RESOLUTION NO. 15-07-55

A RESOLUTION OF THE VILLAGE COUNCIL OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA ADOPTING REVISIONS TO THE VILLAGE COMPREHENSIVE EMERGENCY MANAGEMENT PLAN; AUTHORIZING THE VILLAGE MANAGER TO EXECUTE THE PLAN; AND PROVIDING FOR AN EFFECTIVE DATE

WHEREAS, Section 252.38, Florida Statutes, legally authorizes and encourages emergency management programs for municipalities; and

WHEREAS, the Village Council of Islamorada, Village of Islands (the “Village”) has determined that it is necessary for the Village to provide specific procedures applicable to emergency management during civil emergencies and disasters; and

WHEREAS, the Village Council finds that planning is a foundational element of both emergency preparedness and response and thus is an essential homeland security activity; and

WHEREAS, the Village Council finds it essential to demonstrate “all-hazard” planning that encompasses natural, technological and human-caused disasters; and

WHEREAS, the Village Comprehensive Emergency Management Plan (“CEMP”) specifies the authorities, functions, and responsibilities that pertain to establishing collaborative action plans between local, State, Federal, volunteer, public and private sector organizations; and

WHEREAS, the Village CEMP should be updated regularly to maintain compliance with all applicable laws, rules, and requirements; and

WHEREAS, the Village Council finds that maintaining an up-to-date CEMP is in the best interest of the health, safety and welfare of the residents of the Village; and
WHEREAS, the Village Council desires to approve and adopt the revised Village CEMP, attached hereto as Exhibit “A.”

NOW, THEREFORE, BE IT RESOLVED BY THE VILLAGE COUNCIL OF ISLAMORADA, VILLAGE OF ISLANDS, AS FOLLOWS:

Section 1. Recitals. The above recitals are true and correct and are incorporated herein by this reference.

Section 2. Approval of Revised Comprehensive Emergency Management Plan. The Village Council hereby approves and adopts the revised Village CEMP, a copy of which is attached hereto as Exhibit “A”, together with such changes as acceptable to the Village Manager and approved as to form and legality by the Village Attorney.

Section 3. Execution of the CEMP. The Village Manager is authorized to execute the CEMP, as attached hereto as Exhibit “A”, and to execute any or all parts of the CEMP to effectively prepare for, respond to, recover from and mitigate against disaster threatening or impacting the Village.

Section 4. Authorization of Village Officials. The Village Manager and/or designee are authorized to take all actions necessary to implement the terms and conditions of the CEMP, to approve non-policy related revisions and updates to the CEMP, and to prepare, execute and submit any documents necessary to effectively prepare for, respond to, recover from and mitigate against disaster treating or impacting the Village, subject to the approval as to form and legality by the Village Attorney.

Section 5. Effective Date. This Resolution shall take effect immediately upon adoption.
Motion to adopt by Councilman Chris Sante, seconded by Vice Mayor Deb Gillis.

**FINAL VOTE AT ADOPTION**

**VILLAGE COUNCIL OF ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA:**

Mayor Mike Forster
Vice Mayor Deb Gillis
Councilman Jim Mooney
Councilman Chris Sante
Councilman Dennis Ward

PASSED AND ADOPTED this 9th day of July, 2015.

ATTEST:

MIKE FORSTER, MAYOR

KELLY TOOTH, VILLAGE CLERK

APPROVED AS TO FORM AND LEGALITY
FOR THE USE AND BENEFIT OF ISLAMORADA,
VILLAGE OF ISLANDS ONLY

ROGER V. BRYAN, VILLAGE ATTORNEY
This Plan revised and completed in close cooperation with all applicable Village departments, Monroe County Emergency Management and outside support organizations, satisfies the following Village objectives:

- To reflect the many substantial responsibilities, policies and procedures that the Village government must address in order to plan for, respond to and recover from major emergencies and disasters;
- To demonstrate “all-hazard” planning: one that encompasses natural, technological and human-caused disasters; and
- To comply with Florida Division of Emergency Management recommendations that local emergency plans are consistent with and subject to the applicable county emergency management plans.

Planning is a foundational element of both preparedness and response and thus is an essential homeland security activity. Emergency planning is a local, state and national priority, as reflected in State and National Preparedness Guidelines. This plan provides three principal benefits:

1. It allows the Village to influence the course of events in an emergency by determining in advance the actions, policies, and processes that will be followed;
2. It guides other preparedness activities; and
3. It contributes to unity of effort by providing a common blueprint for activity in the event of an emergency.

It is recommended that the Village’s Comprehensive Emergency Management Plan update be adopted and promulgated as the Village’s primary guidance for emergency management.
Copy of the Official Resolution adopting the Plan:
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Islamorada, Village of Islands | CEMP 2015
I. PREFACE

One of the challenges to effective response is the turnover among elected and appointed officials responsible for response at all levels.

A comprehensive emergency management program requires attention to four key inter-related components:

- Preparedness,
- Response,
- Recovery and
- Mitigation

Effective response hinges upon well trained leaders and responders who have invested in response preparedness, developed engaged partnerships, and are able to achieve shared objectives. The players’ bench is constantly changing, but a concise, common plan and framework is needed by all.

The attacks on 9/11, major transportation accidents, mass migration, the devastation from past tropical cyclones, and preparations for a future tropical cyclones illustrate the 21st century challenges the Village faces. To meet these challenges, we must continually work within our local and regional communities to ensure that we are as prepared as we can be for these devastating events. Preparedness for major events involves all levels of government, the private sector, nongovernment organizations, and citizens.

Even when a community is overwhelmed by an incident, there is still a core, sovereign responsibility to be exercised at the local level, with unique response obligations to coordinate with county, state, federal and private-sector support teams. The Village therefore has an imperative accountability to fund and execute its own core emergency management responsibilities.

The Village believes in what is called an all-hazards approach to disaster preparedness; one that encompasses terrorist attacks, natural disasters, health emergencies, and other major events. Our worst-case scenarios include hurricanes, terrorism, flu pandemic, and hazardous materials accidents. It would be imprudent and a waste of resources to concentrate on being prepared for only one of these hazards. Therefore, Islamorada, Village of Islands embraces the all-hazards approach to joint planning and preparedness.

By developing the Islamorada, Village of Islands Comprehensive Emergency Management Plan (CEMP), we hope to define the policies and procedures that will strengthen the preparedness of the Village to prevent, protect against, respond to, and recover from major disasters - natural or man-made, and other emergencies. The CEMP describes the Village’s vision for preparedness and establishes our planning priorities.

Our disaster resilience is best demonstrated by working together as partners and with others to achieve a safer local and regional community.
II. EXECUTIVE SUMMARY

Disaster can strike at any time without a moment’s notice. Hurricanes and other catastrophic events have the potential to cause significant widespread damage to our Village. Being prepared and having a regularly exercised plan of action can be the difference between life and death for the citizens of this community.

Local police, fire, emergency medical services, public health and medical providers, emergency management, public works, environmental response professionals, and others in the community are often the first to detect a threat or hazard, or respond to an incident. They also are often the last to leave an incident site or otherwise to deal with the effects of an incident. The local senior elected or appointed official (the Mayor or Village Manager) is responsible for ensuring the public safety and welfare of residents. In today’s world, senior officials and their emergency managers build the foundation for an effective response. They organize and integrate their capabilities and resources with neighboring jurisdictions, the state, non-governmental organizations (NGOs), and the private sector. Increasingly, businesses are vital partners within communities wherever retail locations, service sites, manufacturing facilities, or management offices are located. NGOs and not-for-profit organizations also play a key role in strengthening communities’ response efforts through their knowledge of hard-to-reach populations, outreach, and services.

The Village has long enjoyed a solid, cooperative and productive relationship with surrounding municipalities, the county, and the State of Florida. Details concerning working relationships between the Village, county and state have been outlined in this plan. By understanding each other’s roles as well as the risks posed by natural and manmade disasters, we can better prepare, respond and recover from these events.

The CEMP is the product of coordinated planning among the Village and county governments, business community leaders and volunteer agencies. In addition, the plan follows Federal Emergency Management Agency (FEMA) Version 2.0 of Comprehensive Preparedness Guide 101: Developing and Maintaining Emergency Operations Plans. The CEMP is one of the core planning documents that explains how the Village plans to respond to disasters. Village staff uses this plan as the basis for training on their roles during disasters. Exercises provide a chance to validate the plan and training.

In this document, incidents include actual or potential emergencies or all-hazards events that range from accidents and natural disasters to actual or potential terrorist attacks. They include events contained within a single jurisdiction and others that are catastrophic in nature and regional and/or national in their scope or consequences. The CEMP is streamlined to address the basic requirements and processes for emergency management and strategic programs for the Village. This plan has adopted the best management application of the following:

- National Protection Framework: Describes what the whole community should do to safeguard against acts of terrorism, natural disasters, and other threats or hazards.
- National Response Framework: Covers the capabilities necessary to save lives, protect property and the environment and meet basic human needs after an incident has occurred.
- Core program development and implementation

This plan supersedes all prior emergency management plans published by the Village. It supplements the existing plans and procedures of departmental, municipal, county, state and federal agencies, and others with an emergency response role in the Village. The CEMP illustrates the role of the Village’s Emergency Operations Center as the central point of operations for notification, resource management and information management. This plan is a guide and strives to support those who manage emergencies in the Village, with guiding emergency response operations toward full recovery of our public services and community viability.


Response Doctrine:
Five Key Principles

1. Engaged partnership
2. Tiered response
3. Scalable, flexible, and adaptable operational capabilities
4. Unity of effort through unified command
5. Readiness to act
### III. ACRONYMS:

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>ALF</td>
<td>Assisted Living Facility</td>
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<td>ALT</td>
<td>Alternative</td>
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<td>ARC</td>
<td>American Red Cross</td>
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<td>ARES</td>
<td>Amateur Radio Emergency Services</td>
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<td>CAP</td>
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<td>CBRNE</td>
<td>Chemical, Biological, Radiological, Nuclear, Explosive</td>
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<td>Homeland Security Presidential Directive</td>
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<td>National Incident Management System</td>
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<td>National Response Framework</td>
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<td>National Response Plan</td>
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**IV. DEFINITIONS:**

**All-Hazards:** An approach for prevention, mitigation, preparedness, response, continuity, and recovery that addresses a full range of threats and hazards, including natural, human-caused, and technology-caused.

**Disaster/Emergency Management:** An ongoing process to prevent, mitigate, prepare for, respond to, maintain continuity during, and to recover from, an incident that threatens life, property, operations, or the environment.

**Emergency Manager:** Appointed by the Village Manager and authorized to develop, implement, administer, evaluate, and maintain the CEMP program.

**Emergency Management Department (EMD):** The Village Emergency Management (EM) will reside within Islamorada Fire Rescue Department and have primary responsibility for the Village Emergency Management Program, as directed by the Village Manager.

**Essential Employee:** Those employees designated by their department heads as such because their work directly supports efforts to maintain or restore public safety and/or essential Village services and include, but may not be limited to, Public Safety (law enforcement & fire rescue), Public Works, Village Clerk’s Office, Planning and Development Services Department, Building Department, Finance and Administration Department, Information Technology & Communications Department and the Village Incident Management Team as defined by the Village CEMP. Essential Employees shall be required to remain at work or be available to report to work to ensure that identified critical functions continue during an emergency or when the Village has closed or suspended operations (e.g. power outage, inclement weather, hurricane, etc).

**Non-Essential Employee:** An employee who is not necessary to the emergency service function of his or her department and is not required to report to work.

**Incident Action Plan:** A verbal plan, written plan, or combination of both that is updated throughout the incident and reflects the overall incident strategy, tactics, risk management, and member safety requirements developed by the incident commander.
Incident Commander (IC): The person responsible for all field aspects of an emergency response; including quickly developing incident objectives, managing all incident operations, application of resources as well as responsibility for all persons involved. The incident commander sets priorities and defines the organization of the incident response teams and the overall incident action plan.

Incident Command System (ICS): ICS is normally structured to facilitate activities in five major functional areas: command, operations, planning, logistics, and finance/administration. In some circumstances, intelligence and investigations may be added as a sixth functional area.

Incident Manager (IM): The individual authorized to direct and control the Village emergency and disaster response and recovery, by way of the Village Emergency Operation Center and Village EOC IMT. The Village EOC Incident Manager is not to be confused with any on-scene or field IMT Incident Commanders, where necessary.

Incident Management System (IMS): The combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure and designed to aid in the management of resources during incidents.

Incident Management Team (IMT): The Village IMT is comprised of the following: Incident Manager/Commander, Operations Section Chief, Planning Section Chief, Logistics Section Chief, Finance/Admin. Section Chief, and applicable Command Staff of Safety, Liaison and Public information Officer. Additional units may be activated by the IMT as needed.

Incident Action Plan (IAP): The IAP ensures that everyone is working in concert toward the same goals set for that operational period by providing all incident supervisory personnel with direction for actions to be taken during the operational period identified in the plan. IAPs provide a coherent means of communicating the overall incident objectives for both operational and support activities. They include measurable strategic objectives to be achieved in a time frame called an Operational Period. They may be verbal or written except for hazardous material incidents, which must be written, and are prepared by the Planning Section.

Major Hurricane or Tropical Cyclone (Cat 3, 4 or 5 hurricane): Category 3 or higher marks the point at which the National Hurricane Center classifies strong cyclone storms as major hurricanes. These storms can cause large loss of life and devastating and catastrophic property damage.

Multiagency Coordination System (MACS): The primary function of MACS is to coordinate activities above the field level and to prioritize the incident demands for critical or competing resources, thereby assisting the coordination of the operations in the field. MACS consist of a combination of elements: personnel, procedures, protocols, business practices, and communications integrated into a common system. For the purpose of coordinating resources and support between multiple jurisdictions, MACS can be implemented from a fixed facility or by other arrangements outlined within the system. Examples of multiagency coordination include a state or county emergency operations centers.
National Incident Management System (NIMS): NIMS is a comprehensive, national approach to incident management that is applicable at all jurisdictional levels and across functional disciplines. NIMS enables us to work together to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life and property and harm to the environment. NIMS works hand in hand with the National Response Framework (NRF) - NIMS provides the template for the management of incidents, while the NRF provides the structure and mechanisms for national-level policy for incident management.

**Preparedness:** Ongoing activities, tasks, and systems to develop, implement, and maintain the program capabilities.

**Prevention:** Activities to avoid or stop an incident from occurring.

**Recovery:** Activities and programs designed to return conditions to a level that is acceptable to the entity.

**Resource Management:** A system for identifying available resources to enable timely access to resources needed to prevent, mitigate, prepare for, respond to, maintain continuity during, or recover from an incident.

**Response:** Immediate and ongoing activities, tasks, programs, and systems to manage the effects of an incident that threatens life, property, operations, or the environment.

**Refuge of Last Resort:** These are locations used as a last resort to provide refuge for evacuees that may have otherwise been stranded along evacuation routes within hazard impact areas. Refuges of Last Resort are not shelters and have no food, security, or guarantee of protection.

**Standard Operating Procedures (SOPs):** SOPs are not contained in this plan, but are developed for each EOC/IMT position and are essential to the implementation of this document. Copies of all EOC/IMT position SOPs are kept for reference at the Village Emergency Operations Center.

**Unified Command:** Unified command is an important element in multijurisdictional or multiagency incident management. It provides guidelines to enable agencies with different legal, geographic, and functional responsibilities to coordinate, plan, and interact effectively. As a team effort, unified command allows all agencies with jurisdictional authority or functional responsibility for the incident to jointly provide management direction to an incident through a common set of incident objectives and strategies and a single Incident Action Plan. Each participating agency maintains its authority, responsibility, and accountability.

**Village Executive Policy Group (EPG):** The Village Executive Policy Group (EPG) is comprised of the following officials: Mayor, Village Manager, Village Attorney (optional), Fire Chief / Emergency Manager, Police Chief / District Commander and/or other officials as deemed necessary.

**Village Office of Emergency Management (OEM):** The Village Office of Emergency Management (OEM) will reside within Islamorada Fire Rescue Department and have primary responsibility for the Village Emergency Management Program, as directed by the Village Manager.
V. GOVERNMENT RESOLUTION

A. Local Organization for Emergency Management

“Legally constituted municipalities are authorized and encouraged to create municipal emergency management programs. Municipal emergency management programs shall coordinate their activities with those of the county emergency management agency. Municipalities without emergency management programs shall be served by their respective county agencies. If a municipality elects to establish an emergency management program, it must comply with all laws, rules, and requirements applicable to county emergency management agencies. Each municipal emergency management plan must be consistent with and subject to the applicable county emergency management plan. In addition, each municipality must coordinate requests for state or federal emergency response assistance through its County Emergency Operations Center (EOC) or the County Emergency Management Department. This requirement does not apply to requests for reimbursement under federal public disaster assistance programs.” (Chapter 252.38 Florida Statutes, State Emergency Management Act, Emergency management powers of political subdivisions).

B. Emergency Management Powers of the Village

General Powers and Duties of the Village Council

(Village Charter – Section 5 (6))

“Except as otherwise prescribed herein or provided by law, legislative and police powers of the village shall be vested in the council. The council shall provide for the exercise of its powers and for the performance of all duties and obligations imposed on the village by law.”

F.S. § 252.35(2)(b), Emergency Management Powers; Division of Emergency Management

“Adopt standards and requirements for county emergency management plans. The standards and requirements must ensure that county plans are coordinated and consistent with the state comprehensive emergency management plan. If a municipality elects to establish an emergency management program, it must adopt a city emergency management plan that complies with all standards and requirements applicable to county emergency management plans.”

F.S. § 252.38, Emergency Management Powers of Political Subdivisions

Legally constituted municipalities are authorized and encouraged to create municipal emergency management programs. In carrying out the provisions of F.S. § 252.31-252.90 the Village shall have the power and authority:
1. To appropriate and expend funds; enter into contracts; obtain and distribute equipment, materials, and supplies for emergency management purposes; provide for the health and safety of persons and property, including emergency assistance to the victims of any emergency; and direct and coordinate the development of emergency management plans and programs in accordance with the policies and plans set by the federal and state emergency management agencies.

2. To appoint, employ, remove, or provide, with or without compensation, coordinators, rescue teams, fire and police personnel, and other emergency management workers.

3. To establish, as necessary, a primary and one or more secondary emergency operating centers to provide continuity of government and direction and control of emergency operations.

4. To assign and make available for duty the offices and agencies of the political subdivision, including the employees, property, or equipment thereof relating to firefighting, engineering, rescue, health, medical and related services, police, transportation, construction, and similar items or services for emergency operation purposes, as the primary emergency management forces of the political subdivision for employment within or outside the political limits of the subdivision.

5. To request state assistance or invoke emergency-related mutual-aid assistance by declaring a state of local emergency in the event of an emergency affecting only one political subdivision. The duration of each state of emergency declared locally is limited to seven days; it may be extended, as necessary, in seven-day increments. Further, the political subdivision has the power and authority to waive the procedures and formalities otherwise required of the political subdivision by law pertaining to:
   a) Performance of public work and taking whatever prudent action is necessary to ensure the health, safety, and welfare of the community.
   b) Entering into contracts.
   c) Incurring obligations.
   d) Employment of permanent and temporary workers.
   e) Utilization of volunteer workers.
   f) Rental of equipment.
   g) Acquisition and distribution, with or without compensation, of supplies, materials, and facilities.
   h) Appropriation and expenditure of public funds.
C. Local Emergency Management Financial Assistance

A municipality is entitled to receive federal disaster funds if the local emergency management organization has met all state and federal requirements to receive such funds. “Whenever the Federal Government or any agency or officer thereof offers to the state or, through the state, to any political subdivision thereof services, equipment, supplies, materials, or funds by way of gift, grant, or loan for the purposes of emergency management, the state, acting through the division, or such political subdivision, acting with the consent of the Governor or the Governor's authorized representative, may accept such offer. Upon such acceptance, the division or the presiding officer or governing body of such political subdivision may authorize receipt of the gift, grant, or loan on behalf of the state or such political subdivision, subject to the terms of the offer and the rules and regulations of the agency making the offer.” (F.S. § 252.373).

D. Local Comprehensive Emergency Management Plan (CEMP)

Islamorada, Village of Islands, Office of Emergency Management (OEM) within Islamorada Fire Rescue, has developed, in collaboration with all Village departments and community organizations that have primary responsibility for emergency support functions, an approved CEMP. A copy of this plan and/or major revisions has been submitted to the Monroe County Emergency Management Department by the Village Emergency Manager, in coordination with local government officials or legally appointed successors. It is understood that the Monroe County Emergency Management Department will review this plan for general consistency with county, state, and federal requirements.

E. Unity of Effort Through Unified Command

Effective unified command is indispensable to response activities and requires a clear understanding of the roles and responsibilities of each participating organization. Success requires unity of effort, which respects the chain of command of each participating organization while harnessing seamless coordination across jurisdictions in support of common objectives.

Use of the Incident Command System (ICS)/Unified Command is an important element across multijurisdictional or multiagency incident management activities. It provides a structure to enable agencies with different legal, jurisdictional, and functional responsibilities to coordinate, plan, and interact effectively on scene. As a team effort, unified command allows all agencies with jurisdictional authority and/or functional responsibility for the incident to provide joint support through mutually developed incident objectives and strategies established at the command level. Each participating agency maintains its own authority, responsibility, and accountability. The Village has adopted and employs the NIMS standardized structures and tools that enable a unified approach to be effective both on scene and at the Emergency Operations Center.

F. Leadership and Commitment

The Village leadership shall demonstrate commitment to the CEMP to prevent, mitigate the consequences of, prepare for, respond to, maintain continuity during, and recover from incidents.

1. The leadership commitment shall include the following:
   a) Performance of public work and taking whatever prudent action is necessary to ensure the health, safety, and welfare of the community.
b) Support the development, implementation, and maintenance of the CEMP

c) Provide necessary resources to support the CEMP program

d) Ensure the CEMP is reviewed and evaluated as needed to ensure program effectiveness

e) Support corrective action to address the CEMP deficiencies

f) Adhere to policies, execute plans, and follow procedures developed to support the CEMP program.

g) Develop and implement finance and administrative procedures to support the CEMP program before, during, and after an incident.

G. Roles & Responsibilities

The responsibility for responding to incidents, both natural and manmade, begins at the local level – with individuals and public officials in the Village affected by the incident. Local leaders and emergency managers prepare their communities to manage incidents locally. The Village CEMP plays a key role in helping to coordinate resources within jurisdictions, among adjacent jurisdictions, and with the private sector and NGOs. This section describes the roles and responsibilities of key leadership elements within the Village.

1. Chief Elected and Appointed Official.

a) The Mayor and Village Manager as a jurisdiction’s chief executive and administrative officer are responsible for ensuring the public safety and welfare of the residents and visitors of the Village.

