provides for logistical and resource support to local entities involved in delivering emergency response and recovery efforts for natural disasters and other catastrophic events. In general, this includes coordination for locating, procuring, and assigning resources such as supplies, fuel, heavy equipment, transportation, and other items to directly support response and recovery operations.

During Hurricane Michael, and as the case for any large-scale emergency activation, a substantial amount of logistics and facilities-related needs were required to support response and recovery operations. The County planned for post-storm staffing and logistical needs by identifying vacant office space and available equipment to be deployed the day following the storm. Leon County Facilities Management prepped, fueled and pre-staged key equipment to provide for rapid response. Following the storm, the EOC Logistics team, coordinated the management of the acquisition, mobilization, staging, and allocation of resources throughout the County. During Michael, the logistical management of resources was better supported with the utilization of smaller County-owned vehicles to courier small quantities of material. As an improvement identified in the Hurricane Irma After-Action Report, the EOC Logistics team was provided with a list of smaller, non-emergency essential County-owned vehicles to support to the mobilization of resources in the field.

In addition, the EOC Logistics team is responsible for coordinating meal service for personnel activated to the EOC during emergencies. During any emergency activation, scores of Leon

## Section 5.0 Additional Discussion Regarding Leon County Operations

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County employees and staff from various partner agencies are represented in the EOC on day and night shifts around the clock to ensure the success of response and recovery operations during a disaster. These personnel work tirelessly behind the scenes to provide critical support to resources in the field by maintaining technology systems, supporting logistical needs, coordinating efforts to keep citizens prepared and informed, and various other vital services. During an activation, providing balanced meals is key to maintaining the morale, focus, and energy of the personnel fulfilling these critical roles.

During Hurricane Hermine and Irma, the EOC Logistics team found that finding local restaurants or caterers to provide meal service following a disaster could be difficult depending on the extent and duration of power outages. To better prepare for future disasters, the Hurricane Irma After-Action Report included a recommendation to establish a standardized plan to provide meal service for the EOC during future activations by potentially contracting with a private vendor. To support meal service during Hurricane Michael, the EOC Logistics Team, supported by Leon County Division of Tourism staff, polled and compiled a list of local restaurants willing to provide meal service for the EOC during activation. The EOC Logistics Team provided over 3,500 meals to personnel stationed at the EOC during Hurricane Michael.

The following findings and recommendations below reflect observations made during Hurricane Michael to continue to enhance the coordination of logistical and resource support during future emergencies.

**Finding #80: County staff and partner agency personnel consistently reported that food service at the EOC was excellent and significantly improved since Hurricanes Hermine and Irma, which helped to maintain elevated morale in the EOC during an extended activation.**

Recommendation 80.1: Establish Standard Operating Procedures for food service in the EOC based on experiences during Hurricane Michael.

*Lead Agencies: Leon County Office of Resource Stewardship*

*Support Agencies: Leon County Emergency Management*

Recommendation 80.2: To enable Logistics Team members to prepare and serve meals at the EOC more effectively during future activations, evaluate purchasing equipment such as a convection oven, electric hot buffet table, salad bar, and double-glass refrigerator.

*Lead Agencies: Leon County Office of Resource Stewardship*

*Support Agencies: Leon County Emergency Management*

### 5.4 Information Technology Resources in the EOC

The Leon County CEMP, Annex 5 – Information and Planning describes the coordination of overall information and planning activities in the EOC during emergency events. The mission of Information and Planning is to collect, analyze, and disseminate information about an actual disaster or potential disaster situation and to coordinate the overall activities of all responders in providing assistance to the affected area. The Leon County Office of Information and Technology assists these efforts by providing Geographic Information Systems (GIS) support, computer and network equipment support, and general IT support during EOC activations. During Hurricane Michael, the Office of Information and Technology assigned staff from Management Information Systems (MIS) and Tallahassee-Leon County GIS to provide support to the EOC during each shift throughout the activation to provide technical support for devices, audio/visual equipment, website and networking needs, mapping needs, and supporting the WebEOC incident management system. Other staff members rotated shifts at Public Works, the

## **Section 5.0 Additional Discussion Regarding Leon County Operations**

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Courthouse, and the Jail and also provided remote on-call support for mission critical applications.

Hurricane Michael was the second incident during which Leon County utilized WebEOC and personnel from Leon County and several partner agencies reported it to be a significant enhancement for communication and coordination within the EOC. This standardized incident management software platform allows for paperless notification and messaging in the EOC which allows for easier tracking of task and mission assignments during an emergency. The system also interfaces with the Florida Division of Emergency Management and other agencies.

The Hurricane Irma After-Action Report included finding and recommendations related to improving and expanding the utilization of WebEOC for incident management during future emergencies including increased training, coordination, and real time data sharing with Public Information staff and Citizens Information Line call takers. To ensure the highest level of information coordination, LCEM continued to conduct WebEOC training on a regular basis and expanded training opportunities for more County and partner staff, which further enhanced operations and contributed to the County's successful response during Hurricane Michael.

As recommended in the Hurricane Irma After-Action Report, GIS and MIS partnered with Leon County Emergency Management to evaluate additional opportunities to develop and integrate mapping tools during future emergencies. Accordingly, GIS and MIS staff leveraged the use of WebEOC mapping tools to develop several mapping applications and WebEOC dashboards to centrally store and present various data sets such as roadway obstructions, shelters, traffic signal status, and traffic signals requiring generator power.

Overall, these enhancements proved to be successful in enhancing situational awareness during Hurricane Michael response and recovery operations. During Michael, WebEOC was utilized to support the tracking of over 4,200 EOC activities. These activities included citizen requests for assistance or information regarding downed trees on property, debris clean-up, food and utility payment assistance, and other issues through the Citizens Information Line. By tracking and storing citizens requests and information through WebEOC, CIL call-takers could easily follow-up with citizens to ensure their requests was fulfilled by following up on any unmet needs or provide additional referrals that were not available at the time of the initial call. Additionally, as discussed further in Section 4.2, WebEOC facilitated requests for resources and support from the State EOC.

The findings and recommendations below reflect opportunities for further enhancements as observed by staff and partner agency personnel following Hurricane Michael.

**Finding #81: Building upon recommendations from the Hurricane Irma After-Action Report, Leon County MIS/GIS staff developed new GIS mapping applications for use during Hurricane Michael. Several staff and partner agency personnel reported these tools to be extremely useful in enhancing situational awareness during the activation.**

**Finding #82: WebEOC was a critical tool used by personnel in the EOC and in the field during Hurricane Michael. Leon County staff and partner agency personnel consistently reported that WebEOC was extremely useful in coordinating operations in and from the EOC.**

## **Section 5.0    Additional Discussion Regarding Leon County Operations**

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**Finding #83: Several partner agencies identified specific suggestions during debriefing meetings for minor adjustments to the WebEOC interface.**

Recommendation 83.1:    Convene stakeholder group meetings to evaluate ways to further enhance the use of WebEOC during future activations.

*Lead Agencies:    Leon County Office of Information and Technology*

*Support Agencies:    Leon County Emergency Management*



### 6.0 Conclusion

The unprecedented level of activation and mobilization of resources before, during, and after Hurricane Michael provided another unique opportunity for Leon County to extract every possible lesson learned so that we can continue to improve our ability to respond to future disasters. In reviewing all aspects of Leon County plans, preparations, response, and recovery efforts from Hurricane Michael, staff has identified the 83 findings and 68 recommendations presented in this report. Reflecting Leon County's continuous commitment to enhancing our community's preparedness, response, and recovery capabilities, we recognize that we must continue to enhance our plans and capabilities to prepare for even greater, more severe disasters. The implementation of this Hurricane Michael After-Action Report will result in the overall implementation of 288 findings and 213 specific recommendations for improvement in total over the past three years and will once again serve to make a strong response by Leon County even stronger.

Hurricane Michael was the third-most intense hurricane ever to make landfall in the continental United States and the single-most intense to impact the Florida Panhandle in recorded history. The storm developed and strengthened extremely quickly, caused catastrophic damage throughout the Florida Panhandle and Big Bend region, and as such, demanded the highest level of agility and responsiveness by emergency professionals. Leon County experienced tropical storm-force wind gusts for a prolonged period of approximately 12 hours that downed thousands of trees, blocking over 1,000 road segments and causing widespread power outages to up to 95% of utility customers throughout the county; damaged nearly 1,200 homes in Leon County including 25 that were destroyed; and required a massive debris collection operation to remove storm-generated debris from homes and roadways. The storm-related damage caused by Hurricane Michael required the longest and most extensive activation of the Leon County Emergency Operations Center to date; however, Leon County emerged with no major flooding issues and more importantly, no loss of life from the storm.

While Leon County's Emergency Operations Center has been activated several times since opening, no test was more significant than Hurricane Michael. The challenges presented by Michael rigorously tested Leon County's plans, training, partnerships, and response capabilities. Ultimately, Leon County conducted its largest emergency response ever, activating the Emergency Operations Center for a total of 194 hours, establishing shelters to house over 1,500 citizens and evacuees, collecting over one million cubic yards of debris, and coordinating efforts to return our community to normal as quickly as possible. While we were fortunate that Leon County did not receive the same catastrophic impacts as our neighboring counties to the west, Hurricane Michael nonetheless required an unprecedented level of emergency activation and coordination of resources to keep our community safe.

## **Section 7.0    Appendices**

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### **7.0    Appendices**

Appendix A:    List of Acronyms

Appendix B:    Leon County CEMP

Appendix C:    Leon County Board Policy No. 07-2, “Reserves”

Appendix D:    2018 Leon County Disaster Survival Guide

Appendix E:    WebEOC Mission Requests

## **Appendix A: List of Acronyms**

AHCA	Florida Agency for Healthcare Administration
CDA	Consolidated Dispatch Agency
CEMP	Comprehensive Emergency Management Plan
CIL	Citizen Information Line
COAD	Big Bend Community Organizations Active in Disaster
DART	Big Bend Disaster Animal Response Team
DSEM	Leon County Department of Development Support and Environmental Management
EIP	Emergency Information Portal
EMS	Leon County Emergency Medical Services
EOC	Emergency Operations Center
FDEM	Florida Division of Emergency Management
FDEP	Florida Department of Environmental Protection
FDOH	Florida Department of Health
FDOT	Florida Department of Transportation
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
FLASH	Federal Alliance for Safe Homes
FMEA	Florida Municipal Electric Association
GIS	Geographic Information Systems
HSPD-5	Homeland Security Presidential Directive #5
ICS	Incident Command System
IHP	Individuals and Households Program
LCEM	Leon County Emergency Management
LCSO	Leon County Sheriff's Office
LMS	Local Mitigation Strategy
MIS	Leon County Management Information Systems
MRE	Meal Ready to Eat
MYTEP	Multi-Year Training and Exercise Plan
NIMS	National Incident Management System
OEV	Tallahassee-Leon County Office of Economic Vitality
PDRP	Post-Disaster Redevelopment Plan
PSC	Public Safety Complex
SBA	U.S. Small Business Administration
SBDC	Small Business Development Center
SERT	State Emergency Response Team
SMAA	Statewide Mutual Aid Agreement
TFD	Tallahassee Fire Department
TLCASC	Tallahassee-Leon County Animal Service Center
TPD	Tallahassee Police Department



# **EMERGENCY MANAGEMENT**

## **Comprehensive Emergency Management Plan 2017**

**Board of County Commissioners**  
Leon County, Florida

**Policy No. 93-2**

**Title:** Emergency Management

**Date Adopted:** January 12, 1993

**Effective Date:** January 12, 1993

**Reference:** Ch. 252, F.S.

**Policy Superseded:** N/A

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It shall be the policy of the Board of County Commissioners of Leon County, Florida, that:

In order to provide for the safety and welfare of the citizens of Leon County in the event of a natural, man-made or technological emergency, and to ensure a constant state of readiness, the most current element of the Leon County Comprehensive Emergency Management Plan, upon approval of the State of Florida, Division of Emergency Management, shall be in effect.

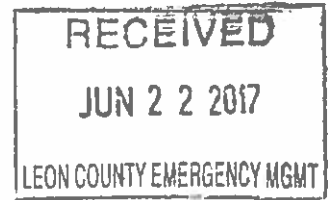


STATE OF FLORIDA

# **DIVISION OF EMERGENCY MANAGEMENT**

**RICK SCOTT**  
Governor

**BRYAN W. KOON**  
Director



June 26, 2017

Mr. Kevin Peters, Director  
Leon County Department of Emergency Management  
911 A Easterwood Drive  
Tallahassee, FL 32311

## **CERTIFIED MAIL – RETURN RECEIPT REQUESTED**

Dear Director Peters:


In accordance with the provisions of Rule Chapter 27P-6 Florida Administrative Code (FAC), the Florida Division of Emergency Management (FDEM) has completed its review of the Leon County Comprehensive Emergency Management Plan (CEMP). The review team has determined that your plan meets the CEMP compliance criteria. We hope that the comments and discussions the review team had with you and your staff during the review will assist you in future planning efforts and enhance the update of your CEMP.

**As per Policy No. 93-2, Ch. 252, F.S., the Leon County Comprehensive Emergency Management Plan is in effect upon approval of the State of Florida, Division of Emergency Management.**

Mr. Kevin Peters  
June 26, 2017  
Page Two

If you have any questions or need additional information regarding the plan's approval, please contact your review team leader, Elise Fisher, at (850) 815-4304 or by email: [elise.fisher@em.myflorida.com](mailto:elise.fisher@em.myflorida.com).

Sincerely,

  
for Linda McWhorter, Chief  
Bureau of Preparedness

LM/ef

cc: John Dailey, Chairperson of BOCC, Leon County  
Jim Roberts, DEM – Regional Coordination Team Manager  
Brian Bradshaw, DEM – Regional Coordinator  
Gina Mendicino, RPC Representative  
Caroline Edwards, DEM – Recovery  
Miles Anderson, DEM – Mitigation  
Elise Fisher, DEM – CEMP Planner





The Leon County Division of Emergency Management is Leon County's Emergency Management agency. The Division of Emergency Management was established by Leon County Ordinance 93-16, with the responsibility of coordinating emergency management activities, services and programs within the county. The Division is under the office of Community Relations and Resilience, a part of County Administration.

The Director of Emergency Management is selected by the County Administrator and confirmed by the Board of County Commissioners. The Director of Emergency Management is responsible for the coordination of emergency management activities, services, and programs within the county. The Director is also responsible for developing a county emergency management plan and program that is consistent with the state emergency management plan and program.

There is one municipality within Leon County; the City of Tallahassee. The City of Tallahassee is a Charter City. The City of Tallahassee operates under a Commission-Manager form of government administration. The City Manager is the Chief Administrative Officer of the City. The City Manager has designated the Chief of the Tallahassee Fire Department as the City's point of contact for coordinating emergency management activities with Leon County Emergency Management.

### **Continuity of Operations and Government**

Continuity of Operations Planning is an effort to ensure that the capability exists to continue essential government services and agency functions across a wide range of hazards and emergencies.

Continuity of Operations Planning is different than Emergency Management Planning. A Continuity of Operations Plan is focused on the resumption of business operations after an emergency or disaster. Agencies which have a lead or support role in an Emergency Support Function are mission essential and must have a Continuity of Operations Plan to maintain their Emergency Support Function capabilities. Continuity of Operations Plans support the Comprehensive Emergency Management Plan.

Orders of Succession for organizational leadership are a key element of Continuity of Government and Operations. The orders of succession for Leon County are as follows.

- Person empowered to declare a local State of Emergency
  - Chairman of the Board of County Commissioners
  - Vice-chairman of the Board of County Commissioners (in the absence of the Chairman)
  - County Administrator or his or her designee (in the absence of the Chairman and Vice-chairman)
- Person empowered to execute executive responsibilities and the power of the County

- County Administrator
- Deputy County Administrator
- Assistant County Administrator
- Assistant to the County Administrator

The preservation of vital records is essential for continuing government functions during and after an emergency or disaster. The Leon County Clerk of Courts and Comptroller is responsible for keeping and maintaining the official records of Leon County.

The Director of Leon County's Office of Information Technology provides redundant networked data storage and retrieval for agencies of Leon County Government. Vital data and records stored in this manner, as part of the technology disaster recovery plan, are backed up and sorted out of county for retrieval in cases of catastrophic disaster. The Director of the City of Tallahassee's Technology & Innovation Department provides this service for agencies of Tallahassee Government.

The safekeeping of printed records are the responsibility of the individual in possession of them.

## **Financial Management**

The Leon County Office of Financial Stewardship provides financial management assistance to the County Administrator and county departments. Under the leadership of the Director of the Office of Financial Stewardship Leon County has established accounting and reporting systems to:

- Maintain accounting and reporting practices in conformance with the Uniform Accounting System of the State of Florida and Generally Accepted Accounting Principles (GAAP).
- Maintain accounting system records on a basis consistent with the accepted standards for local government accounting according to Governmental Accounting and Financial Reporting (GAFR), the National Council on Governmental Accounting (NCGA), and the Governmental Accounting Standards Board (GASB).
- Provide regular monthly financial reports that include a summary of activity for all funds.
- Provide regular monthly trial balances of line item financial activity by type of revenue and expenditure.
- Ensure that an annual financial and compliance audit of the County's financial records is conducted by an independent firm of certified public accountants whose findings and opinions are published and available for public review.
- Provide that the Office of Management and Budget (OMB) will submit to the County Commission quarterly reports on the operating condition of the County and, where applicable, to identify possible trends and, where necessary, to recommend options for corrective action.

- Seek, annually, the Government Finance Officers Association (GFOA) Certificate of Achievement in Financial Reporting and the GFOA's annual budget award.

The Director of Leon County's Office of Financial Stewardship will coordinate with County agencies on financial management issues related to the FEMA Public Assistance Program.

A Catastrophe Reserve will be maintained at 2% of the general fund and fine and forfeiture fund operating expenditures for the ensuing fiscal year. The Catastrophe Reserve will provide immediate cash flow for staff over time, equipment, contractual support and materials/supplies in the event of a natural disaster. In the event of a declared local state of emergency, the County Administrator is authorized to utilize the Catastrophe Reserve to pay Leon County solid waste and Leon County building/growth fees for eligible residents for the purpose of debris removal and home restoration/reconstruction. To be eligible, residents must demonstrate that all other means (including, but not limited to: FEMA Individual Assistance, property insurance) have been exhausted prior to seeking County assistance.

The Director of the City of Tallahassee Financial Management will coordinate with City agencies on financial management issues.

## **Planning**

State and local emergency planning in Florida uses an all-hazards approach to planning. All-hazards planning is based on the fact that the consequences of disasters are similar regardless of the hazard, and most of the functions core performed during emergency situations are not hazard-specific.

Chapter 252.38 of Florida Statutes places the responsibility for emergency management planning on the Leon County Division of Emergency Management. The Chapter also places the responsibility for leading emergency management planning efforts on the Leon County Director of Emergency Management.

The lead and support agencies for Emergency Support Functions will maintain a printed copy of the Leon County Comprehensive Emergency Management Plan for their use and reference.

The lead and support agencies for Emergency Support Functions are responsible for reviewing their Emergency Support Function annex and providing input to the Leon County Division of Emergency Management so that necessary updates may be made and planned for accordingly.

Elements of the plan are discussed annually in workshops hosted by the Leon County Division of Emergency Management. During workshops, notes will be taken and evaluated to determine new guidelines, policies, procedures, or capabilities discussed by

Emergency Support Function agencies. As necessary this information will be used to update the Leon County Comprehensive Emergency Management Plan. Drafts of changes to the Comprehensive Emergency Management Plan will be distributed to Emergency Support Function agencies for comment prior to insertion to the plan.

Additionally, after exercises, emergencies, disasters, and events an After Action Report will be produced. The After Action Report will identify elements of the Leon County Comprehensive Emergency Management Plan that work as planned and elements that need improvement. Areas for improvement will be analyzed and addressed by Emergency Support Function agencies. As improvements are addressed they will be incorporated into the Leon County Comprehensive Emergency Management Plan.

Completed updates to the Leon County Comprehensive Emergency Management Plan will be sent to lead and support agencies for Emergency Support Functions for inclusion in their printed copy of the Comprehensive Emergency Management Plan. Updates will include a remove and replace memo as a cover sheet, directing recipients as to which pages to remove and destroy and to insert the newly received updates.

Additionally, Rule 27P-6.006(2), Florida Administrative Code states the Division (Florida Division of Emergency Management) shall review each county comprehensive emergency management plan at a minimum of every four years. To comply with this rule Leon County Division of Emergency Management will prepare a fully updated version every four years for submission to the Florida Division of Emergency Management. The Division will provide the county with the results of its review and its finding as to the compliance of the plan with Rule 27P-6.006(2), Florida Administrative Code.

## **Training**

Training provides Emergency Support Function agencies and cooperating state, federal, and non-government agencies an understanding of Leon County's emergency/disaster response goals and concept of operations. The Leon County Division of Emergency Management's Coordinator will facilitate the local training program.

### **Multi-Year Training and Exercise Plan**

Leon County Emergency Management maintains a Multi-Year Training and Exercise Plan. The purpose of the Multi-Year Training and Exercise Plan is to identify the top priorities for improving the preparedness and response capabilities. The Multi-Year Training and Exercise Plan will define a cycle of training and exercise activities that will provide the most benefit in the development, refinement and maintenance of those capabilities.

Input for the Multi-Year Training and Exercise Plan comes from Emergency Support Function Agencies, coordinating state and federal agencies, and non-government disaster relief agencies. Plan updates will be completed annually in March. The Multi-Year Training and Exercise Plan contains the schedule for training and exercises.

### Recommended Baseline Training

The National Incident Management System Training Program identifies the national baseline training curriculum for emergency responders. The guide below describes the implementation of the National Incident Management System baseline training for Leon County. Advanced courses, specialized courses, or threat specific courses will be identified and scheduled by the Emergency Management Training Workgroup.

	National Incident Management System Training Courses										
	IS-700	ICS-100	IS-775	ICS-200	IS-800	ICS-300	G-775	ICS-400	G-191	IS-706	ICS Position Specific
Do you have an emergency/disaster field response role?	R	R	R								
Are you an agency essential employee during an emergency/disaster?	R	R	R								
Do you lead a team of people during an emergency/disaster?	R	R	R	S	S						
Do you lead multiple teams during an emergency/disaster?	R	R	R	S	S	S					
Are you an agency director?	R	R	R	S	S	S	S				
Are you an EOC liaison for your agency?	R	R	R	R	R	R	R	R	R		
Are you a staff member of Leon County Emergency Management?	R	R	R	R	R	R	R	R	R	R	*
Are you a staff member of City of Tallahassee Emergency Preparedness Program?	R	R	R	R	R	R	R	R	R	R	*
Are you a member of the EOC Support Team?	R	R	R	R	R	R	R	R	R	R	*

R= Completion of this course is required

S= Completion of this course is suggested

\*= ICS Position Specific Course will be based on individual's assignment on  
EOC Support Team  
Course Descriptions

**IS-700 National Incident Management System, An Introduction**

**Purpose:** This course provides training and resources for personnel who require a basic understanding of the National Incident Management System.

**Target Audience:** This course is intended for individuals with emergency management responsibilities.

**ICS-100 Introduction to the Incident Command System**

**Purpose:** This course introduces the Incident Command System and provides the foundation for higher level Incident Command System training. This course describes the history, features and principles, and organizational structure of the Incident Command System. It also explains the relationship between Incident Command System and the National Incident Management System.

**Target Audience:** The target audience includes persons involved with emergency planning, response, or recovery efforts.

**IS-775 EOC Management and Operations Awareness**

**Purpose:** This course describes the role, design, and functions of Emergency Operations Centers and their relationships as components of a multi-agency coordination system.

**Target Audience:** The target audience includes persons involved with emergency planning, response, or recovery efforts.

**ICS-200 Incident Command System for Single Resources and Initial Action Incidents**

**Purpose:** This course is designed to enable personnel to operate efficiently during an incident or event within the Incident Command System. This course focuses on the management of single resources.

**Target Audience:** The primary target audience is response personnel at the supervisory level.

**IS-800 National Response Framework, An Introduction**

**Purpose:** This course provides an introduction to the National Response Framework.

**Target Audience:** This course is intended for individuals with emergency management responsibilities.

**ICS-300 Intermediate Incident Command System for Expanding Incidents**

**Purpose:** ICS - 300 provides training and resources for personnel who require advanced application of the Incident Command System. The course expands upon information covered in the ICS - 100 and ICS - 200 courses.

**Target Audience:** This course is intended for individuals who may assume a supervisory role in expanding incidents.

**G-775 Emergency Operations Center Management and Operations**



**Purpose:** This course provides participants with the knowledge and skills to effectively manage and operate EOCs and multiagency coordination systems at the Federal, State, tribal, and local levels of government. This course describes the role, design, and functions of EOCs and their relationships as components of a multiagency coordination system.

**Target Audience:** The target audience includes emergency management and response personnel; first responders including incident commanders from all emergency management disciplines; private industry personnel responsible for coordination activities during a disaster; and voluntary organizations active in disaster personnel.

#### **ICS-400 Advanced Incident Command System**

**Purpose:** This course provides training and resources for personnel who require advanced application of the ICS. This course expands upon information covered in ICS - 100 through ICS - 300 courses.

**Target Audience:** The target audience for this course is personnel who are expected to perform in a management capacity in an incident command or multiagency coordination (EOC) entity.

#### **G-191 Incident Command System / Emergency Operations Center Interface**

**Purpose:** The course reviews ICS and EOC responsibilities and functions and depends heavily on exercises and group discussions to formulate an interface.

**Target Audience:** Participants should be personnel who are active in a community's ICS and EOC activities.

#### **IS-706 National Incident Management System Intrastate Mutual Aid, An Introduction**

**Purpose:** This course provides an introduction to National Incident Management System intrastate mutual aid and assistance. The course explains how to develop mutual aid and assistance agreements and mutual aid operational plans.

**Target Audience:** This course is intended for individuals with emergency management responsibilities.

#### **All Hazards Incident Command System Position Specific Courses**

**Purpose:** These courses help students establish the essential core competencies required for performing the duties of the specific Positions.

**Target Audience:** Personnel assigned to serve on the EOC Support Team.

**Courses (based on individual's assignment):**

- L-950 All Hazards Position Specific Incident Commander
- L-952 All Hazards Position Specific Public Information Officer
- L-954 All Hazards Position Specific Safety Officer
- L-956 All Hazards Position Specific Liaison Officer
- L-958 All Hazards Position Specific Operations Section Chief
- L-960 All Hazards Position Specific Division/Group Supervisor
- L-962 All Hazards Position Specific Planning Section Chief
- L-964 All Hazards Position Specific Situation Unit Leader
- L-965 All Hazards Position Specific Resource Unit Leader
- L-967 All Hazards Position Specific Logistics Section Chief

- L-970 All Hazards Position Specific Supply Unit Leader
- L-973 All Hazards Position Specific Finance/Administration Section Chief

## **Training Delivery**

### **Local Training**

The Leon County Emergency Management Training Workgroup maintains a cadre of Emergency Management course instructors. These instructors are qualified to teach Emergency Operations Center and Incident Command System courses.

The Leon County Emergency Operations Center, in the Public Safety Complex, contains a 40-seat training center where Emergency Operations Center and Incident Command Systems courses will be taught.

The Emergency Management Training Workgroup will coordinate with the Training Unit of the Florida Division of Emergency Management to post all local Emergency Operations Center and Incident Command Systems course offerings on the state's training calendar at <https://trac.floridadisaster.org/trac/loginform.aspx#>.

Every agency should have a training coordinator to ensure “discipline specific” training is complete. An agency training coordinator should also ensure appropriate staff attend emergency management training to maintain operational capability and readiness.

Some disciplines (such as law enforcement, fire, EMS) require the completion of a basic training program and licensure prior to employment. Other disciplines allow for professional certification after hire.

### **State Sponsored Training**

The Training Unit of the Florida Division of Emergency Management coordinates the delivery of emergency management training courses with county emergency management agencies. To ensure the Leon County Emergency Management training program is coordinated with the Florida Division of Emergency Management, the Leon County Emergency Management Director submits a copy of the updated Leon County Multi-Year Training and Exercise Plan to the Florida Division of Emergency Management during the State's annual Multi-Year Training and Exercise Plan update process.

The Florida Division of Emergency Management's Training Unit collaborates with the Federal Emergency Management Agency's Emergency Management Institute and the National Domestic Preparedness Consortium to bring specialized emergency management training courses to the State of Florida. The Training Unit uses the counties Multi-Year Training and Exercise Plans to identify training needs.

When the Florida Division of Emergency Management's Training Unit schedules a course with a county, it will be posted on their web-based training calendar at <https://trac.floridadisaster.org/trac/loginform.aspx#>.

## Federally Sponsored Training

The Federal Emergency Management Agency's Emergency Management Institute offers the Independent Study Program. This is a distance learning program which offers training, free of charge, to the Nation's emergency management network and the general public. It serves as both an alternative means to deliver valuable training to the professional and volunteer emergency management community, and an opportunity to improve public awareness and promote disaster preparedness nationally. The Independent Study Program offers more than 100 training courses online at <https://training.fema.gov/is/>.

## Exercise Program

*Standards:* [EMAP16 – 4.10]

Leon County will follow the Homeland Security Exercise and Evaluation Program. The Homeland Security Exercise and Evaluation Program is a capabilities- and performance-based exercise program that provides a standardized policy, methodology, and language for designing, developing, conducting, and evaluating all exercises.

### Discussion Based Exercises

The Homeland Security Exercise and Evaluation Program identifies Discussion Based Exercises as seminars, workshops, tabletop exercises (TTXs), and games.

Discussion based exercises allow open conversation on response activities for various scenarios.

### Operations Based Exercises

The Homeland Security Exercise and Evaluation Program identifies Operations Based Exercises as drills, functional exercises, and full-scale exercises.

The exercise schedule is maintained in the Multi-Year Training and Exercise Plan. The exercise schedule is updated annually in March.

## Evaluation

Leon County will follow the Homeland Security Exercise and Evaluation Program. The Homeland Security Exercise and Evaluation Program provides the methodology for evaluating and documenting exercises and implementing an Improvement Plan. Implementing Improvements and Lessons Learned

During exercises notes will be taken and evaluated to determine new guidelines, policies, procedures, or capabilities discussed by Emergency Support Function agencies, and cooperating state, federal, and non-government agencies. As necessary this information will be used to update the Leon County Comprehensive Emergency Management Plan.

After functional exercises, full-scale exercises, emergencies, and disasters an After Action Report will be produced. The After Action Report will identify elements of the Leon County Comprehensive Emergency Management Plan that work as planned and elements that need improvement. Areas for improvement will be analyzed and addressed. As improvements are addressed they will be incorporated into the Leon County Comprehensive Emergency Management Plan.

## Public Awareness & Education

*Standards:* [EMAP16 – 4.11.4]

### Disaster Survival Guide

Each year, Leon County produces a Disaster Survival Guide. The guide is presented each year at a major news conference at the beginning of hurricane season. The Disaster Survival Guide provides essential information, applicable on a regional basis, regarding natural disaster preparedness, evacuation tips, and extensive information about the impacts of hurricanes. The guide recommends that each household stock a two-week supply of food and water, based upon the timeframe for power restoration following Hurricane Kate in 1985.

The Disaster Survival Guide is promoted in the Tallahassee Democrat and is available at the Red Cross office, libraries, the Leon County Courthouse, community centers, City facilities, and local businesses. Red Cross volunteers also distribute the Disaster Survival Guide at numerous community events and neighborhood meetings. Approximately 100,000 printed copies of the Disaster Survival Guide are distributed annually throughout the Big Bend region, which is also available for download from the Leon County website, as well as the Capital Area Chapter of the American Red Cross website.

Leon County also maintains a website specifically focusing on hurricane preparedness, [www.haveahurricaneplan.com](http://www.haveahurricaneplan.com). During hurricane season, the hurricane-specific website is continually highlighted on Leon County's website to urge residents to prepare for the hurricane season

## **Build Your Bucket**

Leon County launched the “Build Your Bucket” initiative in 2015. Every year at the beginning of the hurricane season, the Build Your Bucket event is held to highlight the importance of having a disaster plan and kit. The Build Your Bucket event is coordinated with 25 community partners including City of Tallahassee departments and community nonprofit service providers. At a Build Your Bucket event, citizens assemble their own disaster supply buckets while learning readiness tips on how to further prepare for a disaster. Buckets include critical starter supplies such as batteries, first aid kits, and flashlights. In addition, emergency first responders attend to answer questions and provide additional insight regarding emergency preparedness to citizens.

## **Citizen Engagement**

As a part of the ongoing mission to create and maintain social attachments between citizens and their County government, Leon County continues to promote citizen involvement to guide policy and shape our community. One program Leon County utilizes is its nationally recognized Citizen Engagement Series.

Leon County has developed a Citizen Engagement Series events focused on the topic of public safety. One session of the Series, titled “Public Safety: Preserving Life, Improving Health, and Promoting Safety,” is held at the Public Safety Complex and features Leon County EMS, the Consolidated Dispatch Agency, and Leon County Emergency Management. This session highlights the operations and services provided by Leon County to deliver high-quality public safety services to the community. The session includes scenario-based exercises that demonstrate the operation and coordination of the Leon County EOC during activation.

Another session of the Series, titled “Prepare Now. When Disaster Strikes, It’s Too Late to Plan” is held at the Public Safety Complex and features Leon County Emergency Management and nonprofit community partners. This session highlights the emergency services provided by nonprofit community partners, how to receive emergency information during disaster, the importance of an emergency plan and kit, as well as a scenario-based exercises that demonstrate the operation and coordination of the Leon County EOC during activation.

Citizen Engagement Series events are scheduled annually.

## **Demographics**

The Tallahassee-Leon County Office of Economic Vitality is the region’s most comprehensive demographic and economic data source. Office of Economic Vitality analysts track approximately 80 metrics. Interactive graphics are available on the Tallahassee-Leon County Office of Economic Vitality website at

<http://oevforbusiness.org/data-center/> . Demographic and economic data is updated annually.

The Tallahassee-Leon County Planning Department maintains a variety of land-use and zoning maps which can be found on their website at: <http://www.talgov.com/place/pln-stats.aspx> . Additional community maps can be found at the Tallahassee-Leon County GIS website at: <http://www.tlcfgis.org/> .

### **Special Needs Registry**

In accordance with Chapter 252.355, Florida Statutes, the Florida Division of Emergency Management maintains a registry of persons with special evacuation assistance needs. The registry is a web based system and can be accessed at the following web address; <https://snr.floridadisaster.org/> .

The Leon County Division of Emergency Management promotes the registry as part of its public awareness and outreach program. This includes information on how to access the online registry.

All appropriate agencies and community-based service providers, including home health care providers, hospices, nurse registries, and home medical equipment providers, shall assist emergency management agencies by collecting registration information for persons with special needs as part of program intake processes, establishing programs to increase the awareness of the registration process, and educating clients about the procedures that may be necessary for their safety during disasters.

On or before May 31st of each year each electric utility shall annually notify residential customers in its service area of the availability of the registration program available by:

An initial notification upon the activation of new residential service with the electric utility, followed by one annual notification between January 1 and May 31; or

Two separate annual notifications between January 1 and May 31.

All records, data, information, correspondence, and communications relating to the registration of persons with special needs are confidential and exempt from the provisions of s. 119.07(1) "Public Records".

### **Mutual Aid**

*Standards:* [EMAP16 – 4.6.5]

An emergency or disaster has the potential to exceed the resource capabilities of Leon County. The Statewide Mutual Aid Agreement provides a system for obtaining the support needed to carry out emergency or disaster response operations.

Leon County is a Participating Party to the Statewide Mutual Aid Agreement. This allows the County to invoke assistance under the Agreement by requesting it from any other Participating Party, or from the Florida Division of Emergency Management if the County's resources are inadequate to meet the disaster.

Any special districts, educational districts, or other local and regional governments are eligible to sign the Statewide Mutual Aid Agreement and become Participating Parties. Other Participating Parties to the Statewide Mutual Aid Agreement in Leon County are:

- City of Tallahassee
- Leon County Schools
- Florida Agricultural & Mechanical University
- Florida State University

The Statewide Mutual Aid Agreement consists of twelve Articles. The Articles describe the processes for invoking the Agreement, responsibilities of Requesting and Assisting Parties, financial management procedures for Requesting and Assisting Parties, and other conditions of the agreement.

In general, the process for a Participating Party to request assistance through the Statewide Mutual Aid Agreement is:

- A Governor's Executive Order is in place or a Local State of Emergency has been declared for a disaster.
- Requesting Party identifies resource needed
  - Detailed description of resource needed
  - Date resource needs to report for duty
  - Duration of resource deployment
  - Reporting location
  - Point-of-Contact resources can communication with
  - Special conditions for deployment (e.g. self-sustained, communications capability, special vehicles)
- Requesting Party forwards request to Leon County Emergency Operations Center
- Emergency Operations Center Staff (most likely a State Emergency Response Team Liaison) places request with State Emergency Operations Center
  - A New Mission will be filled out in EM Constellation database
  - A Mission Number will be generated
  - The Mission Number will be given to Requesting Party
  - All information related to Mission will be tracked and shared with Requesting Party

When mutual aid has been requested from Leon County, under the Statewide Mutual Aid Agreement, Form B of the agreement will be used to document

- Type of assistance available to respond
- Timeframe of availability for deployment



- Estimated daily cost for type of assistance
- Transportation costs to respond
- Logistical needs for type of assistance being offered

The requestor will review and approve Form B before Leon County resources deploy in response to a request for mutual aid. At the conclusion of the deployment, the requestor will be responsible for reimbursing Leon County for assistance rendered. Leon County must bill the requestor within 30 days of the completion of mutual aid assistance. A Statewide Mutual Aid Agreement – Mutual Aid Responder Claim Narrative must accompany the bill.

The Statewide Mutual Aid Agreement can be found at:

<http://www.floridadisaster.org/Response/Operations/EMAC/index.htm3>

## **PURPOSE**

*Standards:* [FDEM CEMP0001 – Basic - I.A.], [EMAP16 – 4.4.2(1)]

The purpose of this plan is to establish the framework for interagency coordination and collaboration in preparing for, responding to, and recovering from emergencies and disasters in Leon County.

This plan outlines roles and responsibilities, emergency management structures, and concept of operations for response to emergencies and disasters.

An additional purpose of this plan is to ensure compliance with Leon County's statutory requirement to have a county emergency management plan that is coordinated and consistent with the state comprehensive emergency management plan.

## **SCOPE**

*Standards:* [FDEM CEMP0001 – Basic – I.B.], [EMAP16 – 4.4.2(1)]

This plan is in effect within the territorial limits of Leon County, Florida. It provides the framework for interagency coordination and collaboration of response to emergencies or disasters as defined in Chapter 252.34, Florida Statutes. It is not intended to address the routine incidents which are handled daily by first response agencies.

This plan applies to all hazards whether natural, technological, or human-caused.

This plan applies to the agencies of Leon County Government and Leon County's Constitutional Officers. This plan also applies to agencies of City of Tallahassee Government and non-government emergency relief organizations which have emergency response roles or responsibilities outlined in this plan. Agencies which respond to requests for assistance by Leon County, through the Statewide Mutual Aid Agreement, will operate under this plan.

This plan is always in effect. Elements of this plan describe actions taken during all phases of an emergency or disaster (pre-emergency, emergency response, post-emergency).

This plan is compliant with the State of Florida Comprehensive Emergency Management Plan, the National Planning Frameworks, the National Incident Management System, and the National Preparedness Goal.

County agencies, City agencies, and non-governmental emergency relief organizations with roles or responsibilities outlined in this plan shall develop agency level emergency response plans or procedures that provide details for how their agency responds to emergencies. To ensure unity of effort, agency level emergency response plans shall be consistent with this plan.

## SITUATION

*Standards:* [FDEM CEMPO001 – Basic – II.A.], [EMAP16 – 4.4.2(3)]

Leon County is exposed to a wide variety of natural, man-made, and technological hazards.

The County has experienced numerous disasters associated with various natural hazards events in the last two decades. Over this period of time eighteen of these disasters have received a federal disaster declaration. The most recent federally declared disaster was Hurricane Hermine.

Terrorism remains a real threat to Leon County and communities across the nation. In 2016, Orlando, Florida experienced a mass shooting incident, killing 49 people and injuring 53 others. Internationally, terrorists have targeted stadiums (Paris 2016) and community gatherings (Niece 2016). Leon County is home to one NCAA FBS Football stadium, an NCAA FCS Football Stadium, and numerous parades and community gatherings.

While Leon County has not experienced recent civil unrest, the possibility exists. Leon County is home to the State Capitol which serves as the focus of many peaceful protests by Florida's citizens every year. However, controversial issues could change the dynamic of protests, as-well-as opposing groups staging simultaneous protests over a controversial issue. While the Capitol Complex is a likely focus, other locations in the County could experience congregation and unrest due to a local situation.

Technological hazards are the results of human actions. Hazardous material release, through transportation accidents or malfunction of storage devices at fixed sites, is a hazard to the County. Recent studies by the Apalachee Local Emergency Planning Committee for Hazardous Materials show flammable liquids as the most commonly transported hazardous commodity on area highways. It shows Flammable Solids closely followed by Toxic and/or Corrosive as the most common classes of hazardous commodities transported by CSX Railroad. Studies showed that for fixed sites, chlorine is the most common stored (by EPA Emergency Planning and Community Right-to-know Act standard) hazardous chemical in Leon County.

The Tallahassee-Leon County Mitigation Strategy contains a detailed Hazards and Vulnerability Analysis for the County. The Tallahassee-Leon County Mitigation Strategy is maintained by the Tallahassee-Leon County Planning Department. Below is a chart summarizing the County's Hazard Risk Rating.

High Risk	Medium Risk	Low Risk
Hurricanes and Tropical Storms	Thunderstorms	Wildfires
Flooding	Tornados	Sinkholes
	Lightning	Terrorism
	Droughts	Dam Failure
	Hazardous Materials Storage and Transportation	Storm Surge/Tsunami
	Energy Failures/Disruptions	Exotic Pest Infestations
		Diseases and Pandemics
		Aviation Incidents

## ROLES AND RESPONSIBILITIES

*Standards:* [FDEM CEMP0001 – Basic – III.], [EMAP16 – 4.4.2(4)]

Safeguarding the life and property of its citizens is an innate responsibility of the governing body of each political subdivision of the state. Florida Statutes grants the following power and authority to political subdivisions of the state:

*“to assign and make available for duty the offices and agencies of the political subdivision, including the employees, property, or equipment thereof relating to firefighting, engineering, rescue, health, medical and related services, police, transportation, construction, and similar items or services for emergency operation purposes, as the primary emergency management forces of the political subdivision for employment within or outside the political limits of the subdivision.” (Ch 252.38(3)(a.)4., Florida Statutes)*

The personnel and equipment of Leon County Government are the community’s emergency management force. They will be supplemented and supported by the personnel and equipment of elements of the City of Tallahassee to carry out this role.

The work of Leon County’s emergency management force is organized by the Emergency Support Function structure. The Emergency Support Functions structure provides for multiagency coordination of incident support. Specific Emergency Support Function missions, organizational relationships, response actions, and primary and support agency responsibilities are described in the Emergency Support Function annexes. The Emergency Support Functions structure used by Leon County is consistent with the organization of State and Federal emergency management response.

Below are charts identifying agencies with lead and support responsibility and for an Emergency Support Function.

Standards: [FDEM CEMP001 – Basic – III.A.5(a-r)]

Table: Agency/Organization with Lead Emergency Support Function Role

Agency/ Organization with Lead Emergency Support Function Role	ESF 1 Transportation	ESF 2 Communications and Information Technology	ESF 3 Public Works and Debris Management	ESF 4 Firefighting	ESF 5 Information Coordination and Planning	ESF 6 Mass Care and Shelter	ESF 7 Resource Management and Logistics	ESF 8 Public Health and Emergency Medical Services	ESF 9 Search and Rescue	ESF 10 Hazardous Materials	ESF 11 Food, Water and Commodity Distribution	ESF 12 Energy and Utilities	ESF 13 National Guard Coordination	ESF 14 Emergency Public Information	ESF 15 Volunteer and Donation Management	ESF 16 Law Enforcement and Homeland Security	ESF 17 Animal Control and Care	ESF 18 Private Sector Coordination
(COT) StarMetro	L																	
(LCGov) Management Information System		L																
(COT) Radio Shop		L																
(LCGov) Public Works			L															
(COT) Fire Department				L					L	L								
(LCGov) Emergency Management					L		L						L					
American Red Cross						L												
(FDOH) Health Department								L										
(LCGov) Emergency Medical Services								L										
The Salvation Army											L							
Talquin Electric												L						
(COT) Utilities												L						
(LCGov) Community and Media Relations														L				
(LCGov) Volunteer Services															L			
(LC) Sheriff																L		
(LCGov) Animal Control																	L	
(TLC) Economic Vitality																		L

Standards: [FDEM CEMP001 – Basic – III.A.5(a-r)]

Table: Agency/Organization with Primary Supporting Emergency Support Function Role

Agency/ Organization With Primary Supporting Emergency Support Function Role	ESF 1 Transportation	ESF 2 Communications and Information Technology	ESF 3 Public Works and Debris Management	ESF 4 Firefighting	ESF 5 Information Coordination and Planning	ESF 6 Mass Care and Shelter	ESF 7 Resource Management and Logistics	ESF 8 Public Health and Emergency Medical Services	ESF 9 Search and Rescue	ESF 10 Hazardous Materials	ESF 11 Food, Water and Commodity Distribution	ESF 12 Energy and Utilities	ESF 13 National Guard Coordination	ESF 14 Emergency Public Information	ESF 15 Volunteer and Donation Management	ESF 16 Law Enforcement and Homeland Security	ESF 17 Animal Control and Care	ESF 18 Private Sector Coordination
(LC) School System	S						S											
(COT) Technology and Innovations		S																
Capital District Amateur Radio Emergency Service		S																
CenturyLink		S																
(COT) Underground Utilities and Public Infrastructure			S															
Volunteer Fire Departments				S														
Florida Forest Service				S														
(COT) Emergency Preparedness					S													
Leon County Government					S		S							S	S			S
(TLC) Consolidated Dispatch Agency					S													
(LCGov) Tourism Development						S												
Tallahassee Memorial Healthcare								S										
Capital Regional Medical Center								S										
Big Bend Healthcare Coalition								S										
Big Bend Community Organizations Active In											S				S			



- **Enhanced Monitoring** - An incident, threat, or situation has developed that requires enhanced monitoring and coordination between jurisdictions and agencies. The Emergency Operations Center is staffed by a few personnel focused on situational awareness.
- **Partial Activation** – A serious incident, threat, or situation is developing or has occurred which requires face-to-face coordination of information and resources. This may require coordination of activities beyond normal business hours or on weekends. The Emergency Operations Center is partially staffed by agency representatives coordinating essential Emergency Support Function activities to meet the need of the incident.
- **Full Activation** – An incident has occurred, or is imminent, which is of such magnitude that it requires or may require extensive response and recovery efforts and significant resources. Agency representatives from all Emergency Support Functions are present in the Emergency Operations Center. Face-to-face coordination of information and resources is ongoing 24-hours per day.

The Emergency Management Director will lead the coordination efforts within the Emergency Operations Center. Full time Emergency Management staff will assist the Director.

To assist Emergency Management staff with Emergency Operations Center coordination, an Emergency Operations Support Team has been created. The Emergency Operations Center Support team is modeled on the Incident Command System Type-3 Incident Management Team structure, with adjustments to follow the coordination mission of Emergency Management and the Emergency Operations Center. The Emergency Operations Center Support Team consists of the following positions.

- **Operations Section Chief** – The Operations Section Chief assists Emergency Management staff in coordinating the efforts of the Emergency Support Functions. The Operations Section Chief gathers information on the operational objectives of lead and support agencies working in the Emergency Support Function structure. The Operations Section Chief also assists in the coordination of information and action tasking within between the Emergency Operations Call Center and the Emergency Support Functions.
- **Plans Section Chief** – The Plans Section Chief assists Emergency Management staff with gathering, analyzing, and evaluating disaster information. The Plans Section Chief help create the common operation picture through development of Emergency Operations Center Action Plans, Situation Reports, and Geographic Information System based products. The Plans Section Chief may be assisted by Situation Analysts to complete the information collection and analysis, report creation, and action plan creation tasks. The Plans Section Chief will be supported by the following unit.
  - **GIS Unit** – The GIS Unit consists of GIS Specialist(s) that create geospatial products depicting the incident, incident impacts, and response efforts.
- **Resource and Logistics Section Chief** – The Resource and Logistics Section Chief assists Emergency Management Staff with supporting the logistical needs of the Emergency Operations Center. The Resource and Logistics Section Chief may also coordinate logistical support for lead and support for Emergency Support Function agencies if requested. When a community logistics mission is necessary, (comfort stations, water/food distribution), the Resource and Logistics Section Chief will assist Emergency Management staff in coordinating of these activities.



- **Finance Section Chief** – The Finance Section Chief assists Emergency Management staff with the collection of incident cost data. Incident related costs will be consolidated and calculated from all agencies. Cost data will be reported to the Florida Division of Emergency Management in accordance with FEMA Public Assistance Program guidance. The Finance Section Chief may assist the Resource and Logistics Section Chief in areas of procurement or contracting if necessary during an incident.
- **Liaison Officer** – Liaison Officers will be utilized to provide a coordination link from Emergency Management staff and the Emergency Operations Center to leadership in County Administration and City Management.

### **Incident Command System**

The Incident Command System is a standardized, on-scene, all-hazards incident management concept. The Incident Command System is used by agencies to manage their response in the field, and on-scene, to emergencies. The Incident Command System allows personnel from a variety of agencies to meld rapidly into a common management structure.

When multiple agencies respond to an emergency scene, Unified Command should be established. Unified Command enables agencies to manage an incident together by establishing a common set of incident objectives and strategies. Unified Command allows agencies to make joint decisions. Each participating agency maintains its authority, responsibility, and accountability.

A single Incident Command Post must be established. This will be the location from which an Incident Commander or a Unified Command will oversee on-scene tactical operations.

The Incident Command System employs a modular organization meaning that only functions/positions which are necessary to meet incident objectives will be filled.

When operating as part of the Incident Command System, personnel will use plain English or “clear text” to communicate.

Florida specific guidance for the implementation of the Incident Command System can be found in the Florida Field Operations Guide.

### **CONCEPT OF OPERATIONS**

*Standards:* [FDEM CEMP001 – Basic – III.], [EMAP16 – 4.4.2(6)]

Emergencies and Disasters can occur at anytime. Often there is some previous indication an event is about to occur. Other times situations occur without warning. Regardless of onset, there are phases of an emergency with set activities that occur. The activities are the same with or without warning, the order in which they are carried out will be the only change. The chart below outlines the common response activities.

Emergency/Disaster With Warning	Emergency/Disaster Without Warning
Monitoring	Monitoring
Alert & Warning	Emergency/Disaster Occurs
Activation	Notification
Implement Protective Actions	Response & Activation
Emergency Disaster Occurs	Implement Protective Actions
Response	Impact Assessment
Impact Assessment	Clear/Decontaminate Scene
Clear/Decontaminate Scene	Initiate Short-term Recovery Activities
Initiate Short-term Recovery Activities	

## Monitoring

*Standards:* [FDEM CEMP0001 – III.A.3], [EMAP16 – 4.4.3(8)]

The responsibilities of the Division of Emergency Management must continue on a 24/7 basis. An Emergency Management staff member will be assigned to serve as a Duty Officer. The Duty Officer is the primary point of contact for emergency issues when the Emergency Operations Center is not activated. The Duty Officer will perform the following basic daily duties:

- Conduct a daily threat assessment
- Distribute hazardous weather/hazardous situation outlooks to partner agencies
- Receive emergency notifications from the County Warning Point (Consolidated Dispatch Agency) and monitor reported incidents
- Keep an activity log of reported incidents
- Coordinate with on-scene incident command/unified command for resource support
- Coordinate with Florida Division of Emergency Management for state assistance
- Keep Emergency Management Director apprised of situation and any situational changes

## Alert and Warning Reception

*Standards:* [FDEM CEMP0001 – Basic – III.A.3], [EMAP16 – 4.4.3(8)], [EMAP16 – 4.7.1]

The Consolidated Dispatch Agency is designated as Leon County's Primary Warning Point, commonly known as the County Warning Point. The County Warning Point receives emergency information 24/7 from a variety of sources. Sources include:

- The County Warning Point is the Primary Public Safety Answering Point for the Leon County 911 System. In this capacity the County Warning Point is the first point of emergency notification from the public.
- The Florida Division of Emergency Management utilizes EMNet (produced by Comlabs) as the primary method to relay emergency information and warnings to Florida's counties. EMNet features electronic messaging, point-to-point vice calling, and voice conference capability. Leon County's EMNet terminal is located in the County Warning Point.

- The Florida Division of Emergency Management has established a redundant system to the EMNet by utilizing a sub-circuit of the Federal Emergency Management Agency's National Warning System (NAWAS). The Florida Division of Emergency Management will use Florida NAWAS as a redundant system to relay emergency information and warnings to Florida's counties. The Florida NAWAS is a 4-wire telephone system. The Florida NAWAS is independent of the Federal NAWAS circuit, however the Federal Emergency Management Agency can bridge the Florida NAWAS with the Federal NAWAS to transmit national warnings to Florida Counties in a major emergency. Leon County's Florida NAWAS terminal is located in the County Warning Point.

Emergency Management staff maintain the capability to receive severe weather warnings from the National Weather Service through the following sources.

- A NOAA Weather Radio is placed in the Emergency Operations Center. NOAA Weather Radio is a nationwide network of radio stations broadcasting continuous weather information directly from the nearest National Weather Service office. When a severe weather watch or warning is issued for Leon County, the NOAA Weather Radio produces an alert tone, and details of the severe weather watch or warning are transmitted by the NOAA Weather Radio.
- Emergency Management staff subscribe to the National Weather Service's InteractiveNWS (iNWS). InteractiveNWS provides emergency managers with real-time, customized, SMS and email notification of severe weather watches and warnings.
- Additionally, the Florida Division of Emergency Management's State Watch Office sends email notification of severe weather warnings to county Emergency Management Directors and key staff in counties where active warnings are issued by the National Weather Service.

