

Flagler County, Florida Emergency Management

Comprehensive Emergency Management Plan (CEMP)



2024

Flagler County
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Comprehensive Emergency Management Plan CEMP-BASIC

APPROVAL SIGNATURES

The Comprehensive Emergency Management Plan (CEMP) is approved by Flagler County Emergency Management (FCEM), and the Flagler County Board of County Commissioners via Resolution 2024-53.



Jonathan Lord, FPEM
Emergency Management Director
Flagler County

7/15/2024

Date Approved

Heidi Petito
County Administrator
Flagler County

Date Approved



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PLAN SECURITY

The Flagler County Comprehensive Emergency Management Plan is not considered a classified document. However, some related documents do contain sensitive information and their handling and distribution should be controlled and limited, both electronically and in hard copy.

In accordance with Florida Statutes §281.301 and §119.071(3) (a) (1), documents related to this document are held by a governmental agency and the information contained within may be confidential and is intended only for the use of those individuals and agencies to which this document is issued.

Those related documents may be exempt from disclosure under Florida Statute 119.07(1) and S. 24(a), Article I of the Florida State Constitution.



REVISIONS TO THE PLAN

This section documents the revisions made to this plan/annex since the last signed approved version.

Page	Location	Change
All	All	Flagler County BOCC Adoption by Resolution 2021-22, April 5, 2021
Multiple	Sections 1-8	Working Copy Edits, June 27, 2023
Multiple	Section 1-8	Removal of (former) Sections, transition to Annexes: Debris, Logistics, Recovery Mitigation
Multiple	Sections 1-8	2024 Plan Updates and Modifications
All	All	BOCC Adoption by RES 2024-53 7/15/2024



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1 INTRODUCTION

Flagler County is vulnerable to a variety of natural and man-made hazards that threaten the county's residents, visitors, infrastructure, economy, and environment. It is the responsibility of Flagler County's local and regional governments to be adequately prepared to respond to and recover from the many types of disasters that threaten the community. Adequate preparation requires continuous action to build a culture of preparedness throughout Flagler County. The whole community must work together to determine solutions to decrease vulnerability to hazards, bolster the county's capability to effectively respond to disasters and provide emergency services, and implement effective short-term and long-term recovery processes.

The Flagler County Comprehensive Emergency Management Plan (CEMP) establishes a framework for government agencies within Flagler County, and nongovernmental community partners, to plan and implement necessary protective actions to safeguard the welfare of the community against the impacts of disasters. The CEMP defines the policies pertaining to local disaster prevention, response and protective measures, the county's organizational structure and functional roles in responding to disasters, and the operational concepts necessary to implement protective actions. Further, the CEMP outlines actions in all phases of the emergency management cycle: preparedness, response, recovery, and mitigation.

The CEMP builds upon Flagler County's responsibilities outlined in Chapter 252, Florida Statutes (Emergency Management Act), requiring the preparation and maintenance of this plan. The CEMP satisfies the plan criteria document (CEMP 001) as set forth by the State of Florida, aligning local emergency management activities with state activities as defined in the State of Florida CEMP, and federal activities as defined in the National Response Framework. The plan details how resources at the local, state, and federal level will be coordinated to augment Flagler County's local response efforts.

The CEMP includes the Basic Plan, Debris Management Annex, Recovery Annex, Mitigation Annex, and Appendices.

- 1. Basic Plan** – Encompasses the general purpose, scope and planning methodology, concept of operations identifying control and organizational structure, and responsibilities of all agencies and resources mobilized by the county to assist in recovering from a disaster. The Basic Plan also provides a jurisdictional profile detailing Flagler County's demographics, land use patterns, economy, and overview of the hazards that the county is susceptible to.
- 2. Debris Management Annex** – Establishes procedures and guidelines for managing disaster debris in a coordinated, environmentally responsible, and cost-effective manner.



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- 3. Mitigation Annex** – Includes the program that reduces the county’s vulnerability to the impacts of disasters before they happen. The Mitigation Annex serves as the Flagler County Local Mitigation Strategy. This Annex is a unified, multijurisdictional strategy inclusive of all municipalities, special districts, and stakeholders in Flagler County. This Annex complies with Section 322 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) enacted under the Disaster Mitigation Act of 2000 (DMA2K) and is a State of Florida and Federal Emergency Management Agency (FEMA) approved hazard mitigation plan.
- 4. Logistics Annex** – Provides the procedures for acquiring, coordinating, and distributing resources needed to support pre-planned events, emergency and disaster response and recovery operations. This Annex plays an essential role in providing input on resource availability, support needs, identifying gaps in capabilities and response timelines for key resources.
- 5. Recovery Annex**—Establishes a detailed framework of federal and state government support for local government efforts to restore essential public and social services following a disaster. For larger events, this support includes the coordination and administration of federal disaster assistance.
- 6. Appendices** – The appendices are located at the end of the CEMP and provide additional information to support the CEMP.

1.1 Purpose

The Flagler County Comprehensive Emergency Management Plan (CEMP) is both a planning and an operations-based document that provides guidance for all aspects of emergency management, including disaster preparedness, evacuation and sheltering, warning and notification, public education and information, resource management, mutual aid, impact and damage assessment, debris management, training and exercises, and post-disaster recovery programs. The CEMP establishes official emergency management policy for all county agencies and municipalities in response to, recovery from, and mitigation of emergencies and disasters within Flagler County. The CEMP initiates a temporary re-organization of government intended to provide the most efficient response and recovery system possible through the coordination and maximum utilization of all available resources. The CEMP establishes a framework for an effective system of comprehensive emergency management for the purposes of:

- Reducing loss of life, injury, and property damage and loss resulting from natural or man-made emergencies.
- Preparing for prompt and efficient response and recovery activities to protect lives and property impacted by emergencies.



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- Responding to emergencies with the effective use of all relevant plans and resources deemed appropriate.
- Recovering from emergencies by providing the rapid and orderly implementation of restoration and rehabilitation programs for persons and properties affected.
- Assisting in awareness, recognition, education, prevention, and mitigation of emergencies that may be caused or aggravated by inadequate planning for, and regulation of, public and private facilities and land use.
- Implementing Flagler County's emergency organizational structure to the extent necessary, as dictated by the magnitude of the emergency event.

1.2 Scope

This plan establishes the coordinating structures, processes, and protocols required to integrate the specific statutory and policy authorities of various County departments and agencies into a framework for action to include all mission areas of emergency management, as outlined below:

1. Prevention

Prevent, avoid, or stop an imminent, threatened, or actual act of terrorism or technological hazard.

2. Protection

Protect our citizens, residents, visitors, and assets against the greatest threats and hazards in a manner that allows our interests, aspirations, and way of life to thrive.

3. Mitigation

Reduce the loss of life and property by lessening the impact of future disasters.

4. Response

Respond quickly to save lives, protect property and the environment, and meet basic human needs in the aftermath of a catastrophic incident.

5. Recovery

Recover through a focus on the timely restoration, strengthening and revitalization of infrastructure, housing, and a sustainable economy, as well as the health, social, cultural, historic, and environmental fabric of communities affected by a catastrophic incident.



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The CEMP is an all-hazards, all-threats plan and applies to incidents regardless of size, cause, or complexity. This CEMP establishes direction and control and outlines the interagency and multi-jurisdictional mechanisms necessary for the involvement and coordination of the county, municipalities, non-governmental organizations, state government, and federal government.

The Flagler County CEMP applies within the geographical limits of Flagler County, and includes the incorporated municipalities of: Bunnell, Flagler Beach, Palm Coast, Beverly Beach, and Marineland.

If a municipality chooses to develop their own CEMP, then it must be consistent with the provisions established in this CEMP, and the municipality's emergency management efforts must be coordinated with those of Flagler County.

This plan is not intended to alter or impede the ability of any department, agency, or jurisdiction to carry out its specific authorities or perform its responsibilities under applicable laws.

1.3 Planning Methodology

The CEMP and its annexes were developed through a collaborative planning process led by Flagler County Emergency Management and involving all partner agencies and stakeholders. FCEM facilitates a quarterly Emergency Management Partners Meeting comprised of representatives from key county and municipal agencies, and public and private organizations whose partnerships are integral to a comprehensive emergency management program. The Partners Meeting allows participants to obtain updates and provide input on Emergency Management program activities, as well as update all parties on agency-specific activities of significance to Emergency Management. The collective input from all agencies listed represents the whole community approach that governs Flagler County's ongoing planning methodology and daily emergency management practices.

The Flagler County agencies, municipalities, special districts, and nongovernmental entities involved in emergency management planning can be referenced in the Stakeholder List in Planning Documents SOG-T-03.

References that apply to the Flagler County CEMP include:

External

- University of Florida Bureau of Economic and Business Research
- 2022 American Community Study, US Census Bureau
- USDA 2022 Census for Agriculture
- Florida Legislature Office of Economic & Demographic Research



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- Florida Research & Economic Information Database Application
- National Response Framework
- Community Lifelines Implementation Toolkit
- Municipal Emergency Management Plans
- State of Florida CEMP
- State and federal policies and legislation (See Section 7, Reference & Authorities)

Internal

- Emergency Management Planning Documents (reference Planning Documents SOG-A-01)
- Local ordinances and policies (See Section 7, Reference & Authorities)
- Documents under the CEMP (See Section 7, Reference & Authorities; see organizational plan structure graphic in Appendix B)

1.3.1 Local Planning Process

Flagler County Emergency Management is the lead emergency planning agency and developed the basic planning policies, guidelines, and CEMP document under the direction of the Emergency Management Director. Emergency Management staff conduct planning meetings with key stakeholders, where their input guides the development of the documents. A complete list of the stakeholders can be found in Emergency Management's Standard Operating Guide (SOG) SOG-A-05. Flagler County SOG-A-01 includes the approach utilized by Flagler County Emergency Management to develop and maintain Emergency Operations Plans, Annexes, Guides, and other Standard Operating Guides, to include but not limited to the Comprehensive Emergency Management Plan (CEMP), the Local Mitigation Strategy (LMS), the Strategic Plan, and Continuity of Operations Plan (COOP). As required by the State of Florida, the CEMP is adopted by Resolution of the Board of County Commissioners.

The CEMP outlines the primary organizational structure, roles, and responsibilities of partner agencies. Each agency head is required to acknowledge responsibility for assigned roles and responsibilities by reviewing the appropriate Position-Specific Guidelines (PSGs).

Each supporting entity within the EOC organizational structure is incorporated into the EOC organization chart. With the assistance of those lead and support agencies assigned responsibility, the County drafted PSGs for the designated leader(s) of each group, unit, branch, and section within the command structure.

All supporting plans of the CEMP including, but not limited to, Standard Operating Guides (SOGs) and EOC Position Checklists, are reviewed and updated in accordance with SOG-A-01. Each leader of a particular unit, group, branch, and section, as well as



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command staff, are responsible for ensuring an understanding of the scope of their respective role as outlined in the plan documents pertaining to their role.

The complete organizational chart depicting the hierarchy of Flagler County’s emergency management plans and position guides supplementary to the CEMP can be found in SOG-A-01.

1.3.2 Plan Maintenance and Distribution

The CEMP is maintained under the direction of the Emergency Management Director and updated in accordance with Chapter 252, Florida Statutes, and consistent with all applicable criteria.

Updates to the CEMP occur by way of the local planning process outlined in Flagler County Emergency Management SOG-A-01. The official CEMP update occurs every four years, when the plan is due to the state for review. The official update is led by Emergency Management staff, who engage with key stakeholders through the process. Once the CEMP is approved by the State of Florida, it is adopted by Resolution of the Board of County Commissioners. Minor changes to the CEMP are made on an annual basis, along with other planning documents. Updates to the CEMP are made in consultation with the applicable partners.

The Concept of Operations section of the Plan is subject to many changes in defining procedural methods and techniques. Changes to the various functions and units identified in the CEMP do not require ratification by the Flagler County Board of County Commissioners unless there is a defined change in policy that has a major effect on any function.

The Emergency Management Director is the sole person with responsibility to authorize changes to the CEMP or its annexes.

The plan is distributed to all Emergency Operations Center (EOC) staff, support staff, liaisons, municipalities, and upon request, to other parties. Portions of the plan will also be available on the Flagler County website.

The distribution list indicating the organizations to be issued a copy of the final and approved CEMP is as follows:

Copy Type	Department/Agency
Hard Copy	Flagler County Emergency Management
	Flagler County Administration
Electronic	All Emergency Management Partners / Stakeholders as defined in EM Partners Group SOG-A-05.



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The distribution list will be used to determine which organizations or individuals require copies of authorized changes. Changes will be recorded on the “Plan Maintenance and Revision Record” located in the front of the CEMP.

2 SITUATION

This section of the CEMP provides an overview of the county's population, the potential hazards to which the county is vulnerable, geographic characteristics, supporting facilities, land use patterns, economic profile, and demographics. This section identifies several planning assumptions that were considered in the planning process during the development of this plan.

Note: The content and data within this section is based on the adopted 2021 Flagler County Local Mitigation Strategy (LMS). The formal LMS update is due for submission in 2025, therefore the content informing this section is subject to revision following the 2025 update of the LMS.

2.1 Hazards

Flagler County is vulnerable to a variety of natural and man-made hazards, such as tropical cyclones, severe storms (non-tropical), storm tides, wildfires, and cyber incidents. The Local Mitigation Strategy (LMS) identifies a full list of potential hazards and discusses the impact each hazard may have on Flagler County's citizens and visitors, property, environment, and economy considering the geographic location of the impact within the County as well as the likely frequency of these hazards. The analysis also includes an extensive review of historical data, which is then extrapolated for specific planning and forecasting purposes in both the LMS and CEMP. Planning for hazards in this manner illustrates how disasters affect the County's critical facilities and their essential services.

2.2 Geographic Information

Flagler County occupies approximately 571 square miles of total area. Approximately 86 square miles of this area is water, and 132.5 square miles is marsh or wetland. These figures include the incorporated municipalities of Beverly Beach, Bunnell, Flagler Beach, Marineland, and the most populous city, Palm Coast. The City of Bunnell, the county seat, is located at the geographical center of Flagler County (near the intersection of U.S. 1 and S.R. 100) and is the second largest city, by land area, in the State of Florida. Flagler County lies in central / northeast Florida, about 60 miles south-southeast of Jacksonville, and 70 miles northeast of Orlando. Flagler County is about 23 miles wide at its widest east-west point, and 29 miles long at its longest point north to south. The Atlantic Ocean coastline is approximately 18 miles long and forms the county's eastern boundary, and Crescent Lake forms a significant portion of its western boundary. The County's road



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network consists of 128 miles of unpaved roadway and 104 miles of paved roadway, and 37 bridge structures.

2.2.1 Topography of the Land

Ecologically, Flagler lies entirely within the Eastern Flatlands habitat, which is a diverse region that runs along Florida's east coast from Jacksonville to north of Ft. Lauderdale, and inland to Orlando. The region is entwined with low sand ridges, shallow valleys, and low swamps. The dominant feature in this region is the St. Johns River which lies outside of Flagler County's borders to the west but is connected via Dunn's Creek to Crescent Lake within the County. Additionally, the county is home to a long stretch of the Intracoastal Waterway that was manually crafted in various stages between 1890 and 1951 and was subsequently named the East Coast Canal. This canal, which is 100 feet wide and 8 feet deep, connects Volusia County's Halifax River in the south to the Matanzas River in Flagler County in the north.

The topography of Flagler County is composed of a series of marine terraces. These land areas were formed at times when sea levels were higher than they currently are, covering varying amounts of the mainland. When the sea level remained constant for long periods of time, the sea floor was eroded by waves and currents to a somewhat level surface. When the sea dropped to a lower level, this part of the ocean bottom was exposed as a terrace. There are three marine terraces recognized in Flagler County. These three terraces, known as the Silver Bluff, Pamlico, and Talbot Terraces, form a relatively flat plain that slopes toward the Atlantic Ocean and toward Crescent Lake in western Flagler County. This plain consists of almost level areas interrupted by slight depressions, shallow drainage ways, and low, undulating ridges. The average elevation of the plain is about 25 feet above sea level, but some of the ridges rise above 40 feet. The plain is interrupted by a low ridge region along the coast, three to five miles wide, consisting of narrow sandy ridges with low intervening swampy areas. Immediately along the coast and separated from the mainland by the Intracoastal Waterway is the barrier island, which ranges from a few hundred yards to one mile in width.

2.2.2 Land Use Patterns

Flagler County has seen tremendous growth since Palm Coast was incorporated in 1999. Palm Coast has continued to rank in the top 20 of the fastest growing cities in the nation. In the year 2000, Flagler County had 49,832 residents; by 2023 the County has exponentially grown to 130,756. According to BEBR, it is anticipated that Flagler County will continue to experience growth over the next twenty-five years reaching a population between 136,600 and 256,500.

A sub-tropical climate as well as an aggressive marketing campaign in the northeast United States in the 1980s and 90s has attracted a sizeable retirement population to what



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is now the City of Palm Coast and surrounding areas. The population is a diverse demographic that plays host to a variety of income levels, ages, and family sizes. Homes vary in age from recently built to over 50 years old in some spots, especially east of I-95, where Palm Coast originated.

Generally, Flagler County population can be divided into two sections: East of U.S. Route 1 (SR 5), and west of it. Most of the population of the county lives closer to the coast, east of U.S. 1, in the planned communities of Palm Coast, Flagler Beach, Beverly Beach, portions of Bunnell, and various unincorporated communities. There are two arterial routes that carry traffic to and from the coast. Major roads include scenic route A1A that runs directly along or very near the coastline, Interstate 95 which runs from the County's northern to southern boundary, and State Road 100 that runs east to west across the County from the Putnam County border to coastal Flagler Beach.

EAST OF U.S. 1: There are numerous subdivision communities east of U.S.1 in Flagler County. Urban development activity in this area of Flagler County has occurred due to following factors:

1. Traditional development pattern of the Florida coastline
2. Attractive natural resources
3. A relatively affordable supply of housing within a reasonable commute of employment opportunities in other counties
4. A developed and connected roadway system providing access to SR A1A, Interstate 95, U.S.1 and SR 100

According to the 2023 Palm Coast Annual Report of Development Trends, a total of 2,640 dwelling units were issued a certificate of occupancy, a 60.6% increase from 2022. The significant increase in the number of new residential units came from the various types of housing units, including the completion of 300-unit apartment complex (Pointe Grand), a 66% increase in the number of duplex/townhome units, as well as a 38% increase in new single-family homes from the previous year. Furthermore, in 2023, a total of 2,771 dwelling units were approved for development, an increase of approximately 110% from the previous year (2022) total.

