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Department of transportation

FLORIDA DEPARTMENT OF TRANSPORTATION

COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

2017

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Executive Summary

This document establishes the Florida Department of Transportation Comprehensive Emergency Management Plan (FDOT CEMP), which delineates the authorities, roles, and responsibilities necessary to develop, maintain, evaluate, and revise all supporting documents, procedures, guidelines, and toolkits for the plan. This plan is designed to ensure consistency with the requirements of federal and state guidelines, which include applicable statutes, rules, plans, policies, and emergency management (EM) procedures/guidelines.

The purpose of the FDOT CEMP is to support the FDOT mission statement and its role in preparedness, response, recovery and mitigation of emergency incidents, crisis events, and disasters.

The FDOT CEMP aligns with the State Comprehensive Emergency Management Plan (SCEMP), with elements such as Preparedness, Response, Recovery, and Mitigation. The FDOT CEMP also includes a Concept of Operations (CONOPS), and Emergency Support Functions (ESF) 1 and 3 Annex.

Disasters often result in a resource-scarce environment. Resources are defined as available in-house or contracted personnel, facilities, supplies, and equipment needed for incident activities. Efforts should be made to maintain an adequate inventory of resources which are needed to ensure that core capabilities are quickly restored and essential services are maintained.

Preparedness is the process of identifying and maintaining the Department's core capabilities and essential functions. FDOT preparedness includes maintaining threat awareness, preparing and reviewing response plans, conducting and participating in disaster preparedness training, and implementing improvements as required.

Response is the active coordination of department staff and contractors to maintain and restore critical infrastructure and provide support to other governmental agencies at the local, state, regional, tribal or federal level.

Recovery is the development, coordination, and execution of service and site restoration plans, and the reconstitution of FDOT operations and services. The FDOT CEMP defines recovery roles and responsibilities and provides guidance for pre and post-disaster recovery planning, and provides guidance for effective recovery support to impacted state, tribal, and local jurisdictions.

Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Mitigation provides a platform for coordination and addressing risk management through mitigation capabilities, and the processes to rebuild a stronger, smarter, and safer infrastructure.

1. Introduction

1.1 Purpose

The purpose of the FDOT CEMP is to support the FDOT mission statement and its role in prevention, preparedness, response, recovery and mitigation of emergency incidents, crisis events, and disasters.

Our **Mission** is to provide a safe transportation system that ensures the mobility of people and goods, enhances economic prosperity, and preserves the quality of our environment and communities.

Our **Vision** is to serve the people of Florida by delivering a transportation system that is fatality and congestion free.

Our **Values** are the fundamental principles, which guide behavior and actions of our employees and organization. Integrity means we do what is right. Respect means we value diversity, talent, and ideas. Commitment means we do what we say we're going to do. We are one agency and one team. Trust means that we are open and fair. We are customer driven because we listen to our customers.

1.2 Legal Authority

1.2.1 Florida State Statutes

- Chapter 23, Fla. Stat.) Florida Mutual Aid Act
- Chapter 252, Fla. Stat. Emergency Management
- Sections 20.23(4)(a), Organizational Structure, and
- 334.048(3),Transportation Administration, Florida Statutes (F.S.)

1.2.2 Federal Codes and Presidential Directives

- Title 23, Code of Federal Regulations, Part 668, Emergency Relief Program.
- HSPD-5: Management of Domestic Incidents (2003) - Identified steps for improved coordination in response to incidents. It requires the Department of Homeland Security (DHS) to coordinate with other federal departments and agencies, and state, local, and tribal governments to establish a National Response Framework (NRF) and National Incident Management System (NIMS).
- HSPD-8: National Preparedness (2003) - Directed DHS to lead a

national initiative to develop a National Preparedness System—a common, unified approach to "strengthen the preparedness of the United States to prevent and respond to threatened or actual domestic terrorist attacks, major disasters, and other emergencies."

- PPD-8: National Preparedness (2013) – Established a national preparedness program through the National Preparedness Goal (NPG) with a focus on the whole community and mission area core capabilities. Further, the NPG integrates mission areas, develops National Planning Frameworks, assigns performance outcomes to measure and track progress, and establishes Federal Interagency Operational Plans (FIOP) aligned with mission core capabilities.

1.2.3 Supporting Plans and Procedures

- Emergency Management Assistance Compact (EMAC)
- FDOT Emergency Management Procedure (EMP; Topic No: 956-030-001-f)
- FDOT Continuity of Operations Plan (COOP; Topic No. 956-060-001)
- FDOT Procedure No: 050-020-026 (Distribution of Exempt Public Documents Concerning FDOT Structures and Security System Plans)
- Florida Mutual Aid Plan
- National Disaster Recovery Framework (NDRF)
- National Incident Management System (NIMS)
- National Infrastructure Protection Plan (NIPP)
- National Mitigation Framework (NMF)
- National Preparedness Goal (NPG)
- National Response Framework (NRF)
- State of Florida Comprehensive Emergency Management Plan (SCEMP)
- State of Florida Radiological Emergency Management Plan