   Specifically, these officials provide strategic guidance and resources during preparedness, response, and recovery efforts. Emergency management, including preparation and training for effective response, is a core obligation of local leaders.

b) Chief elected and appointed officials must have a clear understanding of their roles and responsibilities for successful emergency management and response. At times, these roles may require providing direction and guidance to constituents during an incident, but their day-to-day activities do not focus on emergency management and response. On an ongoing basis, elected and appointed officials may be called upon to help shape or modify laws, policies, and budgets to aid preparedness efforts and to improve emergency management and response capabilities.

c) Any incident can have a mix of public health, economic, social, environmental, criminal, and political implications with potentially serious long-term effects. Significant incidents require a coordinated response across agencies and jurisdictions, political boundaries, sectors of society, organizations, etc. These incidents will require that publicly elected and appointed officials, as well as business owners and community leaders, make difficult decisions for the benefit of the community as a whole.

d) Elected and appointed officials help their communities prepare for, respond to, and recover from potential incidents. Key responsibilities include:

   i. Establishing strong working relationships with local jurisdictional leaders and core private-sector organizations, voluntary agencies, and community partners.
The objective is to get to know, coordinate with, and train with local partners in advance of an incident and to develop mutual aid and/or assistance agreements for support in response to an incident.

ii. Leading and encouraging local leaders to focus on preparedness by participating in planning, training and exercises.

iii. Supporting participation in local mitigation efforts within the jurisdiction and as appropriate, with the private sector.

iv. Understanding and implementing laws and regulations that support emergency management and response.

v. Ensuring that local emergency plans take into account the needs of:
   – The jurisdiction, including persons, property, and structures.
   – Individuals with special needs, including those with service animals.
   – Individuals with household pets.

vi. Encouraging residents to participate in volunteer organizations and training courses.

vii. Authorize the Village Manager to enter into contracts for emergency response and recovery, as recommended by the Village Manager or designee.

e) Local leaders also work closely with their Members of Congress during incidents and on an ongoing basis regarding local preparedness capabilities and needs. Members of Congress play an important, ongoing role in supporting their constituents for effective local response and emergency planning. Members often help local leaders understand the Federal resources that are available to prepare for incidents. Especially during high-consequence events, many citizens traditionally contact Members for assistance or information on Federal response policies and assistance. The Department of Homeland Security (DHS) recognizes a special obligation to provide Members representing affected areas with timely information about incidents that involve Federal response.

2. Village Emergency Manager

a) The Village Emergency Manager has the day-to-day authority and responsibility for overseeing emergency management programs and activities. He or she works with chief elected and appointed officials to ensure that there are unified objectives with regard to the jurisdiction’s emergency plans and activities. This role entails coordinating all aspects of the jurisdiction’s capabilities.

b) The Village Emergency Manager coordinates all components of the local emergency management program, to include assessing the availability and readiness of local resources most likely required during an incident and identifying and correcting any shortfalls.

c) Other duties of the Village Emergency Manager may include the following:
i. Coordinating the planning process and working cooperatively with other local agencies and private-sector organizations.

ii. Developing mutual aid and assistance agreements.

iii. Coordinating damage assessments and any applicable State and FEMA recovery processes during and post an incident.

iv. Advising and informing local officials about emergency management activities during an incident.

v. Developing and executing public awareness and education programs.

vi. Conducting exercises to test plans and systems and obtain lessons learned.

vii. Involving the private sector, volunteer organizations, and NGOs in planning, training, and exercises.

3. Department and Agency Heads

a) The Village Emergency Manager is assisted by, and coordinates the efforts of, employees in departments and agencies that perform emergency management functions within the Village. Department and agency heads collaborate with the Village Emergency Manager during development of local emergency plans and provide key response resources.

Participation in the planning process ensures that specific capabilities (e.g., firefighting, law enforcement, emergency medical services, public works, planning and development, utilities, parks and recreation, information technology, environmental and natural resources agencies) are integrated into a workable plan to safeguard the community.

b) These department and agency heads and their staffs develop, plan, and train to internal policies and procedures to meet response and recovery needs safely. They should also participate in interagency training and exercises to develop and maintain the necessary capabilities.
VILLAGE OF ISLAMORADA

VOLUME 1: BASIC PLAN
I. INTRODUCTION

A. GENERAL

The Office of Emergency Management (OEM) is within the Department of Fire Rescue (IFR). OEM assumes responsibility for the development and implementation of all emergency management activities for the Village.

This plan outlines those responsibilities and establishes a framework for emergency management planning and response to: prevent emergency situations; reduce vulnerability during disasters; establish capabilities to protect residents from the effects of crisis; respond effectively and efficiently to actual emergencies; and provide for rapid recovery from any emergency or disaster that affects the Village’s interests.

B. Purpose

The purpose of the Comprehensive Emergency Management Plan (CEMP) is to provide uniform policies and procedures for the effective coordination of actions necessary to prepare for, protect against, recover from and mitigate natural or manmade disasters, which might affect the health, safety, or general welfare of individuals residing in or visiting the Village. The CEMP is designed to accomplish the following:

1. Minimize suffering, loss of life, personal injury, and damage to property resulting from hazardous or emergency conditions.
2. Provide a framework for a comprehensive emergency management system, which addresses all aspects of emergency preparedness, response, recovery, and mitigation.
3. Minimize disaster related material shortages and service system disruptions, which would have an adverse impact on the residents and visitors of the Village.
4. Provide immediate relief and promote short-term and long-range recovery following a disaster.
5. Establish uniform emergency management policies and procedures within Village organizations that are consistent with Monroe County and the State of Florida.
6. Assure that all Village organizations are aware of their responsibilities in mitigating, preparing for, responding to, and recovering from disasters.

C. REFERENCE AND SUPPORTING PUBLICATIONS

The following documents and publications referenced in this plan are intended to support planning and operational assumptions. The documents or portions thereof listed below may be referenced within this CEMP and shall be considered part of the requirements of this document. Additionally, these referenced documents and publications serve as baseline methodologies.

- National Incident Management System (NIMS)
- National Response Framework (NRF)
- National Disaster Recovery Framework
- Florida Comprehensive Emergency Management Plan
• Monroe County Comprehensive Emergency Management Plan
• FEMA Comprehensive Preparedness Guide (CPG) 101
• FEMA Threat and Hazard Identification and Risk Assessment Guide 201
• The Robert T. Stafford Disaster Assistance and Emergency Relief Act
• Florida Continuity of Operations Plan
• Florida Recovery Plan

D. SCOPE
The CEMP is designed for use in all natural and man-made disasters. The plan:

1. Establishes policies and procedures under which the Village government will operate in response to disasters and emergencies.
2. Addresses the various types of emergencies and disasters which could occur, and procedures for disseminating warnings and supplementary instructions regarding such events.
3. Establishes direction and control responsibilities for conducting disaster response and recovery operations.
4. Specifies the responsibilities of elected and appointed local government officials, department directors and other responding agencies.
5. Provides a framework for expeditious, effective and coordinated employment of Village resources.
6. Outlines procedures for requesting county, state, and federal assistance when the magnitude of a disaster has exhausted local resources.
7. Establishes a framework for long-term recovery and mitigation efforts following a disaster.

E. Methodology

1. The Village Fire Rescue (and Emergency Management) Department as represented on the Emergency Operations Center (EOC) Organizational Chart participated in the planning to produce this document.
2. CEMP correspondence, records of training and the distribution list are maintained separately. EM will ensure any changes are provided to departments on the distribution list. Departments will be responsible to actually make the changes to the plans in their custody.

F. Plan Organization
The CEMP is composed of the following elements:
1. **The Basic Plan** consists of the
   a. Introduction;
   b. Situation;
   c. Concept of Operations;
   d. Responsibilities;
   e. Continuity of Government, Line of Succession
   f. Financial and Administrative Management;
   g. Training and Exercises;
   h. Public Awareness and Education; and
   i. References.

2. **Functional annexes** form the basis of disaster response activities embodied in the plan are devoted to a specific Disaster Management Function.

3. **Appendices** which provide specific information and plans related to emergency management activities in the Village.

**G. Situations**

The Village has identified specific hazards that have the potential to disrupt day-to-day activities and/or cause extensive property damage, personal injury, and/or casualties. Emergency management preparedness activities and planning efforts will focus on those disasters that have occurred in the past and have the potential for reoccurrence.

**H. Assumptions**

1. Initial responsibility for disaster response and recovery operations within the Village is the responsibility of Village government officials.

2. The Village maintains authority for emergency management operations within Village limits, and commits all available resources to save lives; minimize personal injury and property damage.

3. If Village resources are insufficient, assistance may be sought from mutual aid agreements, pre-positioned contracts and/or county sources following a Village declaration of emergency. In the event resources may not be obtained through local means or established MOAs, contracts, etc., request for State assistance will be submitted through the Monroe County EOC or the Monroe County Emergency Management Department. The County Emergency Management Department shall support the Village in its efforts to secure appropriate declarations, when necessary.

4. If Monroe County resources are insufficient, assistance would be sought from state sources after the Monroe County Emergency Policy Group has issued a declaration of a state of local emergency and the county requests such assistance.
5. If Monroe County and state resources are insufficient to cope with a disaster, the Governor will request federal assistance through a Presidential Emergency or major disaster declaration.

I. Prepare

1. Preparedness is essential for effective response. This section discusses the seven essential activities for responding to an incident: plan, organize, train, equip, exercise, and evaluate and improve.

   a) Plan

   Planning makes it possible to manage the entire life cycle of a potential crisis, determine capability requirements and help stakeholders learn their roles. It includes the collection and analysis of intelligence and information, as well as the development of policies, plans, procedures, mutual aid and assistance agreements, strategies and other arrangements to perform missions and tasks. Planning also improves effectiveness by clearly defining required capabilities, shortening the time required to gain control of an incident and facilitating the rapid exchange of information about a situation.

   b) Organize

   Organizing to execute response activities includes developing an overall organizational structure, strengthening leadership at each level, and assembling well-qualified teams of paid and volunteer staff for essential response and recovery tasks. The National Incident Management System (NIMS), adopted by the Village, provides standard command and management structures that apply to response. This common system enables responders from different jurisdictions and disciplines to work together to respond to incidents.

   c) Equip

   Local, state, and federal jurisdictions need to establish a common understanding of the capabilities of distinct types of response equipment. This facilitates planning before an incident, as well as rapid scaling and flexibility in meeting the needs of an incident. A critical component of preparedness is the acquisition of equipment that will perform to established standards, including the capability to be interoperable with equipment used by other jurisdictions and/or participating organizations.

   d) Train

   Building essential response capabilities within the Village requires a systematic program to train individual teams and organizations – to include governmental, nongovernmental,
private-sector and volunteer organizations – to meet a common baseline of performance and certification standards. Professionalism and experience are the foundation upon which successful response is built. Rigorous, ongoing training is thus imperative.

e) **Exercise**

Exercises provide opportunities to test plans and improve proficiency in a risk-free environment. Exercises assess and validate proficiency levels. They also clarify and familiarize personnel with roles and responsibilities. Well-designed exercises improve interagency coordination and communications, highlight capability gaps, and identify opportunities for improvement.

f) **Evaluate and improve**

Evaluation and continual process improvement are cornerstones of effective preparedness. Upon concluding an exercise, the Village should evaluate performance against relevant capability objectives, identify deficits, and institute corrective action plans. Improvement planning should develop specific recommendations for changes in practices, timelines for implementation and assignments for completion.

J. **Readiness to Act**

1. **Effective response requires readiness to act balanced with an understanding of risk.** From individuals, households, and communities to local, tribal, state, and federal governments, local response depends on the instinct and ability to act. A forward-leaning posture is imperative for incidents that have the potential to expand rapidly in size, scope, or complexity, and for no-notice incidents.

2. **Once response activities have begun, on-scene actions are based on NIMS principles.** To save lives and protect property and the environment, decisive action on scene is often required of responders. Although some risk may be unavoidable, first responders can effectively anticipate and manage risk through proper training and planning.

3. **Command, single or unified, is responsible for establishing immediate priorities** for the safety of not only the public, but the responders and other emergency workers involved in the response, and for ensuring that adequate health and safety measures are in place. The Incident Commander should ensure that each incident has a designated safety officer who has been trained and equipped to assess the operation, identify hazardous and unsafe situations, and implement effective safety plans.

4. **Acting swiftly and effectively requires clear, focused communication and the processes to support it.** Without effective communication, a bias toward action will be ineffectual at best, likely perilous. An effective response relies on disciplined processes, procedures, and systems to communicate timely, accurate and accessible information on the incident’s cause, size, and
current situation to the public, responders, and others. Well-developed public information, education strategies, and communication plans help to ensure that lifesaving measures, evacuation routes, threat and alert systems and other public safety information are coordinated and communicated to numerous diverse audiences in a consistent, accessible and timely manner.

K. Response

1. Once an incident occurs, priorities shift from building capabilities to employing resources to save lives, protect property and the environment, and preserve the social, economic, and political structure of the jurisdiction. Depending on the size, scope, and magnitude of an incident, municipalities and counties, states, and in some cases, the Federal Government will be called to action.

a) GAIN AND MAINTAIN SITUATIONAL AWARENESS

Baseline Priorities: Situational awareness requires continuous monitoring of relevant sources of information regarding actual and developing incidents. The scope and type of monitoring vary based on the type of incidents being evaluated and needed reporting thresholds. Critical information is passed through established reporting channels according to established security protocols. Priorities include:

- Providing the right information at the right time.
- Improving and integrating interagency reporting.
- Linking operations centers and consulting subject-matter experts.

b) ACTIVATE AND DEPLOY RESOURCES AND CAPABILITIES

Baseline Priorities: When an incident or potential incident occurs, responders assess the situation, identify and prioritize requirements, and activate available resources and capabilities to save lives, protect property and the environment, and meet basic human needs. In most cases, this includes development of incident objectives based on incident priorities, development of an Incident Action Plan (IAP) by the Village Incident Management Team (IMT), and development of support plans by the appropriate participating entities. Key activities include:

- Activating people, resources, and capabilities.
- Requesting additional resources and capabilities.
- Identifying needs and pre-positioning resources.

Village Actions: In the event of, or in anticipation of, an incident requiring a coordinated response, the Village will:
• Identify staff for deployment to the Emergency Operations Center (EOC), which should have standard procedures and call-down lists to notify department and agency points of contact.

• Work with emergency management officials to take the necessary steps to provide for continuity of operations.

• Activate the Village EOC Incident Management Team (IMT) as required. The Village EOC IMT is the incident management organization made up of the command and general staff members and appropriate functional units of an Incident Command System organization. The level of training and experience of the IMT members, coupled with the identified formal response requirements and responsibilities of the IMT, are factors in determining the “type,” or level, of the IMT.

• If additional activation of specialized response teams is required, the Village IMT may activate and deploy specialized teams including search and rescue teams, crime scene investigators, public works teams, hazardous materials response teams, public health specialists, or veterinarians/animal response teams.

• Activate mutual aid and assistance agreements as required.

• If there is county-wide event requiring the activation of the County EOC, dispatch Village representative/liaison to the County EOC.

c) COORDINATE RESPONSE ACTIONS

Baseline Priorities: Coordination of response activities occurs through response structures based on assigned roles, responsibilities, and reporting protocols. Critical information is provided through established reporting mechanisms. The efficiency and effectiveness of response operations are enhanced by full application of the NIMS with its common principles, structures, and coordinating processes. Specific priorities include:

• Managing emergency functions.

• Coordinating initial actions.

• Coordinating requests for additional support.

• Identifying and integrating resources and capabilities.

• Coordinating information.

Specific response actions will vary depending upon the scope and nature of the incident. Response actions are based on the objectives established by the Village IMT. Response actions include, but are not limited to:

• Warning the public and providing accessible emergency public information.

• Coordinating with MC EOC, implementing evacuation and sheltering plans that include provisions for special needs populations and household pets.

• Sheltering evacuees in pre-identified locations by Monroe County EM, physically accessible shelters and providing food, water, and other necessities to meet the needs of all people, including persons with disabilities and other special needs.
• Performing search and rescue.
• Treating the injured.
• Providing law enforcement and investigation.
• Controlling hazards (extinguishing fires, containing hazardous materials spills, etc.)
• Ensuring responder safety and health.

**Village Actions:** Within the Village, NIMS principles are applied to integrate response plans and resources across jurisdictions and departments and with the private sector and NGOs. The county and neighboring communities play a key role in providing support through a framework of mutual aid and pre-position assistance agreements. These agreements are formal documents that identify the resources that the Village will need, where applicable, and are willing to share during an incident. Such agreements should include:

• Definitions of key terms used in the agreement.
• Roles and responsibilities of individual parties.
• Procedures for requesting and providing assistance.
• Procedures, authorities, and rules for allocation and reimbursement of costs.
• Notification procedures.
• Protocols for interoperable communications.
• Relationships with other agreements among jurisdictions.
• Treatment of workers’ compensation, liability, and immunity.
• Recognition of qualifications and certifications.

While the State of Florida typically acts as the conduit between the federal and local governments when federal assistance is supporting a local jurisdiction, there are certain instances in which federal partners may play an active role in a unified command. For example, wildfires on federal land or oil spills are activities for which certain federal departments or agencies may have authority to respond under their own statutes and jurisdictions.

The State of Florida provides the majority of the external assistance to affected communities, where requested. The state is the gateway to several government programs that help communities prepare. When an incident grows beyond the capability of the Village, and responders cannot meet the needs with mutual aid and assistance resources,
the Village EM will contact the county to request additional available resources. Should these additional resources be exhausted, County EM will request State assistance through applicable Mission Requests.

d) DEMOBILIZE

Demobilization is the orderly, safe, and efficient return of a resource to its original location and status. Demobilization should begin as soon as possible to facilitate accountability of the resources and be fully coordinated with other incident management and response structures.

**Village Actions:** Village IMT demobilization planning and activities should include:

- Provisions to address and validate the safe return of resources to their original locations.
- Processes for tracking resources and ensuring applicable reimbursement.
- Accountability for compliance with mutual aid and assistance provisions.

e) Recovery

i. **Once immediate lifesaving activities are complete, the focus shifts to assisting individuals, households, critical infrastructure, and businesses in meeting basic needs and returning to self-sufficiency.** Even as the immediate imperatives for response to an incident are being addressed, the need to begin recovery operations emerges. The emphasis upon response will gradually give way to recovery operations. Recovery actions are taken to help individuals return to normal. Depending on the complexity of this phase, recovery and cleanup efforts involve significant contributions from all affected jurisdictions.

1) **Short-term Recovery** is immediate and overlaps with response. It includes actions such as providing essential public health and safety services, restoring interrupted utility and other essential services, reestablishing transportation routes, and providing food and shelter for those displaced by the incident. Although called “short term,” some of these activities may last for weeks.

2) **Long-term Recovery** may involve some of the same actions but may continue for a number of months or years, depending on the severity and extent of the damage sustained. For example, long-term recovery may include the complete redevelopment of damaged areas.

ii. Recovery from an incident is unique to the Village and depends on the amount and kind of damage caused by the incident and the resources that the Village has ready or can quickly obtain.

iii. In the short term, recovery is an extension of the response phase in which basic services and functions are restored. In the long term, recovery is a restoration of both the personal lives of individuals and the livelihood of the Village. Recovery can
include the development, coordination, and execution of service- and site- restoration plans; reconstitution of government operations and services; programs to provide housing and promote restoration; long-term care and treatment of affected persons; and additional measures for social, political, environmental, and economic restoration. Recovery programs:

- Identify needs and resources.
- Provide accessible housing and promote restoration.
- Address care and treatment of affected persons.
- Inform residents and prevent unrealistic expectations.
- Implement additional measures for community restoration.
- Incorporate mitigation measures and techniques, as feasible.

II. SITUATION

A. Geographical, Climatological and Topographical Characteristics

1. Islamorada, Village of Islands lies within Monroe County, Florida in the “Upper” Florida Keys. The corporate boundaries of the Village are from the West end of the Channel Two Bridge (approximately Mile Marker 72.5) to the West end of the Tavernier Creek Bridge (approximately Mile Marker 90.8), including the entire islands of Plantation Key, Windley Key, Upper Matecumbe Key, Lower Matecumbe Key, and Teatable Key, and all land filled in between the islands, all connected by U.S. One, Overseas Highway; all of the above within Monroe County, Florida.

2. The Village and the county are considered coastal communities due to their location and proximity to large water bodies. The Village has a land area of approximately 18 linear miles or 3,900 acres. As of the 2010 census, Islamorada, Village of Islands has a population of 6,119 residents; while Monroe County has a population of 73,090.

3. Over two million tourists annually visit through the Keys. On an average, 10 – 12% visit and stay in Islamorada. (source Monroe County Tourist Development Council)

4. U.S. Highway 1 extends the entire length of the Village and is the only main transportation corridor. There are eight (8) bridges; one of them is a draw bridge.

5. The Florida Keys are situated within the subtropical region of the Western hemisphere. Because of its proximity to the Gulf Stream and the Gulf of Mexico, the Keys have a mild tropical-maritime climate where the average summer and winter temperatures rarely differ more than 10 degrees. Average high annual temperature in Islamorada is 82 degrees (F) and average low is 70 degrees (F). Average annual rainfall is 40 inches.

6. The terrain is generally flat with a shallow water table. The elevation in the county ranges from sea level to 10 feet above sea level, which makes the Village and most of the county especially vulnerable to storm surge flooding from any tropical cyclone. (See Appendix I)
7. Islamorada Emergency Management provides planning and preparedness for, and coordination of, response activities for events that threaten the health and safety of Islamorada, Village of Islands residents and visitors and that may damage property and affect the economy within the Village.

B. Hazard Analysis

1. Hurricanes and Tropical Storms

   a) Because of its unique geographical location and configuration, Florida is the most hurricane-prone state in the country. Hurricanes are the greatest natural disaster threat to the Village. The hurricane of record for the 20th century in the Village was in 1935 when a Category 5 hurricane directly impacted the Village, causing more than 400 deaths.

   The 1935 Labor Day hurricane was the strongest tropical cyclone during the 1935 Atlantic hurricane season, and one of the most intense hurricanes to make landfall in the U.S. in recorded history. The second tropical cyclone, second hurricane, and second intense hurricane of the season marked the most destructive Atlantic hurricane of the United States; and it was the first of three Category 5 hurricanes the United States endured during the 20th century (the other two being 1969’s Hurricane Camille and 1992’s Hurricane Andrew). After forming as a weak tropical storm east of the Bahamas on August 29 it slowly proceeded westward and became a hurricane on September 1. It underwent rapid intensification before striking the upper Florida Keys on September 2. The storm continued northwest along the Florida west coast after landfall, weakening before landfall near Cedar Key on September 4.
The compact and intense hurricane caused extreme damage in the upper Florida Keys as a storm surge of approximately 18 to 20 feet affected the region. The hurricane’s strong winds destroyed most of the buildings in the Islamorada area, and many World War I veteran workers were killed by the storm surge. Portions of the Key West Extension of the Florida East Coast Railway were severely damaged or destroyed.

The hurricane left a path of near destruction in the Upper Keys, centered on what is today Islamorada, Village of Islands. Nearly every structure was demolished; some bridges and railway embankments were washed away. The links — rail, road, and ferry boats — that chained the islands together were broken. The Islamorada area was devastated, although the hurricane’s destructive path was narrower than most tropical cyclones. Its eye was eight miles (13 km) across and the fiercest winds extended 15 miles (24 km) off the center, less than 1992’s Hurricane Andrew, which was also a relatively small and catastrophic Category 5 hurricane.

Craig Key, Long Key, and Upper Matecumbe and Lower Matecumbe Keys suffered the worst.