Also, within the City of Palm Coast are six (6) developments of regional impact that will contribute to the overall growth of the City over the long term (up to 25 years). The Grand Haven DRI is substantially complete, except for the remaining non-residential component. The other five (5) major approved developments could contribute 20,511 dwelling units and 10,626,000 square feet of non-residential space over the next 25 years.

Other residential development occurs in, or adjacent to, the incorporated areas of Flagler Beach, Beverly Beach or Bunnell, along A1A, SR 100, Old Dixie Highway, Old Kings Road, and John Anderson Highway.



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There are many factors that have resulted in the residential development of the coastal area. The primary reason is the proximity to the Atlantic Ocean and the Intracoastal Waterway. This location provides for a pleasant climate and appealing lifestyle. Additionally, there are numerous parks and recreational facilities and a growing commercial base in Palm Coast. This coastal area also contains numerous opportunities for business development. The Flagler County coastal area is also characterized by an overall low-density residential land use pattern.

Barrier Islands and Beaches: This area includes the barrier islands from the County's northern limits bordering St. John's County to the County's southern limits bordering Volusia County. The natural and spoil islands found along the Intracoastal Waterway and bays are also within this area. Residential land uses account for most of the area. The coastal beach area is characterized by a series of medium to high density residential and resort developments. The Hammock area is predominately a low-density residential area except for a few high-rise condos immediately along the coastline. Commercial uses in Flagler Beach account for a sizable area, located along, or near the A1A and SR-100 areas of Flagler Beach.

The County's goal for future land use activities is to "achieve orderly, harmonious and judicious use of the land through a distribution of compatible land uses, fostering the viability of new and existing communities while maintaining the agricultural pursuits of the County, and recognizing and preserving the integrity of the natural environment." (For further details, refer to the Flagler County Comprehensive Plan and Flagler County Property Appraiser).

Table 3.2.2: Existing Land Use Inventory for Flagler County – East of U.S. 1

DOR Land Use Type	Improved East of U.S.1 (Acres)	Vacant East of U.S.1 (Acres)	Total Acres
Agriculture	307.89	6,478.49	6786.38
Residential	15,440.80	4,220.25	19,661.05
Multifamily	2,326.11	20.09	2,346.20
Commercial	1,310.60	293.56	1,604.16
Industrial	152.58	86.83	239.41
Government/Public	5,392.15	16,341.22	21,733.37
Institutional	571.52	33.62	605.14
Recreation	2,438.33	300.39	2,738.72
Other	166.15	4,321.30	4,487.45
Total Acres	28,106.13	32,095.75	60,201.88

Source: Flagler County GIS, 2024



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WEST OF U.S. 1: Current land development patterns show residential development occurring as scattered single-family residences, mobile homes, or farms. This area contains the residential developments of Sawmill Creek, Sawmill Branch, Somerset and Reverie, Additional concentrations of residential density occur in Espanola, Sweetwater and Daytona North. Daytona North is in the west-central portion of the county. This antiquated subdivision consists of 2,848 lots on 3,652 acres which are occupied by mobile homes and single-family residences. A moderate development pace is expected to continue in this subdivision over the next ten years. Most of the unincorporated area that lies west of U.S. 1 is zoned for agricultural uses or for environmental conservation with the exceptions of the Daytona North and Flagler Estates communities.

Table 3.2.2a: Existing Land Use Inventory for Flagler County – West of U.S. 1

DOR Land Use Type	Improved West of U.S.1 (Acres)	Vacant West of U.S.1 (Acres)	Total Acres
Agriculture	7,603.59	194,770.10	202,373.69
Residential	6,972.78	524.58	7,497.36
Multifamily	10.84	0	10.84
Commercial	351.10	128.90	480
Industrial	370.29	398.40	768.69
Government/Public	942.50	133,361.43	134,303.93
Institutional	134.27	29.42	163.69
Recreation	64.14	61.70	125.84
Other	47.13	5,023.34	5,070.47
Total Acres	16,496.64	334,297.87	350,794.51

Source: Flagler County GIS, 2024

2.2.3 Water Area in Square Miles

There are approximately 86 square miles of surface water in Flagler County including parts of Lake Disston, Crescent Lake, Dead Lake, Haw Creek, the Intracoastal Waterway, Pellicer Creek, and the Intracoastal Waterway (Matanzas River and Halifax River).

2.2.4 Flood Prone Areas

Flood prone areas are relatively flat lands lying between a water body and terraces of higher ground on either side. Flood prone areas may occur in association with any riverine environment or stream, lake, flood plain, or associated wetland system. The flood prone area adapts to fluctuating water levels and acts as a functional part of the river system by



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providing overflow areas for floodwater. Both broad and narrow flood prone areas occur in Flagler County.

Flooding, involving river flows and broad expanses of floodplains, occurs around Crescent Lake, Lake Disston, and the headwater area of Haw Creek, Dead Lake, the Matanzas River, and parts of the Intracoastal Waterway. Flooding involving stream flow in narrow confined channels occurs along Bulow Creek, Pellicer Creek, parts of Haw Creek, Blackwater Branch, Sweetwater Branch, and the central portion of the Intracoastal Waterway. Flagler County's major causes of flooding are a result of heavy rainfall from fronts, low-lying areas with poor or no drainage, tropical systems that create storm surges along the Atlantic Ocean and riverine and lake flooding from the resulting heavy rainfall. The areas which are subject to periodic inundation from flooding are discussed thoroughly in the Risk Assessment Section of the LMS.

Following incidents where property damage occurs as result of flooding, the Damage Assessment Team Leader will coordinate with all local floodplain managers to identify damaged structures in Special Flood Hazard Areas (SFHAs) for substantial damage determinations. Floodplain managers are responsible for making the final substantial damage determination. Floodplain managers will coordinate with their applicable GIS team, and the Property Appraisers Office to ensure that any damaged structures in the defined areas are documented.

2.2.5 Drainage Patterns

The County is in the St. John's River Water Management District (SJRWMD) Jurisdiction where Portions of the County Reside within the Lower St. Johns River and Northern Coastal Basins. Areas west of U.S. 1 generally drain into several creeks and lakes that eventually empty into the St. Johns River. According to the 2023 Flagler County Stormwater Master Plan, there are 19 watersheds in the County that include: Big Cypress Swamp-Salt Creek, Blank Branch, Bulow Creek, Bulow Creek-Tomoka River Frontal, Crescent Lake, Dead Lake, Graham Swamp, Groover Branch, Haw Creek, Hull Cypress Swamp, Lake Diston, Little Tomoka River, Middle Haw Creek, Pellicer Creek, Pellicer Creek-Big Mulberry Branch Frontal, Pringle Branch, Salt Creek, Sixteen Mile Creek, Stevens Branch.

Floodplains serve an important function by storing or detaining the movement of large volumes of water until the most severe stages of a flood are past. Portions of the floodwaters infiltrate the floodplain soils and are gradually released back to the system as part of the groundwater supply. Parts of Flagler County lie within a flood prone area, and flooding occurs because of riverine flooding and hydrological soil conditions. With a sizeable percentage of the County being located within the 100-year floodplain, it is inevitable that some development will be located within the floodplain. However, development must be pursued in such a manner that the function and flood storage capacity of the floodplain is not inhibited.



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According to the Flagler County Stormwater Master Plan, Flagler County has an extensive drainage system that includes 16 canals maintained by the County and 5 canals or ditches that periodically meet canal criteria. Together they compromise approximately 37 miles of canals maintained by the County. According to the City-Wide Stormwater Infrastructure data master Plan, the City of Palm Coast area of storm water responsibility encompasses an area of 55 square miles.

Below are additional characteristics of the Palm Coast city-wide storm water system:

- 32 named freshwater waterways
- 11 named lakes
- 43 control structures (18 are operational)
- 127 major outfalls (FDEP definition) within the City
- 15 main outfalls from the City along boundaries

2.2.6 Environmentally Sensitive Areas

Per the Flagler County Environmentally Sensitive Lands Land Acquisition Manual, Flagler County's environmentally sensitive lands include creek, stream or river banks, major drainage ways, beaches, shorelines, viable wetlands, floodplains, poor soil areas not suitable for development, wellhead protection areas, prime groundwater recharge areas, and natural systems that contribute to greenway corridors. The prime groundwater recharge areas are to be determined by the St. Johns River Water Management District per [Chapter 373.0395 \(3\)](#) Florida Statutes.

Natural community types in Flagler County include:

- Basin Marsh
- Basin Swamp
- Baygall
- Beach Dune
- Blackwater Stream
- Coastal Strand
- Depression Marsh
- Dome Swamp
- Floodplain Swamp
- Hydric Hammock
- Maritime Hammock
- Flatwoods/Prairie/Marsh Lake
- Mesic Flatwoods
- Sandhill
- Scrub



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- Scrubby Flatwoods
- River Floodplain Lake and Swamp Lake
- Tidal Marsh
- Wet Flatwoods

Specific details on each of these natural communities can be found in Appendix Three of the Flagler County Environmentally Sensitive Lands Land Acquisition Manual.

2.2.7 Climate

Flagler County has a sub-tropical climate. The large bodies of water in or near the County have a tempering influence on the climate, reducing the temperature range, and contributing to high humidity. The average high temperature in Flagler is 79.8 degrees. The average low temperature in Flagler is 58.0 degrees. Annual average rainfall amounts to 55 inches, with most of the rainfall occurring during the rainy season from June through October. Summers in Flagler County are long, warm, and relatively humid. Winters are historically mild and relatively dry. In the summertime, there is little day-to-day variation in temperature. Afternoon temperatures generally reach the high 80's or low 90's with great regularity. Temperatures above 95 degrees occur occasionally, at times reaching the 100-degree range. In the winter, afternoon temperatures usually reach nearly 65 degrees. Winter minimums range primarily from 45 to 50 degrees and rarely fall below 32 degrees. Locations in the colder areas experience a temperature of 26 degrees or lower approximately every four years. Very rarely does winter snow occur - usually once every 10-15 years.

The rainy season, running from June through October, produces about 60 to 65 percent of the annual average rainfall. The major portion of the summer rains fall from frequent short-duration afternoon and evening thundershowers. There are an average of about 70 thunderstorms per year with the majority of these falling in the months of June, July, and August. Showers are occasionally heavy and sometimes produce three or more inches of rainfall in a short period of time. Daylong rains in the summer are infrequent; however, when they do occur, they are normally associated with a tropical weather system.

Historically, Flagler County experiences some effects from an average of one tropical system per year. When tropical storms do occur, they normally produce large amounts of rainfall over several days. Twenty-four-hour rains of 6½ inches or more may be expected on an average of once every five years. Rainfall amounts equal to 100-year events have occurred in the recent past causing serious inland flooding.

Flagler County's economy may suffer a significant impact from a disaster. Disaster impacts could disrupt employment centers and destroy significant amounts of property that can impact the local economy. Large wildfires can have a significant impact on the timber and agricultural industry, as can severe-weather events.



The projected changes in the climate could pose several challenges for Flagler County. Future changes in the climate may exacerbate the frequency and impacts of the hazards the County is susceptible to. Longer, more severe dry seasons, coupled with shorter duration wet seasons, consisting of higher volume precipitation, could generate a pattern of drought and flood events that can impact the county’s entire ecosystem.

Information verified by Flagler County Land Management, 2020.

2.3 Demographics

The LMS plan serves as Flagler County’s main risk and vulnerability assessment. If specific demographics are vulnerable to hazards, it is identified in the LMS. The information below provides supplemental information to the County Profile and the Risk Assessment sections of the latest LMS.

2.3.1 Total Population

According to University of Florida’s Bureau of Economic and Business Research (BEBR) data, Flagler County’s population growth increased from 95,696 in 2010 to approximately 130,756 in 2023, a roughly 37% increase in thirteen years. However, based on current estimates, Flagler County’s population initially surged past 100,000 in 2015, representing a 100% increase from 2000. BEBR projects that Flagler County will add another estimated 17,204 people by 2030.

Table 3.3.1: Flagler County BEBR Population, April 2023

Jurisdiction	Population
Beverly Beach	495
Bunnell	4,027
Flagler Beach	5,216
Marineland	12
Palm Coast	101,737
Unincorporated	19,269
Total	130,756

Source: Bureau of Economic and Business Research (BEBR), Population Estimates, April 1, 2023 (Florida Estimates of Population 2023)

2.3.2 Population Density

Most of Flagler County’s population is located east of the U.S. 1 corridor. This represents over 90% of the county’s population. Current estimates indicate that Flagler County’s population density is 269 people per square mile of land.



2.3.3 Distribution by Age

Population growth is especially important to emergency planners when the increases in specific age groups are reviewed. Since 2010, Flagler County’s senior population, identified as those persons 65 years and older, has continued to increase and contribute to an increase in the median age. The most recent estimates indicate that individuals aged 65 or older represent approximately 29.2% of the total population of the County (BEBR Estimation April 1, 2022). In 2013 the 65 and over population in Flagler County was 25.1%. Statewide, individuals aged 65 and older in 2022 made up 21.5% of Florida’s total population. To assist in the successful mitigation of future disaster events, emergency management continues to monitor and plan for this aging trend. The number of deaths remains higher than the number of births each year so new residents to the area are fueling the increasing median age and aging population distribution. The table below describes the distribution of Flagler’s population by age group, as derived from the most current U.S. age distribution and population estimates available.

Table 3.3.3: Flagler County’s Population by Age Group

Total Population	124,202 (2022 Est.)	Percent out of Pop (2022 Est.)
0 – 17 Years	21,984	17.7%
18 – 44 Years	35,770	28.8%
45 – 64 Years	30,181	24.3%
65+ Years	36,267	29.2%

Source: Bureau of Economic and Business Research (BEBR) April 1, 2022

2.3.4 Special Needs Population

Flagler County has over 250 persons currently registered in the special needs registry with the County as requiring assistance with transportation, and/or medical sheltering needs in the event of a disaster. This may be due to access, infirmity, illness, or vulnerability. These citizens require assistance with daily living, whether it is mobility assistance, medical assistance or simply transportation assistance. The typical special needs client in Flagler County is over 65 years old, lives alone or with a spouse, suffers from chronic illness, and may be cared for in the home by a home health agency. The largest populations of special needs clients live in Palm Coast in single family homes. This number is expected to rise during an event as people with special needs who have not pre-registered show up at a shelter.

2.3.5 Farm Workers

There are approximately 278 farm workers and 72,342 acres of farmland in Flagler County (USDA 2022 Census of Agriculture). The exact population varies by season. There are two groups of farm worker populations: migrant workers who follow the crops and seasonal workers who live in the area and work in-season crops. The information



provided in Table 3.3.5 below is from the 2022 Census of Agriculture which indicates there are mainly two types of farms utilizing migrant workers in Flagler County.

**Table 3.3.5: Farmworker Data for Flagler County
from the 2022 Census of Agriculture**

Hired Farm Labor	Farms	89
	Workers	278
Farms with Migrant Farm Labor	20	
Workers by Days Worked	More than 150 days	228
	Less than 150 days	50

Source: USDA 2022 Census of Agriculture, National Agricultural Statistics Service

2.3.6 Areas of Large Tourism

According to Flagler County Tourism Development Office, Flagler County is host to hundreds of thousands of tourists annually, attracting around 963,500 tourists in 2021. Visitors who took a trip to Flagler County in 2021 spent \$553,460,200 in the county on accommodations, restaurants, groceries, transportation, attractions, entertainment, and shopping. The area's golf courses and beaches are the primary tourist destinations.

2.3.7 Non-English Speaking and Hearing Impairment Populations

The number of individuals in Flagler County who speak a language other than English totals 12,399 persons as of the 2022 American Community Survey. The number of persons that do not speak English proficiently is estimated to be 7,205 (2022 American Community Survey).

According to the US Centers for Disease Control and Prevention, ratios of people affected by hearing loss nationally, by select age groups, are as follows:

- 1 in 3 for people over 60
- 1 in 6 for people 49-50
- 1 in 14 for people 29-40
- 1 in 5 for teens

2.3.8 Transient/Homeless Populations

There is a minimal transient population in Flagler County. A 2023 survey conducted by the Volusia/Flagler County Coalition for the Homeless showed 61 transient/homeless respondents stay primarily in Flagler County. The Volusia/Flagler County Coalition for the Homeless and local faith-based organizations are relied upon to help provide services to



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the homeless community. These services include the operations, by the Sheltering Tree (non-profit), with support from the County and municipalities, of a Cold Weather Shelter within the County, when temperature and/or wind chills drop below a pre-determined threshold.

2.3.9 Mobile Home Parks Population

According to Flagler County Property Appraisers Office, Flagler County has a total of 9 mobile home/RV parks that currently have 1,103 mobile homes. In addition, there are approximately 1,691 residential mobile homes throughout the County.

2.3.10 Inmate Population

The daily average inmate population at the Flagler County Jail is 284 (2023) with a maximum population of 404. The population at times has been as high as 324 inmates.

2.3.11 “At Risk” Population

All populations within Flagler County are susceptible to the hazards outlined in the LMS. Any part of the County can be impacted by weather events, hazmat incidents, transportation incidents, and civil disturbance events. Considering vulnerability to storm surge and flooding, the largest at-risk population may be considered Flagler County’s coastal communities and the barrier Island. Additionally, at-risk populations may include but are not limited to children, pregnant women, older adults, people with disabilities, people from diverse cultures, people with limited English proficiency, people with limited access to transportation, people with limited access to financial resources, people experiencing homelessness, people who have chronic health conditions, and people who have pharmacological dependency.

2.4 Economic Profile

The following information is intended to provide an overview of Flagler County’s current economic profile. Hazards found in the LMS can have potential (negative) economic consequences for the county.

The 2023 population of Flagler County was estimated at 130,756 by the Bureau of Economic and Business Research in their Florida Estimates of Population 2023 report. This represents a 36.6 percent increase from the 2010 estimate. The County’s growth has also spurred home values to increase over the last 10 years. The median house or condo value in 2022, according to the Census American Community Study, is \$365,000, which is a near 45% increase from 2013 when the average value was \$162,800.