1.3 Reference

Chapter 252, Florida statutes http://www.leg.state.fl.us/Statutes/index.cfm?App_mode=Display_Statute&URL=0200- 0299/0252/0252ContentsIndex.html&StatuteYear=2012&Title=-%3E2012-%3EChapter%20252

2060 Florida Transportation Plan. http://www.dot.state.fl.us/planning/ftp/2060FTP.pdf

FEMA Comprehensive Preparedness Guide 101, http://www.fema.gov/media-library- data/20130726-1828-25045-

0014/cpg_101_comprehensive_preparedness_guide_developing_and_maintaining_em ergency_operations_plans_2010.pdf

Florida Comprehensive Emergency Management Plan.
http://www.floridadisaster.org/documents/CEMP/2016/2016%20State%20CEMP%20(COMPLETE%20FINAL%20DRAFT).pdf
Florida Radiological Emergency Management Plan.
http://www.floridadisaster.org/documents/CEMP/2010/RADIOLOGICAL%20EVENTS%2 0ANNEX.pdf

HSPD-5, Management of Disaster Incidents.
http://www.dhs.gov/sites/default/files/publications/Homeland%20Security%20Presidenti al%20Directive%205.pdf

HSPD-8, National Preparedness. http://www.dhs.gov/presidential-policy-directive-8-national-preparedness

National Disaster Recovery Framework.
http://www.fema.gov/pdf/recoveryframework/ndrf.pdf

National Incident Management System. https://www.fema.gov/national-incident-management-system

National Infrastructure Protection Plan.
http://www.dhs.gov/sites/default/files/publications/National-Infrastructure-Protection-Plan-2013-508.pdf
National Mitigation Framework. http://www.fema.gov/media-library-data/20130726-1914-25045-9956/final_national_mitigation_framework_20130501.pdf

National Preparedness Goal. http://www.fema.gov/media-library-data/20130726-1828- 25045-9470/national_preparedness_goal_2011.pdf

National Response Framework. http://www.fema.gov/media-library-data/20130726-1914-25045-1246/final_national_response_framework_20130501.pdf

PPD-8, National Preparedness. http://www.dhs.gov/xlibrary/assets/presidential-policy- directive-8-national-preparedness.pdf

1.4 Scope

The FDOT CEMP applies to all offices within the Department and provides a framework for EM goals and objectives for prevention, preparedness, response, recovery and mitigation, which includes, but not limited to:

- Preparedness efforts before events and incidents

- Response efforts during or after events and incidents that directly, or indirectly, impact or disrupt the state multi-modal transportation system
- Support of State Emergency Response Team (SERT) mission requests
- Support of recovery operations after an event or incident
- Maintain supporting documentation in sufficient detail to ensure timely reimbursement for eligible costs from the Federal Highway Administration (FHWA), the Federal Emergency Management Agency (FEMA), and property insurance coverage

1.5 Situation Overview

Because of Florida's geography, the state is vulnerable to a myriad of hazards such as drought, tornadoes, hurricanes, wildfires, floods, and freezing temperatures. Further, Florida is the third most populated state in the country and most residents and tourists are concentrated near or in coastal areas that are vulnerable to hurricane storm surge events.

1.6 Planning Assumptions

The Florida Legislature's intent is to reduce the vulnerability of the people and property of this state and provide rapid response and recovery to those impacted persons by providing a structured state mechanism for assistance.

The Florida Division of Emergency Management (FDEM) is empowered to deploy state resources as necessary to *"… reinforce emergency management agencies in areas stricken by an emergency,"* including support forces and any equipment, services, or facilities owned or organized by the state or its political subdivisions. FDEM has developed a State Comprehensive Emergency Management Plan (SCEMP) with the FDOT as a signatory and partner agency All FDOT employees implementing the FDOT CEMP should be familiar with the responsibilities, authorities, and other elements necessary for the FDOT to satisfy the intent of state statutes, federal codes and presidential directives.

2. Comprehensive Emergency Management Measures

2.1Preparedness

Preparedness is addressed at the Federal level by the National Preparedness Goal (NPG) as a *core capabilities* framework aligned with the primary federal missions of Protection, Prevention, Response, Recovery and Mitigation. Core capabilities are specific and interdependent elements that are critical for successful mission completion.

Preparedness is addressed at the State level by the SCEMP in Section L

(Preparedness Measures). SCEMP preparedness measures are defined as, "All-hazards preparedness programs and activities designed to keep the State prepared for any emergency or disaster." These activities/programs include Natural Hazards Planning, Technological Hazard Planning, Information Management, Geospatial Information Systems, Training and Exercises, and protection of Critical Infrastructure – Key Resources (CIKR). FDOT, Emergency Support Function-1 (ESF 1), Transportation and Emergency Support Function-3 (ESF 3), and Public Works (ESF-1/-3), support the SCEMP measures of preparedness, response, recovery, and mitigation.