## Notification

*Standards:* [FDEM CEMP0001 – Basic – III.A.3], [EMAP16 – 4.4.3(3)], [EMAP16 – 4.7.2]

Notification routine of incidents is facilitated by the Consolidated Dispatch Agency. Dispatchers utilize an 800MHz P25 radio system for voice communications to dispatch first responders to incidents. Resources are tracked by dispatchers, and additional incident notes are shared with first responders, in a Computer Aided Dispatch system.

Routine incidents have the potential to escalate into serious situations, necessitating an extended response and possible activation of the Emergency Operations Center. Other times the occurrence of a human caused disaster may be first reported by citizens via 911. For this reason, a list of reportable incidents has been created. Upon receipt of a reportable incident, the Consolidated Dispatch Agency will notify the Leon County Division of Emergency Management Duty Officer and the Florida Division of Emergency Management's State Watch Office. Below is the list of incidents to be reported to County and State Emergency Management.

Incidents to be reported to County and State Emergency Management			
Active Shooter / Armed Assailant			HAZMAT – Other Hazardous Substance Release (Chemical, Biological, Radiological, Nuclear)
Aircraft Incidents (Alert 1, Alert 2, Alert 3)			Mutual Aid (Resources Deployed Out Of County or Assistance Requested From Other Counties )
Bomb Threat / Device Found			Public Health Advisories
Building Collapse			Railroad Incidents
Civil Events, Disturbance, Rioting			Road Closures (Major Roads)
Dam Failure			Search and Rescue
Evacuation / Shelter-in Place			Severe Weather Reports (Hail, Tornado, Strong Winds Gusts)
Explosion			Severe Weather Damage Reports
Fire – Structure (Apartment Complex, Healthcare Facility, Large Commercial Property, Industrial Complex)			School Lockdown
Fire – Wildland (Large wildfire or wildfire threatening structures)			Sinkholes/Ground Subsidence
Flooding			Telephone System Outages
HAZMAT – Gas Line Rupture			Terrorism (Threats or Actual Acts)
HAZMAT – Petroleum Spill			Utility Disruption/Power Outage
Other Incidents Not Listed With Significant First Responder Deployments			

The Consolidated Dispatch Agency will make notifications to County and State Emergency Management primarily by telephone. If the telephone system is unavailable, the following resources may be used for notification.

- The Florida Division of Emergency Management utilizes EMNet (produced by Comlabs) as the primary method to relay emergency information and warnings to Florida's counties. EMNet features electronic messaging, point-to-point vice calling, and voice conference capability. The Consolidated Dispatch Agency will use EMNet to make notifications to the Florida Division of Emergency Management.
- Leon County and the City of Tallahassee have jointly procured Immediate Response Information System (produced by TechRadium) to make emergency notifications to County and City personnel. Immediate Response Information System broadcasts alerts to multiple communications devices simultaneously via secure web-based interface. The Consolidated Dispatch Agency has the ability to generate a notification to Leon County Emergency Management through the Immediate Response Information System. Notifications may be received via SMS and email.

## Activation

*Standards:* [FDEM CEMP0001 – Basic – III.A.3], [EMAP16 – 4.4.3(9)]

The Emergency Operations Center will activate to a level necessary to address a threat, emergency, or disaster.

- Normal Operations / Duty Officer Monitoring (Steady State) – Routine monitoring of incidents reported to the Consolidated Dispatch Agency. Conduct daily hazards assessments. No incidents or events are anticipated. No staffing of the Emergency Operations Center.
- Enhanced Monitoring - An incident, threat, or situation has developed that requires enhanced monitoring and coordination between jurisdictions and agencies. The Emergency Operations Center is staffed by a few personnel focused on situational awareness.
- Partial Activation – A serious incident, threat, or situation is developing or has occurred which requires face-to-face coordination of information and resources. This may require coordination of activities beyond normal business hours or on weekends. The Emergency Operations Center is partially staffed by agency representatives coordinating essential Emergency Support Function activities to meet the need of the incident.
- Full Activation – An incident has occurred, or is imminent, which is of such magnitude that it requires or may require extensive response and recovery efforts and significant resources. Agency representatives from all Emergency Support Functions are present in the Emergency Operations Center. Face-to-face coordination of information and resources is ongoing 24-hours per day.

## Implement Protective Measures

*Standards:* [FDEM CEMP0001 – Basic – III.A.3], [EMAP16 – 4.4.3(13)]

Protective Measures are those steps taken to preserve the health and safety of emergency responders and the public during an emergency or disaster. Protective measures include:

- Evacuation – Evacuation is a protective action which involves having people move from a place of danger to a place of relative safety.
  - For routine daily incidents which requires an evacuation to ensure the safety of nearby citizens, the on-scene Incident Command/Unified Command will order the evacuation and notify the Consolidated Dispatch Agency. The Consolidated Dispatch Agency will notify Leon County Emergency Management and the Florida Division of Emergency Management's State Watch Office.
  - In an emergency or disaster situation that requires a larger scale community evacuation, the Chairman of the Board of County Commissioners will declare a local State of Emergency and order the evacuation of the threatened area.
- Shelter-In-Place – Shelter-In-Place is a protective action which involves having people take cover immediately in their current location or nearby sturdy structure. Shelter-In-Place will be advised when evacuation is impractical or undesirable due to the hazard.

- **Mass Prophylaxis** – Mass Prophylaxis involves large scale antibiotic or vaccine dispensing due to an infectious disease emergency. The Florida Department of Health will lead mass prophylaxis activities with coordination support from Emergency Management staff and Emergency Support Function lead and support agencies.
- **Other Protective Measures** – Based on the nature of the emergency other protective measures may be required. Emergency Support Function agencies will develop protective measures and work with the Public Information Officer(s) to disseminate protective actions to the public.

#### Event Occurs

*Standards:* [FDEM CEMP0001 – Basic –III.A.3]

A Hazard Profile and Analysis can be found in the Leon County-City of Tallahassee Local Mitigation Strategy. The hazards most likely to occur are identified and their possible impacts analyzed. This gives Emergency Support Function agencies an idea of what to expect if an emergency or disaster occurs. This plan is developed with flexibility and adaptability so that it can address any event, both expected and unexpected.

#### Response

*Standards:* [FDEM CEMP0001 – Basic – III.A.3], [EMAP16 – 4.4.7]

Response consists of activities that address the short-term, direct effects of an incident. Response activities are primarily conducted at the incident scene. Representatives of Emergency Support Function agencies will report to the Emergency Operations Center as part of a response to an emergency or disaster,

Response priorities are:

- Life Safety
- Incident Stabilization
- Property Preservation
- Meeting Basic Human Needs of Survivors

Agencies involved in a response will follow their own policies and procedures. Agencies involved in a response should establish a Unified Command and follow the principals of the Incident Command System

## Impact Assessment

**Standards:** [FDEM CEMP0001 – Recovery – III.A.1], [FDEM CEMP0001 – Recovery – III.A.3], [EMAP16 – 4.4.3(6)]

Quickly assessing the impact of an emergency or disaster will allow the Emergency Operations Center and response agencies to determine the magnitude of damage. The information from the impact assessment will be used to prioritize response activities, allocate resources, identify resource shortfalls and request mutual aid through the State Emergency Operations Center.

Impact assessment reports will come from a multitude of sources. The common sources include:

- Citizen calls to 9-1-1
- Reports from field staff of response agencies, relayed through their Emergency Support Function agency representative in the Emergency Operations Center
- Media reports
- Citizen calls to the Emergency Operations Center
- Reports from other agencies that are not represented in the Emergency Operations Center
- Assessments by Initial Impact Assessment Teams

Information to be collected for impact assessment includes:

- Life Safety Issues
  - Number of Individuals affected/exposed
  - Number of Fatalities
  - Number of Injuries
  - Number of Persons in Shelter
  - Number of Homes Damaged or Destroyed
  - Unmet Human Needs (First Aid, Food, Water, Shelter,)
- Infrastructure Status
  - Status of Public Safety Facilities (Law Enforcement, Fire, EMS, Hospitals, Shelters)
  - Status of Electric System (Number of outages and estimated restoration times, location of crews)
  - Status of Water (Water Supply and Sewer)
  - Status of Accessibility (Number of Roads Closed, Schools, Government Offices)
  - Status of Communications Systems (Telephone, Cellular, 9-1-1, 800MHz Public Safety Radio System)

## Clear or Decontaminate Incident Scene

**Standards:** [FDEM CEMP0001 – Basic – III.A.3], [FDEM CEMP0001 – Recovery – III.D.1], [EMAP16 – 4.4.3(7)]

One response activity that continues into the Recovery Phase is clearing an incident scene. Once debris is removed from an incident scene restoration activities can begin. Hazardous materials, criminal, or



terrorist incidents may require a decontamination process and an investigative process prior to the removal of debris from an incident scene.

- **Debris Management Operations** – Debris Management is the process of clearing, collecting and disposing of emergency or disaster generated debris. The three phases of Debris Management (listed below) are explained further in the ESF 3 – Public Works and Debris Management Annex.
  - Debris Clearance/Emergency access Push
  - Debris Removal and Right-of-Way Pick-up
  - Temporary Debris Storage and Reduction
- **Decontamination** – Decontamination is the reduction or removal of toxic agents so they are no longer hazards. Hazardous materials, criminal, or terrorist incidents may require a decontamination process prior to the removal of debris from an incident scene. Response operations on hazardous materials, criminal, or terrorist incidents may require the establishment of containment zones.
  - **Containment Zones:**
    - **Hot Zone:** The Hot Zone is the area immediately surrounding the incident area.
    - **Warm Zone:** The Warm Zone is the area upwind, uphill, and outside the Hot Zone.
    - **Cold Zone:** The Cold Zone is the area upwind, uphill and outside the Warm Zone. Responders will stage in the Cold Zone.
  - **Decontamination of Individuals:**
    - Victims from within the Hot Zone will be taken to the Warm Zone to be decontaminated.
    - Decontamination consists of clothing/accessory removal and wash-down
    - Victims will be transferred to the Hospital or reunited with family from the Cold Zone.
  - **Decontamination of Debris:** Decontamination of the Hot Zone, (debris, exposed structures and environment) will require coordination with State Emergency Support Function #10-Hazardous Materials to ensure compliance with environmental regulations.
- **Investigation / Collection of Evidence in Criminal/Terrorism Events** – Incidents where criminal or terrorist activities occur are crime scenes. All items contained in the area may be considered as evidence. Debris movement should be kept to a minimum (limited to life saving activities) until a law enforcement investigation is complete. Personnel conducting decontamination should bag, seal, and label any contaminated items removed from victims and turn them over to law enforcement to be processed as evidence.

## Initiate Short-term Recovery Activities

*Standards:* [FDEM CEMP0001 – Recovery – II.E.1], [EMAP16 – 4.4.4]

Response and short-term recovery efforts often occur simultaneously. Short-term recovery is focused on restoring critical services and infrastructure so that a level of community stability can be achieved. Community stability marks a starting point at which local government and community leaders may begin implementing provision of the Leon County-City of Tallahassee Post Disaster Re-development Plan.

Short-term recovery priorities include:

- Conduct Damage Assessment
- Debris Management Operations
- Restoration of Infrastructure
- Re-open Public Schools
- Activate Community Recovery Center(s)
- Activate Continuity of Operations Plans for Government Agencies

## **RECOVERY ANNEX**

### **Introduction**

The transition from emergency response to short term recovery is not “clear-cut”. Initially, response (life saving) and recovery (repair and restoration) functions will likely take place concurrently.

The National Disaster Recovery Framework identifies the following as core capabilities for the Recovery phase of a disaster:

- Planning
- Public Information and Warning
- Operational Coordination
- Economic Recovery
- Health and Social Services
- Housing
- Infrastructure Systems
- Natural and Cultural Resources

The Recovery Annex to the Leon County Comprehensive Plan is focused on applying core capabilities to short-term recovery objectives, stabilizing the disaster situation so that long-term, permanent, recovery activities can be implemented by County and City leadership.

Leon County and the City of Tallahassee have developed a Post Disaster Redevelopment Plan. This plan serves as tool to guide the elected leadership of each organization through the process of rebuilding and reinventing the community after a disaster. Elements of the plan can be implemented after minor, major, or catastrophic disasters.

### **Leadership**

During the short-term recovery period, emergency conditions will likely still exist and a local State of emergency will be in place. In this situation County Administrator is responsible for the short-term recovery efforts.

To support the County Administrator, the Leon County Emergency Management Director will serve as the Emergency Management Director. The Emergency Management Director will coordinate short-term recovery activities from the Leon County Emergency Operations Center. The Emergency Management Director will ensure short-term recovery operations are synchronized between County, City, State, and non-government entities that are involved in short-term recovery operations.

After short-term recovery objectives have been met, and a transition to long-term recovery begins, leadership will transition to County and City administration.

County Administration Leadership  
Leon County Board of County Commissioners  
Leon County Administrator  
County Constitutional Officers  
Sheriff  
Superintendent of Schools  
Property Appraiser  
Tax Collector  
Clerk of Court  
Supervisor of Elections

City of Tallahassee Administration Leadership  
Tallahassee City Commission  
Tallahassee Mayor  
Tallahassee City Manager

## **Coordination**

In the initial short-term immediate Recovery phase, the Emergency Management Director shall coordinate recovery activities for the county from the County Emergency Operations Center. The Leon County Emergency Operations Center is the joint Emergency Operations Center for Leon County Government and City of Tallahassee Government. Initial Recovery activities for Leon County and the City of Tallahassee will be synchronized through collaboration in the County Emergency Operations Center. State assistance will be requested by the Emergency Management Director through the State Emergency Operations Center.

A Florida Division of Emergency Management Recovery Liaison may be deployed to counties impacted by a disaster. The Recovery Liaisons help to facilitate post-event recovery missions and ensure a smooth transition from response to recovery. Recovery Liaisons assigned to the Leon County Emergency Operations Center will work with the Emergency Management Director.

During the intermediate Recovery phase, when the President has declared a disaster, individual agencies of Leon County Government and City of Tallahassee Government will work directly with Public Assistance Coordinators to coordinate disaster recovery project work.

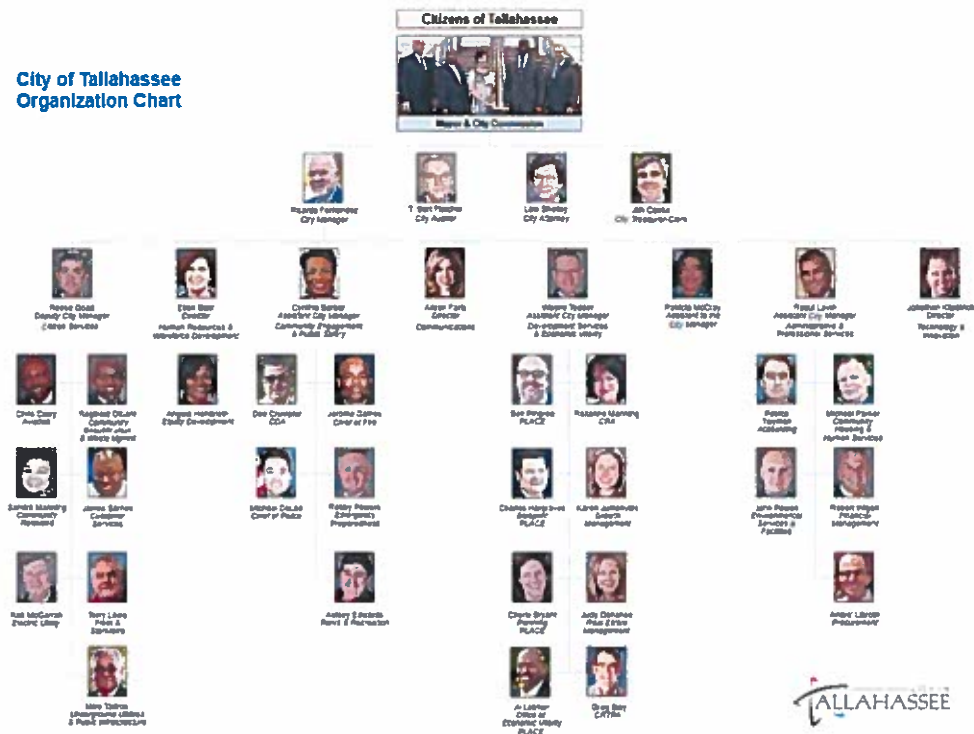
For a major or catastrophic disaster, the Post Disaster Redevelopment Plan will be implemented. Under the Post Disaster Redevelopment Plan, a Long Term Recovery Coordination Group is defined. The Long Term Recovery Coordination Group has the responsibility for coordinating long term Recovery activities for Leon County and the City of Tallahassee. The Long Term Recovery Coordination Group is supported by Post Disaster Redevelopment Subcommittees. Each subcommittee is defined in the Post Disaster Redevelopment Plan, and coordinates a specific Recovery activity.

## Leon County



## City of Tallahassee

## City of Tallahassee Organization Chart



## Other Non-government

Talquin Electric

Tallahassee Memorial Hospital

Capital Regional Hospital

Community Organizations Active in Disaster (COAD) Members

- Core Members

- 211 Big Bend
- Capital Area Chapter of the American Red Cross
- America's 2nd Harvest of the Big Bend
- Salvation Army
- Big Bend Disaster Animal Response Team
- Big Bend Homeless Coalition
- Catholic Charities of Tallahassee/ Pensacola
- Florida Baptist Disaster Relief
- Florida Conference of the United Methodist Church
- Capital District Amateur Emergency Radio Service

For a major or catastrophic disaster, the Post Disaster Redevelopment Plan will be implemented. Under the Post Disaster Redevelopment Plan, a Long Term Recovery Coordination Group is defined. The Long Term Recovery Coordination Group has the responsibility for coordinating long term Recovery activities for Leon County and the City of Tallahassee. The Long Term Recovery Coordination Group is supported by Post Disaster Redevelopment Subcommittees. Each subcommittee is defined in the Post Disaster Redevelopment Plan, and coordinates a specific Recovery activity.

## Staffing

Each agency will determine their staffing needs to meet their short-term recovery objectives. Details of how an agency will organize itself and work schedules that will be utilized will be developed by individual agencies and made part of their agency emergency manual.

Leon County has a policy that all county employees that work for non-emergency response agencies will register with the Leon County Emergency Support Function #15 Coordinator for emergency assignments. Employees can register for Citizens Information Line call taker, Volunteer Reception Center staffing, and Damage Assessment Team Community Relations staffing.

While each agency will develop work schedules that allow them to meet their short-term recovery objectives safely, staffing schedules will usually follow one of the following plans.



Day Shift Operations Only (12 hours/day): 7:00 AM – 7:00 PM

Alpha/Bravo Shifts (Day & Night Operations 24 hours/day):

Alpha Shift: 7:00 AM - 7:00 PM

Bravo Shift: 7:00 PM – 7:00 AM

## **Equipment**

Agencies will use the equipment assigned to them and used on a daily basis to meet their short-term recovery objectives.

In instances where the quantity of equipment may not be sufficient, such is the case for debris removal equipment, the County and City have entered into pre-disaster contracts. When needed these contracts can be activated and additional equipment and operators will deploy to Leon County.

In cases where services are not available through the private sector, such as law enforcement officers, patrol cars, firefighters, and fire fighting apparatus, the County and City will utilize the Statewide Mutual Aid Agreement and request needed support from the Florida Division of Emergency Management through the State Emergency Operations Center.

## **Planning**

The Leon County Division of Emergency Management Plan prepares and maintains a Comprehensive Emergency Management Plan, which covers the three phases of a disaster: pre-disaster, disaster response, and post-disaster. The Comprehensive Emergency Management Plan establishes Leon County's system for the effective coordination of resources to cope with a wide variety of natural, man-made, and technological emergencies.

Leon County's Comprehensive Emergency Management Plan is consistent with the State of Florida's Comprehensive Emergency Management Plan. It also incorporates the federal disaster response concepts of the National Preparedness Goal, National Incident Management System, and the National Planning Frameworks.

The Plan is based on the Emergency Support Functions concept. Emergency Support Functions are the grouping of governmental and certain private sector capabilities into an organizational structure to provide support, resources, program implementation, and services which are most likely needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal following a disaster.

Each agency that performs an Emergency Support Function role has an emergency plan outlining what they will do during a disaster (roles and responsibilities), and how they will do it (operational guides/check lists). Each Emergency Support Function agency has a Continuity of Operations Plan integrated (or Annexed) into their agency emergency plan. These plans essentially serve as Standard Operating Guides to the Leon County Comprehensive Plan.

In 2012 Leon County prepared a Post Disaster Redevelopment Plan. The plan identifies policies, operational strategies and roles and responsibilities for implementation that will guide decisions that affect long-term recovery and redevelopment of the community after a disaster.

Leon County's Post Disaster Redevelopment Plan is intended to be a countywide, multi-jurisdictional plan providing for coordinated long-term recovery and redevelopment implementation across jurisdictional boundaries within the County.

The Plan is based on Post Disaster Redevelopment Subcommittees which will carry our Recovery activates and initiatives. The Post Disaster Redevelopment Subcommittees take direction from and report progress to the Long Term Recovery Coordination Group, which is composed of leadership from Leon County Government and City of Tallahassee Government.

The Post Disaster Redevelopment Plan is consistent with the federal National Disaster Recovery Framework.

## **Training**

Basic emergency management training, required by the National Incident Management System, is available from the Federal Emergency Management Agency on the Emergency Management Institute Independent Study web site. Agency training officers for each agency are responsible for ensuring agency staff completes IS-100, IS-200, IS-700, IS-800. The Federal Emergency Management Agency's Emergency Management Institute Independent Study web site also offers training on recovery operations. Agency training officers and agency heads have the responsibility coordinated this training internally.

Each agency has "industry specific" training sessions throughout the year. These training sessions are coordinated internally to meet the specific needs of the agencies. These training sessions help agencies perform their daily mission as-well-as prepare them for meeting their short-term recovery objectives.

The Leon County Division of Emergency Management utilizes the Multi-Year Training and Exercise Planning process to ensure the recovery operations training needs of local agencies are recognized and are appropriately planned for. The Leon County Division of Emergency Management will work with the Florida Division of Emergency Management

to host the following courses at least once during the Comprehensive Emergency Management Plan update cycle (once every four years):

- G-205 Recovery from Disaster, the Local Government Role
- G-202 Debris Management
- G-557 Rapid Assessment Workshop
- G-556 FEMA Local Damage Assessment

## **Public Information and Warning**

Timeliness of public communication is key to ensuring successful community recovery and redevelopment. After residents are allowed to return to their homes, they should be made aware of potential safety issues to ensure caution is taken with personal health and safety. During post-disaster outreach, Public Service Announcements will be delivered regarding recovery assistance including the registration process with FEMA for housing assistance as well as assistance with filing insurance claims. Themes for key messages during Recovery include:

- **Infrastructure** - After a disaster has struck, Leon County is responsible for providing information to the public concerning key infrastructure in the community. This includes road and bridge closures, damage to critical facilities such as schools and hospitals, and all other infrastructure damaged in the disaster.
- **Housing** - Information regarding housing solutions will be made available for members of the public who are unable to return to their homes in the aftermath of the emergency.
- **Health and the Community** - In the immediate aftermath of a disaster, the public needs to be made aware of any and all health hazards that may have occurred as a side-effect of the disaster. Once these hazards have been identified, the public will be informed on the proper actions to take in order to limit their personal risk.
  - After a disaster, it is important to inform the public on resources available to them for maintaining their behavioral and mental health. Members of the community may display physical or psychological symptoms that could adversely affect their ability to respond and function. Information regarding resources such as 211 Big Bend and Disaster Behavioral Health Response Teams, which provide services to aid in the behavioral health of the community, will be made available to the affected community.
  - The public must also be informed on what local natural resources have been affected by the disaster (e.g. water source pollution, air pollution, etc.) and how best to protect themselves from any risks these damages might cause. The public must also be informed on what, if anything, can be done to aid in the restoration of these resources.

The resources available to carryout Emergency Public Information activities are detailed in the Emergency Support Function #14 – Emergency Public Information Annex.

Community Response is an information dissemination, collection, and public relations operation, facilitated by the Florida Division of Emergency Management, used to assist disaster affected communities and individuals in receiving assistance. Community Response aligns with the Public Information and Warning core capability identified in the National Preparedness Goal. Community Response is implemented once there is a Presidential Declaration. The State of Florida works in partnership with FEMA and Counties to conduct Community Response operations in affected communities. FEMA will deploy Disaster Survivor Assistance Teams to affected counties. Disaster Survivor Assistance Teams will team up with Florida Division of Emergency Management's Bureau of Recovery staff and go door-to-door to provide recovery information to citizens and assist with registration for FEMA individual assistance. The Director of Leon County Community and Media Relations, as lead agency for Emergency Support Function #14 – Emergency Public Information, shall be responsible for coordinating with the Florida Division of Emergency Management's Bureau of Recovery on local participation in Community Response operations.

Leon County Community and Media Relations staff may develop special County recovery content and provide to the Florida Division of Emergency Management's Bureau of Recovery for use in Community Response operations.

Other elements of Leon County Government that may assist Leon County Community and Media Relations including, but not limited to, the Assistant to the County Administrator for Citizen Engagement, Leon County Volunteer Services, and the Assistant County Administrator for Citizen Services.

Leon County Community and Media Relations may request assistance, through the Joint Information Center, of the City of Tallahassee Department of Communications in delivering the Florida Division of Emergency Management's Bureau of Recovery disaster aid information.

### **Operational Coordination**

Short-term recovery is focused on restoring critical services and infrastructure so that a level of community stability can be achieved. Community stability marks a starting point at which local government and community leaders may begin implementing provision of the Leon County-City of Tallahassee Post Disaster Redevelopment Plan.

In addition to operations conducted by local government and local community and faith based relief organizations, state and federal assistance can be requested to help bring about community stability after an emergency or disaster.

During the recovery process a community is more vulnerable than ever to an emergency or disaster. Stabilizing the community and implementation of short-term recovery activities allows the Leon County Division of Emergency Management to focus on preparation for next emergency or disaster.

The short-term recovery objectives for Leon County are:

- Damage Assessment
- Debris Management
- Infrastructure Restoration
- Points of Distribution
- Reopen Schools
- Long-term Shelter/Emergency Housing
- Resume Government Operations/Implement Continuity of Operations Plans
- Request State and Federal Assistance

A further description of short-term recovery objectives follows.

- Damage Assessment

#### Residential Damage Assessment

Lead Agency: Leon County Division of Emergency Management

Support Agencies: Tallahassee-Leon County GIS

The Leon County Division of Emergency Management will coordinate residential damage assessments for Leon County. The Leon County Division of Emergency Management Director will activate personnel, teams, equipment, and make geographic assignments. Leon County Government personnel from non-emergency response agencies will register to participate on Damage Assessment Teams.

Emergency Management staff will collect reports of damaged structures from the Consolidated Dispatch Agency, Agency Representatives in the Leon County Emergency Operations Center, and citizens calls to the Citizen Information Line. The location data will be given to Tallahassee-Leon County GIS Staff in the Leon County Emergency Operations Center.

Tallahassee-Leon County GIS staff will plot locations of reported damage structures in the GIS, print street levels maps and street sheets and provide (printed or electronic files) to Damage Assessment Teams. The Damage Assessment Teams will use these maps to guide them in their damage assessment mission.

The Damage Assessment Teams will validate the reported level of structure damage to addresses provided by Emergency Management staff, as-well-as note additional

damaged structures Damage Assessment Teams will assess structure damage levels (Affected, Minor, Major, Destroyed) in accordance with the FEMA Damage Assessment Operations Manual (April 2016 edition).

After the assessment the Damage Assessment Teams will return their results the Leon County Emergency Operations Center and Tallahassee-Leon County GIS Staff will update the information plotted in GIS.

Completed damage assessment info will be turned over to the Florida Division of Emergency Management to be used as support documentation for a Presidential Disaster Declaration request, and to the County and City Building Officials so that they may conduct habitability assessments.

### Infrastructure Damage Assessment

Lead Agency: Multiple (list below)

Support Agencies: Leon County Division of Emergency Management  
Tallahassee-Leon County GIS

Individual agencies will follow processes for assessing damaged as outlined in the FEMA Public Assistance Program and Policy Guide (January 2016). At minimum infrastructure damage assessment reports will give a description of the damage, the location of damage (street address if possible) and the estimated cost of damage.

Damage reports collected by individual agencies will be forwarded to the Leon County Division of Emergency Management. This information will be given to Tallahassee-Leon County GIS Staff and plotted in GIS.

Infrastructure damage assessment information will be turned over to the Florida Division of Emergency Management to be used as support documentation for a Presidential Disaster Declaration request.

- Roads and Bridges:
  - County Roads – Leon County Public Works
  - City Roads – City of Tallahassee Public Works
  - State Roads – Florida Department of Transportation
- Electric:
  - City – City of Tallahassee Electric Utility
  - Unincorporated – Talquin Electric
- Drinking Water:
  - City – City of Tallahassee Water Utility
  - Unincorporated – Talquin Electric

- Sewer:
  - City – City of Tallahassee Water Utility
  - Unincorporated – Talquin Electric
- Government Facilities
  - City – City of Tallahassee Facilities Management
  - County – Leon County Facilities Management
  - Public Schools – Leon County Schools Division of Facilities,  
Construction and Maintenance
  - Sheriff's Office & Jail – Leon County Sheriff's Office Facility  
Maintenance
- Parks & Recreation Facilities
  - City – City of Tallahassee Parks and Recreation Department
  - County – Leon County Parks and Recreation
- Government Fleet
  - City – City of Tallahassee Fleet Management
  - County – Leon County Fleet Management Division
  - Public Schools – Leon County Schools Transportation Department
  - Sheriff's Office – Leon County Sheriff's Office Fleet Maintenance
- Debris Management
  - Lead Agency:
    - Leon County Department of Public Works
    - City of Tallahassee Underground Utilities & Public  
Infrastructure
    - City of Tallahassee Community Beautification & Solid  
Waste
  - Support Agencies:
    - Florida Department of Transportation
    - Debris Management Contractors

The Leon County Department Public Works and the City of Tallahassee have both developed Debris Management Plans. The Debris Management Plans describe in detail the concept of operations for debris management; and are considered as Standard Operating Guides to the Leon County Comprehensive Management Plan. The County and City plans are complementary to ensure unity of effort in debris management operations.

The County and the City have also entered into individual pre-disaster contracts with debris removal and disposal vendors. If an event occurs which generates a volume of debris greater than Leon County Department of Public Works and the City of Tallahassee can handle, the debris management contracts will be activated and the



commercial recovery companies will provide adequate resources to conduct collection and disposal services.

Monitoring of debris removal and disposal contractor activities is a critical component in successful debris operations and in the justification and documentation of any application for Federal Emergency Management Agency Public Assistance funding. Therefore, Leon County and the City of Tallahassee have entered in to individual pre-disaster debris removal monitoring contracts. Monitors will be on the look out for inappropriate contractor activities including: improper loading of trucks, picking up ineligible debris, posting trucks with inaccurate load capacities, etc.

Leon County and the City of Tallahassee have both agreed to allow the Florida Department of Transportation (or their debris removal contractor) to remove debris from Federal Highway Administration roadways within Leon County.

- Infrastructure Restoration

Lead Agency: City - City of Tallahassee Utilities  
Unincorporated - Talquin Electric

Support Agencies: City – City of Tallahassee Underground Utilities & Public Infrastructure

Following road clearing activities, one of the most important emergency recovery missions is to restore electric power. In any power outage, utility crews restore service as quickly as safely possible. The initial focus for power restoration is critical facilities, such as hospitals, healthcare facilities, and 9-1-1 answering points. Utility crews then focus on restoring customers, working from the largest outages to smallest outages.

A clean and safe water supply is vital to life. Individuals rely on water for daily living (i.e. drinking, meal preparation, bathing) and the community relies on water for public safety (i.e. firefighting, health care). Utility crews will restore the system by repairing pipe breaks, flushing the water system to ensure water quality, then taking bacteriological samples. Lab results, of bacteriological samples, are reviewed to determine when water is safe to drink.

- Points of Distribution

Lead Agency: Leon County Division of Emergency Management

Support Agencies: VolunteerLeon  
Big Bend Community Organizations Active in Disaster  
The Salvation Army  
Florida Division of Emergency Management

The purpose of a Point of Distribution is to establish initial points where the general public will obtain life sustaining emergency relief supplies (water and food) until such time as power is restored, water supply is restored, traditional facilities such as retail establishments reopen, or relief social service programs are in place.

The Leon County Division of Emergency Management will coordinate with Florida Division of Emergency Management, Logistics Section on:

- Pre-identifying possible Points of Distribution sites;
- Projecting commodity flow;
- Transition to alternative staffing for Points of Distribution sites;
- Demobilization of Points of Distribution sites.

Local staffing for Points of Distribution will be coordinated by Emergency Management Staff. County Employees that have reregistered for emergency assignments will be utilized. Members of the Big Bend Community Organizations Active in Disaster that identified “distribution” as a service they provide, will be called upon to support County staff.

The Salvation Army is Leon County’s Emergency Support Function #11 and can provide water and food on a smaller scale by setting up a canteen when the need for a full Point of Distribution is not required or feasible.

- Reopen Schools

Lead Agency: Leon County Schools

Support Agency: Capital Area Chapter of the American Red Cross  
Leon County Department of Public Works  
City of Tallahassee Underground Utilities & Public Infrastructure  
City of Tallahassee Community Beautification & Solid Waste

It is important for schools to reopen quickly after a disaster to establish a sense of normalcy and consistency in students’ lives and to continue providing the community with a quality education. Having students return to school also allows parents time to restore homes and places of work.

To facilitate the reopening of schools and to maintain shelter availability for disaster survivors Capital Area Chapter of the American Red Cross will open other non-impacted facilities, with which they have shelter agreements, to provide shelter availability.

Leon County Department of Public Works, City of Tallahassee Underground Utilities & Public Infrastructure, and City of Tallahassee Community Beautification & Solid Waste will work with Leon County Schools to ensure sidewalks and right-of-ways near school zones have debris removed.

- Long-term Shelter/Emergency Housing

Lead Agency: Capital Area Chapter of the American Red Cross

Support Agency: Leon County Office of Human Services and Community Partnerships  
City of Tallahassee Community Housing and Human Services

During certain emergency events or disasters, the Capital Area Chapter of the American Red Cross will utilize select schools in the county to serve as emergency shelters. However, one short-term recovery goal is to reopen schools as quickly as possible. To facilitate the reopening of schools and to maintain shelter availability for disaster survivors the Capital Area Chapter of the American Red Cross, in accordance with the Capital Area Chapter of the American Red Cross emergency plan, will open other non-impacted facilities, with which they have shelter agreements, to provide shelter availability.

If the need for emergency shelter is expected to last for an extended period of time, the Housing Strategy Element of the Leon County-City of Tallahassee Post Disaster Redevelopment Plan will be activated to facilitate placement of disaster survivors into temporary housing.

In a situation where the Housing Strategy is implemented the director of Leon County Division of Housing Services and the director of City of Tallahassee Community Housing and Human Services become the Lead Agencies for coordination of Emergency Housing. The Capital Area Chapter of the American Red Cross will move into a support role.

The Leon County Disaster Housing Strategy serves as the Standard Operating Guide for the Emergency Housing mission. It provides guidance to the director of Leon County Division of Housing Services and the director of City of Tallahassee Community Housing and Human Services in carrying out the Emergency Housing mission.

If State/Federal emergency housing mission is requested by the Emergency Management Director, through the State Emergency Operations Center, the director of Leon County Division of Housing Services the director of City of Tallahassee Community Housing and Human Services serve as liaisons to the State/Federal Disaster Housing team coordinator.

- Resume Government Operations/Implement Continuity of Operations Plans

Lead Agency: All Government Agencies

Support Agency: Leon County Division of Emergency Management

Government exist to serve the needs of the public, and government offices should be open and available to the public as soon as possible.

Each agency with and Emergency Support Function role has an emergency plan outlining what they will do during a disaster (roles and responsibilities), and how they will do it (operational guides/check lists). Each Emergency Support Function agency has a Continuity of Operations Plan integrated (or Annexed) into their agency emergency plan.

Elements of a Continuity of Operations Plan include

- Identification of Agency Mission Critical Functions;
- Identification and Preservation of Mission Critical Records/Data;
- Lines of Succession for Agency Leadership;
- Delegations of Authority to Successors;
- System to ensure Staff Accountability/Safety;
- Acquisition of Supplies/Systems for Alternate Operating Facility;
- Schedule of Tests and Exercises of Continuity of Operations capabilities; and
- Schedule for Continuity of Operations Plan updates.

- Request State and Federal Assistance

Lead Agency: Leon County Division of Emergency Management

Support Agencies: County and City Agencies  
Non-government Agencies  
211 Big Bend  
Members of the Community Organizations Active in  
Disaster

Following the initial damage assessment process the Emergency Management Director will forward all damage assessment reports and estimates to the State

Emergency Operations Center, via the State Emergency Response Team Recovery Liaison in the Leon County Emergency Operations Center.

The Emergency Management Director will request, through the State Emergency Response Team Liaison in the Leon County Emergency Operations Center, the state schedule and conduct a Joint Preliminary Damage Assessment in Leon County. A Joint Preliminary Damage Assessment for Individual Assistance and two Joint Preliminary Damage Assessments for Public Assistance (one for County and one for City) will be requested.

The Purpose of the Joint Preliminary Damage Assessment is to determine the magnitude and impact of an event's damage. The Joint Preliminary Damage Assessment team will follow FEMA damage assessment criteria in accordance with the FEMA Damage Assessment Operations Manual (April 2016 edition).

The State/FEMA Team assigned to the Joint Preliminary Damage Assessment for Individual Assistance will be joined by representatives of Leon County Division of Emergency Management. Copies of the Maps and Street Sheets developed by Tallahassee-Leon County GIS will be prepared for the Teams so that a logical route can be determined to best view the impacted areas. Each agency will provide their own equipment and vehicles to conduct the assessment.

The two State/FEMA Teams assigned to the Joint Preliminary Damage Assessment for Public Assistance will be joined by representatives of the Leon County Department of Public Works and the City of Tallahassee. The Joint Preliminary Damage Assessment for Public Assistance will follow processes outlined in the FEMA Public Assistance Program and Policy Guide (January 2016). Copies of the maps of damaged infrastructure developed by Tallahassee-Leon County GIS will be prepared for the Teams so that a logical route can be determined to best view the impacted areas. Each agency will provide their own equipment and vehicles to conduct the assessment.

After the Joint Preliminary Damage Assessments, Leon County's results will be combine with results from other impacted counties to determine statewide disaster impacts. If the total of these costs for both the affected counties and the state exceed the amount of assistance the state is able to provide, as established by the current fiscal year threshold developed by FEMA based on adjustments to the consumer price index, the state may then become eligible for a Public Assistance declaration.

## **Economic Recovery**

The Leon County Post Disaster Redevelopment Plan describes the process for Economic Recovery. The Economic Redevelopment Subcommittee will be led by the Tallahassee-Leon County Office of Economic Vitality. Major activities of the Subcommittee will be:

- Identify business needs and provide technical assistance,

- Coordinate with businesses on available Small Business Administration funding opportunities,
- Work with state and federal agencies to identify disaster recovery funding for local businesses, and
- Identify economic opportunities for local businesses during recovery and redevelopment.

## **Health and Social Services**

- Healthcare

Healthcare covers a broad spectrum of public health, emergency medical, and healthcare facility based stake holders.

The Florida Department of Health in Leon County services as the County Health Department. The Florida Department of Health in Leon County is responsible for the following Recovery functions:

- Epidemiological Surveillance – Epidemiological surveillance during and following a disaster allows for the detection of potential disease outbreaks and to track disease and injury trends. The Epidemiology Surveillance section is responsible for collection and management of cases of acute diseases required to be reported by physicians and laboratories. These diseases have been deemed as having public health importance and may require intervention by the state or local health department.
- Environmental Health – Environmental Health actively protects the community following a disaster by ensuring the County’s drinking water is safe, investigating and identifying food safety concerns, ensuring basic sanitation services are available and functioning, and investigating and identifying animal and insect spread diseases.

In a hazardous materials incident, Environmental Health will work to limit the public’s exposure to chemicals, toxins, or radiation released into the environment.

- Behavioral Health - The Florida Department of Health in Leon County will coordinate the Disaster Behavioral Health response following a disaster. All people involved in a disaster are affected in some way, from emergency response workers to disaster survivors, (including family members and friends), and the public at large. Disaster Behavioral Health responders apply the concepts of psychological first aid to help those affected overcome the initial impact of shock, denial, and depression when confronting disasters.

211 Big Bend supports the Florida Department of Health in Leon County with the Disaster Behavioral Health response. 211 Big Bend operates

Helpline 211 which provides counselling and referral services to the community 24-hours a day, 365 days per year.

**Big Bend Healthcare Coalition** - The Big Bend Healthcare Coalition is comprised of regional healthcare and support system partners, County Health Departments, and County Emergency Management Agencies. The Big Bend Healthcare Coalition is built upon existing public health and healthcare partnerships for the purpose of forming a broader collaborative network of public health and healthcare system and support stakeholders.

These stakeholders, and their respective public and private sector response partners utilize their shared knowledge and experience to facilitate integration, and coordination, within a defined structure to support the management of the complex healthcare and support issues which arise during disasters.

The Big Bend Healthcare Coalition is responsible for the following Recovery function:

- **Healthcare System Recovery** – The Big Bend Healthcare Coalition supports the County with the restoration of public health and medical infrastructure and to assure the continuum of care. Coalition stakeholders have developed processes and plans to collaborate and coordinate disaster recovery needs (resources, personnel, facilities) among the Coalition. A process to identify gaps and communicate through the appropriate channels to the Long Term Recovery Coordination Group has been established.

- **Social Services**

**Unmet Needs and Recovery Centers**

- **Unmet Needs** - Following a disaster, the Emergency Management Director will convene an Unmet Needs Coordinating Group. The Coordinating Group will include, at a minimum, representatives from the following organizations: American Red Cross, Salvation Army, 211 Big Bend, Leon County Volunteer Services, Big Bend Community Organizations Active in Disaster, Leon County Office of Human Services and Community Partnerships, and City of Tallahassee Community Housing and Human Services. The Unmet Needs Coordinating Group works in the short-term and intermediate Recovery phases to:
  - Analyze the disaster impact data that has been collected to develop an estimation of unmet needs,
  - Identify (through routine human services partnerships)

organizations and agencies that can provide capacity, and request their participation on the Coordinating Group, and

- Activate the Coordinated Assistance Network for case management process.
- Organize assessments. This may occur through:
  - An organization's response missions (i.e. Red Cross Shelter Operations, Salvation Army Canteen Operations),
  - Through emergency response operations (reported by agency representatives in the Emergency Operations Center)
  - Calls received through Helpline 211,
  - Door to door assessments, or
  - In a Disaster Recovery Center.

Identified needs will be reviewed, assessed by the Unmet Needs Coordinating Group, and then routed to an organization with the capacity to meet the need.

In a major or catastrophic disaster, when the Post Disaster Redevelopment Plan is activated the Unmet Needs Coordinating Group assumes the role for the Human Services Subcommittee for long term Recovery.

- Recovery Center – A Recovery Center is a centralized location for services and resource referrals for unmet needs following an emergency or disaster. They may be established in a fixed location or mobile. Initially, following a disaster, the County will establish a County Recovery Center. The State and Federal government may open a Disaster Recovery Center following the issuance of a Presidential Disaster Declaration. The Leon County Emergency Management Director will coordinate with the State, pre and post disaster, on State/Federal Disaster Recovery Center establishment.

The Emergency Management Director will recommend the activation of a County Recovery Center to the County Administrator. This recommendation will be based on disaster impact data and input from the Unmet Needs Coordinating Group.

The Director of Volunteer Services will coordinate staffing of the County Recovery Center. A lead agency for Emergency Support Function #15 – Volunteer and Donation Management, the Director of Volunteer Services will request activation of community based organizations that provide disaster relief assistance.

The Leon County Division of Facilities Management will assist in the physical set up of a County Recovery Center. Division of Facilities



Management staff will deliver and arrange tables and chairs, and ensure the cleanliness of the facility through its operations. The Director of Leon County Division of Facilities Management also maintains a list of County owned facilities which could be used as a County Recovery Center, or a State/Federal Disaster Recovery Center under a Presidential Disaster Declaration .

The Leon County Office of Information Technology will provide voice, network, and data services to support a County Recovery Center.

The Leon County Sheriff's Office will provide security for a County Recovery Center during hours of operation.

The Director of Volunteer Leon will request members of the Big Bend Community Organizations in Disaster activate and staff the County Recovery Center. Members of the Big Bend Community Organizations in Disaster have worked with 211 Big Bend to identify the disaster recovery services they provide and a service directory has been created. Members that have indicated they provide, water/food distributions services, voucher/cash services, or counseling/mental health services will be asked to staff the County Recovery Center.

If a Presidential Disaster Declaration for Individual Assistance is granted to Leon County, a State/Federal Disaster Recovery Center will be opened. The County Recovery Center will evolve into the State/Federal Disaster Recovery Center to maintain continuity of services to Leon County residents. The Director of Leon County Emergency Management will request a State/Federal Disaster Recovery Center by placing a mission request with the State Emergency Operations Center using EM Constellation.

In a situation where a County Recovery Center was not previously activated, the steps outlined above would be followed to accommodate establishment of a State/Federal Disaster Recovery Center.

## **Disaster Housing**

Leon County has a Post Disaster Redevelopment Plan which includes a Disaster Housing Strategy. The Disaster Housing Strategy details the full array of interim housing options available to the leadership in the aftermath of the disaster. Based upon the severity and magnitude of the impact, decision-makers will have the flexibility to select the appropriate interim housing strategies including placement of displaced residents within local hotels, vacant rental units, or within mobile housing units. This strategy will also ensure that the needs of special populations within the community are addressed.

The Leon County Disaster Housing Strategy aligns with the Housing Recovery Support Function of the National Disaster Recovery Framework.

The Disaster Housing Strategy identifies the Director of the Leon County Division of Housing Services and the Director of City of Tallahassee Community Housing and Human Services as Unified Housing Coordinators.

The Disaster Housing Strategy also identifies the Disaster Housing Team. Members of the Disaster Housing Team make up the disaster housing task force.

To expedite recovery, in the event of a declared local state of emergency, the County Administrator is authorized to waive Leon County building/growth fees for eligible residents for the purpose of home restoration/reconstruction.

### **Post Disaster Evaluation and Improvement Planning**

Following a disaster, the Leon County Emergency Management Director will conduct debriefings with Emergency Support Function agencies. The aim of these debriefings is to collect feedback on emergency operations. Participants in the debriefings will identify success in emergency response as well as areas for improving response.

To ensure whole community involvement with emergency management, community listening session will be scheduled following a declared disaster. The Director of Leon County Community and Media Relations, as lead agency for Emergency Support Function #14 – Emergency Public Information, shall be responsible for scheduling community listening session, once response operations have subsided and short-term recovery activities have begun. Community listening sessions provide important opportunities to discuss response and ongoing recovery efforts and to learn from citizens about how Leon County Government and partnering response agencies can best meet the needs of the community during future disasters.

To document the actions taken, lessons learned, and areas to improve response; an after action report will be created following a declared disaster. An after action report will typically be completed within 90 to 120 days following the cessation of emergency response activities. The report will provide a comprehensive description and analysis of the disaster event, response actions taken by Emergency Support Function agencies, identification of best practices performed during the response, and areas for improvement to be better prepared for future disasters. Information collected in debriefings with Emergency Support Function agencies and community listening sessions are integral to the development of the after action report. The after action report will include an improvement plan consisting of recommendations and actions to be taken to improve disaster preparedness. To insure transparency, and maintain whole community involvement with emergency management, after action reports will be posted to the County's website for all to view.

## **Federal Disaster Assistance**

- **Individual Assistance**

If Leon County is granted an Individual Assistance Declaration, the Emergency Management Director will request the establishment of a State/Federal Disaster Recovery Center from the Florida Division of Emergency Management. The Leon County Division of Facilities Management maintains a list of County owned facilities which could be used as a Disaster Recovery Center. The Leon County Division of Emergency Management, Leon County Facilities Management Director, and the Florida Division of Emergency Management will coordinate with FEMA on meeting FEMA requirement for a Disaster Recovery Center location. Once a location is agreed upon and an opening date and time is agreed upon Leon County Community and Media Relations will issue media releases to announce the opening of the Disaster Recovery Center. Additionally, when given permission by FEMA the Individual Assistance Tele-Registration Number will be publicized by Leon County Community and Media Relations.

- **Public Assistance**

If Leon County is awarded a Public Assistance Declaration the Leon County Division of Emergency Management will reserve a conference room in the Public Safety Complex and the coordinate with the Florida Division of Emergency Management to schedule a date and time for the Applicants Briefing. The Division of Emergency Management will send a meeting notice (via email) to all agency heads in Leon County Government and coordinate with the City of Tallahassee have the invitation sent to all City agency heads (via email). The Leon county Division of Emergency Management will also work with VolunteerLeon and 211 Big Bend to determine which non-government cooperators and which members of the Community Organizations Active in Disaster are eligible private non-profit organizations and should be to the Applicants Briefing.

The Applicant Briefing provides high-level information regarding the Public Assistance Program. The Director of Leon County's Office of Financial Stewardship will coordinate with County agencies on financial management issues related to FEMA assistance. The Director of the City of Tallahassee Financial Management will coordinate with City agencies on financial management issues related to FEMA assistance.

Within 30 days of a federal disaster declaration, Applicants wishing to receive Public Assistance Program funding must submit a Request for Public Assistance form to FEMA.

Within 21 days of Request for Public Assistance approval, a Kickoff Meeting will be scheduled with FEMA and Applicants. At the Kickoff Meeting FEMA will discuss the following:

- Details of the Applicant's impacts from the incident
- Hazard mitigation opportunities
- Eligibility criteria for work and costs
- Project formulation
- Insurance requirements
- Environmental and Historic Preservation compliance requirements
- Documentation requirements
- Appeal process

Following the Kickoff Meeting, Applicants have 60 days to identify and report all of its disaster-related damage, Emergency Work activities, and debris quantities to FEMA.

FEMA works with Applicants to formulate incident-related damage and work into projects (i.e., subawards) based on logical groupings of the damage and work. This process is a collaborative effort beginning at the Kickoff Meeting and concluding with an Exit Briefing.

- FEMA uses the Project Worksheet as the Subaward Application. FEMA uses the Project Worksheet to document details of the Applicant's project, including a detailed description of the disaster-related damage and dimensions and the associated scope of work and costs. If the project involves multiple locations, FEMA may use site sheets to differentiate damage, work, and costs by site within the Project Worksheet. The disaster damage and dimensions, Scope of Work, and costs for each site are documented on separate site sheets.
- Additionally, FEMA requires documentation to support that the work is eligible in accordance with laws, regulations, Executive Order, and policies. Documentation should provide the "who, what, when, where, why, and how much" for each item claimed. It is the Applicant's responsibility to substantiate its claim as eligible. If the Applicant does not provide sufficient documentation to support its claim as eligible, FEMA cannot provide Public Assistance Program funding for the work.

Projects identified as Emergency Work, defined as, "Work that must be done immediately to save lives, protect improved property, protect public health and safety, or avert or lessen the threat of a major disaster.", must be completed within 6 months of the date of the federal disaster declaration.

Projects identified as Permanent Work, defined as, "Restorative work that must be performed through repairs or replacement to restore an eligible facility on the basis of its pre-disaster design and current applicable standards", must be completed within 18 months of the date of the federal disaster declaration.

## **Mitigation Annex**

The Leon County-City of Tallahassee Local Mitigation Strategy is the community's primary planning tool to help mitigate the risks to individuals and property from natural and man-made hazards. The Local Mitigation Strategy is required by the Federal Emergency Management Agency to apply for and receive Federal pre- and post-disaster assistance funds allocated to Leon County.

The Local Mitigation Strategy directs local government to use these monies for mitigation measures such as: hardening of critical facilities like fire stations against flooding and high winds; expanding the availability of emergency shelters; rebuilding roads and other infrastructure affecting public and private property; increasing flood control measures, as well as other community hazard mitigation needs. The Local Mitigation Strategy work group also discusses flood damages to structures in the Special Flood Hazard Areas following flood events. This assists flood plain managers with the County and City make substantial damage determinations.

The Leon County Emergency Management Director serves on the Local Mitigation Strategy Steering Committee.

In May, 2015, the Federal Emergency Management Agency reviewed and approved the updated Leon County-City of Tallahassee Local Mitigation Strategy. The full document is available on the Tallahassee-Leon County Planning Department web site at: <http://www.talgov.com/place/pln-mitstrat.aspx> . The current Local Mitigating Strategy expires on May 21, 2020.



FEMA

May 4, 2015

Mr. Miles Anderson  
State Hazard Mitigation Officer  
Division of Emergency Management  
2555 Shumard Oak Boulevard  
Tallahassee, Florida 32399-2100

Reference: Leon County FL Multi-jurisdictional (MJ) Local Mitigation Strategy (LMS) Plan Update

Dear Mr. Anderson:

We are pleased to inform you that the Leon County FL MJ Local Mitigation Strategy Plan Update is in compliance with the federal hazard mitigation planning requirements resulting from the Disaster Mitigation Act of 2000 as contained in 44 CFR 201.6. We have recently received from your office the following resolution for inclusion within this plan in accordance with Program Administration by States (PAS) requirements, and subsequently concur that this community be included under the approved Leon County MJ LMS. The updated plan will become effective on May 21, 2015, and is therefore, approved for a period of five (5) years to May 21, 2020.

This plan approval extends to the following participating jurisdiction that provided a copy of its resolution adopting the Leon County MJ LMS plan:

- City of Tallahassee

The approved participating jurisdiction is hereby an eligible applicant through the State for the following mitigation grant programs administered by the Federal Emergency Management Agency (FEMA):

- Hazard Mitigation Grant Program (HMGP)
- Pre-Disaster Mitigation (PDM)
- Flood Mitigation Assistance (FMA)

National Flood Insurance Program (NFIP) participation is required for some programs.

We commend the participants in the Leon County FL MJ LMS Plan Update for the development of a solid, workable plan that will guide hazard mitigation activities over the coming years. Please note that all requests for funding will be evaluated individually according to the specific eligibility and other requirements of the particular program under which the application is submitted. For example, a specific mitigation activity or project identified in the plan may not meet the eligibility requirements for FEMA funding, and even eligible mitigation activities are not automatically approved for FEMA funding under any of the aforementioned programs.