The maximum sustained wind speed at landfall is estimated to have been near 160 mph. Recent re-analysis studies conducted by the NOAA Hurricane Research Division (HRD), however, suggest that the maximum sustained winds were more likely around 185 mph at landfall. A landfall intensity of 185 mph with an 892 mbar pressure would be plausible as 2005’s Hurricane Wilma had a similar pressure and winds. The recorded central pressure was reported as 26.35 inHg. This was the record low pressure for a hurricane anywhere in the Western Hemisphere until surpassed by Hurricane Gilbert in 1988 and Hurricane Wilma in 2005. (Source: Wikipedia)

b) Other notable Hurricanes that affected the Village were Hurricane Donna, 1961, Hurricane Betsy 1965, Hurricane Inez 1966, Hurricane Georges 1998, and Hurricane
Wilma 2005. Altogether, more than 35 hurricanes and tropical storms have passed within 60 miles of the Village since 1871, which equates to an occurrence every 3.78 years.

**Category 3 – 5** hurricanes that passed within 60 miles of the Village

**Storm Summary Information:**

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<td>1945</td>
<td>Not Named</td>
<td>4</td>
<td>120</td>
<td>951</td>
</tr>
<tr>
<td>1960</td>
<td>Donna</td>
<td>4</td>
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</tr>
<tr>
<td>1965</td>
<td>Betsy</td>
<td>3</td>
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<tr>
<td>1992</td>
<td>Andrew</td>
<td>5</td>
<td>150</td>
<td>922</td>
</tr>
</tbody>
</table>

All recorded hurricanes that have passed within 60 miles of the Village

c) The 2004 and 2005 hurricane seasons were unprecedented in modern times in the State of Florida. 2004 Hurricanes Charley, Frances, Ivan and Jeanne, as well as Tropical Storm Bonnie, all hit Florida within a 48 day span, the most tropical activity in one state in 120 years. All four hurricanes either threatened or came close to striking the Village. Both
West Coast storms, Charley and Ivan, were projected to directly impact our Village as they approached Florida. However, Charley made landfall near Port Charlotte and Ivan passed to our west and impacted the northern Gulf Coast. Both of these storms made landfall as Category 4 hurricanes. Frances and Jeanne caused substantial damage with flooding, extensive amount of debris and significant power outages, though no winds were recorded in the hurricane force category.

The 2005 Atlantic hurricane season was the most active Atlantic hurricane season in recorded history, repeatedly shattering numerous records. Of the storms that made landfall, five of the season's seven major hurricanes—Dennis, Emily, Katrina, Rita, and Wilma—were responsible for most of the destruction for the U.S. The Village was directly impacted by Dennis, Katrina, Rita and Wilma and received FEMA Public Assistance, mostly for debris removal.
d) The three major hazards produced by a hurricane are storm surge, high winds, and rainfall.

i. **Storm Surge** is the rise in water level in coastal areas caused by the wind and pressure forces of a hurricane. The more intense the hurricane, the higher the surge will be. The output of the National Oceanic and Atmospheric Administration (NOAA) storm surge prediction model (SLOSH) shows that storm surge height of 15 feet or more above sea level could impact certain coastal and river areas under a “worst case” Category 5 hurricane.

(See Appendix L)
ii. The **High Winds** of a hurricane also present significant dangers to the populace. This hazard especially applies to structures unable to withstand the stress and uplift forces from hurricane force winds (ranging from 74 to more than 155 miles per hour).

Structures most vulnerable to hurricane force winds are mobile homes and substandard housing. In addition, hurricane winds can create hazardous conditions from flying glass from high-rise buildings as well as homes unprotected by shutters or plywood boarding.

iii. **Rainfall** varies with hurricane size, forward speed, and other meteorological factors. Residents must be aware of flooding that may result from a hurricane, especially along low-lying areas. Heavy rainfall may continue after a storm loses hurricane status. The rainfall associated with a hurricane is from 6 to 12 inches on average, with higher amounts common. Typically within the Village and county island chain, flooding from rain is minimal due to runoff.

2. **Tornadoes**

   a) Florida ranks third in the United States in tornado occurrences and ranks first when considering tornadoes per square mile. During the period 1959-1995, tornadoes killed 82 Floridians, injured 2,562, and caused approximately $535 million in property damage.

   b) Tornadoes in Florida are difficult to predict and appear with little or no warning. Instantaneous destruction occurs when a funnel cloud touches down over land and becomes a tornado. When a funnel cloud touches down over water, it is a waterspout. Most Florida, particularly in the Keys, tornadoes are small and short-lived and only touch the ground briefly. They cause localized destruction that is difficult to protect against. Downbursts accompanying thunderstorms can also cause similar damage.

3. **Flooding**

   The greatest threat comes from hurricane storm surge that can cause widespread damage throughout the Keys. This is most notable with U.S. Highway 1 exposures, bridges and their approaches and any non-elevated structure. Localized flooding from rainfall can adversely affect specific inland sections of the Village. Localized flooding from strong thunderstorms is common during the summer rainy season and occurs annually.

4. **Thunderstorms**

   a) Florida is one of the most thunderstorm-prone states in the nation, and the Village and county are no exception. Thunderstorms provide rainfall that is generally beneficial, however, the associated damage from lightning, wind, and flooding is prevalent. High winds from thunderstorms can cause damage to structures and lightning can cause fires and disable electrical power equipment.

   b) The Village has experienced thunderstorms that were classified severe, resulting in many power outages and some reports of minor damage. (Note: A thunderstorm is classified "severe" when one or more of the following hazardous conditions occur: winds greater than 57 miles per hour, hail 3/4" in diameter or greater, or a tornado develops.)
c) Florida leads the nation in lightning deaths and injuries. Lightning killed 362 people and injured 1,241 people in Florida during the period 1959-1995. Lightning is often called the underrated killer. In an average year, more people die from lightning nationwide than from all hurricanes and tornadoes combined. Lightning may strike people directly or it can cause death and injury from fires it initiates.

5. Airplane Crash

The Village has a private airstrip located on Plantation Key and several rotor wing and ultralight landings throughout the Village. Over the last 10 years, there have been several light or minor aviation crashes within or in proximity of the Village. In addition, a U.S. Coast Guard base is located in the Village and is frequented by large rotor wing military airframes.

6. Hazardous Materials

The threat from hazardous materials exists in two forms. The first is from fixed facilities; the second is from materials transported within or through the Village.

a) One of the largest potential threat areas is the Liquid Petroleum Gas (LPG) storage yard, which stores and handles large quantities LPG on a daily basis. This site has several large bulk storage tanks and hundreds of smaller consumer storage tanks on site as well as a transfer station for mobile service vehicles.

b) U.S. Highway 1 is the only transportation corridor between the mainland and Key West. Consequently, U.S. Highway 1 runs the entire length through the center of the Village. According to recent studies, there are 600+ commercial trucks a day (one-way), 23,000 trips per day across Snake Creek Bridge or, 8 million +/- annually. This transportation corridor has numerous commercial hazardous material trucks that transport their products through U.S.1.

In addition, the military transports their goods and products through the Village to and from the Key West Naval Base without any DOT required identification.

c) The movement of hazardous material for commercial and government use by air, boat and vehicle occurs on a daily basis within the Village. Possible emergency situations include: exposure to radioactive materials; seepage or spillage of toxic chemicals or gasses; explosives that damage large areas, or set off chain reactions of fires or explosions; and fires involving chemicals. In general, hazardous materials could include:

- Munitions used by the military
- Radioactive materials used by medical facilities, industry or hospitals
- Highly flammable jet fuels
- Herbicides and pesticides
- Petroleum and related products
- Natural and propane gas
- Chemicals and allied products
d) The Village is within the Ingestion Exposure Pathway, Emergency Planning Zone (EPZ), of the nearest nuclear reactor located at Turkey Point, Southeast Miami-Dade County. The Ingestion Exposure Pathway (EPZ) has a radius of about 50 miles from the reactor site. Predetermined protective action plans are in place for this EPZ and are designed to avoid or reduce dose from potential ingestion of radioactive materials. These actions are coordinated with Monroe County Emergency Management and include a ban of contaminated food and water in the extremely unlikely event it would be needed.

7. Coastal Oil Spill

The Keys and specifically the Village are vulnerable to minor and major coastal oil spills from both the Atlantic Ocean and Florida Bay. A spill could cause significant ecological and economic damage to shoreline and beaches as well as the local tourist industry and fishing industry of the Village. This was evident during the Deepwater Horizon oil spill in the Gulf of Mexico which flowed for three months in 2010, and is the largest accidental marine oil spill in the history of the petroleum industry.

The spill stemmed from a sea-floor oil gusher that resulted from the April 20, 2010, explosion of Deepwater Horizon, which drilled on the BP-operated Macondo Prospect. The explosion killed 11 men working on the platform and injured 17 others. On July 15, 2010, the leak was stopped by capping the gushing wellhead after it had released about 4.9 million barrels of crude oil. An estimated 53,000 barrels per day escaped from the well just before it was capped. It is believed that the daily flow rate diminished over time, starting at about 62,000 barrels per day and decreasing as the reservoir of hydrocarbons feeding the gusher was gradually depleted. On September 19, 2010, the relief well process was successfully completed, and the federal government declared the well "effectively dead".

The spill caused extensive damage to marine and wildlife habitats and to the Gulf’s fishing and tourism industries. However, due to the “Loop Current” in the Gulf of Mexico the oil spill never reached the Florida Keys.

Skimmer ships, floating containment booms, anchored barriers, sand-filled barricades along shorelines, and dispersants were used in an attempt to protect hundreds of miles of beaches, wetlands, and estuaries from the spreading oil. Scientists also reported immense underwater plumes of dissolved oil not visible at the surface as well as an 80-square-mile "kill zone" surrounding the blown well. In late November 2010, 4,200 square miles of the Gulf were re-closed to shrimping after tar balls were found in shrimpers' nets. By July 9, 2011, roughly 491 miles of coastline in Louisiana, Mississippi, Alabama and Florida remained contaminated by BP oil, according to a NOAA spokesperson.

Additionally, the Village has been actively participated in the South Florida Area Contingency Plan and work group that provides for coordinated response by federal, state, local and NGOs forces to discharges of oil and hazardous substances.

8. Terrorism
The South Florida region is home to two Urban Area Security Initiative (UASI) cities (Miami and Fort Lauderdale) who work together with the State of Florida's Regional Domestic Security Task Force to protect, prevent, prepare, respond, and recover from terrorist threats. The (UASI) was created in response to the terrorist attacks of 9/11 to provide funds to selected urban areas to assist them in building an enhanced and sustainable capacity to prevent, respond to, and recover from threats or acts of terrorism. The UASI Grant Program addresses the unique equipment, training, planning, and exercise needs of large high threat urban areas. Program activities must involve coordination by the identified Village, counties, and the respective State Administrative Agency (SAA).

The UASI program brought federal, state, local, and regional first responders together to develop projects to enhance South Florida capabilities to address the terrorism threat. The UASI funding has been allocated to jurisdictions across the region to include Miami, Fort Lauderdale, Miami Beach, West Palm Beach, Broward County, Miami-Dade County, Palm Beach County, and Monroe County as well as many other jurisdictions within this region.

Monroe County and specifically the Village are considered to be a minimum terrorist threat. However, our county is considered an exposure county from any incident involving weapons of mass destruction (WMD) by a terrorist organization using chemical, biological, or nuclear substances, which is a distinct possibility in light of the contemporary worldwide terrorist threat.

9. **Wildfires and Brush Fires**
   
   During prolonged dry periods, fire hazard is increased in those areas of the Village having stands of trees and grass areas. The scenario, especially in concert with below normal water supplies, could present a substantial hazard to the community.

10. **Extreme Temperature**
   
   The Christmas freeze of 1989 showed the vulnerability of this area to extremely cold weather. This freeze caused widespread and prolonged power outages throughout the State of Florida. Although not as serious a threat as the cold weather scenario, hot weather conditions in the summer, especially when combined with drought conditions, could adversely affect the electrical power in the state. Such conditions can cause problems with regard to public safety, health and welfare.

11. **Mass Immigration/Migration**
   
   The Florida Keys and subsequently the Village are subject to large immigrant migration impacts from Cuba. A large-scale immigration event could impact the services the Village provides, and is envisioned to be a major impact throughout southeast Florida. The county has a Mass Migration Plan and the Village has coordinated with the county for any eventuality.
The Village has experienced many immigration events that were small in nature. However, in 1980 the Mariel Boatlift was a mass exodus of Cubans who departed from Cuba's Mariel Harbor for the United States between April 15 and October 31.

The event was precipitated by a sharp downturn in the Cuban economy which led to internal tensions on the island and an offer for up to 10,000 Cubans to gain asylum in the Peruvian embassy.

The Cuban government subsequently announced that anyone who wanted to leave could do so, and an exodus by boat started shortly afterward. The exodus was organized by Cuban-Americans with the agreement of Cuban President Fidel Castro. The exodus started to have negative political implications for U.S. President Jimmy Carter when it was discovered that a number of the exiles had been released from Cuban jails and mental health facilities. The Mariel boatlift was ended by mutual agreement between the two governments involved in October 1980. By that point, as many as 125,000 Cubans had made the journey to Florida.

In 1994, the Cuban economy was in dire straits after the collapse of the Soviet Union. Cuba President Fidel Castro threatened to encourage another exodus of refugees, a second Mariel in protest of the U.S. economic embargo against the island.

The U.S. government’s response was to use interdiction at sea and the “wet-foot, dry-foot” policy to discourage Cubans from leaving. The U.S. Coast Guard and Border Patrol agents intercepted roughly 35,000 Cubans in the year leading up to the policy’s implementation.

Any such immigration event would greatly impact and sharply limit day to day Village and county services.

NOTE: Currently, the President of the U.S. and his administration, has started high-level negotiations with Cuba in an effort to begin “normalization” between the U.S. and Cuba. It is still unclear what impacts, if any, will occur to the Florida Keys as a result of these endeavors.

12. Disease and Pandemic Outbreaks

The United States and all political subdivisions are subject to an incursion of various infectious diseases. Such outbreaks could be widespread and involve more than one municipality or political jurisdiction requiring close coordination with health officials at local, state, and federal levels.

13. Events/Public Gatherings

Large public events lend themselves to being the targets of terrorist activity or civil disturbances. The Village and other county entities host several community/civil events open to the general public. One of the largest events is the annual Upper Keys Rotary Nautical Flea Market. These public assemblies are often an impact to the limited municipal services. In most cases, the event sponsor must coordinate with the government officials to minimize impacts to day to day municipal services.
14. Major Transportation Incidents

U.S. Highway 1 is the only transportation corridor between the mainland and Key West. Consequently, U.S. Highway 1 runs the entire length through the center of the Village. According to recent studies, there are 600+ commercial trucks a day (one-way), 23,000 trips per day across Snake Creek Bridge or, eight (8) million +/- annually. This transportation corridor has numerous commercial hazardous material trucks that transport their products through U.S. Highway 1. In addition, the military transports their goods and products through the Village to and from the Key West Naval Base without any DOT required identification.

A major transportation incident on U.S. Highway 1 is a distinct possibility and could cause significant problems, especially if combined with a terrorist act or hazardous materials incident. This would be a greater threat to the eight (8) bridges, one of them a draw bridge, within the Village and to the 40+ bridges through the county. Any impact to U.S. Highway 1 or to its bridges would impact the Village in some way.

15. Critical Infrastructure Disruption

Critical infrastructure failure or disruption could occur in any jurisdiction with Islamorada being no exception. Impacts to water, power, gas, or communications systems would negatively affect the residents/businesses within the Village. This type of incident could potentially occur in any geographical area of the Village and last for a significant period of time. Damage to the utility infrastructure, such as that seen during a hurricane event, could result in prolonged periods of outages and restoration of essential service.

16. Other Target Hazards and Critical Facilities

“Target Hazards” are those occupancies or processes which if destroyed, in part or in whole, could cause major loss of life or potential environmental or economic impact.

"Critical facilities" are those structures from which essential services and functions for victim survival, continuation of public safety actions, and disaster recovery are performed or provided.

The Village does contain many of these target hazards and critical facilities.

- U.S. Highway 1 transportation corridor
- 7 fixed bridges
- 1 draw bridge
- 4 schools
- 20+ marinas
- 8+ large resorts
- 41 hotel resorts
III. CONCEPT OF OPERATIONS

A. General

1. To make certain the Village has systems and processes to ensure that incident managers at all levels share a common operating picture of an incident, the Village has adopted and integrated the National Incident Management System (NIMS) and the Incident Command System by Resolution 04-09-48. (Appendix F)

The Village has incorporated the NIMS standardized procedures for managing personnel, communications, facilities and resources, which will improve the Village's ability to utilize federal funding to enhance readiness, maintain first responder safety, and streamline incident management processes.
2. The Village’s emergency management program addresses the four integral components of emergency management: **Preparedness, Response, Recovery, and Mitigation.** This CEMP addresses these components in detail.

   a) **Preparedness** activities are conducted before a disaster occurs in an effort to build emergency management capabilities. It involves the actions taken to proactively develop and update emergency plans. Preparedness planning seeks to anticipate problems and project possible solutions to minimize disaster damage. After plans are developed, they must be trained to and exercised, which serves to validate the systems and processes identified in the plans. Public education is also an ongoing preparedness activity that involves raising overall hazard awareness levels of a community’s citizens and stakeholders.

   Response activities provide emergency assistance to save lives, preserve property and protect the environment. The goal of emergency responders is to reduce the probability of additional injuries or damage, and to start the recovery process as soon as possible.

   The Incident Command System (ICS) components of NIMS are already an integral part of various incident management activities throughout the state, county and surrounding local response agencies, including all public safety and emergency response organizations’ training programs.

   To provide the highest levels of incident management, the Village has institutionalized and uses the ICS to manage all emergencies including disaster or applicable preplanned events, including the consistent application of Incident Action Planning. This will facilitate the utilization of standardized terminology, standardized organizational structures, uniform personnel qualification standards, uniform standards for planning, training, and exercising, comprehensive resource management, and designated incident facilities during emergencies or disasters.

   Additionally, the Village will coordinate and support emergency incident and event management through the development and use of integrated multi-agency coordination systems (MACs), i.e. develop and maintain connectivity capability between local Incident Command Posts (ICP), local 911 Centers, local Emergency Operations Centers (EOCs), the state EOC and regional and federal EOCs and NRP organizational elements.

   Furthermore, the Village will institutionalize, within the framework of ICS, the Public Information System (PIS), comprising of the Joint Information System (JIS) and a Joint Information Center (JIC), where applicable.

   b) **Recovery** is the phase of emergency management that continues until all systems return to normal or as close to normal as possible. The steps involved in any recovery effort following a disaster are usually expressed in terms of being short or long term. Short-term recovery focuses on restoring vital utilities and life support systems (e.g., power, water, sanitation, and communications), transportation infrastructure, the removal of debris,
and the assessment of damage. Long-term efforts begin after some degree of stabilization has been attained and focus on restoring public facilities and infrastructure.

c) **Mitigation** activities normally occur before a disaster, or directly following. Such activities include amending zoning and land development regulations for structures and buffers, conducting fire inspections, and storm-proofing critical facilities. The primary purpose for mitigation is to eliminate or reduce the probability of a disaster, such as a flood. It will include action to postpone, dissipate or lessen the effects of the disaster.

i. Islamorada Emergency Management developed this emergency management plan as a core set of functional processes, for the highest priority of emergency response and recovery management for Islamorada, Village of Islands. Each emergency situation may have unique issues and priorities, and as such, OEM has adopted a multi-hazard approach to establishing an emergency response and recovery organization encompassing key Village departments and external agencies and entities that are involved in emergency response and recovery.

ii. This plan sets forth the operating concepts and integration processes for effective coordination and control during emergency response. It provides for a smooth transition to restoration of normal services, and the implementation of programs for recovery of community viability. The concept for emergency operations in the Village calls for a coordinated effort and graduated response by personnel and equipment from Village departments and other support agencies in preparation for, and in response to local disasters.

iii. The Village bears the initial responsibility for disaster response and recovery operations within its jurisdiction. When the Village’s resources are inadequate, assistance will be requested from pre-positioned contracts, the county, state, and federal government. To ensure an adequate and timely response by emergency personnel and the maximum protection and relief to citizens of the Village before, during, and after a disaster, the concept also provides for:

1) Preparing for and mitigation of natural and manmade disasters.
2) Early warning and alerting of citizens and officials.
3) Reporting of all natural disasters between levels of government.
4) Establishment and activation of the Village’s Emergency Operations Center (EOC) and the Incident Command System (ICS) organization for command and control of emergency response forces.
5) Movement of citizens from the Village and surrounding areas from danger areas to shelters or safe areas and the return of evacuees when authorized by the appropriate authorities after the disaster danger has passed.
6) Use of increased readiness conditions and response checklists for hurricanes.
7) Damage assessment reports and procedures.
8) Search and rescue operations and procedures.
9) Debris clearing operations and procedures.
10) Recovery operations.

3. The Village EOC will be activated for all incidents requiring a significant dedication of resources and/or extraordinary inter-department and multi-jurisdictional coordination outside the realm of normal day to day emergency situations responded to by law enforcement, fire and emergency medical service agencies.

4. The Village’s Emergency Operations Center (EOC) and the Incident Command System (ICS) organization, under the leadership of the Village Emergency Manager, will manage the Village’s response to major emergencies or disasters.

**ISLAMORADA VILLAGE of ISLANDS**

**UNIFIED COMMAND for DISASTER RESPONSE**

5. The Village is a signatory to the Statewide Mutual Aid Agreement. If resources within the Village are insufficient for disaster response and recovery operations, mutual aid will be requested from the County EOC. *(See Appendix G)*

6. During disaster operations, numerous private sector and private nonprofit organizations provide resources for the Village upon request of the County EOC, the Village Emergency Manager or Village EOC Organization. These include the American Red Cross, Salvation Army, Community Emergency Response Teams (CERT), various church-related groups, Chamber of Commerce, etc. Many of these groups will participate in relief supply activities conducted at various locations throughout the Village where applicable.

**B. Disaster Levels**

F.S. § 252.34 defines a disaster as any natural, technological, or civil emergency that causes damage of sufficient severity and magnitude to result in a declaration of a state of emergency by a county,
the Governor, or the President of the United States. F.S. § 252.34 also identifies disasters by the severity of resulting damage, as follows:

1. **Catastrophic Disaster** - one that requires massive state and federal assistance, including immediate military involvement.

2. **Major Disaster** - one that will likely exceed local municipal and county capabilities and require a broad range of state and federal assistance.

3. **Minor Disaster** - one that is likely to be within the response capabilities of local municipality and county government and to result in only minimal need for state or federal assistance.

4. **Emergency** - Any occurrence, or threat thereof, whether natural, technological, or manmade, in war or in peace, which results or may result in substantial injury or harm to the population or substantial damage to or loss of property.

C. **Organization**

1. **Normal – Islamorada, Village of Islands**

   Islamorada, Village of Islands is a string of subtropical islands eighteen miles long with a population of 6,119 residents. The Village consists of four Keys; Plantation Key, Windley Key, Upper Matecumbe Key and Lower Matecumbe Key. The Village derives its municipal powers from a charter granted by the legislature of the State of Florida on December 31, 1997. The Village operates under the Council-Manager form of government. The governing body of the Village consists of a five member Village Council, each of whom is elected for a two year term. The Village Council determines policy, adopts local legislation, approves the Village’s budget, sets taxes and fees, and appoints the Village Manager, Village Attorney and members of various boards and committees. The day to day operations of the Village are under the leadership of the Village Manager.