2.2 Response

The National Response Framework (NRF) defines response as actions taken in the immediate aftermath of an incident to save and sustain lives, meet basic human needs, and reduce the loss of property and the effect on critical infrastructure and the environment. Response planning provides rapid and disciplined incident assessment to ensure a quickly scalable, adaptable, and flexible response. As a best practice, response planning defines priorities for incident response to ensure most critical missions are completed as soon as possible. National best practices are prioritized to save lives, protect property and the environment, stabilize incidents, and provide for basic human needs.

To meet response mission priorities, it is important to follow the principles outlined in the NRF, which includes:

Engaged partnership
Readiness to act
Scalable, flexible and adaptable operational capabilities
Tiered response
Unity of effort through unified command

In the FDOT Emergency Management Program (EMP), response includes those actions that must be carried out when an emergency exists or is imminent. Response activities include:

- Notifying key officials and warning the public of emergency situations
- Activating emergency facilities
- Mobilizing, deploying, and employing personnel, equipment, and supplies, as needed
- Providing emergency assistance to affected population

2.3 Recovery

- The National Disaster Recovery Framework (NDRF) addresses the recovery element in the federal critical mission framework. The NDRF provides guidance

for effective recovery support to impacted state, tribal, territorial, and local jurisdictions. The NDRF defines: Core recovery principles
- Roles and responsibilities of recovery coordinators and other stakeholders
- Coordinating structure that facilitates stakeholder communication and collaboration
- Guidance for pre- and post-disaster recovery planning

The SERT will begin Recovery planning during the Response phase. ESF-1/-3 will support the SERT efforts. FDEM will further define the recovery support roles.

2.4 Mitigation

The SCEMP and the National Mitigation Framework (NMF) defines mitigation as the capabilities necessary to reduce loss of life and property by lessening the impact of disasters. This Framework provides a platform for coordination and addressing risk management through mitigation capabilities.

3. Concept of Operations (CONOPS)

"Florida's transportation system must function effectively during emergencies, whether to evacuate residents, to bring response personnel and equipment on site, or to send military and humanitarian aid around the globe. Florida must also remain vigilant about protecting the security of its transportation system without impeding the mobility of people or freight."—2060 Florida Transportation Plan

The all-hazards response and recovery elements of the FDOT CEMP are activated by the Secretary of the Florida Department of Transportation, or by individual delegated by the Secretary when the State of Florida, or any of its counties, is faced with an incident or event that threatens to exceed the capability of the state or county to respond and recover.

FDOT will support the Governor's Executive Orders and provide clarifying language and collaborate on the message necessary for response and recovery operations under the Secretary's Emergency Order.

The Secretary, or Secretary's delegate, directs demobilization of FDOT response and recovery resources and structures.

3.1 Missions, Roles and Responsibilities

When the State Emergency Operations Center (SEOC) is activated for an event, the State Emergency Response Team (SERT) Operations Branch reviews and tasks missions to the SERT Infrastructure Branch. The SERT Operations Branch uses the established ESF-1/-3 mission routing reference to assist in these assignments.

FDOT coordinates response and recovery objectives with federal, interstate, state, district, county, and appropriate private sector partners in the following areas:

Airports
Bridges
Catastrophic Incidents
Critical Infrastructure Security
Critical Roadway Corridors including Interstate Highways and Expressways
Debris Management
Evacuation & Re-Entry
Hazardous Materials
Highways/Roadway Assistance
Nuclear Power Plants
Evacuation Plans
Railroads
Reconnaissance
Response Personnel Safety
Rest Areas
Seaports
Spaceport
Terrorism
Traffic Management Messaging
Public Transportation (or Transit)
Unified Logistics (State ESF-7)

3.2 Direction and Control

All disasters are local, and each FDOT jurisdiction supports the response and recovery objectives identified in incident action plans. Local jurisdictions, in collaboration with the appropriate county emergency management agency, provide initial response for incident operations. FDOT resources may be committed when local resources are not available or local resources are depleted and local authorities request assistance, only after such a request is submitted through the State Emergency Management System and approved by the Secretary or designee.

During emergency operations, FDOT resources and responders will be tracked by the FDOT. FDOT is authorized by federal and state law, directives, and plans to implement the FDOT CEMP to satisfy prioritized needs and has the authority to request assistance from state and federal agencies.

Direction and control provides a means for FDOT to meet mission requirements and allows FDOT responders and contractors to operate under their existing chain of command. This system also provides a means to focus the efforts and actions of FDOT, and ESF-1/-3 support partners, to resolve high priority problems through the

prioritized commitment of efforts and deployment of resources (ESF-1/-3). It provides a functional structure based on the Incident Command Structure (ICS) and supporting functional areas of operations, logistics, planning, and finance/administration. The ICS structure, a component of the NIMS, is used for direction and control at every level beginning with local agencies and progressing through all levels of government including state and federal entities. Intelligence is a function that is integrated into the ICS structure in the command staff, planning section, or a totally separate section.

ICS utilizes the concept of chain of command and unity of command to ensure that direction and control flows through a designated management path and each subordinate is responsible to only one supervisor. Unified Command provides a structure for FDOT to share management functions with other agencies or jurisdictions as appropriate. ICS is further structured (as needed) by management templates such as groups, divisions, branches, strike teams, task forces, and single units.