We strongly encourage each Community to perform an annual review and assessment of the effectiveness of their hazard mitigation plan; however, a formal plan update is required at least every five (5) years. We also encourage each Community to conduct a plan update process within one (1) year of being included in a Presidential Disaster Declaration or of the adoption of major modifications to their local Comprehensive Land Use Plan or other plans that affect hazard mitigation or land use and development. When the plan is amended or revised, it must be resubmitted through the State as a "plan update" and is subject to a formal review and approval process by our office. If the plan is not updated prior to the required five (5) year update, please ensure that the draft update is submitted at least six (6) months prior to expiration of this plan approval.

The State and the participants in the Leon County MJ LMS should be commended for their close coordination and communications with our office in the review and subsequent approval of the plan. If you or Leon County have any questions or need any additional information please do not hesitate to contact Gabriela Vigo of the Hazard Mitigation Assistance Branch at (229) 225-4546 or Linda L. Byers of my staff at (770) 220-5498.

Sincerely,  
  
Robert E. Lowe, Chief  
Risk Analysis Branch  
Mitigation Division



STATE OF FLORIDA

## **DIVISION OF EMERGENCY MANAGEMENT**

RICK SCOTT  
Governor

BRYAN W. KOON  
Director

May 5, 2015

Mr. Gabriel Menendez  
Local Mitigation Strategy Chair  
300 South Adams Street Box A-16  
Tallahassee, Florida 32301

Re: Local Hazard Mitigation Plan Approval Notification

Dear Mr. Menendez:

Congratulations! The enclosed letter constitutes the Federal Emergency Management Agency's (FEMA) formal approval of the Leon County Local Mitigation Strategy (LMS) plan for the following participating jurisdictions.

- Leon County Unincorporated

The plan has been approved for a period of five (5) years and will expire again on May 21, 2020

The mitigation planning unit would like to thank you for all of your hard work. It has been a pleasure working with you and we look forward to serving you in the future. If you have any questions regarding this matter, please contact Alexander Falcone at 850-921-9063 or [Alexander.Falcone@em.myflorida.com](mailto:Alexander.Falcone@em.myflorida.com).

Respectfully,

Miles E. Anderson,  
Bureau Chief, Mitigation  
State Hazard Mitigation Officer

MEA/af

Attachments: FEMA letter

DIVISION HEADQUARTERS Tel: 850-413-0969 • Fax: 850-488-1016  
2555 Shumard Oak Boulevard  
Tallahassee, FL 32399-2100 [www.FloridaEmergency.com](http://www.FloridaEmergency.com)

STATE LOGISTICS RESPONSE CENTER  
2702 Directors Row  
Orlando, FL 32809-5831



<b>LEON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN</b>	<b>Reference: STATE CEMP ESF 1</b>	<b>Reference: NATIONAL RESPONSE FRAMEWORK ESF 1</b>
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**ANNEX 1  
TRANSPORTATION**

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**TABLE OF CONTENTS**

<b>SECTION/TITLE</b>	<b>PAGE</b>
I. INTRODUCTION .....	2
A. PURPOSE .....	2
B. SCOPE .....	2
II. POLICIES .....	2
III. SITUATION .....	2
IV. CONCEPT OF OPERATIONS .....	3
V. RESPONSIBILITIES .....	4
VI. MAPS: STARMETRO ROUTES .....	5

## **ANNEX 1 TRANSPORTATION**

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**LEAD AGENCY:** City of Tallahassee, StarMetro

**SUPPORT AGENCIES:** Leon County School Board, Leon County Emergency Medical Services, Tallahassee Fire Department, City Liaison, City Public Information Officer, Tallahassee Police Department, Tallahassee Memorial Healthcare

### **I. INTRODUCTION**

#### **A. PURPOSE**

The primary mission of the Transportation Group is to coordinate evacuation efforts with participating/available public and commercial transportation providers to ensure that people who desire or require evacuation are transported in a safe and expeditious manner to the nearest appropriate designated shelter or other applicable destination.

#### **B. SCOPE**

The transportation evacuation function will serve both ambulatory and non-ambulatory persons in designated or declared evacuation areas. Support will be provided during voluntary as well as mandatory evacuations. However, mandatory evacuation areas will receive priority support in the allocation and assignment of transportation resources.

StarMetro is the area coordinator for the transportation disadvantaged, a federally funded program providing assistance to individuals. StarMetro coordinates the pickup and delivery of individuals for several counties in the area.

### **II. POLICIES**

StarMetro is assigned as the lead agency due to its responsibility for coordination of transportation for disadvantaged individuals. The coordinator for the transportation disadvantaged, or designee, is designated as the Coordinator for public transportation and will arrange for the pickup and transport of all special needs assistance population, and other effected citizens requiring transportation in Leon County.

### **III. SITUATION**

- A. Pre-positioning or staging of transportation will be done during the alert/mobilization phase. In the event of a no notice incident

transportation assets will be mobilized as rapidly as possible.

- B. Following a disaster of county-wide scope an assessment will be made of the overall condition of the transportation system within the County.
  - 1. If the situation requires, plans will be made to reschedule bus utilization and, within legal considerations, to arrange for the possible use of church, school, and private buses on a reimbursable or voluntary basis.
  - 2. When all local resources have been activated following a disaster and are clearly inadequate to handle the situation, assistance will be requested through the Leon County Division of Emergency Management to the Florida Division of Emergency Management (FDEM).

#### **IV. CONCEPT OF OPERATIONS**

- A. The coordinator for the transportation disadvantaged is responsible for assuming functional leadership over the Transportation Group. The Transportation Coordinator will report to the Emergency Operations Center (EOC) as requested or required.
- B. A listing of potential transportation providers and a summary of type of support offered is outlined in the Special Needs and Assistance Population Program (SNAPP) Standard Operating Guide (SOG).
  - 1. Supplemental transportation resources may be needed following a disaster as a result of increased transportation needs and the disruption of normal services.
  - 2. Transportation may be required to bring emergency equipment and supplies into the disaster area.
  - 3. Further emergency transportation may be necessary to provide access to assistance centers for disaster victims and access to places essential to the resumption of normal community life, such as stores, schools, government offices, and major employment centers.

The provision of emergency transportation may involve establishment of usage priorities as well as the provision of additional resources while normal systems are being restored.

The Special Needs and Assistance Population Program (SNAPP) provides transportation to individuals as identified in Florida Statute 252.355. The support transportation agencies are provided lists based on transportation needs; T-1A Ambulance, T-1 Stretcher capable bus or van, T-2 Wheel chair lift bus or van; T-3 Bus or van. The support transportation agencies are coordinated through the Emergency Operations Center to pickup and return Special Needs Assistance Population Program (SNAPP) clients. In the event that other citizens call and request transportation, the following procedures will be followed:

1. Prior to other citizens being transported, all SNAPP clients will have been transported to safe shelter.
2. Prior to transport, conditions (weather, plume) are determined to be safe by the Emergency Operations Center staff and transportation agency to allow safe transportation for both the driver and client.
3. Transportation will be provided in an orderly manner. Once all clients accepting the offer to be transported to safe shelter are delivered, others who request transportation will be dealt with on a first come first served basis, until such time as conditions have been determined unsafe to provide transportation.

## **V. RESPONSIBILITIES**

All transportation group participating agencies fall into one of the following categories: Government (public) agencies; commercial (private for profit) transportation providers, and medical/social service agencies.

**A. TRANSPORTATION DISADVANTAGED COORDINATOR** - is designated as the Director/Coordinator for emergency transportation and, as such, will fulfill the following duties:

1. Coordinate all emergency transportation activities in the event of a declared disaster or emergency.
2. Make an assessment of the overall transportation system in the County immediately after the disaster.
3. Develop an Action Plan to implement the County evacuation plan developed for disasters.
4. Develop and maintain an updated, detailed list of vehicles which may be used for emergency transportation. This would include school and municipal buses, ambulances, and buses or vans operated by voluntary agencies or

private companies.

5. Select and train key personnel to assist in the implementation of disaster plans. Maintain a list of personnel and how to contact them or their alternates.
6. Notify drivers to report to work by telephone. In the event additional communications are needed, the Leon County EOC may elect to notify the media and request their support in announcing that all transportation providers need to contact StarMetro through the EOC.
7. Develop and maintain a list of refueling locations throughout the County.

**B. LEON COUNTY SCHOOL BOARD TRANSPORTATION DIRECTOR**

1. In coordination with the transportation disadvantaged coordinator, develop plans for the use of school buses as supplemental public transportation in the recovery phase of a disaster.
2. Develop an Action Plan to assist in the implementation of evacuations.
3. Provide an updated list of available resources, personnel, equipment, vehicles, and fuel that could be used in emergency operations.
4. Select and train key personnel to assist in the implementation of disaster plans when so directed by competent authorities. Maintain a list of personnel and how to contact them or their alternates.
5. Keep complete records of all resources used in providing emergency transportation services.

**C. ALL TRANSPORTATION PROVIDERS IN LEON COUNTY**

1. In coordination with the transportation disadvantaged coordinator, develop plans for the use of vehicles as supplemental public transportation in the recovery phase of a disaster.
2. Develop an Action Plan to assist in the implementation of the evacuations.
3. Provide an updated list of available resources, personnel, equipment, vehicles, and fuel that could be used in emergency operations.
4. Select and train key personnel to assist in the implementation of disaster plans when so directed by competent authorities. Maintain a list of personnel and how to contact them or their alternates.

5. Keep complete records of all resources used in providing emergency transportation services.

**D. LEON COUNTY DIVISION OF EMERGENCY MANAGEMENT**

1. Assist in establishing and maintaining communications with transportation providers.
2. Assist in development of Transportation Plans.
3. Maintain lines of communication with the State Division of Emergency Management and keep that agency informed as to the status of operations.
4. Assist in coordinating the services of support groups or volunteers who are assisting in the operation.
5. Coordinate record keeping and assessment operation in order to provide factual information to local, State, and Federal agencies as requested.
6. In coordination with the Public Information Officer (PIO), StarMetro, and the County EOC develop news releases or bulletins.
7. In coordination with County Fleet Management, develop a list of fuel sources for emergency vehicles.
8. Develop and maintain an updated list of people with special needs who will need special transportation and facilities.

**E. LAW ENFORCEMENT AGENCIES**

Provide traffic control or escorts to and from areas if necessary.

**F. NOTIFICATION OF DRIVERS**

In the event of a disaster, transportation agencies are requested to maintain a roster of drivers, including enough drivers to maintain operations on a 24-hour basis if needed, along with information on how they may be contacted. In the event that telephone communications have been disabled, the Leon County Sheriff's Office, Division of Emergency Management (LCSO/DEM) will make the request via television and radio for drivers to report to work.

**G. DESIGNATED PICKUP ROUTES**

StarMetro has identified areas of Tallahassee that are served by StarMetro whose residents may require evacuation from their homes. Those areas are: Frenchtown, Springfield, Bond, South City.

Residents of Frenchtown and Springfield Communities should report to the Dade Street Community Center or the Lincoln Neighborhood Center for transportation. Residents who do not have transportation would take **Route 13** buses to either of these centers for transportation to an evacuation center.

Residents of the Bond Community should report to Walker Ford Community Center. Those without transportation would take one of the **Route 14** buses to the center for further transportation.

South City residents should report to Jack McLean Community Center. Those individuals without transportation would take the **Route 7** bus to the center.

Citizens will be transported from Community Centers to the nearest open shelter.

Each driver will maintain radio contact with his/her agency and the agencies will provide updates to the Emergency Operations Center (EOC) through the Transportation Coordinator (StarMetro).

#### **H. MUTUAL AID AGREEMENTS**

There are no formal written agreements between Leon County and the School Board or StarMetro. Chapter 252, Florida Statutes provides the necessary understanding for the use of resources.

There are no formal agreements with outside jurisdictions for transportation purposes.

#### **I. PRIORITY SYSTEM OF CLIENT PICKUP**

Leon County has developed a separate annex for this transportation need. See Special Needs and Assistance Population Program (SNAPP) Standard Operating Guide (SOG). For emergency transportation purposes the individuals registered with the SNAPP will be picked up first, based on transportation needs. Actual routes cannot be determined due to the fluctuation of the registry. Individuals who call in and request transportation will be picked up after SNAPP clients and as conditions allow.

#### **J. FUELING OF TRANSPORTATION VEHICLES**

Leon County Operations, School Bus Maintenance, Leon County Jail, and City fueling facilities may be used for fueling if the situation warrants. The main facilities have generators for fueling.

**K. LOCAL EMERGENCY TRAFFIC REGULATIONS**

Leon County does not have an ordinance for special traffic flow. However, under a local state of emergency, the Board of County Commissioners may restrict access to roads to emergency vehicles only.

**L. RECOVERY TRANSPORTATION ACTIVITIES**

Vehicles used to provide transportation to shelters will provide return transportation as needed.

**M. PRE-POSITIONING OF TRANSPORTATION VEHICLES**

Pre-positioning of transportation vehicles will be staged under the direction of StarMetro and in coordination with law enforcement and emergency management.

**N. SUPPORT TO DRIVERS AND VEHICLES**

The Capital Area Chapter of the American Red Cross will provide food for drivers through the shelters. Each agency has predetermined fueling points. If these fueling points are not operational, then the driver will notify the Transportation Coordinator (StarMetro) for access to one of the City or County fueling points.



<b>LEON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN</b>	<b>Reference: STATE CEMP ESF 2</b>	<b>Reference: NATIONAL RESPONSE FRAMEWORK ESF 2</b>
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## ANNEX 2 COMMUNICATIONS

### TABLE OF CONTENTS

SECTION/TITLE	PAGE
I. INTRODUCTION .....	2
A. PURPOSE.....	3
B. SCOPE.....	3
II. POLICIES.....	3
III. SITUATION .....	4
IV. CONCEPT OF OPERATIONS .....	6
V. RESPONSIBILITIES .....	9
VI. RESOURCE REQUIREMENTS.....	10

## ANNEX 2 COMMUNICATIONS

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**LEAD AGENCY:** County Management Information Services Division

**SUPPORT AGENCIES:** Leon County Sheriff's Office, Embark, City of Tallahassee, Amateur Radio Emergency Service (ARES) / Radio Amateur Civil Emergency Services (RACES), Capital Area Chapter of the American Red Cross, Area Cellular Telephone Providers.

### I. INTRODUCTION

Leon County is the host to several television stations, numerous radio stations, telephone and cellular telephone providers as well as the City and County's 800 MHz radio system. In the aftermath of a major hurricane the number of communications systems that would be operational cannot be determined, due to power outages, flying debris, downed transmission lines, uprooted trees and damaged towers.

Leon County has established three (3) back up communications networks, utilizing the ARES/RACES group, Emergency Medical Services (EMS) and the Sheriff's Office old UHF/VHF radio system. Staff and radios would be deployed to key locations to provide critical communications links. EMS has an Amateur Radio system with eight handheld and two base stations.

#### Modes of Communications

- Primary:** The primary mode of communication from the County Emergency Operations Center (EOC) will be landline telephone communications to all agencies (both voice and data transmissions).
- Secondary:** The secondary mode of communication from the County Emergency Operations Center (EOC) will be cellular telephone communications to all agencies (both voice and data transmissions) and the Emergency Satellite Communications System (ESATCOM) owned and operated by the State of Florida.
- 1<sup>st</sup> Alternate:** The 1<sup>st</sup> alternate mode of communications from the County Emergency Operations Center (EOC) will be 800 MHz radio communications to all agencies. In addition, local radio stations may be used to provide information to emergency response teams if operational.

2<sup>nd</sup> Alternate: The (2<sup>nd</sup>) alternate mode of communications from the County Emergency Operations Center (EOC) will be UHF/VHF radio.

3<sup>rd</sup> Alternate: Use of a satellite telephone which reaches most of the area's FDEM Region 2 counties, SEOC and the Mobile Command Center.

4<sup>th</sup> Alternate: The 3<sup>rd</sup> alternate mode of communication will be runners from the County Emergency Operations Center (EOC) to the State EOC, and other facilities as necessary

All emergency facilities (shelters, EOCs, feeding sites, staging areas, disaster recovery centers and other essential sites) currently either have dedicated landline telephone communications or they can be quickly established by Embarq during an emergency situation. The Leon County Sheriff's Office, Division of Emergency Management (LCSO/DEM) through Embarq, Amateur Radio Emergency Service (ARES) / Radio Amateur Civil Emergency Service (RACES) and the Capital Area Chapter of the American Red Cross will assure clear communications are established. This will be accomplished either by installation of landline to the site, use of cellular telephones, radio communications, couriers delivering supplies or relief workers. In the event of an impending major or catastrophic emergency, radio communications may be pre-deployed to shelters, EOC's, and/or staged at key locations for quick deployment.

#### **A. PURPOSE**

The purpose of this communications annex is to assure provisions for communications to support local response efforts before, during, and immediately following an emergency.

#### **B. SCOPE**

The Communications Group coordinates and assists in providing communications support to County and local disaster response elements. This group will coordinate the support agencies communications assets (both equipment and services) available from voluntary groups, County agencies, and the telecommunications industry. This group will be the focal point of all communications activity at the County level before, during, and after activation of the Emergency Operations Center (EOC).

## **II. POLICIES**

- Identify communications facilities, equipment and personnel located in and outside the affected area(s) that could be made available to support recovery efforts.

- Identify actual and planned actions of commercial telecommunications companies to restore services.
- Coordinate the deployment of communications equipment, personnel, and resources to establish temporary communications capabilities within the affected area(s).
- Each agency is responsible for identifying staffing patterns for 24-hour operations.

### **III. SITUATION**

#### **A. SITUATION**

Leon County has telephonic and radio communications with response agencies throughout the County. These various nets operate from different sites rather than from a centralized Emergency Operations Center (EOC) and are established for day-to-day operations. In order to effectively communicate with other EOCs and forces in the field, provisions must be made for EOC members to have access to telephone, radio, or messenger systems.

#### **B. ASSUMPTIONS**

1. Each Emergency Operations Center (EOC) member will bring a current listing of personnel, operational dispatch center locations, and resources available to his/her department/agency. Included should be addresses, telephone numbers, and portable or mobile radios (if available), as well as a listing of vehicles from his/her department/agency.
2. EOC members will attempt to establish and secure communications with forces in the field and dispatch centers by using telephonic communications as long as possible.
3. Radio communications or existing departmental/agency nets will be used as sparingly as possible to avoid frequency saturation.
4. Auxiliary communications are available through assigned Amateur Radio Emergency Service (ARES) and Radio Amateur Civil Emergency Service (RACES) operators.
5. Landline communication may exist up to a Category 4 hurricane.
6. Radio and cellular towers are designed to be operational up to a Category 4 hurricane.

## **C. DISASTER CONDITION**

A disaster condition may result from a significant natural disaster. Disasters such as hurricanes can cause widespread damage to commercial telecommunications and electric transmission facilities. All surviving communications assets of local government agencies, as well as the Florida telecommunications industry, will be needed to assure that victims are given an immediate and effective response.

## **D. PLANNING ASSUMPTIONS**

- Initially, local emergency service organizations will focus on lifesaving activities. Local government officials will work toward re-establishing control in the disaster area. The Emergency Operations Center (EOC) will become the central point of coordination and control for local relief activities.
- Initial reports of damage may be fragmented and provide an incomplete picture of the damage to communications facilities.
- Weather and other environmental factors may restrict mobile or transportable communications equipment access into the affected area.
- The affected area's ability to communicate may be impaired.
- The type of natural disaster may necessitate the careful consideration of sites for establishing a consolidated agency operational area, such as a tent city for centralized field communications.

### **1. General**

Normal radio nets will be used as long as possible for forces in the field. The Emergency Operations Center (EOC) members will direct actions using the following:

- a. Telephone.
- b. Message form to be sent through the Communications Group by:
  - (1) Dedicated landlines and cellular telephone.
  - (2) 800 MHz. Radio.
  - (3) Amateur Radio Emergency Service (ARES) / Radio Amateur Civil Emergency Service (RACES) radio net.
  - (4) EMS network with 8 HAM radios in conjunction with ARES.
- c. Runner.

**2. Additional Requirements**

In a widespread threat such as a hurricane, communications with field forces (e.g., Capital Area Chapter of the American Red Cross shelters, hospitals, traffic control units, the City of Tallahassee, Leon County School Board, the electronic media) become a primary concern. In order to establish a back-up communications network to the commercial telephone system, ARES/RACES volunteers have been assigned to these locations. Requests and instructions may be forwarded to any of these locations by utilizing the message log representative and the Communications Group.

**IV. CONCEPT OF OPERATIONS**

**A. GENERAL**

Under the leadership of the Communications Group, representatives from each of the support and volunteer agencies will staff the Emergency Operations Center (EOC). The role of the primary agency will be to focus the coordination of and ensure the management of combined agency efforts. The Communications Group will respond directly to the EOC.

**B. NOTIFICATION**

The Communications Group, in coordination with the County Coordinating Officer will notify each support agency and/or volunteer agency (as required), using commercial telephone.

**C. RESPONSE ACTIONS**

Pre-Impact

1. Begin assessing needs to pre-stage communications assets for rapid deployment into the affected area(s).
2. Determine what assets are available and nearest to the affected area(s) and the time frame for deploying those assets.

Post-Impact

1. Assess the need for and obtain telecommunications industry support as required.
2. Prioritize the deployment of services based on available resources and critical needs.
3. Prepare and process reports using established procedures, focusing specific attention to the production of after-action reports.

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

#### **D. PLANNING**

- Accumulate damage information obtained from assessment teams, the telecommunications industry, the Emergency Operations Center (EOC) and other City, County and State agencies;
- Prepare a listing of all County communications assets available to support a recovery mission. Other volunteer, local, and State agencies with communications assets may be requested to contribute assets to the response effort. Business and industry resources may also be considered for availability and effectiveness. Furthermore, availability, operational condition, and duration of need must be considered. The logistical requirements necessary to obtain critically needed equipment will also be evaluated.

#### **E. COMMUNICATIONS SYSTEMS**

##### **1. Land Line Telephone**

The primary communication system during emergencies is landline telephone. Embarq is responsible for maintaining and restoring telephone service in the County. Embarq priorities for restoration of service are as follows:

- Internal communications including control circuits.
- Telecommunications Service Priority (TSP) System for National Security and Emergency Preparedness (NSEP) Telecommunications. These systems are registered in Washington D.C. for national security.
- Public safety systems such as 9-1-1, Emergency Operations Center (EOC), law enforcement, fire stations, essential government agencies and utilities, hospitals, major news media, and public telephones.
- Public service such as physician lines, data circuits, full-period circuits, foreign exchange service, local private lines, and other types of business services.

##### **2. Cellular Phones**

There are several cellular companies serving Leon County.

3. **800 MHz Radio System**
4. **UHF/VHF Radio**  
The Sheriff's Office maintains this system and has over 100 radios available.
5. **Amateur Radio Emergency Services/Radio Amateur Civil Emergency Services (ARES/RACES)**  
ARES/RACES provide a valuable source of communications during an emergency situation. ARES/ RACES operators provide communications between public shelters, essential facilities, and the Emergency Operations Center (EOC) as their primary mission. Leon County EMS also has an Amateur radio system that can be used. See the RACES Standard Operating Guide for information on assignments, frequencies, and repeater locations.
6. **Statewide Emergency Satellite Communications (ESATCOM)**  
ESATCOM is a statewide satellite-based communications system with the ability to transmit voice, high-speed data, facsimile, and video communications throughout the network. In addition to the terminals located in the 67 counties, the system is located in all National Weather Service Offices, the National Hurricane Center, and the primary Emergency Alert System (EAS) radio stations.
7. **NOAA Weather Radio (162 .4 MHZ)**  
This system provides continuous broadcasts of meteorological conditions affecting the Tallahassee area. Protective action bulletins can be broadcast on the system at the request of the County.
8. **Mobile Communications**  
There are 2 mobile communications units available in Leon County. Additionally, mobile communications resources could be requested through the Statewide Mutual Aid Agreement.

#### **F. COMMUNICATIONS TESTS**

Communications personnel are provided initial and refresher training as needed. All personnel and equipment are tested regularly on a daily basis through normal daily operations and in conjunction with local and State exercises.

- Amateur Radio Emergency Service (ARES) / Radio Amateur Civil Emergency Service (RACES) personnel conduct a weekly Net to further test communications. In addition, ARES/RACES personnel conduct annual intra/inter County and State tests as well as an annual national test.



- The State Warning Point conducts a weekly test of Emergency Satellite Communications (ESATCOM) voice capabilities.

## **V. RESPONSIBILITIES**

### **A. PRIMARY AGENCY**

The Leon County Management Information Services (MIS) is responsible for the County's communications needs. MIS will designate a representative to the Emergency Operations Center (EOC), along with Embarq, and Amateur Radio Emergency Services (ARES)/ Radio Amateur Civil Emergency Service (RACES) to ensure telephone, computer, and radio communications are maintained during an emergency. MIS will assign missions to support agencies based on needs to establish communications.

### **B. SUPPORT AGENCIES**

Embarq will monitor telephone and cellular communications availability; Leon County Management Information Services (MIS) will monitor the county telephone network and computers; Amateur Radio Emergency Service (ARES) / Radio Amateur Civil Emergency Service (RACES) will provide radio communications when no other means of communication are available as well as supplement existing communications; and the Capital Area Chapter of the American Red Cross will provide radio communication between area shelters, County, and State Emergency Operations Centers (EOCs). Each agency is responsible upon notification of the EOC's activation to provide staff, a staffing roster to ensure 24-hour operations and an equipment inventory (vehicles, radios, and cellular phones).

1. Support representatives need to be aware of their organization's capacity for providing communications.
2. All agencies will ensure staffing patterns are in place to provide 24-hour operation of communications systems.
3. The Leon County Sheriff's Office will handle all requests for UHF/VHF radios, if needed.
4. The Amateur Radio Emergency Service (ARES) / Radio Amateur Civil Emergency Service (RACES) will be pre-deployed to provide communications between public shelters, essential facilities, the Emergency Operations Centers (EOC) and Capital Area Chapter of the American Red Cross Disaster Operations Center as their primary mission. Once shelters are closed or if additional operators are available, ARES/RACES will provide communications support to staging areas,

distribution points, and other disaster coordination sites as necessary and available.

5. The City of Tallahassee Fire Department has a forty (40) radio stand-alone system. EMS has eight handheld and two base station Amateur radios.

## **VI. RESOURCE REQUIREMENTS**

### **A. CRITICAL ASSETS**

The following assets are of critical importance to providing communications to an affected area:

- Mobile or transportable communications equipment;
- Multi-channel radio systems;
- Base station and hand-held portables;
- Mobile or transportable station equipment;
- Trained installation and operations personnel available for field deployment.

### **B. SUPPORT FOR FIELD ACTIVITIES**

Amateur Radio networks/systems are capable of providing assistance with emergency public communications during major disasters. Mobile ham radio operators can be dispatched to Red Cross shelters and other operating locations to provide communications links.

Communication Restoration in coordination with Embark telephone communications, restoration will be made as rapidly as possible to the Emergency Operations Centers (EOCs), law enforcement, hospitals, and shelters.

Embark will coordinate the installation of phone banks, in coordination with the Director of Emergency Management and the Communications Group.

### **C. SCHEDULE FOR COMMUNICATION DRILLS AND EXERCISES**

The Leon County Sheriff's Office, Division of Emergency Management (LCDEM) exercises communications systems on an on-going basis through tabletop, functional, full-scale exercises or actual events. LCSO/DEM transmits emergency weather conditions to key agencies, testing both the voice and data capabilities of clear communications regularly.

Amateur Radio Emergency Services (ARES)/Radio Amateur Civil Emergency Services (RACES) conduct weekly/annual exercises according to their Operations Plan.

<b>LEON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN</b>	<b>Reference: STATE CEMP ESF 3</b>	<b>Reference: NATIONAL RESPONSE FRAMEWORK ESF 3</b>
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**ANNEX 3  
PUBLIC WORKS AND DEBRIS MANAGEMENT**

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**TABLE OF CONTENTS**

<u>SECTION/TITLE</u>	<u>PAGE</u>
I. INTRODUCTION .....	2
II. POLICIES .....	<del>33</del>
III. RESOURCE AVAILABILTIY AND CAPABILTIY ASSESSMENT .....	<del>33</del>
IV. CONCEPT OF OPERATIONS .....	4
V. RESOURCE MANAGEMENT AND MUTUAL AID .....	<del>114</del>

**ANNEX 3**  
**PUBLIC WORKS & DEBRIS MANAGEMENT**

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<b>LEAD AGENCY:</b>	Leon County Department of Public Works
<b>SUPPORT AGENCIES:</b>	Leon County Parks and Recreation, City of Tallahassee Underground Utilities and Public Infrastructure City of Tallahassee Community Beautification and Waste Management Leon County Sheriff's Office Leon County Emergency Management

## **I. INTRODUCTION**

Emergency Support Function #3 is the coordinating structure for Public Works and Debris Management activities in Leon County. Emergency Support Function #3 is a mission essential function of local government, it is integral in safeguarding the lives and property of Leon County's citizens. The Emergency Support Function #3 coordinating structure helps establish relationships, plan, organize, and build capabilities before, during, and after a disaster occurs.

### **A. MISSION DESCRIPTION**

Emergency Support Function #3 has three primary missions: provides the resources to maintain the functionality of the county's road network; reduces the risk of flooding by maintaining a storm water management system; and removes disaster generated debris from right-of-ways and public land. These missions contribute to the protection of lives, property, and the environment in Leon County.

### **B. PURPOSE**

This annex provides guidance in coordinating Public Works activities before, during, and after a disaster occurs.

### **C. SCOPE**

This annex applies to the functions of Public Works at the County level. This includes mobilizing and providing personnel, equipment, and supplies in support of the Emergency Support Function #3 primary missions.

Activities related to restoration of utility services (electric, water, wastewater, gas) are addressed in the Emergency Support Function #12 – Energy and Utilities annex.

## **II. POLICIES**

The Leon County Public Works Department, as primary agency, will perform under the authority of Florida Statutes, Florida Administrative Code, Federal Highway Administration (FHWA) and Florida Department of Transportation (FDOT) procedures, County Ordinance No. 10-18, and other applicable County ordinances and policies, in addition to missions received under the authority of the Comprehensive Emergency Management Plan (CEMP).

## **III. RESOURCE AVAILABILITY AND CAPABILITY ASSESSMENT**

### **A. RESOURCES**

The following Public Works resources are available to Emergency Support Function #3.

- **Personnel:** The following organizations have personnel which serve a role under Emergency Support Function #3.
  - Leon County Department of Public Works has 216 employees.
  - City of Tallahassee Underground Utilities and Public Infrastructure has ### employees.
  - City of Tallahassee Community Beautification and Waste Management has ### employees.
  - Leon County Sheriff's Office has ### deputies trained and assigned to their Chainsaw Team.
- **Facilities:** The following facilities exist within Leon County to support Emergency Support Function #3 operations:
  - Public Works Operations facility at 2280 Miccosukee Road. This serves as Headquarters and is where equipment is stored during non-business hours and weekends. During an emergency or disaster, this will serve as the Agency Operations Center.
  - Fleet Management Facility at 1800-1 N Blairstone Road. This facility provides maintenance and repair of all county vehicles and provides fueling services.
  - Debris Task Force Staging Areas: Leon County Department of Public Works has eight Debris Task Force Staging Areas (Attachment # XX). In coordination with Leon County Schools, six staging areas are located in schools which meet hurricane shelter standards. The other two locations are the Public Works Operations Facility and the Leon County Transfer Station.
  - Disaster Debris Management Sites: Leon County and the City of Tallahassee have jointly identified 12 Disaster Debris Management Sites throughout the county (Attachment #XX). These sites are inspected annually by the Florida Department of Environmental Protection, and a pre-authorization for use issued.
- The following facilities are within the City of Tallahassee's jurisdiction:
  - Operations facility - where?

- Fleet maintenance facility at 400 Dupree Street. This facility provides maintenance and repair of all city vehicles and provides fueling services.
- Equipment: The County maintains the necessary equipment to respond to storm events. The following pieces of equipment and handtools are usually accompanied with each road clearing crew. The complete list of equipment at the County's disposal is included in Attachment # XXX.
  - Pickup Truck; Crew Truck; Dump Truck; Excavator, Backhoe, or Endloader; Bow Blade Chain Saw; Straight Blade Chain Saw; Wind Meter; Chain; Bushaxe; Pitch Fork; and a Flashlight.

City of Tallahassee has

What does city have (summary, numbers by equipment type)?

## **B. CAPABILITY ASSESSMENT**

Emergency Support Function #3 has the capacity to mobilize and deploy resources for roadway debris clearance, also known as cut and toss operations. However, the sheer magnitude of debris that will be generated by a disaster far exceeds the capacity for Emergency Support Function #3 to remove debris in a timely fashion. To assist in the debris removal process the County and City have contracted, separate contracts through a joint Request for Proposal process, for debris removal services with companies that specialize in disaster debris removal and disposal. These contracts are reviewed annually and competitively rebid on a set schedule. The County and City have also contracted for third party monitoring services to ensure debris removal contractors preform their tasks according to the FEMA Public Assistance Program.

## **IV. CONCEPT OF OPERATIONS**

### **A. PRE-DISASTER OPERATIONS**

#### **1. Community Mitigation**

The Tallahassee-Leon County Local Mitigation Strategy is a comprehensive plan intended to reduce the community's long-term vulnerability to natural and technological hazards through various forms of mitigation. The Leon County Department of Public Works and City of Tallahassee Underground Utilities and Public Infrastructure are both voting members of the Local Mitigation Strategy Steering Committee. As Members of the Steering Committee, they provide Public Works perspective in the development of mitigation initiatives to address hazards that affect various areas and constituencies of Leon County.

## 2. Response Planning – Emergency Support Function #3 Operations

Emergency Support Function #3 agencies should regularly review and update their agency's emergency response policies, procedures, and plans. Emergency Support Function #3 agencies should have the following agency level plans.

- Agency-specific Emergency Response Plan
- Agency-specific Continuity of Operations Plan
- Jurisdiction Debris Task Force Plan
- Jurisdiction Debris Management Plan

Emergency Support Function #3 agencies will annually review this annex and provide input to Leon County Emergency Management so that necessary updates may be made and planned for accordingly. A record of these changes will be kept by Leon County Emergency Management.

## 3. Response Planning – Contracts

On an annual basis, Emergency Support Function #3 agencies review the debris removal and monitoring contracts to ensure contractor's resources and personnel will be available to meet local needs.

On an annual basis, before hurricane season, Emergency Support Function #3 agencies will host a meeting with representatives from the debris removal companies and debris removal monitoring company to discuss the coordination of activities when contracts are activated. Coordinated activities include, but are not limited to: location of contractor's command post; type and kind of equipment needed to operate on all roads within the county; removal priorities; communications protocols; logistical issues, other items covered in jurisdictional Debris Management Plans.

On a set schedule, the County and City will re-bid debris removal and debris removal monitoring contracts.

## 4. Response Planning – Disaster Debris Management Sites

Annually, before hurricane season, Emergency Support Function #3 agencies will jointly evaluate disaster debris management sites to ensure sites are configured in a way to accommodate sufficient volumes of debris and equipment.

During annual reviews, the need for additional sites, geographically dispersed throughout the county, will be assessed.

Emergency Support Function#3 agencies will ensure the Florida Department of Environmental Protection is included in annual site reviews, to ensure compliance with Florida Department of Environmental Protection requirements. Compliant sites will be pre-authorized for use by the Florida Department of Environmental Protection



#### **5. Response Planning – Emergency Operations Center**

Emergency Support Function #3 agencies will identify personnel to serve as Agency Representatives in the Emergency Operations Center at the Emergency Support Function #3 desk during activations.

#### **6. Exercise**

Emergency Support Function #3 will conduct an annual table top exercise. The exercise will coincide with the annual meeting with representatives from the debris removal companies and debris removal monitoring company. This provides the opportunity for open discussion on how best to respond to various scenarios which may generate debris.

Emergency Support Function #3 personnel will also participate in other exercises conducted by Emergency Management.

### **B. DISASTER OPERATIONS**

#### **Field Operations**

1. **Debris Clearance** – Clear debris from roadways. This may include cutting trees, or tree parts from travel lanes of roads. It may also include clearance of sand, dirt, or clay from roadways. Construction debris from damaged structures may also need to be cleared from roadways.

Priorities for debris clearance have been identified. Priority roads include:

- Roads in proximity to critical facilities
  - Major arterial and collector roads
  - Roads serving school zones
  - Roads in public subdivisions
  - Roads in private subdivisions (FEMA notification will be provided)
2. **Debris Task Forces** have been established to work as roadway debris clearance teams. Debris Task Force teams consists of, at a minimum, staff from Leon County Public Works, City of Tallahassee Beautification and Waste Management, City of Tallahassee Underground Utilities and Public Infrastructure, and Talquin Electric. Separate procedures have been established to coordinate utility assistance with each of the County and City agencies responsible for road clearing. The Debris Task Forces may be activated in advance of known hazards, such as hurricanes. Debris Task Force Staging Areas have been established in strategic locations throughout the county to have crews in place and able to work in zones immediately following a land falling hurricane. In situations where no advanced notice is available for a disaster, Debris Task Forces will be assembled at an Agency Operations Center and deployed to impacted areas.

3. Close Impassable Roads – In some instances roadways are impassable (i.e. damage, flooding, in an area deemed off-limits). Emergency Support Function #3 agencies have the responsibility to close the road. Tools to close the road include signs, cones, barricades, and barriers. Emergency Support Function #16 – Law Enforcement and Homeland Security can provide support with closing roads.

For river flooding along the Ochlockonee River, Leon County Public Works will take the following actions as the river approaches key action stages.

- Ochlockonee River at County Road 12: As the river gauge at Concord approaches 37 feet (with a forecast to exceed 38.5 feet), road closing equipment will be staged on County Road 12. At 38.5 feet water begins to cross the road surface. In addition to monitoring, routine monitoring of County Road 12 by Leon Public Works Staff and Leon County Sheriff's Deputies begins. The road will be closed by Leon County Public Works staff when the water crosses roadway, which corresponds to a level greater than 38.5 feet at the Concord gauge.
  - Ochlockonee River at Crooked Road: As the river gauge at Boxham approaches 21 feet (with a forecast to exceed 22 feet), road closing equipment will be staged at Crooked Road. At 22 feet water begins to cross the road surface. In addition to monitoring, routine monitoring of County Road 12 by Leon Public Works Staff and Leon County Sheriff's Deputies begins. The road will be closed by Leon County Public Works staff when the water crosses roadway, which corresponds to a level greater than 22 feet at the Bloxham gauge.
4. Detours – When a road designated as an arterial/collector is closed, Emergency Support Function #3 is responsible for developing a detour, designating the detour route with signage, and coordinating with Emergency Support Function #14 – Emergency Public Information for public notification.
  5. Create Alternate Emergency Access Route – In instances where damage to the road network has isolated portions of the community, and first responder's ability to reach citizens is compromised, Emergency Support Function #3 has the responsibility to create temporary emergency access routes. Following the disaster, and repair to the road network is complete, temporary emergency access routes will be rehabilitated to a condition similar to pre-disaster conditions.
  6. Emergency Road Repair – Portions of the road network may be damaged during an emergency or disaster. The volume of tasks during such a time make permanent repairs impractical. Emergency Support Function #3 will make emergency road repairs where possible during disasters, with permanent repair to be made at a time following the crisis period. When emergency road repairs are not possible, a road will be closed.
  7. Maintain Storm Water System – Emergency Support Function #3 has the responsibility for ensuring the countywide storm water system is in working order and all drains and

flow-ways are clear of debris and overgrown vegetation. During disasters, involving heavy rainfall, Emergency Support Function #3 has the responsibility to make emergency repairs and clear of clogs of the storm water system.

8. Sand and Sandbags – Emergency Support Function #3 has a responsibility to maintain a supply of sand and sandbags for use in emergency response.
9. Variable Message Board Placement – In coordination with Emergency Support Function #14, Emergency Support Function #3 has the responsibility of placing Variable Message Boards in locations that aid in the identification of emergency response facilities such as shelters and recovery centers.

### Emergency Operations Center

The Leon County Department of Public Works, City of Tallahassee Underground Utilities and Public Infrastructure, and City of Tallahassee Community Beautification and Waste Management will deploy personnel to serve as Agency Representatives in the Emergency Operations Center at the Emergency Support Function #3 desk during activations.

Agency Representatives in the Emergency Operations Center at the Emergency Support Function #3 desk will:

1. Establish communications with Emergency Support Function #3 Agency Operations Centers.
2. Coordinate with other Agency Representatives in the Emergency Operations Center.
3. Provide situation status reports of Emergency Support Function #3 activities during Emergency Operations Center briefings. Updates to include:
  - Number of closed roads
  - Areas of daily focus for debris clearance
  - Status of storm water system
  - Identify any mission support needs
4. Relay information from Emergency Operations Center briefings to Emergency Support Function #3 agencies.
5. Monitor assignment and use of mutual aid resources, and coordinate reassignment of mutual aid resources Emergency Management staff.
6. Emergency Operations Center activation may require 24 hour staffing of the Emergency Support Function #3 desk. During an emergency, Emergency Operations Center shifts typically last for 12 hours.

## **C. POST-DISASTER OPERATIONS**

### **1. Conduct Debris Management Operations**

- Appoint Jurisdiction Debris Manager – Leon County and the City of Tallahassee will appoint a Debris Manager to oversee debris removal and monitoring operations within their jurisdiction. Each jurisdiction Debris Manager will coordinate with one another to ensure coordination of activities in the County and the City.
- Activate Debris Removal and Monitoring Contractors
- Activate Disaster Debris Management Sites
- Remove Debris from Right-of-Ways, priority areas for debris removal include:
  - Roads in proximity to critical facilities
  - Major arterial and collector roads
  - Roads serving school zones
  - Roads in public subdivisions
  - Roads in private subdivisions (FEMA notification will be provided)
- Provide Emergency Support Function #14 with daily updates of planned work areas for debris removal
- In instances where debris is generated by a human caused incident, or technological failures, Emergency Support Function #3 will coordinate with Emergency Support Function #10 to ensure appropriate decontamination of debris is completed prior to removal and disposal.
- In instances where debris is generated by an actual or suspected act of terrorism, Emergency Support Function #3 will coordinate with Emergency Support Function #16 to ensure all evidence has been collected and all investigative work completed before debris is removed. Some debris may be transported to a location, as determined by Emergency Support Function #16, to be stored as evidence.

### **2. Inspect Damage Roadways – Conduct safety assessment of closed roads to determine which ones are able to be reopened and which will require repair.**

- Request FDOT Conduct safety assessments of bridges closed due to damage or that were submerged by flooding. Requests for bridge inspections should be forwarded to the State Emergency Operations Center, through Emergency Management staff. Requests should include road name and FDOT Bridge number.

### **3. Variable Message Boards – In Coordination with Emergency Support Function #14, deploy or re-deploy variable message boards to assist public identification of shelters, comfort stations, distribution points, and recovery centers.**

### **4. Assess Damage – Assess damage to the road network, storm water systems, and other infrastructure managed by Emergency Support Function #3 agencies in accordance with the FEMA Public Assistance Program. Cost estimates for emergency response and debris management work should also be compiled in accordance with the FEMA Public**

Assistance Program. Completed assessments and estimates will be forwarded to Leon County Emergency Management.

5. Participate in FEMA/State Joint Preliminary Damage Assessment – Following major emergencies or disasters, Emergency Support Function #3 agencies will participate in Joint Preliminary Damage Assessments with FEMA and the Florida Division of Emergency Management. Joint Preliminary Damage Assessments allow FEMA and the State to verify damages reported by local governments.
6. Federal Disaster Declaration – If following a major emergency or disaster, a federal disaster declaration is issued for the county, Emergency Support Function #3 agencies will participate in the FEMA Public Assistance Program. The FEMA Public Assistance Program consists of the following elements.
  - Applicants Briefing - The Applicant Briefing provides high-level information regarding the Public Assistance Program.
  - Request for Public Assistance – Within 30 days of a federal disaster declaration, Emergency Support Function #3 agencies (applicants) wishing to receive Public Assistance Program funding must submit a Request for Public Assistance form to FEMA.
  - Kickoff Meeting – Within 21 days of Request for Public Assistance approval, a Kickoff Meeting will be scheduled with FEMA and Emergency Support Function #3 agencies (applicants). At the Kickoff Meeting FEMA will discuss the following:
    - Details of the Applicant's impacts from the incident
    - Hazard mitigation opportunities
    - Eligibility criteria for work and costs
    - Project formulation
    - Insurance requirements
    - Environmental and Historic Preservation compliance requirements
    - Documentation requirements
    - Appeal process

Following the Kickoff Meeting, Emergency Support Function #3 agencies (applicants) have 60 days to identify and report all of its disaster-related damage, Emergency Work activities, and debris quantities to FEMA.

- Project Formulation - FEMA works with the Emergency Support Function #3 Agencies (applicants) to formulate incident-related damage and work into projects (i.e., subawards) based on logical groupings of the damage and work. This process is a collaborative effort beginning at the Kickoff Meeting and concluding with an Exit Briefing.

FEMA uses the Project Worksheet as the Subaward Application. FEMA uses the Project Worksheet to document details of the Applicant's project, including a detailed

description of the disaster-related damage and dimensions and the associated scope of work and costs. If the project involves multiple locations, FEMA may use site sheets to differentiate damage, work, and costs by site within the Project Worksheet. The disaster damage and dimensions, Scope of Work, and costs for each site are documented on separate site sheets.

Additionally, FEMA requires documentation to support that the work is eligible in accordance with laws, regulations, Executive Order, and policies. Documentation should provide the “who, what, when, where, why, and how much” for each item claimed. It is the Applicant’s (Emergency Support Function #3 agencies) responsibility to substantiate its claim as eligible. If the Applicant does not provide sufficient documentation to support its claim as eligible, FEMA cannot provide Public Assistance Program funding for the work.

- **Project Completion** – Projects identified as Emergency Work, defined as, “Work that must be done immediately to save lives, protect improved property, protect public health and safety, or avert or lessen the threat of a major disaster.”, must be completed within 6 months of the date of the federal disaster declaration.

Projects identified as Permanent Work, defined as, “Restorative work that must be performed through repairs or replacement to restore an eligible facility on the basis of its pre-disaster design and current applicable standards”, must be completed within 18 months of the date of the federal disaster declaration.

## **V. RESOURCE MANAGEMENT AND MUTUAL AID**

Leon County and the City of Tallahassee are signatories of the Statewide Mutual Aid Agreement. In the event of a declared disaster in which Leon County requires additional response capabilities, the Statewide Mutual Aid Agreement may be invoked in order to request assistance and resources from other participating parties including counties, cities, special districts, colleges, universities, or educational districts.

Resources regarding Public Works and Debris Management that are obtained or shared through the Statewide Mutual Aid Agreement will be managed by the Emergency Support Function #3 agency that requested the resource.

Any Request for assistance through the Statewide Mutual Aid Agreement shall be directed to Emergency Management staff in the Emergency Operations Center. Emergency Management staff will place the request with the State Emergency Operations Center using the state’s resource management software, EMConstellation.

<b>LEON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN</b>	<b>Reference: STATE CEMP ESF 4</b>	<b>Reference: NATIONAL RESPONSE FRAMEWORK ESF 4</b>
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**ANNEX 4  
FIRE FIGHTING**

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**TABLE OF CONTENTS**

<b>SECTION/TITLE</b>	<b>PAGE</b>
I. INTRODUCTION .....	2
II. POLICIES .....	<u>33</u>
III. RESOURCE AVAILABILITY AND CAPABILITY ASSESSMENT .....	<u>33</u>
IV. CONCEPT OF OPERATIONS .....	6
V. RESOURCE MANAGEMENT AND MUTUAL AID .....	<u>104</u>

## ANNEX 4 FIREFIGHTING

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<b>LEAD AGENCY:</b>	City of Tallahassee Fire Department
<b>SUPPORT AGENCIES:</b>	Bradfordville Volunteer Fire Department Chaires-Capitola Volunteer Fire Department Lake Jackson Volunteer Fire Department Lake Talquin Volunteer Fire Department Leon County Division of Emergency Management Leon County Emergency Medical Services Miccosukee Volunteer Fire Department Woodville Volunteer Fire Department Florida Forest Service

### I. INTRODUCTION

Emergency Support Function #4 is the coordinating structure for firefighting activities in Leon County. Emergency Support Function # 4 is a mission essential function of local government, it is integral in safeguarding the lives and property of Leon County's citizens. The Emergency Support Function #4 coordinating structure helps establish relationships, plan, organize, and build capabilities before, during, and after a disaster occurs.

#### A. MISSION DESCRIPTION

Emergency Support Function #4 provides structural, wildland, and specialized firefighting capabilities to manage and suppress fires of all types and complexities while protecting the lives, property, and the environment in the affected area.

#### B. PURPOSE

This annex documents the process for supporting the suppression of fires resulting from, or which become, a disaster.

#### C. SCOPE

This annex applies to the function of firefighting at the County level. This includes mobilizing and providing personnel, equipment, and supplies in support of local agencies involved in firefighting operations.

The functions of hazardous materials emergency response, which fall under the auspices of the fire service, are detailed in Emergency Support Function #10 – Hazardous Materials Response.



The functions of urban search and rescue emergency response, which fall under the auspices of the fire service, are detailed in Emergency Support Function #9 – Search and Rescue Response.

## **II. POLICIES**

- The National Incident Management System is the standard for incident management in Leon County.
- Leon County and the City of Tallahassee have entered into an Interlocal Agreement in which the City agrees, through the Tallahassee Fire Department, to provide countywide fire services.
- The Florida Forest Service has the primary responsibility for prevention, detection, and suppression of wildfires wherever they may occur. The Florida Forest Service shall provide leadership and direction in the evaluation, coordination, allocation of resources, and monitoring of wildfire management and protection.
- Volunteer Fire Departments are volunteer firefighting organizations, approved by Leon County, in the unincorporated areas of the County. The Tallahassee Fire Department maintains mutual aid agreements with the Volunteer Fire Departments which detail dispatch protocols, required training, on scene command and control, communications, co-location, and procurement of supplies and equipment using City contracts.
- The Chief of Leon County Emergency Medical Service shall serve as the Volunteer Fire Department Coordinator.
- Requests for mutual aid will be coordinated through the Florida Fire Chief's Association Statewide Emergency Response Plan.

## **III. RESOURCE AVAILABILITY AND CAPABILITY ASSESSMENT**

### **A. RESOURCES**

The following firefighting resources are available to Emergency Support Function #4.

- **Personnel** – The following organizations have firefighting personnel which meet Florida State Fire Marshal certification standards.
  - The Tallahassee Fire Department has 261 firefighters certified to Firefighter II standards
  - The Bradfordville Volunteer Fire Department has ### firefighters certified to Firefighter ?? standards

- The Chaires-Capitola Volunteer Fire Department has ### firefighters certified to Firefighter ?? standards
- The Lake Jackson Volunteer Fire Department has ### firefighters certified to Firefighter ?? standards
- The Lake Talquin Volunteer Fire Department has ### firefighters certified to Firefighter ?? standards
- The Miccosukee Volunteer Fire Department has ### firefighters certified to Firefighter ?? standards
- The Woodville Volunteer Fire Department has ### firefighters certified to Firefighter ?? standards
- The Florida Forest Service has 5 firefighters and a Forest Area Supervisor certified to Forestry Firefighter standards in Leon County
  
- **Facilities** – The following facilities exist to support Emergency Support Function #4 operations:
  - The Tallahassee Fire Department has 16 fire stations countywide.
    - 9 Stations serve the urban/suburban areas of the county, primarily within the City Limits of Tallahassee.
    - 6 stations serve the suburban/rural areas of the county, primarily unincorporated Leon County.
    - 1 station is located at the Tallahassee International Airport and provides Aircraft Rescue and Fire Fighting services.
  - Leon County Government maintains ### unstaffed fire stations in unincorporated Leon County to support Volunteer Fire Departments
  - The Florida Forest Service's district office is located in western Leon County adjacent to the Lake Talquin State Forest. Florida Forest Service response equipment and personnel for Leon County are stationed at the district office.
  
- **Equipment** - The following firefighting equipment is available for disaster response. To the extent possible, Emergency Support Function #4 equipment meets National Incident Management System Resource Typing definitions.
  - The Tallahassee Fire Department has:
    - 14 Type I Engines
    - 1 Type I Ladder Truck
    - 1 Type II Ladder Truck
    - 4 Type I Aerial Platform Trucks
    - 4 Type II Brush Engines
    - 3 Type IV All-Terrain Vehicles
    - 7 Type II Water Tender Tankers
    - 2 Type I Aircraft Rescue and Fire Fighting Vehicles
    - 1 Type II Aircraft Rescue and Fire Fighting Vehicle
    - 1 Type II Foam Tender Truck
    - 2 Type II Air (SCBA) Supply Trucks
    - 3 Battalion Chief Sport Utility Vehicles

- The Bradfordville Volunteer Fire Department has:
  - 1 Type I Engine
  - 1 Type II Brush Engine
- The Chaires-Capitola Volunteer Fire Department has :
  - 1 Type I Engine
  - 1 Type II Water Tender Tanker
  - 2 Type VI Brush Engines
  - 2 Type V Light Rescue Engines
  - 1 SCBA Air Refill Trailer
- The Lake Jackson Volunteer Fire Department has:
  - 1 Type I Engine
  - 1 Type I Brush Engine
- The Lake Talquin Volunteer Fire Department has:
  - No Report
- The Miccosukee Volunteer Fire Department has:
  - No Report
- The Woodville Volunteer Fire Department has:
  - 2 Type VI Brush Engines
- The Florida Forest Service has:
  - 3 Type II Dozers
  - 1 Type VI Engine

## **B. CAPABILITY ASSESSMENT**

Emergency Support Function #4 has a robust capability to respond to all types of fires: multi-structure conflagration, high-rise, wildland/urban interface, rural area, and wildland. However, long term extended attack fires or, multiple large fires will tax resource availability and necessitate mutual aid. Florida Emergency Management Region 2 does not have a deep pool of resources for mutual aid. Resource support would be required of other regions in the state and deployment times would exceed one hour.

The Florida Forest Service has the following additional resources within their district which can be called upon from other counties to respond into Leon County for wildfire incident response.