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As reported by the Florida Research and Economic Information Database Application (FREIDA), the total civilian labor force in Flagler County for December 2023 was 53,150, of which 51,058 were employed and 2,092 were unemployed. The unemployment rate was 3.9% following the national trend of an increasing unemployment rate within the last couple of years (FREIDA Labor Force, Employment, and Unemployment Trends for Flagler County).

The average weekly wage reported by the Bureau of Labor Statistics for Flagler County in 2022 was \$903. This would be equivalent to \$22.58 per hour or \$46,976 per year, assuming a full-year 40-hour week (BLS County Employment Wages in Florida – Third Quarter 2022).

Flagler County is included in the Deltona-Daytona Beach Ormond Beach Metropolitan Statistical Area (MSA), inclusive of Flagler and Volusia Counties. The major year-over-year industry growth reported for that MSA were Administrative & Support (+11.4%), Transportation & Warehouse(+7.93%), and the Agriculture Industry (+7.84%).

The largest major occupational group in the Deltona-Daytona Beach Ormond Beach MSA as of the U.S. Bureau of Labor Statistics 2022 county employment data is Food Preparation and Serving related occupations with 27,270 employed, followed by Office and Administrative Support with 27,060 employed, and Sales and Related Occupations with 23,520 employed.

The following Table 3.4.a illustrates a breakdown of employment by sector in the county with the data currently available, while Table 3.4.b outlines comparative economic characteristics at the local, state, and national level.



Table 3.4.a Breakdown of Employment by Sector in Flagler County

Industry	Flagler County	Florida
Natural Resources & Mining	0.9%	0.8%
Construction	8.4%	6.4%
Manufacturing	2.3%	4.4%
Trade, Transportation, and Utilities	18.7%	20.5%
Information	1.2%	1.7%
Financial Activities (including insurance, real estate, renting, and leasing)	4.0%	7.0%
Professional & Business Services	14.0%	16.9%
Education & Health Services	14.6%	14.8%
Leisure & Hospitality	17.1%	13.2%
Other Services	3.5%	3.0%
Government	14.4%	11.2%

Source: The Florida Legislature Office of Economic & Demographic Research, 2022

Table 3.4.b: Comparison of Selected Economic Characteristics at the Local, State, and National Level

Area	Civilian Labor Force	Number Employed	Number Unemployed	Unemployment Rate	Preliminary Data
Deltona-Daytona Beach-Ormond Beach MSA	53,150	51,058	2,092	3.9%	Yes
Florida	11,173,838	10,888,155	285,683	2.6%	Yes
United States	168,260,000	161,969,000	6,291,000	3.7%	No

Source: Florida Research and Economic Information Database Application, 2023

Prior to 1970, Flagler County was a sparsely settled area in which little economic growth occurred. The economy depended largely on agriculture and timber production. In the early 1970s, the Palm Coast retirement/resort-oriented community began to develop, which prompted significant population growth. As is typical in this situation, the population grows at a faster rate than employment during the earlier part of the evolution as retirement, rather than employment, is the prime motivation prompting in-migration. However, as the population base increased, the economy and employment base



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expanded as well. The employment base grew significantly in the 1990s and early 2000s. During the “Great Recession” in late 2007 Flagler saw the unemployment rate rise dramatically as compared to other counties within the State (14.6% in December 2009), as of October 2023 the County’s unemployment rate is 3.9%.

Flagler County’s location allows easy access to the St. Augustine, Daytona Beach, and Jacksonville metropolitan areas. Combined with the mild climate, relatively low cost of housing, and economic growth, this has contributed substantially to Flagler County’s increase in population. Previously an agricultural community, the County’s growth has resulted in an increase in retirement, banking, related financial services, health care, light industry and other service-related fields, cattle production, forest resources, construction, and distribution.

Flagler County’s manufacturing base is centered in industrial parks around the County. Industrial areas are located at the Flagler Executive Airport, a large non-urban airfield, and in industrial areas around S.R. 100, U.S. 1, and Interstate 95. According to data provided by the Flagler Tourism Development Office, the top employers in Flagler County are Flagler County School District, AdventHealth, Publix Super Market, ALSW/Yellowstone, and the City of Palm Coast.

Not only is it important for total employment to grow and new employers to locate within the area, but it is also important for economic growth to be balanced among various industry divisions. Increased diversity lessens dependence on any one employer or sector and helps to insulate the County from a downturn in any single sector of the economy.

Economic impacts of hazards are addressed in detail in the Flagler County Local Mitigation Strategy (LMS). Loss estimations for Flagler County from several natural hazards as estimated in the State Hazard Mitigation Plan can also be found in the LMS.

2.5 Emergency Management Support Facilities

The following subsections detail the facilities that support emergency management operations and resources.

2.5.1 Critical Facilities

Flagler County Emergency Management personnel and local municipalities have identified critical facilities required for an immediate emergency response following a major emergency/disaster event, and other facilities or areas necessary to support recovery operations. This information is maintained in SOG-T-13 Critical Facilities and is updated by assigned Emergency Management personnel.



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Flagler County Emergency Management has identified nine (9) critical infrastructure sector categories, consistent with the department of Homeland Security infrastructure sectors, whose assets, systems, and networks, whether physical or virtual, are considered so vital to Flagler County that their incapacitation or destruction would have a debilitating effect on security, public health or safety, or any combination thereof. A generalized map of critical facilities can be found in the LMS Annex.

Categories of critical facilities have been identified to include:

- Chemical Sector
- Commercial Facilities Sector
- Communications Sector
- Emergency Services Sector
- Energy Sector
- Government Facilities Sector
- Healthcare and Public Health Sector
- Water and Wastewater Sector
- Residential Condos (with vulnerable populations)

2.5.2 Logistical Staging Areas and Points of Distribution

Flagler County Emergency Management has identified suitable locations throughout the County for use as staging areas and Points of Distribution. These sites are readily accessible to rail, roadway, and air carriers for the assembly of personnel, supplies, and equipment prior to deployment to the affected area(s). These areas are illustrated in the Logistics Annex. Additionally, these areas can be found under the State of Florida's "instance" of WebEOC, on the SERT Emergency Sites board. (This board is only accessible to Emergency Management Staff with login credentials).

2.5.3 Emergency Helicopter Landing Zones

Primary helicopter landing zones, for disaster use, have been identified and coordinated with County First Response agencies. The coordinates for the locations have been transmitted to appropriate agencies.

Some designated landing zones include:

- Primary: Flagler County EOC, 1769 East Moody Blvd. #3, Bunnell
Lat/Long 29-28-40N/81-14-90W
- Secondary: Flagler Executive Airport, Bunnell
Lat/Long N29-27-50/W81-12-41
- Secondary: Flagler County Fairgrounds, 150 Sawgrass Road, Bunnell
Lat/Long N29-29-192 /W81-16-186



3 CONCEPT OF OPERATIONS

The following sections describe Flagler County’s organization, authority, direction and control, and structure for emergency management operations. The Concept of Operations focuses primarily on response and relief efforts and measures to ensure a smooth transition into immediate and long-term recovery from a major or catastrophic disaster (see Appendix E for definitions of “Major” and “Catastrophic”). The Flagler County EOC Organizational chart outlining assignments of responsibilities and functional roles during a disaster response are provided in Appendix B. Furthermore, EOC responsibility matrices are included in section 3.3.11. For additional information on emergency management organization systems, processes, or any other necessary coordination efforts required for emergency management and incident response programs and activities, reference SOG-A-01 Planning Documents.

3.1 Flagler County Government Organization

Flagler County operates under the authority of the five elected members of the Flagler County Board of County Commissioners, as well there are five elected Constitutional Officers (Sheriff, Clerk of the Court & Comptroller, Tax Collector, Property Appraiser, and Supervisor of Elections). Additionally, there are five (5) incorporated municipalities; and multiple independent districts within Flagler County, including but not limited to the School District, East Flagler Mosquito Control District, and Community Development Districts. Each is directly accountable to the citizens of their jurisdiction, independent of each other, and responsible for the administration of their respective departments/agencies within their respective geographic boundaries.

3.1.1 Day to Day Structure of Government

The Flagler County Board of County Commissioners has legal authority to coordinate, control, and direct the actions and programs of the County departments directly under its organizational structure as exemplified in Appendix A.

While each of the Constitutional Officers (Sheriff, Clerk of Court & Comptroller, Tax Collector, Property Appraiser, and Supervisor of Elections) retain the independent authority and legal responsibilities vested in them as Constitutional Officers of Flagler County; they are required to coordinate their emergency management actions and plans with that of Flagler County Emergency Management.

Additionally, municipalities, the School District, and other special districts – such as the East Flagler Mosquito Control District – do not fall under the direct control of the Flagler County Board of County Commissioners. These entities also retain their independent authority and decision-making abilities consistent with their legal responsibilities. However, they are required to coordinate their emergency management actions and plans with that of Flagler County Emergency Management.



3.1.2 Key Government Officials

The following details the key government officials (in order of succession) who will assume leadership authority and responsibility during emergency situations for issues within the county's scope of authority, as outlined in Article II Section 12-34(a)(2) of the [Flagler County Code of Ordinances](#):

1. County Administrator
2. Deputy County Administrator
3. Emergency Management Director

For additional information please reference Flagler County Continuity of Government / Continuity of Operations Plan.

3.1.3 Authority to Conduct Emergency Management

The Flagler County Board of County Commissioners bears the legal authority for establishing and maintaining the County's emergency management agency. In keeping with the legal responsibility, and to respect the authority of the remaining units of government, Flagler County Emergency Management closely coordinates efforts with municipalities, local, state, and federal government, private sector, and non-governmental organizations.

To bridge the gap among governmental, non-governmental, and private agencies with respect to emergency planning, all governmental entities, as well as those non-governmental or private agencies with responsibilities under the CEMP are required to coordinate their actions pertaining to preparedness, prevention, response, recovery, and mitigation with Flagler County Emergency Management. Generally, this is accomplished via preparedness organizations throughout the year. Additionally, their plans and procedures must be consistent with the Flagler County Comprehensive Emergency Management Plan (Chapter 252, Florida Statutes).

3.1.3.1 Establishment and Oversight of Flagler County Emergency Management

The Flagler County Board of County Commissioners, through Chapter 12 of its Code of Ordinances, established the Emergency Management Office, also referred to as Flagler County Emergency Management (FCEM) in line with its statutory responsibilities pursuant to Chapter 252 of the Florida Statutes. The County Commissioners maintain general oversight of FCEM with operational oversight delegated to the Flagler County Administrator, who oversees all County departments. The Emergency Management Director reports to the County Administrator.



3.2 Activation of the Flagler County CEMP

Section 12-34(a) of the Flagler County Code of Ordinances details the declaration of a Local State of Emergency (LSE). It is upon the declaration of an LSE by the Flagler County Board of County Commissioners, advised by the County Administrator, informed by the Emergency Management Director, that the CEMP is activated.

3.3 Emergency Management Operations

Emergency Operations are those actions taken by FCEM to support the Incident Commander (typically through the Emergency Operations Center) and area responders in the field.

Most incidents will be managed locally by emergency responders within a single jurisdiction and Flagler County Sheriff's Office 9-1-1 / Dispatch Center staff. In some cases, incidents that begin under one jurisdiction/discipline may expand to incidents that cross disciplines and jurisdictional boundaries, requiring additional resources and support. The Flagler County Director of Emergency Management has the authority to activate the EOC when conditions warrant the need for activation. Flagler County will utilize the resources available within its jurisdiction and request assistance if needed through existing mutual aid agreements.

3.3.1 Role of the EOC

The Flagler County Emergency Operations Center (EOC) is a facility designed to serve as a local or regional incident support, coordination, and/or command center. The EOC represents the physical location at which the coordination of information and resources to support incident management activities normally takes place. For complex incidents, personnel representing multiple jurisdictions, disciplines, and resources staff the EOC.

The lead function of the Emergency Operations Center is resource support for various incident sites, including the management of information and data. Most of the information that flows through an EOC deals with resource requests, resource tracking, resource allocation, and demobilization. There is also heavy message traffic relating to situation status, weather, damage assessment, and public information.

The EOC serves as a facility to assist in:

- Command & Coordination,
- Communications,
- Resource deployment and tracking, and
- Information collection, analysis, and dissemination.



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The EOC has multiple uses during non-emergency operations. The EOC is effective for supporting major planned events, where resource support, coordination, and public information is required. The Flagler County EOC is a 27,000 square-foot facility with a range of surveillance and security measures. The facility was built to withstand 180 mph winds (a Category 5 Hurricane) and has redundant backup generators necessary to support emergency operations.

The facility is located at 1769 E. Moody Boulevard, Building 3 in Bunnell, Florida. In the event the EOC is threatened, an alternate site will be determined, based on the incident/event needs.

3.3.2 EOC Operations

When conditions warrant, and when the EOC is activated, those that will staff the EOC including representatives of municipalities, county departments, and key organizations are organized as shown in the EOC Organizational Chart in Appendix B.

The County Emergency Operations Center will be activated under the following levels of activation:

Level III (Monitoring)	Level II (Partial)	Level I (Full-Scale)
<p>Monitoring will be implemented whenever Emergency Management receives notice of an incident/event which may escalate to threaten public safety.</p> <p>During Level III activation, Emergency Management will disseminate information to the EOC team via email and conference calls as needed.</p>	<p>An activation Level II may be implemented by the Emergency Management Director (or designee).</p> <p>Only those Sections, Branches, Groups or Units impacted by the hazard or involved in the response will be represented at the EOC.</p>	<p>Activation Level I may be implemented for a major incident or event.</p> <p>All the Positions, Sections, Branches, Groups and Units, and the Command Staff will be staffed, up to 24 hours a day.</p>

The Flagler County Emergency Management Director is considered the manager of the Emergency Operations Center (not necessarily of every incident) and mobilizes the necessary personnel and assets to support significant incidents.

Municipal representatives may make a request to the EOC Director to staff the EOC remotely. The EOC Director will grant remote staffing requests based on the feasibility –



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if the municipal representative can easily access WebEOC, communicate with the EOC Liaison Officer, and has a consistently low volume of requests from positions in the EOC, the EOC Director may authorize them to work remotely. The EOC Director reserves the ability to call the municipal representative back to the EOC if remote communications prove difficult and/or the volume of requests to the municipality from other EOC positions increases considerably.

3.3.3 Warning and Dissemination

Notification, warning, and event updates are accomplished in several ways depending on the circumstances surrounding the incident. In the case of a tropical storm or hurricane, the FCEM staff begins the notification process upwards of five days prior to the anticipated local impacts. Events for which no warning is possible are handled in the most expeditious manner, either by radio, telephone, or email.

3.3.3.1 General Public

Flagler County must provide the public with sufficient advanced warning time for effective preparation and emergency plans to be implemented. The following warning systems are available to disseminate warnings and warning information to the public:

- Emergency Alert System (EAS)
- WEA (Wireless Emergency Alert)
- www.flaglercounty.org/emergency
- ALERTFlagler (Everbridge) county-wide alert and notification system
- NOAA Weather Alert Radio
- Emergency Information Line (386) 313-4200
- Disaster Volunteers
- Local television and radio stations
- Public outreach events
- Public displays and dynamic message boards
- Social media

3.3.3.2 County Warning Point

Communications staff from Flagler County Sheriff's Office 9-1-1 Center serves as the County's warning point 24 hours a day, seven days a week. Staff dispatch law enforcement, fire rescue, search and rescue, and emergency medical calls and monitor for situations and developing events. This is accomplished using a fully implemented priority dispatch system that structures caller interrogations, provides pre-arrival instructions, enhances customer service, and matches the appropriate protocols for emergency response, mode, and configuration to the incident type and severity. The County Warning Point (386-313-4911) in conjunction with the Duty Officer program



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serves as the primary hub of communications with the State Watch Office, when the EOC is not activated.

3.3.3.3 EOC Personnel Notification

Emergency Management staff will have primary responsibility for initiating notifications to EOC staff identified as essential for the operation. Initial call downs may only require alerting limited staff members to physically report to the EOC, however all staff members will be notified and placed on standby. Contact is initiated via a combination of email and phone calls as determined most practical for the incident.

Complete procedures for EOC personnel notification can be found in the Flagler County EOC Activation Guide.

3.3.4 Emergency Decision Making

Two key elements that are essential for making sound emergency decisions are to know the amount of time that is needed to respond to an emergency, and the number of resources that are needed and available. When making emergency action decisions the following general criteria will be used:

1. Determining pre-emergency hazard time; pre-emergency hazard time is the amount of time between the onset of the event and the actual arrival of hazardous conditions.
2. Decision time is the amount of time available before the issuance of protective actions to allow adequate response time for the threatened population.
3. Execution time is the time available that allows for the completion of an emergency action before hazardous conditions are experienced. This would include mobilization time.
4. During the process of decision-making determination for the issuance of protective actions; assistance will be prioritized as follows:
 - a) Life-Threatening circumstances – A problem is directly linked to life threatening circumstances; such requests will receive priority.
 - b) Protection of Property – A threat exists for large-scale damage to property.

For hurricanes specifically: Emergency protective actions, such as evacuations, are based on information gathered from the National Hurricane Center. This information is based on the actual characteristics of the storm (i.e., forward speed of the storm, the distance tropical storm conditions extend from the eye, wind speeds and expected storm



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surge). This information is then compared to pre-determined evacuation clearance times based on data from the [Northeast Florida Regional Evacuation Study](#).

Flagler County EOC responses to all situations will be based upon the following:

- Information management—collecting, analyzing, and interpreting information from various sources and sharing essential information
- Planning—coordinating plans and determining current and future needs
- Resource Management—coordinating support for resource needs and requests

The Flagler Emergency Management Director can make decisions based on Chapter 12 Flagler County Code of Ordinances and Florida Statue 252. In some incidents, the Emergency Management Director may also:

- Provide coordination and policy direction
- Manage Operations such as emergency shelters or points of distribution to allow the Incident Command to focus on the incident
- Coordinate the efforts of several geographically separated incidents or activities
- Direct tactical operations when an Incident Command is not established (such as in a hurricane emergency).