   The Village provides a wide variety of services, including; general government administration; building and code enforcement; planning and zoning; public safety (fire protection, emergency medical services, emergency management and law enforcement); public works; parks and recreation (parks maintenance, recreational activities, cultural events, and related facilities); and solid waste collection. In addition, the Village operates a recreational marina, a wastewater utility and a stormwater utility as enterprise funds.

2. **Normal – Monroe County**

   Monroe County is the southernmost county in Florida and the United States. It is made up of the Florida Keys and portions of the Everglades National Park and Big Cypress National Preserve. These parks are mostly uninhabited mainland areas. Most known are the Florida Keys with its string of islands connected by U.S. Highway 1, which ends in Key West, 150 miles southwest of Miami.
In total area Monroe County is comprised of 3,737 square miles. The Florida Keys proper are an elongated, curved bow like chain of low lying islands over 220 miles in length. They extend from the southeastern tip of the Florida peninsula to the Dry Tortugas and lie between the Gulf of Mexico and the Atlantic Ocean. Key West is the largest of the islands in the chain with a natural deep water harbor. The Keys are islands of rock and sandy beaches are not common. Just miles offshore on the Atlantic side of the Keys is the only living coral reef in the continental United States. No point in the Keys is more than four miles from water.

Because Monroe County only has one highway, accessibility to the county seat (Key West) is time consuming and difficult. Other county government offices are located in Marathon and Key Largo to handle basic public government functions.

A Board of County Commissioners (BOCC) consisting of five elected officials, with one acting as chairman (Mayor), administers Monroe County. The County Administrator is appointed by, and reports to, the Board of County Commissioners.

3. **Emergency – Islamorada, Village of Islands**

   a) **Declaration of Emergency**

   The Mayor may request state assistance or invoke emergency-related mutual-aid assistance by declaring a “State of Local Emergency” in the event of an emergency affecting Islamorada, Village of Islands. The duration of each state of emergency declared locally is limited to 7 days; it may be extended, as necessary, in 7 day increments. (See Appendix E)

   b) **Plan Activation**

   When a major or catastrophic emergency has occurred or is imminent, the Village Mayor may issue a declaration of a “State Local of Emergency”. Such an action will activate immediately all portions of this plan. In the absence of a state of local emergency, the Emergency Management Director, through the Village Manager, may activate portions of this plan in accordance with the appropriate levels of mobilization to facilitate response readiness or monitoring activities.

   i. Under emergency conditions, the Village transforms to a specialized disaster response organization as explained below.

   ii. Pursuant to the Village Charter, the Village Mayor, presides at the meetings of the council and shall be recognized as the head of village government for service of process, ceremonial matters, and the signature or execution of ordinances, contracts, deeds, bonds, and other instruments and documents.

   Islamorada, Village of Islands, a political subdivision of Monroe County, is vested with certain authority in regard to emergency management pursuant to F.S. § 252, State Emergency Management Act. One aspect of such authority is the power to declare a "State of Local Emergency". With regard to the powers to declare a state of local emergency, to order an evacuation, to order re-entry, and to declare a termination of the state of emergency, that authority has been authorized by Village
To the Village Mayor, Vice Mayor or in his/her absence the Village Manager.

In order to establish certain overarching response and recovery policies, the Mayor, Village Manager or the Village Emergency Manager may call together the Executive Policy Group (EPG) comprised of the following officials:

**Village Executive Policy Group**
- Mayor
- Village Manager
- Village Attorney (as needed)
- Fire Chief / Emergency Manager
- Police Chief / MCSO District Commander
- Other Officials as deemed necessary

**Note 1:** The Executive Assistant to the Village Manager or Village Clerk will attend all Village EPG meetings to formally record procedures and decisions.

**Note 2:** The Village Attorney will attend upon request or as needed.

**Note 3:** In the absence of the Mayor, the Village Vice Mayor shall serve as EPG Chair. In the absence of the Village Council Chair, the Village Manager shall serve as EPG Chair. No quorum is needed to exercise the authority delegated, but action shall be taken by majority vote of those members present.

In pursuit of emergency duties, the Village Manager shall utilize all available resources of Village government as reasonably necessary to cope with the situation. This authorization includes:

1) Performing public work and taking prudent action to ensure the health, safety, and welfare of the community.

2) Make immediate expenditures to cope with the emergency.

3) Entering into contracts.

4) Incurring obligations.

5) Employing permanent and temporary workers.

6) Utilizing volunteer workers.

7) Renting equipment.

8) Acquiring and distributing, with or without compensation, supplies, materials, and facilities.

9) Appropriating and expending public funds.

4. The **Village Emergency Manager (Village EM)** will be responsible for full activation of this plan and for directing preparedness, response, recovery and mitigation operations. In addition, the Village EM is responsible for maintaining the Village EOC operational readiness.
The Emergency Manager will ensure that appropriate standard operating guidelines and checklists are developed and available to support this plan.

a. The Village EOC Operations Group is comprised of the Village department directors and/or representatives necessary to ensure complete, functional operations to support the Emergency Manager.

b. Each Village department will ensure that appropriate Standard Operating Procedures are developed and available to guide their respective activities during disaster response and recovery operations. The Village EOC Operations Group will provide expert advice and services to the Village Executive Policy Group (EPG), as required.

5. Emergency – Countywide:

Under emergency conditions, the county transforms to a disaster response organization as explained below.

a) The BOCC, as the governing body of Monroe County, a political subdivision of the State of Florida, is vested with certain authority with regard to emergency management pursuant to Chapter 252, Florida Statutes. One aspect of such authority is the power to declare a "State of Local Emergency".

b) During a state of local emergency, the Monroe County BOCC will implement appropriate portions of the emergency management ordinance (e.g. price gouging, curfew, restrictions on sale of certain items, etc.).

c) The Monroe County Emergency Management Department and County Policy Group formulate general policy during declared disasters.

d) With regard to the other powers conferred by Chapter 252, once an emergency has been declared, all remaining authority under paragraph 252.38 (6) (e) is delegated to the County Administrator and Emergency Manager for emergency operations. This authority pertains to:
   1) Performing public work and taking prudent action to ensure the health, safety, and welfare of the community.
   2) Make immediate expenditures to cope with the emergency
   3) Entering into contracts.
   4) Incurring obligations.
   5) Employing permanent and temporary workers.
   6) Utilizing volunteer workers.
   7) Renting equipment.
   8) Acquiring and distributing with or without compensation supplies, materials, and facilities.
   9) Appropriating and expending public funds.

e) The Monroe County EM Director will be responsible for full activation of the County CEMP and for directing preparedness, response, recovery and mitigation operations.
f) In pursuit of emergency duties, the EM Director shall utilize all available resources of county government as reasonably necessary to cope with the situation. This authorization includes the authority to make immediate expenditures to cope with the emergency.

g) The Monroe County Policy Group will assist the County Director of EM as required and will ensure the cooperation and coordination of personnel and agencies under their jurisdiction.

h) The Monroe County EOC Operations Group is comprised of representatives of the various governmental and non-governmental agencies necessary to ensure a complete and functional operations staff to support the County Director of EM. They will provide liaison between the Monroe County EOC and their respective agencies. They will provide expert advice and services to the Monroe County Policy Group and the Monroe County Emergency Manager as required.

i) The Monroe County Director of EM is responsible for maintaining the operational readiness of the Monroe County EOC. The County EM Director will ensure all appropriate Standard Operating Procedures (SOP) and checklists, which will be implemented during disasters, are developed and available to support this plan. Each agency designated as a member of the Monroe County EOC Operations Group will also ensure that appropriate SOPs are developed and available to guide their activity during disaster response and recovery operations.

j) When applicable and/or requested, the Village will provide a Village Liaison to locate within the County EOC during emergencies to coordinate activity between Monroe County and the Village.

6. Village Incident Management Team and Emergency Support Functions (ESFs)

a) Coordination of disaster response and recovery activity coordination will be facilitated by the Village EOC Incident Management Team (IMT). The Village may use ESFs, where applicable, to align Village and county response and recovery activities with the county and state. Each ESF will have a primary Village department designated based on their orientation, capabilities, and resources. Other departments will be designated as “support” within each ESF.

b) A brief description of each of the ESFs that may or may not be implemented, follows.

- **ESF #1 – Transportation**: Provides coordination of transportation support to Village departments, other government and private agencies, and voluntary organizations requiring transportation to accomplish disaster evacuation, response, and recovery missions.

- **ESF #2 – Communications**: Provides coordination of telecommunications support necessary to conduct disaster response and recovery operations, including the restoration of downed communications systems.

- **ESF #3 - Public Works and Engineering**: Provides public works and engineering support in restoration of critical public services, roads and utilities. Includes the areas of debris clearance and disposal, temporary construction of emergency access routes, restoration of critical public services, restoration of water and waste water systems.
• **ESF #4 – Firefighting**: Detects and suppresses fires resulting from, or occurring coincidentally with, a disaster.

• **ESF #5 - Information and Planning**: Collects, analyzes, and disseminates appropriate information on emergency operations which facilitates decision-making in response and recovery operations.

• **ESF #6 - Mass Care and Shelter**: Coordinates efforts to provide sheltering, feeding, and emergency first aid.

• **ESF #7 - Resource Support**: Locates, procure and provides required resources in support of emergency operations.

• **ESF #8 - Health and Medical Services**: Provides a coordinated response to public health and medical needs following a disaster.

• **ESF #9 - Search and Rescue**: Locates, rescues, and provides immediate medical treatment to victims who are lost, isolated, or trapped as a result of a disaster.

• **ESF #10 - Hazardous Materials**: Responds to an actual or potential release of hazardous materials.

• **ESF #11 - Food and Water**: Identifies, secures, and arranges for the transportation and distribution of food and water to disaster victims.

• **ESF #12 – Energy**: Coordinates the restoration of energy systems and availability of petroleum products for response and recovery operations.

• **ESF #13 – Liaison**: Provide liaison support for external agency coordination.

• **ESF #14 - Public Information**: Coordinates and disseminates appropriate information to the public during emergency operations.

• **ESF #15 - Volunteers and Donations**: Coordinates the effective utilization of disaster volunteers and donated goods during response and recovery operations. Manages the Village’s relief supplies reception and distribution system.

• **ESF #16 - Law Enforcement**: Coordinates law enforcement activities during evacuation, response, and recovery operations to include law and order, traffic control, security, and reentry operations.

• **ESF #17 - Animal Services**: Coordinates animal protection activities for both small and large animals to include emergency medical care, evacuation, rescue, temporary confinement, shelter, food and water, identification for return to owners and disposal of dead animals.

• **ESF #18 - Business & Industry**: Collects information on economic injury in order to assist the process of determining if Village businesses are eligible for federal disaster assistance. Coordinates business access for damage assessment activities, securing property, and recovery functions. Maintains inventory of available lodging rooms within the Village, prior to and after emergency event.

7. Internal EOC Operations
a) The Village EOC IMT members represent Village departments that have varied incident management responsibilities in response and recovery operations. Village EOC Organization IMT representatives can commit resources of their respective organizations and act as a conduit for tasks passed from the EOC to their departments. Accordingly, EOC Organization IMT representatives are directly responsible to the Village Incident Management Policy Group.

b) The Village EOC has adopted the Incident Command System (ICS) as its management structure. All necessary ESFs will be managed under one (or more) of the four management sections: Operations, Planning, Logistics and Finance/Administration. In addition, Command Staff positions of Safety, Public Information and Liaison will also be activated. Each ESF acts as a functional group within the ICS structure. The Incident Manager will provide assistance to the areas in these groupings. The Planning Section will facilitate transmission of requests and information between all Sections.

8. Response and recovery periods tend to overlap. Organizationally, the Village EOC will operate similarly for both response and recovery operations. As additional departments are needed on the Village EOC Organization, they will be phased into the Village EOC IMT.

9. Mitigation Activities: On a day-to-day basis, the Village coordinates mitigation activities through its various departments and Village wide programs. Disaster related mitigation
activities would be carried out through the same emergency management system as structured for response and recovery.

D. Direction and Control

1. The Village EOC serves as the centralized direction and control point for all major disasters or large emergencies, when applicable. The Emergency Manager provides direction for Village disaster operations and manages emergency operations with the assistance of the EOC IMT. Members of the EOC IMT maintain continual contact with their departments to ensure proper coordination of all disaster response and recovery operations.

![Emergency Management System Diagram]

2. The following are a list of broad position specific responsibilities for the Village IMT:

a) COMMAND:

   i. **Incident Commander** - Single Incident Commander - Most incidents involve a single Incident Commander. In these incidents, a single person commands the incident response and is the decision-making final authority. *Primary Responsibility: Fire & Police.*

   ii. **Unified Command** - A Unified Command is used on larger incidents usually when multiple agencies are involved. A Unified Command typically includes a command representative from major involved agencies and one from that group to act as the spokesman, though not designated as an Incident Commander. A Unified Command acts as a single entity.

   iii. **Area Command** - During multiple-incident situations, an Area Command may be established to provide for Incident Commanders at separate locations. Generally, an Area Commander will be assigned - a single person - and the Area Command will operate as a logistical and administrative support. Area Commands usually do not include an Operations function.
b) **COMMAND STAFF:**

   i. **Safety Officer** - The Safety Officer monitors safety conditions and develops measures for assuring the safety of all assigned personnel. **Primary Responsibility: Fire & Police.**

   ii. **Public Information Officer** - The Public Information Officer (PIO or IO) serves as the conduit for information to and from internal and external stakeholders, including the media or other organizations seeking information directly from the incident or event. While less often discussed, the Public Information Officer is also responsible for ensuring that an incident’s Command Staff are kept apprised as to what is being said or reported about an incident.

      This allows public questions to be addressed, rumors to be managed, and ensures that other such public relations issues are not overlooked. **Primary Responsibility: Village Manager’s Office.**

   iii. **Liaison Officer** - A Liaison serves as the primary contact for supporting agencies assisting at an incident. **Primary Responsibility: Village Manager’s Office.**

   

   c) **GENERAL STAFF:**

   i. **Operations Section Chief** - The Operations Section Chief is tasked with directing all tactical actions to meet the incident objectives and conducts the Operations Briefing. **Primary Responsibility: Fire & Police.**

   ii. **Planning Section Chief** - The Planning Section Chief is tasked with the collection and display of incident information, primarily consisting of the status of all resources and overall status of the incident. Develops the Incident Action Plan and conducts the Planning Meeting. **Primary Responsibility: Planning and Development Services Department.**
iii. **Logistics Section Chief** - The Logistics Section Chief is tasked with providing all resources, services, and support required by the incident. *Primary Responsibility:* Public Works & Parks and Recreation Departments.

iv. **Finance/Administration Section Chief** - The Finance/Admin. Section Chief is tasked with tracking incident related costs, personnel records, requisitions, and administrating procurement contracts required by Logistics. *Primary Responsibility:* Village Clerk & Finance and Administration Departments.

3. The Logistics Section will coordinate any required operational, logistical and administrative support needs of EOC IMT personnel and will coordinate and provide support needs for response personnel in the field and is assisted by the Emergency Manager, if required.
4. The Village EOC is activated and managed by the Emergency Manager or designee. When activated, designated members of the Village IMT will provide representation at the Village EOC. Under activation status, departments will ensure designated Village EOC positions are staffed on a 24-hour basis. Twelve-hour shifts, with shift changes at 7 a.m. and 7 p.m. will be followed for major events. Eight-hour shifts, with shift changes at 7 a.m., 3 p.m. and 11 p.m. will be followed for special, non-emergency events. Deviations to this schedule must be cleared with the Emergency Manager and Village Manager.

5. The Village EOC may be activated at different levels, see Appendix B, depending on the status of the emergency or disaster situation:

a) **Level 4 – Normal Operations.** Situational awareness which takes place on a daily basis.

b) **Level 3 - Monitoring phase.** Notifications made to select Village EOC IMT members as deemed appropriate.

c) **Level 2 - Partial Village EOC activation.** Core group and others will respond as required in the Village EOC. The total Village EOC Organization is alerted. The Village EOC is under extended hours of operations (possible 24 hours).

d) **Level 1 - Full Village EOC activation.** The total Village EOC Organization is in the Village EOC at 24-hour operations.
6. **Messages and Information Flow**
   
a) The Village EOC has an established message control system, which is managed by the Village IMT Planning Section’s Situation Unit.

   b) Actions that must be worked in the Village EOC will originate from various sources including the general public, response agencies in the field, other municipal, county or state agencies, etc. Actions that originate from the public will be routed to the EOC Planning Section, located in the Village EOC.

   c) Outgoing Messages: Copies of messages directing the commitment of resources or personnel in the field or other command centers will be made available to the Section Chief and the information passed on to the EOC Incident Manager by the agency directing the action.

   d) The EOC Incident Manager is responsible to ensure Village EOC Organization members are provided necessary information through individual contact or by announcements.

7. Communications systems used during emergency operations to support the direction and control system includes landline and cellular telephone and radio systems.

8. The Village will provide one or more representatives/liaisons to serve on the Monroe County EOC to coordinate activities between county and Village response and recovery elements. These representatives will be appointed by the Village Manager.

9. During an actual or imminent major disaster, the Village Emergency Manager or Village Manager will initiate an emergency meeting of the Village EPG and recommend such actions as a declaration of a “State of Local Emergency” and any necessary Evacuation Order. All executive orders or proclamations issued by the Village EPG shall indicate the nature of the disaster, the area or areas threatened, and the conditions creating the disaster or threat. The contents of such orders shall be promptly disseminated to Monroe County Emergency Management and the Village general public.

10. **Local Disasters**

    As a result of a localized disaster such as a tornado, flooding, fire or HAZMAT, the Village EM, or designee, will activate portions of this plan as required to meet the emergency situation. The principle of graduated response will be used in dealing with a localized disaster. The initial response will come from emergency personnel and equipment located within the Village and may involve local mutual aid, where applicable. Additional resources can be brought to bear by the Village EOC if the situation warrants.

11. **Major Disaster**

    a) While a local disaster may occur in a specific section of the Village, a major disaster like a hurricane can affect the entire South Florida area. The destructive nature of the disaster will require a coordinated response between each level of government and other
response agencies in the Village. The Mayor may activate portions of this plan in preparation for a major disaster.

b) Evacuation of one municipality or county will critically affect, and be affected by, the concurrent evacuation of adjacent counties. Continuous communication and coordination between the municipalities and counties of the South Florida Region are imperative to ensure an efficient, effective evacuation of the vulnerable areas. Of primary importance is the exchange of information between municipal and county decision-makers, through their EOC concerning scenario identification and timing for issuance of evacuation orders.

c) Emergency transportation may be provided to assist during evacuation. Buses, ambulances and special vehicles will be needed to evacuate the Special Needs population.

d) Plans include procedures to assist the elderly and disabled during any mass evacuation.

e) Re-entry into damaged areas will be strictly controlled. Response and recovery operations will be coordinated by the Village EOC. As the recovery process continues, the various response departments at their normal operating locations may assume coordination of longer-term recovery activities as directed by the Village IMT and under applicable IAPs.

12. Village Department SOPs

All Village departments mentioned in this plan will operate in accordance with their authorized standard operating procedures. All departments will develop plans and procedures to support concepts and activities reflected in this plan.

13. On-Scene Incident Command System

a) This section addresses the “On-Scene” incident management elements. During a major emergency or disaster, where the Village EOC is activated, the Incident Manager / Incident Commander would be located within the Village EOC along with the other IMT Section Chiefs.

In this case, operations would be managed by the Operations Section Chief and applicable “On-Scene” Branches, Divisions/Groups, Strike Teams, Task Forces and/or Single Resources, which would be established where needed and identified within the Incident Action Plan (IAP).

b) Under events when the Village EOC is activated, the Incident Manager will coordinate as required with appropriate emergency support functions through the Village EOC/IMT. The Village manages disasters using the ICS through the Village EOC/IMT. ESFs are considered in coordination with the County and State EOCs. Conversely, the Village EOC will not typically establish and use ESFs to manage disasters within the Village EOC.

c) Effective and efficient command of an incident is essential to prevent loss of life, decrease the extent of injuries and to limit the amount of property damage. A structured National Incident Management System (NIMS), well understood by responding agencies in advance, will ensure well-coordinated operations at a disaster scene.
d) All responder departments must adopt and follow the NIMS concept in order for it to be effective. Further, each department is responsible to plan and train for their assigned areas of response or support.

e) The department to assume Incident Commander (IC) will be determined by the type of incident encountered. For example, the IC for a fire or hazardous materials incident will be Village Fire Rescue; the IC for a terrorism incident will be Village Police / Monroe County Sheriff’s Department, etc.

f) Command of an incident will be assumed by the first officer on the scene and passed to another officer upon arrival, if deemed necessary. Command should never be changed unless qualified by skill set and capability. The IC should be the most knowledgeable of that type of incident, not necessarily the most senior.

g) The IC must assign officers to assist with the various functions necessary to deal with an incident. A traditional ICS chain of command structure must be implemented.

14. Notification and Warning

a) Warning for an emergency requires action on two levels: warning officials and organizations and warning the general public. The Emergency Manager will determine the extent and method of warnings. The scope of a warning can range from Village and/or countywide for an event like a hurricane to a limited area of the Village for a hazardous materials incident.

b) The Monroe County Emergency Management has responsibility for maintaining the county warning points.

   i. Primary - Monroe County Sheriff’s Dispatch Center, which is also responsible for fire and ambulance dispatch within the unincorporated county and municipalities (except for Key West and the Community of Ocean Reef), serves as the county's 24-hour warning point.

   ii. The Monroe County EOC possesses the capability to operate on a self-sufficient basis for an extended period of time. It has a fixed generator with a fuel tank on site. It also has limited cooking and sleeping capabilities on site.

15. Response Actions

a) The Village EPG is responsible for declaring a state of local of emergency and issuing evacuation orders for the Village. These actions will be considered by the EPG based on recommendations from the Emergency Manager or his representative.

b) Monroe County EPG is responsible for declaring a state of local emergency and issuing evacuation orders for the county. These actions will be considered by the Monroe County EPG based on recommendations from the Monroe County Director of EM or representative.
c) The Village EOC will be the central direction and control facility for the Village disaster response and recovery operations. Under the direction of the Emergency Manager, the Village EOC IMT will control all aspects of response and recovery activities. The Village EOC IMT consists of representatives from all Village departments. Coordination between departments will be conducted within the Village EOC.

d) **Evacuation for a Localized Disaster**

i. The principle of graduated response applies to actions taken if a localized disaster causes evacuations from threatened areas. Any evacuation during a localized disaster will be dictated by the situation and by the decision of the Incident Commander based upon the threat to the areas adjacent to the disaster site. The decision and order for a local evacuation will be made by the Incident Commander within the Village and authorization will be coordinated with the Village Manager and Village Mayor.

ii. During localized evacuation situations, requests for outside assistance will be made through Incident Commander. This assistance may include, but is not limited to, the opening of selected shelters, emergency transportation, activation of search and rescue units and requests for specialized personnel or equipment. All outside assistance will be coordinated through the on-scene ICP.

e) **Large Scale Evacuation**

i. There are no major tropical cyclone (Cat 3, 4 or 5 hurricane) shelters located within the county or Village. Because there are no public shelters for this scenario, any threat of a major tropical cyclone (Cat 3, 4 or 5 hurricane) would necessitate a countywide evacuation, to include all visitors and residents of the Village, to the mainland.

ii. Primarily during a threat from a major tropical cyclone (Cat 3, 4 or 5 hurricane) and when, in the judgment of Monroe County Emergency Management, or his/her representative, an approaching hurricane or other emergency presents a threat to Monroe County, the Monroe County EPG will, if deemed appropriate, issue a declaration of a state of local emergency.