- 29 Forestry Firefighters
- 5 Supervisors
- 4 Type I Dozers
- 13 Type II Dozers
- 8 Type VI Engines

## **IV. CONCEPT OF OPERATIONS**

### **A. PRE-DISASTER OPERATIONS**

#### **1. Community Mitigation**

The Tallahassee-Leon County Local Mitigation Strategy is a comprehensive plan intended to reduce the community's long-term vulnerability to natural and technological hazards through various forms of mitigation. The Chief of the Tallahassee Fire Department and the Chief of Leon County Emergency Medical Services are voting members of the Local Mitigation Strategy Steering Committee. As Members of the Steering Committee, they provide fire service perspective in the development of mitigation initiatives to address hazards that affect various areas and constituencies of Leon County.

The Florida Forest Service has district Wildfire Mitigation Specialists who educate homeowners and community professionals about creating defensible space around homes and other wildfire prevention activities, helping to protect them from the dangers of wildfire. They also coordinate fuel reduction activities (mowing or prescribed fire) in Wildland/Urban Interface zones with district Forestry Firefighters.

#### **2. Florida Fire Code Enforcement**

The Tallahassee Fire Department's Fire Prevention Division personnel interact with more than 2,500 local businesses and places of assembly, including schools and churches, to ensure fire safety for the public as well as the employees who work there. Inspectors assess compliance with all life safety and current NFPA fire codes. Additionally, Fire Prevention Division personnel review construction plans of all new commercial buildings and renovation projects to determine compliance with fire code requirements.

#### **3. Training**

The Tallahassee Fire Department's Training Division coordinates the delivery of in-service training to firefighting personnel through practical skills activities, classroom course delivery and on-line curriculum. The Training Division maintains a training facility consisting of 3 classrooms, a 6 story multi-use training tower, 2.5 story Class-A burn facility, as well as natural gas and propane burn stations.

The Florida Forest Service provides basic wildland firefighting, basic wildfire behavior, and firefighting operations in wildland/urban interface courses for structural firefighters.

#### **4. Public Education**

The Tallahassee Fire Department and Leon County's Volunteer Fire Departments engage the whole community through public education programs. Programs include:

- Fire station tours
- Fire engine displays
- Annual Volunteer Fire Truck Round Up
- Sparky the Fire Dog Programs
- Recognition of Fire Prevention Week

The Florida Forest Service engages community members that live in wildland/urban interface zones with Firewise presentations and workshops that teach homeowners specific actions they can take in preventing wildfire coming to their doorstep. Florida Forest Service personnel also educate children through Smokey Bear fire prevention programs performed in local area schools.

#### **5. Response Planning**

Emergency Support Function #4 agencies should regularly review and update their agency's emergency response policies and procedures.

Emergency Support Function #4 agencies will annually review this annex and provide input to the Leon County Division of Emergency Management so that necessary updates may be made and planned for accordingly. A record of these changes will be kept by the Leon County Division of Emergency Management.

The Tallahassee Fire Department will identify personnel to serve as Agency Representatives in the Emergency Operations Center at the Emergency Support Function #4 desk during activations. When activated the Tallahassee Fire Department's Agency Representative functions as the Florida Fire Chief's Association County Coordinator, in accordance with the Florida Fire Chief's Association Statewide Emergency Response Plan.

### **B. DISASTER OPERATIONS**

#### **1. Field Operations**

**Operational Coordination** - Structural firefighting operations will be directed by the Tallahassee Fire Department utilizing the Incident Command System. A Fire Officer from the Tallahassee Fire Department will assume the role of Incident Commander on structure fires. All Emergency Support Function #4 agencies on the incident scene (Tallahassee Fire Department, Volunteer Fire Department, or Mutual Aid Fire Department) will be under the command of the Tallahassee Fire Department Incident Commander. When

multiple agencies, from other Emergency Support Functions, are on scene a Unified Command structure should be established.

For wildland fire response, the Tallahassee Fire Department and the Florida Forest Service should establish a Unified Command. For wildland fires on state lands, the Florida Forest Service will serve as the Incident Commander.

**Environmental Response/Health and Safety - Emergency Support Function #4** agencies have pre-planned non-firefighting disaster missions.

**Debris Task Force** – Provide emergency medical support, serve as safety officer, and conduct rescue operations as required.

**Electrical Hazards** – Respond and secure downed electric lines.

**Downed Trees** – Respond and assist with the removal of trees blocking roadways or threatening public safety.

**On-Scene Public Information** – Assist the Incident Commander/on-scene Public Information Officer in the dissemination emergency public information through door-to-door notifications and/or vehicle based public address system announcements. See Emergency Support Function Annex #14 – Emergency Public Information for more details.

**Rescue** – Perform rescue from a variety of perils. See Emergency Support Function Annex #9 – Search and Rescue Response for more details.

**Hazardous Materials** – Contain releases of hazardous materials. See Emergency Support Function Annex #10 – Hazardous Materials Response for more details.

**Situational Assessment** - The Incident Commander should provide situation updates to the Emergency Operations Center, through the Emergency Support Function #4 Agency Representative.

**Mutual Aid** - The Incident Commander may request Mutual Aid assistance from the Florida Fire Chiefs Association Statewide Emergency Response Plan, through the Emergency Support Function #4 desk in the Emergency Operations Center.

Emergency Support Function #4 agencies will respond to requests for assistance from other Emergency Support Function agencies during disaster operations. Assistance will be rendered when Emergency Support Function #4 agencies are available, appropriately equipped, and capable to provide assistance requested. Requests for assistance from other Emergency Support Functions may come from the Emergency Operations Center or be initiated in the field.

## **2. Emergency Operations Center**

The Tallahassee Fire Department will deploy personnel to serve as Agency Representatives in the Emergency Operations Center at the Emergency Support Function #4 desk during activations.

Agency Representatives in the Emergency Operations Center at the Emergency Support Function #4 desk will:

- Establish communications with Emergency Support Function #4 agencies.
  - Incident Commander(s) at incident scene(s)
  - Florida Forest Service's Forest Area Supervisor for Leon County
  - Chief of Leon County Emergency Medical Services, as Volunteer Fire Department Coordinator
- Coordinate with other Agency Representatives in the Emergency Operations Center.
- Provide situation status reports of Emergency Support Function #4 activities during Emergency Operations Center briefings.
- Relay information from Emergency Operations Center briefings to Emergency Support Function #4 agencies.
- Prepare, in coordination with the Leon County Division of Emergency Management, requests for assistance from the Florida Fire Chiefs Association Statewide Emergency Response Plan through the Statewide Mutual Aid Agreement.
- Monitor assignment and use of mutual aid resources, and coordinate reassignment of mutual aid resources among Incident Commanders.

Emergency Operations Center activation may require 24 hour staffing of Emergency Support Function #4 desk. During an emergency, Emergency Operations Center shifts typically last for 12 hours.

## **C. POST-DISASTER OPERATIONS**

### **1. Forensics and Attribution**

Following fire emergencies, Emergency Support Function #4 agencies will conduct investigations to determine origin and cause of fires. If a fire is deemed intentional, suspicious or undetermined in nature, Emergency Support Function #4 agencies will work with other city, county, state and federal investigators.

**2. Impact Assessment**

Following disasters Emergency Support Function #4 agencies working in the field will report observed damage (residential, commercial, and infrastructure) to Emergency Support Function #4 desk in the Emergency Operations Center.

**3. Public Health**

Following disasters where power remains out for extended periods of time, portable gasoline-powered generator use will increase. Improper use (running gasoline-powered generators indoors) will result in an increase in carbon monoxide poisoning calls. Emergency Support Function #4 agencies will proactively engage the whole community on safely using home generators.

**4. Demobilization**

Demobilize resources acquired through Florida Fire Chief's Association Statewide Emergency Response Plan

**5. Financial Management**

Emergency Support Function #4 agencies will collect all personnel time, equipment usage time/mileage, and supply costs incurred during emergency response operations and forward them to their agency's Budget Analyst.

**6. After Action Review**

After a disaster has occurred, an after action report will be written in order to evaluate how effectively Leon County was able to respond to the disaster and what can be improved upon in preparation for future events. Emergency Support Function #4 Staff will provide information, regarding firefighting activities, to the Leon County Division of Emergency Management for inclusion in the report.

**V. RESOURCE MANAGEMENT AND MUTUAL AID**

Leon County and the City of Tallahassee are signatories of the Statewide Mutual Aid Agreement. In the event of a disaster in which Leon County requires additional response capabilities, the Statewide Mutual Aid Agreement may be invoked in order to request assistance and resources from other participating parties including counties, cities, special districts, colleges, universities, or educational districts.

The Florida Fire Chief's Association, in coordination with the Florida Division of the State Fire Marshall and the Florida Division of Emergency Management, has developed a Statewide Emergency Response Plan for coordinating mutual aid requests for Emergency Support #4 resources through the Statewide Mutual Aid Agreement.

Under the Florida Fire Chief's Association Statewide Emergency Response Plan coordination is facilitated by the following positions:



**Emergency Response Committee Chair (State Coordinator)**

- Responsible for assigning staff in the State Emergency Support Function #4 positions at the State Emergency Operations Center.
- Responsible for the oversight and implementation of the Florida Fire Chief's Association Statewide Emergency Response Plan and providing guidance and direction to the Emergency Response Committee.
- The State Coordinator shall appoint, a Vice Chair and alternate(s) as needed.

**Regional Emergency Response Coordinator (Regional Coordinator)**

- Coordinates emergency assistance operations at the regional level, providing for the deployment of resources into the affected area(s).
- Appoints County Emergency Response Coordinators, Alternate(s), and other liaison positions as required.
- Each Regional Coordinator and appointed representatives is responsible for tracking all available resources within the region.
- Provides personnel to assist at State Emergency Operations Center during activations as requested.

**County Emergency Response Coordinator (County Coordinator)**

- This person shall coordinate assistance among fire rescue agencies in their respective county.
- This position also serves as the liaison between the County Emergency Manager and the Florida Fire Chief's Association Statewide Emergency Response Plan.

When a fire department is affected by an emergency situation, requests for Statewide Mutual Aid assistance can be made through the Florida Fire Chief's Association Statewide Emergency Response Plan, by directing such request to their County Emergency Operations Center. The County Emergency Operations Center will complete a Division of the State Fire Marshall Request for Assistance (RFA) form, on behalf of the requesting agency, and forward to the State Emergency Operations Center. Once received by the State Emergency Operations Center, the request will be forwarded to the Division of the State Fire Marshal at the State Emergency Support Function #4Desk, who will forward the request, once verified, to the Florida Fire Chief's Association Statewide Emergency Response Plan Statewide Coordinator.

The Florida Fire Chief's Association Statewide Emergency Response Plan Statewide Coordinator will assign the requests for assistance to one or more Florida Fire Chief's Association Statewide Emergency Response Plan Regional Coordinators to fill. The Regional Coordinator(s) will work with their County Coordinators in confirming availability of resources to be deployed as requested. Once a region has committed to filling a request, each responding agency is to complete the Division of the State Fire Marshall Response To Assistance Request (RTAR) form. The completed form shall be forwarded to the State Emergency Operations Center, State Emergency Support Function #4Desk.

See the Florida Fire Chief's Association Statewide Emergency Response Plan for full details.

<b>LEON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN</b>	<b>Reference: STATE CEMP ESF 5</b>	<b>Reference: NATIONAL RESPONSE PLAN ESF 5</b>
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**ANNEX 5  
INFORMATION AND PLANNING**

**TABLE OF CONTENTS**

SECTION/TITLE	PAGE
I. INTRODUCTION .....	2
A. PURPOSE.....	2
B. SCOPE.....	2
II. POLICIES.....	2
III. SITUATION .....	<del>33</del>
IV. CONCEPT OF OPERATIONS .....	<del>33</del>
VI. RESOURCE REQUIREMENTS.....	<del>88</del>

## ANNEX 5

### INFORMATION and PLANNING

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**LEAD AGENCY:** Leon County ~~Sheriff's Office~~, Division of Emergency Management

**SUPPORT AGENCIES:** Tallahassee-Leon County Planning Department, City of Tallahassee, Tallahassee-Leon County GIS

#### I. INTRODUCTION

##### A. PURPOSE

The purpose of this Annex is to address those procedures and activities assigned to the Information and Planning Group (ESF 5), in support of the Leon County Emergency Operations Center (EOC) in a major disaster or potential disaster. The mission of Information and Planning is to collect, analyze, and disseminate information about an actual disaster or potential disaster situation and to coordinate the overall activities of all responders in providing assistance to the affected area.

##### B. SCOPE

The objective of this function is to coordinate the overall information and planning activities in the Emergency Operations Center (EOC).

- Consolidate key information into reports and other materials, describe and document overall response activities, and keep the Emergency Management (EM) Director/County Coordinating Officer informed of the status of overall response operations.
- Maintain displays of key information and facilitate briefings using the automated systems, maps, charts, and status boards in the Emergency Operations Center (EOC).

#### II. POLICIES

- If the Emergency Operations Center (EOC) is activated, Information and Planning will automatically be activated to support information processing activities.
- This group will conduct an ongoing hazard/threat analysis using all resources and information available.

- Information and Planning will provide support to the Emergency Operations Center (EOC) and the EM Director. Information is gathered from a variety of sources and used to develop an accurate perspective of the emergency.
- The EM Director will provide primary support for the operation of the Emergency Operations Center (EOC). The EOC will be the focal point of all coordination and exchange of vital information between the departments during all response activities.
- The EM Director or designee will process information which is common to more than one department and contribute to the overall perspective of the emergency. Each department is required to keep this section fully informed regarding their response actions and initiatives. This will normally be done through round table briefings, situation reports, or written Emergency Operations Center (EOC) Messages.

### **III. SITUATION**

#### **A. DISASTER CONDITION**

A disaster or other significant event will be of such severity and magnitude as to require activation of the Emergency Operations Center (EOC) and Information and Planning in order to coordinate and facilitate activities necessary to save lives and protect property.

#### **B. PLANNING ASSUMPTIONS**

- The response personnel will be the best available source of vital information regarding damage and initial unmet needs assessments.
- There will be an immediate and continuous demand for information on response and recovery actions.
- There will be delays in establishing full information processing capabilities.
- During a disaster, message flow may bottleneck in the Emergency Operations Center (EOC) due to extremely intense levels of activity.

### **IV. CONCEPT OF OPERATIONS**

#### **A. GENERAL**

During an emergency or disaster, pre-identified personnel from County Departments will act as the Emergency Operations Center (EOC) Staff. The County Coordinating Officer will act as the overall coordinator. In the hours leading up to and following the impact of a disaster, Information and Planning

will sort and process information received. The EM Director, or designee, is responsible for directing message flow within the EOC, displaying information data, tracking mission assignments, and providing technical data in support of disaster operations. The EM Director or designee will disseminate information concerning the event to members of the Emergency Operations Center (EOC) Team. The EOC has the capability to provide the following types of information via ~~email~~~~fax~~, ~~internet~~, -posted notices on bulletin boards, and charts as directed by the County Coordinating Officer:

- Tracking information, including forecast tracks, projected wind speeds, barometric pressures, distance to impact, forward speed, and the time to impact.
- Severe weather forecast information including wind speeds, tides, time of impact, and current radar displays.
- Shelter capacity and demand.
- Clearance time, evacuation time, and pre-landfall hazard time figures.
- Demographics.
- Special needs information
- Evacuation maps - evacuation needs.
- Protective action recommendations.
- Information on departmental activities.
- Tracking of recovery resources.
- Situation reports.
- Damage assessment information.

## **B. ORGANIZATION**

The Leon County Sheriff's Office, Division of Emergency Management Director will provide advice and direction to the Emergency Management Coordinator of the LCSO/DEM. The EM Coordinator shall serve as ESF 5 Coordinating Officer.

The Information and Planning (ESF 5) Coordinating Officer is responsible for receiving information from other ESFs and County Departments as well as distributing information to those ESFs and Departments. When information is received from another ESF or Department, the ESF 5 Coordinating Officer will

assign support staff to gather and organize the information, then ensure that the information is distributed and shared with the other ESFs and Departments. The ESF 5 Coordinating Officer is provided with records of all incoming and outgoing information which may also be incorporated into situation reports or EOC briefings.

## **C. NOTIFICATION**

In anticipation of a significant event, the Leon County Division of Emergency Management will initiate notification of appropriate departments and agencies. If the Emergency Operations Center (EOC) is activated, the EM staff will be automatically activated to support information and planning activities.

## **D. RESPONSE ACTIONS**

### **1. General**

- Establish initial contact with departments.
- Establish contact with the State of Florida Division of Emergency Management (FDEM) and provide situation reports as appropriate;
- Establish a duty roster and phone lists.
- Activate additional support personnel as needed.
- Set up status boards, charts, and staff computers.
- Manage message flow in the Emergency Operations Center (EOC), including logging all protective actions taken (see the EOC Standard Operating Guide for additional information).
- Provide information in support of response and recovery.
- Anticipate types of information required.
- Develop situation reports at a minimum of once every 12-hours, unless otherwise directed.
- Continue to staff the Emergency Operations Center (EOC) on a 24-hour a day basis.

## **2. State Emergency Response Team Liaison Officer**

The State Emergency Response Team Liaison Officer (SERTLO) position is established by the State of Florida Division of Emergency Management (DEM) to act as the State's on-scene representative to assist local government in responding to, and recovering from, a disaster event. This assistance will range from advising local government as necessary, and accepting requests for resources and assistance from sources outside the County. The SERTLO is also expected to assess the local disaster impact and keep the State Emergency Operations Center informed of the local situation.

The State Emergency Response Team Liaison Officer (SERTLO) coordinates with the Emergency Operations Center (EOC) County Coordinating Officer or designee and is assigned to a desk in the Leon EOC. The SERTLO provides a summary of State activities as part of the round table briefing and provides input to the Situation Reports. The SERTLO works with the ESF 5 Coordinating Officer to prepare and monitor requests for assistance.

## **V. RESPONSIBILITIES**

### **A. PRIMARY AGENCY - Leon County Sheriff's Office, Division of Emergency Management**

- Coordinate the overall efforts to collect, analyze, report, and display information to facilitate support for planning efforts in response operations.
- Coordinate pre-planned and event-specific aerial reconnaissance operations to assess the overall disaster situation.
- Synthesize findings into short and long-term plans for consideration by the Emergency Operations Center (EOC) County Coordinating Officer.
- Distribute plans and reports to other agencies.

#### **1. Director**

The Leon County Sheriff's Office, Division of Emergency Management Director will provide advice and direction to the EOC ESF 5 Coordinating Officer.

#### **2. Emergency Operation Center (EOC) ESF 5 Coordinating Officer**

The Emergency Operations Center (EOC) ESF 5 Coordinating Officer (Leon County Sheriff's Office, Division of Emergency Management) is the lead for Information and Planning and will act as the coordination and control point for EOC information flow. The EOC ESF 5 Coordinating Officer will be assisted by EOC Support Staff.



## **B. SUPPORT AGENCIES**

### **1. Emergency Operation Center (EOC) Support Staff**

EOC Support Staff has been formed by drawing upon staff from other County Departments. The EOC Support Staff will operate the Information and Planning Section, provide runners, and provide administrative support as required. The EOC Support Staff reports to the EOC ESF 5 Coordinating Officer. The EOC Support Staff will work two 12-hour shifts ("Alpha" 7 a.m.-7 p.m., or "Bravo" 7 p.m.-7 a.m.) (Alpha/Bravo shift start and end times may be adjusted depending upon conditions). 12-hour shifts will begin upon EOC activation.

#### **a. Operations Officer**

The ESF 5 Coordinating Officer is responsible for assigning personnel to positions and ensuring sufficient staffing. The supervisor will oversee the staff and will resolve conflicts in determining support needs for operating agencies.

#### **b. Operations Assistant**

The Operations Assistant will provide administrative support to the Emergency Operation Center County Coordinating Officer (CCO) and ESF 5 Coordinating Officer (CO). The Operations Assistant will answer the phone, monitor information and message flow and provide whatever support is necessary to the CCO/CO.

#### **c. Runners**

Runners will be available to distribute messages from the master log printer to and from agency tables and to provide support to the Emergency Operation Center (EOC). The runners will ensure that any written messages are logged, distributed to the addressee, and provided to the computer operator for entry into the Master Log.

#### **d. Emergency Operations Center (EOC) Check-In Desk**

The Check-In Desk will be staffed by one support person for security during the day and night shift. The check-in desk staff will ensure that every person signs in and out of the EOC. The check-in desk will also ensure that unauthorized persons are not granted access to the EOC. Security will be requested if needed.

#### **e. Department EOC Support Personnel**

Each department may wish to have support personnel to provide administrative assistance in telephone answering, computer operations, and message control.

**2. Computer Operator**

The Computer Operator reports directly to the Emergency Operation Center (EOC) Operations Officer. The Computer Operator will operate, update, and monitor the following information systems:

- HURRTRAK RM/PRO Hurricane Tracking Program.
- ~~DTN-Televent~~ Weather Radar.
- State Emergency ~~Satellite Communications System~~Managment Network (ESATCOMMNet) is operated out of LCSO Communications main office.
- ~~FDEM Groove Communications system.~~
- FDEM's Emergency Management-Constellation Incident Management Database

**3. Mutual Aid Coordinator**

The Mutual Aid Coordinator is the Emergency Operation Center (EOC) ESF 5 Coordinating Officer and coordinates closely with the Purchasing Director (Resources) and the State Emergency Response Team Liaison Officer (SERTLO). The Mutual Aid Coordinator processes and tracks all requests for mutual aid assistance from other counties and the State of Florida.

**4. ~~Engineering and Survey Division~~GIS DESK**

~~The Survey Division (Engineering and Management Information Services~~The GIS Desk~~)~~ will provide Geographic Information System (GIS) mapping support and access to maps, data and figures, including Property Appraiser data, Flood Zone, and other information as needed in support of Emergency Operations Center (EOC) operations. The ~~Survey Division~~GIS Desk reports to the EOC ~~Public Works and Engineering Department~~Operations Officer, and during recovery phase activities, provides support to the Damage Assessment Officer (DAO).

**5. Point of Contact**

All agencies with assigned disaster response roles will identify and provide a staff Point of Contact (POC) to support the damage information and operational information related to individual department activities.

## **VI. RESOURCE REQUIREMENTS**

The following resource requirements are based on overall needs to carry out its missions.

## A. COMMUNICATIONS

### 1. Telecommunications

At least 9 telephone devices (including a minimum of one TDD available at 9-1-1 dispatcher centers) will be required.

Cellular telecommunications and 800MHz radio capability between key field personnel and the EOC are available on a limited basis.

### 2. Radio

Additional radios will be required for communications with key agencies not currently on the County's system.

## B. EQUIPMENT/SUPPLIES

### 1. Warning Point

- State Emergency ~~Satellite Communications System~~ Managment Network (ESATCOMNet)
- Warning Point Computer Network Client (The Counties' Network)
- Television and VCR

### 2. Emergency Operation Center (EOC)

- 1 copy machine
- 2 facsimile machines; one (1) for incoming; one (1) for outgoing transmissions
- 1 large screen projector linked to computers
- Flashlights, batteries
- Maps, wallboards, marking supplies
- Typewriter and ribbon
- Wall clocks
- CDR's
- First Aid kits
- Cots, blankets
- Food and drinks
- EOC Messaging
- EOC Action Logs
- Computers; ~~twenty-two~~ fifteen (22~~15~~) for EOC Staff
- Flat panel display monitors; four (4) linked computers
- Printer access
- Shower/locker capability
- Miscellaneous office supplies

<b>LEON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN</b>	<b>Reference: STATE CEMP ESF 6</b>	<b>Reference: NATIONAL RESPONSE FRAMEWORK ESF 6</b>
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**ANNEX 6  
MASS CARE**

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**TABLE OF CONTENTS**

<b>SECTION/TITLE</b>	<b>PAGE</b>
I. INTRODUCTION .....	2
A. PURPOSE.....	2
B. SCOPE.....	2
II. POLICIES.....	3
III. SITUATION .....	3
IV. CONCEPT OF OPERATIONS .....	4
V. RESPONSIBILITIES .....	11
VI. RESOURCE REQUIREMENTS.....	12

## **ANNEX 6 MASS CARE**

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**LEAD AGENCY:** Capital Area Chapter of the American Red Cross

**SUPPORT AGENCIES:** Leon County Volunteer Center, Salvation Army, Sheriff's Office, Leon County Health Department, Amateur Radio Emergency Service/Radio Amateur Civil Emergency Services, Leon County School Board, Leon County Emergency Medical Services, City of Tallahassee, and churches  
Leon County Tourism Development

### **I. INTRODUCTION**

#### **A. PURPOSE**

To provide coordination of activities involved with the provision of temporary shelters, mass feeding, and bulk distribution of relief supplies for evacuees and victims of disaster. To some degree, these services will also be provided to disaster workers as described below.

#### **B. SCOPE**

Responsibilities include the following:

- Coordinate sheltering activities before, during, and after a disaster to include location and support of shelters for people with special needs.
- Coordinate the establishment and operation of mass feeding facilities either through fixed sites or mobile feeding routes, in areas affected by disasters.
- Coordinate with Volunteers and Donations (ESF 14) relief efforts provided by volunteer organizations performing mass care functions.
- Coordinate the establishment of a system to provide shelter registration data to authorities as appropriate.
- Coordinate the provision of emergency first aid in shelters, fixed feeding sites, mobile feeding routes and emergency first aid stations.
- Coordinate with Health and Medical Services for the prevention of communicable diseases, to include epidemiological and environmental health activities, as related to sheltering and feeding evacuees and disaster victims.
- Provide quantitative mass care services data to Information and Planning and other agencies which require accurate data for response planning.

- Coordinate with law enforcement for additional facility security resources.
- Coordinate with Communications Amateur Radio Emergency Service (ARES/RACES) volunteers to ensure each shelter has a working system of communications.
- Coordinate bulk distribution of relief supplies.

## **II. POLICIES**

The American Red Cross was chartered by Congress in 1905 and has responsibilities related to meeting human needs created by a disaster. The American Red Cross policies include "...a program of both emergency mass care and assistance to individuals with urgent and verified disaster-caused needs."

Mass Care will be implemented in Leon County for assistance during the threat of, or occurrence of a disaster. Activities will be coordinated through the Leon County Emergency Operations Center (EOC). The primary agency, and support agencies as required, will provide staff at the EOC 24-hours per day for the duration of activation.

To ensure that appropriate confidentiality regulations are enforced, Mass Care will not release confidential information to the general public. Shelter occupants' information will be handled in accordance with Capital Area Chapter of the American Red Cross Disaster Welfare Inquiry procedures.

The American Red Cross does not provide special needs shelters, but may coordinate the services provided by those shelters. This can include logistics and mass feeding support.

### **Shelter Opening/Closing**

When an event threatens, or occurs, the Leon County Sheriff's Office, Division of Emergency Management in coordination with the Capital Area Chapter of the American Red Cross will identify the specific shelters to be opened. Notice to the public will be provided through the media or local law enforcement. Shelter closings will be conducted as evacuees are able to return home or are relocated to other facilities. A news release will be issued stating the location and time of shelter closings.

## **III. SITUATION**

### **A. DISASTER CONDITION**

#### **1. Sudden Events**

Transportation accidents, airplane crashes, flash floods, tornadoes, fire, or manmade events may necessitate immediate identifiable mass care for evacuees, victims, and emergency workers involved in the disaster response and aftermath. Shelters and feeding sites may need to be quickly established, with no advance notice.

## **2. Slowly Developing Events**

Catastrophic disasters such as hurricanes and slow-rising floods provide warning and evacuation time, but may cause extended displacement and damage to the infrastructure. Shelters may be needed statewide to accommodate evacuees, and in some cases may be established in neighboring states. Damage from catastrophic disasters may cause extended displacement, the needs of which may extend into the long-term recovery phase.

## **B. PLANNING ASSUMPTIONS**

- The most destructive natural hazard to which Florida is vulnerable are hurricanes. Consequently, advance warning is likely, with an opportunity to order evacuation in vulnerable areas.
- Shelter operations may be required to accommodate residents from outside the region when evacuations occur elsewhere along the Atlantic or Gulf coasts.
- Hurricane evacuation studies predict that people outside surge areas will evacuate.
- In a catastrophic disaster, it is likely that long-term mass care will be required until rental assistance and temporary housing resources become available. Impact Assessment Teams and technological equipment may provide a guide for the magnitude of housing needs and resource deficits.
- A significant influx of disaster workers will strain the resources of the impacted area(s).
- Mobile feeding operations may not be possible in major operations.
- Smooth transition from Mass Care response to Individual Assistance Recovery Operations will help ensure that disaster victims' needs are met.

## **IV. CONCEPT OF OPERATIONS**

### **A. GENERAL**

Mass Care will be organized in a manner that ensures rapid response to the needs of people affected by a disaster. Emphasis will be to have thorough and up-to-date response plans that have been coordinated through the primary agency.

Mass Care will focus on sheltering activities, mass feeding, bulk distribution of relief supplies, and the coordination of volunteer agency activities in mass care as

directed by the Capital Area Chapter of the American Red Cross. Support agencies will plan with the Capital Area Chapter of the American Red Cross and provide support services in times of disaster to ensure a coordinated response.

## **B. ORGANIZATION AND NOTIFICATION**

### **1. Primary Agency**

The Capital Area Chapter of the American Red Cross is designated as the Lead Agency and is responsible for planning and coordination with support agencies.

### **2. Support Agencies**

Each support agency will be expected to establish operational procedures and direct its response resources in accordance with the agency's operating procedures.

Capital Area Chapter of the American Red Cross: Identify and survey shelters, shelter management, mass feeding, and general nursing care.

Volunteer Center: Support Capital Area Chapter of the American Red Cross in recruiting volunteers, managing shelters, and other mass care activities.

Salvation Army: Support Capital Area Chapter of the American Red Cross operations for feeding and volunteers.

Sheriff's Department/Tallahassee Police Department: Coordinate the provision of security at shelters if required.

Amateur Radio Emergency Services/Radio Amateur Civil Emergency Services: Provide radio communications.

Leon County Emergency Medical Service: Provide emergency medical services.

Leon County School Board: Support shelter operations by opening designated school shelter.

Leon County Health Department: Provides and manages special needs shelters.

Churches: Support shelter operation by opening churches when requested, providing for facility management, volunteers, and food preparation services as applicable.



#### **Leon County Tourism Development:**

- Establish dedicated GroupMe text system in place and tested by May 1 for exchanging information between Leon County lodging properties and Tourism staff about real-time availability, special needs during hurricane season.
- Include information about readiness, staff response and coordination in industry newsletter beginning early-May as well as notifications directly to hotels through IDSS
- Conduct an informational industry meeting and host two webinars to review of our plan in April.
- As commercial enterprises, lodging facilities will remain open and operational during hurricanes, given their ability to do so depending on availability of power service, etc. Extreme circumstances beyond the control of hotel management would obviously prevent these businesses from normal operations which was the case last fall with Hurricane Hermine.

#### **3. Staffing**

Primary and support agencies will provide sufficient personnel to staff the Mass Care function 24-hours per day, 7 days per week. The staff will be made up of qualified individuals able to facilitate decisions for the agency they represent. Higher level managers, skilled professionals with subject knowledge, and operations personnel are preferred.

### **C. RESPONSE ACTIONS**

- Primary and support agencies will have and maintain appropriate listings of agency staff to call for performing response activities. The response personnel will be available 24-hours per day, 7 days per week.
- Primary and support agencies will have and maintain listings of all available resource providers used by the agency in disaster situations. These would include private sector vendors.
- All support agencies will ensure that all actions taken are recorded and communicated to the primary agency representative at the EOC.
- At all times, support agencies should be able to make brief and accurate status reports to the primary agency.

#### **1. Sheltering**

##### **a. Public Shelters/Capital Area Chapter of the American Red Cross**

- Coordination of all public shelters will be in accordance with Capital Area Chapter of the American Red Cross shelter guidelines. This includes shelters formed before, during, and

after the event. The Chapter will monitor evacuation activities to ensure shelters are opened in additional counties as needed.

- Shelters will be opened and closed in accordance with public need as assessed by the Capital Area Chapter of the American Red Cross, and the Leon County Sheriff's Office, Division of Emergency Management (LCSO/DEM). The Chapter will continuously monitor occupancy levels and ongoing evacuees and victims' needs, and provide at a minimum a daily listing of shelter status.
- All shelters will be managed in accordance with applicable Capital Area Chapter of the American Red Cross regulations and procedures.
- The Capital Area Chapter of the American Red Cross currently has an adequate number of trained shelter managers.
- The Capital Area Chapter of the American Red Cross will work with Leon County Schools, Leon County Sheriff's Office, Division of Emergency Management (LCSO/DEM), Florida Division of Emergency Management and applicable state and county agencies in activities related to surveying the suitability of facilities to serve as shelters following a disaster occurrence.
- Procure and regularly update lists of available shelters, and shelter agreements for Leon County in hazard specific situations. Shelter listings will include staffing and resource information.
- Coordinate the provision of relief staff and the replenishment of shelter supplies.
- Coordinate the consolidation of shelters, staff, resources (e.g., communications and law enforcement), and supplies as sheltering needs diminish.
- Work with other members of the Leon County Emergency Operations Center (EOC) team in determining extended sheltering needs.
- Work with appropriate agencies such as the Department of Health, Capital Area Chapter of the American Red Cross Family Services, and the Department of Elder Affairs for long-

term placement of disaster victims who cannot return to their normal living arrangements due to disaster damages.

- The Health and Medical Group (ESF 8) will be called to support any shelter requiring medical services and/or manpower beyond the Capital Area Chapter of the American Red Cross resource capabilities.

**b. Special Needs Units**

- Coordinate with Health and Medical Group (ESF 8) to ensure that people who need a higher level of care receive attention in an appropriate setting.
- Provide logistics support to special needs shelters (food, water, ice, registration for people with special needs).

**2. Feeding**

**a. Mass Feeding**

The establishment of a mass feeding locations will be coordinated through the Leon County Sheriff's Office, Division of Emergency Management, the County Volunteer Services Center Coordinator and the Capital Area Chapter of the American Red Cross. The Capital Area Chapter of the American Red Cross has an Emergency Response Vehicles to provide snacks and drinks, as well as to support mobile feeding routes. If needed, the Capital Area Chapter of the American Red Cross can operate the mobile feeding kitchen, and coordinate with other supporting agencies to their mobile feeding kitchens as well. These kitchens can be in place within two (2) to three (3) hours after activation.

- Coordinate with supporting agencies to establish mass feeding sites. Mass feeding activities will include feeding of evacuees, disaster victims, and emergency workers (when possible).
- Regularly update a list of all agencies (public and private) who have a mission to provide mass feeding in times of disaster. The list will include specific information such as:
  - Number of persons each agency can feed two (2) meals a day, and how long this level of feeding can be sustained.
  - Number of staff or volunteers available for cooking and/or serving.

- Major equipment lists, e.g., field ranges, mobile feeding units, refrigeration, vehicles, etc.
  - Coordinate mass feeding locations to ensure optimal logistics for public service.
  - Coordinate sanitation provisions and inspections, and garbage removal from mass feeding sites in coordination with Public Works and the Health and Medical Group.
  - Coordinate the provision of food and water to mass feeding sites. This will include procuring food from the USDA, donations, and private vendors.
- b. Individual Feeding**  
The Capital Area Chapter of the American Red Cross and the Salvation Army will coordinate the provision of food for individuals not in shelters and unable to attend mass feeding sites. This coordination will be based on local disaster responders identifying people and locations with individual feeding needs.
- c. Food Storage and Distribution**  
Distribution sites will be determined between the Capital Area Chapter of the American Red Cross, County Volunteer Services County Coordinator, and the Leon County Sheriff's Office, Division of Emergency Management. Locations may include local churches, and parking lots.
- The Capital Area Chapter of the American Red Cross will coordinate with Leon County regarding the storage of food in identified warehouse sites.
  - The Capital Area Chapter of the American Red Cross will coordinate the distribution of food from stores and identified warehouses sites.
  - The Capital Area Chapter of the American Red Cross will coordinate the transportation of food from identified warehouses to mass care feeding sites.
- 3. Bulk Distribution of Relief Supplies**
- In conjunction with the EOC, the County Volunteer Services Center will coordinate with local authorities in the identification of bulk supply depots and distribution sites in the impacted area.

- The Public Information Officer will publish information as to where donated bulk supplies should be delivered, and information as to how these supplies can be accessed.
- The Emergency Operations Center (EOC) will receive ongoing information from supply depots as to the type and quantity of relief supplies including foods that are available for distribution.
- The Leon County Sheriff's Office, Division of Emergency Management (LCSO/DEM) will coordinate with the State Emergency Operations Center to obtain supplies from elsewhere, in and out of State, based on actual needs assessments from the field.

#### **4. Non-Medical Volunteers**

In addition to those activities stated above, The Leon County Sheriff's Office, Division of Emergency Management (LCSO/DEM) will:

- Prevent the duplication of goods and services as they relate to mass care.
- Assist volunteers with logistics.
- Coordinate the delivery of goods and services as they relate to mass care.

County Volunteer Services Center/ ARC will maintain a listing of all non-medical volunteers active in mass care in the disaster area. The list will contain the following information.

- Type of service(s) being provided by each volunteer agency.
- Number of volunteers in the area.
- Resources each agency has available.
- Names and contact means of key persons in each organization.
- Logistical abilities of each organization, e.g. self-contained, require transportation, self-equipped, etc.

#### **5. Emergency First Aid and Mental Health**

The Capital Area Chapter of the American Red Cross will coordinate with the Health and Medical Group (ESF 8) for the provision of medical services and mental health services in shelters, and will ensure that trained and qualified personnel are present in shelters in sufficient numbers to care for people requiring assistance.

The Capital Area Chapter of the American Red Cross will coordinate with local officials to ensure that a sufficient number of first-aid trained and other qualified personnel are stationed at each mass care site.

**6. Communications/Electrical Power**

Shelters will coordinate with the Emergency Operations Center (EOC) to ensure that each shelter has a working system of communications with the County Emergency Operations Center and Capital Area Chapter of the American Red Cross per the Capital Area Chapter of the American Red Cross protocol. This may include radio, telephone, or cellular telephone communication devices. Each shelter will have an Amateur Radio Emergency Service (ARES/RACES) operator assigned to provide back-up communications should the telephone system fail. The Capital Area Chapter of the American Red Cross representative in the EOC will keep Leon County Sheriff's Office, Division of Emergency Management (LCSO/DEM) informed regarding conditions at the shelters and unmet needs. The Capital Area Chapter of the American Red Cross has five (5) generators (5 kW) available to support basic needs of shelters (lighting and fans for ventilation).

**V. RESPONSIBILITIES**

**A. PRIMARY AGENCY**

1. Develop and maintain a roster of personnel. Sufficient staffing will be available for 24-hours per day, 7 days per week coverage.
2. Ensure the presence of resource materials in sufficient quantity in the Emergency Operations Center (EOC). These materials would include:
  - Shelter listings for the region with names and contact numbers of each shelter management team.
  - Listing of all bulk food providers and contact personnel and phone numbers.
  - Listing of all hospital and ambulance services with contact numbers.
  - Locations of all mass feeding sites and the names of site managers.
  - Listing of all State and Federal human services agencies active in disaster response.
3. Provide a system for recording incoming requests for assistance, who was assigned to respond, and the action taken.

4. Establish a protocol for prioritizing response activities.

## **VI. RESOURCE REQUIREMENTS**

### **A. ASSETS CRITICAL FOR INITIAL TWELVE HOURS**

- 1. Shelters (Public and Special Needs)**
  - a. Food, water, ice, food service equipment, and fuel (e.g., generator)
  - b. Cleaning supplies
  - c. Toiletry items
  - d. Administrative supplies
  - e. Blankets, cots-(after 48 hours)
  - f. Portable toilets
  - g. First aid supplies
  - h. Vehicles (both passenger and cargo)
- 2. Personnel**
  - a. Shelter managers, additional shelter staff
  - b. Qualified first aid staff/volunteers
  - c. Medical staff/volunteers
  - d. Food service personnel
  - e. Security personnel

### **B. ASSETS REQUIRED FOR CONTINUING OPERATIONS**

The assets noted above will be required for the immediate and long-term response phases (several days to several weeks). Increases and decreases in the number of shelters, feeding sites, and distribution sites will be adjusted through analysis and coordination within the EOC.

<b>LEON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN</b>	<b>Reference: STATE CEMP ESF 7</b>	<b>Reference: NATIONAL RESPONSE FRAMEWORK ESF 7</b>
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**ANNEX 7  
RESOURCE SUPPORT**

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**TABLE OF CONTENTS**

<b>SECTION/TITLE</b>	<b>PAGE</b>
I. INTRODUCTION .....	2
A. PURPOSE.....	2
B. SCOPE.....	2
II. POLICIES.....	2
III. SITUATION .....	3
IV. CONCEPT OF OPERATIONS .....	3
V. RESPONSIBILITIES .....	5
VI. RESOURCE REQUIREMENTS.....	6



## ANNEX 7 RESOURCE SUPPORT

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<b>LEAD AGENCIES:</b>	Leon County Sheriff's Office, Division of Emergency Management (LCSO/DEM), Leon County Department of Management Services
<b>SUPPORT AGENCIES:</b>	Office of Management and Budget, Purchasing Department, Sheriff's Office, Public Works Department, Facilities Management, Human Resources, City of Tallahassee, all other local government resources, and the Statewide Mutual Aid Agreement (SMAA).

### I. INTRODUCTION

#### A. PURPOSE

The purpose of this annex is to provide logistical and resource support to local entities involved in delivering emergency response and recovery efforts for natural disasters and other catastrophic events.

#### B. SCOPE

The LCSO/DEM is responsible for coordinating the support of emergency response and recovery efforts during the initial response phase and immediate recovery phase following a disaster. This support includes coordination of locating, procuring, and assigning resources such as supplies, office space, office equipment, fuel, communications, contracting services, personnel, heavy equipment, and transportation.

### II. POLICIES

- Coordinate and manage the resource support needed.
- Supplies and equipment will be provided from current county, municipal, and department stocks or surplus and, if necessary, from commercial sources and donations.
- Designated support agencies will furnish resources as required to support these department requirements. Support by these agencies will be terminated at the earliest practical time.
- Procurement will be made in accordance with current County, State and Federal laws and regulations, which include emergency procedures under local ordinance and Florida Statutes.

### **III. SITUATION**

#### **A. DISASTER CONDITION**

A major or catastrophic disaster will have an immediate impact on county and local resources, and vitally needed supplies must be procured and provided to the impacted areas.

#### **B. PLANNING ASSUMPTIONS**

1. Resources within and outside the impacted area will be acquired to assist in fulfilling the unmet needs of the county and local governments.
2. Transportation of resources will require staging areas coordinated by Leon County Sheriff's Office, Division of Emergency Management (LCSO/DEM) after a declared state of local emergency and by assigned secondary support agencies prior to State and Federal activation.
3. Some resources of the County and local governments may not be available to the impacted area due to restricted access to transportation routes caused by fallen debris, flooding or other damage. In addition, many resources and buildings that contain them may be destroyed or damaged.
4. Logistical support for life-saving activities will receive priority.
5. Demand for resources may require a declaration of a local state of emergency, which would exempt normal procedures for purchasing.

### **IV. CONCEPT OF OPERATIONS**

#### **A. GENERAL**

County-wide capabilities and resources will be allocated and coordinated by the Emergency Operations Center (EOC). Equipment, supplies, and personnel, including volunteers, shall be drawn from existing support agencies' resources and local sources outside the impacted area. Support which cannot be provided from these sources will be provided through commercial sources.

#### **B. ORGANIZATION**

1. The Director, Department of Management Services, or designee will serve as the Emergency Coordinator for the Resource Support Group (ESF 7).
2. The Resource Support Group (ESF 7) will operate under the direction of the Emergency Coordinator. The Resource Support function will continue to operate throughout the emergency situation.

4. Upon notification, the Emergency Coordinator will alert designated primary personnel of possible resource needs and report to the County Emergency Operations Center (EOC). Support operations will be coordinated through the EOC.
5. The Emergency Coordinator will maintain liaison with other departments and interested parties.
6. Space will be provided for Federal and State Advance Team (Federal Emergency Support Function (ESF 7) General Services Administration procurement officials at the Emergency Operations Center (EOC) until the Disaster Field Office is established.

#### **C. NOTIFICATION**

1. The Emergency Operations Center (EOC) will implement the activation plan to notify all support personnel. Personnel will be placed on standby or deployed for immediate response.
2. Inventories of resources, including but not limited to pre-arranged staging areas, government buildings, public facilities, and agency contacts, will be reviewed.

#### **D. RESPONSE ACTIONS**

1. **Initial**
  - a. Personnel will be placed on standby or directed to staging areas. Some facilities will be manned for immediate response.
  - b. Some resources will be staged near the pending emergency areas.
  - c. Support agencies may be alerted.
  - d. Some support agencies may be directed to deploy personnel and other resources.
  - e. Resources available for designation as emergency support will be identified and assessed (including facilities).
2. **Continuous**
  - a. Buildings may be leased for use as staging warehouses or to replace damaged or destroyed facilities.
  - b. Communication resources will be provided in coordination with the Management Information Systems Division.

- c. Transportation needs will be provided in coordination with local transportation providers for movement of persons. Public Works or private contractors will be used to move goods and materials.
- d. Office furniture, equipment, and supplies will be provided from existing inventories, or may be procured.
- e. Food and fuel will be provided with the cooperation of American Red Cross and Fleet Management.
- f. Security for staging areas and facilities will be provided by local law enforcement or private security firms.
- g. Maintain records of all properties loaned in support of the Emergency Operations Center (EOC) by the State or Federal Government.
- h. Coordinate contractual services between the County and commercial sources.

## **V. RESPONSIBILITIES**

### **A. LEAD AGENCY**

The Leon County Sheriff's Office, Division of Emergency Management (LCSO/DEM) will support the procurement of commodities and services and the leasing of buildings, facilities equipment, and associated materials. In addition, the County Volunteer Service Center will assist in the coordination and allocation of food and equipment made available through the local, State and Federal Surplus Property Program.

### **B. SUPPORT AGENCIES AND TYPE OF SUPPORT**

- 1. Public transportation drivers, operators, buses, vans, and other support equipment will be coordinated through StarMetro.
- 2. Office of Management and Budget (OMB): Fiscal, grant/management consulting staff, Management Information Services (MIS) computers and computer programs.
- 3. Personnel: Employment and security, employment and job service counselors.
- 4. Sheriff's Office: Security personnel, inmate labor, and vehicles.
- 5. Fleet Management/Facilities Management: Building management, fuel and energy resources.

6. Community Services: Food distribution services and personnel, vehicles, equipment, and support equipment.
7. School Board: Facility use and building space at K-12.
8. Public Works: Personnel, equipment, heavy equipment operators, and support equipment.
9. Purchasing: Purchasing of supplies and development of agreements.

## **VI. RESOURCE REQUIREMENTS**

### **A. HUMAN RESOURCES DIVISION**

1. Departments will provide support staff in the Emergency Operations Center (EOC) consisting of the following:
  - A representative with knowledge of department material operations with the authority to commit and obtain resources.
  - Leon County Sheriff's Office, Division of Emergency Management (LCSO/DEM) will notify the departments that should respond to the Emergency Operations Center (EOC). Each event may require a different response.

<b>LEON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN</b>	<b>Reference: STATE CEMP ESF 8</b>	<b>Reference: NATIONAL RESPONSE FRAMEWORK ESF 8</b>
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**ANNEX 8  
HEALTH AND MEDICAL SERVICES**

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**TABLE OF CONTENTS**

<b>SECTION/TITLE</b>	<b>PAGE</b>
I. INTRODUCTION .....	2
A. PURPOSE .....	2
B. SCOPE .....	2
II. POLICY .....	3
III. SITUATION .....	3
IV. CONCEPT OF OPERATIONS .....	4
V. RESPONSIBILITIES .....	8
VI. RESOURCE MANAGEMENT .....	10

## ANNEX 8 HEALTH AND MEDICAL

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**LEAD AGENCIES:** Leon County Health Department  
Florida Department of Health

**SUPPORT AGENCIES:** Tallahassee Memorial HealthCare, Leon County Emergency Medical Services, Capital Regional Medical Center, Capital Medical Society, Health South, Leon County Emergency Medical Services, StarMetro, Big Bend Transit, Leon County School Board, City of Tallahassee, and the Capital Area Chapter of the American Red Cross.

### **I. INTRODUCTION**

#### **A. PURPOSE**

The primary mission of the Health and Medical Emergency Support Function (ESF) 8 is to respond to public health and medical needs before, during, and after a significant natural or manmade event.

#### **B. SCOPE**

Emergency Support Function (ESF) 8 is responsible for coordinating Leon County's health and medical response in the event of an emergency or disaster. To accomplish this goal, ESF 8 oversees the emergency management functions of preparedness, response, recovery, and mitigation with all agencies and organizations that carry out health or medical services.

The Leon County Health Department (LCHD) serves as the lead agency for ESF 8 and works closely with other health and medical providers, as well as other support agencies, to ensure that emergency medical needs and public health concerns are addressed in a timely, efficient and coordinated manner.

ESF 8 responsibilities are categorized in the following functional areas:

- Public Health to include but not limited to:
  - Coordination of mass care or mass casualty events;
  - Coordination of Strategic National Stockpile (SNS) and Regional Pharmaceutical Stockpile
  - Coordination of epidemiological investigations
  - Coordination of environmental health support
  - Prevention, control, and mitigation of disease spread through mass vaccination, distribution of prophylaxis or treatment medications;
  - Protection of the public from contaminated foods and drugs;
  - Restoration of a safe drinking water supply;

- Control of vermin and other public health hazards;
- Emergency Medical Service to include but not limited to:
  - Triage, treatment and transportation of victims of a disaster
- Special Needs to include but not limited to:
  - Establishment of special needs shelters when evacuation is required
  - Provision of support required for special needs transportation and sheltering
- Medical Facilities
- Alternate Medical Treatment Facilities
- Disaster Medical Assistance Teams (DMATs)

## **II. POLICY**

It is the policy of ESF 8 to coordinate issues and activities regarding the timely and effective delivery of health and medical services within Leon County in accordance with plans and procedures established for the agencies and organizations identified within this annex and all applicable local, state and federal requirements. The lead agency, LCHD, follows public health policies and procedures established by the Florida Department of Health.

## **III. SITUATION**

Coordination and mobilization of the Health and Medical ESF 8 will occur when a natural or manmade disaster threatens or occurs, that poses a significant risk or harm to public health.

Major assumptions include:

- Leon County must be prepared to rely on existing local resources for at least 72-hours; during this period, if available, other local jurisdictions may provide additional resources and support.
- The Special Needs and Assistance Population Program (SNAPP) shelters will possibly have more of a demand than pre-registration indicates.
- There may be a need to transport residential facility clients to other areas outside Leon County.
- Medical and health response to a disaster event will be coordinated through the Leon County Emergency Operations Center (EOC).



- In response to a terrorist attack, the LCHD may be requested to coordinate activities with the North Florida Regional Domestic Security Task Force (NFRDSTF).
- Response to a disaster event may require immediate medical treatment for mass casualties or infected persons, as well as long-term epidemiological and environmental monitoring, provisioning and staffing of special needs shelters and quarantine centers, and mental health care for both victims and responders. Emergency mass mortuary identification and disposition services may also be required.
- Disaster response may require the temporary suspension of routine county health and medical services in whole or in part.
- The LCHD is responsible for establishing special needs shelters in coordination with the Capital Area Chapter of the American Red Cross, when evacuation orders are anticipated or in effect.
- County infrastructure may be destroyed or damaged delaying the arrival of medical supplies and necessitating utmost restraint in the consumption of available supplies, continuous communications with the public and security of facilities.

#### **IV. CONCEPT OF OPERATIONS**

##### **A. GENERAL**

The Leon County Health Department (LCHD) provides staffing for ESF 8 to coordinate health and medical services delivery in response to and recovery from a disaster. Those issues which may arise during a disaster that are not addressed in the functional Standard Operating Guides will be discussed between the two primary agencies (Leon County Sheriff's Office/Division of Emergency Management and the responsible agency) for appropriate tasking.

##### **B. ORGANIZATION**

The LCHD will serve as the lead agency of ESF 8 and will work in coordination with all support agencies assigned responsibilities under this annex. Typically, the Leon County Administrator, in coordination with the Director, Division of Emergency Management, will designate staff as representatives at the County EOC. The Administrator can also request assistance from the Florida Department of Health, Office of Emergency Operations, North Florida Regional Advisor.

##### **C. NOTIFICATION**

The Leon County Sheriff's Office, Division of Emergency Management will notify the primary agency contacts for the Leon County Health Department (LCHD) of the need to begin activation procedures and respond to the Emergency

Operations Center (EOC). The LCHD will then notify all support agencies under this annex and provide them with a situation update and/or notice of activation of any or all components of this plan.

As specified in the Medical Facility Standard Operating Procedure, the County EOC will contact medical facility liaisons directly for activation of the facility notification procedure. This notification process will be coordinated through ESF 8.

#### **D. RESPONSE ACTIONS**

Upon activation of the Leon County Emergency Operations Center, the LCHD Director or designee, along with essential staff, will immediately report to the Emergency Operations Center (EOC).

##### **1. Public Health**

The LCHD will coordinate response by implementing emergency procedures to protect the public health of Leon County citizens in a disaster event. These procedures may include prevention, control, and mitigation of disease spread through mass vaccination or distribution of prophylaxis or treatment medications; protection of the public from contaminated foods and drugs; control of vermin and other public health hazards; and restoration of a safe drinking water supply, coordination of mass care or mass casualty events, the establishment of special needs shelters when evacuation is required, and provisioning and security for mass quarantine facilities.

##### **2. Emergency Medical**

The Leon County Emergency Medical Services (EMS) delivery team will coordinate rescue and respond to emergency medical calls. EMS teams will stabilize and transport patients to the nearest operating medical facility capable of handling the patient.

##### **3. Special Needs**

The special needs service delivery team will coordinate the registration, notification, transportation, and care in special needs units or appropriate facility for Special Needs and Assistance Population Program (SNAPP) clients. SNAPP clients are persons in the community who are unable to respond independently to an emergency or require evacuation assistance. For more information on special needs service delivery see the SNAPP Standard Operating Guide (SOG).