It is important that the SEOC, Transportation Emergency Operations Center (TEOC), and District Emergency Operations Centers (DEOCs) maintain a common operational picture to ensure that accurate, updated, and vetted information is shared in a timely manner between all FDOT levels and ESF-1/-3 partners. All missions tasked to FDOT in the SEOC will be vetted through the FDOT Secretary or designee before assigned to a District(s).

3.3 Core Capabilities

The core capabilities in the NPG that apply to FDOT are as follows:

- Critical Transportation System – coordination to ensure the transportation infrastructure is functional for response priority objectives.
- Long-term Vulnerability Reduction – strive to build and sustain resilient transportation systems and infrastructure.
- Situational Assessment - provide appropriate decision-makers with decision-relevant information regarding the nature and extent of the hazard, cascading effects, and the status of the response.

3.4 Resource Management

There is a direct alignment and relationship between resource management and maintaining core capabilities. The State Maintenance, Traffic Operations and State Construction offices identify initial statewide inventory on-hand, contracts in place, location of available resources, deployment methodology, as well as resource tracking, and demobilization strategies. Districts will also provide inventories of resources as requested by FDOT Emergency Management Office (FDOT EM).

4. FDOT ECO and Alternate ECO

The Secretary shall designate an ECO and one Alternate ECO. The names of the appointees shall be forwarded in writing to the Governor's Office and to FDEM pursuant to **Chapter 252, Florida Statutes**.

4.1 Emergency Coordination Officer (ECO) Responsibilities:

- Oversee all functions and direct staff in the Emergency Management Office during all 5 phases of a disaster
- Activate the TEOC, or ESF-1/-3, as needed
- Assist in the coordination of FHWA-Emergency Relief (FHWA-ER) and FEMA funding reimbursements
- Coordinate the appropriate training for Central Office and District personnel involved in emergency management activities
- Coordinate with the Central Office Work Program staff to ensure that Financial Projects are established to capture time and expense recording related to an incident and project numbers are provided to the appropriate Central Office personnel
- Coordinate with District personnel to deploy resources before, during, and after an event including logistical support for FDOT personnel and equipment deployed
- Develop, implement and maintain an emergency communications plan
- Ensure that the FHWA-ER and FEMA reimbursement materials are made available to appropriate Central Office and District personnel
- Ensure that the TEOC, SEOC and ESF-1/-3 are adequately staffed for emergency operations
- Function as the FDOT representatives on the SERT
- Maintain a process for the Department's response and documentation of emergency calls from the State Watch Office (SWO) located at the State Emergency Operations Center in Tallahassee
- Manage staffing and operations of ESF-1/-3 during SEOC activations
- Provide resource support for missions, to include Emergency Management Assistance Compact (EMAC), tasked by the
- SCO
- Provide training, including exercises, to support emergency operations
- Schedule/attend national, state, and local workshops, meetings, training, and exercises to ensure an effective response and continuous improvement process
- Support local and regional evacuation efforts
- Maintain partnership relationships with supporting agencies, groups and organizations

4.2 District Responsibilities

Each District Maintenance Engineer is responsible for:

- Activate the District EOC as needed
- Coordinate incoming personnel and equipment.
- Coordinate with the District Work Program staff to ensure that Financial Projects are established for time and expense recording related to an incident, and project numbers are provided to the appropriate District personnel
- Coordinate the appropriate training for District personnel involved in emergency management activities including, but not limited to the District EOC, County Liaison, FHWA-Emergency Relief (ER) Program, FEMA, Damage Inspection, and others
- Maintain a current roster of District personnel to staff and support the District EOC
- Provide assistance, in coordination with the FDOT ECO, to local emergency managers and/or other State agencies during evacuations and reentry activities
- Provide assistance, in coordination with the FDOT ECO, to local emergency managers for recovery activities
- Schedule/attend state, county and local workshops, meetings, training, and exercises , to ensure an effective response and continuous improvement process

5. Operations

5.1 Continuity of Operations

The purpose of continuity of operations is to ensure the continuance of FDOT essential functions. The current changing threat environment and recent disasters have increased the need for a viable continuity of operations capability and plans that enable FDOT to continue ESF-1/-3 functions across a spectrum of emergencies. FDOT, in accordance with SCEMP guidelines, maintains a Continuity of Operations Plan (COOP) that applies to functions, operations, and resources to ensure the continued functionality of the FDOT concept of operations and outlines essential functions that must be performed during an incident that disrupts normal operations and the methods by which these functions will be performed. It also describes the process for timely resumption of normal operations once the emergency has ended. Further, COOP plans address the continued performance of core capabilities and critical operations during any potential incident.

The FDOT COOP addresses the preservation and/or reconstitution of government to ensure that constitutional, legislative, and/or administrative responsibilities are maintained. FDOT is required to take measures for protection of personnel, equipment, supplies, and essential records. Additionally, the FDOT COOP provides

for emergency interim successors and resumption of essential services.