3.3.5 Community Lifelines

Community lifelines – defined as indispensable services that enable the continuous operation of critical business and government functions and are critical to human health and safety, or economic security – are a construct developed by FEMA to increase effectiveness in disaster operations and better position agencies’ responses to catastrophic events. Locally, the construct allows Emergency Management to characterize the incident and identify the root causes of priority issue areas, as well as distinguish the highest priorities and most complex issues from other incident information. The overarching objective of any emergency response will be to stabilize and restore these lifelines. All functional areas within Flagler County’s EOC organization play a role in at least one, if not multiple community lifelines. A complete crosswalk delineating the functional area(s) responsible for each lifeline can be found in Appendix C.

3.3.6 Protective Actions

Protective actions are actions designed to protect the health and safety of the public during an emergency event that poses an imminent threat to the community. Protective actions can take many forms depending on the type of emergency. The protective actions addressed in this section are the primary actions taken during most emergency events. Not all emergencies warrant taking every action listed, nor do all emergencies require every action to be taken to the full extent. The level of protective actions required during an emergency is carefully evaluated to ensure the full protection of the public while remaining resource efficient.



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Unless emergency circumstances do not allow it, the Emergency Management Director will review all protective actions with the EOC's Policy Group prior to implementation. This Policy Group shall at a minimum consist of the Emergency Management Director, County Administrator, County Attorney, Chief Administrative Officer of each municipality (City Manager) and the County Sheriff. Other involved jurisdictional leadership may be added as the situation requires, for example if school impacts are necessary (closures, facility use, etc.) then the Superintendent would be added to the EOC Policy Group.

3.3.6.1 Evacuations

Most evacuations will be local in scope and an emergency response Incident Commander will initiate actions following a decision. In such cases, the actions will be coordinated and administered by emergency response officials using local resources in accordance with operational procedures. In addition to the Statewide Mutual Aid Agreement, it is anticipated that local jurisdictions may establish additional mutual aid agreements with neighboring jurisdictions to provide expanded resource capability. During any evacuation not requiring activation of the EOC, assistance will be provided under the various agencies' normal statutory authority through coordination by FCEM. For larger scale incidents, the County may declare a Local State of Emergency and issue evacuation orders. The decision will be made in consultation with the Emergency Management Director, following their consultation with applicable members of the EOC Policy Group, if feasible.

All County assistance and support of such actions will be coordinated from the EOC under the direction of the Emergency Management Director. This includes decisions on issues, such as deploying and pre-deploying personnel; determining evacuation routes; directing people caught on evacuation routes to safe shelter; ensuring the sufficiency of fuel; and addressing any matters relative to the ordered protective actions. Information on pre-defined evacuation zones and routes will be communicated to the public through the county website, Disaster/Emergency Preparedness Guide and public outreach messages with support from the County's Public Information Officer. If necessary, public information messages will contain different recommendations for direction of evacuation. Emergency evacuation routes are depicted in Appendix D.

3.3.6.2 Sheltering

The opening of shelters is a responsibility of the Operations Section's Human Services Branch. Should a request for assistance be made to the EOC, all decisions made by the EOC will be based on the existing shelter operations procedures. The EOC will coordinate through the Operations Section's Human Services Branch and any other Groups or Units that will be needed to support shelter operations. Generally, pet-friendly and special needs shelters will be opened as needed.



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Complete details on sheltering operations can be found in the Flagler County Sheltering and Housing Group Checklist. Further details on shelter facilities and logistical considerations can be obtained through Flagler County Emergency Management staff.

3.3.6.3 Registration of Special/Functional Needs

Florida Statute 252.355 requires Emergency Management officials to offer registration to any citizen requiring assistance during an emergency. It further mandates that officials plan for resource allocation to meet the needs of this population. Flagler County has established a program to register, transport and shelter this population.

Complete details on the process of registering Persons with Special Needs including receipt of application, information verification and triage, maintenance of registry, and contacting registrants during emergencies, can be found Special Needs Registry Standard Operating Guide.

3.3.6.4 Transportation

Transportation for residents, functional/special needs individuals, and those requiring assistance during evacuations is provided by Flagler County Public Transportation. If necessary, patients requiring basic or advanced life support while in transport will be taken by ambulance. Those requiring such support are determined collectively between Emergency Management, Fire Rescue, and the Florida Department of Health. If necessary, additional resources may be requested by Emergency Management through the Statewide Mutual Aid Agreement (SMAA). Transportation services will also be provided once shelter operations cease to interim, temporary, or permanent housing, as well as to Disaster Recovery Centers to receive assistance with recovery efforts.

3.3.7 Relief Operations

Once the emergency has passed, coordination of relief operations will begin, such as search and rescue operations, mass casualty activities, and the provision of emergency supplies, sheltering, preliminary damage assessment, emergency debris removal, and emergency restoration of utilities. The EOC will continue to direct management and coordination of all emergency response functions. Emergency relief agencies as well as all levels of government and the responding disaster relief organizations will be represented through various positions and groups in the EOC.

The Emergency Operations Center will serve as the primary local coordinating agency for requesting and managing resources and relief from state and federal sources. When warranted by the scale of the disaster, state and federal emergency response teams will be requested, established, and deployed as soon as permissible. Ideally, if these Teams



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are deployed, they will locate in Flagler County at or near the Emergency Operations Center and will carry out all state and federal coordination and assistance functions.

When municipalities require relief resources and supplies beyond their existing resources, they will submit requests through their municipal liaison at the Flagler County EOC, who will create a WebEOC mission requesting the resource. The EOC position handling the specific type of request will determine whether fulfilling the request is possible locally, or whether the request must be forwarded to the state.

3.3.8 Activation of the National Response Framework

Disaster response is locally executed and managed, and state and federally supported. The State of Florida, through the Florida State Emergency Response Team (SERT), supplements local efforts before, during, and after incidents by applying in-state resources first. When an incident expands or has the potential to expand beyond the capabilities of Flagler County and the county cannot meet the needs with mutual aid and assistance resources, the Emergency Management Director will contact the state.

When it becomes apparent the anticipated magnitude and extent of damages will be beyond the capabilities of the County and State resources, the Governor will contact the Director of the Federal Emergency Management Agency's (FEMA) Regional Office in Atlanta and request activation of the Federal Response Plan (National Response Framework). Activation of this plan authorizes the mobilization of federal resources necessary to augment state and local response and recovery efforts.

The Federal Government may assist in the form of funding, resources, and services. Federal departments and agencies respect the sovereignty and responsibilities of local, state, tribal, territorial governments, while rendering assistance that supports Flagler County. Further details about the overall structure and dynamics of a federal response can be found in the [National Response Framework](#) document.

3.3.9 Difference in Management Structure by Disaster Type

As detailed throughout the Concept of Operations section, Flagler County maintains a management structure for responding to and recovering from disasters that is designed to meet the unique needs of the county. The management structure may expand or collapse as governed by the needs of the incident. While the structure may be implemented in varying capacities, there will be no difference in the management based on the individual(s) in charge, type of disaster, or scope of disaster.

The EOC organizational structure is designed to effectively interface with the Incident Command System employed for all field operations. When warranted, area commands (or unified area commands) may also be established in keeping with the field Incident



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Command System while also maintaining consistency with the EOC organizational structure.

3.3.9.1 Incident Command System

One of the fundamental organizational and procedural constructs of the Command and Management component of NIMS is the Incident Command System (ICS). ICS has been recognized as the model for the command, control, and coordination of resources and personnel in response to an emergency. ICS is a management system consisting of procedures for organizing personnel, facilities, equipment, communications, and other resources in response to, and recovery from, a disaster situation. It is a method of command and control whereby multiple agencies and jurisdictions work together to accomplish the required response and recovery activities dictated by a disaster. Flagler County Emergency Management has formally adopted an incident management system that is consistent with NIMS and operates in an ICS-like manner. The system includes, but is not limited to, the following concepts:

1. Modular Organization

The incident command organizational structure develops in a modular fashion that is based on the size and complexity of the incident, as well as the specifics of the hazard environment created by the incident.

2. Incident Command

The Incident Commander (IC) is responsible for the overall management of the incident and determines which Command or General Staff positions to staff to maintain a manageable span of control and ensure appropriate attention to the necessary incident management functions.

3. Unified Command

When no one jurisdiction, agency, or organization has primary authority and/or the resources to manage an incident on its own, Unified Command may be established. There is no one "Commander." The Unified Command can allocate resources regardless of ownership or location.

4. Multi-Agency Coordination

Multiagency coordination is a process that allows all levels of government and all disciplines to work together more efficiently and effectively. A MACS is often initiated when there are multiple jurisdictions, multiple agencies and possibly multiple events. Examples of MACS are state, local, or tribal Emergency Operations Centers (EOCs).

5. Span of Control

Span of control refers to the number of individuals or resources that one supervisor can manage effectively during an incident. The optimal span of control is one supervisor to



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five subordinates (1:5). However, effective incident management may require ratios significantly different from this. This ratio is a guideline, incident personnel should use their best judgement to determine the appropriate ratio for an incident.

6. Common Terminology

ICS establishes common terminology that allows diverse incident management and support organizations to work together across a wide variety of incident management functions and hazard scenarios.

7. Action Planning Process

The (incident) action planning process and IAPs are central to managing incidents. The incident action planning process helps synchronize operations and ensure that they support incident objectives. Incident action planning is more than producing an IAP and completing forms, providing a consistent rhythm and structure to incident management.

8. Comprehensive Resource Management

Comprehensive resource management emphasizes the importance of managing resources (personnel, teams, equipment, supplies, and facilities) during an incident. Maintaining an accurate and up-to-date picture of resource utilization is a critical component of incident management.

9. Integrated Communications

Incident communications are facilitated through the development and use of a common communications plan and interoperable communication processes and systems that include voice and data links. Integrated Communications are necessary to maintain connectivity, achieve situational awareness, and facilitate information sharing.

10. Pre-Designated Facilities

Various types of operational support facilities are established in the vicinity of an incident, depending on their size and complexity, to accomplish a variety of purposes. The Incident Commander (IC) will direct the identification and location of facilities based on the requirements of the situation at hand. Typically, designated facilities include incident command posts, bases, camps, staging areas, mass casualty triage areas, points-of-distribution (POD) sites, and others, as required.

3.3.10 Other Agencies/Organizations

During non-emergency activities, other response agencies, organizations, facilities, departments, etc. operate under their respective organizational structures and are managed according to the individual agency's policies and procedures. During a significant emergency or disaster, their related activities will be coordinated with those of Flagler County, through the EOC.



3.3.11 Command, Policy, Lead and Support Agencies

The following figure details the respective lead and support agencies/organizations for the functional roles under Flagler County’s EOC organizational structure. The tables below align each role with corresponding state and federal Emergency Support Functions (ESFs).

Command Staff	
EOC Director	
Directs all EOC operations, and when applicable serves as the Incident Commander. Determines best protective action decisions based on analyzed and validated information and guided by the Policy Group, when feasible. Additionally, develops clear and concise incident/event objectives, and identifies and resolves issues that could affect the outcome of the incident/event as needed.	
Liaison Officer	
Coordinates with representatives from municipalities and external assisting and support agencies.	
to the EOC Policy Group.	

EOC LOGISTICS SECTION	
Logistics Section Chief	
Lead Agency: Flagler County General Services	
Support Agencies:	
<ul style="list-style-type: none"> ➤ Flagler County Emergency Management ➤ Flagler Volunteer Services ➤ Flagler County Executive Airport 	
Federal ESF – 11	State ESF – 11
Lead Agency: U.S. Department of Agriculture; U.S. Department of Interior	Lead Agency: Florida Department of Agriculture and Consumer Services
Summary: Coordinate logistical support to all disaster-related operations including obtaining resources and providing procedures for acquiring and distributing resources.	
Supply & Bulk Distribution Unit	



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Section: Logistics	Lead Agency: Flagler County General Services Support Agencies: <ul style="list-style-type: none">➤ Flagler Volunteer Services
Summary: Assemble, manage, and demobilize Points of Distribution (PODs) under the direction of the Logistics Section to distribute food, water, ice, or other commodities as warranted to impacted residents' post-disaster. <i>State and Federal ESF-11 are also applicable to the Supply and Bulk Distribution Group.</i>	



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EOC LOGISTICS SECTION CONT'D	
Transportation Unit	
Section: Logistics	Lead Agency: Flagler County General Services, Public Transportation Support Agencies: <ul style="list-style-type: none"> ➤ Flagler County School Board ➤ Flagler County Emergency Management ➤ DOH – Flagler County ➤ Contracted private ambulance companies
Federal ESF – 1	
State ESF – 1	
Lead Agency: U.S. Department of Transportation	Lead Agency: Florida Department of Transportation
Summary: Coordinate public transportation of Flagler County residents to and from shelters – including the coordination of transporting special needs registrants with medical supplies/machinery – as well as to and from Disaster Recovery Centers and additional transport as needed.	
Facilities Unit	
Section: Logistics	Lead Agency: Flagler County General Services, Facilities Support Agencies: <ul style="list-style-type: none"> ➤ N/A
Summary: Oversee protective measures for all county facilities pre- and post-event, assist with damage assessments of county facilities, and support all county facility-related needs as requested through the duration of the event. <i>No state or federal ESFs applicable.</i>	
Fleet Unit	
Section: Logistics	Lead Agency: Flagler County General Services, Fleet Support Agencies: <ul style="list-style-type: none"> ➤ N/A
Summary: Provide ground support for the movement of commodities. <i>No state or federal ESFs applicable.</i>	
Food Unit	
Section: Logistics	Lead Agency: Flagler County Emergency Management (*Position staffed by personnel from other departments) Support Agencies: <ul style="list-style-type: none"> ➤ Flagler County Sheriff's Office ➤ Flagler County Financial Services
Summary: Coordinate 24/7 feeding for all EOC staff. <i>No state or federal ESFs applicable.</i>	



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EOC FINANCE SECTION	
Finance Section Chief	
Lead Agency: Flagler County Financial Services	
Support Agencies:	
<ul style="list-style-type: none"> ➤ Flagler County Human Resources ➤ Flagler County Administration ➤ Flagler County Clerk of Courts ➤ Flagler County Emergency Management 	
Federal ESF – 7	State ESF – 7
Lead Agency: U.S. General Services Administration; U.S. Department of Homeland Security, FEMA	Lead Agency: Florida Department of Management Services, Division of Purchasing
Summary: Coordinates financial accounting and documentation of disaster-related expenditures and supports financial decision-making as it related to the incident.	
Procurement Unit	
Section: Logistics	Lead Agency: Flagler County Financial Services, Office of Procurement & Contracts Support Agencies: <ul style="list-style-type: none"> ➤ Flagler County Administration ➤ Flagler County Clerk of Courts ➤ Flagler County Emergency Management
Summary: Provide fiscal and logistical managerial support through timely and efficient acquisition of resources, purchasing, contracting, renting and leasing of supplies and equipment. <i>State and Federal ESF-7 are applicable to the Procurement Unit.</i>	
Fiscal Recovery Unit	
Section: Logistics	Lead Agency: Flagler County Financial Services, Office of Management & Budget Support Agencies: <ul style="list-style-type: none"> ➤ Flagler County Administration ➤ Flagler County Clerk of Courts ➤ Flagler County Emergency Management
Summary: Coordination of the documentation of reimbursable expenditures as determined by FEMA and the State of Florida. <i>State and Federal ESF-7 are applicable to the Procurement Unit.</i>	
Human Resources Unit	
Section: Logistics	Lead Agency: Flagler County Human Resources Support Agencies: <ul style="list-style-type: none"> ➤ Flagler County Administration ➤ Flagler County Clerk of Courts ➤ Flagler County Emergency Management
Summary: Responsible for employee compensation claims, payroll coordination, and implementing emergency time pay policies. <i>State and Federal ESF-7 are applicable to the Procurement Unit.</i>	



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EOC OPERATIONS SECTION	
Operations Section Chief	
Lead Agency: Flagler County Emergency Management	
Support Agencies:	
➤ Flagler County Fire Rescue	
Summary: Responsible for direct management of all operational activities and established tactical objectives for each operational period.	

EOC OPERATIONS SECTION: HUMAN SERVICES BRANCH	
Sheltering & Housing Group	
Section: Operations Branch: Human Services	Lead Agency: Flagler County Health & Human Services Support Agencies: <ul style="list-style-type: none"> ➤ Flagler County School Board ➤ Flagler County Emergency Management ➤ DOH – Flagler County ➤ Flagler County Sheriff’s Office ➤ Flagler County Fire Rescue ➤ Flagler County General Services ➤ Flagler Volunteer Services ➤ Flagler County Humane Society ➤ American Red Cross
Federal ESF – 6	State ESF – 6
Lead Agency: U.S. Department of Homeland Security, FEMA	Florida Division of Emergency Management; Florida Department of Children and Families
Summary: Coordinate the emergency provision and management of temporary shelters for evacuations and post-incident impact as warranted. This group also serves as the lead for the transition into long term temporary housing after closure of temporary shelters post disaster when needed.	
Public Schools Group	
Section: Operations Branch: Human Services	Lead Agency: Flagler County School Board Support Agencies: <ul style="list-style-type: none"> ➤ Flagler County Emergency Management ➤ Flagler Volunteer Services ➤ DOH – Flagler County
Summary: Coordinate use of space in public schools for emergency sheltering of the general population and persons with special needs. Staff and run emergency shelters with School Board personnel. <i>State and Federal ESF-6 are applicable to the Social Services Group.</i>	



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EOC OPERATIONS SECTION: HUMAN SERVICES BRANCH CONT'D

Social Services Group

Section: Operations	Lead Agency: Flagler County Health & Human Services
Branch: Human Services	Support Agencies: ➤ DOH – Flagler County ➤ Flagler Volunteer Services
Summary: Coordinate to address unmet needs economic, health, and food security needs in the community post-disaster. Manage the Disaster Recovery Center – the central location where residents can learn about and register for FEMA Individual Assistance as well as any other individual recovery assistance available. <i>State and Federal ESF-6 are applicable to the Social Services Group.</i>	

Health & Medical Group

Section: Operations	Lead Agency: Florida Department of Health – Flagler County
Branch: Human Services	Support Agencies: ➤ Flagler County Fire Rescue ➤ Advent Health Palm Coast ➤ Flagler County Emergency Management
Summary of Local Function: Protect, promote, and improve health. Coordinate Florida Emergency Mortuary Operations Response System (FEMORS) and federal disaster mortuary operations response teams (DMORT).	