##### **4. Medical Facilities**

The Leon County Sheriff's Office, Division of Emergency Management will provide notification, information, updates, and the coordination of evacuation assistance to medical facilities (hospitals, nursing homes,

assisted living facilities, and other residential facilities) in event of a disaster. There will be representatives from the Leon County Health Department in the Leon County Emergency Operations Center (EOC) to coordinate with liaisons from hospitals, nursing homes, and assisted living facilities.

**5. Disaster Medical Assistance Teams (DMAT)**

A Disaster Medical Assistance Team (DMAT) is a group of medical volunteers serving under the auspices of the U.S. Public Health Services who have been organized, trained, and supplied to respond to disaster areas and set up "field hospitals" to supplement the capabilities of the local emergency care system. The DMAT service delivery team will coordinate with the DMAT team leader(s) and the U.S. Public Health Service to determine where Disaster Medical Assistance Teams (DMAT) will be located and to provide support for operations and recovery.

**6. Fatality Management**

The rapid and accurate identification of mass fatality victims is of critical importance to any disaster response operation. The Florida Emergency Mortuary Operations Response System (FEMORS) is available to provide support to Leon County, the District Medical Examiner's Office, and state agencies to assist with mass fatalities management. FEMORS is a state resource, developed in conjunction with the Florida Department of Health, Emergency Operations Section, to provide mass fatality professional assistance when an incident of this type overwhelms local resources. FEMORS consists of a statewide pool of volunteers and may be requested through State ESF 8. Duties that FEMORS may perform include:

- Initial Scene Response and Evaluation
- Processing the Scene
- Temporary Morgue Operations and Administration
- Victim Identification
- Disposition of Human Remains (Embalming/casketing)
- Return of human remains to families
- Evidence Collection
- Prevention of spread of infectious disease

In the event that federal resources are required to augment local and state response efforts, a Disaster Mortuary Operational Response Team (DMORT), may be requested through State ESF 8 to assist with fatality management. DMORT performs similar tasks to FEMORS and, like FEMORS, consists of a mix of volunteers with specific training/skills in victim identification, mortuary services, and forensic pathology. DMORTs are mission-tailored on an ad-hoc basis, and usually deploy only with personnel and equipment specifically required for a current mission.

## **7. Other Response Actions**

- Coordinate with Leon County Public Information Officer to issue news media releases to the public on methods of sanitizing water and other health warnings as needed;
- Ensure that the shelters are appropriately staffed to serve the public health needs. Shelters are coordinated and staffed by the Capital Area Chapter of the American Red Cross on a 24-hour basis;
- Examine the need for additional medical assistance and supplies;
- Ascertain the need for patient evacuation;
- Determine what assistance is required for dealing with:
  - Hazardous materials;
  - Safety of food and drugs;
  - Radiological hazards;
  - Mental health needs for victims/workers;
  - Vector control;
  - Victim identification/mortuary services;
  - Potable water needs;
  - Waste water treatment;
  - Solid waste disposal;
  - Mass prophylaxis;
  - Mass immunization;
  - Mass decontamination;
  - Mass casualties; and
  - Isolation/Quarantine

## **E. RECOVERY ACTIONS**

The primary effort in the recovery phase is to restore the affected community to normal condition. The Director of the LCHD is responsible for the welfare of County residents and will conduct/direct the assessments of health and medical needs, and will:

- Support emergency services staff and operations until the local system is self-sustaining.
- Maintain provision of long-term emergency environmental activities.
- Identify populations requiring event-driven health, medical or social services post-event.
- Provide emergency pharmacy/ laboratory services.

- Initiate financial reimbursement process for these activities when such support is available. Each agency/department is responsible for recording and tracking its own expenditures and seeking reimbursement (if available) from the appropriate resource after the event.
- Restore essential health and medical components of delivery systems and
- Permanent medical facilities to operational status.
- Restore pharmacy services to operational status.
- Monitor environmental and epidemiological systems.
- Initiate grants for environmental and epidemiological surveillance.

## **V. RESPONSIBILITIES**

### **A. PRIMARY AGENCY**

Primary responsibility rests with the Leon County Health Department which will:

- Provide leadership in directing, coordinating, and integrating the overall efforts of local, state, and federal agencies to provide health and medical assistance in the affected area.
- Establish active and passive surveillance systems, as needed, for the protection of the public health.
- Coordinate with Incident Commander or Lead Agency at remote operation centers to ensure the safety and care of emergency responders. Identify health personnel to monitor the health of workers.
- Coordinate the disposal of contaminated waste with trash collectors (City of Tallahassee/Waste Management).
- Staff and operate a command and control structure to assure that services and staff are provided to areas of need.
- Prepare, coordinate and deliver information to the public, health and medical partners, and other community response partners before, during and after a public health emergency. Coordinate risk communication within Leon County in concert with Leon County ESF 14, Public Information, and FDOH, Office of Communications through the Joint Information Center (JIC).

**B. SUPPORT AGENCIES**

**1. StarMetro**

Is responsible for the coordination and transportation services for the Special Needs Assistance Population Program (SNAPP) clients. They will be activated through emergency management.

**2. Home Health Agencies**

- Educate clients and assist in developing client disaster plans.
- Provide medical staffing (RNs, LPNs, Aides) in the Special Needs Shelters.
- Register clients as appropriate with the Leon County Special Needs and Assistance Population Program (SNAPP).

**3. Leon County Emergency Medical Services**

- Provide emergency medical triage and treatment of patients
- Provide emergency medical transportation to the level of capacity. When capacity is exceeded, Emergency Management will coordinate with StarMetro, City of Tallahassee, and the School Board for additional buses for transporting mass casualties.

**4. Residential Health Care Facilities**

- Develop and implement comprehensive disaster plans which include evacuation procedures.
- Establish a facility liaison with the Emergency Operations Center to coordinate and assist with the implementation of facility disaster plans.

**5. Capital Area Chapter of the American Red Cross**

- Coordinate with LCHD and the Community Crisis Response Team (CCRT) to provide mental health counseling for victims.
- Coordinate with LCHD and the Critical Incident Stress Debriefing teams to provide counseling to emergency responders.
- Coordinate with LCHD to provide sheltering, and provision of other mass care services.

## **6. Area Hospitals**

- Coordinate the transfer of critically injured or ill patients to outside medical centers as needed.
- Provide care for the injured and ill.

## **VI. RESOURCE MANAGEMENT**

The following resources are available through the ESF 8 agencies:

- Advance Life Support/Basic Life Support Vehicles
- Emergency Medical Technicians
- Paramedics
- Medical equipment and supplies
- Nurses (RNs/LPNs)
- Environmental specialists
- Nutritionists
- Pharmacy services/Pharmacists
- Physicians
- Laboratories and laboratory personnel
- Epidemiologists
- Aircraft (fixed wing/rotary wing/medical evacuation)

The following resources are not currently available or not available in sufficient quantities to satisfy the demand during a major or catastrophic disaster:

- Advance Life Support/Basic Life Support Vehicles
- RNs/LPNs/Aides
- Medical equipment and supplies
- Portable generators for shelters

<b>LEON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN</b>	<b>Reference: STATE CEMP ESF 9</b>	<b>Reference: NATIONAL RESPONSE FRAMEWORK ESF 9</b>
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**ANNEX 9  
SEARCH AND RESCUE**

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**TABLE OF CONTENTS**

<b>SECTION/TITLE</b>	<b>PAGE</b>
I. INTRODUCTION .....	2
II. POLICIES .....	2
III. SITUATION .....	4
IV. CONCEPT OF OPERATIONS .....	4
V. RESPONSIBILITIES .....	5



## **ANNEX 9 SEARCH AND RESCUE**

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**LEAD AGENCY:** Tallahassee Fire Department

**SUPPORT AGENCIES:** Leon County Sheriff's Office, Tallahassee Police Department, Leon County Public Works, City of Tallahassee Public Works, Leon County Emergency Medical Services.

### **I. INTRODUCTION**

Urban Search and Rescue operations after a major emergency/disaster consist of locating victims and removing them from hazardous situations. Injured victims must be provided with medical treatment and then transported to a medical facility. The urban search and rescue effort within Leon County will be a coordinated effort involving law enforcement, fire-rescue, public works, and utilities.

In general, search and rescue teams should consist of one or more pieces of public works equipment (such as a front end loader) along with personnel with chain saws, fire-rescue vehicles (engine company and rescue company) with personnel to search for and treat victims, and law enforcement vehicles and officers to observe security problems and assist in marking, securing, and evacuating deceased victims. These teams should be augmented by electric and gas utility personnel.

The priority for search and rescue operations will vary, depending on the scope and magnitude of the disaster. For minor or localized disasters, the most severely impacted areas will receive priority. However, for catastrophic disasters, areas of high population concentration must receive the highest priority. Additional information and priorities may be determined by the State Incident Management Team if one has been deployed to the area.

The search and rescue teams will be assigned areas and will be deployed to predetermined staging locations prior to impact of a known disaster.

Marking of structures will follow the Federal Emergency Management Agency (FEMA) urban search and rescue standard marking system.

### **II. POLICIES**

#### **FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA) URBAN SEARCH AND RESCUE STANDARD MARKING SYSTEM**

##### **1. SEARCH ASSESSMENT MARKING**

A separate and distinct marking system is necessary to identify the victim location determinations in the areas searched.

The search assessment marking system is designed to be used in conjunction with the structure/hazards evaluations marking system.

A 2' x 2' "X" will be made with International Orange color spray paint. This X will be constructed in two operations:

- One slash drawn upon entry into the structure (or room, hallway, etc.) "/".
- A second crossing slash drawn upon exit "X".
- Distinct marking will be made inside the four quadrants of the "X" to clearly denote the search status and findings at the time of assessment.
- The marks will be made with carpenter chalk, lumber crayon, primary or duct tape, and black magic marker.
- The following illustrations define the Search Assessment marks:

<b>Left quadrant</b>	Department identifier
<b>Top quadrant</b>	Time and date that the Task Force personnel left the structure
<b>Right quadrant</b>	Personal hazards
<b>Bottom quadrant</b>	Number of live and dead victims still inside the structure ("0" = no victims)

- As with the Structure/Hazards Evaluation, it is important that markings are made specific to each area of entry or separate part of the building.
- If an area is searched and no victims are found it must be noted with an "X".
- It is also important that situation updates be noted as they are available to reduce needless duplication of search efforts.
  - Previous search markings would be crossed out.
  - New marking would be placed below (or next to) previous markings with the most recent information.

## **2. SEARCH AND RESCUE TEAM COMPOSITION**

Search and rescue teams may consist of the following:

Fire-Rescue	1 - Task Force Leader 1 - Safety Officer <i>1- Medical Team Manager (Doctor on-line)</i> 1 - Rescue Team Manager 2 - Medical Specialists 2 - Logistics Specialists 1 - Structural Specialists 2 - Rescue Officers 8 - Rescue Specialists (3 of which are HazMat Specialist Qualified) 2 - Technical Search Specialists 2 - Canine Search Specialists w/canines (FEMA Basic Minimum Evaluation)
Law Enforcement	Two officers with vehicles to provide security and liaison to Medical Examiner's Office
Public Works	Personnel and heavy equipment to clear roads for search and rescue team
Utilities	Personnel for securing area of electrical and gas hazards

## **III. SITUATION**

- A. Search and Rescue (S & R) is defined as the organized locating of victims of natural and manmade emergencies, and removal of victims from any hazardous situation.
- B. Search and Rescue (S & R) operations involving missing persons and/or drowning victims or downed aircraft, for example, can be necessary life-saving activities during and after disasters or emergencies. These S & R operations require the coordinated efforts of well-trained S & R personnel.
- C. If the emergency is small in scope and within incorporated municipalities, the local law enforcement agency will control the area in the vicinity of the Search and Rescue (S & R) effort.
- D. In emergency situations involving Search and Rescue (S & R) efforts within the jurisdiction of Leon County, the Sheriff's Department will direct local available resources, organize search teams, and control the area in the vicinity of the S & R effort.

## **IV. CONCEPT OF OPERATIONS**

- A. Emergency responders are on call 24 hours a day; law enforcement officers are covering their zones; Firefighters are located at fire stations throughout the County, and emergency responders can be summoned by calling 9-1-1.

- B. Non-urban Search and Rescue (S & R) efforts are directed by the Sheriff's Office. Depending on requirements of the situation, the Sheriff may request the assistance of the following agencies:
1. Local law enforcement agencies.
  2. Tallahassee Fire Department.
  3. Florida Highway Patrol.
  4. Florida Division of Emergency Management, through Leon County Sheriff's Office, Division of Emergency Management.
  5. Civil Air Patrol, through Leon County Sheriff's Office, Division of Emergency Management.
  6. National Guard, through Leon County Sheriff's Office, Division of Emergency Management.
- C. Within municipal boundaries:
1. The Tallahassee Fire Department will coordinate the Urban Search and Rescue (USAR) efforts.
  2. If required, assistance may be requested from:
    - a. Other City Departments.
    - b. Leon County Sheriff's Office.
    - c. Other law enforcement agencies.
- D. The Florida Division of Emergency Management acts as a monitoring agency for all Search and Rescue (S & R) operations in the State. In the event that: (1) local government requests State coordination of the S & R operations, (2) S & R requirements are multi-county in nature, (3) S & R operations are in conjunction with other State emergency efforts, or (4) the Governor so directs, the Florida Division of Emergency Management will assume the primary responsibility for coordination of S & R functions.

## **V. RESPONSIBILITIES**

### **Leon County Sheriff's Office**

1. Responsible for Search and Rescue (S & R) operations within non-urban areas and for coordinating countywide operations when necessary.

2. Coordinate plans, teams, and register all participants and procedures for accomplishing Search and Rescue (S & R) operations.
3. Maintain a reference file of local, State, Federal, and volunteer agencies with Search and Rescue (S & R) capabilities.
4. Assist the municipal government in organizing Search and Rescue (S & R) capabilities.
5. Assist the municipal government upon request in local Search and Rescue (S & R) operations.
6. Through the Leon County Sheriff's Office, Division of Emergency Management, notify the State Division of Emergency Management of Search and Rescue (S & R) operations and request assistance as necessary.
7. Through the team leader, account for search and rescue participants both leaving and returning from search efforts.
8. Determine placement and use of personnel and equipment.

Tallahassee Fire Department: Urban Search and Rescue.

1. Organize and develop Urban Search and Rescue (USAR) capabilities.
2. Initiate mutual aid agreements with adjacent jurisdictions.
3. Call upon the Leon County Sheriff's Office for assistance as required.
4. Assist Leon County if requested.
5. Through team leader, account for Urban Search and Rescue (USAR) participants both leaving and returning from search efforts.
6. Determine placement and use of personnel and equipment.

Leon County Emergency Medical Services

1. Provide medical exams of Search and Rescue (S & R) teams as required.
2. In incidents involving mass casualties, establish and perform triage.
3. Transport survivor(s) to Tallahassee Memorial HealthCare Center or Tallahassee Regional Medical Center. Examine and/or treat victims as conditions require.

### Capital Area Chapter of the American Red Cross

1. Provide for feeding of emergency workers. If the search and rescue operation continues over an extended period, the Red Cross will provide meals.
2. Coordinate mental health counseling for victims and victims' families.

### Search and Rescue Participants

1. All S & R participants are responsible for signing-in at the Incident Command Post, to include providing their names, addresses, agencies, home, work, and closest relatives' telephone numbers.
2. Participants will be assigned to teams, briefed, and deployed.
3. When teams return, participants will be checked in and provided food and drink as well as medical attention.

## **VI. RESOURCE MANAGEMENT**

Resource lists are maintained by each agency and are available upon request. Any additional resources will be coordinated by the Leon County Sheriff's Office, Division of Emergency Management through mutual aid agreements. General resource needs for S&R teams are listed below:

### Communications

- Each Search and Rescue team will be provided radio communications with their supporting agencies.
- All radio communications and coordination will be conducted at the Incident Command Post.
- Cellular telephones will also be used.

### Support Equipment

- Radios
- Flashlights
- Compasses
- Maps
- Rain gear
- Boats

<b>LEON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN</b>	<b>Reference: STATE CEMP ESF 10</b>	<b>Reference: NATIONAL RESPONSE FRAMEWORK ESF 10</b>
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**ANNEX 10  
HAZARDOUS MATERIALS**

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**TABLE OF CONTENTS**

<b>SECTION/TITLE</b>	<b>PAGE</b>
I. INTRODUCTION .....	2
II. POLICIES .....	3
III. RESOURCE AVAILABILITY AND CAPABILITY ASSESSMENT .....	3
IV. CONCEPT OF OPERATIONS .....	4
V. RESOURCE MANAGEMENT AND MUTUAL AID.....	12

## **ANNEX 10**

### **HAZARDOUS MATERIALS**

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**LEAD AGENCY:** City of Tallahassee Fire Department

**SUPPORT AGENCIES:** Apalachee Local Emergency Planning Committee  
Leon County Development Support and Environmental Management  
Leon County Division of Emergency Management  
Leon County Sheriff's Office  
Leon County Solid Waste Management Division  
Florida Department of Environmental Protection  
Florida Department of Health

#### **I. INTRODUCTION**

Emergency Support Function #10 is the coordinating structure for hazardous materials incident response activities in Leon County. Emergency Support Function # 10 is a mission essential function of local government, it is integral in safeguarding the lives and property of Leon County's citizens. The Emergency Support Function #10 coordinating structure helps establish relationships, plan, organize, and build capabilities before, during, and after a disaster occurs.

Accidents involving hazardous materials may occur during transportation, industrial usage, medical or government operations, and may involve highway, rail, or air equipment. The accident may result in a fire or explosion at facilities using, or storing, such materials. This type of accident may involve radioactive materials, chemicals (including pesticides and explosives) or biological materials, and may pose an extremely hazardous threat to those responding to the incident and to the populated areas in which the incident occurs. Generally, this type of accident will be a localized emergency. However, there is always the possibility of large areas being affected, depending upon the nature and amount of the material involved and the magnitude of the incident. Immediate responsibility for safeguards at all times as related to hazardous materials belongs to the party who has legal possession of that material.

#### **A. MISSION DESCRIPTION**

The terms hazardous materials, hazardous waste, and hazardous substances are used to classify various chemicals depending on their use, type of hazard, and degree of hazard. The use of the term "hazardous material" in this Annex refers generically to any substance that falls into one or more of the above categories. For the purposes of this document, a hazardous material is defined as any substance that, if improperly handled, is capable of harming people, animals, plants, or the environment.



## **B. PURPOSE**

The purpose of this annex is to provide for a coordinated response to hazardous material releases or spills which threaten public or emergency worker safety, or pose a threat to the environment.

## **C. SCOPE**

This annex applies to the function of hazardous materials emergency response at the County level. This includes mobilizing and providing personnel, equipment, and supplies in support of local agencies involved in hazardous materials emergency response.

The functions of firefighting, which fall under the auspices of the fire service, are detailed in Emergency Support Function #4 – Firefighting.

The functions of urban search and rescue emergency response, which fall under the auspices of the fire service, are detailed in Emergency Support Function #9 – Search and Rescue Response.

# **II. POLICIES**

- The National Incident Management System is the standard for incident management in Leon County.
- Leon County and the City of Tallahassee have entered into an Interlocal Agreement in which the City agrees, through the Tallahassee Fire Department, to provide countywide fire services, including hazardous materials emergency response.
- The Tallahassee Fire Department maintains a State of Florida Domestic Security supported Florida Type II Hazardous Materials Response Team. This team serves as a regional response asset.
- Requests for mutual aid will be coordinated through the Florida Fire Chief's Association Statewide Emergency Response Plan.

# **III. RESOURCE AVAILABILITY AND CAPABILITY ASSESSMENT**

## **A. RESOURCES**

The following resources are available to Emergency Support Function #10 for responding to a hazardous materials emergency.

The Tallahassee Fire Department has:

- 1 Type II Hazardous Materials Response Team
- ### of trained (Florida 160-hour course) Hazmat Technicians

Leon County Sheriff's Office has:

#### of Deputies trained in Preventative Radiological/Nuclear Detection

Leon County Solid Waste Management Division has:

#### personnel trained to what? Hazmat Level (OHSA)

#### type? Of special equipment for containing hazardous materials

#### other? hazardous materials capability

Leon County Development Support and Environmental Management

#### of petroleum tank inspectors

#### other? hazardous materials capability

## **B. CAPABILITY ASSESSMENT**

Emergency Support Function #10 has a robust capability to respond to hazardous materials emergencies. However, long term incidents will tax personnel availability and necessitate mutual aid. Florida Emergency Management Region 2 does not have another Hazardous Materials Response Team and mutual aid will need to be requested. Resource support would be required of other regions in the state and deployment times would exceed one hour.

# **IV. CONCEPT OF OPERATIONS**

## **A. PRE-DISASTER OPERATIONS**

### **1. Protection - Federal and State Regulation**

To ensure the health and safety of Americans, and to protect the environment the Federal government has enacted regulations governing hazardous materials. These regulations set forth safe handling guidelines for hazardous materials, from creation through disposal.

Federal agencies and area of regulatory responsibility:

Occupational Safety and Health Administration

Safety Data Sheets

Environmental Protection Agency

Chemical Storage and Release

Hazardous Waste

Department of Transportation

Transportation (Highway, Rail, and Air)

Pipeline

Nuclear Regulatory Commission

Radiation

To ensure the health and safety of Floridians, and to protect the state's natural resources, the State of Florida has adopted Federal hazardous materials

regulations and in some cases enacted, through statute, additional safety requirements.

State Agencies and area of regulatory responsibility:

- Florida Division of Emergency Management
  - Chemical Storage and Release (Fixed Facility)
  - Radiological Emergency Preparedness (Power Plant)
- Florida Department of Environmental Protection
  - Hazardous Waste
  - Petroleum Storage Tanks
- Florida Department of Health
  - Radiation
  - Chemical Exposure (Monitoring and Treatment Guidelines)
- Florida Highway Patrol
  - Transportation (Highway)
- Florida Department of Transportation
  - Transportation (Rail)
- Florida Department of Agriculture
  - Liquefied Petroleum Gas

## **2. Community Mitigation**

The Tallahassee-Leon County Local Mitigation Strategy is a comprehensive plan intended to reduce the community's long-term vulnerability to natural and technological hazards through various forms of mitigation. The Chief of the Tallahassee Fire Department and the Director of Leon County Emergency Management are voting members of the Local Mitigation Strategy Steering Committee. As Members of the Steering Committee, they provide hazardous materials response perspective in the development of mitigation initiatives to address hazards that affect various areas and constituencies of Leon County.

## **3. Vulnerability Reduction-Small Quantity Hazardous Waste**

The Leon County Solid Waste Management Division operates a hazardous waste collection center. The center gives Leon County residents a place to safely and properly dispose of hazardous materials from their homes. Residents can drop off fertilizers, fungicides, pesticides, herbicides, household chemicals, cleansers, paints, paint thinners and removers, solvents, automotive fluids, wood preservatives, used motor oil, pool chemicals, compact fluorescent lamps and batteries.

The Leon County Solid Waste Management Division oversees the small quantity waste generator program. Staff provides technical assistance, site inspection, and enforcement for businesses using or storing hazardous materials which do not meet the requirements for reporting under the Superfund Amendments and Reauthorization Act (SARA) Title III, also referred to as the Emergency Planning Community Right-To-Know Act (EPCRA).

Additionally, Leon County Solid Waste Management Division plans for the collection, storage, and safe disposal of household hazardous waste generated by a disaster as part of the Leon County Debris Management Plan.

The Leon County Solid Waste Management Division provides guidance to the public on the proper disposal of post-disaster household hazardous materials. This assures household hazardous materials are disposed of in an environmentally safe manner.

**4. Vulnerability Reduction-Petroleum Storage Tank Regulation**

The Leon County Department of Development Support and Environmental Management is responsible for the enforcement of state regulations concerning underground and above ground petroleum storage tanks. This program protects the aquifer through limiting the discharge of petroleum into the environment. Over time, compliance inspections have resulted in:

- The closing of some older facilities that are out of compliance
- The detected and proper removal of abandoned storage tanks
- The clean-up of active facilities that had active leaks
- The installation of leak detection devices by active facilities

**5. Hazardous Materials Analysis Planning**

Apalachee Local Emergency Planning Committee (LEPC)

The Apalachee Local Emergency Planning Committee implements the Environmental Protection Agency's Emergency Planning Community Right-To-Know Act for Leon and surrounding counties. The Emergency Planning Community Right-To-Know Act requires the Apalachee Local Emergency Planning Committee to develop a hazardous materials emergency response plan. The plan is reviewed annually with stakeholder participation. Additionally, the Apalachee Local Emergency Planning Committee is required to provide information about chemicals in the community to citizens. This is accomplished through quarterly, publicly noticed, meetings.

**6. Response Planning**

Emergency Support Function #10 agencies should regularly review and update their agency's emergency response policies and procedures.

Emergency Support Function #10 agencies will annually review this annex and provide input to the Leon County Division of Emergency Management so that necessary updates may be made and planned for accordingly. A record of these changes will be kept by the Leon County Division of Emergency Management.

The Tallahassee Fire Department will identify personnel to serve as Agency Representatives in the Emergency Operations Center at the Emergency Support Function #10 desk during activations. When activated the Tallahassee

Fire Department's Agency Representative functions as the Florida Fire Chief's Association County Coordinator, in accordance with the Florida Fire Chief's Association Statewide Emergency Response Plan.

## **7. Training**

The Tallahassee Fire Department maintains a cadre of trained Hazmat Technicians. Every year a new group of firefighters are entered into the Florida Hazardous Materials Technician training program. The Program consists of the 160 hour modified International Association of Fire Fighters Technician Program, meeting the performance competencies of the State Emergency Response Commission training guidelines, completion of the State Emergency Response Commission Hazmat Technician Task Book, and scoring 70% or better on the 100 question state exam.

The Apalachee Local Emergency Planning Committee utilizes United States Department of Transportation Hazardous Materials Emergency Preparedness grant funds to hold free hazardous material response training for public sector employees within the District. Examples of eligible training courses include:

- Hazardous Materials Awareness Level
- Hazardous Materials Operations Level
- Hazardous Materials Technician Level
- CAMEO ofm Training
- HAZWOPER Training
- Advanced Hazardous Materials Life Support
- Chemistry for Emergency Responders

## **8. Exercise**

The Apalachee Local Emergency Planning Committee is required to conduct a Homeland Security Exercise and Evaluation Program compliant hazardous materials exercise biennially. The Apalachee Local Emergency Planning Committee exercise occurs in even numbered years. Emergency Support Function #10 Staff are invited to participate in the biennial exercises.

# **B. DISASTER OPERATIONS**

## **1. Field Operations**

**Hazmat Team Response** - The Tallahassee Fire Department's Hazardous Materials Team will respond to hazardous materials emergencies within Leon County. Hazmat response operations will be directed by the Tallahassee Fire Department utilizing the Incident Command System. When multiple Emergency Support Function #10 agencies, or agencies from other Emergency Support Functions, are on scene a Unified Command structure should be established.

The State Emergency Response Commission's Hazmat Field Operations Guide provides the following eight step process for responding to a hazardous materials emergency:

- Site Management and Determination of Control Zones
- Identification and Verification of a Hazardous Substance
- Hazard Risk Analysis
- Resource Allocation
- Personal Protective Equipment
- Development of an Incident Action Plan and Response Objectives
- Decontamination
- Termination

**Mutual Aid** - The Tallahassee Fire Department's Hazardous Materials Team Incident Commander may request Mutual Aid assistance from the Emergency Support Function #10 desk in the Emergency Operations Center. Possible forms of mutual aid include the following:

**Hazmat Team Relief** – A complex, long duration hazardous materials emergency response will require the dispatch of another hazardous materials team to relieve the Tallahassee Fire Department's Hazardous Materials Team. Mutual Aid assistance from the Florida Fire Chiefs Association Statewide Emergency Response Plan will be requested through the Emergency Support Function #10 desk in the Emergency Operations Center.

**Technical Assistance and Environmental Response** - The Florida Department of Environmental Protection's Office of Emergency Response provides technical and on-site assistance to ensure threats from hazardous materials emergencies to the environment and human safety are quickly and effectively addressed. The Office of Emergency Response can be requested to respond to an incident by making a request to the Florida Division of Emergency Management's State Watch Office.

The Office of Emergency Response has individual response staff that can deploy to an incident scene to provide technical assistance to a Hazmat Team Incident Commander. The Office of Emergency Response also coordinates assignment of Environmental Response Teams. Environmental Response Teams have environmental investigators and other law enforcement personnel who can enter contaminated areas for the purpose of documenting and collecting criminal evidence. Additionally, Environmental Response Teams have trained technician-level responders that have the ability to conduct forensic sampling of unknown materials for the purpose of field and analytical testing at an appropriate support laboratory.

**Public Health/Environmental Health Response - The Florida Department of Health, Bureau of Environmental Health provides multiple services in support of a hazardous materials emergency.**

Bureau of Environmental Health staff can be deployed to evaluate potential health risks from chemical, biological, radiological and physical agents in the environment. During an emergency, Bureau of Environmental Health staff can provide technical advice to a Hazmat Team Incident Commander.

Bureau of Environmental Health staff can assist with: field investigations, medical treatment and decontamination consultation; criteria for entry into a contaminated zone; and prevention measures, evacuation and relocation decisions.

Additionally, the Bureau of Environmental Health has primary authority and responsibility for facilities that generate, transport, store, or treat biomedical waste. During emergencies, Bureau of Environmental Health staff can provide technical information and advice to a Hazmat Team Incident Commander on protecting health care workers, environmental-service staff, waste haulers and the general public from risks associated with potentially infectious biomedical waste.

The Bureau of Environmental Health can be requested to respond to an incident by making a request to the Florida Division of Emergency Management's State Watch Office.

**Preventative Radiation and Nuclear Detection Response - The Leon County Sheriff's Office maintains a team of Deputy Sheriff's specially trained in the detection of radioactive and nuclear materials.**

These Deputy Sheriff's and their equipment will be deployed while on patrol and at special events. The routine mission of these Deputies is to identify illicit possession or transportation of radiological/nuclear materials while ensuring their personal safety and the safety of the community.

The Tallahassee Fire Department Hazmat Team Incident Commander may request assistance from the Leon County Sheriff's Office, when it is believed a hazardous materials emergency may involve radioactive or nuclear materials. Deputy Sheriff's trained in Preventative Radiation and Nuclear Detection may be requested by contacting the Consolidated Dispatch Agency.

**Radiation Response - The Florida Department of Health, through the**

Bureau of Radiation Control, is statutorily designated as the state radiation protection agency. To carry out its responsibilities as the state radiation protection agency, the Bureau of Radiation Control is authorized to respond to any emergency which involves possible or actual release of radioactive materials, carry out or supervise any required decontamination, and otherwise protect the public health and safety. When requested, the Bureau of Radiation Control will deploy a field team and its Mobile Emergency Radiological Laboratory.

The Bureau of Radiation Control can be requested to respond to an incident by making a request to the Florida Division of Emergency Management's State Watch Office.

## **2. Emergency Operations Center**

The Tallahassee Fire Department will deploy personnel to serve as Agency Representatives in the Emergency Operations Center at the Emergency Support Function #10 desk during activations.

Agency Representatives in the Emergency Operations Center at the Emergency Support Function #10 desk will:

- Establish communications with Emergency Support Function #10 agencies.
  - Incident Commander(s) at incident scene(s)
- Coordinate with other Agency Representatives in the Emergency Operations Center.
- Provide situation status reports of Emergency Support Function #10 activities during Emergency Operations Center briefings.
- Relay information from Emergency Operations Center briefings to Emergency Support Function #10 agencies.
- Prepare, in coordination with the Leon County Division of Emergency Management, requests for assistance from the Florida Fire Chief's Association Statewide Emergency Response Plan through the Statewide Mutual Aid Agreement.
- Monitor assignment and use of mutual aid resources, and coordinate reassignment of mutual aid resources among Incident Commanders.

Emergency Operations Center activation may require 24 hour staffing of Emergency Support Function #10 desk. During an emergency, Emergency Operations Center shifts typically last for 12 hours.



## **C. POST-DISASTER OPERATIONS**

### **1. Clean-up of Hazardous Materials Release**

It is the obligation of the responsible party, owner or transporter of the material, to arrange cleanup of a release site.

If the responsible party cannot be identified, the responsible party is unable to pay for cleanup, or if the site is abandoned; the Florida Department of Environmental Protection has the responsibility for clean-up, decontamination and removal.

### **2. Cost Recovery**

The responsible party is liable for all costs associated with proper clean up and disposal, including costs incurred by Emergency Support Function #10 agencies.

Emergency Support Function #10 agencies should keep a detailed record of any costs incurred in the response to a hazardous materials emergency.

In cases where a responsible party cannot be identified or party is unable to pay for cleanup, Emergency Support Function #10 agencies may be eligible for the United States Environmental Protection Agency's Local Governments Reimbursement Program.

### **4. Public Health and Environmental Monitoring**

Following a hazardous materials emergency, the Florida Department of Health's Bureau of Environmental Health staff can initiate field investigations, epidemiological studies, and the establishment of exposure registries that include monitoring of long-term health impacts of those exposed to hazardous chemicals.

### **5. Post-Disaster Hazardous Materials Assessments**

When a disaster occurs in Leon County, Emergency Support Function #10 agencies, which normally coordinate hazardous material response, have other significant lifesaving response tasks. In the event that local response resources are not available for hazardous materials assessments, Leon County may request assistance for the State Emergency Operations Center for hazardous materials response. Post disaster hazardous materials assessments may include the following activities:

Survey impacted areas for releases of hazardous materials.  
Inspect facilities that use, manufacture, and/or transport hazardous materials for releases or damage.

Contain, isolate, and coordinate the clean-up of spills of hazardous materials.

Assure that household hazardous materials are being disposed of in an environmentally safe manner.

**6. Post-Disaster Household Hazardous Waste Debris Management**

The Leon County Solid Waste Management Division oversees the collection, storage, and safe disposal of household hazardous waste generated by a disaster.

**7. Demobilization**

Demobilize resources acquired through Florida Fire Chief's Association Statewide Emergency Response Plan.

**8. Financial Management**

Emergency Support Function #10 agencies will collect all personnel time, equipment usage time/mileage, and supply costs incurred during emergency response operations and forward them to their agency's Budget Analyst.

**9. After Action Review**

After a disaster has occurred, an after action report will be written in order to evaluate how effectively Leon County was able to respond to the disaster and what can be improved upon in preparation for future events. Emergency Support Function #10 Staff will provide information, regarding hazardous materials response activities, to the Leon County Division of Emergency Management for inclusion in the report.

**V. RESOURCE MANAGEMENT AND MUTUAL AID**

Leon County and the City of Tallahassee are signatories of the Statewide Mutual Aid Agreement. In the event of a disaster in which Leon County requires additional response capabilities, the Statewide Mutual Aid Agreement may be invoked in order to request assistance and resources from other participating parties including counties, cities, special districts, colleges, universities, or educational districts.

The Florida Fire Chief's Association, in coordination with the Florida Division of the State Fire Marshal and the Florida Division of Emergency Management, has developed a Statewide Emergency Response Plan for coordinating mutual aid requests through the Statewide Mutual Aid Agreement.

The Florida Fire Chief's Association and with the Florida Division of the State Fire Marshal has entered into a Memoranda of Understanding (MOU) with the Florida Department of Environmental Protection and the Department of Health relating to periods of activations of the State Emergency Operations Center. Under these Memoranda of Understanding's, Emergency Support Function #4/9, Emergency Support Function #8 and Emergency Support Function #10 will work together on the deployment

of various response resources including the Department of Environmental Protection emergency response personnel and the statewide multiagency Environmental Response Team. Any request for these resources will be coordinated in accordance with the Statewide Emergency Response Plan.

Under the Florida Fire Chief's Association Statewide Emergency Response Plan coordination is facilitated by the following positions:

**Emergency Response Committee Chair (State Coordinator)**

- Responsible for assigning staff in the State Emergency Support Function #4 positions at the State Emergency Operations Center.
- Responsible for the oversight and implementation of the Florida Fire Chief's Association Statewide Emergency Response Plan and providing guidance and direction to the Emergency Response Committee.
- The State Coordinator shall appoint, a Vice Chair and alternate(s) as needed.

**Regional Emergency Response Coordinator (Regional Coordinator)**

- Coordinates emergency assistance operations at the regional level, providing for the deployment of resources into the affected area(s).
- Appoints County Emergency Response Coordinators, Alternate(s), and other liaison positions as required.
- Each Regional Coordinator and appointed representatives is responsible for tracking all available resources within the region.
- Provides personnel to assist at State Emergency Operations Center during activations as requested.

**County Emergency Response Coordinator (County Coordinator)**

- This person shall coordinate assistance among fire rescue agencies in their respective county.
- This position also serves as the liaison between the County Emergency Manager and the Florida Fire Chief's Association Statewide Emergency Response Plan.

When a fire department is affected by an emergency situation, requests for Statewide Mutual Aid assistance can be made through the Florida Fire Chief's Association Statewide Emergency Response Plan, by directing such request to their County Emergency Operations Center. The County Emergency Operations Center will complete a Division of the State Fire Marshal Request for Assistance (RFA) form, on behalf of the requesting agency, and forward to the State Emergency Operations Center. Once received by the State Emergency Operations Center, the request will be forwarded to the Division of the State Fire Marshal at the State Emergency Support Function #4Desk, who will forward the request, once verified, to the Florida Fire Chief's Association Statewide Emergency Response Plan Statewide Coordinator.

The Florida Fire Chief's Association Statewide Emergency Response Plan Statewide Coordinator will assign the requests for assistance to one or more Florida Fire Chief's

Association Statewide Emergency Response Plan Regional Coordinators to fill. The Regional Coordinator(s) will work with their County Coordinators in confirming availability of resources to be deployed as requested. Once a region has committed to filling a request, each responding agency is to complete the Division of the State Fire Marshal Response To Assistance Request (RTAR) form. The completed form shall be forwarded to the State Emergency Operations Center, State Emergency Support Function #4 Desk.

See the Florida Fire Chief's Association Statewide Emergency Response Plan for full details.

<b>LEON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN</b>	<b>Reference: STATE CEMP ESF 11</b>	<b>Reference: NATIONAL RESPONSE FRAMEWORK ESF 11</b>
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**ANNEX 11  
WATER AND FOOD**

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**TABLE OF CONTENTS**

<b>SECTION/TITLE</b>	<b>PAGE</b>
I. INTRODUCTION.....	2
A. MISSION DESCRIPTION.....	2
B. PURPOSE.....	2
C. SCOPE.....	2
II. POLICIES.....	3
III. RESOURCE AVAILABILITY AND CAPABILITY ASSESSMENT.....	3
A. RESOURCES.....	3
B. CAPABILITIES ASSESSMENT.....	6
IV. CONCEPT OF OPERATIONS.....	6
A. PRE-DISASTER OPERATIONS.....	6
B. DISASTER OPERATIONS.....	8
C. POST-DISASTER OPERATIONS.....	10
V. RESOURCE MANAGEMENT AND MUTUAL AID.....	10

## ANNEX 11 WATER AND FOOD

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<b>LEAD AGENCY:</b>	Second Harvest of the Big Bend (Supply) Leon County Emergency Management (EOC Logistics)
<b>SUPPORT AGENCIES:</b>	Leon County Government Local Supermarkets Florida Division of Emergency Management Florida National Guard Florida Department of Agriculture and Consumer Services Florida Department of Health in Leon County (Food Safety) Florida Baptist Disaster Relief Leon County Volunteer Center The Salvation Army American Red Cross Big Bend Community Organizations Active in Disaster

### **I. INTRODUCTION**

#### **A. MISSION DESCRIPTION**

Emergency Support Function #11 is the coordinating structure for identifying the need for, and obtaining water and food during a disaster in Leon County. Emergency Support Function #11 is a mission essential function of local government, it is integral in safeguarding the lives and property of Leon County's citizens. The Emergency Support Function #11 coordinating structure helps establish relationships, plan, organize, and build capabilities before, during, and after a disaster occurs.

#### **B. PURPOSE**

This annex provides guidance in coordinating water and food supply in support of mass care activities.

#### **C. SCOPE**

This annex applies to the functions of identifying and obtaining water and food during a disaster within Leon County.

Activities related to community mass feeding are addressed in the Emergency Support Function #6 – Mass Care and Sheltering Annex.

Activities related to reception of donated resources are addressed in the Emergency Support Function #15 – Volunteer and Donation Management Annex.

## **II. POLICIES**

Leon County, by County Commission Resolution, has adopted the National Incident Management System as the standard for incident management in Leon County.

Under Florida Law, Counties have the power and authority to appropriate and expend funds; make contracts; obtain and distribute equipment, materials, and supplies for emergency management purposes.

The Florida Department of Agriculture and Consumer Services has been designated as the lead State Agency for statewide coordination of ESF #11 activities under the State of Florida Comprehensive Emergency Management Plan. This includes providing disaster food supplies to designated disaster staging areas and mass feeding sites.

Under Florida law, the Florida Division of Emergency Management is to ascertain the requirements of the state and its political subdivisions for equipment and supplies of all kinds in the event of an emergency; plan for and either procure supplies, medicines, materials, and equipment or enter into memoranda of agreement or open purchase orders that will ensure their availability; and use and employ from time to time any of the property, services, and resources within the state. To implement this requirement, the Florida Division of Emergency Management maintains a Logistics Section which administers the Statewide Mutual Aid Agreement and the State Logistics Response Center in Orange County, Florida.

Under the Leon County Purchasing Policy, Policy #96-1, in the event of a declaration of emergency by the Chairman of the Board, the Purchasing Policy shall be suspended and the guidelines of Federal Regulations 2 CFR Part 200 shall be utilized, to include, but not be limited to procurement thresholds.

## **III. RESOURCE AVAILABILITY AND CAPABILITY ASSESSMENT**

### **A. RESOURCES**

#### **1. Personnel:**

The following organizations have personnel which serve a role under Emergency Support Function #11.

- **Second Harvest of the Big Bend:** The Second Harvest of the Big Bend has a (1) full-time Operations Director who oversees daily activities as-well-as the Disaster Relief Program. Additionally, the Second Harvest has an Operations Team consisting of Warehouse Staff, Inventory Staff, and Transportation Staff. The

Second Harvest of the Big Bend has a number of volunteers, and will use all available volunteers at the time of a disaster to support their operations.

- **Leon County Government:** During an activation of the Emergency Operations Center a Logistics Section is established. A member (1) from Leon County Government will serve as the Logistics Section Chief. The Logistics Section can, if required, source and procure resources to assist with Emergency Support Function #11 operations.

Leon County's Office of Resource Stewardship has staff that will be assigned to support the County's Logistics Staging Area(s) and Points of Distribution (PODS) for water and food. The Office of Resource Stewardship has one (1) Department Director and one (1) Facilities Manager that will oversee staff (over 60 personnel) assigned to operate a Logistics Staging Area(s) and Points of Distribution (PODS) for water and food.

Additionally, Leon County Government employees that are not designated Emergency Critical to their departments or to the Emergency Operations Center are classified as Emergency Support. Emergency Support Employees can be assigned to support operational assignments tasked by the Emergency Operations Center, to include logistical support of Emergency Support Function #11 Activities.

- **Florida National Guard:** Under the State of Florida Unified Logistics Plan, the Florida National Guard has been identified as a source for initial staffing of County Points of Distribution (PODS). The mission of Florida National Guard Personnel is to establish initial management of the Point of Distribution (PODS), open the site, and begin distribution of commodities to the public. The mission is for 72-hours unless an extension is requested by the County. At the 72-hour mark, Points of Distribution (PODS) should be staffed by local government personnel if they cannot be closed due to restoration efforts.

Florida National Guard personnel requested for a County Points of Distribution (PODS) mission cannot provide site security. Security is a separate mission and should be provided by Emergency Support Function #16 – Law Enforcement and Homeland Security resources or the County must request a Points of Distribution (PODS) Security mission from the State Emergency Operations Center.

## **2. Facilities:**

The following facilities exist within Leon County to support Emergency Support Function #11 operations.

- **Second Harvest of the Big Bend Warehouse:** The Second Harvest of the Big Bend has a 41,000 square foot warehouse. The warehouse has 22,000 square feet of dry storage space, 6,000 square feet of freezer storage space, and 6,000 square



feet of refrigerated storage space. The warehouse has seven (7) loading docks and parking space for up to ten (10) tractor trailers on the facility's grounds.

- **County Logistical Staging Areas:** Leon County Government, through the Office of Resource Stewardship operates County Logistical Staging Area. Possible locations that could serve as a County Logistical Staging Area include:
  - Lake Jackson Town Center at Huntington Oaks – This facility offers adequate indoor storage space, a trailer loading dock, and transportation accessibility major transportation routes via Monroe Street.
  - Leon County Fleet Yard – This facility offers covered storage space and transportation accessibility major transportation routes via Capital Circle Northeast and Mahan Drive.
  - Leon County Supervisor of Elections Warehouse – This facility offers adequate indoor storage space and loading docks, as well as transportation accessibility major transportation routes via Apalachee Parkway and Capital Circle Southeast. Availability of this facility will be limited during election years.
- **Points of Distribution (PODS):** The purpose of a Point of Distribution (PODS) is for counties to establish initial points where the general public will obtain life sustaining emergency relief supplies (water and food) until such time as power is restored, and traditional facilities such as retail establishments reopen. Points of Distribution (PODS) are intended to accommodate drive-thru traffic; allowing for streamlined distribution to citizens in need. Leon County has identified six (6) possible locations to serve as Points of Distribution (PODS):
  - Apalachee Regional Park – 7550 Apalachee Parkway
  - J. Lewis Hall Sr. Woodville Park – 1492 J. Lewis Hall Sr. Ln
  - Fort Braden Community Center – 16327 Blountstown Hwy
  - Fred George Greenway and Park – 3043 Capital Circle NW
  - Miccosukee Community Park – 15011 Cromartie Rd
  - Dorothy Cooper Spence Community Center – 4768 Charies Cross Rd

Each location is a Type-III Point of Distribution (PODS).

- **State of Florida Logistics Response Center:** This facility is not in Leon County, however the Florida Division of Emergency Management maintains a Logistics Response Center. The State Logistics Response Center is located in Orange County. It is an 187,196 square foot warehouse facility which maintains 500 truckloads of bottle water and 54 truckloads of shelf stable meals year around. This allows for the State to provide a quick initial response to County requests for Water and Food assistance in the immediate aftermath of a disaster.

### **3. Equipment:**

The following equipment exists within Leon County to support Emergency Support Function #11 operations.

- **Second Harvest of the Big Bend:** The Second Harvest of the Big Bend has one (1) twin screw tandem rear axle road tractor, a 53 foot refrigerated trailer, and a 36 foot refrigerated trailer. Additionally, they have four (4) refrigerated box trucks.
- **Leon County Government:** Leon County's Office Resource Stewardship has the following Material Handling Equipment (MHE) ### forklifts and pallet jacks for off-loading trucks at County Logistical Staging Area(s). Dumpsters for LSA & Pods

Leon County Fleet Management maintains a list of County-owned vehicles that are not essential during emergency events, such as trucks, vans, and SUVs, that can be used to courier water or food from County Logistical Staging Area(s) to Points of Distribution (PODS) for water and food.

## **B. CAPABILITIES ASSESSMENT**

There are ### grocery stores with in Leon County where most citizens primarily obtain food items. The grocery stores also carry water and other beverages. The City of Tallahassee provides municipal water service for residents within the city limits. The City's water distribution system is continually evaluated and updated by engineers and technicians to ensure adequate capacity and reliability to meet peak demand. Similarly, Talquin Electric provides water service to some of it's members in unincorporated Leon County. Other members in unincorporated Leon County rely on a well for their household water.

Power outages and floods associated with a disaster may impact the ability of grocery stores to open; may cause service interruptions for portions of the municipal water systems; and may leave personal water wells inoperable.

Emergency Support Function #11 has the capacity to mobilize resources for water and food operations. However, Leon County and its Emergency Support Function #11 partners do not maintain a large inventory of supplies for water and food operations. Mutual Aid and just-in-time purchasing will be required.

## **IV. CONCEPT OF OPERATIONS**

### **A. PRE-DISASTER OPERATIONS**

**1. Community Mitigation**

The Tallahassee-Leon County Local Mitigation Strategy is a comprehensive plan intended to reduce the community's long-term vulnerability to natural and technological hazards through various forms of mitigation. Leon County Emergency Management is a voting member of the Local Mitigation Strategy Steering Committee. As a member of the Steering Committee, they provide disaster preparedness and response perspective in the development of mitigation initiatives to address hazards that affect various areas and constituencies of Leon County.

**2. Response Planning**

Emergency Support Function #11 agencies should regularly review and update their agency's emergency response policies and procedures.

Emergency Support Function #11 agencies will annually review this annex and provide input to the Leon County Division of Emergency Management so that necessary updates may be made and planned for accordingly. A record of these changes will be kept by the Leon County Division of Emergency Management.

**3. Training**

Leon County Emergency Management maintains a Multi-Year Training and Exercise Plan. Emergency Management Staff will work with Emergency Support Function #11 agencies to identify and schedule training on water and food supply functions. Training courses are available from the Federal Emergency Management Agency (FEMA) and the Florida Division of Emergency Management.

**4. Maintain Supply Inventory**

The Second Harvest of the Big Bend maintains a year-round supply of water, snacks, and ready to eat meals. During the spring and through Hurricane Season the inventory is held at a higher level. Following Hurricane Season and through the winter months the inventory will be based on overall warehouse space needs.

The Florida Division of Emergency Management maintains a Logistics Response Center. The State Logistics Response Center, located in Orange County, maintains 500 truckloads of bottle water and 54 truckloads of shelf stable meals year around.

**5. Review Suitability of County Logistical Staging Area(s) and Points of Distribution**

Leon County Emergency Management and the Leon County Office of Resource Stewardship will annually review the list of possible County Logistical Staging Area and Point of Distribution sites to assess their availability and usefulness prior to each Hurricane Season. The list of possible County Logistical Staging

Area and Point of Distribution sites will be submitted to the Florida Division of Emergency Management's Unified Logistics Section.

## **B. DISASTER OPERATIONS**

### **Field Operations**

#### **1. Mobilize Warehouse**

The Second Harvest of the Big Bend will mobilize warehouse operations in support of emergency response efforts. Activities include:

- Deploy food stock to Food Pantries in advance of disaster onset.
- Work with Emergency Support Function #6 Mass Care and Shelter agencies to fill any resource gaps with water or snacks for shelter operations.
- Work with emergency response partners to store incoming relief supplies, if needed.
- Release food product to emergency response partners performing meal preparation, such as The Salvation Army or Florida Baptist Disaster Relief, in support of Emergency Support #6 Mass Care and Shelter agencies that conduct mobile feeding operations.
- Work through the State Network (Feeding Florida) and National Network (Feeding America) to obtain additional emergency water and food supplies.

#### **2. Activate County Logistical Staging Area(s)**

Leon County Emergency Management and Office of Resource Stewardship staff will determine the location(s) of County Logistical Staging Area(s) to be opened based on projected impacts.

Leon County Office of Resource Stewardship staff will deploy Material Handling Equipment (MHE) to identified County Logistical Staging Area(s). Office of Resource Stewardship personnel will also be assigned to a shift schedule for County Logistical Staging Area(s) operations.

Personnel operating the County Logistical Staging Area(s) will cross-dock products received from the State Logistics Response Center for immediate shipment to Points of Distribution (PODS), or if necessary offload product and stage it until transportation to Point of Distribution (PODS) is available.

Trucks from the State Logistics Response Center must be turned around within four hours of arrival at the County Logistical Staging Area(s). Shipments of product from the State Logistics Response Center will occur during the night, between 7:00 PM and 7:00 AM.

### **3. Activate Points of Distribution (PODS)**

Leon County Emergency Management and Office of Resource Stewardship staff will determine the locations of Points of Distribution (PODS) to be opened based on projected impacts.

Leon County Office of Resource Stewardship staff will deploy Material Handling Equipment (MHE) and other necessary supplies to identified Points of Distribution (PODS). Office of Resource Stewardship personnel will also be assigned to a shift schedule for Points of Distribution (PODS) operations.

Points of Distribution (PODS) will only operate during daylight hours. Once activated, a Point of Distribution (PODS) shall operate for a minimum of three consecutive days.

During the initial response to a disaster, the availability of supplies from the State Logistics Response Center will be limited. During the first three days of Points of Distribution (PODS) operation distribution to citizens will be:

- 1 gallon of water per person, per day (1 case of water = approx. 3 gallons)
- 2 Emergency Food Rations per person, per day

### **Emergency Operation Center**

Emergency Support Function #11 activities will be coordinated through the Logistics Section of the Emergency Operations Center (EOC).

Staff from the Emergency Operations Center (EOC) Logistics will maintain contact with the County Logistical Staging Area(s) supervisor to receive updates on product inventory levels. The Emergency Operations Center (EOC) Logistics will also maintain contact with Point of Distribution (PODS) site managers to receive updates on product distribution rates and anticipated needs for the next operational period.

Requests for re-supply of water and Emergency Food Rations from the State Logistics Response Center will be coordinated between the Emergency Operations Center (EOC) Logistics Section, County Emergency Management staff and the State Emergency Operations Center.

When supplies are not available or have not arrived from State Logistics Response Center, the Emergency Operations Center (EOC) Logistics Section will request Second Harvest of the Big Bend. If Second Harvest of the Big Bend is unable to fulfill the request for supplies, then Emergency Operations Center (EOC) Logistics Section will procure supplies through the private sector.

If Emergency Support Function #6 – Mass Care agencies are in need of water or food supplies, and cannot meet requirements through their internal supply system, their Emergency Operations Center Agency Representative will coordinate with the Emergency Operations Center (EOC) Logistics Section for supplies.

## **C. POST-DISASTER OPERATIONS**

### **1. De-activate Points of Distribution and County Logistical Staging Area**

As power is restored and traditional facilities such as retail establishments re-open Points of Distribution (PODS) will be de-activated. Any water or meals remaining at a Point of Distribution (PODS) will be returned to the County Logistical Staging Area.

Remaining water and meals at the County Logistical Staging Area that can be returned to the State Logistics Response Center will be the State Emergency Operations Center.

Remaining water and meals at the County Logistical Staging Area that cannot be returned to the State Logistics Response Center will be transferred to The Second Harvest of the Big Bend. Product will be prepared for loading, and a pick-up will be scheduled with The Second Harvest of the Big Bend.