As recommended by Monroe County Emergency Management, the Monroe County EPG may issue an Evacuation Order concurrently with this Declaration or may defer the Evacuation Order to a later time.

iii. Countywide evacuations may be phased by geographical zones and population (non-residents, special needs, low-lying areas, mobile homes, parks, etc.).

iv. If a Countywide evacuation from a major tropical cyclone is disrupted and/or the evacuation is blocked or halted due to impending severe weather or other unavoidable issue, the Village has identified “Refuges of Last Resort” to direct evacuees into these buildings in order to save lives as a last-minute effort.

**NOTE:** These are locations used as a last resort to provide refuge for evacuees that may have otherwise been stranded along evacuation routes within hazard
impact areas. Refuges of Last Resort are not shelters and have no food, security, or guarantee of protection.

iv. As the need becomes apparent, the Village or County Emergency Management will announce the locations of refuges of last resort to motorists by all available means necessary including news media, programmable road signs, etc.

v. If necessary during an impending disaster, the Monroe County School Board, or if designated by the Board, the Superintendent of Schools, in coordination with Monroe County Emergency Management, will order the closing of public schools. Public schools will be closed based on consultation with Monroe County Emergency Management.

vi. Threats to the county from a tropical cyclone of Category 1 or 2 will necessitate the opening of county shelters. These shelters are managed by the county and are primarily located in the county schools.

For the Village, the primary shelter is:

- Coral Shores High School
  MM 89.5 - 89901 Overseas Highway
  Plantation Key, Florida, 33070
  CAPACITY: 236

vii. Responsibility for closing of businesses during actual or impending disasters rests with individual business management. However, businesses located within an area ordered to be evacuated by the Mayor or an Incident Commander for impending danger during a localized disaster must be evacuated.

f) Evacuation Routes:

i. Evacuation routes are coordinated between Monroe County and Florida Department of Transportation. The primary evacuation route is U.S. Highway 1, which transverses linear east and west within the county.

ii. Within the Village, they are a few locations where Old U.S. Highway 1 exists where traffic can be re-routed, if necessary. However, this limited road is within close proximity and does parallel U.S. Highway 1.

iii. Individuals evacuating out of the area will use these routes as their primary means of egress. Individuals evacuating to shelters will use the most direct route from their area to their shelters.

iv. In the event of closure of any portion of the evacuation route, law enforcement personnel will redirect traffic to alternate routes as appropriate.

v. During a major hurricane threat, to ease traffic congestion, non-residents and residents in low-lying areas will be advised or ordered by Monroe County EM, through the media, to consider leaving as early as possible before a mandatory evacuation order begins.

g) Traffic Control
i. To maintain a continuous flow of traffic, both internally and on the evacuation routes leading out of the Village, MCSO has established Traffic Control Points. Traffic Control Points are designated at critical intersections and choke points through the Village. MCSO will provide the necessary personnel at each Traffic Control Point. Locations of Traffic Control Points are maintained by MCSO.

ii. There are several inherited “choke points” along U.S. Highway 1 within the Village that require on-scene traffic management. MCSO and state law enforcement personnel will provide security and traffic control along traffic routes. MCSO will also coordinate emergency vehicles for evacuation routes to assist evacuees with vehicle problems or, if necessary, to move them to a safe area.

h) Emergency Transportation

i. Evacuees who require transportation assistance may use public transportation provided through Monroe County Emergency Management. Public transportation will assist evacuees who cannot drive and have no other means of transportation. All evacuees using emergency bus service will be taken to designated shelters. Buses will also be made available to return to the evacuated areas after the hurricane.

ii. Evacuation of Special Needs (medical attention/ bedridden/ handicapped persons), who are registered with Monroe County, will be provided by MCEOC and MC Social Services. Transportation and medical requirements will be considered in establishing procedures to move these citizens to a Special Needs shelter, either on the mainland or within the county for Tropical Storms (if called for) or a low Cat 1 hurricane only or to the home of a relative or friend by prior arrangement by the individuals concerned. Shelter care for Special Needs clients is administered by the Monroe County Department of Health.

i) Re-Entry

i. MCEOC will coordinate with all of the county municipalities to allow re-entry to evacuated areas and to declare a termination of a declaration of emergency. In all likelihood, reentry will be a gradual process depending on extent of damage in various areas of the Village. In all damaged areas, re-entry will not be allowed until the area has been deemed safe by the affected municipality and unincorporated areas of the county. Within the Village damaged areas, the Village Incident Manager will make recommendations to the MCEOC when the areas are safe as determined by the Village.
ii. The Village IMT is tasked with the responsibility of planning, coordinating, and directing Village’s re-entry and security operations of the affected area(s) using Monroe County Sheriff’s Office (MCSO) to accomplish the assignment.

j) **State Assistance**

i. As authorized under FSS 252 (2), the Village shall coordinate their activities with those of the county emergency management agency. The Village and each municipality must coordinate requests for state or federal emergency response assistance with MCEOC. This requirement does not apply to requests for reimbursement under federal public disaster assistance programs.

ii. When a disaster is beyond the capabilities of Village and county resources to respond, the Monroe County EOC will request assistance from the state. The State EOC will coordinate assistance provided to the county. The state has organized various capabilities to assist counties impacted by a disaster.

iii. State Emergency Response Team (SERT). The SERT is comprised of all or a partial group of State Emergency Coordinating Officer (SECO), representing 18 ESFs. These SECOs are empowered to carry out the missions that are assigned by their ESF. Assistance requests from counties are forwarded to the State EOC to the various ESF groups. A SERT Liaison Officer, typically a DEM area coordinator or non-impacted local emergency management coordinator, will be dispatched to a county threatened by or experiencing a large-scale emergency or disaster. The SERT Liaison Officer will provide ongoing assessments and relay local recommendations or resource requests to the State EOC. As the emergency situation develops, additional SERT representatives may be deployed to the impacted county to provide additional support and assistance.

iv. All requested state assistance must be requested through the County EOC.

k) **Federal Assistance**

i. If a disaster is of such magnitude and severity that the resources within the state are inadequate to successfully respond, the Governor will request federal assistance through FEMA to the President of the United States. Once authorized by the President, the federal government provides assistance through the Federal Response Plan.

ii. FEMA may pre-deploy a FEMA Liaison Officer to the State EOC, and deploy an Emergency Response Team (ERT) Advanced Element when a Presidential declaration appears imminent.

iii. Under a presidential declaration, the federal government provides assistance through counterpart federal ESFs and the ERT. The federal/state one-on-one liaison will remain in effect in the State EOC throughout the entire federal response operation.

l) In the event of a disaster, one or more Joint Information Center (JIC) may be set up, within the Village, other municipalities or the county. The JIC will be staffed with public affairs representatives from local, state and federal response agencies. The purpose of the JIC is
to ensure the coordinated, timely and accurate release of information to the news media and to the public about disaster related activities.

m) Availability of emergency workers during disaster response and recovery operations is a factor that must be considered by all emergency response organizations. All such organizations must take all necessary initiatives to ensure availability of their work force. This includes taking active steps to facilitate the safety and welfare of workers' families.

n) After any large-scale disaster, the Village EOC will conduct a critique. All agencies participating will be represented. All participants will present deficiencies and lessons learned. An after action report will be written by OEM and distributed to all applicable agencies. Follow-up actions will be made through applicable avenues.

IV. RESPONSIBILITIES

A. General

In the Village, emergency management encompasses all organizations with emergency/disaster functions, rather than one single agency or department. The Village’s emergency management program includes organizations involved to build, sustain and improve Village capabilities to prepare for, protect against, respond to, recover from and mitigate all hazards.

Under the all hazards approach to emergency management, response to all disasters requiring EOC activation will be conducted as described in Section III and under the responsibilities designated in this Section. For any disasters, which exceed the capabilities of Village and Monroe County, the County EOC will request state and federal support through the State EOC.

Additionally, the Village has entered into and maintains disaster response and recovery contracts and other joint agreements to retain available resources and any necessary surge capacities. These agreements and contracts are references in Appendix L: Standby Contract Activation

B. Village, County, State and Federal Responsibilities

1. National emergency management organizations, as well as the Florida Comprehensive Emergency Management Plan make recommendations for certain village, county, state and federal responsibilities with regard to emergency management.

   a) The Village is responsible to:

      i. Maintain an emergency management program that is designed to avoid, reduce and mitigate the effects of hazards through the enforcement of policies, standards and regulations.

      ii. Maintain an emergency management program at the Village level involving all government, private and volunteer organizations which have responsibilities in the comprehensive emergency management system within the Village.
iii. Maintain a disaster management plan, which supports and outlines the laws, authorities and functions of each organization involved in the Village’s emergency management structure, and that supports the Monroe County CEMP.

iv. Maintain adequate staffing levels to prepare, train, and exercise the Village’s staff to meet the needs of emergency prevention/preparedness, response, recovery and mitigation operations.

v. Maintain and operate a dedicated, functional Emergency Operations Center (EOC), to encompass all-hazards through incident management to include command, control, communications, computing, and intelligence operations necessary. Ensure a constant state of readiness and 24 hour operation of the Village’s emergency operations center.

vi. Establish one or more secondary emergency operating centers to provide continuity of government and control of emergency operations.

vii. Ensure effective consolidation of emergency management and homeland security operations to facilitate increased interagency information sharing, proper appropriation of resources, and accurate understanding of all threats confronting the Village.

viii. Ensure all departmental emergency plans are in sync with target capabilities outlined within the national standards for emergency management.

ix. Ensure that municipal response agencies provide an effective response to disasters/emergencies within geographical boundaries.

x. Coordinate municipal emergency response and recovery activities with Monroe County EOC and applicable county departments or agencies.

xi. Provide 1-3 representatives to County EOC during actual disasters and exercises for close coordination with Monroe County EOC.

xii. Ensure appropriate municipal employees are trained for disaster operations.

xiii. Ensure adequate alerting and warning systems are in place to warn the general public and municipal employees of impending disaster situations.

xiv. Issue state of local emergency and evacuation orders where necessary in localized emergencies and coordinate such activities with Monroe County EOC.

 xv. Develop evacuation and traffic control plans which coincide with overall countywide plans. Control traffic within Village limits during evacuations.

xvi. Notify residents of evacuation zones and mobile homes of evacuation orders and if necessary, assist residents who need help in evacuating.

xvii. Coordinate with Monroe County EOC / Emergency Management for shelters located within the Village.

xviii. Control re-entry into evacuated areas within the Village’s jurisdiction.
xix. Plan for and conduct emergency operations to maintain/restore all water and wastewater capabilities within jurisdiction during disaster/emergencies. Assist the Monroe County Health Department in determining supply of potable water.

xx. Ensure plans, procedures and training for damage assessment are established so that accurate and timely damage assessment surveys will be conducted after a disaster. Ensure damage assessment reports are submitted to state and county representatives in a timely manner.

xxi. Plan for and conduct debris removal and disposal operations after a disaster.

xxii. Ensure that detailed records are kept for disaster response and recovery operations for federal and state reimbursements and insurance recoverables.

xxiii. Designate appropriate public officials to attend federal public assistance briefings. Ensure that all projects undertaken through the federal assistance program are in accordance with established guidelines. Provide required reports to state and federal representatives.

xxiv. Provide support as available during mass casualty operations and exercises within Monroe County to include personnel and resources in the law enforcement, fire and emergency medical service areas.

xxv. Provide for safeguarding of vital records and survival of government through coordinated continuity of operations and continuity of government planning.

xxvi. Through the Building Division, coordinate necessary demolition or stabilization of structurally damaged public facilities.

xxvii. Through the Village Building Division, coordinate with owners or management of structurally damaged private or private nonprofit facilities regarding structural integrity of the damaged structures. Take appropriate action, including condemnation of damaged structures.

xxviii. When necessary, activate applicable pre-positioned emergency and/or disaster response and recovery contractors.

b) Monroe County Government is responsible to:

i. Maintenance of an emergency management program at the county level involving all government, private and volunteer organizations which have responsibilities in the comprehensive emergency management system within the county.

ii. Coordinate the emergency management needs of all municipalities within the county and working to establish intra-county mutual aid agreements to render emergency assistance.

iii. Implement a broad-based public awareness, education and information program designated to reach all citizens of the county, including those needing special media formats, who are non-English speaking and those with hearing impairment or loss.

iv. Execute mutual aid agreements within the state for reciprocal emergency aid and assistance in the event a situation is beyond the county’s capability.
v. Maintain an emergency management program that is designed to avoid, reduce and mitigate the effects of hazards through the enforcement of policies, standards and regulations.

vi. Maintain cost and expenditure reports associated with disasters, including resources mobilized as a result of mutual aid agreements.

vii. Develop and maintain procedures to receive and shelter persons evacuating within their political jurisdiction and those persons evacuating from outside into their jurisdiction with assistance from the state.

viii. Ensure the county’s ability to maintain and operate a 24-hour warning point with the capability of warning the public.

c) **State of Florida is responsible to:**

i. Maintain an emergency management program at the state level involving all government, private and volunteer organizations which have responsibilities in the comprehensive emergency management system within Florida.

ii. Maintain a broad-based public awareness, education and information program designated to reach a majority of the citizens of Florida, including citizens needing special media formats, such as non-English speaking individuals.

iii. Support of the emergency needs of all counties by developing reciprocal intra- and inter-state mutual aid agreements, in addition to assistance from the FEMA.

iv. Direct and control of a state response and recovery organization based on emergency support functions, managed by the Village EOC/IMT, involving broad participation from state, private and voluntary relief organizations, and that is compatible with the federal response and recovery organization and concept of operations.

v. Develop and implement programs or initiatives designed to avoid, reduce and mitigate the effects of hazards through the development and enforcement of policies, standards and regulations.

vi. Coordinate state activates with those Florida volunteer organizations active in disasters. Ensure that these organizations are identified and organized under ESF #15 of the State Emergency Response Team.

vii. Coordinate state activities with Florida’s business community and its organizations to ensure a broad and comprehensive coverage of assistance and relief during a disaster.

viii. Promote mitigation efforts in the business community with emphases on the state’s infrastructure.

ix. Identify critical industry and infrastructure that may be impacted by disaster or are required for emergency response efforts.

x. Review and analyze the Plan against national criteria to ensure compliance with goals, procedures, and benchmarks that guide emergency management programs.
d) **The federal government is responsible to:**

   i. Provide emergency response on federally owned or controlled property, such as military installations and federal prisons.

   ii. Provide federal assistance as directed by the President of the United States under coordination of FEMA and in accordance with federal emergency plan.

   iii. Identify and coordinate provision of assistance under other federal statutory authorities.

   iv. Provide assistance to the state and local government in response to, and recovery from, a commercial radiological incident consistent with guidelines as established in the current Federal Radiological Emergency Response Plan and the Federal Response Plan (FRP).

e) **Governor, State of Florida**

   i. Under the provisions of F.S. § 252.36, the Governor is responsible for meeting the dangers presented to the state and its people by emergencies. In the event of an emergency beyond the control or capability of local governments, the Governor may assume direct operational control over all or any part of the emergency management functions within the state. Pursuant to the authority vested in that position under F.S. § 252.36, the Governor may:

      1) Declare a “State of Local Emergency” to exist through the issuance of an Executive Order or Proclamation.

      2) Activate the response, recovery and mitigation components of existing state and local emergency plans.

      3) Serve as Commander in Chief of the organized and voluntary militia and of all other forces available for emergency duty.

      4) Authorize the deployment and use of any forces, supplies, materials, equipment and facilities necessary to implement emergency plans.

      5) Suspend the provisions of any regulation, statute, order or rule prescribing the procedures for conducting government business if compliance would in any way hinder or delay necessary emergency actions.

      6) Utilize all available resources of the state and local governments, as reasonably necessary to cope with the emergency.

      7) Transfer the direction, personnel and functions of state agencies to assist in emergency operations.

      8) Commandeer or utilize any private property necessary to cope with the emergency.

      9) Direct and compel the evacuation of all or part of the population from any threatened or stricken area.

      10) Prescribe routes, modes of transportation, and destinations for evacuees.
11) Control ingress and egress to and from an emergency area, the movement of persons within the area, and occupancy of premises therein.

12) Suspend or limit the sale, dispensing or transportation of alcoholic beverages, firearms, explosives or combustibles.

13) Make provisions for the availability of temporary emergency housing.

f) Governor’s Authorized Representative (GAR)

F.S. § 252.36, authorizes the Governor to delegate or otherwise assign his command authority and emergency powers as deemed prudent. The Governor has appointed his Chief of Staff and/or the State Director of Emergency Management as his authorized representatives, to act on his behalf in carrying out the provisions of F.S. § 252.

g) Village Officials

The following are specific responsibilities, which are applicable to disaster operations in the Village, and apply to the officials or functions indicated.

i. Executive Policy Group

The Mayor of the Village shall oversee and participate in emergency policy decision-making and issue appropriate emergency proclamations, resolutions and executive orders, as provided by the Village Code of Ordinances, and as related to in-progress emergency operations. The Executive Policy Group’s major role in an event or incident is to advise the Mayor and Village Manager on appropriate actions including, but not limited to the following:

- Declaring a state of increased readiness for the Village
- Declaring a state of local emergency for the Village
- Curbing price gouging
- Establishing a curfew
- Entering into contracts

The Executive Policy Group will identify the overall objectives to be accomplished. These objectives are embodied in the Incident Action Plan. The responsibility to carry out these overall objectives falls to the Village IMT.

ii. Village Mayor

1) Promulgates this plan for safeguarding the lives and property of the citizens of the Village.

2) Provides for the continuance of effective and orderly governmental control required for emergency and recovery operations in the event of an actual disaster.

3) Oversees and participates in emergency policy decision-making and issues appropriate emergency proclamations, resolutions and executive orders, as provided by the Village Code of Ordinances, and as related to in-progress emergency operations.
4) Serves as a member of the Village Emergency Policy Group and in coordination and cooperation with the Monroe County EOC, orders when necessary, the timely and safe evacuation of citizens from any impacted or threatened area within the Village to ensure preservation of life.

5) Authorizes, in coordination with the MC EOC, the re-entry of citizens, within the Village, to evacuated areas when the threatened or actual emergency has passed, as coordinated by staff with law enforcement.

6) Meets, upon the request of the Village Director of Emergency Management, to address and resolve disaster/hurricane-related issues.

7) Provides executive direction to the Village EOC when the EOC is activated.

8) Upon the threat of a hurricane and at the request of the Village Emergency Manager, relocates to the Village Emergency Operations Center.

### iii. Village Manager

1) Be acquainted with the Village's CEMP.

2) Promulgates policy for continuity of government and safeguarding the lives and property of the citizens of the Village.

3) Oversees staffing needs for the Village IMT and Village continuity of operations.

4) Meets upon the request of the Mayor or Village Emergency Manager to address and resolve disaster/hurricane-related issues.

5) Provides executive direction to the Village EOC in the absence of the Mayor or Vice Mayor when the EOC is activated.

6) Presents situation reports to the Village Council during periods of disasters, threats, occurrences, and recovery, as deemed appropriate.

7) Executes necessary mutual aid and/or other agreements with county, state and federal disaster relief agencies/departments to preserve the health, safety and welfare of the Village's citizens, including the activation of “pre-disaster” contract for services such as debris management, debris monitoring, and EOC Support Personnel.

8) Assumes responsibility for other non-critical emergency preparedness and response activities.

### iv. Village Emergency Manager

1) Provides direction and control over Village disaster response and recovery operations.

2) Coordinates and assists the Village Planning and Development Services Department with Village hazard mitigation and post-disaster redevelopment efforts.
3) Issues emergency decisions as necessary under a declared state of local emergency.

4) Provides public information support to the IMT PIO by issuing emergency/disaster advisories to the media. For countywide events, the Village PIO will coordinate such releases with the County PIO prior to any media releases.

5) Coordinates support for dignitaries who may visit the Village during disaster response and recovery operations.

6) Ensures participation of all applicable IMT members, as required.

7) Represents the Village at applicable Monroe County Emergency Management meetings.

8) Activates the Village CEMP, or portions thereof, whenever the situation warrants.

9) Upon the threat of a hurricane, relocates to the Village Emergency Operations Center and determines the appropriate Level Activation, (Level 1, 2 or 3), and establishes the appropriate Village IMT staffing levels.

10) Provides ongoing briefings, through the Village Manager, to the Mayor and Village Council during preparation, response, and recovery of localized or widespread disaster.

11) At Village Executive Policy Group meetings, provides hurricane or other relevant hazard conditions and response status information that assists the group in the establishment of a Village wide prioritization of response activities, determination of the need for additional resources, recommends activation of “stand-by” contracts such as debris management, EOC Support Personnel, etc., and the identification of information that should be provided to the public.

t. Village Attorney

1) Be acquainted with the Village’s CEMP and provide advice and guidance to the Mayor and Village Council on emergency powers that may be exercised to effectively respond to disaster.

2) Provide advice and guidance to the Mayor, Council, Village Manager and Department Directors during any periods of partial or full EOC activation.

3) Assist in drafting any proclamations, resolutions, ordinances, or other formal documents needed to provide for protection of life and property and general public safety.

vi. Village Departments Directors/Administrators

1) Ensure that all personnel within their specific department have completed their baseline NIMS and ICS training requirements. (Refer to “Training Matrix” on page 72.)
2) Develop and maintain disaster plans for their specific department that will address personnel requirements and provisions to protect equipment.

3) Ensure their specific department personnel are trained appropriately for disaster operations.

4) Direct employees without disaster-related responsibilities to other vital areas of disaster response.

5) Provide representation to the Village EOC for actual disasters and disaster exercises.

6) Establish procedures to ensure that key personnel are warned of impending disasters within their specific department.

7) Establish procedures to ensure that damage assessments of areas under their control are accomplished and reported to the Village EOC.

8) Ensure detailed operational records are maintained for federal and state reimbursements.

h) Emergency Support Functions (ESF)

The Village manages disasters using the ICS through the Village EOC/IMT. ESFs are considered in coordination with the County and State EOCs. Conversely, the Village EOC will not typically establish and use ESFs to manage disasters within the Village EOC.

A department or agency, other than the Village, may be designated as the primary or lead agency for an ESF for a number of reasons. The agency may have a statutory responsibility to perform that function, or through the agency may have developed the necessary expertise to lead the ESF. In some agencies, a portion of the agency's mission is very similar to the mission of the ESF; therefore, the skills to respond in a disaster can be immediately translated from the daily business of that agency. Whatever the reason an agency is designated as the primary agency, that agency has the necessary contacts and expertise to coordinate the activities of that support function.