FDOT is required to ensure their facilities have a disaster preparedness plan to provide continuity of essential functions. The plan must include:

- Identification of essential functions, programs, and personnel
- Procedures to implement the plan, personnel notification and accountability, delegations of authority, and lines of succession
- Identification of alternative facilities and related infrastructure, including those for communications
- Identification and protection of vital records and databases
- Provide schedules and procedures for periodic tests, training, and exercises

According to the FDOT EMP (2011), the FDOT COOP addresses internal recovery if Department operations are directly impacted. Direction and requirements for this plan are located in **Department Procedure No. 956-060-001, Continuity of Operations Plan**. In addition, each District has a COOP.

5.2 State Watch Office

The SWO provides the people of the State of Florida and FDEM with efficient and effective 24-hour communications during normal periods as well as pre-and-post disaster periods, and serves as the point of contact for communications between local governments and emergency agencies, state government agencies, and the federal government. The SWO also serves as an Operations Center during normal “blue sky” periods and integrates operations, planning, and meteorological support staff during normal business hours. The SWO can be reached at 1-800-320-0519 or 850-413-9900 (emergencies only).

5.3 FDOT Watch Officer (FDOT WO)

5.3.1 Daily Responsibilities

The FDOT WO is an assigned duty within the FDOT Emergency Management Office that rotates among trained staff within the Emergency Management Office. The FDOT WO is continuously on duty and serves as a point of contact for FDOT with the SWO. The purpose of the FDOT WO is to monitor and disseminate information to the FDOT ECO, FDOT Leadership and Districts, respond to requests from the SWO, and initiate activation duties in consultation with the FDOT ECO.

The FDOT WO is responsible for ensuring requests for FDOT assistance received through the SWO are properly assigned. The FDOT WO has the authority to initiate requests for call-backs and other routine single incident resources. The

ECO will be notified on certain incidents when necessary.

5.3.2 Activation Responsibilities

When an event/incident escalates to the point of the SERT requesting ESF 1 and 3 presence in the SEOC (level 2 or level 1 activation), the FDOT Watch Officer will notify the ECO and the remaining Central Office Emergency Management staff and relevant partners in consultation with the ECO.

If the SEOC is activated to a level 2 or 1, the SERT Chief will provide a quick synopsis of the situation. The SERT will conduct incident action planning meetings to determine the current situation and unmet needs to develop tactical operations to meet SERT mission objectives. The SCO will also establish objectives, assign ESF-1/-3 missions, and establish unified operations, planning, logistics, intelligence and administration/finance sections. The FDOT EM will activate resources and organize response actions to meet ESF-1/-3 responsibilities. The ECO, in consultation with FDOT leadership, will determine whether the event/incident requires the activation of the TEOC. When activated, the Finance/Administration Chief is responsible for TEOC operations. When advised by the Central Office (CO) emergency management staff, FDOT Transportation Emergency Management Team (TEMT) will be notified and advised to be available to assist in emergency management activities.

5.4 FDOT Operations Functions

5.4.1 Transportation Modes

1. Aviation Operations – Responsibilities include evaluation and response to requests for Temporary Flight Restrictions according to procedures and agreed processes, and monitoring the status of airports according to procedures and agreed processes; provide public and private airport, airfield, heliport, seaplane base, hospital helispot data, and points of contact.

2. Marine (Seaports) – The Seaport Office Emergency Management Plan provides guidance for coordination of seaport-related resources by the FDOT Seaport Office in response to an emergency or disaster in alignment with the FCEMP. Seaport Office resources are provided through the FDOT TEOC and ESF1. The Seaport Office prepares and implements FDOT response to conduct post emergency or disaster reconnaissance, or inspection of public seaports, and support monitoring of the status of the seaports and fresh and salt water routes when needed.

3. Rail – The Rail Manager assigns Central Office staff to coordinate specific rail related functions with the Districts, railroads, Florida Rail Association, TEOC, and the SEOC. The Central Rail Office is the focal point for all rail activities and

the Rail Manager serves as the primary point of contact for railroad related issues.

4. Spaceports – Monitor the status of Florida spaceports and evaluate the damage to infrastructure and conduct impact analysis.

5. Roads and Bridges – Districts, through their Operations Centers or Traffic Management Centers (TMCs), monitor and report the status of roads, bridges, and other roadway systems and identify temporary alternative routes if needed when infrastructure are damaged or destroyed.

6. Public Transportation – The Transit Office Manager coordinates with Districts, public and private providers of public transportation systems.

5.4.2 Debris Management

The FDOT debris management duties and responsibilities are outlined in the District Debris Management Plans (DMP). These established plans are necessary to facilitate the efficient, orderly and prompt coordination, collection, and recovery from debris generating disaster events to eliminate threats to human life and promote safety of our roads.

5.4.3 Reconnaissance (RECON) Operations

RECON is the process of collecting information about state infrastructure immediately following an emergency event. RECON personnel review and assess damage to the State infrastructure immediately following a disaster. This action is taken by management direction. Each District must report all infrastructure damage findings to the E C O

5.4.4 Public Transit

ESF-1/-3 coordinates requests for public transportation and paratransit capabilities with the FDOT Transit Office located in Tallahassee.