### **2. Second Harvest of the Big Bend Operations**

After the event

Quickly supply affected agencies with relief product

Conduct Mobile pantries as needed in hard hit areas

Continue to supply partners in long to term relief and recovery program

Stage and resupply other areas of the state as necessary

## **V. RESOURCE MANAGEMENT AND MUTUAL AID**

Some Emergency Support Function #6 agencies, such as the Red Cross, The Salvation Army, and Second Harvest have access to state and national resources through their respective organizations. These organizations will follow their internal procedures for requesting and tracking internal support for their local emergency operation. If an Emergency Support Function #6 organization cannot obtain resources through their internal procedures, a request for assistance may be placed with the Logistics Section of the Emergency Operations Center.

Donated supplies, bottled water and snacks, may be obtained through a request to Emergency Support Function #15 - Volunteers and Donations to support Emergency Support Function #11 Water and Food operations.

Leon County Government agencies with responsibilities under Emergency Support Function #11 may procure the resources needed, before or during a disaster, to accomplish their mission. Assistance with procurement may be carried out by the Logistics Section of the Emergency Operations Center.

Additionally, Leon County and the City of Tallahassee are signatories of the Statewide Mutual Aid Agreement. In the event of a declared disaster in which Leon County requires additional response capabilities, the Statewide Mutual Aid Agreement may be invoked in order to request assistance and resources from other participating parties including counties, cities, special districts, colleges, universities, or educational districts.

Any Request for assistance through the Statewide Mutual Aid Agreement shall be directed to Emergency Management staff in the Emergency Operations Center. Emergency Management staff will place the request with the State Emergency Operations Center using the state's resource management software, WebEOC.

<b>LEON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN</b>	<b>Reference: STATE CEMP ESF 12</b>	<b>Reference: NATIONAL RESPONSE PLAN ESF 12</b>
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**ANNEX 12  
ENERGY AND UTILITIES**

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**TABLE OF CONTENTS**

<b>SECTION/TITLE</b>	<b>PAGE</b>
I. INTRODUCTION .....	2
II. POLICIES .....	4
III. SITUATION .....	45
IV. CONCEPT OF OPERATIONS .....	56
V. RESPONSIBILITIES .....	<u>Error! Bookmark not defined.</u> 9
VI. RESOURCE REQUIREMENT .....	8+-



**ANNEX 12**  
**ENERGY AND UTILITIES**

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**LEAD AGENCIES - ELECTRIC:** City of Tallahassee Electric – Incorporated  
Talquin Electric Cooperative - Unincorporated

**LEAD AGENCIES – UTILITIES:** City of Tallahassee Underground Utilities and Public  
Infrastructure – Incorporated  
Talquin Electric Cooperative – Unincorporated

**SUPPORT AGENCIES:** City of Tallahassee Customer Operations,  
Florida Municipal Electric Association,  
Florida Electric Cooperatives Association,  
Florida Water/Wastewater Agency Response Network,  
Florida Rural Water Association,  
Leon County Division of Emergency Management,  
Leon County Public Works

**I. INTRODUCTION**

Emergency Support Function #12 is the coordinating structure for Energy and Utilities activities in Leon County. Emergency Support Function #12 is a mission essential function of local government, it is integral in safeguarding the lives and property of Leon County's citizens. The Emergency Support Function #12 coordinating structure helps establish relationships, plan, organize, and build capabilities before, during, and after a disaster occurs.

**A. MISSION DESCRIPTION**

Emergency Support Function #12 has two primary missions: to provide a reliable supply of electricity, water, and gas; and to repair and restore damaged and/or destroyed utility infrastructure. These missions contribute to the protection of lives, property, and the environment in Leon County.

**B. PURPOSE**

This annex provides guidance in coordinating Energy and Utility activities before, during, and after a disaster occurs.

**C. SCOPE**

This annex applies to the functions of Energy and Utilities at the County level. This includes mobilizing and providing personnel, equipment, and supplies in support of the Emergency Support Function #12 primary missions.

The purpose of this group is to identify policies and procedures to be implemented by the utility companies in the event of an emergency. The utility companies will coordinate with the various utilities in responding to and recovering from electrical power outages and capacity shortages which impact or threaten to impact significant numbers of

residents and visitors. Energy shortages may be caused by the disruption of normal supply distribution during severe weather conditions. Power outages and capacity shortages may be caused by unusually hot or cold weather, short-term electric fuel transportation and supply shortages, severe weather conditions, or power plant outages.

Talquin Electric (TE) and the City of Tallahassee (COT) manage the coordination of emergency restoration of the normal supply of electrical power to normalize all community functions. TE and COT will prioritize restoration of electrical power to vital community resources such as potable water, waste water transmission and treatment systems and other related facilities in support of the health and safety of the affected population. These activities include but are not limited to:

- Assessing energy system damage, energy supply demand, and restoration requirements for these systems.
- Establishing and implementing priority allocations for the restoration of electrical power to critical facilities in support of the recovery from the disaster event.
- Coordinating with outside agencies and private entities to provide for energy supplies, disseminating specific information related to fuel and power availability, and coordinating with the sources of specialized labor, fuel, transportation, and mobile equipment to repair or restore energy and related systems.
- Providing recommendations to local authorities regarding the priority restoration of facilities and the most efficient means to implement recovery operations.
- Coordinating with local, State, and Federal agencies and private utility systems in the development of energy emergency information, education, and conservation guidance for the public before, during and after disaster-related events.
- Coordinating information development with the Information and Planning Section (ESF 5), for dissemination to State and Federal agencies and energy suppliers relative to the availability of energy supplies, fuel, and the need for additional equipment or fuel based on the magnitude and severity of the event.
- Providing technical assistance and specialized labor in the operation, repair, and maintenance of energy systems and vital equipment.
- Identifying available resources (personnel and equipment) and their location and serviceability in preplanning for a major event prior to Emergency Operations Center (EOC) activation.
- Coordinating with other departments in the identification, staging, and mission identification for available staffing and equipment.

- TE and COT will coordinate with the Leon County Sheriff's Office, Division of Emergency Management for the priority power restoration to critical public and private facilities following a major power outage.

## **II.      POLICIES**

- The National Incident Management System is the standard for incident management in Leon County.
- Requests for mutual aid will be coordinated through:
  - City Electric will request mutual aid through the Florida Municipal Electric Association
  - Talquin Electric will request electric system mutual aid thorough the Florida Electric Cooperatives Association
  - City Underground Utilities and Public Infrastructure will request water and waste water mutual aid through the Florida Water/Wastewater Agency Response Network
  - Talquin Electric will request water and wastewater mutual aid through Florida Rural Water Association
  - Other resource needs for mutual aid will be requested through Leon County Emergency Management to the State Emergency Operations Center according to the Statewide Mutual Aid Agreement
- An assessment of impacts to energy and utility infrastructure must be completed prior to the commencement of restoration activities.
- National Electric Safety Code Compliance:
  - The City of Tallahassee Electric Utility (City) has adopted the National Electric Safety Code as the standard for electric transmission and distribution system design and therefore designs electric transmission and distribution facilities to the latest edition of the National Electric Safety Code. All distribution engineering standards, guidelines, policies, practices and procedures are in accordance with this Code.
  - Construction standards, policies, guidelines, practices, and procedures at the Talquin Electric Cooperative comply with the National Electrical Safety Code.

## **III.    RESOURCE AVAILABILTY AND CAPABILITY ASSESSMENT**

The following Electric and Utility resources are available to Emergency Support Function #12.

- Personnel: The following organizations have personnel which serve a role under Emergency Support Function #12.
  - City of Tallahassee Electric has 295 employees.
  - Talquin Electric has employees involved in electric services.
  - City of Tallahassee Underground Utilities and Public Infrastructure has employees involved in water, wastewater, and gas utilities services.

- Talquin Electric has employees involved in water and wastewater services.

## **IV. CONCEPT OF OPERATIONS**

### **A. PRE-DISASTER OPERATIONS**

#### **1. Community Mitigation**

The Tallahassee-Leon County Local Mitigation Strategy is a comprehensive plan intended to reduce the community's long-term vulnerability to natural and technological hazards through various forms of mitigation. The City of Tallahassee Underground Utilities and Public Infrastructure is a voting member of The Local Mitigation Strategy Steering Committee. As a Member of the Steering Committee, they provide Utilities perspective in the development of mitigation initiatives to address hazards that affect various areas and constituencies of Leon County.

#### **2. Long-Term Vulnerability Reduction – City of Tallahassee Storm Hardening Report to Public Service Commission**

Annually the City of Tallahassee submits a report on its storm hardening initiatives to the Florida Public Service Commission.

#### **3. Long-Term Vulnerability Reduction – City of Tallahassee Underground Power Lines**

Approximately 60% of the City of Tallahassee's electric power lines are buried underground. Since the 1980's new developments in Tallahassee have been required to bury their power lines.

#### **4. Long-Term Vulnerability Reduction – City of Tallahassee Infrared Inspections/Flying Inspection of Transmission and Distribution Facilities**

The transmission system is routinely inspected twice per year. Other aerial inspections of different segments of the distribution and transmission system are performed as needed. The Electric Utility and Tallahassee Police Department have jointly funded a Forward Looking Infrared Radar (FLIR) system that is utilized from the Leon County Sheriff's Office (LCSO) helicopters for aerial inspections.

#### **5. Long-Term Vulnerability Reduction – City of Tallahassee Transmission and Distribution Pole Inspections**

The City's program is defined so that every eight years a new pole inspection and treatment cycle is initiated to inspect all the distribution and transmission wood poles and structures on the City's system over a two to three-year period.

#### **6. Long-term Vulnerability Reduction – City of Tallahassee Transmission Structure Inspections**

The City performs a climbing and physical inspection of every transmission structure on its system at least every five years.

**7. Long-term Vulnerability Reduction – City of Tallahassee Vegetation Management**

The transmission system is managed on a three-year trim cycle with target clearance of 25'- 32' feet. City Line Clearance and Vegetation Management Program maintains an eighteen-month trimming cycle of all overhead distribution lines targeting six feet of line clearance beneath and on each side of the lines and the removal of hazard trees pursuant to the City Commission's established guidelines. City's vegetation management program also utilizes directional pruning, and the selective removal of those trees that cannot be maintained in a professional manner.

**8. Long-Term Vulnerability Reduction – Talquin Electric Storm Hardening Report to Public Service Commission**

Annually Talquin Electric submits a report on it's storm hardening initiatives to the Florida Public Service Commission.

**9. Long-Term Vulnerability Reduction – Talquin Electric Inspections of Transmission and Distribution Facilities**

Talquin Electric Cooperative inspects the transmission lines annually checking the pole, hardware and conductors. Talquin performs monthly inspections on its substation facilities to insure that any needed maintenance is performed.

**10. Long-Term Vulnerability Reduction – Talquin Electric Transmission and Distribution Pole Inspections**

Talquin Electric Cooperative utilizes an outside pole-treating contractor to inspect distribution & transmission poles each year. Since 2007 and beyond, poles have been and will continue to be inspected on an eight-year rotation.

**11. Long-term Vulnerability Reduction – Talquin Electric Vegetation Management**

Talquin Electric Cooperative maintains its right of ways by mechanical cutting, herbicide applications and mowing.

**12. Planning – Storm Response Plan**

Talquin maintains a comprehensive Emergency Response Plan and conducts annual storm restoration exercises prior to hurricane season to insure proper response and refresher training for its employees. Employees have pre-assigned duties for storm assessment and restoration activities. Talquin Electric maintains a storm stock of materials and supplies to insure availability during storms.

The City of Tallahassee Electric Utility also maintains a comprehensive Emergency Response Plan

## **B. DISASTER OPERATIONS**

### **Field Operations**

The City of Tallahassee and Talquin Electric will follow their Storm Restoration Plans when responding to an emergency. In general the process is as follows.

The City of Tallahassee and Talquin Electric will both arrange to have mutual aid crews brought in to the County from other utilities' across the country to aid in restoration activities.

To the greatest extent possible Tallahassee and Talquin will attempt to get mutual aid crews into the county pre-landfall of a hurricane threat.

To ensure safe operations and ensure coordinated communications, Tallahassee and Talquin personnel will be assigned to work with mutual aid crews.

Priorities for electrical restoration include:

- Initial assessment of impacts (what is affected)
- Restore powerplant generation
- Restore Transmission System
- Restore Distribution System

The Distribution System has further restoration prioritization:

- Medical Facilities with live-in patients
- Emergency services facilities
- Largest grouped areas of system without power
- Individual unique outages

### **Emergency Operations Center**

The City of Tallahassee Electric, Talquin Electric and the City of Tallahassee Customer Operations Center will deploy personnel to the Emergency Operations Center to serve as Agency Representatives for Emergency Support Function #12.

Agency Representatives in the Emergency Operations Center at the Emergency Support Function #3 desk will:

1. Establish communications with Emergency Support Function #3 Agency Operations Centers.
2. Coordinate with other Agency Representatives in the Emergency Operations Center.

3. Provide situation status reports of Emergency Support Function #12 activities during Emergency Operations Center briefings.
4. Relay information from Emergency Operations Center briefings to Emergency Support Function #12 agencies.

Emergency Operations Center activation may require 24 hour staffing of the Emergency Support Function #12 desk. During an emergency, Emergency Operations Center shifts typically last for 12 hours.

### **C. POST DISASTER OPERATIONS**

1. Participate in FEMA/State Joint Preliminary Damage Assessment – Following major emergencies or disasters, Emergency Support Function #12 agencies will participate in Joint Preliminary Damage Assessments with FEMA and the Florida Division of Emergency Management. Joint Preliminary Damage Assessments allow FEMA and the State to verify damages reported by local governments.

## **VI. RESOURCE MANAGEMENT AND MUTUAL AID**

The electrical companies, through their Mutual Aid Agreements, will coordinate for additional resources as needed. However, the Leon County and City of Tallahassee Departments of Public Works can assist when possible.

<b>LEON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN</b>	<b>Reference: STATE CEMP ESF 13</b>	<b>Reference: NATIONAL RESPONSE FRAMEWORK ESF 13</b>
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**ANNEX 13  
MILITARY SUPPORT**

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**TABLE OF CONTENTS**

<b>SECTION/TITLE</b>	<b>PAGE</b>
I. INTRODUCTION .....	2
A. PURPOSE.....	2
B. SCOPE.....	2
II. POLICIES.....	2
III. SITUATION .....	3
IV. CONCEPT OF OPERATION .....	3
V. RESPONSIBILITIES .....	4
VI. RESOURCE REQUIREMENTS.....	5



## **ANNEX 13 MILITARY SUPPORT**

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**LEAD AGENCY:** Leon County Division of Emergency Management

**SUPPORT AGENCY:** Leon County Sheriff's Office, City of Tallahassee Police Department

### **I. INTRODUCTION**

#### **A. PURPOSE**

The purpose of this Annex is to provide guidance on the request for and utilization of military support.

#### **B. SCOPE**

A major or catastrophic disaster may require the use of military resources. Military assistance could include that from the Florida National Guard (FLNG) as well as from active and reserve forces. Typical missions for military forces include 1) traffic control and road blocks; 2) building security; 3) escort for emergency equipment/personnel; 4) area security/patrols; 5) security at custody facilities; 6) security for emergency work crews; 7) protection of critical infrastructure; 8) transport of law enforcement personnel; 9) VIP protection/escort; 10) joint patrols/ride along; 11) force protection; 12) show of force; 13) dispersion of crowds; and 14) protection of persons and property., as well as the provision of equipment such as high wheeled vehicles and aircraft.

### **II. POLICIES**

Leon County will follow the normal mission-oriented resource request procedures. To request military support in an emergency situation the State of Florida will determine whether the mission would be best served by Florida National Guard (FLNG) or other military assets.

Military resources will be committed only as a supplement to local resources that are coping with humanitarian and property protection caused by civil emergency or mandated by law.

Department of Defense policy requires local and State authorities to be on scene and remain on scene for coordination. FM-100-19 is the reference manual for coordinating procedures (copy maintained in Emergency Operations Center (EOC) Reference Library).

An additional reference document for the FLNG is the Joint Operations Plan for Military Support to Civil Authorities dated August 1, 2004. The primary landing zones in Leon County are the Tallahassee Regional Airport Capital Circle SW and the Tallahassee Commercial Airport HWY 27 North, Tallahassee.

### **III. SITUATION**

#### **A. DISASTER CONDITION**

Major and catastrophic disasters will result in widespread damage to, or total loss of, existing civil infrastructure capabilities combined with a significant loss of dwellings and widespread displacement of people. Local and State authorities will require additional assistance to include a Federal response of significant magnitude. In order to fully determine the magnitude of the disaster on the population and provide an immediate and effective response, an impact/needs assessment will be conducted at the earliest possible time following a major or catastrophic disaster.

#### **B. PLANNING ASSUMPTIONS**

1. Leon County will require State and Federal support to respond to a major or catastrophic disaster.
2. The Governor will issue an Executive Order prior to the occurrence of a major or catastrophic disaster when possible, authorizing the State of Florida's response and recovery efforts.
3. Florida National Guard personnel and assets may be deployed to the disaster area as appropriate and will be fully self-contained units.
4. Restoration and/or preservation of law and order in support of the Law Enforcement and Security Group will be the priority mission of military assets immediately following a major or catastrophic disaster.

### **IV. CONCEPT OF OPERATION**

#### **A. ASSISTANCE AVAILABLE**

1. **Florida National Guard**
  - Planning for Florida National Guard support of county operations is addressed in the Joint Operations Plan for Military Support to Civil Authorities dated August 1, 2004 (Short Title: FLNG-JOPLAN) which is maintained in the Emergency Operations Center (EOC) Reference Library.
  - In the event assistance is needed from the Florida National Guard, the Emergency Operations Center (EOC) will make a request to the State

EOC for such assistance. Whenever the Florida National Guard is providing support to the County, a National Guard Liaison Officer should be present in the County Emergency Operations Center (EOC) to coordinate such activities.

**2. Active Duty Military Units**

- Active duty military forces may provide resources, including personnel, equipment, and services to local governments under specified Department of Defense (DOD) "immediate response" rules. Upon request of the local jurisdiction, military commanders are authorized to respond under their own authority to situations which "include imminently serious conditions (situations where immediate action is required to save lives, prevent human suffering or mitigate great property damage)". Assistance rendered is provided on a cost reimbursable basis (costs incurred above normal operating expenses). For continuing assistance from other active duty or reserve military units, other than under the immediate response rules, the Emergency Operations Center (EOC) will request such assistance from the State through the State Liaison Officer. The State will forward these requests to Federal Emergency Management Agency (FEMA), which will coordinate assistance from DOD under the National Response Plan.

**B. REQUESTS FOR ASSISTANCE**

**1. General Support**

Requests for military assistance are sent to the State Emergency Operations Center (SEOC) (attention ESF 13, Emergency Coordinating Officer) following the standard resource request procedure.

**2. Coordination of Assistance**

When any assistance is requested from the Florida National Guard, a request for a Liaison Officer to report to the Emergency Operations Center (EOC) will be included in the request. Once a Liaison Officer is present in the EOC, all coordination related to approved mission requirements will go through the Liaison Officer. The Liaison Officer will also provide advice on any new mission requests which will be processed through the State Emergency Operations Center.

**V. RESPONSIBILITIES**

The Leon County Sheriff's Office, Division of Emergency Management (LCSO/DEM) is the lead agency for military support and coordination with other agencies. The EM Director, or designee, will send a request for military support to the State Emergency Operations Center. LCSO/DEM will coordinate the landing, establish contact points, and provide maps and other available items as requested.

## VI. RESOURCE REQUIREMENTS

Landing zones, communications, and designated contact person(s). The military group should be self-sufficient.

**Figure 1**

### MILITARY PRIMARY AND ALTERNATE ASSEMBLY SITES

LAST UPDATE & UNIT NAME	PRIMARY ASSEMBLY SITE	ALTERNATE ASSEMBLY SITE
<u>JULY 12, 2007</u> HQs, 83RD TROOP COMMAND FLA. ARMY NATIONAL GUARD 1225 EASTERWOOD DR	NATIONAL GUARD ARMORY 1225 EASTERWOOD DR.	SILVER LAKE RECREATION AREA
<u>OCTOBER 15, 1994</u> DEPARTMENT OF THE ARMY 351ST ADJUTANT GENERAL COMPANY 222 AUSLEY ROAD	TALMADGE WHIDDON RESERVE CENTER 222 AUSLEY ROAD	TALLAHASSEE COMMUNITY COLLEGE APPLEYARD DRIVE
<u>SEPTEMBER 10, 1994</u> DEPARTMENT OF THE ARMY 160TH MILITARY POLICE BATTALION 222 AUSLEY ROAD	TALMADGE WHIDDON RESERVE CENTER 222 AUSLEY ROAD	CRIMINAL JUSTICE TRAINING ACADEMY
<u>AUGUST 12, 1996</u> DEPARTMENT OF THE ARMY 724TH MP BATTALION 222 AUSLEY ROAD	TALMADGE WHIDDON RESERVE CENTER 222 AUSLEY ROAD	TALLAHASSEE COMMUNITY COLLEGE APPLEYARD DRIVE or THE TALLAHASSEE CIVIC CENTER PENSACOLA STREET
<u>JULY 25, 1989</u> DEPARTMENT OF THE ARMY 428TH CHEMICAL DETACHMENT 222 AUSLEY ROAD	TALMADGE WHIDDON RESERVE CENTER 222 AUSLEY ROAD	TALLAHASSEE COMMUNITY COLLEGE APPLEYARD DRIVE
<u>JANUARY 10, 1989</u> DEPARTMENT OF THE ARMY 400TH MP PW CAMP 222 AUSLEY ROAD	TALMADGE WHIDDON RESERVE CENTER 222 AUSLEY ROAD	TALLAHASSEE COMMUNITY COLLEGE APPLEYARD DRIVE
<u>JUNE 12, 1988</u> HHC, 53RD SIGNAL BRIGADE FLA. ARMY NATIONAL GUARD 1225 EASTERWOOD DR.	NATIONAL GUARD ARMORY 1225 EASTERWOOD DR.	SILVER LAKE RECREATION AREA
<u>JULY 12, 2007</u> C TROOP 1/153 CALVARY FLA. ARMY NATIONAL GUARD 1225 EASTERWOOD DR.	NATIONAL GUARD ARMORY 1225 EASTERWOOD DR.	SILVER LAKE RECREATION AREA

<b>LEON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN</b>	<b>Reference: STATE CEMP ESF 14</b>	<b>Reference: NATIONAL RESPONSE FRAMEWORK ESF 15</b>
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**ANNEX 14  
PUBLIC INFORMATION**

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**TABLE OF CONTENTS**

<b>SECTION/TITLE</b>	<b>PAGE</b>
SECTION I INTRODUCTION.....	2
MISSION DESCRIPTION.....	2
PURPOSE.....	2
SCOPE.....	3
SECTION II POLICY.....	3
SECTION III RESOURCE AVAILABILITY AND CAPABILITY ASSESSMENT.....	3
RESOURCES.....	3
CAPABILITIES ASSESSMENT.....	6
SECTION IV CONCEPT OF OPERATIONS.....	7
PRE-DISASTER OPERATIONS.....	7
DISASTER OPERATIONS.....	8
POST-DISASTER OPERATIONS.....	13
SECTION V RESOURCE MANAGEMENT AND MUTUAL AID.....	15

## ANNEX 14

### PUBLIC INFORMATION

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**LEAD AGENCY:** Leon County Community and Media Relations

**SUPPORT AGENCIES:** Leon County Division of Emergency Management,  
City of Tallahassee Department of Communications,  
Leon County Volunteer Services  
Florida Department of Health in Leon County

#### **I. INTRODUCTION**

Leon County is subject to natural, manmade, and technological disasters. In the event of a disaster situation, members of the public require rapid and accurate information regarding the disaster itself as well as how to safeguard themselves and their property from the consequences of the disaster.

Emergency Support Function #14 is the Joint Information System for Leon County. A Joint Information System provides the mechanism to organize, integrate, and coordinate information to ensure timely, accurate, accessible, and consistent messaging. It includes the plans, protocols, procedures, and structures used to provide public information.

#### **A. MISSION DESCRIPTION**

The mission of the Emergency Support Function #14 is to deliver coordinated, prompt, reliable, and actionable information to the whole community. This is accomplished through the use of clear, consistent, accessible, and culturally/linguistically-appropriate methods.

#### **B. PURPOSE**

This Annex provides guidelines for disseminating and managing necessary information for the public before, during, and after a disaster occurs. This information includes the background and type of emergency, as well as all available details regarding when and where the disaster may strike, what populations may be affected by the disaster, and what necessary measures to take in order to prevent loss of life and property.

In times of emergency, the public must be informed of all measures being taken by local government. Measures may include decisions, recommendations, and instructions to appropriately respond. Accurate information becomes most vital when the public is likely to become confused or panicked due to rumors, hearsay, and half-truths which will spread when official information is not available. A consistent flow of clear and concise information regarding disaster conditions is imperative in the event of an emergency.

## **C. SCOPE**

Public information and related functions will be accomplished in three phases which will occur before, during, and after an emergency situation. These functions will include written disaster preparedness materials, public speaking engagements, news/press releases, and website/social media updates. Emergency notification systems will only be used to alert the public to emergency situations.

## **II. POLICY**

It is the intent of Leon County Government to provide accurate and timely information to the public (primarily through news and social media). Through the dissemination of this information, the public will be able to take protective actions to prevent the loss of life and property, as well as be kept up to date on disaster situations and government emergency actions.

The work of the Leon County Emergency Operations Center (EOC) during a declared emergency is conducted as public business and is accessible to the media, according to the existing provisions of Florida's Government in the Sunshine Law. This policy is compliant with the Sunshine law and provisions for emergency deliberations and decision-making.

The Joint Information Center (JIC) operated by Emergency Support Function #14 Staff is designed for the coexistence of uninterrupted emergency decision-making and accurate media briefings.

## **III. RESOURCE AVAILABILITY AND CAPABILITY ASSESSMENT**

Leon County depends on the media for broadcasting disaster warnings and information to the public. When a warning needs to be issued to residents, resources such as the Emergency Information Portal ([www.LeonCountyFL.gov/EI](http://www.LeonCountyFL.gov/EI)), subscription services, the Emergency Alert System (EAS), and the National Oceanic and Atmospheric Administration (NOAA) Weather Radio system will be activated. In addition to these information resources, Leon County will utilize various social media accounts to reach out to the public with disaster-relevant information. All initial warnings will advise residents to continually monitor the media and other information sources for further updates and information. Thereafter, information will be released through Emergency Support Function #14 staff.

Leon County has also partnered with WFSU to provide live updates through public radio.

### **A. RESOURCES**

The following are the information dissemination resources that are available to Emergency Support Function #14.

1. **Personnel** – The following agencies have personnel that could serve as public information officers for Emergency Support Function #14.
  - Leon County Community and Media Relations team has 3 public information specialists available for activation.
  - The City of Tallahassee Department of Communications has 5 public information specialists in their office available for activation.
  - The Director of Leon County Division of Emergency Management is available to function as Public Information Officer.
  - The following agencies each have a public information officer:
    - Florida Department of Health in Leon County
    - Leon County Sheriff's Office (LCSO)
    - Tallahassee Police Department (TPD)
    - Tallahassee Fire Department (TFD)
  - Leon County Emergency Medical Services has a member that could serve as a Public Information Officer either in the Joint Information Center or in the field.
2. **Media Release** – A media release is a statement prepared by Emergency Support Function #14 Staff and distributed to the media. Information to be released includes what risks will be prioritized by response teams, what environmental or health-related threats may be present in the affected community, available mass care services including mass search and rescue operations and fatality management services, and how to contact available emergency response personnel for medical or other reasons.
3. **Emergency Information Portal** – The Leon County Public Information Officer has several technology-based tools that allow for accurate information to be disseminated quickly to the public. The Emergency Information Portal is a website that offers a wide array of information about weather emergencies and other events as well as how to prepare for them. The site includes publically accessible links that provide information regarding the status of available shelters, sandbag locations, road closures, local office and school closures, health advisories, and volunteer information. The interface for the Leon County Public Information Officer allows for quick posting of information in real time which is immediately made accessible to the public.
4. **Subscription Service** – The Leon County Public Information Officer utilizes GovDelivery as a method of disseminating information quickly to the public. GovDelivery is a free subscription service for the public in order to receive emergency notifications and updates via email or text message. The registration portal to subscribe to this service is found on the Leon County website. Each subscriber will receive an automated update as soon as the Leon County Public Information Officer sends an emergency message through GovDelivery.



This system serves as Leon County's emergency notification, and can also be used to distribute media releases.

Additionally, Leon County participates in the Florida Division of Emergency Management's AlertFlorida initiative. AlertFlorida provides the State's Emergency Managers with a standardized system to communicate critical emergency information to every resident, business, critical facility operator, and visitor in Florida. Utilizing Everbridge, Inc. enterprise software, AlertFlorida allows each participating jurisdiction to customize the categories of alerts available in their community through a local opt-in portal. The system also will provide automated notifications of flash floods, tornados, and other watches and warnings issued by the National Weather Service. The system includes white and yellow page data, and geo-targeted capabilities for alerting.

Users (residents) will be able to select their preferred language and methods for receiving alerts, including SMS text messaging, e-mail, voice calls, TDD/TTY messaging, and mobile device apps for Android™, Apple® and Windows® mobile devices. Local branding of AlertFlorida will be Leon Alerts.

5. **Internet Resources and Social Media** – In addition to the above resources, Leon County will also provide public information updates on disaster or emergency events via online Internet resources. The Leon County website will include an updated banner with information regarding all weather-related warnings and/or watches as well as any other emergency threatening Leon County. The website also includes links leading to Leon County's various social media accounts such as Facebook, Twitter, and Instagram. Members of the public are able to follow these accounts to receive emergency and disaster information and updates via these social media outlets, which will be updated as often as possible by the Leon County Public Information Officer.
6. **Joint Information Center** – The Joint Information Center is a central location that facilitates operation of the Joint Information System, where personnel with public information responsibilities perform critical emergency information functions, crisis communications, and public affairs functions. The Joint Information Center for Leon County is the Emergency Operations Center.
7. **Media Briefing Room** – The Public Safety Complex contains a media briefing room on the ground floor which is equipped with state-of-the-art technology that enables EOC personnel to air live broadcasts over television and FM radio. The media briefing room requires particular security credentials, which ensures the safety and security of EOC personnel and information

8. **Emergency Alert System (EAS)** – The Emergency Alert System is a national public warning system that provides the communications capability to the President to address the American public during a national emergency.

The National Weather Service uses the Emergency Alert System to alert the public about imminent dangerous weather conditions.

The system also may be used by Leon County to deliver important emergency messages. Procedures for state and local use of the Emergency Alert System are contained in the State of Florida Emergency Alert Systems Plan, which is prepared jointly by the Florida Association of Broadcasters and the Florida Division of Emergency Management.

9. **National Oceanic and Atmospheric Administration (NOAA) Weather Radio** – NOAA Weather Radio is a nationwide network of radio stations broadcasting continuous weather information directly from the nearest National Weather Service office. NOAA Weather Radio broadcasts official National Weather Service warnings, watches, forecasts and other hazard information 24 hours a day, 7 days a week.

In conjunction with Federal, State, and Local Emergency Managers, NOAA Weather Radio also broadcasts warning and post-event information for all types of hazards – including natural, environmental, and public safety.

The system may be used by Leon County to deliver important non-weather emergency messages. The Director of Emergency Management will contact the National Weather Service's Tallahassee Weather Forecast Office and request activation of NOAA Weather Radio for a Civil Emergency Message.

10. **WFSU Radio located in Emergency Operations Center-** Live broadcast from EOC when there is an emergency. Logistical and technical needs have already been determined. One representative will be available in the EOC in the time of activation and deemed necessary to broadcast in the event of a power outage.

Upon a partial or full activation of the EOC, ESF #14 notifies WFSU (88.9 FM) leadership and queries the organization's current staffing abilities. In general, this means that during an activation (partial or full), a journalist from WFSU (88.9 FM) will be on site at the EOC.

## **B. CAPABILITIES ASSESSMENT**

Using the above resources, Emergency Support Function #14 is capable of communication with the public in nearly any emergency situation. In the event that there is a loss of one or more of the above resources, the redundancy of Leon

County's resources will ensure that the Emergency Support Function #14 has a multitude of methods at its disposal in order to communicate with the public.

#### **IV. CONCEPT OF OPERATIONS**

##### **A. PRE-DISASTER OPERATIONS**

###### **1. Information Planning**

Emergency Support Function #14 will maintain mass communication processes to best inform Leon County residents of a disaster's changing nature. Emergency Support Function #14 Staff are responsible for maintaining strategic relationships within the Emergency Support Function #14 team, media outlets, and public outreach organizations. Emergency Support Function #14 Staff will also maintain all resources available to them in order to ensure optimal functionality in the event of an emergency. Prior to an emergency occurring, Emergency Support Function #14 Staff will use these resources to deliver coordinated, prompt, reliable, and actionable information to the whole community.

All relevant agencies within Leon County will review this annex annually and provide input to the Leon County Division of Emergency Management so that necessary updates may be made and planned for accordingly. A record of these changes will be kept by the Leon County Division of Emergency Management.

###### **2. Community Mitigation**

Leon County is responsible for gathering necessary information regarding past disasters and making it accessible to the public. This information includes damage that can be attributed to certain factors or events that occurred during a disaster, any identifiable actions that might have prevented or with the development of a disaster. For those weaknesses within a community that cannot be fully compensated for, information must be given to the public regarding how to best reduce their own risk and increase their resilience in the event of an emergency.

Public participation is an important part of mitigation planning. Leon County Community and Media Relations and the City of Tallahassee Department of Communications support the Local Mitigation Strategy Planning Committee by posting public notices of for all Local Mitigation Strategy meetings.

###### **3. Public Education**

Emergency Support Function #14 will provide information to the public in order to make them aware of potential threats to their immediate surroundings. This information will empower individuals so that they will be able to make the informed decisions necessary to avoid risks to their own personal safety and prevent damage to their property.

Methods for delivery of public education information include:

- Presentations on preparedness and personal safety.
- Publications
  - Leaflets, flyers, mailers
  - Hurricane / Disaster Survival Guide
- Internet and social media resources
  - [www.haveahurricaneplan.com](http://www.haveahurricaneplan.com)
  - <http://cms.leoncountyfl.gov/ei/>
  - [www.facebook.com/LeonCounty](https://www.facebook.com/LeonCounty)
  - [www.twitter.com/LeonCountyFL](https://www.twitter.com/LeonCountyFL)
  - Leon County Citizens Connect App
- Hazard maps
  - FEMA Flood Zones
  - Storm Surge Zones
- Public Service Announcements
- Public events open to the community (library-related events, hurricane seasons kick off events, bucket preparedness trainings)
- Comcast and CenturyLink
- Ongoing radio commitments with WFSU / NPR

## **B. DISASTER OPERATIONS**

### **1. Coordination of Public Information Activities**

The Emergency Support Function #14 staff is responsible for planning, coordinating and fulfilling the public information needs of the community. All information released by Emergency Support Function #14 from the EOC will be reviewed by the Director of the Leon County Division of Emergency Management or designee prior to release to the public.

In the event of an emergency, the Leon County Division of Emergency Management will notify the Emergency Support Function #14 agencies of the situation. The Emergency Support Function #14 agencies will designate a Public Information Officer to deploy to the EOC.

EOC activation may require 24 hour staffing of the Joint Information Center. During an emergency, EOC shifts typically last for 12 hours.

### **2. Protection of Accurate Public Information**

A media briefing room is established in the Public Safety Complex separate from the EOC. In order to protect the integrity and accuracy of the information released to the public, unescorted access by the media to the EOC will not be permitted. Media crews will be allowed reasonable access to the EOC as long as that access does not interfere with work in progress. Emergency Support Function #14 Staff will escort media representatives in the EOC. Once cleared for release, information presented in the briefings or

staff meetings will be readily made available to media representatives. A pool camera may be set up in the media briefing room for television journalists to share.

Due to the sensitive nature of emergency information, personnel working in the EOC are not permitted to “post” or “share” any information regarding EOC activities through personal social media accounts or other methods. No unauthorized use of computers by any individuals on site will be allowed.

Should it become necessary for the Governor, State Legislators, County or City Commissioners to enter the EOC, the media will be allowed access to them through Emergency Support Function #14 Staff.

**3. Information Dissemination** – In the event of an emergency, information will be disseminated using the following methods:

**a. Operations**

**i. On-Scene/Incident Scene Public Information**

When an incident has occurred and response is limited to the scene, the Incident Commander may appoint an Information Officer to respond to media inquiries regarding operations. If public action is required through the media, Leon County Emergency Management may coordinate the release of information through the systems available in the field or through the EOC.

Other information dissemination methods available to incident commanders include the following:

- Door-to-door notifications may be utilized in rural areas.
- Vehicle-based public address systems may be utilized in more densely populated urban areas.

**ii. EOC/ Joint Information Center Activation**

The Joint Information Center is a central location where personnel with public information responsibilities perform critical emergency information functions, crisis communications, and public affairs functions. The Joint Information Center for Leon County is the Emergency Operations Center.

When the Emergency Operations Center is activated, the Leon County Division of Emergency Management will notify the Emergency Support Function #14 agencies of the situation. The Emergency Support Function #14 agencies will designate a Public Information Officer to deploy to the Emergency Operations Center to staff the Joint Information Center

**b. Media Interactions**

If the situation requires, Emergency Support Function #14 Staff, in coordination with the Director of Leon County Emergency Management, or designee will schedule a minimum of one media briefing per day to be held at a time when the pertinent information can have the best possible media and/or public exposure. Times for scheduled press briefings will be posted in the media briefing room or Joint Information Center. Emergency Support Function #14 Staff may conduct additional media briefings as often and in whatever form is necessary. Individual department/agency interaction with the media will be governed by the media policies established. Interviews will be conducted away from the EOC area and other main working area to eliminate interruptions of work in progress.

In tropical cyclone risks, pre-landfall press briefings will be conducted to provide timely information on preparedness measures.

**Internet, Social Media, and Mobile Application**

The Leon County Public Information Officer will post information to the Emergency Information Portal and send the message through GovDelivery. They may also utilize any of Leon County's social media accounts to post updates regarding the situation. The Leon County mobile application will send push notifications to alert citizens of emergencies and provide updates, as well as mirror the updates posted on the Emergency Information Portal.

The Leon County Public Information Officer may use the reverse notification capabilities of Leon Alerts (local branding of AlertFlorida) to send emergency notification telephone calls to the entire system (opt-in plus white and yellow page phone numbers) or to geo-targeted areas to warn of an emergency situation.

**c. Telephone Inquiries and the Citizens Information Line**

When an incident occurs, media and citizen inquiries may be handled over the telephone by the responsible department or Leon County Division of Emergency Management.

During an emergency, a Citizens Information Line will be established in the EOC. The Citizens Information Line will be active for 24-hours per day for as long as the situation requires. The Citizens Information Line is under the leadership of the Director of the Volunteer Services and may be staffed with up to twelve (12) operators per shift. The Citizens Information Line staff will be recruited from available County personnel. Efforts will be made to employ bi-lingual operators; however, Leon

County has access to the AT&T Language Line if no such operators are available.

All Citizens Information Line operators will use the Emergency Information Portal as a reference when assisting members of the community. This portal will be kept up to date with the most accurate and relevant information possible during a disaster situation. Hard copies of emergency information may also be given to operators. Throughout and activation, a member from Emergency Support Function #14, (a Leon County Community and Media Relations Staff Member) will provide situation updates to Citizens Information Line staff.

A copy of the Citizen's Information Line Handbook is kept at each call taker position. These handbooks contain all necessary operational procedures for Citizen's Information Line operators. Each computer in the call center contains a link to an interactive "live" document which links to call logs, contact information, and various other resources needed for the call center to function.

The functionality of the Citizens Information Line will extend into post-disaster situations as needed.

**d. Emergency Alert System**

The Emergency Alert System is a national public warning system that requires broadcasters, cable television systems, wireless cable systems, satellite digital audio radio service providers, and direct broadcast satellite providers to provide the communications capability to the President to address the American public during a national emergency.

The National Weather Service develops emergency weather information and uses the Emergency Alert System to alert the public about imminent dangerous weather conditions.

The system also may be used by state and local authorities to deliver important emergency information, such as AMBER alerts and evacuation information targeted to specific areas. Procedures for state and local use of the Emergency Alert System are contained in the State of Florida Emergency Alert Systems Plan, which is prepared jointly by the Florida Association of Broadcasters and the Florida Division of Emergency Management.

To activate the Emergency Alert System locally, an emergency or disaster event must be imminent or occurring. The Director of Emergency Management and Emergency Support Function #14 Staff will develop the emergency message. The message will be communicated to the Local Primary Emergency Alert System Station (Local Primary 1). The Local

Primary 1 Station should broadcast, over the air, the Emergency Alert System message. If the Local Primary 1 Station is unavailable, an alternate station, the Local Primary 2 Station, has been identified that should broadcast the message. All other broadcasters (all broadcast media) in the area should monitor the Local Primary 1 and Local Primary 2 Station for Emergency Alert System messages and re-broadcast them over the air.

In Leon County the Local Primary 1 Station is 94.9 FM WTNT and the Local Primary 2 Station is 88.9 FM WFSU.

Alternatively, the Florida Division of Emergency Management's State Watch Office may be contacted by the Director of Emergency Management, and requested to activate the Emergency Alert System. The State Watch Office is the State Primary Station. The Director of Emergency Management will relay the emergency message to the State Watch Office and they will make contact with the Local Primary 1 and Local Primary 2 Station using specialized communications equipment designed to compose and disseminate Emergency Alert System messages.

**e. National Oceanic and Atmospheric Administration (NOAA) Weather Radio**

NOAA Weather Radio is a nationwide network of radio stations broadcasting continuous weather information directly from the nearest National Weather Service office. NOAA Weather Radio broadcasts official National Weather Service warnings, watches, forecasts and other hazard information 24 hours a day, 7 days a week.

In conjunction with Federal, State, and Local Emergency Managers, NOAA Weather Radio also broadcasts warning and post-event information for all types of hazards – including natural, environmental, and public safety.

The following steps will be followed to activate the NOAA Weather Radio (for a non-weather emergency):

- A life-threatening emergency or disaster event must be imminent or occurring.
- The Director of Emergency Management and Emergency Support Function #14 Staff will develop the emergency message.
- The Director of Emergency Management will contact the National Weather Service's Tallahassee Weather Forecast Office and request activation of NOAA Weather Radio for a Civil Emergency Message.
- A text version of the emergency message will be delivered to the National Weather Service's Tallahassee Weather Forecast Office (Forecaster will specify delivery method, via email or fax).



- The Director of Emergency Management will contact the National Weather Service's Tallahassee Weather Forecast Office to verify receipt of the emergency message.
- The National Weather Service's Tallahassee Weather Forecast Office will program the message, by hand, into the NOAA Weather Radio System and, will trigger the alert tone and broadcast the message.

To receive NOAA Weather Radio broadcasts, a special radio receiver or scanner capable of picking up the signal is required. Some NOAA Weather Radio receivers can be programmed to Specific Area Message Encoding standards. The Specific Area Message Encoding program code for Leon County is 012073.

NOAA Weather Radio is transmitted on the frequency 162.400 MHz for the National Weather Service's Tallahassee Weather Forecast Office.

**f. Email Notification**

Emergency Support Function #14 Staff has developed a media contact list including print and electronic media outlets in the Leon County area, and distributes these notifications via email. In addition, Emergency Support Function #14 Staff have an email list of local Public Information Officers.

**C. POST-DISASTER OPERATIONS**

Timeliness of public communication is key to ensuring successful community recovery and redevelopment. After residents are allowed to return to their homes, they should be made aware of potential safety issues to ensure caution is taken with personal health and safety. During post-disaster outreach, Public Service announcements will be delivered regarding recovery assistance including the registration process with FEMA for housing assistance as well as assistance with filing insurance claims.

**1. Post Disaster Redevelopment Plan**

Leon County and the City of Tallahassee have a joint Post Disaster Redevelopment Plan.

**a. Long Term Recovery Coordination Group**

The director of Leon County Community and Media Relations and the director of the City of Tallahassee Department of Communications will serve on the Long-Term Recovery Coordination Group. The Long-Term Recovery Coordination Group is the official representative advisory body for the Post Disaster Redevelopment Plan.

**b. Post-Disaster Redevelopment Public Outreach Subcommittee**

Emergency Support Function #14 will serve as the Post-Disaster Redevelopment Public Outreach Subcommittee. This subcommittee is responsible for making long-term recovery information available to the public and ensuring public participation in the redevelopment process.

In addition to providing information to the public, it is also the responsibility of the Subcommittee to provide the public with the opportunity to be a part of the redevelopment decision-making process. Leon County and the City of Tallahassee have a well-established procedure in place to solicit public involvement in the land use and development decision-making process. It is the responsibility of the Subcommittee to promote public awareness of government actions during the redevelopment process.

**2. Infrastructure**

After a disaster has struck, Leon County is responsible for providing information to the public concerning key infrastructure in the community. This includes road and bridge closures, damage to critical facilities such as schools and hospitals, and all other infrastructure damaged in the disaster.

Information regarding housing solutions will be made available for members of the public who are unable to return to their homes in the aftermath of the emergency.

**3. Health and the Community**

In the immediate aftermath of a disaster, the public needs to be made aware of any and all health hazards that may have occurred as a side-effect of the disaster. Once these hazards have been identified, the public will be informed on the proper actions to take in order to limit their personal risk.

The public must also be informed on what local natural resources have been affected by the disaster (e.g. water source pollution, air pollution, etc.) and how best to protect themselves from any risks these damages might cause. The public must also be informed on what, if anything, can be done to aid in the restoration of these resources.

After a disaster, it is important to inform the public on resources available to them for maintaining their behavioral and mental health. Members of the community may display physical or psychological symptoms that could adversely affect their ability to respond and function. Information regarding resources such as 2-1-1 Big Bend and Disaster Behavioral Health Response Teams which provide services to aid in the behavioral health of the community will be made available to the affected community.

2-1-1 Big Bend will serve as a resource before, during, and after a disaster. A joint news advisory has been drafted by County, City and 2-1-1 Big Bend staff to be issued during a disaster or any other time determined by County PIO. The advisory encourages the public to contact 2-1-1 for social services assistance as well as counseling and emotional support and is ready for release at any time. (See Attachment 2)

In addition, call-taking space will be provided at the Citizens Information Line to allow 2-1-1 Big Bend staff to continue operations during a significant or infrastructure-damaging emergency.

**4. Community Response Teams**

Leon County will work with FEMA and the State of Florida to conduct community response operations. A team of state, federal, and local members will go door-to-door throughout the affected communities to inform citizens of what aid is available. Depending on the size of the event, Leon County may request additional staff from state agencies in order to fulfil the community response team function.

**5. Disaster Field Office**

In the event of a catastrophic disaster, public information teams from the State of Florida and the Federal Emergency Management Agency (FEMA) may respond. If Leon County is the only county impacted, a Joint Information Center will be maintained at the Leon County EOC or another suitable location. If the disaster impacts more than one county, an additional Joint Information Center (for Federal, State and local coordination) may be set up at a Disaster Field Office (DFO) or another centralized location. Emergency Support Function #14 Staff will appoint a liaison to the Disaster Field Office Joint Information Center.

**6. After Action Report**

After a disaster has occurred, an after action report will be written in order to evaluate how effectively Leon County was able to respond to the disaster and what can be improved upon in preparation for future events. This report will be able to help ensure that vital information was disseminated in a timely and effective manner and that the public was adequately informed as the situation developed.

Emergency Support Function #14 Staff will provide information, regarding emergency public information activities, to the Leon County Division of Emergency Management for inclusion in the report.

**V. RESOURCE MANAGEMENT AND MUTUAL AID**

Leon County is a signatory of the Statewide Mutual Aid Agreement. In the event of a disaster in which Leon County requires additional response capabilities, the Statewide

Mutual Aid Agreement may be invoked in order to request assistance and resources from nearby and neighboring counties in accordance with the terms and conditions of the agreement (refer to the Statewide Mutual Aid Agreement).

Resources regarding public information and external affairs that are obtained or shared through the Statewide Mutual Aid Agreement will be managed by the Emergency Support Function #14 Coordinator.

## **Attachment 1**

### **Newspaper/Television Stations/Radio Stations**

Contacts, addresses and telephone numbers are maintained in the Leon County Division of Emergency Management Master Contact List.

#### **TALLAHASSEE DEMOCRAT**

Newsroom: (850) 599-2151, 599-2170

Fax: (850) 599-2295

#### **ASSOCIATED PRESS (FL)**

Fax: (850) 224-2099

#### **CAPITAL OUTLOOK**

Fax: (850) 681-1093

#### **WCTV - Channel 6 - Cable 9 (CBS)**

#### **WTLH-Channel 49 (FOX)**

#### **WBXT-WB6 - Cable 6**

(850) 893-2126

Fax: (850) 668-3851 and 893-5193

#### **WTXL- Channel 27 - Cable 7 (ABC)**

#### **WTLH – Channel 40 – Cable 12 (NBC)**

(850) 893-1313

Fax: 668-1460

#### **WFSU-Channel 11**

(850) 487-3170

Fax: (850) 487-3093

#### **COMCAST CABLEVISION**

(850) 574-4016

(Emergency) 597-0252 or 528-8294

Fax: (850) 574-4030

#### **WFSU-FM 88.9 - Public Radio;**

(850) 487-3086 (control room 487-3305)

Fax: 487-3293

#### **CUMULUS BROADCASTING (5 stations):**

(850) 201-3000

Fax: 201-2329 - for all 5

#### **WHBT-AM 1410**

#### **WHBX-FM 96.1**

#### **WBZE-FM 98.9**

#### **WSLE-FM 102.3**

#### **WGLF-FM 104.1**

#### **CLEAR CHANNEL**

#### **COMMUNICATIONS (5 stations):**

(850) 201-3000

Fax: 383-0747 - for all 5

#### **WTNT-FM 94.9**

#### **WBWT-FM 100.7**

#### **WXSJ-FM 101.5**

#### **WTLY-FM 107.1**

#### **WFLA-AM 1270**

News studio: 383-0716; After hours: 383-0755

#### **DECOL Broadcasting**

#### **WGWD 93.3 FM Quincy/Midway**

(850) 627-7086

Fax: 627-3422

#### **TRIAD (N. FL.) BROADCASTING (4 stations):**

(850) 386-8004; After hours: 383-1049

Fax: 422-1897 - for all 4

#### **WEGT-FM 99.9**

#### **WAIB-FM 103.1**

#### **WHTF-FM 104.9**

#### **WWLD-FM 106.1**

#### **WVHT-FM 105.7**

(850) 309-0999; After hours: 402-0014

Fax: 402-0061

#### **WTAL-AM 1450**

(850) 877-0105

Fax: 877-5110

## Attachment 2



**FOR IMMEDIATE RELEASE:** Click here to enter a date. 00:00 a.m./p.m.

**CONTACT:** Mathieu Cavell  
Community and Media Relations  
(850) 606-5300

Alison Faris  
City Communications Department  
(850) 891-8533

### TITLE OF NEWS RELEASE

Following (insert emergency), 2-1-1 of the Big Bend can connect those affected with much needed services through the agency's comprehensive and up-to-date human service referral database.

Calls are free, confidential and anonymous. Trained hotline counselors are available to listen and provide emotional support, crisis counseling, suicide prevention and information.

Dial 2-1-1 or (850) 617-6333 for 24/7 human service information and assistance.

Bilingual and translation services are available. TDD/TTY or 711Florida Relay is available for hearing impaired individuals.

For more information, visit [www.211bigbend.org](http://www.211bigbend.org)

#### **About 2-1-1 Big Bend**

2-1-1 Big Bend, A United Way Agency, is your gateway to human services in the eight-county region of the big bend. 2-1-1 Big Bend is a non-profit 501c3 organization accredited by the Alliance of Information and Referral Systems and the American Association of Suicidality. The agency's mission is to provide assessment, emotional support, crisis assistance, education, training and referrals with accurate, up-to-date resource info.

###

## **ESF-14 ANNEX**

### **PRE-SCRIPTED EMERGENCY MESSAGE CONTENT**

To be used when the following watches or warnings are issued by the National Weather Service.

To be used on the Emergency Information Portal and Social Media Sites.

May be used for Notification System alerts and as bullet points within press releases (if issued).

#### **- Tornado Watch**

Tornadoes are possible in and near the watch area.

Be Prepared! Review and discuss your emergency plans and check supplies.

Be ready to act quickly if a tornado warning is issued.

#### **- Tornado Warning**

A tornado has been sighted or is indicated by weather radar.

Move to an interior room on the lowest floor of a sturdy building. Avoid windows.

If in a car or outdoors, seek shelter inside a sturdy building immediately.

#### **- Severe Thunderstorm Watch**

Severe thunderstorms are possible in and near the watch area.

Severe thunderstorms are storms capable of producing hail that is an inch or larger or wind gusts over 58 mph.

Lightning is also a threat.

Be Prepared! Review and discuss your emergency plans and check supplies.

Be ready to act quickly if a severe thunderstorm warning is issued.

#### **- Severe Thunderstorm Warning**

Severe weather has been reported or is indicated by weather radar.

Move to an interior room on the lowest floor of a sturdy building. Avoid windows.

If in a car or outdoors, seek shelter inside a sturdy building immediately.

Stay indoors at least 30 minutes after you hear the last sound of thunder.

#### **- Flood Watch**

Flooding is possible in and near the watch area.

Be Prepared! Review and discuss your emergency plans and check supplies.

Be ready to act quickly if a flood warning is issued.

#### **- Flood Warning**

Flooding is imminent or occurring.

Get out of areas subject to flooding and get to higher ground immediately.

Do not walk through flood waters. It only takes six inches of moving water to knock you off your feet.

Do not drive cars into flooded areas. Remember, it only takes two feet of water to float most automobiles, including sport utility vehicles and pickup trucks.