Upon activation of the Village EOC, the lead agencies for the ESFs will designate a representative in the EOC to coordinate that ESF. It is up to the lead agency's discretion as to how many, if any, support agencies they will require to be present with them. However, due to the limited space available in the EOC, the attendance of support agencies should be closely coordinated with the Village Emergency Manager in the development of standard operating procedures.

The primary agency for the ESF will be responsible for obtaining all information relating to ESF activities caused by the emergency and disaster response. This information gathering will frequently require the primary agency to step outside traditional information gathering protocols.

The Village will respond to local requests for assistance through the ESF process. Within the EOC, requests for assistance will be tasked to the applicable ESFs for completion. The primary agency will be responsible for coordinating the delivery of that assistance.
The Village EOC IMT will issue mission assignments to the primary departments for each ESF based on the identified resource shortfall. Resource tasking will be accomplished through the ESFs on a mission assignment basis.

The tasking on a mission assignment basis means that a local government resource shortfall will be addressed through assigning a mission to address the shortfall rather than tasking specific pieces of equipment or personnel. The primary department or agency for that ESF will be responsible for identifying the particular resource or resources that will accomplish the mission and coordinate the delivery of that resource to the requesting entity.

V. VILLAGE CONTINUITY OF GOVERNMENT LINE OF SUCCESSION

Village Departments are responsible for establishing, promulgating, and maintaining orders of succession to key positions. Such orders of succession are an essential part of the Village’s continuity of government and operations. Orders should be of sufficient depth to ensure the department’s ability to perform essential functions while remaining a viable part of the Village government through any emergency or disaster.
Village Continuity of Government Line of Succession Matrix:

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<tr>
<th>Department</th>
<th>Primary</th>
<th>Secondary</th>
<th>Tertiary</th>
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<tr>
<td>Village Council Chair</td>
<td>Mayor</td>
<td>Vice Mayor</td>
<td>Council Member</td>
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<tr>
<td>Village Council</td>
<td>Mayor</td>
<td>Vice Mayor</td>
<td>Council Member</td>
</tr>
<tr>
<td>Village Manager Office</td>
<td>Village Manager</td>
<td>Assistant Village Manager</td>
<td>Fire Chief/EM</td>
</tr>
<tr>
<td>Fire Rescue &amp; EM</td>
<td>Fire Chief</td>
<td>Asst. Fire Chief</td>
<td>Capt. of Fire Prevention</td>
</tr>
<tr>
<td>Parks</td>
<td>Director</td>
<td>Asst. Director</td>
<td>Parks Program Manager</td>
</tr>
<tr>
<td>Public Works</td>
<td>Director</td>
<td>Asst. Director</td>
<td>Crew Chief</td>
</tr>
<tr>
<td>Planning and Development Services Department</td>
<td>Director</td>
<td>Principal Planner</td>
<td>Senior Planner</td>
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<tr>
<td>Building Services Department</td>
<td>Building Official</td>
<td>Plans Examiner-Inspector</td>
<td>Inspector</td>
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<tr>
<td>Finance and Administration Department</td>
<td>Director</td>
<td>Senior Accountant</td>
<td>Human Resources Manager</td>
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<tr>
<td>Information Technology - Communications</td>
<td>Director</td>
<td>Systems Engineer</td>
<td>IT &amp; Communications Assistant</td>
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<tr>
<td>Utilities / Wastewater</td>
<td>Program Manager</td>
<td>Village Manager</td>
<td>Assistant Village Manager</td>
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<tr>
<td>Islamorada Sheriff District (Police)</td>
<td>Captain</td>
<td>Lieutenant</td>
<td>Sergeant</td>
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<td>Deputy Clerk</td>
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<tr>
<td>Marina</td>
<td>Dock Master</td>
<td>Assistant Dock Master</td>
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</tr>
</tbody>
</table>

**Please note:** The Line of Succession will be updated accordingly when staffing alignments are modified as directed by the Village Council and Manager.

### VI. FINANCIAL AND ADMINISTRATIVE MANAGEMENT

**A. Financial Guidelines**

1. The Village will use the FEMA: National Disaster Recovery Framework (NDRF) as a guide to prepare for and respond to disaster recovery needs. The NDRF describes the concepts and principles that promote effective Federal recovery assistance. It identifies scalable, flexible and adaptable coordinating structures to align key roles and responsibilities. It links local,
State, Tribal and Federal governments, the private sector and nongovernmental and community organizations that play vital roles in recovery.

The NDRF captures resources, capabilities and best practices for recovering from a disaster. It recognizes that significant challenges confront all recovery efforts, from a relatively localized incident to a large-scale disaster that demands substantial resources. Importantly, the NDRF is intended to address disasters of all kinds and sources, whether it is a major Presidentially-declared disaster or a non-Presidentially declared incident.

The NDRF is a companion document to the National Response Framework (NRF) and is supported by the ongoing development of detailed operational, management, field guidance and training tools.

2. Authority to expend funds in emergency management operations is contained in F.S. § 252. A Presidential disaster or emergency declaration will permit funding under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, in addition to the financial resources initiated at the state and local levels. Federal disaster assistance is generally provided at the 75% level with state and local governments sharing the remaining 25%. There is precedent for the federal government to assume a larger share than 75% under unusual circumstances.

3. Timely financial support of any extensive response activity could be crucial to saving lives and protecting 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 in order to safeguard the use of public funds from fraud, waste and abuse.

4. In concert with federal guidelines, officials of the Village IMT and/or primary and support departments will give approval for expenditure of funds for supporting preparedness, response, and recovery and mitigation operations. Each department is responsible for establishing effective administrative controls of funds expended and to ensure that actions taken and costs incurred are consistent with the missions identified in this plan.

The acquisition of facilities, equipment, supplies, services and other resources may be accomplished by designated department purchasing elements or through the Village EOC IMT under applicable purchasing procedures and guidelines. If needed resources are not available within the Village or county, requests may be made to the State EOC. The Village will be responsible for costs incurred for resources brought in from outside sources. Responders are required to provide invoices for services rendered that follow the FEMA format, in order for the Village to maximize reimbursements.

If Federal Disaster Assistance Programs have been implemented under the Stafford Act, the Federal Government will provide 75% of authorized costs, given acceptance of required documentation. Reimbursement procedures under Federal Disaster Assistance Programs are covered in the Recovery Section.

5. The Village Finance Department/IMT Finance Section is responsible for financial management during disaster operation. Complete and accurate accounts of emergency expenditures and obligations, including personnel and equipment costs, must be maintained by each
department and compiled by the IMT Finance Section for later reimbursement claims. All labor and equipment logs, payroll, purchases, materials and contract cost records and file copies must be kept by all responding departments in order to provide clear and reasonable accountability and justification for the IMT Finance Section to secure future reimbursement. All federal public assistance funds are subject to state and federal audit. Guidance for maintaining records and requesting reimbursement is included in the State of Florida Disaster Assistance Reimbursement Documentation Information pamphlet prepared by Florida Division of Emergency Management.

6. All records relating to the allocation and disbursement of funds pertaining to activities and elements covered in this plan must be maintained in compliance with the Stafford Act and applicable Florida Statutes in accordance with funding agreements.

7. Documentation to substantiate costs for disaster operations will be submitted to the IMT Finance Section for consolidation. A copy of the obligated reimbursement schedule will be provided to the Village OEM on a regular basis by the IMT Finance Section. The Village IMT Finance Section Chief will coordinate reporting activities with state and FEMA representatives, and will sign the Request for Public Assistance form at the Village’s briefing as the Primary Contact/Authorized Representative.

8. Florida State Division of Emergency Management will provide periodic training sessions concerning guidelines and processes involving state and federal disaster assistance. EM will coordinate this training for all concerned departments. The Finance Department will provide training on relevant information concerning the various funding programs under the Florida Division of Emergency Management to the responding departments and their fiscal staff.

B. Mutual Aid Assistance

The Village has signed the State Approved Mutual Aid Agreement (see Appendix G). Under this agreement, requests for assistance can be made through the County EOC to the Florida Division of Emergency Management or to any other signatory. The requesting party shall be responsible for reimbursement of all reimbursable expenses to all assisting parties. The assisting party shall bill requesting parties for all reimbursable expenses as soon as practicable after the expenses are incurred, but not later than 60 days following the period of assistance, per F.S. § 252.39(2)(a). If the Village is the assisting party, copies of all billing documents and any other information requested by the agency accountant will be provided to the Finance Department at the time of billing by the assisting department.

Provisions in 44 CFR may also apply, depending upon the situation. The requesting party shall pay the bill, or advise of any disputed items, not later than 50 days following the billing date.

Assisting parties shall maintain detailed records and submit invoices for reimbursement by the requesting party or Florida Division of Emergency Management using format used or required by FEMA publications, including 44 CFR Part 13 and applicable Office of Management and Budget Circulars. Requesting parties and Florida Division of Emergency Management finance personnel shall provide information, directions and assistance for record keeping to assisting parties.
C. Disaster Relief Funding Agreement

For any federal disaster declaration providing funds to the Village, the Village enters into a Disaster Relief Funding Agreement (DRFA) with the state. These funding agreements provide the framework for the administration of the federal and state funds, which flow to the Village under the particular disaster. These agreements shall be approved by the Village Council and signed by the Mayor. The State Governor’s Authorized Representative (GAR), usually the Director of the Florida Division of Emergency Management, shall sign the agreements. As a result of the funding agreement, the state administers the federal funds due to the Village, as well as the state funds (usually 75% federal funding and 12-1/2% state funding with the Village absorbing the remaining 12 1/2%). For funding sources for hazard mitigation, the appropriate information in reflected in the FEMA: National Disaster Recovery Framework.

D. Reporting Procedures

1. As part of any federal disaster assistance program, there will be requirements for various reports in accordance with CFR 44 and the applicable Disaster Relief Funding Agreement. Responsibility for submitting any such reports rests with the Finance Director. The Finance Director will request expenditure information from Village departments when appropriate.

2. Reports will be submitted either to the Florida Division of Emergency Management or the Disaster Field Office (DFO) in accordance with guidance provided by Florida Division of Emergency Management. Reports will also be filed with the Federal Highway Administration for disaster expenditures on Federal aided roadway networks through the Florida Department of Transportation.

E. Protection of Records

All Village departments must ensure protection of their records during disaster situations. Departments in potential hurricane flood zones are particularly vulnerable to records damage from water. All departments have the potential for record damage from fire and possible resulting water damage. Specific measures for protecting records must be reflected in department disaster plans. Those departments with vital records must take special care to ensure the safety of these records.

F. Reimbursement Procedures

1. Under certain circumstances, the state and federal governments will provide reimbursement and funding for eligible costs related to emergency preventive measures, the repair of public infrastructure, debris removal, and damages to property owned by nonprofit organizations. Eligible costs are those costs (direct costs, salaries, wages, and fringe benefits, materials, equipment (owned and rental), contracts, and administrative allowances) that are reasonable and necessary to accomplish all eligible work and comply with federal, state, and local requirements for procurement. Not all Village disaster/emergency costs are reimbursable. The type and amount of aid or reimbursement is based on the existence of an emergency disaster declaration and on the level of the declaration (State Emergency or Presidential
Disaster Declaration). Without a Presidential (Federal) declaration, reimbursement is generally available only for permanent restoration and repair of public real property. With a Presidential Declaration, a myriad of services and aid becomes available to government, business, and individuals, including flood fighting and debris clearance.

2. Reimbursement may be available for both response and recovery operations.
   - Response reimbursable costs refers to eligible costs by Village departments for actions and preventive measures taken before, during, and/or immediately following the disaster or emergency to protect life and property and to minimize human suffering.
   - Recovery costs are eligible costs incurred for cleanup, repair, and/or replacement of damaged facilities, buildings, roads, homes, etc.

3. The Village has experienced many incidents over the years for which disaster-related reimbursement and funding has been available but in many instances, did not fully capitalize on those reimbursements. The following procedures will be used to ensure that Village department’s document and claim all eligible costs that are reimbursable by the state and federal governments.

Each department is responsible for documenting all reimbursable expenditures and forwarding copies of such documentation to Revenue and Finance, pursuant to each department’s FEMA reimbursement procedures manual.

G. Disaster Relief Claims Procedures

1. A local, state, or federal state of emergency or presidential disaster declaration must be in effect in order to request state assistance, to use the emergency procurement procedures, the state mutual aid system, and to receive state or federal funding for disaster related activities. The Mayor can declare a state of local emergency for seven (7) days before or after an event occurs or the Village can benefit from a declaration initiated by the county or the state.

2. Prior to rendering a decision on disaster declaration, the state requests the counties and incorporated cities to provide estimated costs of damages. The Village will send survey teams to prepare a quick and rudimentary estimate of damages to private property, businesses, utilities and Village-owned infrastructure. This estimate will be forwarded to the county for inclusion with the county’s estimate for review by the state. If the situation meets certain state criteria, the Governor declares a state of emergency and requests a federal state of emergency. If the situation meets the criteria, a federal state of emergency is declared. A federal survey may be conducted prior to this decision.

3. After the declaration, the state and/or federal authorities send inspection teams into the affected areas to determine which specific locations are eligible for disaster assistance and to
estimate the costs of the eligible work. The Village is responsible for identifying damaged sites and accompanying the federal/state inspection team to each site in order to estimate damages or to develop damage reports or Project Worksheets. The Project Worksheets will describe all work authorized for reimbursement. Auditors will recognize those expenditures that are completely documented by the department.

H. Responsibilities

1. Village Departments

Departments will be responsible for aggregating all eligible costs for damages to their departments’ infrastructure and response and recovery activities and submitting these costs to the Village IMT Finance/Admin Section Chief as outlined below:

Before a disaster:

With some exceptions, disasters normally occur over a period of time. When Village departments begin preparations or responding to situations, it is usually not clear whether response efforts will result in a state or federal declaration. Department Heads will establish procedures to account for costs related to disaster response when it appears that these costs are expected to exceed routine operations costs at a specific location or Village wide.

If a determination has been made that Village resources will be overextended, the Village Emergency Manager through the Village Manager will request from the Mayor, a declaration of a state of local emergency. The Mayor will in turn request the declaration of a disaster from the Governor based on the situation and recommendation by staff. The Emergency Coordinator will be made aware of this declaration.

Initial Assessment:

Immediately following a disaster (such as a hurricane), county and state officials will request an estimated cost of damages in order to acquire or to justify a disaster declaration. Village departments will provide the emergency coordinator with an estimated cost of damages and an estimated cost of response operations for submittal to state through the County EOC. The Village EOC IMT will develop an initial assessment Situation Report form using needs assessment and damage assessment database.

2. The Finance Section Chief/Finance Director will:

   a) Review the National Disaster Recovery Framework and use, where applicable, the document as a guideline for eligible FEMA Public Assistance reimbursement.

   b) Make recommendations to the Village Manager to engage the Village’s pre-positioned “Public Reimbursement Assistance” contract and authorize a “Notice to Proceed” to assist the Village with state and federal reimbursement and insurance recovery efforts.

   c) Attend the Applicant’s briefing and apply/prepare a Request for Reimbursement form for FEMA. The Village Finance Director is named the Primary Contact/Authorized
Representative with an Alternate Contact to be designated by the Village Finance Director.

d) Obtain and provide the approved FEMA Equipment Cost Schedule to departments.

e) Review damage assessment documentation to determine the departments that will need reimbursement. Provide information and guidance, upon request, to these departments on content and preparation of cost documentation packages.

f) Meet with FEMA and FDOT representatives assigned to the Village and review anticipated need for Project Worksheets (PW) and Detailed Damage Inspection Reports (DDIR).

g) Coordinate collection of data and submittal to FEMA and FDOT. Provide copies of summary data to EOC Manager. Review PW and DDIR documents. Sign these documents once they are acceptable. If FEMA or FDOT deems requests ineligible, sign the documents and once the obligation letter from the state has been received, submit letters of appeals to FEMA and FDOT.

h) Monitor the reimbursements of all obligated projects and account for each in the appropriate fiscal years. As projects are completed, make requests for final inspections and audit from state and/or federal agencies, as appropriate.

i) Once all FEMA small projects are complete, make a request for final inspection for these projects, as well.

j) Maintain all documents for a period of two (2) years, once all final inspections are completed. Prepare for audits from the Office of the Attorney General and the Regional FEMA Office.

3. Emergency Manager will:

a) Make recommendations to the Village Manager to engage the Village’s pre-positioned contracts and where applicable authorize a “Notice to Proceed” to assist the Village with response and recovery efforts.

b) Gather information from Department Heads on extent of damages to the Village (including Village facilities, private property, utilities and other nonprofit organizations) caused by disasters or emergency situation.

c) Make recommendations to the Mayor through the Village Manager on the need and procedures for declaring emergencies.

d) Coordinate visit of state and federal inspection teams with departments, to include both “snap-shot” and project inspection teams, as required.

e) Upon declaration of state or federal emergency, provide departments with inclusive dates of the disaster during which reimbursements will be eligible. Updates will be provided as needed.

f) Provide copies of damage reports developed by inspection teams and the EOC IMT to concerned departments.

VII. TRAINING AND EXERCISE
A. Overview and Intent

Everyone involved in emergency management (to include emergency operation center personnel in support of the field), regardless of discipline or level of government, should take the NIMS baseline curriculum courses (Independent Study-700 and ICS-100). Incident command occurs in the field; therefore, the NIC recommends that only individuals with a command and general staff role take advanced ICS courses. Fulfilling the training associated with this plan helps emergency management organizations, departments, and agencies to develop preparedness capabilities for effective and efficient incident management. As a result, trained emergency responders are available as mutual aid to support incident management in other jurisdictions, if requested. The NIMS Training Program should sustain a personnel qualification system that is coordinated, maintained, and meets the needs of the Village’s emergency management system. (See Training Matrix on Page 72)

Elected and appointed officials should have a clear understanding of their roles and responsibilities for successful emergency management and incident response. To that end, it is vital that elected and appointed officials understand and receive NIMS training. Therefore, FEMA recommends the following training for senior elected and appointed officials:

- G-402 Incident Command System (ICS) Overview for Executives/Senior Officials
- G-191 Incident Command System/Emergency Operations Center Interface

1. The Village Emergency Manager bears the responsibility to coordinate with Village Department heads to ensure that their personnel with emergency responsibilities are sufficiently trained and exercised on a regular basis. The Village Emergency Manager will make available applicable training requirements and information to Village Department heads. All departments should take the necessary steps to ensure appropriate records are kept reflecting emergency training received by their personnel and forward their respected departments training records to the Village Emergency Manager.

2. Exercises designated for the Village are managed by the Village Emergency Manager to effectively and efficiently use the limited resources and funding available for such efforts. These exercises generally involve the Village and could involve an interaction with Monroe County leaders and staff, other government agencies with similar responsibilities and with neighboring municipalities.

Such exercises are required for Village preparedness and may have particular political significance, or may be likely to receive local media attention. Efforts are made to include federal, state, and/or private-sector participation.

3. The Village Emergency Manager’s exercise and training program will endeavor to involve all public and private agencies with emergency response functions. Emergency management officials of adjoining counties may be invited to participate or observe when appropriate.

4. The Village EM will coordinate all disaster preparedness, response, recovery and mitigation training provided to Village personnel. Applications for state/FEMA training
courses will be submitted to the Village EM for approval and submission to Monroe County EM.

5. Training for local emergency response personnel will be under the all hazards approach to emergency management. Training will ensure that current state and federal concepts on emergency preparedness, response, recovery and mitigation are provided.

6. The Village EM will coordinate disaster preparedness planning/training activities with committees to address such areas as shelter operations, emergency transportation, hospitals, nursing homes/assisted living facilities, power shortages, etc.

7. Department administrators and/or directors will ensure departmental emergency plans and procedures are exercised and evaluated on a continuing basis. Exercise after action reports will be accomplished and provided to participating agencies and the Village EM to ensure corrective action is taken. Subsequent exercises will ensure previous discrepancies are reevaluated.
## Training Requirement Matrix
**Baseline Minimum**

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<thead>
<tr>
<th>Position</th>
<th>IS 29</th>
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<th>IS 200</th>
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<th>IS 704</th>
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<th>G 775</th>
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Course Identifier:
- **IS-29**: Public Information Officer Awareness
- **IS-100.b**: (ICS 100) Introduction to Incident Command System
- **IS-100.LEb**: Introduction to the Incident Command System for Law Enforcement
- **IS-100.PWb**: Introduction to the Incident Command System for Public Works Personnel
- **IS-200.b**: (ICS 200) ICS for Single Resources and Initial Action Incidents
- **ICS-300**: Intermediate ICS for Expanding Incidents
- **ICS-400**: Advanced ICS Command and General Staff—Complex Incidents
- **IS-700.a**: National Incident Management System (NIMS), An Introduction
- **IS-701.a**: NIMS Multiagency Coordination System (MACS) Course
- **IS-702.a**: National Incident Management System (NIMS) Public Information Systems
- **IS-703.a**: NIMS Resource Management Course
- **IS-704**: Communications and Information Management
- **IS-800.b**: National Response Framework, An Introduction
- **G-402**: Incident Command System (ICS) Overview for Executives/Senior Officials
- **G-191**: Incident Command System/Emergency Operations Center Interface
- **G-775**: Emergency Operations Center (EOC) Management and Operations

NIMS-related courses offered online by EMI can be found at:
http://training.fema.gov/IS/crslist.aspx

8. **Volunteers**

   a) Emergency preparedness training programs for disaster situations include training of volunteer workers. There are various volunteer organizations, which are potential users of volunteer resources during disasters. Primary among these is the Islamorada Community Emergency Response Team (CERT). The Community Emergency Response Team is available for emergency and disaster situations where citizens will be initially on their own and their actions can make a difference. Through training, citizens can manage utilities and put out small fires; treat the three killers by opening airways, controlling bleeding, and treating for shock; provide basic medical aid; search for and rescue victims safely; and organize themselves and spontaneous volunteers to be effective.

   b) For disaster operations, Village employees not having a direct disaster response position may, with the permission of their supervisor, volunteer for other disaster response duties. The Human Resources Department is responsible for coordinating this program.
9. The Village EM and Monroe County EM will provide disaster exercise assistance to government and non-governmental agencies as requested. As resources allow, EM and other applicable emergency first responder personnel will participate in hospital and nursing home disaster drills, as coordinated by the hospital and nursing home disaster planning committees.

10. Detailed planning will be accomplished on an interagency basis in preparation for Village EOC sponsored exercises. Representatives of each participating agency will develop action items for their Village EOC participants to resolve during the actual exercise.