Federal ESF – 8

Lead Agency: U.S. Department of Health and Human Services

State ESF – 8

Lead Agency: Florida Department of Health

Summary: Identify health and medical needs of the entire county before, during, and after a disaster. This group is also responsible for coordinating the health and medical resources needed in responding to public health and medical care needs before, during, and after a disaster. This group is the lead for the management of the Special Needs shelter.

AdventHealth Unit

Section: Operations	Lead Agency: AdventHealth
Branch: Human Services	Support Agencies: ➤ DOH- Flagler County ➤ Other Health Entities and Departments
Summary: Provides the community with any assistance in diagnosing, treating, and housing patients that must receive medical attention during, or after, a disaster.	



EOC OPERATIONS SECTION: HUMAN SERVICES BRANCH CONT'D

Volunteer & Donations Group

<p>Section: Operations</p> <p>Branch: Human Services</p>	<p>Lead Agency: Flagler Volunteer Services</p> <p>Support Agencies:</p> <ul style="list-style-type: none"> ➤ Flagler County Emergency Management ➤ Flagler County Health & Human Services ➤ American Red Cross ➤ Salvation Army
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State ESF – 15

Lead Agency: Volunteer Florida

Summary of Local Function: Coordinate the efficient and effective utilization of volunteers and donated resources to meet the needs of the impacted area(s) of Flagler County following a disaster or other incident of significance.

Animal Care Group

<p>Section: Operations</p> <p>Branch: Human Services</p>	<p>Lead Agency: Flagler Humane Society (small animals)</p> <p>Support Agencies:</p> <ul style="list-style-type: none"> ➤ Flagler County Extension Services/IFAS (large animals) ➤ DOH – Flagler County, Environmental Health ➤ City of Palm Coast Animal Control ➤ Florida Disaster Animal Response Team (DART) ➤ Florida State Agricultural Response Team (SART)
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State ESF – 17

Lead Agency: Florida Department of Agriculture and Consumer Services

Summary of Local Function: To provide for the coordination of local resources in response to small pets, service animals, livestock, and exotic animal care needs before, during, and following a disaster. This group is the lead for the establishment and management of the pet area within the pet-friendly emergency shelter.



EOC OPERATIONS SECTION: EMERGENCY SERVICES BRANCH	
Fire Rescue Group	
Section: Operations Branch: Emergency Services	Lead Agency: Flagler County Fire Rescue Support Agencies: <ul style="list-style-type: none"> ➤ Municipal fire departments ➤ Florida Forest Service, Bunnell District ➤ Flagler County Sheriff’s Office ➤ DOH – Flagler County ➤ AdventHealth Palm Coast
Federal ESF – 4, 9 & 10	State ESF – 4, 9 & 10
Lead Agency: U.S. Department of Agriculture, U.S. Forest Service; Department of Homeland Security, FEMA; U.S. Environmental Protection Agency	Lead Agency: Florida Department of Financial Services, Division of State Fire Marshall; Florida Department of Environmental Protection
Summary: Coordinate all firefighting resources before, during, and after a disaster for fire suppression and life safety operations. Hazmat issues will require deployment of mutual aid assistance from outside jurisdictions and/or deployment of Florida Department of Environmental Protection Emergency Response Personnel.	
Forestry Unit	
Section: Operations Branch: Emergency Services	Lead Agency: Florida Forest Service, Bunnell District Support Agencies: <ul style="list-style-type: none"> ➤ Flagler County Fire Rescue ➤ Municipal Fire Departments
Summary: Responsible for supporting fire suppression, search and rescue, and movement of debris as needed. <i>State and Federal ESF 4 are applicable to the Forestry Unit.</i>	
Military Support Liaison	
Section: Operations Branch: Emergency Services	Lead Agency: Flagler County Emergency Management Support Agencies: <ul style="list-style-type: none"> ➤ FL National Guard ➤ FL State Guard ➤ US Coast Guard
Federal ESF – 13	State ESF – 13
Lead Agency: U.S. Department of Justice	Lead Agency: Florida Department of Military Affairs, Florida National Guard
Summary of Local Function: Provide military support coordination including personnel and resources to support post-disaster operations.	



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EOC OPERATIONS SECTION: EMERGENCY SERVICES BRANCH CONT'D	
Local Law Enforcement Group	
Section: Operations Branch: Emergency Services	Lead Agency: Flagler County Sheriff's Office Support Agencies: <ul style="list-style-type: none"> ➤ Bunnell Police Department ➤ Flagler Beach Police Department
Summary of Local Function: Provide law enforcement coordination and response services in support of emergency events. Detection and monitoring of law enforcement activity.	
State ESF – 16	
Lead Agency: Florida Department of Law Enforcement	
Summary: To provide law enforcement coordination and response services in support of emergency events.	
State Law Enforcement Liaison	
Section: Operations Branch: Emergency Services	Lead Agency: Florida Division of Law Enforcement Support Agencies: <ul style="list-style-type: none"> ➤ Florida Highway Patrol ➤ FL Fish & Wildlife Conservation Commission ➤ Other State Law Enforcement agencies
Summary: Responsible for supporting fire suppression, search and rescue, and movement of debris as needed. <i>State ESF 16 is applicable to the Forestry Unit.</i>	



EOC OPERATIONS SECTION: INFRASTRUCTURE BRANCH	
Innovative Technology (IT) Group	
<p>Section: Operations</p> <p>Branch: Infrastructure</p>	<p>Lead Agency: Flagler County IT</p> <p>Support Agencies:</p> <ul style="list-style-type: none"> ➤ AT&T ➤ Verizon Wireless ➤ Charter Spectrum ➤ Flagler County School Board IT ➤ City of Bunnell IT ➤ City of Palm Coast IT
Federal ESF – 2	
State ESF – 2	
<p>Lead Agency: U.S. Department of Homeland Security, FEMA</p>	<p>Lead Agency: Florida Department of Management Services, Division of Telecommunications</p>
<p>Summary: Assure provision of required communications support before, during, and after a disaster, and lead the restoration of technological/communications infrastructure throughout the county.</p>	
Public Works Group	
<p>Section: Operations</p> <p>Branch: Infrastructure</p>	<p>Lead Agency: Flagler County General Services Department, Road and Bridge Division</p> <p>Support Agencies:</p> <ul style="list-style-type: none"> ➤ Flagler County Engineering Department ➤ Florida Power and Light ➤ Florida Department of Transportation ➤ Municipal Public Works Departments
Federal ESF – 3	
State ESF – 3	
<p>Lead Agency: U.S. Army Corps of Engineers</p>	<p>Lead Agency: Florida Department of Transportation</p>
<p>Summary: Coordinate all Public Works operations and resources, including securing all Public Works infrastructure as possible prior to a disaster, and assessing damage/working to restore infrastructure after a disaster. Manage debris clearing operations for county roadways and coordinate with state and municipal debris operations leads. State and Federal ESF 3 are applicable to the Public Works Group.</p>	
Engineering & Debris Management Group	
<p>Section: Operations</p> <p>Branch: Infrastructure</p>	<p>Lead Agency: Flagler County Engineering Department</p> <p>Support Agencies:</p> <ul style="list-style-type: none"> ➤ Flagler County Public Works ➤ Flagler County Emergency Management ➤ Florida Department of Transportation
<p>Summary: Monitor the safety and functional operation of the County’s transportation infrastructure.</p>	



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EOC OPERATIONS SECTION: INFRASTRUCTURE BRANCH CONT'D	
Florida Department of Transportation Liaison	
Section: Operations	Lead Agency: Florida Department of Transportation
Branch: Infrastructure	Support Agencies: ➤ Flagler County Public Works ➤ Flagler County Emergency Management
Summary: Responsible for debris clearance and post-impact damage on state roads. <i>State and Federal ESF 3 are applicable to the Florida Department of Transportation Unit.</i>	
Water & Wastewater Group	
Section: Operations	Lead Agency: Flagler County General Services
Branch: Infrastructure	Support Agencies: ➤ Municipal Utilities Departments ➤ Dunes Community Development District ➤ Volusia County Utilities
Summary: Responsible for protecting and restoring water and wastewater infrastructure in a timely and efficient manner. <i>State and Federal ESF 3 are applicable to the Water & Wastewater Unit.</i>	
Electrical & Gas Utilities Group	
Section: Operations	Lead Agency: Florida Power and Light
Branch: Infrastructure	Support Agencies: ➤ Clay Electric ➤ Duke Energy ➤ TECO Peoples Gas
Federal ESF – 12	
State ESF – 12	
Lead Agency: U.S. Department of Energy	Lead Agency: Public Service Commission (Electrical Power); Florida Division of Emergency Management (Fuels)
Summary: Establish response activities of the energy organizations and utilities in responding to and recovering from fuel shortages, power outages and capacity shortages which impact or threaten to impact Flagler County during and after a disaster.	
Airport Unit	
Section: Operations	Lead Agency: Flagler County Executive Airport
Branch: Infrastructure	Support Agencies: ➤ Flagler County Emergency Management
Summary: Responsible for protection and restoration of aviation-related infrastructure. <i>State ESF 3 is applicable to the Airport Unit.</i>	



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EOC PLANNING SECTION	
Planning Section Chief	
<p>Lead Agency: Flagler County Emergency Management</p> <p>Support Agencies:</p> <ul style="list-style-type: none"> ➤ Flagler County Growth Management ➤ National Weather Service – Jacksonville ➤ Florida Division of Emergency Management 	
Federal ESF – 5	State ESF – 5
Lead Agency: U.S. Department of Homeland Security, FEMA	Lead Agency: Florida Division of Emergency Management
<p>Summary of Local Function: Oversees all incident-related data, conducts planning meetings and participates in briefings throughout the day to gain intel as needed, approves Situation Reports, and prepares Incident Action Plans (IAPs).</p>	
Situation – Documentation Unit	
Section: Planning	<p>Lead Agency: Flagler County Emergency Management</p> <p>Support Agencies:</p> <ul style="list-style-type: none"> ➤ Flagler County Growth Management ➤ Flagler County Land Management
<p>Summary: Collects and organizes incident status and information, and evaluates, analyzes, and displays information through Situation Reports and updates to the EOC call center. <i>State and Federal ESF 5 is applicable to the GIS Unit.</i></p>	
Damage Assessment Unit	
Section: Planning	<p>Lead Agency: Flagler County Property Appraiser</p> <p>Support Agencies:</p> <ul style="list-style-type: none"> ➤ Flagler County Innovative Technology, GIS ➤ Flagler County Growth Management, Building Department ➤ Flagler County Public Works & Engineering ➤ Flagler County General Services, Facilities
<p>Summary: Assess damage to structures and gather damage assessment information from support agencies to develop official damage assessment reports. <i>State and Federal ESF 5 is applicable to the Damage Assessment Unit.</i></p>	
GIS Unit	
Section: Planning	<p>Lead Agency: Flagler County Innovative Technology, GIS</p> <p>Support Agencies:</p> <ul style="list-style-type: none"> ➤ Flagler County Property Appraiser
<p>Summary: Performs spatial analyses, develops maps based on data for a variety of emergency response activities, creates GIS applications and tools, and oversees geospatial information and data management activities. <i>State and Federal ESF 5 is applicable to the GIS Unit.</i></p>	



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EOC PLANNING SECTION CONT'D	
Business & Industry Group	
Section: Planning	Lead Agency: Flagler County Tourism & Economic Development Support Agencies: <ul style="list-style-type: none"> ➤ Flagler County Extension Services/UF IFAS ➤ Flagler County Chamber of Commerce ➤ Palm Coast Regional Chamber of Commerce
State ESF – 18	
Lead Agency: Florida Department of Economic Opportunity	
Summary of Local Function: Provide guidance and coordinate issues with Flagler County's business community throughout incident preparation, response, and recovery.	
Tourism Unit	
Section: Planning	Lead Agency: Flagler County Tourism & Economic Development Support Agencies: <ul style="list-style-type: none"> ➤ Palm Coast Regional Chamber of Commerce
Summary: Provide the tourism sector with focused Business & Industry efforts. <i>State ESF 18 is applicable to the Tourism Unit.</i>	
Agriculture Unit	
Section: Planning	Lead Agency: Flagler County Extension Office/UF IFAS Support Agencies: <ul style="list-style-type: none"> ➤ University of Florida ➤ Florida Department of Agriculture
Summary: Provide the agriculture sector with focused Business & Industry efforts. <i>State ESF 18 is applicable to the Agriculture Unit.</i>	
Public Information Officer (PIO)	
Lead Agency: Flagler County Administration (PIO)	
Support Agencies:	
<ul style="list-style-type: none"> ➤ Flagler County School Board PIO ➤ Flagler County Sheriff's Office PIO ➤ DOH – Flagler County PIO ➤ Municipal Public Information Representatives ➤ Elected and Appointed Officials messaging on behalf of their respective jurisdictions 	
Federal ESF – 15	State ESF – 14
Lead Agency: U.S. Department of Homeland Security, FEMA	Lead Agency: Executive Office of the Governor, Office of Communications
Summary: Disseminate approved (by the Incident Commander) and official information related to the disaster to the public and inquiring media agencies and liaise with media agencies to arrange press briefings with the EOC Director/Incident Commander or designee.	



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EOC PLANNING SECTION CONT'D	
Social Media Unit	
Subset of Public Information	<p>Lead Agency: Flagler County Emergency Management</p> <p>Support Agencies:</p> <ul style="list-style-type: none"> ➤ Flagler County Innovative Technology ➤ Flagler County Tourism & Economic Development ➤ Flagler County Administration
<p>Summary: Update county social media accounts with incident-related information, answer inquiries from the public via social media, and monitor for rumor control to address as necessary. <i>State and Federal ESF-14 are applicable to the Call Center Unit.</i></p>	
Call Center Unit	
Subset of Public Information	<p>Lead Agency: Flagler County Emergency Management</p> <p>Support Agencies:</p> <ul style="list-style-type: none"> ➤ Flagler County Public Library System ➤ Flagler County Extension Office ➤ Flagler County Sheriff's Office ➤ Flagler Volunteer Services ➤ Additional departments providing personnel as applicable
<p>Summary: Answer phone calls from the public to provide incident-related information, answer inquiries, and capture issue reports to send to the appropriate agency for follow-up. Notify PIO if a high volume of certain frequently asked questions is evident. <i>State and Federal ESF-14 are applicable to the Call Center Unit.</i></p>	



4 PREPAREDNESS ACTIVITIES

Flagler County's Emergency Management program ensures that an adequate level of preparedness is maintained at the county level and amongst municipal and nongovernmental partners to effectively initiate and sustain emergency response operations. This section outlines the undertakings of Flagler County, under the direction of Flagler County Emergency Management, to implement and maintain a robust preparedness program that encompasses all partners.

4.1 Personnel Responsible for Plan Maintenance

In accordance with SOG-A-01, the assigned Flagler County Emergency Management Planner is the position responsible for the development and maintenance of the Flagler County CEMP and its associated plans, Position-Specific Guides (PSGs), annexes, and appendices.

4.2 Personnel Responsible for Preservation of Vital Records

An assigned Emergency Management Planner will be the position that acts as the designated Continuity of Operations (COOP) planner. Flagler County's Continuity of Government Plan (COG) states that each department under the Board of County Commissioners (BOCC) is responsible for ensuring the preservation of vital records within their department pre- and post-disaster. Each department must determine which records need to be preserved and must develop procedures that safeguard those records. The COOP planner will ultimately follow up with all BOCC departments to ensure vital records are being preserved. The COOP planner will gather each department's plan during each annual update of the Continuity of Government (COG) plan and provide technical support when asked.

The COOP plan covers the BOCC, not the Constitutional Officers. Constitutional Officers devise their own record preservation plans in concert with their operating policies and procedures. The COOP planner does not oversee COOP planning under Constitutional offices unless technical assistance is specifically requested.

4.3 Personnel Responsible for Persons with Special Needs Registration

Flagler County Emergency Management shares responsibility for the maintenance of the Special Needs Registry with the Florida Department of Health – Flagler (FDOH-Flagler). As registration records are input and/or updated, FDOH-Flagler reviews and triages patients accordingly to determine the necessary level of care for everyone on the registry.



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Details on the registration of Persons with Special Needs can be found SOG-A-08 and on the County Website.

4.4 Public Awareness and Education

Effective disaster preparedness requires continual public awareness and education programs providing citizens the informational resources needed to take appropriate action. While the government plays a key role in emergencies, the presence of the CEMP does not alter the responsibility of businesses and residents to enact measures to prepare for, mitigate, respond to, and recover from emergencies.

Flagler County engages in active public outreach to ensure public awareness and knowledge of disaster readiness measures and considerations for any individual, household, or business. The county provides the public with informational resources including:

- Information dissemination platforms: The specific systems utilized as methods of public information dissemination are listed under Section 3.3.3 Warning and Dissemination and Communication and Warning SOG. Through public outreach, residents are strongly encouraged to register themselves, households, and/or businesses for ALERTFlagler to receive emergency notifications. As well, residents are urged to follow Flagler County Emergency Management's social media and website for a repository of disaster-related information and regular situational updates during emergencies.
- Potential Hurricane evacuation zone maps: Evacuation zone maps are readily available to the public through Flagler County's disaster/emergency preparedness literature in print version and online at www.FlaglerCounty.gov/emergency.

An outreach log is maintained by Emergency Management – the log details each public outreach event conducted, and the number of participants reached at the event.

4.5 Training and Exercise

The following section outlines training and exercise programs which ensure emergency responders and the public fully understand the overall concept of Emergency Management and their responsibilities before, during, and after an emergency/disaster.

4.5.1 Exercises

Flagler County Emergency Management is compliant with the requirements of the U.S. Department of Homeland Security's Homeland Security Exercise and Evaluation Program (HSEEP) which is a capabilities and performance-based exercise program



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which provides a standardized policy, methodology, and terminology for exercise design, development, conduct, evaluation, and improvement planning. HSEEP compliance is defined as adherence to specific processes and practices for exercise program management and exercise design, development, conduct, evaluation, and improvement planning. FCEM complies with the four HSEEP performance requirements. These requirements are as follows:

1. Conduct an annual Training and Exercise Planning Workshop and maintain a Multi-year Training and Exercise Plan.
2. Plan and conduct exercises in accordance with the guidelines set forth in HSEEP policy.
3. Develop and submit properly formatted After Action Report/Improvement Plans (AAR/IP).
4. Track and implement corrective actions identified in the AAR/IP.

