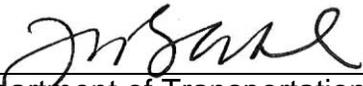


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Department of Transportation

## EMERGENCY MANAGEMENT PROGRAM (EMP)

### PURPOSE:

This procedure for the Florida Department of Transportation's (FDOT) Emergency Management Program defines the roles and responsibilities of the emergency management efforts within FDOT in order to create consistency with other Federal, State and local emergency management efforts.

FDOT's primary 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. If the FDOT's primary mission is disrupted due to an emergency event or incident affecting the State of Florida, then FDOT is required to take emergency protective actions to ensure there is minimum or no disruption of its primary mission. **The term "statewide transportation system", as used in this document and all other FDOT emergency management plans and documents, includes the following modes of transportation within the State of Florida:**

- **Aviation;**
- **Highways and other roadway facilities;**
- **Seaports**
- **Public Transit;**
- **Rail; and**
- **Space.**

FDOT emergency response readiness requires effective coordination between FDOT executive management, the FDOT Emergency Management Office (FDOT EM), District Office and Florida Turnpike Enterprise leadership, FDOT program areas, local agencies, consultants, and contractors before, during, and after an event or incident. Effective emergency management requires leadership, clearly defined roles and responsibilities, clear communication, and exercised emergency plans and procedures. Meeting these requirements will ensure FDOT can perform its primary mission, as stated in the 2060 Florida Transportation Plan;

*"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."*

**AUTHORITY:**

**Sections 20.23(3)(a)  
334.048(3), F.S.**

**REFERENCE:**

Chapter 252, Florida Statutes (F.S.) creates and defines the emergency management program for the State of Florida. Pursuant to this Chapter, the Florida Division of Emergency Management (FDEM) is empowered to deploy state resources as necessary to “... reinforce emergency management agencies in areas stricken by 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). FDOT is a signatory and partner agency to the SCEMP. FDOT employees who have a role in emergency management should be familiar with the federal and state laws, directives, executive orders, processes, procedures and plans pertaining to their emergency management responsibilities.

In accordance with Chapter 252, F.S., the FDOT EM coordinates all emergency management functions for FDOT under the direction of the FDOT Emergency Coordination Officer (FDOT ECO) who is appointed by the Secretary of Transportation. Accordingly, FDOT EM has the following basic emergency management responsibilities:

1. To protect life and property by ensuring preparedness and response measures to safeguard residents and visitors to the state;
2. To develop plans to support employees and places of work to ensure the continuation and continuity of FDOT operations;
3. To respond to events and emergencies that have an impact on or disrupt the statewide transportation system;
4. To respond before, during, and after a state or federal emergency has been declared;
5. To support mutual aid and mission requests;
6. To properly charge work performed to appropriate projects in the work program and to maintain supporting documentation in sufficient detail, ensuring timely reimbursement for eligible costs from the Federal Highway Administration (FHWA), Federal Emergency Management Agency (FEMA), other federal and state entities, and insurance companies.

The following federal and state laws, rules, procedures and policies related to emergency management provide the framework for FDOT EM plans and procedures (this is not an exhaustive list):

FEDERAL

- Robert T. Stafford Disaster Relief and Emergency Assistance Act
- Title 44, Code of Federal Regulations (CFR), Part 206, Emergency Management And Assistance
- Title 23, CFR, Part 668, Highways, Emergency Relief Program
- Homeland Security Presidential Directives (HSPD)
  - HSPD-5 – *Management of Domestic Incidents (2003)*
  - HSPD-8 – *National Preparedness (2003)*
- Presidential Policy Directive #8 (PPD-8) *National Preparedness (2013)*
  - Federal Interagency Operational Plans (FIOP)
- Post-Katrina Emergency Management Reform Act of 2006
- Presidential Executive Order 13292
- National Disaster Recovery Framework (NDRF)
- National Incident Management System (NIMS)
- NIMS Incident Command Structure (ICS)
- National Infrastructure Protection Plan (NIPP)
- National Mitigation Framework
- National Preparedness Goal (NPG)
- National Prevention Framework
- National Protection Framework
- National Recovery Plan (NRP)
- National Response Framework (NRF)
- Emergency Management Assistance Compact (EMAC)
- Homeland Security Exercise and Evaluation Program (HSEEP)

STATE

- Chapter 252, *F.S.*, Emergency Management
- Section 14.2016, *F.S.*, Division of Emergency Management
- Section 20.23, *F.S.*, Organizational Structure – Transportation
- Chapters 334–349, *F.S.*, Public Transportation
- State Comprehensive Emergency Management Plan (SCEMP)
  - Emergency Support Function 1 (ESF-1) Annex – Transportation
  - Emergency Support Function 3 (ESF-3) Annex – Public Works and Engineering
- Governor’s Executive Orders or proclamations declaring a State of Emergency
- State of Florida Radiological Emergency Management Plan
- Florida Administrative Code, Laws of Florida

**SCOPE:**

Emergency management is a managerial and coordinative function. Emergency management creates a framework for various federal, state and local agencies to coordinate plans and respond to emergencies and events. This coordination reduces duplicative efforts and maximizes available resources thereby minimizing the effects of hazards to the State of Florida.