B. Exercise and Training Requirements

1. The Village EM will conduct, at a minimum, one Village wide exercise each year in accordance with the Department of Homeland Security’s National Planning Scenarios. The National Planning Scenarios depict a diverse set of high-consequence threat scenarios of both potential terrorist attacks and natural disasters. Following completion of the exercise, one Hot Wash Debriefing (used to describe the exercise debrief that immediately follows an exercise) and an After Action Conference must be performed.

a) Participate with Monroe County in a large-scale mass casualty exercise to include pre-exercise planning meetings and a post exercise critique.

b) Participate with Monroe County in an annual hurricane exercise. The exercise may be held in conjunction with a state sponsored hurricane exercise.

c) Participate with Monroe County in one or more emergency responder exercises involving mass casualties under various scenarios (e.g. Hazmat, transportation accident, natural disaster, terrorist act, etc.)

d) Conduct hurricane briefings and training meetings with the Mayor, Village Council, department heads, and all other governmental and private emergency response agencies, where applicable.

e) Brief elected and key appointed officials on emergency management activities and hurricane preparedness.

f) Conduct hurricane and emergency management seminars as requested.

g) Attend FEMA and state emergency management courses as subject matter and availability dictate.
VIII. PUBLIC AWARENESS AND EDUCATION

A. Village officials must strive to keep residents informed about disaster preparedness and emergency operations. Public information in the disaster preparedness/emergency management area is divided into three phases:

- Continuing Education
- Pre-disaster Preparation
- Post-disaster Recovery

Continuing education is intended to increase awareness of disaster preparedness information, educate on ways to protect life and property, and inform the public on the availability of further assistance and information. Pre-disaster preparation informs the public of the imminent danger and provides details about evacuation procedures and sheltering. During the post disaster period, the public is informed about such things as disaster assistance, health precautions, long term sheltering, etc.

It is important, especially immediately before and after a disaster, to keep the public informed on all relevant matters to include government decisions, recommendations and instructions. Reliable official information is imperative to ensure against rumors that can cause panic, fear and confusion. A continuous flow of official information is also necessary to provide full knowledge of disaster conditions and relief services.

B. As the highest elected Village official, the Mayor has the overall responsibility for maintaining the public’s confidence and performing in the public’s best interest. As needed, the Mayor will provide disaster preparedness response and recovery information to the citizens of the Village, in close coordination with Monroe County EOC. The Village Manager and Emergency Manager will provide support and specific information to the Mayor in these tasks.

C. The EOC IMT Public Information Officers (PIO), under direction from the EOC Incident Manager, will ensure that public service announcements are prepared to keep the citizens of the Village informed on disaster preparedness, response, and recovery. They will work with the Monroe County PIO, as necessary.

D. The broadcast media provides an excellent resource for the Village’s public information program. The EOC IMT PIO will coordinate and interface with radio and television reporters, news personnel and weather personnel on a regular basis. Local broadcast stations regularly provide public service announcements provided by the Village, county or the state.

E. Monroe County has two Emergency Alert Systems (EAS) stations. Under the EAS system, radio and television stations, as well as cable companies, in the county will provide emergency announcements through the EAS system.

F. The print media also provides an excellent method of providing disaster preparedness to the public. Local newspapers in the county and Village area usually produce a hurricane special edition at the onset of each hurricane season. The Village provides substantial data to these newspapers and professional expertise regarding information contained in their publication. Information is also regularly provided to other smaller media sources in the area.
G. Monroe County Special Needs Registry Sheltering Information

1. Special efforts are dedicated to reaching those citizens with special needs. The Village works with county and state social services agencies and home health care agencies to ensure disaster preparedness information is disseminated to the handicapped and elderly. They also provide information to the various public and private human services organizations for their clients. Those citizens who need assistance during an evacuation are encouraged to register with Monroe County Social Services. Their telephone number is prominently displayed in the Village’s Hurricane Preparedness pamphlet for those who need assistance in an emergency. Individuals on the list are contacted each year by the county to update databases.

2. Individuals are eligible to be registered with the Special Needs Registry if they are 60 years of age or older, frail, elderly, medically needy, and/or disabled and are not served in or by a residential facility program. Eligible clients are required to complete and sign the Special Needs Registry Application as well as the HIPAA Disclosure of Information and HIPAA Privacy Act forms before they will be placed on the registry.

H. The Village Manager’s Office and Emergency Manager are responsible for developing and managing the emergency management and public awareness program for the Village. Upon activation of the Village EOC, the EOC IMT PIO serves as the Village's representative to all media and as the focal point for all public information, in conjunction with Monroe County EOC.

I. The Village EOC has an area dedicated as the media area for emergency operations. Interviews with Village officials and emergency staff may be conducted in this area, when approved by the EOC Incident Manager and/or Village Manager.

J. In addition to the Village’s public outreach efforts, the county conducts a comprehensive public information program throughout the year. The public information program includes news features on local television and radio and speaking engagements to a range of audiences. All requests for emergency preparedness talks are accepted to include civic groups, church groups, mobile home parks, business and industry, public schools and universities, hospitals, nursing homes, etc.

K. The main medium in the Village and Monroe County for public information on disaster preparedness is a hurricane guide, which is distributed at the start of each hurricane season. This guide is given as wide a distribution as possible throughout the Village. For the county, Monroe County EM ensures copies for the public are placed at all libraries, fire stations, post offices, and various other public locations. In addition, copies are given to county and municipal departments, hospitals, nursing homes, and civic groups, and to all audiences receiving hurricane awareness talks.

L. The hurricane guide provides essential disaster preparedness information. The document includes a map of the county, which depicts all hurricane evacuation zones. The remainder of the guide reflects helpful information on disaster preparedness, special assistance instructions and applicable emergency phone numbers.
IX. REFERENCES, AUTHORITIES AND MUTUAL AID AGREEMENTS

A. Islamorada, Village of Islands

1. Village Ordinance 12-08, § 2, 7-12-2012 Civil Emergencies: which addresses: Powers, duties and responsibilities; a declaration of a state of local emergency; duration and termination; emergency management powers of the village manager; activation of emergency management plan; specific restrictions authorized; exemptions; police emergencies and enforcement. (Appendix E)

2. Village Resolution 04-09-48: adopting the National Incident Management System for the standard incident management system for public safety. (Appendix F)

3. Village Resolution 06-07-56: which adopts and incorporated in the Village Employees Policies and Procedures to provide for the method and amount to be paid to Village employees during a public emergency. (Appendix G)

B. Monroe County

1. Monroe County Ordinance Ord. No. 28-1987, §§ 1—3; Ord. No. 30A-2001, § 1; Ord. No. 013-2008, § 1, Authority of mayor to declare state of local emergency, which addresses declarations of a state of local emergency and outlines certain resolutions that can be imposed under such conditions.

C. State of Florida

1. Chapter 252 of the Florida Statutes (State Emergency Management Act, as amended). Section 252.38 directs each county to establish and maintain an emergency management plan and program that is coordinated and consistent with the state comprehensive emergency management plan and program. The statute further specifies county and municipal emergency management powers and responsibilities.

2. Governor's Executive Order 80-29, which delegates specific emergency responsibilities and directs certain emergency management actions to county governments.


D. Federal


E. Authority - Coordination of Government Action

1. Under the provisions of Chapter 252, Florida Statutes and the Florida CEMP, any local political subdivision may issue an emergency declaration for its respective jurisdiction without prior declaration by other levels of government. Along with this power of declaration is the responsibility to order evacuation as early as required by specific local conditions.

2. Declarations and evacuation orders of higher levels of government are binding upon lower levels of government. For example, a state declaration is binding upon counties and municipalities and a county order is binding upon a municipality. There is an obvious need for coordination of action with other levels of government and private agencies to ensure the availability of adequate resources to support evacuation. Resources of higher levels of government will generally not be available without an emergency declaration by that higher level of government. For instance, increased state assistance for response and recovery becomes available only following a state declaration.

F. Mutual Aid Agreements for Disaster Response or Emergencies

1. Mutual aid agreements and memoranda of understanding dealing with emergency operations will be entered into as the need arises. The primary agency for the type of agreement involved will develop, coordinate and monitor their agreement. In most cases, mutual aid agreements involving resources of Village departments will be approved by the Village Council and signed by the Mayor.

2. The Village is a signatory to the Statewide Mutual Aid Agreement for Catastrophic Disaster Response and Recovery. This ties all signatories, which includes most jurisdictions within the state, together in a compact to facilitate rapid assistance to those which are impacted by a major disaster. (Appendix G)

3. Mutual Aid Reciprocity: Mutual aid is designed for reasonable reciprocal exchange of resources and services for mutual benefit.

4. Through the Statewide Mutual Aid Agreement, the Village Fire Rescue Department participates in the Statewide Emergency Response Plan (SERP) that provides for the systematic mobilization, deployment, organization, and management of emergency resources throughout Florida, and the Nation, in assisting local agencies in mitigating the effects of any large scale disaster.

The local fire rescue agency is the first tier of response in the event of a natural or man-made disaster. These first responders provide the initial damage assessment, conduct search & rescue operations, treat the injured, and make every effort to stabilize the incident. It is understood that no local entity has all of the resources to handle the breadth of every disaster and therefore the SERP has been developed to provide additional tiers of response should the incident warrant.
VILLAGE OF ISLAMORADA

VOLUME 2: APPENDICES
APPENDIX B:

EOC ACTIVATION PROCESS

The Village EOC Activation Plan is designed to staff the emergency operation center (EOC) as dictated by the size and complexity of the event.

The nature and extent of the response to any given incident by the Village Office of Emergency Management (OEM) will vary with the size and complexity of the incident. The functions carried out at any level are basically the same and will follow the Incident Command System (ICS) concept along with possible designation of Emergency Support Functions (ESF) in order to easily align with the Federal Response Plan and the Monroe County CEMP. The level of activity, the number, and skills of staff required to carry out those activities will vary. EOC Staffing will be organized into an Incident Management Team (IMT) under Unified Incident Command.

<table>
<thead>
<tr>
<th>Level</th>
<th>Normal Operations</th>
<th>OEM maintains situational awareness on a daily basis. Should an event occur which requires a move to Level 3, appropriate Village staff will be notified.</th>
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</thead>
<tbody>
<tr>
<td>Level 4</td>
<td>Normal Operations</td>
<td>Notifications made to select Village staff as deemed appropriate and Emergency Support representatives who would need to take action as part of their everyday responsibilities.</td>
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<tr>
<td>Level 3</td>
<td>Monitoring Phase</td>
<td>This is a limited agency activation. All primary, or lead, Emergency Support Staff are notified. The Village Emergency Operation Center will be partially staffed by Fire Rescue personnel and necessary Emergency Support representatives.</td>
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<tr>
<td>Level 2</td>
<td>Partial EOC Activation</td>
<td>In a full scale activation. The Village EOC will be staffed by all appropriate Village personnel and applicable agency representatives.</td>
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Level 3 – Monitoring phase:
Routine operations continue for Village departments. Individual departments handle smaller incidents. Other staff may be involved as advisors if needed for specific expertise. Depending on the threat, the Village OEM will engage in conference calls with other local, state and/or federal agencies, provide frequent public service announcements via the OEM website or email Flash Alerts, disseminate Severe Weather Bulletins, etc. Village departments review plans, stockpile supplies and top off vehicles, as needed.

Level 2 – Partial EOC activation:
An incident is or could potentially grow beyond the capability of the individual departments to handle. In this instance, the Emergency Manager, along with select staff, are tasked to support the incident from the Village EOC. Revenue and Finance will secure a “Project Number” for all disaster activities. Any one or a combination of the following individuals will make the decision on whether an incident meets the criteria for Level 2:

- Mayor
- Village Manager
- Emergency Manager

As a general rule, transition from Level 3 to Level 2 will automatically occur when:

- A Village department has activated its disaster plan and requires deployment of their resources.
- Multiple Village departments have deployed staff to the field.
- Intelligence data indicates the potential for an emergency that is or may grow beyond the capability of affected departments.
- At this phase, one or more persons may be initially tasked to the following core IMT functions:
  - EOC Manager
  - Operations
  - Information, Situation Analysis, Planning
  - Logistics
  - Administrative
  - Public Information
  - Telecommunications
  - Selected other agencies, as needed
- Staffing of these functions will continue until the EOC Manager determines that the IMT staffing level should be increased or decreased depending on the status of the event and response efforts.

- Staff assigned to these positions will carry out the responsibilities outlined in position checklists for all positions within that respective functional area.

Notification of the event and the alert actions are made to the following:

- Mayor
- Village Manager
- Executive Policy Group
- All potentially affected or responding agencies
- Monroe County Emergency Management
- Neighboring cities and jurisdictions
- Required federal agencies

The Village EOC IMT - Public Information Officer (PIO) disseminates public information regarding the Village’s alert actions. The EOC representatives and/or other involved agencies provide information to the PIO. If additional staff support is required, the EOC Incident Manager will have the authority to escalate to Level 1 EOC activation or any intermediate level of staffing that the situation may dictate. When necessary, the Village EOC will consider a Citizen Information Line, to be activated to handle calls related to the incident and will provide information to public as required by any incident.

**Level 1 – Full EOC activation:**

An incident's size and complexity requires representation in the EOC by all appropriate state and outside agencies and organizations to support expanded operations. The number of staff and the agencies represented will vary by incident. In this phase, the level of activity dictates that normal Village department personnel functions cease and all personnel respond in support of the incident, performing functions in accordance with position checklists and previous EOC and IMT training. As the event becomes more defined, some staff may be released after shift staffing schedules are established.
Possible actions to be taken at this time include:

- The Village EOC and other command posts are fully activated, with representation from appropriate Village agencies, along with necessary local, private and volunteer organizations. Requests from Village departments and neighboring local governments for Village assistance are prioritized and fulfilled commensurate with available resources.

- If requested, liaisons from the County EOC are dispatched to the field as the Village EOC or departmental command posts are activated.

- The Village OEM continues to assess the emergency, oversee the Village’s emergency actions, and advise the Mayor and Executive Policy Group. In most cases, the Emergency Manager in the EOC will orchestrate the actions of the Village’s IMT during an emergency.

- The Village Emergency Manager will advise the Mayor, through the Village Manager, if a formal Declaration of Emergency is recommended for the Village.

- The Village IMT will continue to oversee and assess the emergency response.

- Actions may include fly-over, ground visits, briefings by Village agencies, etc.

- Continued notifications to local governments, neighboring cities, and county agencies are made, informing them of the Village’s emergency actions and coordinating responses.

- The Mayor will utilize the public information team to handle all public information activities (from the Village EOC and other locations as desired).

- The Village Mayor and Village Manager provide and maintain contact with neighboring cities, counties, the Village Council and citizens.

- The Village EOC may include a Citizen Information Line that would handle calls related to the incident and will provide information to the public as required by any incident.
APPENDIX C:

EOC ACTIVATION STAFFING

A. INTRODUCTION

1. General

This appendix to the Village Comprehensive Emergency Operations Plan establishes a framework through which the Village may prevent or mitigate the impacts of, prepare for, respond to, and recover from emergency situations that could adversely affect the health, safety and general welfare of the Village residents and visitors. This appendix will also detail specific hazards affecting the Village and our response from the level of Emergency Operations Center (EOC) activation perspective.

2. Purpose and Scope

a) The purpose of this appendix is to describe the unique response/recovery procedures from hazardous events. All hazards will not be specifically addressed in this appendix. This document describes those phenomena of high potential that could or have in the past, adversely affect the Village.

b) The hazards addressed in this annex are:
   a. Tropical Storm and Hurricane
   b. Thunderstorm/Lightening/Tornado
   c. Mass Migration
   d. Drought
   e. Hazardous Materials Spill
   f. Wildfire
   g. Airplane Crash or other major transportation incident
   h. Special Event/Civil Disturbance
   i. Terrorism
   j. Public Health Emergency

3. Assumptions

a) The EOC will not be activated pre-event for most hazardous events, except for tropical storms, hurricanes and selected incidents.

b) The Monroe County EOC (MCEOC) may not activate when the Village EOC activates.

c) The Keys and Village will usually receive advanced warning about the onset of hazardous weather conditions; not necessarily the severity or impact location.
B. THE RESPONSE ORGANIZATION

1. General

   a) Most responses to emergencies/disasters will be by on-duty forces. The response to a disaster will be dependent on reports from the public and governmental entities.

   b) For major hazardous events, the response organization will be as described in the Basic Plan portion of this plan, with the Village Office of Emergency Management (OEM) as the Lead Agency for pre-event activities. Depending upon the type of disaster, either the Village Fire Rescue, Village Police (MCSO), or Village Public Works, will serve as the Lead Agency for post-disaster activities.

2. Responsibilities

   a) Village OEM/Fire Rescue Department:
      
      i. Activate the EOC as required.

      ii. Be the Lead Agency responsible for this annex as well as all pre-event hazardous activities.

      iii. Coordinate and share information with MCEOC during all phases of Village emergency response activities.

      iv. Disseminate warning and safety information to the entire Village, or sections of the Village, by phone from a city official, such as the Village Manager’s Office or Emergency Manager.

      v. Monitor county shelter openings.

      vi. Recommend the Mayor declare a “State of Local Emergency”, as the situation warrants.

      vii. Recommend the Mayor issue a mandatory evacuation order for the Village, as the situation warrants. During county-wide events, it is the county that issues mandatory evacuation orders.

      viii. Make recommendations to the Village Manager and Mayor, on the activation of stand-by contracts for emergency management support services, if not previously done so. (*Appendix L*)

   b) Public Works will be Lead Agency for Recovery Operations should a severe weather event occur.

      i. Parks and Recreation, Solid Waste, Storm water, Water, Wastewater, and Public Works will establish and staff the Village EOC for the purpose of performing debris management operations.

      ii. Public Works will initiate mitigation measures & programs, close roads and barricade as necessary and assist with evacuations, when warranted.
iii. In coordination with the EOC IMT, make recommendations to the Village Manager and Mayor, on the activation of stand-by contracts for debris management and debris monitoring if not previously done so. *(Appendix L)*

c) Village Police (MCSO) will be Lead Agency for all Law Enforcement events such as special events, civil disturbances and terrorism. Village Police (MCSO) will maintain law and order during disaster/emergency operations, execute Village or county evacuation orders and control traffic flow with traffic control points and measures deemed necessary.

d) Village Fire Rescue (VFR) will be Lead Agency for all hazardous material or fire events. VFR will direct search and rescue operations in the Village in the aftermath of a disaster, extinguish large fires, control hazardous material spills, and coordinate medical support to the county’s public shelters located within the Village.

C. CONCEPT OF OPERATIONS

1. General

When the Village EOC is activated, the Village IMT will be organized and operate under the Incident Management System as outlined in the Basic Plan. This section will address unique activities corresponding to a particular hazardous event.

2. Tropical Storm/Hurricane

a) Because we are a coastal community, these storms have the greatest potential for loss of life and catastrophic property losses. For that reason the Village EOC may be activated to some level during the course of the threatening weather. A time delineating schedule for departmental 24, 48, and 72-hour preparedness activities has been developed for tropical cyclone weather systems affecting the Village and should be maintained by each Village department.

b) Most all decision making trigger points for certain protective actions will be based on the onset of sustained tropical storm-force winds, NOT hurricane-force winds or NWS issued Hurricane Warnings.

c) Because major hurricanes, Category 3, 4 or 5, produce extremely dangerous high winds and high storm surge, there are no public shelters for the general population available with Monroe County, including the Village, for any major hurricane. For this reason, the county and Village will issue mandatory evacuations for a credible threat of an impact from a major hurricane.

Evacuation orders are mostly coordinated and issued by the county and may be phased to include certain zones and/or populations such as non-residents (tourist), low-lying areas, trailer parks, camp grounds, etc.
In addition, if a mandatory evacuation is issued, all three county hospitals, including the only Upper Keys hospital, also evacuate and will not be operational to the general public. All three county hospitals staff (Florida Lower Keys Medical Center, Fishermen’s Community Hospital and Mariners Hospital) will evacuate and those medical facilities will not be operational to assist the general public.

d) **NOTE:** Because Category 4 and 5 hurricanes cause catastrophic loss of life and property, if threatened by the impact of the core of a strong Category 4 or Category 5 hurricane, the Village Executive Policy Group will consider total evacuation of all Village IMT, staff, and applicable equipment to the mainland to preserve continuity of government.

3. **Sustained Tropical Storm Force Winds**

   a) Tropical storm-force winds are strong enough to be dangerous to those caught in them. For this reason, the Village’s and county’s plans are based on having their protective actions complete, including evacuations and their personnel sheltered, before the onset of sustained tropical storm-force winds, not hurricane-force winds or NWS issued Hurricane Warnings.

   b) In addition, the Village will plan on suspending all municipal services, including law enforcement and fire rescue, during the onset of sustained tropical storm-force winds.

4. **Level Three, Monitoring Phase**

   a) Once a tropical cyclone system directly threatens South Florida, the Village OEM will engage in a series of activities to include, conference calls with the County EOC, neighboring municipalities and other local, state and/or federal agencies, frequent public service announcements via the Village website, Severe Weather Bulletins and/or Flash Alerts to Village employees, etc. This phase lasts until approximately 72 hours before the closest point of approach (CPA) of the system’s sustained tropical storm force winds to South Florida. If the Florida Keys area is forecasted to be directly within range of these winds, Level 2 activation may be implemented between the 72 and 60-hour point before the CPA.

   b) All Village departments should be reviewing their plans, stockpiling supplies, topping off their vehicles, etc.

5. **Level Two, PARTIAL Activation**

   a) For a tropical cyclone system directly affecting the South Florida area, this phase will be a short-lived transitory period because full activation will occur during completion of departmental 24, 48, and 72-hour preparedness operations. Preparedness actions will be accelerated to establish operations in the EOC.
b) The Village IMT will be notified to report to the EOC to initiate coordination activities with the Village and county. Other essential Village personnel may be placed on standby for recall.

c) The Village OEM will coordinate with MCEOC to determine shelters within the Village for Category 1 or 2 hurricanes only.

d) The Public Information Officer for the Village IMT will activate in the EOC.

e) All applicable Village departments will disperse their equipment out of harm’s way, dispatch liaison to the EOC and complete departmental 24, 48, and 72-hour preparedness operations.

f) The Village Finance Department will secure a “Project Number” for all disaster activities and associated expenditures.

g) The Village Public Works and Finance Departments will coordinate with the Village EOC to consider activation of applicable pre-positioned disaster support contracts.

6. **Level One, FULL Activation**

a) Between 48 and 36 hours before the on-set of sustained tropical storm force winds, evacuation decisions will be made by the MCEOC. All of Village government will be operating from the Village EOC. This phase will continue through the threat period into the beginning of recovery operations, most likely not going beyond two weeks.

b) The Village Manager, in consultation with the Village Executive Policy Group, will decide on closing or limiting Village business and/or services and recommend cancellation of other public social events.

c) The Finance Department will compile all Disaster Recovery Paperwork maintained by each Village department, should Monroe County receive a Presidential Disaster Declaration.

d) All governmental agencies will disperse their equipment out of harm’s way, ensure Village IMT representatives are dispatched to the EOC and complete departmental 24, 48, and 72-hour preparedness actions.

e) The Village Fire Rescue Department will establish an “Alpha / Bravo” shift to staff their facilities, stage equipment at pre-determined locations and reorganize all stations into Search and Rescue Teams made up of VPD, and DPW personnel and equipment. VFR Command will be located at Station #20 / Village EOC and co-man the Operations Section of the Village IMT.

f) The Village EOC IMT will assemble and staff their applicable IMT positions. The EOC IMT incident manager will determine and initiate the Incident Action Plan (IAP) optional period and coordinate with the Village Executive Policy Group for the initial incident objectives for the first IAP.
g) The Village Finance Department will secure a “Project Number” for all disaster activities and associated expenditures.

h) The Village Public Works and Finance Departments will coordinate with the Village EOC to activation of applicable pre-positioned disaster support contracts.