Types of exercises engaged in are defined below:

- **Tabletop exercises** are designed to detect potential problems with coordination, to determine the appropriateness and effectiveness of assigned responsibilities, and to achieve a certain level of familiarity with a plan.
- **Functional exercises** are more complex and are designed to test individual functions, such as direction and control, multiple functions, decision making, warning, public information, or recovery.
- **Full-scale exercises** are the highest level of exercise. It is the culmination of the exercise program. It is designed to evaluate the operational capability of the emergency management system over a substantial period. It tests major components and sub-components of the plan.

4.5.1.1 Participating Agencies

Emergency Management exercises are designed to include all lead and support agencies/organizations within each functional role involved in the implementation of the CEMP. All entities listed under Section 3.3.11 Lead and Support Agencies are participating agencies/organizations in Flagler County HSEEP compliant exercises.



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4.5.1.2 Provisions for Inter-Agency Exercises

The exercises conducted may vary in format and location, and can include tabletop, functional, and field exercises. In addition to activities that entail participation from all partnering agencies/organizations, FCEM will endeavor to conduct exercises pertaining to specific functional areas (e.g., shelter activation, EOC call center, amateur radio operations, or Community Emergency Response Team exercises). The exercise program is designed to address all aspects of the county's comprehensive emergency management program – mitigation, preparedness, response, and recovery plans.

4.5.1.3 Schedule of Exercises

The schedule of exercises is depicted in the Flagler County Integrated Preparedness Plan (IPP). The IPP establishes overall exercise program priorities and outlines a multi-year schedule of training and exercise activities designed to address the County's priorities and validate core capabilities.

4.5.1.4 Evaluation Process

After each exercise is conducted, constructive evaluations will be conducted using Exercise Evaluator Guides (EEGs) to develop After Action Reports (AARs) and Improvement Plans (IPs) to test the county's responsiveness and capabilities and test components of the CEMP and supporting annexes. Any deficiencies or best practices developed from these exercises will be incorporated into the CEMP and supporting plans to ensure optimal preparedness.

4.5.2 Training

The Emergency Management Director is responsible for coordinating Flagler County's Emergency Management training program. The training program and all associated work is implemented by an assigned Emergency Management Planner. Flagler County Emergency Management has prepared a training program to provide guidance for local governments to improve their capability for mitigation activities, as well as respond effectively to and recover from an emergency or disaster.

The training program shall have three dimensions:

1. Programs and courses are available through the Federal Emergency Management Agency, the State, and other governmental/volunteer agencies.
2. Local departmental emergency response training for specific functional roles within the EOC organizational structure.



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3. Community based awareness, disaster workshops, self-help, and public awareness training for the public.

4.5.2.1 Personnel Responsible for Coordination of Local Training

Flagler County Emergency Management is responsible for development, implementation and coordination of training program specifically related to the implementation of the CEMP, Position Specific Checklists and any other supporting Standard Operating Guides.

4.5.2.2 Levels of Local Training

FCEM will make training opportunities available to all agencies and officials involved in the implementation of the CEMP. The lead and support agencies/organizations within each functional role are responsible for attending training offered by the county pertaining to their roles.

Lead and support agencies fulfilling functional roles whom the county will make training opportunities available to also include county agencies and officials, municipal agencies and officials, community organizations, and private sector partners.

FCEM will offer Community Emergency Response Team (CERT) training to enhance public emergency preparedness. Also, training for volunteer roles within the county's emergency response operations will be regularly available to the public.

4.5.2.3 Emergency Management Training Program

1. Mitigation/Preparedness

- Agency heads will designate an individual within their organization.
- Agency heads and their designee will participate in Emergency Management training to better prepare their organization for responding to emergencies/disasters.
- Agencies will identify needed emergency management training and request it from Flagler County Emergency Management.
- All agencies are encouraged to budget for training and exercises.

2. Response

- FEMA's Emergency Management Institute and the Florida Division of Emergency Management provide a variety of training opportunities for emergency management personnel and related partners.



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- The objectives of emergency management training are to develop team skills for the Flagler County Emergency Operations Center; field operations; information systems; technical information related to hazard mitigation, preparedness, response, and recovery; and roles and responsibilities of all levels of government and the private sector in the face of emergencies or disasters.
 - Personnel training is provided by Flagler County Emergency Management regularly. This includes position-specific training such as damage assessments, shelter operations, the EOC call center, and functional EOC position training. Additionally, monthly, an ICS 100 class is hosted by FCEM for new county employees to ensure they understand operations during a disaster as well as their role as essential employees.
 - Internal training consists of the concepts of EOC operations and key components of the Flagler County Comprehensive Emergency Management Plan. Departments/agencies will be trained in their assigned disaster role and provided an overview of the associated Position Specific Guide (PSG) and any other relevant plans or documents as necessary.
 - *Technical training on WebEOC, call center systems, or any other systems utilized for the respective position will also be provided.*
 - Community awareness programs are provided to train citizens as to what actions are expected of them before, during, and after an emergency/disaster.
 - Preparing citizens for protective action and self-help practices immediately following a disaster is part of the emergency management training program.
 - The emergency management training program encourages members of all groups to take advantage of available training.
3. Recovery
- Recovery exercises complete the process of exercising the Flagler County Comprehensive Emergency Management Plan. Recovery exercises are designed to fit the format from tabletop to full-scale exercises.
 - Individual and departmental evaluations of exercise performance are used to determine internal training requirements.
 - Group and individual training at the Emergency Management Institute should be scheduled routinely. These courses cover natural and technological hazards, as well as event-specific courses.



5 MUTUAL AID AGREEMENTS

Flagler County, the City of Bunnell, the Town of Beverly Beach, the City of Flagler Beach, the Town of Marineland, the City of Palm Coast, the Flagler County School District, various Community Development Districts, and the East Flagler Mosquito Control District are signatories to Florida's Statewide Mutual Aid Agreement (SMAA). Mutual aid requests for Flagler County are coordinated through Flagler County Emergency Management as referenced in the Statewide Mutual Aid Agreement. The Emergency Management Director has responsibility for overseeing the mutual aid process in a disaster and coordinating the financial aspects with the Financial Services Director and EOC Finance Section Chief. Conversely, any request from outside Flagler County will be coordinated through Emergency Management as referenced in the Statewide Mutual Aid Agreement.

Flagler County has responded to Mutual Aid requests from other counties including EMS, Fire, and Law Enforcement assets and personnel. The required documentation to receive and render mutual aid is defined by the State through the SMAA.

Flagler County will request mutual aid from outside jurisdictions under the SMAA via the State EOC. The County may also be requested to provide mutual aid to outside jurisdictions by the State EOC and the County will provide such aid if feasible to do so. In addition, the State of Florida is a signatory to the national Emergency Management Assistance Compact (EMAC), which is a mutual aid agreement between states to aid if needed at the time of major disasters. Should Flagler County be severely impacted by a major event, the State of Florida may seek assistance from other states through this agreement. In turn, Flagler County may be requested to aid in support.

6 FINANCIAL MANAGEMENT

It is the intent of this section to provide guidance for basic financial management to all departments and agencies responding under the provisions of the plan and to ensure those funds are provided expeditiously and those financial operations are conducted in accordance with appropriate policies, regulations, and standards.

6.1 Assumptions

1. Due to the nature of most emergency situations, financial operations will often be carried out with compressed time frames and other pressures, necessitating the use of non-routine procedures. This, in no way, lessens the requirements of sound financial management and accountability.
2. A Presidential major disaster or emergency declaration authorizes federal disaster assistance through the Federal Disaster Relief Fund under the provisions of the Stafford Act. Additional financial resources are initiated at the local and state levels.



6.2 Expenditure of Funds

Timely financial support of any extensive response activity could be crucial to saving lives and property. While innovative and expeditious means of procurement are called for during times of emergencies, it is still mandatory that good accounting principles and practices be employed to safeguard the use of public funds from the potential of fraud, waste, and abuse.

In concert with state and federal guidelines, officials of the primary and support agencies will give approval for expenditure of funds for response operations. Each agency is responsible for establishing effective administrative controls of funds and segregation of duties for proper internal controls, and to ensure that actions taken, and costs incurred are consistent with the missions identified in this plan. Each municipality, Constitutional Officer, and District is responsible for financial management of its own response and recovery operations.

Extreme care and attention to detail must be taken throughout the emergency response period to maintain daily activity logs, formal records, and file copies of all expenditures (including personnel time sheets, receipts, invoices, etc.) to provide clear and reasonable accountability and justification for future reimbursement requests. Reimbursement should not be expected and is NOT guaranteed. Accordingly, deliberative prudence should be used as time and circumstances allow.

6.3 Responsibility for Financial Management During Disasters

The financial management team, during EOC activations, is responsible for implementing, maintaining, and tracking all financial projects and matters during and after a disaster. The team consists of:

- County Financial Services Director
- Office of Management & Budget Manager
- Office of Management & Budget Analysts
- Procurement & Contract Services Manager
- Procurement Coordinators & Analysts
- Financial Recovery Consultants (if the scope of the disaster is large enough to necessitate).

The County's Financial Services Director is ultimately accountable for ensuring effective implementation, maintenance, and tracking of all financial matters during and after the disaster to ensure sound financial management. For additional information please reference the Finance Section Chief Checklist.



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Each municipality, constitutional officer, and independent government district in Flagler County is responsible for their own financial management during a disaster. Flagler County will offer guidance on policies, regulations, and standards to the municipalities to ensure that expenditures are disaster related and can be included in any State or Federal reimbursement process.

6.4 Responsibility for Providing Guidance and Training

Emergency Management, in conjunction with the Financial Services Department, will be responsible for providing guidance and training. Personnel involved in financial management will receive notification from Emergency Management and/or Financial Services for upcoming state or federal training opportunities (online or in-person), as well as state or federal disaster financial management resources and tool kits published.

6.5 Documentation and Reimbursement

All records relating to the allocation and disbursement of funds pertaining to activities and elements covered in this plan must be maintained, as applicable, in compliance with:

- The Code of Federal Regulations - Title 44 Emergency Management and Assistance (CFR 44); CFR 44 Part 2, Super Circular and Federal Statutes, in a manner consistent with provisions of the Stafford Act
- Chapter 252, Florida Statutes, relating specifically to emergency management powers and responsibilities of local government
- The County and Municipal Finance Departments policies and procedures
- FEMA Public Assistance Program & Policy Guide

For County departments, documentation to substantiate disaster operations, damages and recovery costs will be submitted to the Financial Services Department. Initial assessment and summary data will be provided to the Emergency Management Director to coordinate reporting with state and FEMA representatives. As part of any federal disaster program, satisfaction of reporting requirements in accordance with CFR 44 and the applicable Disaster Relief Funding Agreement will be the joint responsibility of the Emergency Management and Financial Services Directors.

Complete guidance for maintaining records and requesting reimbursement is included in the Handbook for Disaster Assistance prepared by the Florida Division of Emergency Management. Reimbursement procedures under Federal Disaster Assistance Programs are covered in the Recovery Annex of this plan.



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Flagler County's role as an assisting party under mutual aid, as well as the documentation required for billing the receiving party, is listed under Section 5, Mutual Aid Agreements.

6.6 Day-to-Day Emergency Management Funding Sources

Funding sources for day-to-day emergency management activities and operations include the following:

Daily Operations and Preparedness Funding:

- Local General Revenue
- State Emergency Management Preparedness and Assistance Trust Fund (EMPA)
- FEMA Emergency Management Performance Grant (EMPG)
- State Hazard Analysis Update Grant (Hazmat)
- DHS/FEMA Homeland Security Grant Program (HSGP)

Mitigation Funding:

- Local Capital Funds
- FEMA Hazard Mitigation Grant Program (HMGP)
- Florida Hurricane Loss Mitigation Program (HLMP)
- FEMA Building Resilient Infrastructure and Communities (BRIC)
- FEMA Flood Mitigation Assistance

Response and Recovery Funding:

- Local General Revenue and Reserves
- FEMA Public Assistance Program (PA)
- FEMA Fire Management Assistance Grant Program (FMAG)

The local roles and responsibilities related to each of the above funding sources can be found in the state and/or federal guidance for the management of each funding source.

7 REFERENCE AND AUTHORITIES

Ultimate responsibility for the protection of life and property and the preservation of public peace, health and safety lies with local governments. The authority for local governments to respond to situations and take actions necessary to safeguard the life and property of citizens is set forth in the following regulations.

7.1 County Authority under the Florida Emergency Management Act

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



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- Flagler County shall perform emergency management functions within the territorial limits of Flagler County and conduct those activities pursuant to 252.31-252.9335, and in accordance with state and county emergency management plans and mutual aid agreements. Flagler County has the authority to establish, as necessary, a primary and one or more secondary emergency operating centers (EOCs) to provide continuity of government, direction, and control of emergency operations.
- Flagler County has the power to appropriate and expend funds; make contracts; obtain and distribute equipment, materials, and supplies for emergency management purposes; provide for the health and safety of persons and property, including assistance to victims of any emergency; and direct and coordinate the development of emergency management plans and programs in accordance with the policies and plans set forth by federal and state emergency management agencies.
- Flagler County participates in the Statewide Mutual Aid Agreement
- Flagler County has the authority to request state assistance or invoke emergency related mutual aid assistance by declaring a Local State of Emergency (LSE). The duration of the LSE shall be limited to seven days, and it may be extended as necessary in seven-day increments.
- Flagler County has the power and authority to waive the procedures and formalities otherwise required of Flagler County by law pertaining to:
 - Performance of public work and taking whatever prudent action is necessary to ensure the health, safety, and welfare of the community
 - Entering contracts and incurring obligations
 - Employment of permanent and temporary workers
 - Utilization of volunteers
 - Rental of equipment
 - Acquisition and distribution, with or without compensation, of supplies, materials, and facilities
 - Appropriation and expenditure of public funds
- Flagler County recognizes the right of municipalities within the County to establish their own emergency management plans and programs. Those municipalities establishing emergency management programs will coordinate their activities and programs with Flagler County Emergency Management in accordance with Section 252.38(2), Florida Statutes.

Flagler County Emergency Management serves the entire county. It is the responsibility of Flagler County to establish and maintain an emergency management agency, develop a comprehensive emergency management plan, and develop a program that is consistent with the State Comprehensive Emergency Management Plan and program.



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Flagler County Emergency Management shall review emergency management plans required of external agencies and institutions.

In line with Chapter 252, F.S. the Flagler County School District shall, during a declared Local State of Emergency and upon the request of the County, participate by providing facilities and personnel to staff those facilities for response and recovery operations. Additionally, the Flagler County School District shall, when providing transportation assistance, coordinate the use of vehicles and personnel with the Transportation Group.

7.2 County Ordinances, Rules, Plans, and Guides

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

7.2.1 Chapter 12, Emergency Management, Flagler County Code of Ordinances

Article I, In General

Article II, Emergency Management Office

- [Chapter 12-26](#), Definitions.
- [Chapter 12-27](#), Violations; interfering with enforcement of article
- [Chapter 12-28](#), Composition
- [Chapter 12-29](#), Director
- [Chapter 12-30](#), Duties of director
- [Chapter 12-31](#), Responsibilities of county employees
- [Chapter 12-32](#), Rights and immunities of public employees
- [Chapter 12-33](#), Donated Resources
- [Chapter 12-34](#), Authority of board of county commissioners; declaration of a state of local emergency or a governor declared state of emergency in the county.

Article III, Debris Removal from Flagler County Roads

- [Chapter 12-41](#), Definitions
- [Chapter 12-42](#), Clearing of debris from private streets, roads and roadways, and other private property after a disaster

7.2.2 Additional Flagler County Ordinances

- Flagler County Comprehensive Plan, as amended.
- [Chapter 14](#), Fire Prevention and Protection, Flagler County Code of Ordinances.
- [Chapter 15](#), Health, Flagler County Code of Ordinances.
- [Chapter 8](#), Buildings and Construction, Flagler County Code of Ordinances.
- [Chapter 5](#), Animals, Flagler County Code of Ordinances.



7.2.3 Flagler County Plans, Guides

Additional plans that supplement this Comprehensive Emergency Management Plan may be found in A-01 Planning Documents SOG.

7.3 State of Florida Statutes

- [Chapter 1](#), Definitions.
- [Chapter 7](#), County Boundaries.
- [Chapter 14](#), Title IV, Executive Branch, Governor.
- [Chapter 22](#), Emergency Continuity of Government.
- [Chapter 23](#), Florida Statutes, as amended by Chapter 93-211, Laws of Florida.
- [Chapter 30](#), Sheriffs.
- [Chapter 73](#), Eminent Domain.
- [Chapter 74](#), Proceedings Supplemental to Eminent Domain.
- [Chapter 125](#), County Government.
- [Chapter 162](#), County or Municipal Code Enforcement.
- [Chapter 165](#), Title XII, Municipalities, Formation of Local Governments.
- [Chapter 166](#), Municipalities.
- [Chapter 553](#), Building Construction Standards.
- [Chapter 154](#), Public Health Facilities.
- [Chapter 161](#), Beach and Shore Preservation; Part III, Coastal Zone Preservation.
- [Chapter 163](#), Intergovernmental Programs; Part I, Miscellaneous Programs and Part II and III Community Development and Community Redevelopment.
- [Chapter 187](#), State Comprehensive Plan.
- [Chapter 215](#), Financial Matters.
- [Chapter 216](#), Planning and Budget.
- [Chapter 250](#), Military Matters.
- [Chapter 252](#), Emergency Management.
- [Chapter 284](#), State Risk Management and Safety Programs.
- [Chapter 287](#), Procurement of Personal Property and Services.
- [Chapter 321](#), Highway Patrol.
- [Chapter 376](#), Pollutant Discharge.
- [Chapter 377](#), Energy Resources.
- [Chapter 380](#), Land and Water Development.
- [Chapter 381](#), Title XXIX, Public Health.
- [Chapter 401](#), Medical Communications and Transportation.
- [Chapter 403](#), Environmental Control.
- [Chapter 404](#), Radiation.
- [Chapter 406](#), Medical Examiners. Disposition of Dead Bodies.
- [Chapter 409](#), Title XXX, Social Welfare.
- [Chapter 413](#), Blind Services Program.