5.4.5 Evacuation and re-entry

Provide support and information as necessary to entities conducting evacuations of persons from threatened or immediate danger. The county EM is directly responsible for evacuation activities. FDOT will also coordinate with all state tolling authorities, as directed by the SCO.

5.5 Mission Management

Pursuant to Chapter 252, F.S., FDEM is authorized to make available equipment,

services, or facilities owned or organized by the State or its political subdivisions, for use in the event of an emergency through the mission management process. FDOT will provide emergency response assistance as requested by through a mission assignment by the SERT. Missions will fully be vetted by the

FDOT leadership and ECO, . Districts will utilize in-house resources and/or procured equipment, goods, and services to fulfill missions to the best of the Department's ability and in consideration of conditions associated with the emergency.

All local resource requests are made to the SERT through the web based incident management system or any other form of communications that is available. Once the county request has been received by the SERT, the SERT Infrastructure Branch reviews the request and tasks it to ESF-1/-3 as a mission. Missions will be vetted using the FDOT mission management process. Appropriately vetted missions will be responded to with available resources. Resource shortfalls may be addressed with resources obtained from other Districts, contracts, SERT partners, EMAC, and/or federal agencies.

6. Logistics

6.1 General Policies for Resource Management

FDOT EM uses a *push* and *pull* logistics system to deploy resources. Pushed logistics include personnel, vehicles, and equipment that are readily available to respond as a single unit, strike team, or task force. Pushed logistics are usually adequate for routine events. High-impact emergencies, attacks or disasters rapidly consume initial resources resulting in the need for additional resources to be pulled to the impacted area. Pulled resources come from disaster caches, pre-positioned resources, or ordered resources. Private sector entities are a major source of resources. Note that pulled resources from other regions or states may take hours or days to arrive.

FDOT resource categories include contracts, personnel, crews, equipment, commodities, supplies, vehicles, and facilities. These resources, if available, are located within the Districts. In addition to force account resources, FDOT has existing pre-event (federalized) contracts to provide additional support and resources. Resource agreements include the following:

- District Mutual Aid: District partnership in resource sharing.
- Statewide/Intrastate Mutual Aid: Agreements, often coordinated through the state, which incorporate both state and local governmental and nongovernmental assets in an attempt to increase preparedness statewide.
- Interstate Agreements provide out-of-state assistance through formal state-to-state agreements such as the EMAC.

- Federal Assistance: FDOT will utilize federal assistance forms and follow federal processes.
- Private Sector Resource contracts.

6.2 Communications

The FDOT communications infrastructure is a tiered system that ensures back-up capabilities when a node or sub-system fails. The primary type of communications is landline or standard phone service. The Department utilizes VoIP (Voice over Internet Protocol) for standard voice communications services provided by the Department of Management Services. Data services are provided through the Department of Management Services.

The secondary communications system is cellular phone service. FDOT EM staff members have cellular phones for conducting daily or emergency operations. The FDOT EM staff and District staff have smart phones to access the Internet, send and receive emails, and serve as an Internet hotspot for laptop computers and tablets.

The third communications system is the Intelligent Traffic System (ITS) FDOT radio system. This system utilizes the ITS network and provides voice communications from the Central Office to the Districts and between Districts. The Districts also use this system for field communications. The radio system includes: static radios in the TEOC, SEOC and District EOCs, vehicle mobile radios, and portable hand held units. These systems are voice only.

The fourth communications system is satellite telephones. Portable and static units are located in the Districts and are activated as required.

6.2.1 Communications Protocols

Effective emergency management and incident response activities rely on flexible communications and information systems that provide a common operating picture to response personnel at all levels of government. Properly planned, established, and applied communications enable the dissemination of information among command and support elements, and cooperating agencies and organizations.

Incident communications are facilitated through the development and use of common communications plans and interoperable communications equipment, processes, standards, and architectures. During an incident, this integrated approach links the operational and support units of the various organizations to maintain communications connectivity and situational awareness. Communications and information management planning should address the incident-related policies, equipment, systems, standards, and training necessary

to achieve integrated communications.

The underlying concepts and principles of communication planning emphasize the need for and maintenance of a common operating picture; interoperability; reliability, scalability and portability; and resiliency and redundancy of any system and its components.

7. Planning

Planning is a process that ensures *consistency*, *predictability,* and *repeatability* to frame the FDOT information dissemination. FDOT currently uses the following information management tools and documents:

- Activation Dashboard
- Central Office Sharepoint site
- EM Constellation (EMC)
- GIS
- Damage Assessment reports
- Situation Reports (SitReps)
- WebEOC

* Information management tools change as technology and contracts change.

Updated and accurate information is essential for FDOT and ESF1/-3 decision-makers to develop an incident action plan (IAP) and make informed and timely decisions. Accurate information is also essential for response decisions and resource allocation by Department Leadership and ECO and on-scene incident command systems. Further, incident information identifies safety issues, additional resource needs, and assists the Finance/Administration section in forecasting and identifying cost.