Pursuant to Chapter 252, F.S., FDEM is responsible for overseeing emergency management functions for the State of Florida. This includes planning and responding to natural and man-made disasters and acting as the state's liaison with other federal, state and local agencies.

There are a multitude of organizational and operational models for the emergency management function. In 2004, the State of Florida adopted the National Incident Management System (NIMS) as the standard model for emergency management. There are five phases of comprehensive emergency management included in this model:

1) **Prevention**, 2) **Preparedness**, 3) **Response**, 4) **Recovery** and 5) **Mitigation**. All State agencies fit into this model under the umbrella of the State Emergency Response Team (SERT).

Pursuant to the SCEMP, FDOT is a member of the SERT and structured under the Infrastructure Branch. FDOT also serves as the Lead Agency in coordinating the efforts of Emergency Support Function #1 -- Transportation (ESF-1) and Emergency Support Function #3 - Public Works and Engineering Support (ESF-3). When directed by the State Coordinating Officer, FDOT fulfills this leadership role by coordinating with other state and federal partners to address needs and providing resources during a disaster or event.

ESF #1 is designed and structured to provide transportation emergency management and resource support to assist in domestic event and incident management. Activities within the scope of ESF #1 functions include:

- Processing and coordinating requests for transportation support;
- Reporting damage to transportation infrastructure as a result of the incident;
- Coordinating alternate transportation services;
- Coordinating the restoration and recovery of the transportation infrastructure;
- Coordinating and conducting activities under the direct authority of FDOT elements, including: 1) aviation, 2) highways and other roadway facilities, 3) marine (including seaports and fresh and salt water routes), 4) pipelines, 5) public transit, 6) rail, and space; and
- Coordinating and supporting the preparedness, response, recovery and mitigation activities necessary to support the state's transportation infrastructure.

ESF #3 is designed and structured to provide public works and engineering resource support to assist in domestic event and incident management. Activities within the scope of ESF #3 functions include:

- Processing and coordinating requests for public works and infrastructure;
- Reporting damage to infrastructure as a result of the incident;
- Coordinating the restoration and recovery of critical public works facilities infrastructure;
- Coordinating and supporting the preparedness, response, recovery and mitigation activities necessary to support the state's public works facilities infrastructure.

In addition to FDOT's leadership role in both ESF-1 and ESF-3, FDOT serves in a support capacity to the following Emergency Support Functions (ESFs):

- ESF-4/9 (Firefighting)
  - Division of Forestry (Wildfires)
- ESF-5 (Information and Planning)
- ESF-7 (Resource Management)
  - Emergency Management Assistance Compact (EMAC)
  - State Mutual Aid (SMA) meetings
- ESF-8 (Health and Medical)
  - Pandemic disease preparedness and response
  - Special Needs populations support during evacuations and re-entry
  - Radiation Control support during evacuations and re-entry
- ESF-10 (Environmental Protection)
  - Florida Water/Wastewater Agency Response Network (FlaWARN)
- ESF-12 (Energy)
  - Fuels
- ESF 13 (Military Affairs)
- ESF-14 (External Affairs)
- ESF-16 (Law Enforcement)
  - Road/Bridge Closure coordination and database
- ESF-17 (Agriculture)
- ESF-18 (Business and Industry)
  - Private sector coordination and collaboration.

FDOT's roles within these ESFs are managed, coordinated and lead by FDOT EM. FDOT EM leads all FDOT response and recovery efforts during emergencies and events. The FDOT EM coordinates with Districts Offices, Turnpike Enterprise and program areas in FDOT Central Offices on all activities related to emergency management during prevention, preparedness, and mitigation efforts. The FDOT EM will augment personnel during response and recovery phases of an emergency or event by implementing and activating the Transportation Emergency Management Team (TEMT).

## **1. TRANSPORTATION EMERGENCY MANAGEMENT TEAM (TEMT) ORGANIZATION AND STRUCTURE**

There are positions held by employees within each organizational area of FDOT that have been identified through their office's Workplace Contingency Plan, to perform essential functions of that office during emergencies. These employees are considered FDOT mission critical staff. These employees will focus on quickly re-establishing the daily operations of critical functions within their respective offices and to maintain FDOT's critical operations before, during or after the emergency or event.

The TEMT is comprised of all FDOT EM personnel and other FDOT employees designated by their managers to augment and support the FDOT's emergency management response before, during and after disasters or other emergencies. Once identified, the designated employees' position description will be amended to add emergency duties in Section 9 of that document to state; "Employee will be required to be responsive to emergency situations within a very short timeframe and serve in the TEMT." These designated employees will be assigned to a specified area of the TEMT. The staff assignments are to be coordinated with the FDOT EM for Central Office employees and the District Maintenance Engineers (DMEs) for District and Turnpike

Enterprise employees. Once assigned, employees will be subject to training and exercises to ensure their readiness for emergency roles and duties.