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- [Chapter 633](#), Fire Prevention and Control.
- [Chapter 427](#), Transportation Services.
- [Chapter 581](#), Plant Industry.
- [Chapter 590](#), Forest Protection.
- [Chapter 768](#), Good Samaritan Act.
- [Chapter 870](#), Affrays, Riots, Routs and unlawful assemblies.
- [Chapter 943](#), Law Enforcement.
- [Chapter 1013](#), Educational Facilities.
- Administrative Rules State of Florida [9G-2](#), [6](#), [11](#), [12](#), [14](#), [16](#), [17](#), [19](#), [20](#) and [22](#).

7.4 Federal Laws

- [Public Law 93-288](#), as amended, which provides authority for response assistance under the Federal Response Plan, and which empowers the President to direct any Federal agency to utilize its authorities and resources in support of state and local assistance efforts (The Robert T. Stafford Disaster Relief and Emergency Assistance Act).
- [Public Law 93-234](#), Flood Disaster Protection Act of 1973, as amended, provides insurance coverage for all types of buildings.
- [Public Law 81-920](#), the Federal Civil Defense Act of 1950, as amended, provides a system for joint capability building at the federal, state and local levels for all types of hazards.
- [Public Law 99-499](#), Superfund Amendments and Reauthorization Act of 1986, which governs hazardous materials planning and right-to-know.
- [Public Law 101-615](#), Hazardous Materials Transportation Uniform Safety Act (HMTUSA), which provides funding to improve capability to respond to hazardous materials incidents.
- [Public Law 95-510](#), Comprehensive Environmental Response, Compensation and Liability Act of 1980 (CERCLA) as amended, which requires facilities to notify authorities of accidental releases of hazardous materials.
- [Public Law 101-549](#), Clean Air Amendments of 1990, which provides for reductions in pollutants.
- [Public Law 85-256](#), Price-Anderson Act, which provides for a system of compensating the public for harm caused by a nuclear accident.
- [Public Law 84-99 \(33 USC 701n\)](#), Flood Emergencies, authorizing an emergency fund for flood emergency preparation, flood fighting and rescue operations, or repair and restoration of flood control works threatened or destroyed by flood.
- [Public Law 91-671](#), Food Stamp Act of 1964, in conjunction with section 412 of the Stafford Act, relating to food stamp distributions after a major disaster.
- [Public Law 89-665 \(16 USC 470 et seq.\)](#), National Historic Preservation Act, relating to the preservation of historic resources damaged as a result of disasters.
- [Pets Evacuation & Transportation Standards Act of 2006](#) (PL 109-308).



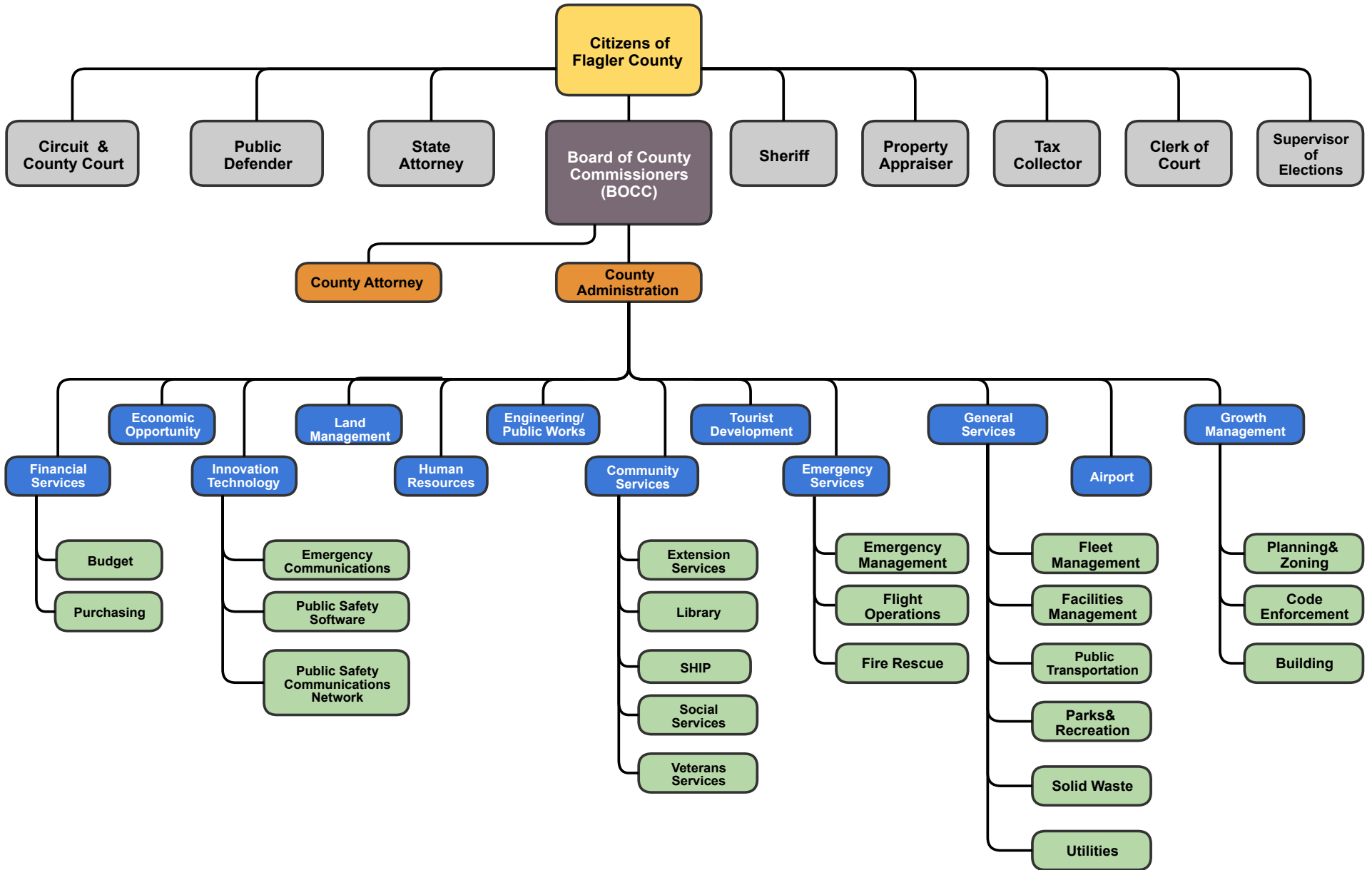
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- [Stewart B. McKinney Homeless Assistance Act, 42 USC 11331-11352.](#)
- [Federal Emergency Management Emergency Food and Shelter Program.](#)
- [National Flood Insurance Act of 1968, 42 USC 4001 et seq.](#)
- [Homeland Security Presidential Directive-3: Homeland Security Advisory System.](#)
- [Homeland Security Presidential Directive-5:](#) Assigned Sec. of DHS as FCO, Attn General as lead for terrorist incidents through FBI; made NIMS adoption requirement for receiving federal preparedness grants.
- [Presidential Policy Directive PPD-8:](#) requires national preparedness goal, National Preparedness System, annual national preparedness report, employ nationwide/whole community approach.
- [Presidential Policy Directive-21, Critical Infrastructure Security and Resilience.](#)
- [Presidential Decision Directive-39,](#) United State Policy on Counter Terrorism.
- [Presidential Decision Directive-62,](#) United States Policy on Combating Terrorism.
- [Presidential Decision Directive-63,](#) United States Policy on Protecting America's Critical Infrastructures.
- [Presidential Decision Directive-67,](#) United States Policy on Enduring Constitutional Government and Continuity of Government.
- [Executive Order 11988,](#) Flood Plain Management.
- [Executive Order 11990,](#) Protection of Wetlands.
- [Executive Order 12241,](#) Transferring Review and Concurrence Responsibility for State Plans from the NRC to FEMA.
- [Executive Order 12656,](#) Assignment of Emergency Preparedness Responsibilities.
- [Executive Order 12657,](#) Federal Emergency Management Assistance in Emergency Planning at Commercial Nuclear Power Plants.
- [CFR 44 Part 2,](#) Super Circular.
- [CFR 44 Parts 59-76,](#) National Flood Insurance Program and related programs.
- [CFR 44 Part 13](#) (The Common Rule), Uniform Administrative Requirements for Grants and Cooperative Agreements.
- [CFR 44 Part 206,](#) Federal Disaster Assistance for Disasters Declared after November 23, 1988.
- [CFR 44 Part 10,](#) Environmental Conditions.
- [CFR 44 Part 14,](#) Audits of State and Local Governments.



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CEMP-BASIC
Appendix A**

APPENDIX A: FLAGLER COUNTY GOVERNMENT ORGANIZATION

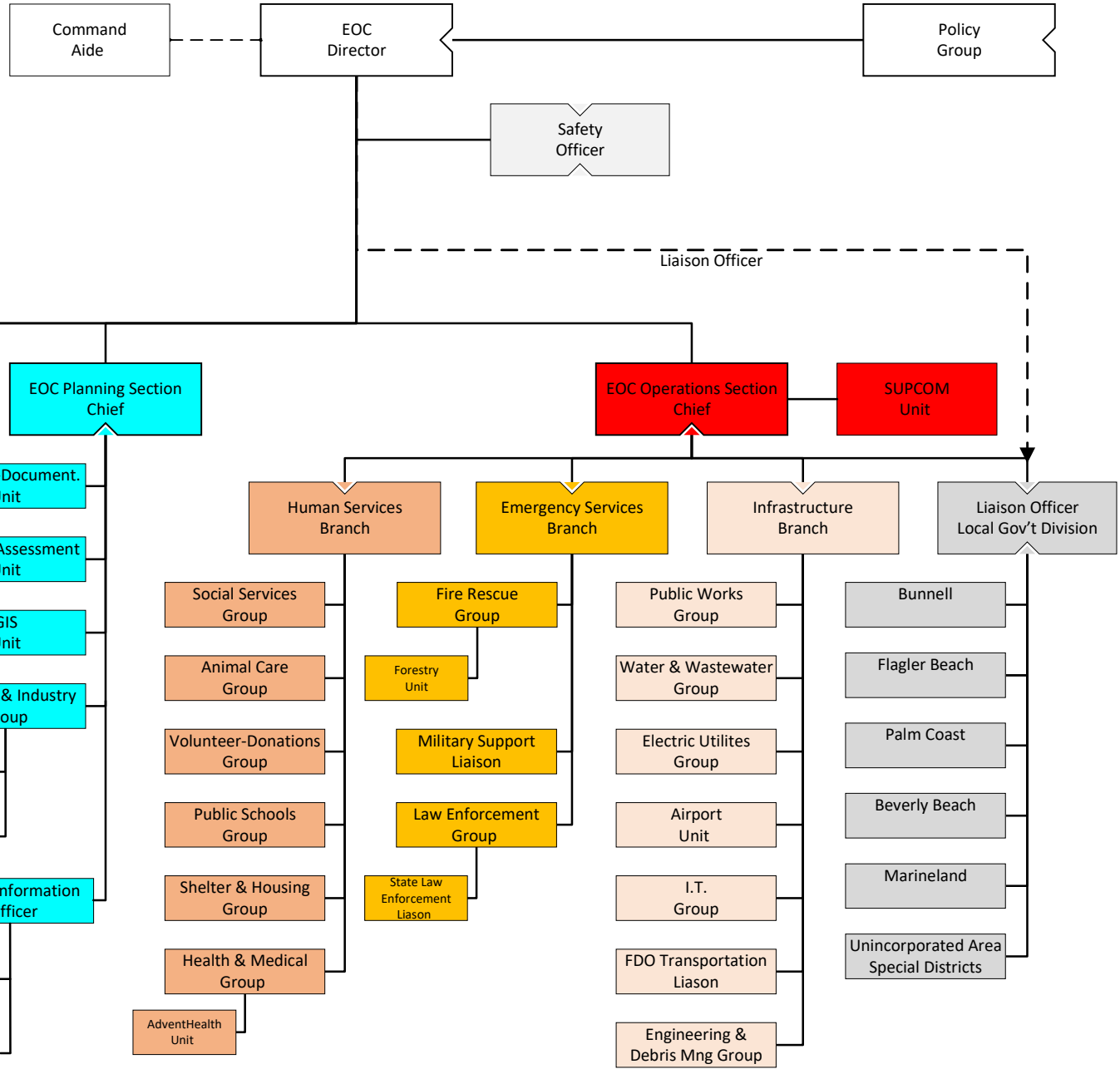




APPENDIX B: FLAGLER COUNTY EOC ORGANIZATION



Emergency Operations Center



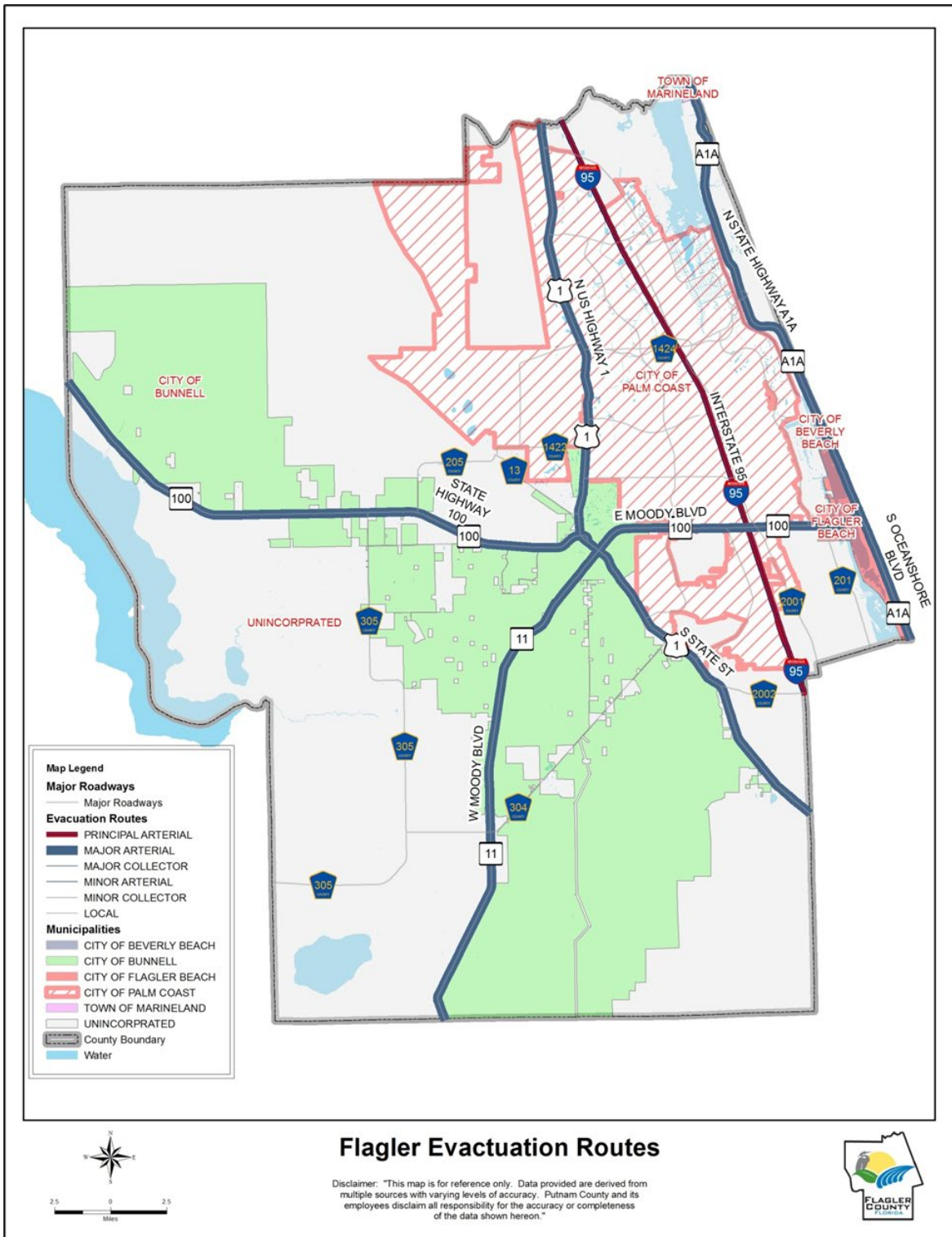


APPENDIX C: COMMUNITY LIFELINES AND RESPONSIBLE AGENCIES

	Safety & Security	Food, Water, & Shelter	Health & Medical	Energy (Power & Fuel)	Communications	Transportation	Hazardous Material
Facilities Unit		X					
Fleet Unit		X					
Supply & Bulk Distribution		X					
Food Unit (Personnel Feeding)							
Transportation Unit						X	
Procurement Unit		X					
Fiscal Recovery Unit							
Human Resources Unit							
Social Services Group		X					
Animal Care Group		X					
Volunteer & Donations Group		X					
Public Schools Group		X					
Sheltering & Housing Group		X					
Health & Medical Group			X				
AdventHealth PC Unit			X				
Fire Rescue Group	X		X				X
Forestry Unit	X						
Military Support Liaison	X						
Law Enforcement Group	X						
State Law Enforcement Group	X						
Public Works & Engineering Group						X	
Water & Wastewater Group			X				
Electrical Utilities Group				X			
I.T. Group					X		
Debris Management Group						X	
FL Department of Transportation Group						X	
Airport Unit						X	
Situation & Documentation Unit	X				X		
Damage Assessment Unit	X				X		
GIS Unit	X				X		
Business & Industry Unit	X				X		
Agriculture Unit		X					
Tourism Unit					X		



APPENDIX D: EVACUATION ROUTES





APPENDIX E: TERMS AND DEFINITIONS

Terms and Definitions

Activation Level III, Monitoring Activation – will be implemented whenever the Division of Emergency Management (DEM) receives notice of an incident, which may escalate to threaten public safety.