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<b>LEON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN</b>	<b>Reference: STATE CEMP ESF 15</b>	<b>Reference: NATIONAL RESPONSE FRAMEWORK</b>
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**ANNEX 15  
VOLUNTEERS AND DONATIONS**

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**TABLE OF CONTENTS**

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<b>SECTION/TITLE</b>	<b>PAGE</b>
I. INTRODUCTION .....	2
A. PURPOSE.....	2
B. SCOPE.....	2
II. POLICIES.....	3
III. SITUATION .....	3
IV. CONCEPT OF OPERATIONS .....	4
V. RESPONSIBILITIES .....	6
VI. RESOURCE REQUIREMENTS.....	7

## **ANNEX 15**

### **VOLUNTEERS AND DONATIONS**

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**LEAD AGENCIES:** The Leon County Volunteer Center Coordinator and Capital Area Chapter of the American Red Cross

**SUPPORT AGENCIES:** The Leon County Sheriff's Office, Division of Emergency Management, Salvation Army, United Way, Leon County Public Works, Leon County Sheriff's Office, Leon County Health Department, City of Tallahassee, and area churches and civic organizations.

#### **I. INTRODUCTION**

##### **A. PURPOSE**

The purpose of Volunteers and Donations Group is to organize, track, consolidate, and distribute any and all donations that may come to the County after a major disaster. In addition, it will be responsible for establishing the Volunteer Reception Center for any individual or group which may volunteer to assist in the post-disaster recovery of Leon County.

##### **B. SCOPE**

The success of this activity will depend to a large degree on the ability to interact with the other private groups, various community organizations, and private industry. During past major and catastrophic disasters, it became apparent that the number of volunteers and the amount of donations that poured into local disaster areas became part of the problem rather than the solution. To manage against this type of situation and ensure that volunteer efforts and donations are effective, coordination among volunteer organizations to include a structured volunteer program must be in place. The job of the Volunteer and Donations Group is multifarious. Of utmost importance is coordinating with the different response agencies and departments to determine what types of resources are in immediate demand, compiling a list of those resources, and then implementing a plan that addresses how the needed resources can be provided. This will require close interaction with the Public Information Officer. The Leon County Volunteer and Donations Group will serve as the centralized receiving point for all volunteers. It will then categorize the abilities of the individuals or groups and then assign them, based on the needs of the County. Leon County may direct volunteers to the Capital Area Chapter of the American Red Cross first, to be re-assigned to the County later.

Lastly, the Volunteer and Donations Group will be responsible for establishing a distribution network to warehouse all donations and resupply the different distribution points that may be established throughout the County. This will be accomplished through centralized receiving points.

## **II. POLICIES**

- Re-supplies to distribution points will be done daily during off-peak hours.
- All donated materials and volunteer personnel must come through the Main County Depot.
- All donated materials will be received at the established point and sorted on pallets for distribution.
- All volunteers must report to the Volunteer Reception Center for certification/identification and assignments.
- Changes to the Operating Plan may only be made by the Volunteer Center Coordinator, or designee. In emergency situations, the Site Supervisor of the Main Depot may make a temporary modification, pending notification of the Coordinator.
- The Emergency Operations Center (EOC) telephone number will serve as the main telephone line to coordinate activities within the county.
- News releases will be issued requesting that volunteers and donators call a telephone number with offers of donations and/or assistance. Volunteers will be told where to report at that time.

## **III. SITUATION**

### **A. DISASTER CONDITIONS**

Disaster Conditions will be determined by the Leon County Sheriff's Office, Division of Emergency Management Director, or designee. Instructions will be routed to agencies.

### **B. PLANNING ASSUMPTIONS**

1. Full-scale operation of Main Depot and distribution points will only occur after a countywide disaster.
2. Localized disasters will be managed at the Emergency Operation Center (EOC) for volunteers and donations. Distribution will be from warehouse to residents, based on American Red Cross assessment of individual needs.
3. Countywide disasters will necessitate the operation of the Main Depot. All coordination with Regional Recovery Center and Federal assistance will be based out of the Main Depot.
4. Certain resources may be limited due to the disaster's effect on outside agencies. Whether power, transportation, and communication networks will be open or volunteers and donations will materialize, is uncertain.

## **IV. CONCEPT OF OPERATIONS**

### **A. GENERAL**

#### **1. Mission**

The overall general mission is threefold. First, to determine the supplies and skills that are in immediate need throughout the County and to work with the Public Information Officer to get the information to the general public. Second, to organize, inventory, package, and redistribute all donations arriving in the County, whether by bus, truck, airplane, or rail. Third, to be the focal point to which all volunteers report, where their skills are verified and from which they are reassigned to the areas where they can be most useful.

#### **2. Organization**

The primary operation's organization will be based at the Main Depot. This site will be conducive to an operation of this magnitude. The Main Depot location will be identified dependent upon facility availability and location as soon as possible.

#### Distribution Points

The concept for this operation is to supply distribution points from the Main Depot. These distribution points are placed throughout the County. The main function of these distribution points will be to re-supply neighborhood relief centers and the general population with items that may be in short supply. The secondary function of these distribution points is to act as staging/monitoring areas for volunteer work groups participating in storm cleanup and repairs. The distribution points will hand out donated material and reorder needed materials from the Main Depot. To the greatest extent possible, these ordered supplies will be shipped and arrive only at night.

#### **3. Neighborhood Relief Centers (NRC)**

It is anticipated that Neighborhood Relief Centers (NRC) will be established by churches, civic associations, and other private non-profit organizations. NRC's will be able to obtain bulk supplies from the distribution points for preparation of hot meals or distribution to constituents. NRC's must register with the Main Depot and provide proof of their non-profit status (Internal Revenue Service letter, certificate, etc.) in order to participate in the distribution system. NRC's cannot charge or request donations from victims for any services or supplies. Once a NRC is registered with Volunteers and Donations, they must complete a daily requisition form for supplies for the following day's operation. The NRC must pickup their supplies at a distribution point.

## **B. ORGANIZATION**

See organization charts (Basic Plan).

## **C. NOTIFICATION**

Upon notification by the Emergency Operations Center (EOC) of a pending disaster, the Coordinator of Volunteer and Donations Group will begin notification to the management staff and review the disaster plan. Assigned staff will then report to the Main Depot and begin procedures to activate. For the initial response actions, the Coordinator of Volunteer and Donations Group will report to the EOC to monitor the pending event.

## **D. RESPONSE ACTIONS**

Determine magnitude of the emergency and make initial contact with supervisors and staff to identify and activate Main Depot and distribution points.

### **1. Regional Recovery Center -**

One person per shift is required to coordinate requirements of Leon County.

### **2. Main Depot -**

#### **a. Tasks**

- Provide supervision/staff
- Receive offers of donations/volunteers
- Organize/validate volunteers
- Coordinate volunteers
- Receive donations
- Inventory donations
- Repack/sort donations
- Store donations
- Process requests for donations
- Load donations
- Transport donations
- Security
- Housing
- Medical
- Sanitation

#### **b. Resources Needed**

- Staff/volunteers
- Telephones/radios
- Forms/documents
- Equipment/materials

- Containers for sorting
- Containers for storage
- Trucks/vehicles
- Security
- Tents
- Medical supplies
- Potable water supplies

### **3. Points of Distribution**

- a. Tasks
  - Provide supervision/staff
  - Coordinate volunteers/work groups
  - Receive donations
  - Unload donations
  - Inventory donations
  - Store donations
  - Process requests for donations
  - Distribute donations pickup/delivery
  - Assign/transport work groups
  - Security
  - Temporary housing for workers
- b. Resources needed
  - Staff/volunteers
  - Telephones/radios
  - Forms/documents
  - Equipment/materials
  - Containers for storage
  - Trucks/vehicles
  - Security
  - Cots, tents, etc.

## **V. RESPONSIBILITIES**

### **A. PRIMARY AGENCY**

The Director of the Volunteer Center is responsible for the planning and implementation of Volunteer and Donations activities to include the location and layout of various sites throughout the County for the purpose of establishing a Main Depot and distribution points to effectively receive and disperse volunteers/donations. Once the sites have been located and approved, the Group will be responsible for formulating a comprehensive plan to staff the various locations with the necessary personnel for the purpose of receiving all incoming goods and volunteers, inventorying/validating same and distributing to the residents of Leon County as needed. In addition, the Group will provide staff to coordinate operations with the Regional Recovery Center. All functions of

Volunteer and Donations will be coordinated through the Emergency Operation Center (EOC).

The Coordinator will coordinate with the State Emergency Support Function (ESF) 15 by providing maps and resource requests for supplies, donations, and volunteers as needed. All requests will go through the Emergency Management Director, or designee, for approval.

## **B. SUPPORT AGENCIES**

### **1. Capital Area Chapter of the American Red Cross, Salvation Army, United Way and Other Organizations**

These agencies will work on a more localized scale servicing those residents close to their locations. The Volunteer and Donations Group will re-supply these organizations at night based on each agency's requisition for supplies.

### **2. Volunteer Organizations Active in Disaster (VOAD)**

Will provide personnel to supplement the Group's staff once organization members have secured their homes and families and have mobilized. Organizations will communicate with personnel liaison at the Main Depot.

### **3. Law Enforcement**

Will assume responsibility for security once mobilized.

## **VI. RESOURCE REQUIREMENTS**

- Large tents or cover and cots and blankets at Main Depot and distribution points
- Shrink wrap and equipment
- Tarps
- Wooden pallets (100's)
- Boxes
- Gloves
- Folding tables
- Chairs
- Pallet jacks
- Fork lifts
- 18 x lighting tripods
- Generators
- Trailers (1-Main Depot w/showers) 1-Volunteer Processing
- Port-A-Lets, portable showers and potable water
- 6 x Roll-Off dumpsters (20 yard capacity)
- Load(s) of rock to extend road to bypass
- Signage
- Trucks with 25 x lift gates



- 6 refrigerated trucks
- 12 \*Conex boxes for secured items
- Security
- Tugs for ACFT w/trailer
- Parks "stakebeds" for daytime emergency delivery
- Forms
- 110/220 electric service for Main Depot
- Communications

<b>LEON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN</b>	<b>Reference: STATE CEMP ESF 16</b>	<b>Reference: NATIONAL RESPONSE FRAMEWORK ESF 13</b>
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## ANNEX 16 LAW ENFORCEMENT AND SECURITY

### TABLE OF CONTENTS

SECTION/TITLE	PAGE
I. INTRODUCTION.....	2
A. PURPOSE.....	2
B. AGENCY MISSION.....	2
II. CONCEPT OF OPERATIONS.....	2
III PRIMARY RESPONSIBILITIES.....	8

## **ANNEX 16**

### **LAW ENFORCEMENT AND SECURITY**

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**LEAD AGENCY:** Leon County Sheriff's Office.

**SUPPORT AGENCIES:** The City of Tallahassee Police Department, Florida State University Police Department, Florida Agriculture and Mechanical University Police Department, Tallahassee Community College Police Department, Leon County Sheriff's Office, Division of Emergency Management, Leon County Public Works, City of Tallahassee Public Works

#### **I. INTRODUCTION**

##### **A. PURPOSE**

This Comprehensive Emergency Management Plan Annex 16 Law Enforcement and Security establishes a plan of action which shall be implemented in response to a natural, manmade, or technological disaster.

##### **B. AGENCY MISSION**

The mission of the Leon County Sheriff's Office is to improve the quality of life in our community by reducing fear, preventing crime, and enforcing the law, while protecting each individual's freedoms as guaranteed by the U.S. Constitution.

During a disaster, the primary goal is to protect life and property while maintaining peace and order, as well as to ensure a rapid, safe and complete evacuation, safeguard exposed property, and expedite the recovery of the community after the danger has passed. During hurricanes and other major natural disasters, communications and command and control networks may be disrupted. Members shall conduct unit and/or individual activities in conformance to the standards set forth in this annex and shall attempt to carry out the mission.

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

##### **A. COMMAND AND CONTROL STRUCTURE**

1. The Sheriff, or his designee, will act as the overall Incident Commander and shall coordinate and direct the operations of the Sheriff's Office during the emergency.
2. A designee of the Sheriff's Office will serve as the Sheriff's representative in the Leon County Emergency Operations Center (EOC) and will coordinate the Sheriff's Office response to the emergency with local, State, and Federal officials.

3. Other members will carry out their duties as directed by competent authority.

## **B. PREPAREDNESS**

1. As part of an ongoing preparedness program, the Sheriff's Office will assign a designee to coordinate closely with the Division of Emergency Management. During hurricane season, June 1st to November 30th, the Sheriff's Office designee will maintain close liaison with the Director of Emergency Management to monitor potential tropical weather conditions that may impact the county.
2. The designee will obtain reports and information from the Leon County Sheriff's Office, Division of Emergency Management during those times when natural, technological, or manmade disasters pose a potential threat to the area. The Sheriff and staff members having emergency operations responsibilities will be kept appraised of this information.
3. During the monitoring phase when a potential threat such as a hurricane or tropical storm has been identified, those staff members having specific emergency operations responsibilities shall review the emergency plans covering their area of responsibility and take necessary action to assure preparedness.
4. As part of an ongoing preparedness program, the Sheriff's Office will maintain current emergency plans and procedures and participate in training and exercise programs at least annually.

## **C. RESPONSE – MOBILIZATION PHASE**

1. **Alert/Mobilization**
  - a. Upon learning that the County is threatened by a natural, technological, or manmade disaster the designee shall alert the Sheriff and key staff members of the impending emergency and schedule a briefing. An example of this type of situation is when the County has or is about to be placed under a high wind watch, and counties to the south of Leon County are placed under a hurricane watch.
  - b. Upon authorization of the Sheriff, the designee shall initiate mobilization alert procedures as called for in the Emergency Mobilization Plan.

## **2. Mobilization Recall**

Upon receiving notification from the Leon County Sheriff's Office, Division of Emergency Management that the County has, or is about to issue an evacuation order, the Sheriff or designee shall initiate mobilization recall procedures as called for in the Emergency Mobilization Plan.

## **D. RESPONSE – PRE-IMPACT PHASE**

### **1. Voluntary Evacuation**

A recommendation may be made to evacuate the most vulnerable areas of the County on a voluntary basis. When such a voluntary evacuation recommendation is used, deputies will assist in communicating this warning to the public and will lend assistance in the evacuation effort.

### **2. Mandatory Evacuation**

a. Among other provisions of Chapter 252 of the Florida Statutes, the Governor has the authority to:

- (1) "Direct and compel the evacuation of all or part of the population from any stricken or threatened area within the state if deemed necessary for the preservation of life or other emergency mitigation, response, or recovery." {FS 252.36 (5) (d)}
- (2) "Prescribe routes, modes of transportation, and destinations in connection with evacuation." {FS 252.36 (5) (d) }
- (3) "Control ingress and egress to and from an emergency area, the movement of persons within the area, and the occupancy of premises therein." {FS 252.36 (5) (f) }

b. When a mandatory evacuation is ordered, the Sheriff's Office law enforcement, and other agencies will immediately deploy squads of deputies and police officers into the affected areas and begin notifying residents of the evacuation order. The area to be evacuated will be described in detail (North, East, South, and West Boundaries), or categorized, e.g. mobile and manufactured homes.

### **3. Traffic Control**

- a. Evacuation Routes: The primary goal of all traffic control activities will be to maximize the traffic flow out of the designated evacuation area.
- b. Implement the traffic control plan and staff intersections (traffic control points) identified and assigned to each law enforcement agency.
- c. All plans will be developed and implemented in cooperation with the City of Tallahassee Traffic Department, City of Tallahassee Police Department, the Florida Highway Patrol, and the Leon County Sheriff's Office, Division of Emergency Management.

### **4. State of Emergency-Leon County Ordinance**

- a. During a declared Local State of Emergency, the County Commission, County Administrator, or designee is empowered to enact emergency measures outlined in Article V. "Disasters and Emergency Management" of Leon County's Code of Laws and Ordinances. Including but not limited to:
  - (1) Suspend or limit the sale, dispensing, or transportation of alcoholic beverages, firearms, explosives, and combustibles.
  - (2) Establish curfews, including but not limited to, the prohibition of or restrictions on pedestrian and vehicular movement, standing and parking, except for the provision of designated essential services such as fire, police, emergency medical services and hospital services, including the transportation of patients, utility emergency repairs and emergency calls by physicians.
  - (3) Utilize all available resources of the county government as reasonably necessary to cope with the disaster emergency, including emergency expenditures.
  - (4) Declare certain areas off limits.
  - (5) Direct and compel the evacuation of all or part of the population from any stricken or threatened area of the county.

(6) Make provisions for availability and use of temporary emergency housing and emergency warehousing of materials.

(7) Establish emergency operating centers and shelters in addition to or in place of those provided for in the county's emergency plans.

(8) Declare that during an emergency it shall be unlawful and an offense against Leon County or any person, firm, or corporation to use the fresh water supplied by any water system in Leon County for any purpose other than cooking, drinking, and bathing.

(9) Declare that during any emergency it shall be unlawful and an offense against Leon County for any person, firm, or corporation operating within the county to charge more than the normal average retail price for any merchandise, goods, or services sold during the emergency. The average retail price as used herein is defined to be that price at which similar merchandise, goods, or services were being sold during 90 days immediately preceding the emergency or at a mark-up which is a larger percentage over wholesale cost than was being added to wholesale cost prior to the emergency.

(10) Confiscate merchandise, equipment, vehicles, or property needed to alleviate the emergency with or without compensation. Reimbursement shall be within 60 days and at customary value charged for the items during the 90 days previous to the emergency.

(11) Allow the chairman, vice-chairman, or in their absence, the county administrator, or his or her designee on behalf of the county, to call on the National Guard, other law enforcement divisions and state and federal assistance as necessary to assist in the mitigation of the emergency or to help maintain law and order, rescue, and traffic control

## **5. Shelter Operations**

- a. The Incident Commander will assign members and coordinate with the City of Tallahassee Liaison to provide law enforcement at approved Red Cross shelters.

- b. All plans will be developed and implemented in cooperation with the Leon County Sheriff's Office Division of Emergency Management, the School Board, and the American Red Cross.

**6. Stand-Down/Shelter**

- a. Sheriff's Office personnel will be ordered to stand down and seek shelter for their own safety when conditions become too dangerous. The objective of the early order to evacuate is to allow people to seek shelter before emergency conditions caused by a natural, technological or manmade disaster become life threatening (e.g., sustained tropical storm force winds arrive and roadways become inundated). All evacuation and rescue operations will cease while potentially life threatening emergency conditions exist in the area.
- b. Sheriff's Office personnel will be given instructions as to when and where to seek shelter by their supervisor (Pre-staging of law enforcement).
- c. In the absence of orders to the contrary, deputies may seek shelter at the nearest Red Cross Shelter or return to the Sheriff's Office facilities.

**E. RESPONSE – POST IMPACT PHASE**

**1. Redeployment**

Immediately following the passage of the dangerous conditions, or when the order to redeploy is received, all members will report to the predetermined locations for briefing and assignments.

**2. Security**

Supervisors will survey their areas of operation to determine the need for security patrols to control looting in evacuated or heavily damaged areas of the county.

**3. Traffic Control**

- a. Traffic will be monitored at major thoroughfares and intersections.
- b. Control ingress and egress to and from the emergency area.



#### 4. Search and Rescue

- a. Non-Urban Search and Rescue functions will be performed as required.
- b. ~~b.~~ All casualty information should be relayed to the Command Post immediately.

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#### 5. **Disaster Related Fraud**

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- a. Issue educational materials warning the public of possible disaster related scams and fraud.
- b. Investigate reports of disaster related fraud
- c. Issue alerts to public informing the public of possible disaster related scams and fraud.

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### III. PRIMARY RESPONSIBILITIES

#### A. Leon County Sheriff's Office

- 1. Act as the primary agency for coordination of law enforcement services.
- 2. In County-wide disaster operations such as those resulting from a hurricane or other major disaster, ensure the public safety of all citizens.
- 3. Coordinate law enforcement and security with the City of Tallahassee Police, Florida State University, Tallahassee Community College Police, Florida Agricultural and Mechanical University Police, and other State, and Federal law enforcement agencies as required.
- 4. Execute the evacuation order when issued by the Governor or Board of County Commissioners and assume overall traffic control coordination.
- 5. In coordination with municipal and State law enforcement agencies, provide for security of evacuated areas.
- 6. Coordinate security for shelters, Emergency Operations Center (EOC) and other areas as required.

**B. MILITARY SUPPORT**

1. In the event of a major disaster (Declared State of Emergency), coordinate with the Emergency Operations Center (EOC) to deploy Florida National Guard resources via Florida Mutual Aid Program.
2. In the event of a catastrophic disaster (Declared Federal Emergency), coordinate with the Emergency Operations Center (EOC) to request activation of U.S. Army (Military Police).
3. Coordinate law enforcement, security, and traffic control duties with assigned military personnel.

**IV. SUPPORT RESPONSIBILITIES**

**A. SUPPORT SERVICES**

Provide support services to Emergency Support Functions listed:

1. Transportation Annex (1)
2. Information and Planning Annex (5)
3. Mass Care Annex (6)
4. Health and Medical Services Annex (8)
5. Urban Search and Rescue Annex (9)
6. Hazardous Materials Annex (10)
7. Public Information Annex (14)
8. Animal Issues Annex (17)

**B. PLANS AND PROCEDURES**

The Sheriff's Office will coordinate plans and procedures for providing these support services.

**C. RESOURCES**

The Sheriff's Office will mobilize specialized units and utilize human and material resources to assist in the support services.

<b>LEON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN</b>	<b>Reference: STATE CEMP ESF 17</b>	<b>Reference: NATIONAL RESPONSE FRAMEWORK</b>
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**ANNEX 17  
ANIMAL ISSUES**

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**TABLE OF CONTENTS**

<b>SECTION/TITLE</b>	<b>PAGE</b>
I. INTRODUCTION .....	2
A. PURPOSE.....	2
B. SCOPE.....	2
C. POLICIES.....	3
II. SITUATION .....	3
III. CONCEPT OF OPERATIONS .....	5
IV. RESPONSIBILITIES .....	8

## ANNEX 17 ANIMAL ISSUES

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**LEAD AGENCY:** Leon County Animal Control

**SUPPORT AGENCIES:** Big Bend Disaster Animal Response Team  
Capital Area Chapter of the American Red Cross  
Tallahassee-Leon Animal Service Center  
Big Bend Veterinary Medical Association  
Leon County Cooperative Extension  
Leon County Volunteer Services  
Leon County Sheriff's Office

### **I. INTRODUCTION**

#### **A. PURPOSE**

The purpose of this annex is to provide for the coordination of local resources in response to small pet, livestock, exotic, and wild animal care needs before, during, and following a significant natural, manmade or technological disaster. Assistance provided under Animal Issues is directed by the Leon County Division of Animal Control (LCDAC) within the Public Works Department.

Animal issues are generally overlooked in the planning process for disasters. This lack of planning, caused by the belief that animals can fend for themselves or because of lack of preparation by owners and others, leads to serious problems when animals are forced from their homes or habitats. By developing operational procedures to care for animals prior to, during and after disasters, the health and safety risks these animals pose to the public can be reduced, animal suffering can be minimized, and we can avert a resource drain on other County departments.

#### **B. SCOPE**

LCDAC will provide overall management, coordination and prioritization of countywide animal-related services and resources to support pet, livestock, exotic, and wild animal needs in the event of a major emergency or disaster. Animal-related services under this Annex are categorized in the following functional areas:

1. Conduct rabies control.
2. Assist in the capture of animals that have escaped confinement, or have been displaced from their natural habitat.
3. Assist emergency response teams with animal related problems.
4. Provide humane care and handling of animals before, during, and after disasters by coordinating emergency Medical-Animal Shelters units for the

housing of displaced animals and the emergency medical treatment of those animals.

5. Procure and/or coordinate appropriate equipment and resources for pre- and post disaster sheltering and rescue of animals.
6. Provide emergency care to all sick or injured animals pursuant to applicable laws and protocol.
7. Remove and properly dispose of animal carcasses.
8. Provide information to the general public regarding such issues as quarantine areas, rabies alerts, public service information announcements, Etc.

## **C. POLICIES**

- The primary and support agencies of this annex must plan to be as self sufficient as possible during the first 72 hours following an event, as there may be limited assistance available from other sources.
- The Leon County Division of Animal Control will provide assistance using its primary and support agency authorities and capabilities via coordination with other agencies to support its mission. LCDAC will allocate available resources to each mission based upon priorities identified by the Emergency Operations Center (EOC).
- If animal assistance resources are unavailable, the County EOC will request assistance from the State EOC.
- During disaster planning, response, and recovery efforts, all animal-related services and activities, including rescue, care, housing, relocation, owner redemption, adoption, and medical care, shall be coordinated through the Leon County Division of Animal Control. To ensure compliance with relevant laws and protocols, and to ensure that resources are not diverted from local efforts, all animal welfare groups or rescue organizations must follow the county's policy. No other groups or rescue organizations are authorized to establish response, rescue, or recovery efforts unless they are part of this operation.

## **II. SITUATION**

### **A. DISASTER CONDITIONS**

A significant natural, manmade or technological disaster event would pose public health and nuisance threats, as well seriously impact animals. These threats include injured and displaced animals, dead animals, rabies and other animal-related

diseases, lack of animal care and sheltering, and other animal problems. Additionally, these problems could tax the human needs response and resources.

**1. Pre-Impact Response Phase**

This phase would be the actual pre-impact care and sheltering of animals, and instructions to the pet-owning public about preparing for the disaster.

**2. Post Impact Response Phase**

During this phase, animal-related services will become more generalized. Every attempt will be made to verify the need before providing assistance. However, it may be necessary to proceed with assistance on a limited basis before verification is obtained. Additionally, due to the complexity of animal problems, conditions may require special expert advisory groups. These advisory groups will be convened by the Division of Animal Control as needed and will review health, medical, sustenance, and safety information, and will develop specific strategies to manage and respond to these situations.

**3. Recovery Phase**

Long term animal issues include the return of animals to their owners, to adoptive owners, or to their natural environments, long term public health impact, and proper disposal of carcasses.

**B. PLANNING ASSUMPTIONS**

1. Human lives may be lost due to the refusal of owners to evacuate without their pets or livestock. Public education by the county and animal-related organizations is needed to make people aware of pet sheltering facilities available.
2. The large number of homeless or injured pets, livestock, wild animals and exotic animals will require the capture and subsequent sheltering of these animals.
3. Assessment and treatment of sick and injured animals, including euthanasia if necessary, will have to be accomplished through cooperative efforts with the veterinary community at designated shelters and private offices.
4. Commercial animal food must be imported into the county by prior arrangement with vendors. Food drops for wild animals would be organized by various wild animal related groups and state agencies.
5. The accumulation of shelter animal waste and carcasses must be removed to approved solid waste dumping sites.

6. The accumulation of animal carcasses throughout the county must be removed to approved solid waste dumping sites, or burned or buried on site in conformance with applicable laws.
7. Shelter animals will need to be re-united with their owners after the disaster, adopted to new homes, or euthanized.
8. Non-governmental groups, animal rescue organizations, and others, including concerned individuals, will want to participate in the search and rescue, sheltering, relocation, and recovery efforts. This group must include provisions for this participation while ensuring that resources are not diverted from Leon County and that animals are not removed from the area without Animal Control's prior approval. This is especially important for reuniting owners with their lost pets, many of which are removed from disaster areas before owners can search for them.

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

#### **A. GENERAL**

All requests for animal-related assistance will be channeled through the Emergency Operations Center (EOC). At the time of activation of the EOC, Animal Control will be staffed on a 24-hour schedule to communicate with other agencies and prioritize assistance requests.

#### **B. ORGANIZATION**

The Leon County Division of Animal Control Director, or designee at the Emergency Operations Center, is responsible for coordination of all operations. All volunteer animal assistance agencies will coordinate directly with Animal Control.

#### **C. NOTIFICATION**

Initial notification will be sent by the Emergency Operations Center to Leon County Division of Animal Control (LCDAC) as the primary agency.

Immediately following notification to activate, the LCDAC will complete the following:

- Assure that necessary emergency operating facilities and reporting systems are established;
- Establish communications with the Emergency Operations Center, obtain status report, and notify the EOC of operations; and
- Provide appropriate representation to the Emergency Operations Center.

Immediately following notification by LCDAC to commence response actions for this activity, each support agency will complete the following:

- Staff animal facilities per the Leon County Animal Disaster Plan;
- Provide for a call down of each agency's staff;
- Provide for on-going needs relative to each agency's designated area of responsibility; and
- Provide personnel and resources for assessment and field teams as required.

#### **D. PRE-PLANNING AND PUBLIC EDUCATION**

##### **1. Background**

During Hurricane Andrew in South Florida, the impact of animals' problems exacerbated the human disaster. Some residents who refused to evacuate without their pets lost their lives. Injured and dying animals posed extreme safety and health risks to the population and rescue workers. Large numbers of resources had to be diverted from other operations to meet these needs and problems. During the March storm of 1993, some counties experienced the same problems, though on a smaller scale. As a result, Leon County recognized the need to plan for the care and needs of animals and the pet-owning public during the response and recovery stages of a disaster.

##### **2. Leon County Animal Control Group**

Understanding the personnel and resource limitations of the LCDAC, a rescue, response, and recovery team should be formed. Membership should include:

- Leon County Animal Control;
- Tallahassee-Leon Animal Service Center;
- Big Ben Disaster Animal Response Team
- Leon County Volunteer Service Center;
- Leon County Humane Society;
- Big Bend Veterinary Medical Association;
- Local Kennel Owners;
- Local Stable and Ranch Operators; and



- Concerned Residents.

In addition, the LCDAC Team will maintain a liaison with the following:

- Leon County Sheriff's Office, Division of Emergency Management;
- Leon County Sheriff's Office;
- North Florida Fair Association;
- Florida Highway Patrol;
- Leon County Cooperative Extension;
- Leon County Public Health Unit.

### 3. **Public Education**

Information will be provided through the Hurricane Survival Guide, Leon County Animal Control, the Tallahassee-Leon Animal Service Center (TLASC), participating veterinarians, and the news media.

## **E. PRE-IMPACT RESPONSE PHASE**

### 1. **Sheltering**

#### a. **Owner Options**

The responsibility for providing safe shelter for animals lies with the owner. Owners who must evacuate are encouraged to make arrangements ahead of time for pet evacuation and are advised of the following options:

- Stay with friends or family members in a safe area;
- Make reservations at a hotel which will accept pets (a list is available from the LCDAC and TLASC);
- Make arrangements to board animal(s) at a kennel or veterinary clinic (a list is available from the LCDAC and TLASC);
- Relocate larger animals to open pasture areas;
- Or as a last resort, either:

(1) If evacuating to a Capital Area Chapter of the American Red Cross shelter, contact LCDAC about bringing the pet(s) to an approved shelter. Boarding fees may be

- waived at the TLASC in emergency cases for up to three days after the disaster, or
- (2) Leon County Animal Control Maintains and operates and portable pet shelter trailer. This gives Animal Control the ability to establish Pet Accessible Shelter at an activated Red Cross Shelter. Pet owners are still responsible for care of their animals while at shelter.
  - (3) Make modifications to your home/property to allow the animal relative safety and leave them at home.

#### **F. POST IMPACT RESPONSE PHASE**

LCDAC will immediately identify, mobilize and deploy an assessment team(s) to the disaster area(s) to determine specific health and safety needs and priorities. Animal Control will coordinate with the other agencies represented at the Emergency Operations Center to provide support to aid in the response to animal-related problems.

LCDAC will continue to provide assistance in the following areas: search and rescue of threatened, abandoned or displaced animals; animal sheltering; emergency medical care; feeding; relocation of domestic and wild animals; reunification with owners or adoption to new owners; acquisition of additional food and supplies from vendors to support the relief efforts; dead animal removal; and continued coordination with other agencies.

#### **G. RECOVERY PHASE**

Continued care of sheltered animals and provision of an extended network for the adoption of unclaimed animals as appropriate. Reunification of pets with owners. Relocation of sick and injured animals to permanent facilities or euthanasia as needed. Relocation of wild animals to their environments. Return to normal operations.

### **IV. RESPONSIBILITIES**

#### **A. PRIMARY AGENCY**

The LCDAC is designated as the lead agency and is responsible for the following:

- Notifying, activating, and mobilizing all agencies assigned.
- Coordinating all support agency actions in performance of missions assigned.
- Coordinating requests for assistance and additional resources necessary during performance of the mission with the appropriate agencies.

- Functioning as the County's representative/liaison to the Emergency Operations Center (EOC).
- Coordinating rabies control activities.
- Maintaining liaison with the local Capital Area Chapter of the American Red Cross office for the delivery of services to their clients in need of emergency pet sheltering.
- Facilitating the transportation of injured, stray, or nuisance animals to animal care facilities.
- Assisting emergency response teams with animal-related problems.
- Making arrangements for the removal and disposal of dead animals.
- Coordinating with the Leon County Health Department for the release of public information regarding animal-related health issues.
- Enforcing the animal control laws.
- Impounding animals at large.
- Euthanizing sick and/or injured animals through assigned and authorized persons.
- Coordinating wildlife rescue, care and release with wildlife rehabilitators and the Florida Wildlife Conservation Commission
- Conduct at least two evaluations annually to inventory available vehicles, equipment, supplies, materials, and personnel.
- Responding to animal-related inquiries
- Investigating animal cruelty and neglect complaints.

#### **B. SUPPORT AGENCIES (GENERAL)**

All support agencies are responsible for the following:

- Notifying, activating, and mobilizing all personnel and equipment to perform or support assigned functions as designated within the Comprehensive Emergency Management Plan and the response actions.

- Designating and assigning personnel for staffing of all facilities at which this activity is required and providing representation when it is determined by the primary agency to be necessary.
- Coordinating all actions of the support agency with the primary agency when performing the assigned missions.
- Identifying all personnel and resource requirements to perform assigned missions which are in excess of the support agencies' capabilities.
- Conducting at least two evaluations annually to determine available vehicles, equipment, supplies, materials, and to forward a copy of those evaluations to the LCDAC.

# **Board of County Commissioners**

## **Leon County, Florida**

### **Policy No. 07-2**

Title:	Reserves
Date Adopted:	September 16, 2008
Effective Date:	September 16, 2008
Reference:	N/A
Policy Superseded:	Policy No. 07-2, "Reserves", adopted July 10, 2007; Policy No. 99-3, "Use of Contingency Reserves", adopted November 23, 1999; Policy No. 94-11, "Contingency Reserves and Mid-Fiscal Year Funding Requests from Outside Agencies," September 1994

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It shall be the policy of the Board of County Commissioners of Leon County, Florida, that:

Policy No. 07-2, "Reserves", adopted by the Board of County Commissioners on July 10, 2007, is hereby superseded, and a revised policy is hereby adopted in its place, to wit:

#### **1. Emergency Reserves**

- a. The general revenue emergency reserves will be maintained at an amount not to be less than 3% and to not exceed 8% of projected general fund and fine and forfeitures fund operating expenditures for the ensuing fiscal year.
- b. A Catastrophe Reserve will be maintained at 2% of the general fund and fine and forfeiture fund operating expenditures for the ensuing fiscal year. The Catastrophe Reserve will provide immediate cash flow for staff overtime, equipment, contractual support and materials/supplies in the event of a natural disaster.

In the event of a declared local state of emergency, the County Administrator is authorized to utilize the Catastrophe Reserve to pay Leon County solid waste and Leon County building/growth fees for eligible residents for the purpose of debris removal and home restoration/reconstruction. To be eligible, residents must demonstrate that all other means (including, but not limited to: FEMA Individual Assistance, property insurance) have been exhausted prior to seeking County assistance.

- c. The reserve for contingency is separate from the reserve for cash balances.
- d. Annually the Board will determine an appropriate amount of reserve for contingency to be appropriated as part of the annual budget. Any funds not included in the budget under this category will be included as part of the unreserved fund balance.

## **2. Reserve for Cash Balances**

- a. The County will maintain an annual unappropriated reserve for cash balance at a level sufficient to maintain adequate cash flow and to eliminate the need for short-term borrowing.
- b. The unappropriated fund balance shall be no less than 10% and no greater than 20% of projected general fund and fine and forfeiture fund operating expenditures.
- c. The reserve for cash balance shall be separate from the emergency reserves.
- d. All major funds will retain sufficient cash balances to eliminate the need for short-term borrowing.

## **3. Utilization of Fund Balance**

- a. As part of the annual budget process, a determination will be made of the minimum and maximum amounts of fund balance available based on the requirements set forth in Sections 1 and 2.
- b. Funds in excess of the minimums established can be utilized to support one time capital project funding and /or other one-time expenditures to address unforeseen revenue shortfalls.

## **4. Budgeted Contingency Reserve**

Budgeted Reserve for Contingency reserves, are established to provide the following:

- a. Funding for authorized mid-year increases to adopted levels of service.
- b. Funding for unexpected increases in the cost of providing existing levels of service.
- c. Temporary and nonrecurring funding for unexpected projects.
- d. Funding of a local match for public or private grants.
- e. Funding to offset losses in revenue caused by actions of other governmental bodies.
- f. Funding to accommodate unexpected program mandates from other governmental bodies.

## **5. Procedures**

- a. The County Administrator is authorized to develop forms and procedures to be used by outside agencies or individuals or County agencies in submitting their requests for use of contingency reserves.
- b. County agencies, including County departments and Constitutional Officers, requesting additional funding from the Board shall first submit their requests in writing to the County Administrator for full review and evaluation.
- c. After evaluation, all requests will be brought to the Board for consideration at a regularly scheduled meeting.
- d. Requests for use of reserves for contingency may be approved only by the Board of County Commissioners.

- e. The County's budget will be amended at such time the County Commission, by majority vote, authorizes reserves for contingency. All requests to the County Commission for the use of any reserves for contingency shall be accompanied by a "contingency statement" prepared by OMB showing the year-to-date activity on the reserves account as well as the current account balance and the net effect on the account of approving the use of reserves.

## **6. Evaluation Criteria**

- a. The Board will use the procedures and evaluation criteria set forth in this policy. The evaluation of funding requests shall include, but not be limited to the following:
  - ▶ consistency with other Board policy;
  - ▶ the urgency of the request;
  - ▶ the scope of services to be provided;
  - ▶ the short-term and long-term fiscal impact of the request;
  - ▶ a review of alternative methods of funding or providing the services,
  - ▶ a review for duplication of services with other agencies;
  - ▶ a review of efforts to secure non-County funding;
  - ▶ a discussion of why funding was not sought during the normal budget cycle; and
  - ▶ a review of the impact of not funding or delaying funding to the next fiscal year.

## **7. Exceptions**

- a. This policy is not intended to limit regular mid-year salary adjustment transfers from the salary adjustment contingency account, which is reviewed separately by the Board of County Commissioners on an annual basis.



# ACT

# RECOVER



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**wfsu**  
PUBLIC MEDIA

**88.9**

For emergency updates on the radio



# CONTENTS

***Prepare***

**4**

***Act***

**6**

***Recover***

**10**

***Surviving  
All Hazards***

**12**

***Stay Engaged  
and Informed***

**14**



## Leon County Government

Emergency Management  
Public Safety Complex  
911 Easterwood Drive  
Tallahassee, FL 32311  
(850) 606-3700

## Leon County Community and Media Relations

Leon County Courthouse  
5th floor  
301 S Monroe St.  
Tallahassee, FL 32301  
(850) 606-5300

People Focused.  
Performance Driven.

**LeonCountyFL.gov**

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**#HURRICANE  
STRONG™**

**Leon County is proud to be the nation's  
first #HurricaneStrong community**



**FLASH®**  
Strengthening Homes &  
Safeguarding Families



**FEMA**

# A prepared community is a resilient community

**VINCENT S. LONG**  
County Administrator



□ □ □ □ □ □ □ □

The County's Disaster Survival Guide you are holding now gives you all the information you need to be prepared before, during, and after disaster. As a learning organization, Leon County focuses on listening to

our citizens and extracting every lesson possible after emergencies.

This commitment to learning and building resilience has led to Leon County being named the nation's first #HurricaneStrong community by the Federal Alliance for Safe Homes (FLASH) and the Federal Emergency Management Agency (FEMA). In addition, the designation recognizes the Board of County Commissioners for their leadership in building our community's resilience and their continued focus on public safety. #HurricaneStrong acknowledges our entire community and all the efforts of our neighborhoods,

partners, and citizens to be a model of resilience for the entire nation. For years, both FLASH and FEMA sought a community that embodied what it means to be #HurricaneStrong: resilient, responsive, and dedicated to learning and improving.

And while we are proud to be #HurricaneStrong, it's not a one-and-done label; rather, it's a commitment to always growing stronger and better in the face of disaster. As the first #HurricaneStrong community, we will continue to reflect on the hard work we have done and the new opportunities we can leverage.

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## Prepare now for 2018 hurricane season

**KEVIN PETERS**  
Director  
Leon County Emergency  
Management



□ □ □ □ □ □ □ □

After two hurricanes nearly a year apart from one another, we know that Leon County can be particularly vulnerable to weather-based disasters. But we also know we have a resilient community filled with local officials, neighborhood leaders, and community partners who work around the clock during disaster to keep us safe. And still, all of us need to be prepared for the 2018 Atlantic hurricane season, which is expected to be another active season.

As Hurricane Hermine (2016) and Hurricane Irma (2017) have taught us, every emergency exposes different vulnerabilities, tests a community's partnerships differently, and reveals opportunities for improvement in different ways. Leon County remains committed to making our strong response to emergency even stronger for the next disaster.

You will see Leon County's commitment to #HurricaneStrong reflected throughout the 2018 Disaster Survival Guide. The guide continues our County's commitment to listening, planning, and building upon our past successes. Learning from back-to-back hurricanes, we have continued our community partnership with WFSU radio to provide timely, critical updates on 88.9FM. In addition, the County's Citizen Connect mobile app proved critical for Hurricane Irma, and it's your one-stop shop for all

local emergency information.

The 2018 Disaster Survival Guide is a critical part of your disaster planning. Take it with you when you travel and give copies to your family and friends. The guide is divided into several sections that focus on storm readiness, featuring important information to help you prepare, act and recover.

As the last two hurricanes have taught us, we do our best work responding to disaster when our community works together. So be prepared for the 2018 season by making a disaster plan, gathering your supplies, and staying informed!

If you need help planning and preparing, do not hesitate to contact Leon County Emergency Management at (850) 606-3700. It's critical that our community is prepared and resilient for the next disaster.

# Prepare

Plan now before disaster strikes

Plan now. **When disaster strikes, it is too late to prepare.** This section will help you plan to keep you and your family safe during disasters. Be prepared by having a plan and disaster bucket for your family.

## Build your bucket

Leon County encourages citizens to put disaster supplies in a waterproof and durable five-gallon bucket. Keep these essential items in a bucket near an exit door in your home or in your vehicle

- |  |   |
|--|---|
| <input type="checkbox"/> Batteries                   | <input type="checkbox"/> Pet supplies   |
| <input type="checkbox"/> Battery powered AM/FM radio | <input type="checkbox"/> Photos of family members and pets  |
| <input type="checkbox"/> Blanket                     | <input type="checkbox"/> Pocket knife   |
| <input type="checkbox"/> Can opener                  | <input type="checkbox"/> Portable phone charger   |
| <input type="checkbox"/> Cash                        | <input type="checkbox"/> Ponchos  |
| <input type="checkbox"/> Change of clothing          | <input type="checkbox"/> Rope/paracord  |
| <input type="checkbox"/> Duct tape                   | <input type="checkbox"/> Soap   |
| <input type="checkbox"/> Dust mask                   | <input type="checkbox"/> Special family needs (diapers, feminine hygiene items, etc.)   |
| <input type="checkbox"/> First aid kit               | <input type="checkbox"/> Tarp   |
| <input type="checkbox"/> Flashlight                  | <input type="checkbox"/> Toilet paper   |
| <input type="checkbox"/> Games and toys              | <input type="checkbox"/> Toothbrush   |
| <input type="checkbox"/> Gloves                      | <input type="checkbox"/> Towel  |
| <input type="checkbox"/> Hand sanitizer              | <input type="checkbox"/> Water  |
| <input type="checkbox"/> Keys (home and car)         | <input type="checkbox"/> Waterproof bag with family documents, including driver's license, insurance information, out-of-area contact |
| <input type="checkbox"/> Large plastic trash bags    | <input type="checkbox"/> Whistle  |
| <input type="checkbox"/> Local map                   |   |
| <input type="checkbox"/> Medications                 |   |
| <input type="checkbox"/> Non-perishable food         |   |
| <input type="checkbox"/> Permanent marker            |   |

## Watch or Warning?

Knowing the difference between a watch and warning can help keep you safe.

### Tropical Storm Watch:

An announcement that tropical storm conditions (sustained winds of 39 of 73 mph) are *possible* within the specified area within 48 hours.

### Tropical Storm Warning:

An announcement that tropical storm conditions (sustained winds of 39 to 73 mph) are *expected* within the specified area within 36 hours.

### Hurricane Watch:

An announcement that hurricane conditions (sustained winds of 74 mph or higher) are *possible* somewhere within the specified area. Because hurricane preparedness activities become difficult once winds reach tropical storm force, the hurricane watch is issued 48 hours in advance of the anticipated onset of tropical-storm-force winds.

### Hurricane Warning:

An announcement that hurricane conditions (sustained winds of 74 mph or higher are *expected* somewhere within the specified area. Because hurricane preparedness activities become difficult once winds reach tropical storm force, the hurricane warning is issued 36 hours in advance of the anticipated onset of tropical-storm-force winds.

## 2018 North Atlantic Hurricane Names

Alberto	Gordon	Michael	Tony
Beryl	Helene	Nadine	Valerie
Chris	Isaac	Oscar	William
Debby	Joyce	Patty	
Ernesto	Kirk	Rafael	
Florence	Leslie	Sara	



## Insurance

### 5 Questions to Ask About Your Policy

1. What is my standard deductible?
2. What is my hurricane deductible?
3. Do I need flood insurance?
4. Do I have enough coverage to replace my home and belongings?
5. Do I have loss-of-use coverage for temporary housing expenses?

Not all insurance policies are created equal. Check your policy or talk to your agent to make sure you have sufficient coverage and to determine if any home improvements would qualify for

a discount on premiums. Learn more about insurance policies from the Insurance Information Institute at [iii.org](http://iii.org).

#### Flood Insurance

Most Homeowner Insurance policies **do not** cover damage from rising flood waters. If you own a home in a flood zone, your mortgage company will require you to carry a flood policy. Even if you don't live in a flood zone, consider the additional coverage. To learn more about flood protection, visit [LeonCountyFL.gov/FloodProtection](http://LeonCountyFL.gov/FloodProtection).

Don't wait until it is too late to buy a flood insurance policy. Typically, there's a 30-day waiting period before your policy goes into effect.

#### Renters

Questions to ask:

- Do I know my rental property's risk of flood or storm surge? Do I know my evacuation zone?
- Do I need flood insurance and renter's insurance to cover damage to my personal property?
- Will my landlord protect the windows in a storm? If not, where would I go during a hurricane?

#### Insurance Helpline

The Florida Department of Financial Services' toll-free Insurance Consumer Helpline is available year-around to assist Florida's insurance consumers. Insurance Specialists are available to answer questions or concerns regarding insurance coverage and advocate on a consumer's behalf to resolve a dispute with an insurance company. Consumers may contact an Insurance Specialist at 1-877-MY-FL-CFO (693-5236) toll-free, Monday through Friday from 8 a.m. to 5 p.m.

In the event of a disaster, the Department may activate its Disaster Assistance Insurance Helpline at 1-800-222-STORM (227-8676). Visit [MyFloridaCFO.com/Division/Consumers](http://MyFloridaCFO.com/Division/Consumers) for more.

### Sandbags

Sandbags are made available by Leon County and the City of Tallahassee for heavy rain. Leon County sandbags are limited to 15 bags per household and citizens should bring shovels to fill bags. Locations will not be staffed, but crews will resupply sites. Sites will remain open until officials determine sandbags are no longer needed. Updates



about sandbag availability will be provided during an emergency at [LeonCountyFL.gov/ei](http://LeonCountyFL.gov/ei).

#### Please note:

*Residents should not rely on sandbags to save their home from major flooding, especially fast moving hurricane storm surge flooding. Consider the severity of flood conditions before deciding whether sandbags would provide effective protection.*





## Stay or go?

### Making the decision

When a hurricane is approaching, will you stay in Leon County or drive miles away to another location? Evacuating to a safe shelter locally or in a neighboring county has advantages; you will avoid traffic jams and highways crowded with vehicles from other counties joining the evacuation. Even if you leave the area, the storm could shift and still put you in harm's way. The next section will guide you through the steps you should take as a storm is approaching and the choices you'll have to make.

## Understanding the forecast

### 5-day cone actions

When the Big Bend area is in the 5-day cone, it's time to implement your plan and preparations. A hurricane is on a probable path to reach our area in five days.

- Review your family disaster plan.
- Get your disaster bucket and important papers ready.
- Begin work to prepare your home and yard.
- If you have special needs, be sure to implement your plan and, if needed, you are registered for a special needs shelter. See page 9 for more information.

### 3-day cone actions

As a storm moves closer to land, the accuracy of the forecast increases and residents should step up their preparation with the following actions:

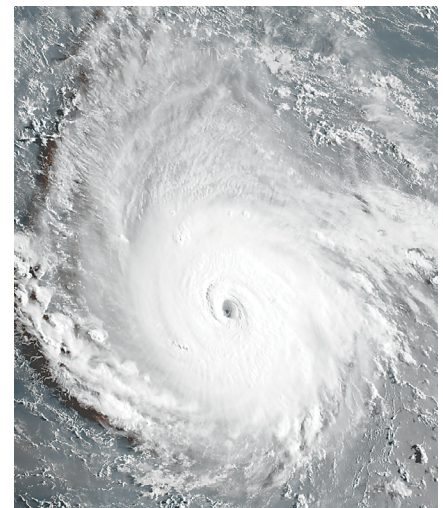
- Double check your disaster bucket and make necessary purchases.
- Gather special supplies for children, seniors, and pets.

- Be sure you have all materials and tools necessary to shutter windows.
- If your plans are to evacuate, make arrangements, book reservations and pack what you can in your vehicle.

### Hurricane Watch actions

*(48 hours ahead)*

- Prepare as if the storm is headed directly for your home. Be ready for a Hurricane Warning within a few hours.
- Fill your vehicle's gas tank.
- Get cash and secure important papers and valuables.
- Refill medications.
- Fill containers and tubs with water, even if evacuating – you may need the water when you return.
- Secure yard equipment and furniture.
- Shutter your windows.
- If your plans are to evacuate the area, secure your home so you can leave as soon as an evacuation order is issued.



*Hurricane Irma*

- If you are registered for transportation to a public shelter, be sure you have everything you need in your disaster bucket.

### Hurricane Warning actions

*(36 hours ahead)*

- Be prepared for an evacuation order to be issued.
- Stay tuned to local news and get your weather radio ready.
- Complete final preparations to evacuate or to shelter in your home.
- If your plan is to travel out of the local area and you can leave at this point, go.

## Evacuation order

- If you are registered for transportation to a public shelter, be ready to leave when contacted. See page 9 for more information.
- Determine if your residence is affected by the evacuation order — does it include your area, or do you live in a mobile or manufactured home?
- If you are evacuating locally, get to your shelter location within a few hours of the order.
- If you are traveling out of the local area, leave immediately to avoid traffic jams.
- Be aware of your evacuation time range. Evacuations will be issued with beginning and end times.

## Plan to stay if ...

- You live in a structure that was built after 1973 when Florida adopted a standard building code.
- You do not live in a manufactured or mobile home.
- Your home is not vulnerable to storm surge or inland flooding.
- You have reduced the threat of falling trees by trimming and/or removing dead, dying or diseased trees.
- You have mitigated the effects of severe winds on your home by installing hurricane shutters on windows and bracing your garage door.
- You have prepared a multi-hazard Disaster Response Plan for yourself, your family, and your pets.
- You have prepared a disaster bucket that includes cash, a supply of food, water and a 1-month supply of prescription medicines.
- You have identified a Safe Room within your home.

## Plan to go if ...

- An evacuation order has been issued.
- You live in a manufactured or mobile home.
- You live in a structure that was built prior to 1973 when Florida adopted a standard building code.
- Your home is vulnerable to storm surge or inland flooding.
- You can leave early enough to meet an estimated regional clearance time of 24 hours. (It is very dangerous to be on the highway during a storm.)



## Mobile homes are not safe havens

A Category 1 hurricane like Hermine, with winds of 74 to 95 mph, can rip apart a mobile home. The National Hurricane Center reports that no mobile home or manufactured home — no matter how new it is — can be a safe shelter from hurricane force winds. Also, tornadoes can spin off from hurricanes.

Straps or other tie-downs will not protect a mobile home from high winds associated with a hurricane. In 1992, 97% of all manufactured homes in Hurricane Andrew's path in Dade County were destroyed, compared to 11% of single-family, non-manufactured homes. If a hurricane threatens Leon County,

all mobile home residents should plan to evacuate to a safer location. If you must evacuate and do not have access to transportation due to age, disability, or other special needs, you should register now with Leon County Emergency Management. See page 9 for more information.