## **2. FUNCTIONAL ROLES AND RESPONSIBILITIES**

The Incident Command System (ICS) is a component of the NIMS. ICS is a standardized approach to the command, control, and coordination of emergency response providing a common hierarchy within which responders from multiple agencies can be effective. FDOT follows the ICS standards and procedures in its emergency response efforts.

FDOT's operational structure under its ICS, comprises the following functions and corresponding activities:

### **2.1 INCIDENT COMMAND**

The FDOT ECO leads the FDOT EM. The FDOT EM is responsible for ensuring FDOT's emergency management functions are coordinated and carried out to prevent, prepare, respond, recover and mitigate for events and incidents affecting the State of Florida. The FDOT ECO coordinates with district TEMT members and SERT to ensure all FDOT emergency management functions are carried out before, during and after an event or disaster.

### **2.2 OPERATIONS**

The operations function coordinates and communicates daily incident monitoring in coordination with FDEM State Watch Office (SWO), Districts and offices within FDOT. This process is outlined in the FDOT EM On-Call Guidelines document. Additionally, the Operations function works with all areas of the FDOT and SERT on emergency response preparedness, training, and mitigation efforts. During events and disasters, Operations will coordinate and monitor all resource requests from and to the FDOT and the SERT.

Operations also tracks and maintains information on FDOT resources (general inventory of equipment, Memoranda of Understanding) and personnel during all phases of comprehensive emergency management: protection, preparedness, response, recovery and mitigation

### **2.3 INTELLIGENCE**

The Intelligence function serves to gather and analyze information, data, resources, situational assessment, geographic information systems (GIS) data and disseminate information to all stakeholders through various formats (white papers, situation reports) and using IT tools including, but not limited to: WebEOC, EM constellation and SharePoint.

### **2.4 PLANNING**

The Planning function creates, develops, updates and maintains all FDOT EM plans, including but not limited to:

- COMPREHENSIVE EMERGENCY MANAGEMENT PLANS (CEMP). The FDOT CEMP, procedure #956-000-001, aligns with the SCEMP and contain the basic operational responsibilities for ESF-1 and ESF-3, for which the FDOT serves as the lead agency. The FDOT CEMP consists of a Basic Plan for FDOT and includes Annexes, Appendices and other referenced materials.
- CONTINUITY OF OPERATIONS PLAN (COOP). The FDOT COOP, procedure #956-060-001, addresses FDOT's internal response and recovery and is developed pursuant to Section 252.365, F.S. FDOT Districts, Turnpike Enterprise and traffic management centers will also have their own respective COOP which will serve as annexes to the FDOT COOP.

In addition to the two major department-wide FDOT EM plans listed above (and those listed within these plans), FDOT Offices, Districts and Turnpike Enterprise, will also develop, update and maintain specific documents, plans, policies, and Standard Operating Guidelines (SOG) that further define a program or resource utilized during emergency events or disasters, which include but are not limited to:

- Emergency Responder Toll Plan, Topic 956-010-001-a, Turnpike Enterprise/Emergency Management Office
- Rapid Incident Scene Clearance (RISC), Topic 750-030-020-a, Traffic Engineering & Operations
- Road Ranger Operations, Topic 750-030-015-b, Traffic Engineering & Operations
- Rest Area, Welcome Center, and Truck Comfort Station Management, Topic 850-045-003-b, Maintenance
- Open Roads Policy Agreement between FDOT and FHP, February 26, 2014.
- Construction Program Administration Manual (CPAM), Chapter 7.6, 700-000- 00, Office of Construction

## 2.5 FINANCE AND ADMINISTRATION

The Finance and Administration function includes the coordination, review, analysis, and processing of all fiscal and job/project cost related documents generated during an emergency, event or disaster. Documentation includes: employee/contractor compensation and payroll data, procurements, and project work orders. The tracking of projects, costs, and manpower during events begins during the response phase and continues through recovery and into mitigation.

- This function is also defined in the Disbursement Handbook for Employees and Managers.
- The FDOT Disbursement Operations Office (DOO) developed the Disbursement Handbook for Employees and Managers to describe which activities are reimbursable by the FDOT and serves as a guide for departmental emergency management financial matters.

### **3. TRAINING AND EXERCISES**

Section 252.365 (3) (b), F.S. requires the performance of periodic tests, training, and exercises on the SCEMP. To implement this requirement, the FDOT EM will participate and coordinate periodic tests and exercises, including Drills, Tabletop Exercises, Functional Exercise, and Full-Scale Exercises along with the SERT when directed by FDEM.

FDOT EM will ensure the provision of appropriate training for FDOT personnel involved in emergency management activities. All required training activities will be identified, scheduled and recorded in the FDOT *Records Training System*.

#### **3.1 PLAN MAINTENANCE**

FDOT emergency management plans are living documents and should be continually reviewed, revised, and maintained. Whenever possible, training and exercises should be conducted for plans to ensure that current and new personnel are familiar with the priorities, goals, objectives, and courses of action. Findings and proposed corrective actions should be documented during trainings and exercises or after a plan activation due to an event or disaster. This should help ensure that each plan evolves as lessons are learned, new information and insights are obtained, and priorities are updated.

#### **4.0 FORMS**

There are no forms required by this procedure.