Activation Level II, Hazard Specific Activation – may be implemented by DEM Division Chief, or upon request of the Incident Commander (or their designees). Only those ESFs impacted by the hazard or involved in the response will be represented at the EOC.

Activation Level I, Full County Activation – may be implemented for a major event. All ESFs, the Policy Group, the Liaison Group, and Support Staff will be staffed 24 hours per day.

Advisory - National Weather Service message giving storm location, intensity, movement, and precautions to be taken.

Basic Plan - describes the various types of emergencies, which are likely to occur in Flagler County. It further provides procedures for disseminating warnings, coordinating response, ordering evacuations, opening shelters, and for determining, assessing, and reporting the severity and magnitude of such emergencies. The Basic Plan establishes the concept under which the County and municipal governments will operate in response to natural and technological disasters.

Burn Sites - open areas identified for the collection and open burning of disaster caused debris.

Catastrophic Disaster - an incident that overwhelms the capability of local and state resources and requires federal assistance and/or resources, examples included a Category 4 or 5 hurricanes.

Clearance Time - the clearance time is the mobilization, travel, and queuing delay time; and is based on the number of people required to evacuate, the number of vehicles that may be used, the suitability of the roads (capacity, elevation, location, etc.), and then any special evacuation considerations, such as medical facilities and people with special needs.

Coastal High Hazard Area - as defined in F.S. 252 is the Category 1 hurricane evacuation area.

Comfort Stations - are managed under ESF-6 (Sheltering Group) to provide basic emergency services to victims, such as food and water, health and first aid treatment, relief supplies, information, and temporary refuge.

Command Staff - the staff positions consisting of the Public Information Officer, Liaison Officer, and the Safety Officer who report directly to the Incident Commander.

Comprehensive Emergency Management (CEM) - an integrated approach to the management of emergency programs and activities for all four emergency phases (mitigation, preparedness, response, and recovery), for all types of emergencies and disasters (natural, man-made, and attack), and for all levels of government and the private sector.

Comprehensive Emergency Management Plan (CEMP) - the purpose of the CEMP is to establish uniform policy and procedures for the effective coordination of response to a wide variety of natural and technological disasters.

County Warning Point - The location that the State will contact in case of an emergency. The primary County Warning Point is located in the Communications Center in the 9-1-1 Dispatch Center. It is staffed 24 hours a day.

Critical Facility - a "structure" from which essential services and functions for health and human welfare, continuation of public safety actions, and/or disaster recovery are performed or provided.

Damage Assessment - an estimation of damages made after a disaster has occurred which serves as the basis of the Governor's request to the President for a declaration of Emergency or Major Disaster.

Damage Survey Report (DSR) - is the form completed by State and Federal teams to document eligible public assistance costs.

Director of Emergency Services – also known as the Director of the Emergency Management Agency as required by Chapter 252.38(b), Florida Statutes. If the Director of Emergency Services position is vacant, then the County Administrator shall appoint someone to fulfill the requirements of Chapter 252.38(b), F.S.

Disaster Recovery Center (DRC) – locations set-up for disaster victims to apply for local, State, and Federal assistance programs for which they may be eligible. DRCs do not usually provide direct services.

Drill - an activity that tests, develops, or maintains skills in a single emergency response procedure (communication drills, fire drills, emergency operation center drills, etc.). A drill usually involves actual field response, activation of emergency communications networks, equipment, and apparatus that would be used in a real emergency.

Emergency Alert System (EAS) - replaces the Emergency Broadcasting System as the primary relay and notification system for delivering emergency information to residents through the broadcast media.

Emergency Operations Center (EOC) - the site from which local governments exercise direction and control during an emergency.

Emergency Management Network (EMnet) - is the 24-hour dedicated satellite communications link between the State Emergency Operations Center and the counties, local weather forecast offices, and key local media outlets.

Emergency Response - an incident is in progress or has occurred requiring local resources only. This includes vehicle accidents, fires, utility losses, etc.

Emergency Support Function (ESF) – a functional area of response activity established to facilitate the delivery of county and/or state assistance required during the immediate response and recovery phases. The concept uses a functional approach to group response actions, which are most likely to be needed, under nineteen Emergency Support Functions (ESFs).

Evacuation - organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

Evacuation Order – an official declaration by the Governor of Florida and/or the Board of County Commissioners that directs and compels the evacuation of all or part of the population from any stricken or threatened area within the County if such action is deemed necessary for the preservation of life or other emergency mitigation, response, or recovery.

Evacuation Zones - areas pre-designated by local emergency management officials as requiring evacuation for hazard vulnerability. Hurricane evacuation zones are normally based on salt water flooding from storm surge as determined by surge model data.

Federal Coordinating Officer (FCO) - the senior federal official appointed in accordance with the provisions of the Stafford Act to coordinate the overall Federal response and recovery activities.

Federal Emergency Management Agency (FEMA) - the lead agency for Federal emergency management planning and response.

Field Hospitals/Emergency Clinics - those sites where Disaster Medical Assistance Teams (DMAT's) or local hospitals/physicians may set-up temporary emergency clinics to provide emergency medical care in the disaster area. The locations are established to supplement the pre-existing medical network.

Full-Scale Exercise - an exercise intended to evaluate the operational capability of emergency management systems in an interactive manner over a substantial period of time. It involves the testing of a major portion of the basic elements existing within emergency operation plans and organization in a stressful environment. This type of exercise includes the mobilization of personnel and resources and the actual movement of emergency workers, equipment, and resources required to demonstrate coordination and response capability.

Functional Exercise - an exercise intended to test or evaluate the capability of an individual function, or complex activity with a function. It is applicable where the activity is capable of being effectively evaluated in isolation from other emergency management activities.

Governor's Authorized Representative (GAR) - is designated as the lead person to represent the Governor in disaster response and recovery.

Hazard – A natural, technological or human caused source or cause of harm or difficulty.

Hazard Mitigation - is the process of potential improvements that would reduce or remove the hazard vulnerability.

Hazardous Material Sites - sites pre-identified in the County Hazardous Materials Vulnerability Analysis as containing extremely hazardous substances.

Hazard Vulnerability Analysis (HVA) - the process of collecting information about local hazards, risks to those hazards, the extent to which they threaten local populations, and the vulnerability the hazards present. An HVA may include mitigation measures required to abate the hazards, priority/goal setting, and identification of funding mechanisms available for hazard reduction.

Hurricane - a tropical weather system characterized by pronounced rotary circulation with a constant minimum wind speed of 74 miles per hour (64 knots) that is usually accompanied by rain, thunder and lightning, and storm surge. Hurricanes often spawn tornadoes.

Hurricane Eye - the roughly circular area of comparatively light winds and fair weather at the center of a hurricane. Eyes are usually 25-30 miles in diameter. The area around the eye is called the wall cloud. **Do not go outdoors while the eye is passing, the intensity of the storm will reoccur in minutes.*

Hurricane Landfall - the point and time during which the eye of the hurricane passes over the shoreline. After passage of the calm eye, hurricane winds begin again with the same intensity as before but from the opposite direction.

Hurricane Season - the six-month period from June 1st through November 30th considered to be the timeframe during which hurricanes are most likely to form.

Hurricane Vulnerability Zone - is defined as the Category 3 hurricane evacuation zone.

Hurricane Warning - is issued by the National Hurricane Center 24 hours before hurricane conditions (winds greater than 74 mph) are expected. If the hurricane path changes quickly, the warning may be issued 10 to 18 hours or less before the storm makes landfall. A warning will also identify where dangerously high water and waves are forecast even though winds may be less than hurricane force.

Hurricane Watch - issued by the National Hurricane Center when a hurricane threatens, the watch covers a specified area and time period. A hurricane watch indicates hurricane conditions are possible, usually within 24 - 36 hours. When a watch is issued, listen for advisories, and be prepared to take action if advised to do so.

Incident Command Post (ICP) - the location in the field at which the primary command functions are executed. The ICP may be co-located with another incident facility such as the EOC.

Incident Commander (IC) - the person in charge at the incident, on-scene, or in the Emergency Operation Center who must be fully qualified to manage the incident. He/she sets objectives and priorities for emergency response and recovery. The Incident Commander has overall responsibility for the incident or event.

Incident Command System (ICS) – a standardized approach to incident management that: enables a coordinated response among various jurisdictions and agencies; establishes common processes for planning and managing resources; and allows for the integration of facilities, equipment, personnel, procedures and communications operating within a common organizational structure.

Individual Assistance - is provided to individuals and private business in the form of grants and low interest loans by the Federal government.

Information Checkpoints – locations where residents and visitors can be directed to get information on the recovery efforts. These may be co-located with distribution points, but may also be in additional locations to ensure information is accessible.

Joint Field Office (JFO) – The JFO is a temporary Federal facility that provides a central location for the coordination of Federal, state, territorial, tribal, and local governments and private sector and nongovernmental organizations with primary responsibility for response and recovery.

Joint Information Center (JIC) - the primary field location for the coordination of federal and state media relations, located in or near the Joint Field Office (JFO).

Landing Zone - any designated location where a helicopter can safely take off and land. Some heliports may be used for loading of supplies, equipment, or personnel.

Lead Agency – see “Primary Agency.”

Local Disaster Recovery Manager (LDRM) – Appointed position at the local level that leads disaster recovery activities for the jurisdiction by organizing, coordinating and advancing recovery at the local level.

Local Declaration of Emergency - will be declared whenever an evacuation is ordered by the Board of County Commissioners or the County Administrator; in municipalities by an authorized representative. Declared when normal community functions are severely disrupted, Flagler County Government requires outside assistance, or when deemed necessary by the Executive Team.

Logistical Staging Area (LSA) - may be established by the State to receive, classify, and account for emergency relief and sustenance supplies and goods which may, upon request, be distributed to the impacted population.

Long-Term Recovery Phase - begins within a week of the disaster impact and may continue for years. Long-term recovery activities include: on-going human service delivery; rebuilding the economy, infrastructure, and homes; implementation of hazard mitigation projects, and funds recovery.

Major Disaster - an incident that will likely exceed local capabilities and require a broad range of State and Federal assistance.

Mass Feeding Sites - temporary locations strategically placed near the disaster area where residents can go for a meal. Food may also be distributed to take home from these locations.

Minor Disaster - an incident that is likely to be within the response capability of local government and to result in only minimal need for State and Federal assistance.

Mutual Aid Agreement - written agreement between agencies and/or jurisdictions in which they agree to assist one another upon request by furnishing personnel and equipment.

National Incident Management System (NIMS) – is a consistent, nationwide, systematic approach that includes the following components: Preparedness, Communications and Information Management, Resource Management, Command and Management and Ongoing Management and Maintenance.

NFIP Flood Zones - areas designated by the National Flood Insurance Program (NFIP) as being vulnerable to velocity and/or freshwater flooding based on the 100 and 500 year storms. Flood zones include inland areas.

Point of Distribution - location where donations of food, water, and other supplies received from the Resource Staging Center will be given directly to residents. Distribution Points may be located in parking lots or open fields in the disaster area, as close to victims as possible.

Post-Impact Response Phase - begins once the disaster occurs and may continue for up to a month. This phase includes the following activities: communications, public information, hazard abatement, search and rescue (SAR), emergency medical service delivery, temporary shelter, impact/needs assessment, security, re-entry, traffic control, debris clearance, resource distribution, and volunteer management.

Pre-Impact Response Phase - is the monitoring and preparedness phase before disaster strikes. This phase may begin up to 48 hours before an incident (hurricane) and continues until the disaster occurs. This phase includes hazard monitoring/tracking, incident notification, Emergency Operations Center (EOC) activation, public information and warning, evacuation, sheltering (in-place and relocation), and communications and coordination activities.

Preliminary Damage Assessment (PDA) - begins immediately after disaster impact and determines whether more detailed damage assessments are necessary and identifies those areas where further efforts should be concentrated.

Primary Agency - each ESF Group or Unit is headed by a primary agency, which has been selected based on its authorities, resources and capabilities.

Public Assistance - The Public Assistance Program is administered by FEMA and provides supplemental federal disaster grant assistance for debris removal, emergency protective measures, and the repair, replacement, or restoration of disaster-damaged, publicly owned facilities and the facilities of certain Private Non-Profit (PNP) organizations.

Public Information Officer (PIO) - coordinates media relations and prepares media releases.

Rapid Response Team (RRT) - a set of four types of operations teams established by the State of Florida to provide assistance to impacted counties using personnel from non-impacted counties.

Resource Staging Centers (RSC) – location in the County where supply donations and volunteers will be received from the Regional Recovery Center for redistribution to County distribution points. RSC's may be used as distribution points. Supplies may also be warehoused at the RSC if space permits.

Regional Recovery Centers (RRC) – the location where all resources from outside of the area will be directed for redistribution to the County RSC as requested. The RRC is also known by many other names.

Saffir-Simpson Hurricane Scale - is used by the National Hurricane Center to provide a continuing assessment of the potential for wind and storm surge damage.

Table E.1: Saffir-Simpson Hurricane Wind Scale

Intensity	Winds	Storm Surge
Tropical Storm	39-73 mph	up to 5'
Category 1	74-95 mph	up to 9'
Category 2	96-110 mph	up to 14'
Category 3	111-130 mph	up to 18'
Category 4	131-155 mph	up to 22'
Category 5	155+ mph	26'+

Sea Level Rise - A rise in the surface of the sea due to increased water volume of the ocean and/or sinking of the land. The rise and fall of sea levels throughout time in response to global climate and local tectonic changes.

Security Checkpoints - those locations where all traffic will be stopped to check for identification in order to determine access to the disaster area.

Service Animal – Any guide dog, signal dog, or other animal individually trained to assist an individual with a disability.

Shelters - temporary emergency shelters activated prior to a disaster impact, operated during the disaster and closed as soon as residents can be returned to their homes or relocated to long-term shelters or temporary housing areas.

Shelter, In Place - means that residents will be advised to remain in their homes with the windows closed and all open air circulation systems turned off. In-place sheltering should not be implemented when the sheltering duration is expected to exceed two hours. If it is determined that sheltering will exceed two hours, it is best to evacuate.

Short-Term Recovery Phase - may begin immediately after the disaster impact and continues for approximately six months. The Short-Term Recovery Phase includes the implementation of individual assistance programs, through Disaster Recovery Centers (DRCs) and Red Cross Service Centers, and public assistance programs through damage survey teams and forms completion. Other short-term activities include: long-term sheltering (hotels/motels, mobile homes, tent cities, etc.), on-going human service delivery, debris removal, contractor licensing, permitting and inspections.

Situation Report (SITREP) - a summary of events, actions taken and anticipated in response to an emergency. SITREP's will be issued as needed. As a guide SITREP's should be issued daily during a monitoring activation and at least twice per day during a full activation.

Special Needs Program - the program through which persons who need special assistance in times of emergency, are registered, evacuated, and sheltered.

Staging Area - is a location near or in the disaster area where personnel and equipment are assembled to coordinate response within the disaster area.

Standard Operating Guideline (SOG) - a ready and continuous reference to those roles, relationships and procedures within an organization which are used for the accomplishment of

broad or specialized functions which augment the CEMP. They are developed by primary and support agencies as needed to implement their responsibilities under the CEMP.

State Coordinating Officer (SCO) – The individual appointed by the Governor to coordinate state disaster assistance efforts with those of the Federal Government. The SCO plays a critical role in managing the state response and recovery operations following Stafford Act declarations.

State Emergency Response Team (SERT) - coordinates State of Florida response and recovery functions through 18 Emergency Support Functions.

SERT Liaison Officer (SERTLO) - provides the communication and coordination link between the SERT in the State Emergency Operations Center and the County EOC Team.

State of Emergency - issued by the Governor.

Statewide Mutual Aid Agreement for Disaster Response and Recovery (SMAA) - is the chief agreement, between counties and the State for providing mutual aid assistance, which details request and reimbursement procedures.

State Watch Office - is the 24-hour answering point in the State Emergency Operations Center for reports of unusual emergencies and/or requests for State assistance.

Storm Surge - a dome of seawater, often 50 miles across, that sweeps across the coastline inundating the land with up to 26 feet of water above normal high tide. The ocean level rises as a hurricane approaches, peaking where the eye strikes land, and gradually subsiding after the hurricane passes. Storm surge, also known as tidal flooding, has historically been responsible for nine out of ten hurricane deaths.

Storm Surge Model Data - is based on the SLOSH (Sea Lake and Overland Surges from Hurricanes) model that shows those areas expected to be inundated with salt water flooding during a hurricane.

Support Agency – agency in support of one or more ESF Groups or Units based on their resources and capabilities to support the functional area.

Tabletop Exercise - an activity in which exercise participants are presented with simulated emergency situations without time constraints. It is intended to evaluate plans and procedures, and to resolve questions of coordination and assignments of responsibility. Tabletop exercises are not concerned with time pressures, stress, or actual simulation of specific events.

Temporary Housing Areas (Group Sites) - where tents or mobile home units may be set-up for residents to live in before they are able to return to their own homes or until they find a new home.

Temporary Debris Storage Area (Reduction Site) - park, open area or landfill space where debris will be held after debris clearance until it can be moved to a landfill, incinerator, or other appropriate disposal location.

Tornado - a wind funnel that may be formed by severe thunderstorms, most frequently in the spring and summer. A tornado can travel for miles along the ground, lift, and suddenly change direction and strike again.

Tornado Warning - a warning is issued when a tornado funnel is sighted or indicated by radar. You should take shelter immediately. Because tornadoes can form and move quickly, there may not be time for a warning. That is why it is important to stay alert during severe storms.

Tornado Watch - a watch is issued when weather conditions are favorable to the formation of tornadoes, for example during severe thunderstorms. During a Tornado Watch, keep an eye on the weather and be prepared to take shelter immediately if conditions worsen.

Tropical Storm - an area of low pressure with a definite eye and counter clockwise winds of 39-74 mph. A tropical storm may strengthen to hurricane force in a short period of time.

Tropical Storm Warnings - issued by the National Hurricane Center when winds of 55-73 mph (48-63 knots) are expected. If a hurricane is expected to strike a coastal area, separate tropical storm warnings may precede hurricane warnings.

Traffic Control Points - key intersections on the road network where staff may be needed to physically control traffic flow.

Unified Command - a procedure that allows all agencies with geographical or functional responsibility to establish together a common set of incident objectives and strategies, and a single Incident Action Plan.