A common operating picture is maintained by gathering, collating, synthesizing, and disseminating incident information. Achieving and maintaining the common operating picture allows on-scene and off-scene FDOT personnel, and ESF-1/3 support agencies to have common information, including resource availability, location, and status of requests.

7.1 Information Collection and Sources

FDOT is responsible for providing and collecting information for ESF-1/-3 support for operations, and planning (SCEMP). Specific information support tasks include:

- Accurate analysis
- Critical infrastructure data
- Estimates of potential threats

- Intelligence gathering and dissemination
- Resource data

FDOT information sources include (but not limited to):

- County EOC
- FDOT Districts
- FDOT WO and TEOC
- Florida 5-1-1 and Florida Highway Patrol (FHP) incident tracker
- TMC Live camera feeds
- Public open media sources
- Social media
- State WO and SEOC

7.2 Information Dissemination

A web-based incident management platform is used by FDOT EM leadership and to manage and share information during incidents such as tropical weather, wildfires, floods, and security issues.

GIS technologies allow for the display and analysis of geographic data in a visual format. GIS examples include planning detour routes, providing critical infrastructure information (e.g., how many bridges are within a ten-mile radius of a nuclear power plant, damaged roadways, etc.) and preparing visual maps for the SEOC to enhance decision-making.

7.3 Battle Rhythm

The battle rhythm is established at the beginning of an activation by the SCO and typically includes the morning SERT branch briefing, county/National Hurricane Center (NHC) teleconference, incident action plan (IAP) meetings and ESF briefings. FDOT ECO will then schedule any remaining meetings with FDOT offices, districts, and state and Federal partners.

7.4 Situation Report

FDOT EM situation reports are designed to collect and disseminate information about an incident, including FDOT districts and county EOC statuses, duty shift rosters, weather updates, actions, orders/declarations, local closures, damages, inventory, contracts, inspections, evacuations, deployments, as well as other essential information for emergency management. This information tracks critical mission elements and provides situational awareness to all staff and partners.

Situation reports are completed by each district, state and Federal partners using a

template on a regular basis and submitted to the Central Office. The FDOT EM Intel Chief, or designated staff, collect and analyze the assembled reports, produce a master situation report encompassing the entire state, and then disseminate the reports to all stakeholders.

7.5 FDOT Public Information Officer (PIO)

During activations and exercises, the FDOT PIO supports Emergency Support Function-14 (External Affairs), in close coordination with the FDOT ECO and Department Leadership, to provide coordinated information. DOT provides staffing for the Florida Emergency Information Line (FEIL) as needed.

7.6 Analysis of Incidents and Events

FDOT Leadership will lead discussion and FDOT ECO will follow with an analysis of significant events and exercises, and prepare an After-action Review (AAR) with emphasis on key findings, corrective actions, and recommendations. Lessons learned from incidents or events shall be incorporated into training, exercises, and policies and procedures.

8. Finance

Finance procedures for FDOT operations are specified in the following documents:

Office of the Comptroller SharePoint site - http://cosharepoint.dot.state.fl.us/sites/OOC/default.aspx - Emergency/Natural Disaster Document-OOC Natural Disaster Handbook.
Office of Work Program & Budget SharePoint site - http://fdotsharepoint.dot.state.fl.us/fa/OWP/default.aspx -Work Program Documents - Work Program Instructions - Work Program Instructions/Part III/Chapter 10: Emergencies/Disasters.

Office of the Comptroller SharePoint site - http://cosharepoint.dot.state.fl.us/sites/OOC/default.aspx -Disbursement Operations - Handbooks - Employee and Managers/ Emergency Disbursement Guidance.

Emergency Management SharePoint site - http://cosharepoint.dot.state.fl.us/sites/em/SitePages/Home.aspx - Central Office - Finance & Admin - Policies and Procedures/Manuals and Handbooks/Reference Guide for State Expenditures.

9. Domestic Security

Transportation is a *lifeline sector* according to DHS. FDOT supports the Domestic

Security and Infrastructure protection activities. FDOT values intelligence Fusion Center relationships and will engage in active participation with Florida intelligence Fusion Center. Further, FDOT will participate in and support the homeland security programs of the State of Florida in order to meet FDOT's statutory responsibilities and provide for the safety and security of the public and Florida's transportation infrastructure.

10. Plan Development and Maintenance

Plan development and maintenance of the FDOT CEMP addresses improvement planning, multi-year implementation, and plan maintenance.

The FDOT ECO is responsible for the plan review. The plan review is conducted in accordance with the **FDOT Procedure No. 025-020-002** when appropriate

11. Training and Exercises

The objective of emergency management training is to ensure readiness of Department staff to respond to emergencies. Emergency management training is provided by FEMA, FDEM, the Department, and other agencies via face-to-face, online courses, workshops, and conferences.

The Department participates in emergency management exercises to prepare staff to carry out emergency response activities. Such activities may include lectures and facilitated workshops, drills, simulations, along with tabletop, functional, and full scale exercises. These exercises occur at the federal, state, district, and local levels. Internal and external exercise after-action reports will be reviewed by the Department to initiate appropriate improvement activities or corrective actions.