# Evacuations and shelter

## Sheltering info

### What to bring

Risk shelters may only have water, snacks, and a secure area for you to stay safe during a major storm. If you evacuate to a risk shelter during a disaster, please bring the following items:

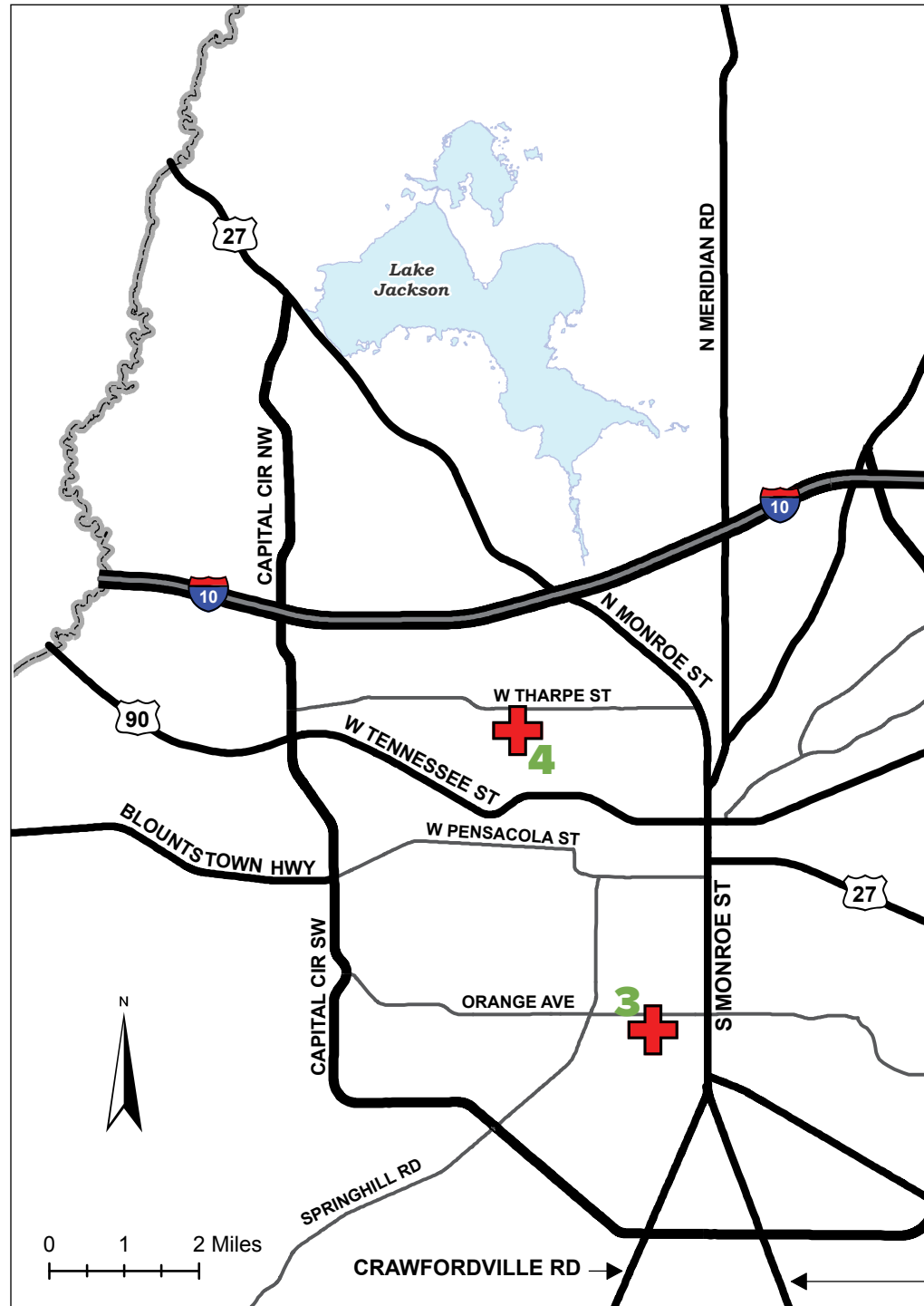
- Toiletries and diapers if you are sheltering with young children
- Prescription medications and any important documents you deem necessary
- Additional snacks, specifically if you have a special diet
- Blankets, pillows, and/or sleeping bags--your accommodations at the shelter may be limited
- Books, puzzles, or other entertainment that do not require electricity

### For the elderly and citizens with special needs

All residents should have personal evacuation plans. Citizens who will need assistance with evacuation and sheltering because of age, disability or other special needs should register online at [SNR.FloridaDisaster.org](http://SNR.FloridaDisaster.org).

All information you provide is confidential and protected under Florida Statutes and **must be updated on an annual basis**. For further assistance with registration, call Leon County Emergency Management at (850) 606-3700.

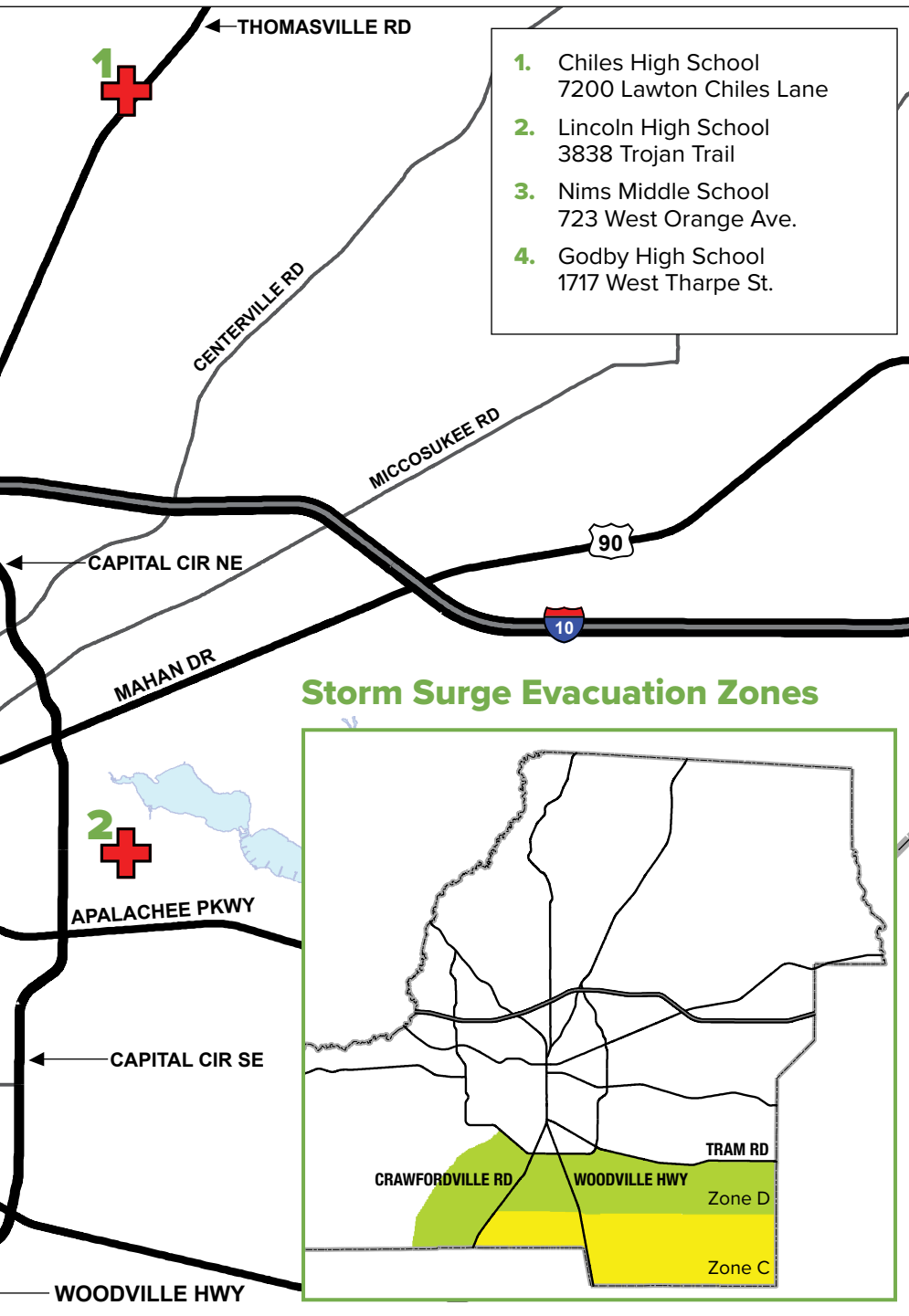
## + Red Cross Shelters □ □ □ □ □ □ □ □ □ □



*Please note: Not every shelter will open for every disaster. Please check [LeonCountyFL.gov](http://LeonCountyFL.gov)*

# RS

Leon County officials can issue an order directing the evacuation of specific areas of the county deemed to be in danger. Prepare to leave 24 hours prior to the storm landfall in order to give yourself enough time to evacuate.



## Voluntary

If a tropical storm is approaching or a hurricane is expected to cross Florida and pass over Leon County, the danger from storm surge may be lower. Emergency managers may recommend residents in mobile homes or flood prone areas evacuate to higher ground or sturdier shelter.

## Mandatory

The probability of storm surge is high and could be deadly for residents who don't leave. It is illegal to stay in a home under a mandatory evacuation order. Residents living in mobile homes should plan to evacuate to a safer location during a mandatory order.

## Storm Surge

Storm surge is the leading cause of death from hurricanes and is the reason hurricane evacuation orders are issued. The Apalachee Bay is one of the most storm surge prone areas in the Southeast. Areas of southern Leon County have been identified as storm surge evacuation zones. Know your zone!

**Zone C (Yellow)** – Areas east of Crawfordville Highway to the Leon/Jefferson County Line, and areas along and south of the following roads: Glover Road; Oak Ridge Road; Rhodes Cemetery Road; Meridale Drive.

**Zone D (Green)** – Includes all areas in Zone C, in addition to areas east of Springhill Road to the Leon/Jefferson County Line, and areas along and south of the following roads: Capital Circle SW; Capital Circle SE; Tram Road.

or call the Citizens Information Line at (850) 606-3700 to learn about shelter openings.



# RECOVER

## In the aftermath of a disaster

During a disaster, services could be impacted, including electric, water, and sewer. When preparing, consider that you could be without these important utilities for an extended period.

### Electric outages

For City of Tallahassee customers, report electric outages via the City's DigiTally App, [Talgov.com/Outage](http://Talgov.com/Outage), or by calling (850) 891-4968. During major events, the City will send information directly to utility customers. Keep your contact details current by visiting [Talgov.com/Update](http://Talgov.com/Update) or by calling (850) 891-4968.

For Talquin Electric members, you can report an electric outage by calling 1-866-899-4832 (Automated System) or 1-888-802-1832 (Live Operator) or text #OUTAGE to 85700. Sign up for text alerts at [TalquinElectric.com](http://TalquinElectric.com). Download Talquin's iPhone app from the App Store.

Duke Energy customers, call 1-800-228-8485.

Expect longer wait times during major events.

### Food Safety

**TWO DAYS:** The approximate time frozen items can be stored safely if you keep the freezer door shut.

**FOUR HOURS:** If your refrigerator's power is out for longer than this time, move perishable foods into an ice-filled cooler.

### Generators

If you are considering purchasing a portable generator, the City of

Tallahassee offers a low-interest loan program for qualified homeowners. To be eligible, a transfer switch and interconnect agreement are required. Get details by calling 891-4968.

A generator can keep your appliances going after a disaster, but it comes with several dangers:

**CARBON MONOXIDE:** Use generators outdoors and away from windows and doors to avoid exposure to this deadly, colorless, odorless gas. Never operate a generator indoors.

**FIRE:** Make sure the generator is cool when refilling the fuel tank and store flammable fuel away from fuel-burning appliances.

**ELECTRICAL SHOCK:** An electrical shock from your generator can kill you.

- Keep generator in a dry place.
- Plug appliances directly into the generator or use a heavy-duty, three-pronged extension cord.
- Never plug into a wall outlet; this can cause electrocution.

### Water impacts

If the drinking water supply is compromised by a disaster, a boil water notice will be issued, which means there's a possibility of contamination.

**BOIL:** Bring a pot of water to a rolling boil for 1 minute to kill bacteria, viruses, and parasites.

**BLEACH:** Add 1/8 tsp. of unscented

bleach per gallon of water and let stand for 30 minutes; bleach used should contain 5.25 percent sodium hypochlorite. This is less effective but will work if there's no way to boil water.

### Sewer outage

If a sewer outage is announced, **DO NOT** flush your toilet. Powered sewer lift stations may be down, which could cause a sewage back-up in your home.

### Emergency toilets

Use a chemical toilet or create an emergency toilet by one of the following methods:

**5-GAL BUCKET:** Line with heavy-duty trash bag and use household bleach as disinfectant. Make sure it has a tight lid.

**TOILET BOWL:** Turn off your outside water supply first and flush once to empty before lining with a trash bag. Do not use kitty litter — it cannot be flushed after the sewer system is running.

### Safe driving

After a storm, roads may be littered with debris and many routes may be flooded. Avoid unnecessary travel and, if you must venture out, always obey Road Closed signs.

Never drive through standing water. Turn around, don't drown! Treat any intersection with non-working traffic signals as an "all way" stop. Be prepared to stop at every intersection.

# PICKING UP THE PIECES

Following these specific guidelines when hauling hurricane-related debris and household garbage to the curb will make for a speedier removal process

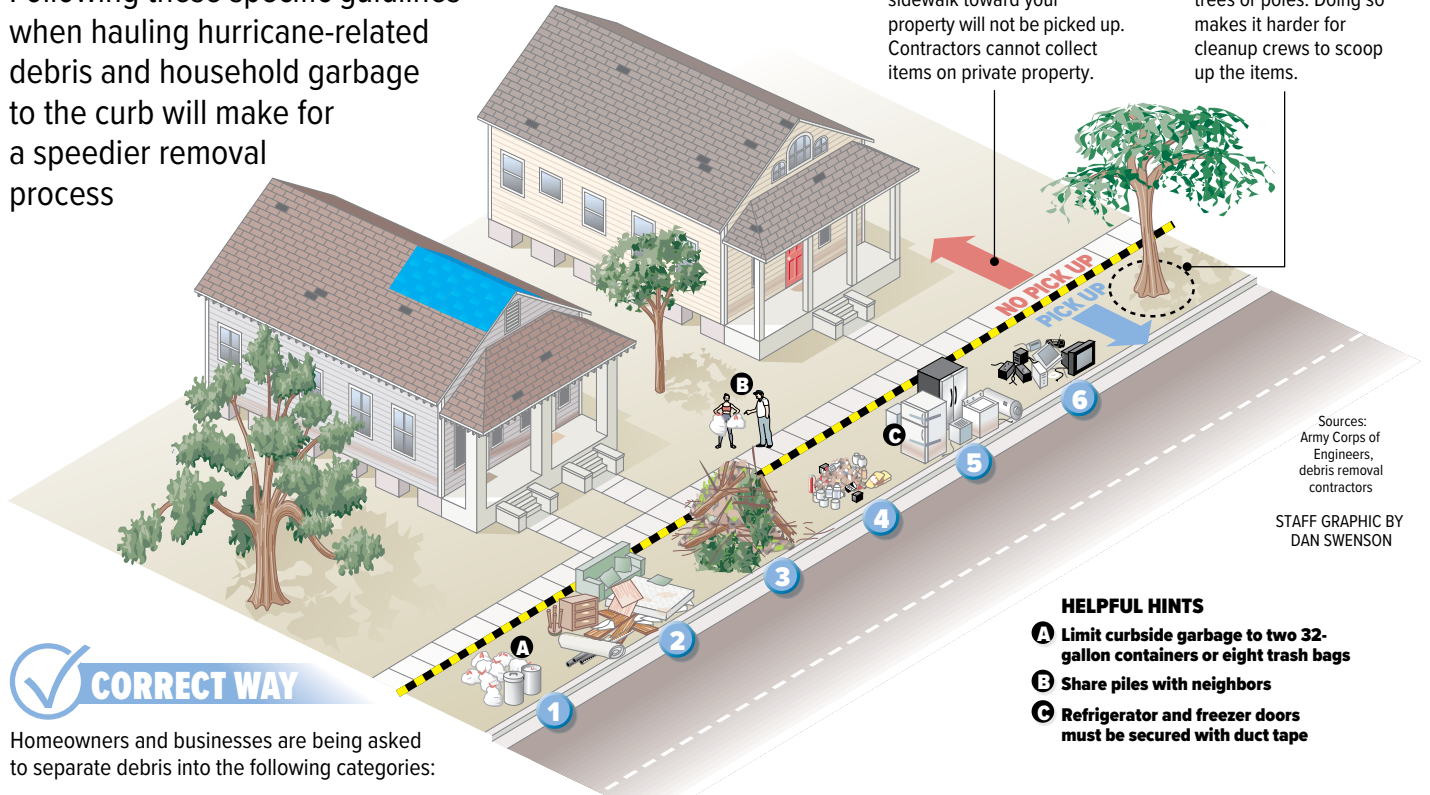
## WRONG WAY

### CROSSING THE LINE

- Any debris placed from the sidewalk toward your property will not be picked up. Contractors cannot collect items on private property.

### PROPPING UP

- Do not set debris against trees or poles. Doing so makes it harder for cleanup crews to scoop up the items.



Sources:  
Army Corps of  
Engineers,  
debris removal  
contractors

STAFF GRAPHIC BY  
DAN SWENSON

## CORRECT WAY

Homeowners and businesses are being asked to separate debris into the following categories:

### 1 HOUSEHOLD GARBAGE

- Bagged trash
- Discarded food
- Packaging, papers
- All garbage should be placed curbside the night before the scheduled weekly pickup.

### 2 CONSTRUCTION DEBRIS

- Building materials
- Drywall
- Lumber
- Carpet
- Furniture
- Mattresses
- Plumbing

### 3 VEGETATION DEBRIS

- Tree branches
- Leaves
- Logs

### 4 HOUSEHOLD HAZARDOUS WASTE

- Oils
- Batteries
- Pesticides
- Paints
- Cleaning supplies
- Compressed gas

### 5 'WHITE' GOODS

- Refrigerators
- Washers, dryers
- Freezers
- Air conditioners
- Stoves
- Water heaters
- Dishwashers

### 6 ELECTRONICS

- Televisions
- Computers
- Radios
- Stereos
- DVD players
- Telephones

### HELPFUL HINTS

- A** Limit curbside garbage to two 32-gallon containers or eight trash bags
- B** Share piles with neighbors
- C** Refrigerator and freezer doors must be secured with duct tape

## Price gouging

In a declared state of emergency, it is illegal to sell necessary goods or services at increased prices. If you believe a business or individual is price gouging, call the Attorney General's Office at 1-866-9-NO-SCAM (1-866-966-7226).

## Who to call

- 9-1-1 for life-threatening emergencies or (850) 606-5800 for non-emergency public safety assistance.
- Citizen Information Line for the latest emergency updates, (850) 606-3700 or use 7-1-1 Florida Relay.
- Contact 2-1-1 Big Bend for 24-hour social services assistance by dialing 2-1-1 or (850) 617-6333.
- For City of Tallahassee Utility information, call (850) 891-4968.
- For Talquin Electric, call 1-888-802-1832.
- For Duke Energy call 1-800-228-8485.

# HAZARDS

## Surviving all hazards

While hurricanes pose a major threat to Leon County, there are other potential disasters that threaten lives and property. From violent tornadoes to hazardous chemical spills, it is critical to know what to do when warnings are issued.

- Identify a meeting location should an incident prevent you from getting home.
- Build a disaster bucket for potential disasters.
- Locate a safe room you can retreat to in the event of severe weather events such as thunderstorms and tornadoes.

## Thunderstorms and lightning

Thunderstorms are a common occurrence in Florida, especially during the summertime. The Sunshine State sees about 1.4 million lightning strikes in an average year and we lead the nation in lightning-related deaths. About 10 percent of thunderstorms are severe, with winds 58 mph or stronger and 1-inch hail. Keep an eye on the weather forecast before you venture outdoors and heed nature's warning when you hear the sky start to rumble.

### Seek shelter

Every thunderstorm produces lightning. If you hear thunder, lightning is close enough to strike. Go inside or find shelter immediately. Wait 30 minutes after hearing the last crash of thunder before going back outdoors.

### When thunder roars, go indoors!

If you're indoors during a thunderstorm, stay away from anything that conducts electricity, such as corded phones, electrical appliances, computers, plumbing, metal doors and windows.



### If stuck outdoors ...

- Get off any elevated areas.
- Do not shelter under an isolated tree.
- Get as far away from water as possible.

## Downed power lines

- Do not touch downed power lines.
- Assume all downed power lines are energized.
- Contact your utility provider to report downed power lines. See page 10 for contact information.

## Man-made and biological hazards

### Terrorism and active shooters

Unlike a hurricane, there may be no warning for a terrorist attack, but you can plan ahead by taking the steps referenced earlier: emergency contacts, emergency alerts, a meeting place and a disaster bucket. Be alert and aware of your surroundings. If you see something — report it to law enforcement. Report suspicious activities to the Florida Dept. of Law Enforcement at 1-855-FLA-SAFE.

### Pandemic

In our global society, infectious diseases can spread quickly by human contact, animals, insects or food. The U.S. Centers for Disease Control is the agency responsible for warning the public about pandemic health hazards. The Florida Department of Health in Leon County may also issue warnings and advice. For more information, visit the website of the CDC at [CDC.gov](http://CDC.gov) or the Florida Dept. of Health at [Leon.FloridaHealth.gov](http://Leon.FloridaHealth.gov).

## Tornadoes

Tornadoes can form quickly during thunderstorms any time of year creating high velocity wind and blowing dangerous debris. In Florida, the average warning time before a tornado hits is only 12 minutes. You may only have moments to make a life-or-death decision.

### Watches vs. Warnings

**TORNADO WATCH:** Tornadoes are possible in your area; monitor radio or TV reports for further developments.

**TORNADO WARNING:** A tornado has been sighted in your area. Proceed to safe room immediately.

### Safe rooms

Designate a safe room where you can stay during a tornado in your home, office, or other places you go frequently. Good safe room options include: bathrooms, interior hallways, the center of a building, and spaces on the ground floor away from windows.

### Mobile Homes

Mobile homes are not safe from the violent winds of a tornado. Identify a safe place in a sturdy building you can go to when tornadoes are possible.

### Vehicles

Vehicles are easily overturned in a tornado, so get out and seek shelter in a sturdy building. Do not try to outrun or outmaneuver a tornado!

## Floods

Flooding is a year-round threat. Sometimes floods develop slowly and forecasters can anticipate where a flood will happen days or weeks before it occurs. Oftentimes flash floods can occur within minutes and sometimes without any sign of rain.

### Know your flood risk

- For your FEMA Flood Zone, visit [LeonCountyFL.gov/floodprotection](http://LeonCountyFL.gov/floodprotection).
- If you live in an area prone to flooding, consider sandbags or another type of barrier to keep water out of your home in minor flood events.
- Remember: Homeowner's insurance policies don't cover flood damage. Consider extra flood coverage.

- A new flood policy takes 30 days to take effect.

### Stay out of the water

- Do not drive through standing water and obey "road closed" signs. It only takes a foot of water to make vehicles float. Turn Around, Don't Drown!
- Do not walk through flood waters. It only takes six inches of water to knock you down.
- Don't go into any room if water has submerged electrical outlets or cords.
- After a flood, stay out of standing water or structures until authorities advise it's safe. Standing water could contain toxins, chemicals, dangerous debris and wildlife.

Learn more about floods: Leon County has a comprehensive website on our area's flood hazards and how residents can become better prepared: [LeonCountyFL.gov/floodprotection](http://LeonCountyFL.gov/floodprotection).

## Hazardous materials

Hazardous materials are part of daily life. Should a chemical spill or other hazardous material release occur, there are a few basic steps you can take to protect yourself:

- Shelter-in-place if local authorities ask you to do so.
- Turn off the air conditioning/ventilation system and seal windows and doors to prevent outside air from coming in. Plastic sheeting can help seal cracks around doors and windows.
- Remain indoors and wait for further instructions through the local media and emergency notification systems.

## Wildfires

Droughts and freezes create an ideal situation for wildfires. With so many trees in Leon County, the threat of wildfires is always present. Take a few minutes to discuss with your family what actions you will take if there is a fire in your neighborhood or your home.

- Identify at least two escape routes from your home and neighborhood.
- Practice fire drills so everyone knows what to do.
- If advised, evacuate immediately.



# Stay engaged

The agencies below are critical during any disaster. Please consider learning more about volunteering with these nonprofits partners.



**American Red Cross**

**(850) 878-6080**

[RedCross.org/NorthFlorida](http://RedCross.org/NorthFlorida)

When disaster strikes, volunteers play a critical role in recovery efforts and providing needed relief to victims. Consider becoming an American Red Cross Disaster Volunteer. Employees with the State of Florida, Leon County, and City of Tallahassee are eligible for 15 days of disaster leave by becoming a Red Cross Volunteer.



**2-1-1 or (850) 617-6333**

[211BigBend.org](http://211BigBend.org)

2-1-1 Big Bend, Inc. serves as the preferred 24/7 gateway to community information, services and support any day of the year, including times of community emergencies. Trained hotline counselors provide emotional support, crisis assistance, information about local services, and referrals that contain accurate, up-to-date resource information. The agency's resource database contains more than 1,000 programs in the Big Bend area with subjects including housing assistance, emergency shelter, mental health, substance abuse, domestic violence, child development, employment, food pantries, and more.



**(850) 222-0304**

[SalvationArmyFlorida.org/Tallahassee](http://SalvationArmyFlorida.org/Tallahassee)

The Salvation Army of Tallahassee serves disaster survivors and relief workers with food, emotional support, and other critical services. The Salvation Army's disaster team consists of staff and volunteers who conduct wellness checks, feed hot meals, drinks and snacks directly from our canteen, provide spiritual care, and assist in distributing food, water, clothing, and clean-up kits to residents who are affected or have been displaced by a disaster.



**(850) 606-1970**

[VolunteerLEON.org](http://VolunteerLEON.org)

During an emergency, VolunteerLEON organizes the Citizens Information Line and coordinates the Big Bend Community Organizations Active in Disaster (COAD). COAD provides a structure for non-profit organizations, and the faith-based community to prepare for, respond to, and recover from disaster. COAD focuses on coordinating efforts to best serve communities. Nonprofit partners include: 2-1-1 Big Bend, America's Second Harvest of the Big Bend, Catholic Charities, Florida Baptist Active in Disaster, Goodwill, Red Cross, Salvation Army, United Way, and more.

# Stay informed



## Citizens Connect App

Download the Leon County Citizens Connect App, your best source of emergency news and alerts. The most critical information will be delivered by push notifications directly to your phone or tablet.

The Leon County Citizens Connect App puts up-to-the-minute emergency information at your fingertips, such as weather alerts, road closings, sandbag locations, and so much more.

The County's App provides a single source of emergency information verified by public safety agencies, emergency management professionals, and other crews in the field.



- **Critical Updates:** announces the most important community updates, such as comfort stations, points of distribution, and price gouging alerts and road closings.
- **Storm Debris Management:** after disasters, this section details debris collection and removal.
- **Sandbag Locations:** lists locations and addresses for sandbag distribution, including a map of sites.
- **Power Outages:** provides information on power outages.
- **Evacuations:** provides a map of evacuation routes for Leon County and other real-time updates.



## DOWNLOAD DIGITALLY

YOUR CONNECTION TO THE CITY OF TALLAHASSEE

From Finding your bus to paying your bills, we put the City at your fingertips. Power out? Tree trouble? Take a picture of City issues and we'll handle it.



**LeonCountyFL.gov/ei**  
**Twitter:** @LeonCounty  
**Facebook:** @LeonCountyFL  
**Mobile App:**  
 Leon County Citizens Connect  
**Citizens Information Line:**  
 (850) 606-3700



**Talgov.com**  
**Twitter:** @COTNews  
**Facebook:** @COTNews  
**Mobile App:** DigiTally  
 (850) 891-4968

**wfsu 88.9**  
 PUBLIC MEDIA

If you are unable to use your smartphone, tablet, or computer, timely and critical updates will be provided by emergency management officials on 88.9 WFSU-FM radio. By partnering with WFSU, Leon County and the City of Tallahassee will help ensure that any citizen with radio access stays informed before, during, and after a disaster.



# EMERGENCY MANAGEMENT

**(850) 606-3700**

[LeonCountyFL.gov/ei](http://LeonCountyFL.gov/ei) | [HaveAHurricanePlan.com](http://HaveAHurricanePlan.com)

**Capital Area Chapter of  
the American Red Cross**  
**(850) 878-6080**  
[RedCross.org/NorthFlorida](http://RedCross.org/NorthFlorida)

**2-1-1 Big Bend**  
**Dial 2-1-1**  
(850) 617-6333 (NEED)  
[211BigBend.org](http://211BigBend.org)

**Franklin County  
Emergency Management**  
Apalachicola  
**(850) 653-8977**  
[FranklinEmergencyManagement.com](http://FranklinEmergencyManagement.com)

**Gadsden County  
Emergency Management**  
Quincy  
**(850) 875-8642**  
[GadsdenSheriff.org/Emergency\\_Mgmt.html](http://GadsdenSheriff.org/Emergency_Mgmt.html)

**Jefferson County  
Emergency Management**  
Monticello  
**(850) 342-0211**  
[JeffersonCountyFL.gov](http://JeffersonCountyFL.gov)

**Liberty County Emergency  
Management**  
Bristol  
**(850) 643-2339**  
[LibertyCountyFlem.com](http://LibertyCountyFlem.com)

**Madison County  
Emergency Management**  
Madison  
**(850) 973-3698**  
[MadisonCountyFL.com/  
EmergencyManagement](http://MadisonCountyFL.com/EmergencyManagement)

**Taylor County Emergency  
Management**  
Perry  
**(850) 838-3575**  
[TaylorCountyEM.com](http://TaylorCountyEM.com)

**Wakulla County  
Emergency Management**  
Crawfordville  
**(850) 745-7200**  
[WCSO.org/Emergency-  
Management](http://WCSO.org/Emergency-Management)



# LEON COUNTY GOVERNMENT

People Focused. Performance Driven.

□ □ □ □ □ □ □ □ In Partnership With □ □ □ □ □ □ □ □



**Appendix E:**  
**Leon County WebEOC Mission Requests, Hurricane Michael**

Mission #	Title	Description	Status	Date Entered	Last Updated Date	Purpose	Comments
FL-416827	GENERATOR REQUEST	The City request 286 generators for signalized intersections. Currently, there are 356 signalized intersections in Leon County. The City has 70 generators. We will pre-deploy generators at critical intersections.  Thanks,  Wayne H Bryan / Traffic Operations Manager 850-891-2080 / Wayne.Bryan@talgov.com  City of Tallahassee – Electric Utility Traffic Signal Operations	Complete	10/8/2018 12:26 PM	12/3/2018 1:00 PM	Generators for critical intersections.	Complete. MOUs are being created between state and county, all 286 generators are accounted for and being tracked internally; Questions regarding this mission see SSG Moody or Alonna Vinson for tracking and MOUs. Leon County is in possession of all 286 per Kevin Peters (EM-Director); asset will not be recouped, MOU is being established with Alonna Vinson
FL-062403	Water For Leon County Logistics	Initial Order: 8 Trucks of Water. To continue based on daily burn rate updates.  Note: We could take a per-landfall delivery if possible...please advise if possible. Otherwise, will accept after landfall.	Complete	10/8/2018 1:09 PM	10/16/2018 9:06 PM	Deploy water to citizens in need.	Lifeline added.
FL-058883	Leon County Requests FDACS MARE Unit	Leon County Animal Control (Local ESF-17) requests FDACS MARE Unit to supplement local Pet Accessible Shelter Resources	Complete	10/8/2018 1:23 PM	10/17/2018 2:37 PM	Resource Support for Animal Shelter	MARE unit returned to SART compound in Leon County
FL-480831	Leon County Requests FDOT Liaisons to County EOC	Leon County is requesting FDOT Liaisons to the County EOC to coordinate with local ESF-3 (Leon County & City of Tallahassee Public Works) on road issues.  Leon County is running two shifts; Alpha 07:00 - 19:00 and Bravo 19:00 - 7:00 starting on 10/9/2018 until further notice.  FDOT Chipley advises Leon County's FDOT Reps will be James Oliver (Alpha) and Patrick Munyon (Bravo).	Complete	10/8/2018 1:38 PM	10/16/2018 9:20 PM	Coordinate road issues	Lifeline added.
FL-327327	FDOH-Leon Requests SPNS Nurses	FDOH-Leon Requests 10 nurses (RN preferred, LPN acceptable) to supplement local FDOH-Leon Staff in Special Needs Shelter. The 10 nurses will be divided for Alpha/Bravo staffing. Local staff will have the first 72-hours of Shelter Operations.  Deployed nurses will need to procure their own accommodations. Local hotel booking site: <a href="http://www.visittallahassee.com">http://www.visittallahassee.com</a>	Complete	10/8/2018 5:43 PM	10/18/2018 10:52 AM	Special needs shelter support	Update: Per Jeanine, all staff for Florida High SpNS have been relieved and this mission can be marked as complete. Update By: Alicia Fringer (SERT ESF08 Logs) - 10/18/2018 10:52:23
FL-425911	FDOH-Leon Requests Oxygen Concentrators	Quantity = 10	Complete	10/8/2018 5:49 PM	10/18/2018 12:50 PM	Oxygen concentrators	Complete.
FL-411151	Priority Refueling of Commercial Gas Stations in Leon County	Citizen preparedness has created localized outages of commercial gas stations within Leon County.  Requesting ESF-12 partners provide prioritization of refueling for commercial gas station in Leon County.	Complete	10/8/2018 6:47 PM	10/16/2018 8:11 PM	Gas outages	Updated Critical Lifelines Status to Energy (Power and Fuel)
FL-212205	City of Tallahassee Requests FDOT Stage Generators at State Highway System Signalized Intersections	The City of Tallahassee requests the FDOT stage generators at the following state highway system signalized intersections prior to arrival of Hurricane Michael. These critical signals are on the south to north evacuation routes through Leon County.	Cancelled	10/9/2018 8:55 AM	10/16/2018 9:39 PM	Provide traffic signals at intersections on evacuation routes throughout the County.	Lifeline added.
FL-470074	FDOH-Leon County Requests AHCA Representative	Leon County has a large number of clients that exceed the capability of the Special Needs Shelter and need placement in and ALF or Skilled Nursing Facility.	Complete	10/9/2018 9:05 AM	10/16/2018 10:14 PM	Special needs shelter support	Lifeline added.
FL-135482	LCISO REQs FHP FOR ROAD CLEARING TASK FORCE	Leon County Sheriff's Office 7 troopers per shift (14 in total) for road clearing task force traffic security. Beginning today at 7 p.m., 7 troopers per alpha and bravo shift for a duration of 7 days.	Cancelled	10/9/2018 11:00 AM	10/16/2018 10:15 PM	Road clearing operations	Lifeline added.
FL-942537	LCISO REQs STATE LAW ENFORCEMENT	16 IDENTIFIABLE LEO TO PROVIDE SECURITY AT SHELTERS 2 PER SHELTER FOR ALPHA/BRAVO STAFFING	Complete	10/9/2018 11:04 AM	10/16/2018 10:41 PM	Law enforcement at shelters	Lifeline added.
FL-287116	Leon County Requests Access to FDOH State Warehouse	FDOH-Leon intends to open Orange Avenue (Richardson-Lewis) Health Department Location as an overflow Special Needs Shelter. Leon County requests access to the FDOH State Warehouse (located at 104-1 Hamilton Park Drive). Leon County Facilities Management will provide pick-up and transport.	Cancelled	10/9/2018 12:18 PM	10/18/2018 12:19 PM	Open overflow special needs shelter	Mission canceled. Was not needed.
FL-883658	FDOH-Leon Request Placement Assistance with Skilled Nursing Facility	A quadriplegic has been deferred to TMM from special needs shelter, FDOH-Leon needs assistance placing this individual in a Skilled Nursing Facility. The Hospital bed needs to be freed up.	Cancelled	10/9/2018 3:53 PM	10/16/2018 10:01 PM	Special needs support	Updated Lifeline



**Appendix E:**  
**Leon County WebEOC Mission Requests, Hurricane Michael**

Mission #	Title	Description	Status	Date Entered	Last Updated Date	Purpose	Comments
FL-634823	City of Tallahassee requests additional law enforcement	City of Tallahassee needs 8 uniformed law enforcement officers with marked vehicles to provide security at three staging areas for City of Tallahassee electric crews. Requests alpha bravo work schedule.	Cancelled	10/9/2018 6:26 PM	10/16/2018 20:56:27	Security for electric crews	Lifeline added.
FL-261575	SNF placement	81 y/o female, bed bound, o2 dependent, needs placement in SNF. Jessie Shuler contacted Debbie Kelly with state ESF-08 patient movement to find placement.	Complete	10/10/2018 5:29 AM	10/16/2018 10:54 PM	Special needs support	Lifeline added.
FL-519723	COTS for Special Needs Shelter	Need 100 COTS, pillows, blankets (stuff to sleep on) for Special Needs Shelter (Florida High - 3000 Schoolhouse Road, Tallahassee, FL)	Complete	10/10/2018 6:17 AM	10/18/2018 8:07 AM	Special needs shelter support	sanitized and returned to LRC Update By: Carla Clifton (SERT ESF08) - 10/18/2018 08:07:04
FL-856463	Leon County Requests FDOT Perform Cut & Toss on FHWA Roads	Initial storm debris clearance on FHWA within Leon County	Cancelled	10/10/2018 9:11 AM	10/16/2018 10:47 PM	Road clearing operations	Critical Lifeline updated.
FL-833727	Leon County request FDOT perform debris removal on FHWA roads	Leon County request FDOT perform debris removal on FHWA roads.	Cancelled	10/10/2018 9:13 AM	10/17/2018 6:26 AM	Road clearing operations	Critical Lifeline updated.
FL-701652	Patient Placement	14m/o immune deficient, electrically dependent, oxygen, tube feeding, pulse ox-child needs placement at SNF or hospital.  TIME/DATE NEEDED: IMMEDIATE	Cancelled	10/10/2018 9:45 AM	10/16/2018 10:52 PM	Special needs support	Lifeline added.
FL-867302	AHCA Rep	Assist with assessing the healthcare system. Request 24/7 AHCA staff member be assigned to the Leon County EOC to assist with ESS, Bed status availability, Health system status.	Complete	10/10/2018 10:02 AM	10/17/2018 3:22 AM	Assess health care systems	Updated Lifeline.
FL-997474	ESF-8 IMT Support	Relieve ESF-8 staff in the Leon County EOC for rest from storm response. Request 1 SpNS Coordinator, 1 Planning Section Chief, 1 Mission Manager (WebEOC), 24/7 coverage.	Cancelled	10/10/2018 10:26 AM	10/16/2018 11:08 PM	Staff support	Lifeline added.
FL-528236	TMH- Assess Need to Host Federal DMAT to support healthcare surge	During the course of Hurricane Micheal, primary and advanced care will be offline throughout the entire catchment area. TMH is already at capacity and will need an alternate site / DMAT capacity on their site to support the expected surge.	Cancelled	10/10/2018 10:37 AM	10/17/2018 3:26 AM	Healthcare	Updated Lifeline.
FL-154411	National Guard Personnel to support county wide Logistical Staging Area and multiple Points of Distribution sites throughout the county	Request a total of 180 national guard personnel to operate 10 separate POD locations and 1 LSA POD LOCATIONS: 15 personnel for each location 327 N. Adams 2805 Sharer Road 3005 S. Monroe 3209 Thomasville Road 15011 Cromartie Road 8000 Old Woodville HWY 16387 Blountstown HWY 4768 Chaires Cross Road 3043 Capital Circle NW  LSA Location 30 Personnel to support and transport supplies 3804 N. Monroe Street  REQUESTED DURATION: 96 HRS	Cancelled	10/10/2018 10:52 AM	11/11/2018 4:37 PM	Personnel support at PODs	Food water and sheltering lifeline Update
FL-622376	Special Needs Shelter Discharge Planner	Request (1) SPNS discharge planner to assist in clients in moving to homes or alternate long term care	Complete	10/10/2018 11:29 AM	10/17/2018 1:50 PM	Special needs support	Leon County SpNS closed 10/17/18. Update By: Christy Berry (SERT ESF08 Ops) - 10/17/2018 13:50:19
FL-349456	FDOH-LEON Requests Special Need Shelter Linens	Request 100 each of following: pillows, pillow cases, sheets, and blankets for increased population	Complete	10/10/2018 11:38 AM	10/18/2018 10:58 AM	Special needs shelter support	Update: Marking as complete; shelter closed and items will not be retrieved. Update By: Alicia Fringer (SERT ESF08 Logs) - 10/18/2018 10:58:09
FL-228865	FLDOH Requests Special Needs Shelter Teams	Request 2 SpNS Shelter teams consisting of: Shelter Managers, 6 RNs per team, 6 non-medical support staff per team.	Complete	10/10/2018 12:01 PM	10/18/2018 10:51 AM	Special needs shelter support	Update: Per Jeanine, all staff for Florida High SpNS have been relieved and this mission can be marked as complete. Update By: Alicia Fringer (SERT ESF08 Logs) - 10/18/2018 10:51:26
FL-163184	Facility Generator for ESF-8	An influx of clients are expected post-landfall. A new facility will be opened for support and will require a 100KW generator if power is out. Will require connecting to facility.	Cancelled	10/10/2018 12:52 PM	10/18/2018 4:11 PM	Generator	Fixed County
FL-901913	LEON County ESF-8 Requests Additional Special Needs Shelter Teams	Request two additional SpNS shelter teams which include: 2 shelter managers, 12 RN's and 12 non-medical support per location	Cancelled	10/10/2018 1:04 PM	10/16/2018 10:02 PM	Personnel support at shelter	Updated Lifeline.

**Appendix E:**  
**Leon County WebEOC Mission Requests, Hurricane Michael**

Mission #	Title	Description	Status	Date Entered	Last Updated Date	Purpose	Comments
FL-194869	Leon County Requests 10 Type-III POD pack	PODS will be established post impact to provide essential life saving commodities (water and food) to community. NOTE: Personal ordered under FL-15441.	Cancelled	10/10/2018 2:05 PM	10/17/2018 2:02 PM	Resources for PODs	Lifeline added.
FL-469568	LEON COUNTY ESF-8 SpNS Supplies	In need of: 5 adult and 5 children nebulizer masks with tubing. 2 cases of 3M coban self-adhesive wrap 3"x 6.5 yd long 200 surgical masks 10 Bedpans 5 Cases disinfecting wipes 50 nasal canula	Complete	10/10/2018 3:07 PM	10/18/2018 11:20 AM	Special needs shelter support	Update: Completing this mission as these supplies will not be retrieved. Update By: Alicia Fringer (SERT ESF08 Logs) - 10/18/2018 11:20:20
FL-737685	Shelf Stable Meals for Leon County Logistics	Shelf Stable meals will be distributed at PODS (along with water) in impacted portions of the community.	Cancelled	10/10/2018 4:49 PM	10/16/2018 11:38 PM	Resources for PODs	Lifeline added.
FL-684736	National Guard Personnel to Support County Wide Logistical Staging Area	Request a total of 30 National Guard personnel to operate 1 LSA location.	Cancelled	10/10/2018 8:06 PM	10/19/2018 12:03 AM	Personnel support for resource staging.	Updated Lifeline.
FL-881537	LEON COUNTY Request for LEO Support	Request law enforcement support at 10 points of distribution locations. 20 LEOs, 2 per location to maintain 24 hr ops with alpha/bravo shift  POD Locations: 327 North Adams 2505 Sharer Road 3005 South Monroe Street 2899 W. Pensacola Street 3209 Thomasville Road 15011 Cromartie Road 8000 Old Woodville Hwy 16387 Blountstown Hwy 4768 Charles Cross Road 3043 Capital Circle Hwy  Duration Needed: 96 hours	Complete	10/10/2018 8:42 PM	10/17/2018 2:41 PM	Law enforcement at PODs	Updated Lifeline.
FL-559815	LEON COUNTY Request for LEO Support	Request law enforcement support at county Logistical Supply Area 2 LEOs requested to maintain 24 hr ops, alpha/bravo shifts  LSA LOCATION: 3840 North Monroe Street Duration: 96 Hours	Complete	10/10/2018 8:47 PM	10/18/2018 4:44 AM	Law enforcement at Logistical Supply Area	Lifeline added.
FL-351975	Law Enforcement Security for Leon County	Requesting 50 law enforcement officers for post storm recovery to include search and rescue, roadway clearing, security for local critical infrastructure , and providing security for EMS and Fire in rescue response efforts. This will occur in local heavily populated areas of Leon County, Florida which have heavily damaged areas to include road blockages with trees and power lines. Alpha/Bravo Shifts needed for 96 hours	Cancelled	10/10/2018 9:11 PM	10/17/2018 6:02 AM	Storm recovery operations.	Lifeline added.
FL-280296	Red Cross/Salvation Army Shelter Feeding Request	Request that the Salvation Army provide meals during the first day of transition from risk shelters to host shelters. Location TBA	Complete	10/10/2018 9:24 PM	10/17/2018 2:11 PM	Feeding	Lifeline added.
FL-293414	LEON COUNTY Requests Charging Stations for Mobile Devices	Leon county requests 5 charging stations that can be placed at public comfort stations.  Needed Duration: 96hrs-1 week	Cancelled	10/10/2018 9:50 PM	10/16/2018 9:59 PM	Charging stations for comfort statons.	Lifeline added.
FL-985044	Leon County Requests St. Johns County EM Staff	Pre approved deployment pre landfall. Linda Stoughton and Kelly Wilson are approved by St Johns County to deploy. For 5 days.	Complete	10/11/2018 9:54 AM	10/16/2018 4:59 PM	Personnel support	Complete.
FL-239495	Regional Request for Patient Placement and Assistance	Request to be tasked to State ESF-8 Medical- In need of social services help for longer term placement for special needs patients. Leon EOC is receiving calls from county and surrounding counties for people without power and severe structural damage that will require LTC services and placement Due to power outages, electrically dependent patients are at a high risk status, oxygen suppliers have not be responsive to phone calls. Requesting Additional Assistance HIGH PRIORITY	Complete	10/11/2018 1:39 PM	10/25/2018 12:10 PM	Additional assistance	All Special Needs Shelters have been closed. Update By: Dayle Mooney (SERT ESF08 Patient Movement) - 10/25/2018 12:10:38 - Phone: 850.661.2088
FL-432361	LEON COUNTY EMS	Need 30 oxygen cylinder to replace those that have been given to citizens whom are without power.	Cancelled	10/11/2018 3:52 PM	10/16/2018 9:54 PM	Oxygen for those in need without power	Updated Lifeline.

**Appendix E:**  
**Leon County WebEOC Mission Requests, Hurricane Michael**

Mission #	Title	Description	Status	Date Entered	Last Updated Date	Purpose	Comments
FL-306642	LEON County Requests DEP Approval of DDMS Sites	Requesting DEP approval for activating the following sites: Capital Circle SW Orchard Pond Parkway Leon County Solid Waste Management Facility Chaires Crossing WW Kelly Road (F.A.ASH Pit) Miller Landing Road	Complete	10/11/2018 4:40 PM	10/17/2018 2:57 PM	DDMS sites	Updated Lifeline.
FL-163877	Leon County Request Diesel Fuel Tender	Leon County requests a Diesel Fuel Tender to fuel County's emergency trucks. County fuel station is without power and unable to pump.  Please contact the Primary Contact.	Complete	10/11/2018 6:25 PM	10/16/2018 8:31 PM	Fuel emergency trucks	Updated Critical Lifelines Status to Energy (Power and Fuel)
FL-206215	Leon County Sheriff's Office Request Law Enforcement for Traffic Control	LCSO needs law enforcement (FHP) for traffic control at the following POD sites:  FT Braden POD 16387 Blountstown Hwy Apalachee Regional Park POD 7550 Apalachee Pkw Woodville POD 1492 J. Lewis Hall SR. LN	Complete	10/11/2018 10:23 PM	10/17/2018 2:43 PM	Traffic control for PODs	Lifelines updated.
FL-148123	Leon County Sheriffs Office Request Law Enforcement for Traffic Control	LCSO needs law enforcement (FHP) for traffic control at the following POD sites:  FT Braden POD 16387 Blountstown Hwy Apalachee Regional Park Rd 7550 Apalachee Pkw Woodville POD 1492 J. Lewis Hall SR. LN	Cancelled	10/11/2018 10:43 PM	10/18/2018 4:18 AM	Traffic control for PODs	Lifeline added.
FL-715948	FDOH -LEON REQUESTS SpNS DIRECTOR ASSISTANCE	Requests for Dixie Co. planner to relieve Ivy Baker @ SpNS from 10/13 through shelter closure. (Lola Butler 352-578-4408)	Complete	10/12/2018 8:24 PM	10/18/2018 10:50 AM	Staff support	Complete - all staff for Florida High SpNS have been relieved.
FL-771165	Gas for Traffic Light Generator (State)	2 generators are out of gas. Need gas ASAP  -Orange Ave / Capital Circle SW -1817 Thomasville Rd.	Cancelled	10/13/2018 2:14 AM	10/16/2018 8:27 PM	Gas for generators.	Updated critical lifelines to Energy (Power and Fuel)
FL-191955	American Red Cross Requests TCC Lifetime Sports Complex for Evacuee Shelter	The American Red Cross needs the TCC Lifetime Sports Complex - Recreation Gym to serve as an evacuee shelter. TCC has agreed to accept this mission.  Begin Operations 10/13/2018 at 4:00 PM through Saturday 10/20/2018	Complete	10/13/2018 3:39 PM	10/18/2018 2:22 PM	Evacuee shelter	Shelter established at Tallahassee Community College.
FL-133984	TCC Police Requests Law Enforement Assist with Shelter Security	TCC Police is only a 12 officer department. TCC PD needs 2 officers (one for Alpha/ one for Bravo) to staff the Shelter.	Complete	10/13/2018 3:53 PM	10/19/2018 12:00 PM	Personnel support	Security is completed at location
FL-438656	URGENT NEED ASAP: Neutralizer Spacer needed for 14 month old	There is a SpNS client that needs a spacer for her neutralizer. Client is a 14 month old child. The spacer was left at daycare and without it the caretaker cannot stabilize the client. URGENT MATTER. NEED ASAP.	Cancelled	10/14/2018 1:02 AM	10/17/2018 2:40 AM	Neutralizer for special needs client.	Updated Lifeline.
FL-309602	REQUEST TO HALT ALL LEON PUSH MISSIONS	County is requesting that all missions primary or supporting to PODs/LSA be placed on hold to allow for current commodities to be burned. In order to continue support of areas impacted, efforts are being focused and directed towards primary areas and allowing support personnel to be redirected to other counties.	Complete	10/14/2018 10:30 AM	10/19/2018 2:49 AM	Personnel support	Updated Lifeline.
FL-038684	Request for DOH-Leon Cares Team	Would like a full cares team to assist with the discharge planning of Leon county residents to their homes from SpNS.	Complete	10/14/2018 12:30 PM	10/20/2018 10:03 AM	Special needs shelter support	Mission is complete.
FL-766748	Leon County Requests Pick-up of Dropped Trailers from PODs	Leon County PODs Closed at 5:00 PM on 10/14/2018. All dropped trailers need to be picked up at the locations where they were dropped.  At POD Sites: 327 N Adams Street Tallahassee, FL 32301 2899 W Pensacola St Tallahassee, FL 32304 2805 Sharer Rd Tallahassee, FL 32312 7550 Apalachee Parkway Tallahassee, FL 32311 15100 Blountstown Highway Tallahassee, FL 32310 1492 J Lewis Hall Sr Ln at Old Woodville Rd Tallahassee, FL 32305	Complete	10/14/2018 4:08 PM	11/2/2018 12:16 PM	Closing of PODs	Spoke To Truck Drivers – Confirmed Delivery Jason Webb 931-374-0848 Timothy Everett 229-288-5859 Lloyd Watson 207-713-3050 Vitaly Smirnov 850-258-6807 Bill Bawlings 832-860-0831 Frank Pelusio 727-741-8112 Octavia Sims 863-234-8025 Arceus Andre 863-969-8854 Lazaro Martinez 305-484-1596 Edinson Lobo 321-304-9111

**Appendix E:**  
**Leon County WebEOC Mission Requests, Hurricane Michael**

Mission #	Title	Description	Status	Date Entered	Last Updated Date	Purpose	Comments
FL-081884	Talquin Electric Requests State Law Enfocement for Traffic Control Assistance	Talquin Electric is requesting State Law Enforcement for traffic control on State Road-61 (4390 Thomasville Road) in support of Electric Restoration.  Point of Contact is Mark Gainous 850-544-3164	Complete	10/15/2018 9:42 AM	10/17/2018 2:55 PM	Traffic control for Electric Restoration	Updated Lifeline.
FL-049469	Leon Couny Requests Pick Up PODs Material Handling Equipment Delivered To Leon County	MHE needs to be picked up at the following locations: Fort Braden Elementary School, 15100 Blountstown Hwy Tallahassee, FL 32310 Fire Station #1 327 N Adams St Tallahassee, FL 32301 Fire Station #2 2805 Sharer Rd Tallahassee, FL 32312 Fire Station #3 3005 S Monroe St Tallahassee, FL 32301	Complete	10/15/2018 1:58 PM	11/17/2018 4:50 PM	Closing of PODs	Both gates to the school are locked, didn't see any equipment on site from front gate and back gate. Fire Station #1: <del>No</del> assets on site. Fire Station #2: <del>No</del> assets on site. Fire Station #3: <del>No</del> assets on site.
FL-425158	Leon County Request DEP Approval of use of Eisenhower & Tyson Road DDMS sites	These sites are pre-authorized, need DEP Approval of use of Eisenhower & Tyson Road DDMS sites	Complete	10/17/2018 1:10 PM	10/17/2018 1:54 PM	DDMS sites	The sites have been pre-authorized by FDEP and the county can use them as needed.
FL-658411	Stop Delivering POD supplies to Leon County PODs	Leon County PODs Closed on Sunday 10/14/2018 at 5:00 PM	Complete	10/18/2018 1:50 PM	10/18/2018 4:01 PM	Closing of PODs	Read and complete
FL-130068	Leon County Requests DRC	***Location is already in SERT Emergency Sites Board***  Leon County Leroy Collins Main Library - Program Rooms A&B 200 W. Park Ave Tallahassee, FL 32301	Complete	10/18/2018 4:28 PM	12/10/2018 8:42 AM	DRC	DRC closed on 12/8/18
FL-928905	Leon County Requests Public Assistacne PDA	Leon County Requests Public Assistance PDA. Wednesday 10/24/2018 at 9:30 AM Leon County EOC 911 Easterwood Drive (access via Weems Rd)	Complete	10/22/2018 3:31 PM	11/6/2018 1:33 PM	Public Assistance	Mission is complete.
FL-085197	Pick-up Cots Delviered to City of Tallahassee Electric	60 cots need to be picked up.  Report to Orlando ASA after pickup  8299 Daetwyler Dr. Orlando, FL 32827	Complete	11/13/2018 11:48 AM	11/14/2018 4:14 PM	Return COTS utilized by electric restoration crews	Spoke to box truck driver and confirmed pick up and drop off of cots.
FL-312024	Leon County Requests PDAT Course	Leon County is requesting an offering of the PDAT Course. Please call regarding scheduling of actual date/time for course.	In Progress - Mobilizing	11/15/2018 2:37 PM	12/13/2018 8:09 AM	PDAT course	Webinar is scheduled for January 7th from 10:00 AM until Noon. Jessica Stewart , Policy Advisor , FEMA Public Assistance (DR-4399)
FL-576032	Pick up Material Handling Equipment at Fire Station #2 2805 Sharer Rd	Recover deployed Material Handling Equipment at Fire Station #2 2805 Sharer Rd	Complete	11/16/2018 9:23 AM	12/1/2018 7:31 AM	Return equipment	Complete per Garner tracker and original Mission