Appendix I – Potential Hazards, Threats, or Incidents

A) Human Caused

Civil Disturbance/Civil Unrest
Displaced Population
Explosive Devices
Famine
Fire
Industrial Accident
Mass Immigration
Sabotage
Terrorist Act
Transportation Accident

B) Natural Disasters

Agricultural Disease and Pests
Disease Epidemic
Drought and Water Shortage
Earthquake
Extreme Heat
Flood
Hurricane and Tropical Storm
Sinkholes
Space Weather/Solar Flare
Thunderstorm and Lightning
Tornado
Tsunami
Wildfire
Winter Storm

C) Technological Disasters

Chemical Threat and Biological Weapons
Cyber Attack
Dam Failure
Explosion
HAZMAT Release/Hazardous Materials
Nuclear Power Plant and Nuclear Blast
Power Failure/Power Service Disruption and Blackout
Radiological Release/Radiological Emergency
Structural Collapse

Acronyms

ARES – Amateur Radio Emergency Service
CEMP – Comprehensive Emergency Management Plan
CIKR – Critical Infrastructure Key Resources
CO – Central Office
COG – Continuity of Government
COOP – Continuity of Operations Plan
CPG – Community Planning Guide
CPR – Consistency, Predictability, Repeatability
CRT – Community Response Team
DECO – District Emergency Coordination Officer
DEOC – District Emergency Operations Center
DHS – Department of Homeland Security
DRC – Disaster Recovery Center
ECO – Emergency Coordination Officer
EDICS - Emergency Deployable Interoperable Communications System
EM – Emergency Management
EMAC – Emergency Management Assistance Compact
EMC – Emergency Management Constellation
EMP – Emergency Management Program
ESC – Emergency Services Center
ESF – Emergency Support Function
FDEM – Florida Division of Emergency Management
FDOT – Florida Department of Transportation
FDRC – Federal Disaster Recovery Coordinator
FEIL – Florida Emergency Information Line
FEMA – Federal Emergency Management Administration
FHP – Florida Highway Patrol
FHWA – Federal Highway Administration
FHWA-ER – Emergency Relief
FIOP – Federal Interagency Operations Plans
GIS – Geospatial Information System
HSEEP – Homeland Security Exercise Evaluation Program
HSPD – Homeland Security Presidential Directive
IAP – Incident Action Plan
ICS – Incident Command System
ITS – Intelligent Traffic System
JIC – Joint Information Center
JIS – Joint Information System
LDRM – Local Disaster Recovery Manager
NDRF – National Disaster Recovery Framework
NGO – Non-Governmental Organization
NHC – National Hurricane Center
NIMS – National Incident Management System

NIPP – National Infrastructure Protection Plan
NMF – National Mitigation Framework
NPG – National Preparedness Goal
NRF – National Response Framework
OOC – Officer of the Comptroller
PIO – Public Information Officer
POC – Point of Contact
PPD – Presidential Policy Directive
RDSTF – Regional Domestic Security Task Force
RECON – Reconnaissance
RSF – Recovery Support Function
SCEMP – State Comprehensive Emergency Management Plan
SCIP – State Comprehensive Interoperability Plan
SCO – State Coordination - Officer appointed by the Governor of Florida
SDRC – State Disaster Recovery Coordinator
SEOC – State Emergency Operations Center
SERT – State Emergency Response Team
SITREP – Situation Report
SOP – Standard Operating Procedure
SRMN – State Resource Management Network
SWO – State Watch Office
TEMT – Transportation Emergency Management Team
TEOC – Transportation Emergency Operations Center
VoIP – Voice over Internet Protocol
WO – Watch Office

Glossary

Core capabilities - essential functions that FDOT must maintain to effectively address critical missions in a disaster or crisis.

Fusion Center - collaborative effort between Florida agencies to provide resources, expertise and /or information to the center with the goal of maximizing the ability to detect, prevent, apprehend and respond to criminal and terrorist activity.

Geospatial Information Systems - technologies that allow for the display and analysis of geographic data in a visual format.

Intelligence - function within the ICS framework for information collection, analysis, and dissemination to complement the SCEMP and provide decision-makers with information that reduces uncertainty.

Mitigation - ongoing actions to reduce exposure to, probability of, or potential loss from hazards; platform for coordination and addressing risk management through mitigation capabilities, and the processes to rebuild a stronger, smarter, and safer infrastructure.

Preparedness - process of identifying and maintaining the department’s core capabilities including maintaining threat awareness, preparing and reviewing response plans, conducting and participating in disaster preparedness training, and implementing improvements as required.

Recovery - development, coordination, and execution of services and site-restoration plans, and the reconstitution of FDOT operations and services.

Resources - in-house or contracted personnel, facilities, supplies, and equipment needed for incident activities.

Response - active coordination of department staff and contractors to maintain and restore critical infrastructure and provide support to other governmental agencies at the local, state, regional, tribal or federal level.