7. Mass Immigration/Migration

A change in any Caribbean Government particularly that of Cuba has the potential of creating multiple disruptions in Monroe County and the Village. Monroe County government seeks to protect the rights and safety of residents who wish to respond openly, while also ensuring the normal conduct of commerce, delivery of county services, and daily life in Monroe County.

18+ linear miles of ocean front shoreline exposed to the Florida Straits makes the Village vulnerable to a mass influx of refugees, entering Florida illegally. With that in mind, the Village recognizes that a sound mass migration response and recovery plan is a vital component to maintain continuity of operations and government.

Additionally, the Village recognizes that a large influx of undocumented foreign nationals and/or a mass congregation of local citizens, primarily from Miami-Dade and Broward Counties, who may attempt to cross to Cuba or Haiti in privately owned vessels to retrieve relatives or friends, may overwhelm the Village and county infrastructure, particularly social, medical and emergency services.

a) Planning Assumptions

i. This hazard addresses three scenarios that are most likely to occur as a result of a change in government in any Caribbean Country. They are:

- Mass Migration
- Public Health risks
- Celebrations, demonstrations, and solemn vigils
- Terrorist or violent acts

ii. A change in Cuban government may cause a large exodus of Cuban residents to the United States. It is estimated that as many as 50,000 undocumented foreign nationals could arrive in South Florida in a period as little as two days. As has happened in the past, this migration is expected to occur primarily by sea; many Cuban citizens may attempt to leave the island in boats, rafts and other floatation devices in order to seek asylum in the United States.
iii. It is possible that many of these individuals will evade existing maritime interdiction efforts and arrive on the eastern shores of South Florida, primarily Monroe, Broward, and Miami-Dade County.

iv. A large influx of undocumented foreign nationals may overwhelm the Monroe County infrastructure, including the Village, particularly social and medical services.

v. The current United States “Wet Foot/Dry Foot” policy dictates that the U.S. Coast Guard will interdict any vessel trying to make landfall in the U.S. and return passengers to their point of origin or an alternate location (if intercepted at sea). Customs and Border Protection will process undocumented foreign nationals that reach U.S. territory for possible asylum in the United States.

vi. Mass migration is a federal law enforcement matter. The Department of Homeland Security has created a plan. This plan will provide:

- Apprehension
- Administrative and criminal processing
- Transportation
- Detention
- Deterrence of further mass migration

In short, a plan is in place that will mitigate mass migration and control it until it returns to “normal” levels. This plan, “MONROE COUNTY EMERGENCY MANAGEMENT MASS MIGRATION PLAN”, will be incorporated into the CEMP.

8. Mass migration concerns also include local citizens who may attempt to cross to Cuba or Haiti in privately owned vessels to retrieve relatives or friends. Finally, Key West International Airport, Marathon Airport and the Port of Key West are other points of entry that could be affected as local residents congregate at these sites in an effort to obtain entry for family members. This would, most likely, require individuals to transition or travel through the Village.

9. In addition to a mass migration, news of any change in Cuba’s government will be quickly disseminated to residents of Monroe County most likely via the Spanish radio stations. It is anticipated that many residents will quickly take to the streets to celebrate or protest a change in Cuban government. Large caravans of vehicles and mass gatherings resulting from spontaneous celebrations and demonstrations will likely disrupt traffic and the delivery of goods and services.

Residents who are negatively affected by the celebrations and demonstrations may display opposition thereby increasing the likelihood of civil unrest. To mitigate this, demonstrations and celebrations must be coordinated and managed so that disruptions are minimized.
10. Village EOC Activation

a) If it is determined the situation warrants implementation of this Plan, the Village Emergency Manager will activate the Emergency Operations Center to an appropriate level.

b) Pursuant to Florida Statutes, the Village Mayor may declare a state of local emergency and the Village Emergency Management Director (or designee) serves as the Incident Manager until the arrival of Federal command response personnel. Once Federal response is initiated, the Village and County EOC personnel will be the support resource to the event and the appropriate agencies. The Monroe Emergency Operations Center will be the central coordination hub for the County's response under Federal directive (should it be requested by the Federal response personnel). Forward command posts will be established as necessary to manage tactical field response forces. Municipalities will communicate and collaborate with the County EOC regarding all applicable activities.

11. Command and Control

a) Any incident associated with the change in Caribbean government has the potential to develop into a significant response, with multi-agency coordination being essential for any successful response. Mass migration and terrorism, to some degree, are federal law enforcement matters, whereas, mass gatherings, demonstrations, and terrorism require a local response. Monroe County and the Village have an established command and control structure identified in their CEMPs. This command structure is flexible enough to be adapted to any of the foreseen mass migration scenarios. A situation assessment will be compiled by the Village OEM and communicated to the Village Manager and Village Executive Policy Group.

b) In order to address the requirements of the varied emergency responders, and to insure a coordinated response for the successful accomplishment of their assigned tasks, a system of management is required. The Village Comprehensive Emergency Management Plan has been constructed to respond to and recover from all disasters under an incident management system that is companionable with the National Incident Management System. This system is patterned after the Incident Command System as developed by the National Fire Academy, which has been recognized as the model tool for the command, control, and coordination of resources and personnel in response to emergencies. In addition, the support and coordination components consist of the multiagency coordination centers/emergency operations centers (EOCs) and multiagency coordination entities. Multiagency coordination centers/EOCs will provide central locations for operational information-sharing and resource coordination in support of on-scene Unified Command efforts.
12. The **Village Fire Rescue Department** response to such events shall consist of the following:

   a) Activation of the Incident Command System and the Village EOC
   b) Notification to the local, state and federal agencies
   c) Maintain close coordination with Monroe County Emergency Management and County EOC
   d) Maintain support and coordination components consistent with the multiagency coordination centers/emergency operations centers (EOCs) and multiagency coordination entities. The Village EOC will provide a central location for operational information-sharing and resource coordination in support of on-scene Unified or Area Command efforts within the Village.
   e) Deploy applicable resources to direct, assist and manage the event.
   f) Request mutual aid and additional resources as needed.
   g) Provide support, as requested and if possible, to local, state and federal agencies as needed.

13. **Drought**

   a) Drought has periodically been a significant hazard in the South Florida area. Specifically, the main threat for severe drought arises when the Lake Okeechobee and the South Florida Aquifer becomes depleted. When this is the case, water usage recommendations or mandated restrictions are needed. The Village EOC provides close coordination with the County EM and South Florida Water Management District to stay aware of changing conditions. No EOC activation is anticipated.

14. **Hazardous Materials Spills**

   a) Hazardous materials are any substance or mixture of substances which are toxic, corrosive, irritants, flammable or combustible, or generate pressure through decomposition, heat or other means, if such substance or mixture of substances may cause substantial personal injury or illness during or as a result of handling or use.

   b) The threat from hazardous materials exists in the form of fixed facilities and from materials transported within or through the Village. One of the largest potential threats is the transportation of materials on U.S. Highway 1 and a large LPG bulk storage facility. No EOC activation is anticipated.

15. **Wildfire or Brush Fire**

   a) During prolonged dry periods, fire hazard is increased in those areas of the Village having stands of trees and grassy areas. The scenario, especially in concert with below normal water supplies, could present a substantial hazard to the community. However, due to the minimal area of interface to structures the threat occurrence is uncommon. No EOC activation is anticipated.
16. **Airplane Crash or other Major Transportation Incident**

a) The Village hosts a small private airport and several helicopter landing ports. The crash of an aircraft resulting in mass casualties is a remote possibility in the Village area. However, the possible crash of an aircraft would typically be a small plane or helicopter.

b) The Village is segmented or divided by the U.S. Highway 1 corridor. There are approximately 600 +/- commercial trucks a day that transverse through the Village. Any number of these carry hazardous materials. However, more importantly, a major transportation incident on any section of the U.S. Highway 1 corridor or any of the eight (8) bridges along the corridor would close U.S. Highway 1 for an undetermined time. This would block any movement of traffic north or south through that particular area.

c) The Village Emergency Manager may report to the Village EOC or on-site Command Post to coordinate the response or restoration. The Village EOC activation may be necessary and will be evaluated by the Village EM as conditions warrant.

17. **Special Events/Civil Disturbances**

a) The Village and surrounding areas host several special events periodically throughout the year. The Village hosts one of the largest county events called the “Rotary Flea Market”, which is potentially vulnerable because they are attended by thousands of out of area visitors and residents. Large public events lend themselves to being targets of terrorist activity or civil disturbances. Civil disturbances occur with or without warning and may adversely impact significant portions of the population.

b) Direction and Control

i. The Village Manager, in consultation with the Village Parks Director and other applicable department directors, will decide on cancellation, closing or limiting public social events.

ii. The Village Parks Director will coordinate with Village Administration, Police, Fire Rescue and Public Works.

iii. The Village EOC activation may be necessary and will be evaluated by the Village EM as conditions warrant.

c) Terrorism

i. Terrorist incidents involving chemical, biological, radiological, nuclear or explosive materials (CBRNE) and cyber terrorism are considered to be manmade disasters. Incidents that are believed to be a terrorist act will be treated as both a crime scene and as a hazardous materials incident with additional complicating factors, until additional information indicates otherwise.
Regardless of the mechanism or motive behind the incident, the Village’s intent will be focused on actions to reduce the impact of the event efficiently and safely. All responders will follow the safety guidelines established by their agencies and/or at the scene of the incident by the incident commander.

ii. Assumptions

1) The occurrence or frequency of a terrorist incident within the Village or surrounding area is considered low due to lack of targets of opportunity compared to metropolitan areas.

2) Public safety agencies of the Village will be the “first responders” to the scene of a terrorist incident or the locations in the Village where the impacts of the event are experienced.

3) A terrorist incident may be made readily apparent to the responding organizations by the characteristics of the impacts or a declaration on the part of the perpetrators, or may be very difficult to initially detect and identify because of uncertainty as to the cause or extent of the situation.

4) The resources and/or expertise of local agencies in the Village could quickly be depleted by a response to a major terrorist incident and its consequences. Extensive use of county, regional, state, and federal assets and intrastate mutual aid agreements must therefore be anticipated.

5) Specialized resources, as well as those normally utilized in disaster situations, will be needed to support the response to a terrorist incident. Such resources may not be located in the Village or Monroe County, the FDLE Region or in the State of Florida.

6) There will be very extensive media interest in a terrorist event and media management operations will require resources beyond those needed for other types of emergency management operations.

iii. During the first response to a known or suspected terrorist event, the following points are the main objectives for Village’s operations:

1) Protect the lives and safety of the citizens and first responders;

2) Ensure notifications to hospitals to assess their readiness;

3) Identify the type of agent/devices used;

4) Isolate, contain, and/or limit the spread of any released nuclear, biological, chemical, incendiary, or explosive devices, or the continuing spread of cyber-terrorist agents;

5) Identify and establish control zones for the suspected agent used;
6) Ensure emergency responders properly follow protocol and have appropriate protective gear;

7) Identify the most appropriate decontamination and/or treatment for victims;

8) Establish victim services;

9) Notify emergency personnel, including medical facilities, of dangers and anticipated casualties and proper measures to be followed;

10) Notify appropriate county, state and federal agencies;

11) Provide accurate and timely public information;

12) Preserve as much evidence as possible to aid in the investigation process;

13) Protect critical infrastructure;

14) Manage fatalities and the protection of remains;

15) Protect property and environment;

iv. Level Two, Partial Activation

1) The Village EOC will not be activated pre-event for most Homeland Security National Advisory changes without any specific threat information for the Village or county and/or surrounding areas. However, when deemed a terrorist event, the Village EOC will conduct a limited activation with limited IMT staffing. The primary objective will be to secure resources through the Village EOC, County EOC, Regional Domestic Security Task Force, State of Florida and the Federal Government.

2) The Village Manager, in consultation with the Executive Policy Group, will decide on closing or limiting Village business and/or services and recommend cancellation of other public social events.

18. Public Health Emergency

a) The United States and all political subdivisions are subject to an incursion of various infectious diseases. Such outbreaks could be widespread and involve more than one municipality, requiring close coordination with health officials at local, state, and federal levels. The State Department of Health is the Lead Agency for all public health related outbreaks. Receipt & distribution of Strategic National Stockpile will be in concert with current Department of Health policies. Health policies will be coordinated with the Village and County Emergency Management.
b) EOC Activation

  i. The Village EOC activation may be necessary and will be evaluated by the Village EM as conditions warrant. The Village EM will inform the Village Executive Policy Group for any necessary EOC activations.

D. REIMBURSEMENT/FINANCE

In coordination with the EOC IMT, a recommendation to the Village Manager and Mayor, on the activation of stand-by contracts for FEMA Public Assistance, Individual Assistance and any applicable insurance claims, if not previously done so. (Appendix K)

E. TRAINING & EXERCISES

1. General

   Training to support hazardous weather operations is on-going and recurring. The State Division of Emergency Management (DEM) and Federal Emergency Management Agency (FEMA) provide a variety of training courses, as well as Independent Study Courses, at no expense to the individual. The Village OEM can develop a tailored training program for any agency desiring the service.

2. Training Program Development & Implementation

   Each Village employee is required to obtain the minimum base-line NIMS training. Most of this training is on-line.

3. Training Exercise

   The Village OEM conducts an annual Disaster/Hurricane and Mass Casualty exercise. Departments are strongly encouraged to request their own tabletop exercises, especially when procedures and/or equipment change. The Village also participates in the annual county and statewide hurricane exercise conducted in the spring timeframe.
## F. DECISION MATRIX

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X indicates that the corresponding decision is the responsibility of the indicated department.
APPENDIX D:

Village Message and Information Flow Diagram
APPENDIX E:

Sample Declaration of State of Emergency

ISLAMORADA, VILLAGE OF ISLANDS

Declaration of State of Local Emergency

WHEREAS, Chapter 252.38 (3) (a), Florida Statutes, give authority to political subdivisions to declare and enact a “State of Local Emergency” for a period of up to seven (7) days, thereby waiving the procedures and formalities otherwise required of the political subdivision by law pertaining to:

1. Performance of public work and taking whatever action is necessary to ensure the health, safety and welfare of the community,
2. Enter into contracts,
3. Incurring obligations,
4. Employment of permanent and temporary workers,
5. Utilization of volunteer workers,
6. Rental of equipment,
7. Acquisition and distribution, with or without compensation, of supplies, materials and facilities,
8. Appropriation and expenditure of public funds; and

WHEREAS, the threat of high winds, storm surge, heavy rains, flooding and tornadoes associated with the [TROPICAL STORM or HURRICANE and NAME OF STORM] may require expedient action in order to protect the health, safety and welfare of the community; and

WHEREAS, Village Ordinance No. 12-08, § 2, 7-12-2012 Civil Emergencies, grants the Village Mayor, Vice Mayor or in his/her absence the Village Manager authority to declare a “State of Local Emergency” after consultation with the Emergency Management Director and Village Manager.
NOW THEREFORE, as Mayor of Islamorada, Village of Islands, I hereby declare and enact a “State of Local Emergency” for all of Islamorada, Village of Islands for a period of seven (7) days. Pursuant to this declaration, all procedures and formalities otherwise required Islamorada, Village of Islands as listed in items 1 through 8 above are hereby waived. The Village Manager is hereby ordered to take whatever prudent actions are necessary to protect the health, safety and welfare of the community. Emergency Directives signed by the Mayor, Vice Mayor or the Village Manager during the state of local emergency have the full force of law as specified in Islamorada, Village of Islands’ Disaster Emergency Management and Hurricane Preparedness Plan.

Signed: ___________________________  Title: ___________________________

Mayor or Designee of Islamorada, Village of Islands

Date: ___________________________  Time: ___________________________
APPENDIX F:

Adoption of NIMS

Village Resolution 04-09-48

ISLAMORADA VILLAGE OF ISLANDS, FLORIDA
RESOLUTION 04-09-48

A RESOLUTION OF THE VILLAGE COUNCIL OF ISLAMORADA,
VILLAGE OF ISLANDS, FLORIDA, ADOPTING THE NATIONAL
INCIDENT MANAGEMENT SYSTEM (NIMS) REQUIRED UNDER THE
HOMELAND SECURITY PRESIDENTIAL DIRECTIVE (HSPD)-5 AS THE
STANDARD INCIDENT MANAGEMENT SYSTEM FOR DOMESTIC
EMERGENCY RESPONSE.

WHEREAS, on February 28, 2003, the President of the United States issued Homeland
Security Presidential Directive (HSPD)-5; and

WHEREAS, management of Domestic Incidents, which directs the Secretary of Homeland
Security to develop and administer a National Incident Management System (NIMS); and

WHEREAS, NIMS establishes standardized incident management processes, protocols, and
procedures that all responders -- Federal, state, tribal, and local -- will use to coordinate and conduct
emergency response actions.

WHEREAS, the NIMS will enable responders at all levels to work together more effectively
and efficiently to manage domestic incidents no matter what the cause, size or complexity, including
catastrophic acts of terrorism and disasters; and

WHEREAS, HSPD-5 requires Federal departments and agencies to make adoption of the
NIMS by State and local organizations a condition for Federal preparedness assistance (through
grants, contracts, and other activities) beginning in FY 2005.

NOW, THEREFORE, BE IT RESOLVED BY THE VILLAGE COUNCIL OF
ISLAMORADA, VILLAGE OF ISLANDS, FLORIDA, AS FOLLOWS:

Section 1: The Village Council adopts the National Incident Management System (NIMS)
under the Homeland Security Presidential Directive (HSPD)-5 as the standard incident management
system for public safety.

Section 2: This resolution shall take effect immediately upon its adoption.

VILLAGE COUNCIL OF ISLAMORADA, VILLAGE OF ISLANDS

Motion to adopt by Vice Mayor Johnson, seconded by Councilwoman Schmidt.

FINAL VOTE AT ADOPTION

Mayor Chris Sanet: YES
Vice Mayor Robert Johnson: YES
Councilman Mike Forster: YES
Councilman Michael Reckwerdt: YES
Councilwoman Patsy Schmidt: YES

PASSED AND APPROVED by the Village Council of Islamorada Village of Islands,
Florida, this 23rd day of September, 2004.

ISLAMORADA VILLAGE OF ISLANDS, FLORIDA

__________________________
CHRIS SANET, MAYOR

ATTEST:

__________________________
VILLAGE CLERK

(Village Seal)
APPENDIX G:

Employee Disaster Response Pay

Village Resolution 06-07-56
APPENDIX H:

State Approved Mutual Aid Agreement
APPENDIX I:

National Response Framework (NRF)

- Overview -

The National Response Framework (NRF) is a guide to how the Nation conducts all-hazards response. It is built upon scalable, flexible, and adaptable coordinating structures to align key roles and responsibilities across the Nation, linking all levels of government, nongovernmental organizations, and the private sector. It is intended to capture specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale terrorist attacks or catastrophic natural disasters.

This document explains the common discipline and structures that have been exercised and matured at the local, tribal, state, and national levels over time. It describes key lessons learned from Hurricanes Katrina and Rita, focusing particularly on how the Federal Government is organized to support communities and states in catastrophic incidents. Most importantly, it builds upon the National Incident Management System (NIMS), which provides a consistent template for managing incidents.
APPENDIX J:

National Disaster Recovery Framework

- Overview -

The NDRF provides guidance that enables effective recovery support to disaster-impacted States, Tribes and local jurisdictions. It provides a flexible structure that enables disaster recovery managers to operate in a unified and collaborative manner. It also focuses on how best to restore, redevelop and revitalize the health, social, economic, natural and environmental fabric of the community and build a more resilient Nation.

The NDRF defines:

- Core recovery principles
- Roles and responsibilities of recovery coordinators and other stakeholders
- A coordinating structure that facilitates communication and collaboration among all stakeholders
- Guidance for pre- and post-disaster recovery planning
- The overall process by which communities can capitalize on opportunities to rebuild stronger, smarter and safer

These elements improve recovery support and expedite recovery of disaster-impacted individuals, families, businesses and communities. While the NDRF speaks to all who are impacted or otherwise involved in disaster recovery, it concentrates on support to individuals and communities.

The NDRF introduces four new concepts and terms:

- Federal Disaster Recovery Coordinator (FDRC)
- State or Tribal Disaster Recovery Coordinators (SDRC or TDRC)
- Local Disaster Recovery Managers (LDRM)
- Recovery Support Functions (RSFs)

The National Disaster Recovery Framework (NDRF) applies to all Presidentially-declared major disasters though not all elements will be activated for every declared incident. Many of its concepts and principles are equally valid for non-declared incidents that have recovery consequences. The core concepts as well as the Recovery Support Function (RSF) organizing structures outlined in the NDRF may be applied to any incident regardless of whether or not it results in a Presidential disaster declaration.

LOCAL DISASTER RECOVERY MANAGERS, STATE AND TRIBAL DISASTER RECOVERY COORDINATORS.
The National Disaster Recovery Framework (NDRF) strongly recommends that State governors as well as local government and Tribal leaders prepare as part of their disaster recovery plans to appoint Local Disaster Recovery Managers (LDRMs) and State/Tribal Disaster Recovery Coordinators (SDRCs/TDRCs) to lead disaster recovery activities for the jurisdiction.

The role of the LDRMs, SDRCs and TDRCs is to organize, coordinate and advance the recovery at the local, State or Tribal level. The experience and skill sets of these individuals should include a strong basis in community development and good knowledge of the community’s demographics. While these positions will often interact with the emergency management community, it is not necessary that these individuals be emergency management professionals. Their primary role is to manage and coordinate the redevelopment and building of community. In addition, the individuals occupying the positions should be able to represent and speak on behalf of their respective chief executives (e.g., mayor, governor, Tribal leader). The LDRMs and TDRCs serve as the jurisdiction’s primary point of contact (POC) with the SDRC.

In large-scale disasters and catastrophic incidents where a Federal role may be necessary, the SDRC and/or TDRC is the primary interface with the Federal Disaster Recovery Coordinator (FDRC). Depending on the severity of the incident and anticipated scope and duration of disaster recovery efforts, the State Coordinating Officer (SCO) may fulfill the Recovery Coordinator role under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act). However, after large-scale disasters or catastrophic incidents, States are encouraged to appoint a separate position to ensure recovery activities are well-managed while extended response and short-term recovery activities are ongoing.
LOCAL DISASTER RECOVERY MANAGER (LDRM)

**PRE-DISASTER RESPONSIBILITIES**

1) Serve as primary point of contact (POC) for disaster recovery preparedness with the State and neighboring local and Tribal governments.

2) Coordinate development, training and exercise of jurisdiction disaster recovery plan (Chapter 9).

3) Establish and maintain contacts and networks for disaster recovery resources and support systems.

4) Promulgate principles and practices that further resiliency and sustainability in development and strategic planning initiatives.

**POST-DISASTER RESPONSIBILITIES**

1) Lead the creation and coordinate the activities of local recovery dedicated organizations and initiatives.

2) Work with the SDRC to develop a unified and accessible communication strategy.

3) Participate in damage and impact assessments with other recovery partners.

4) Organize recovery planning processes, which includes individuals with disabilities and others with access issues, seniors and members of underserved communities, to fully engage constituents’ input; lead the development of the community’s or Tribe’s recovery visions, priorities, resources, capability and capacity.

5) Ensure inclusiveness in the community recovery process, including persons with disabilities and limited English proficiency.

6) Communicate recovery priorities to State and Federal governments and other recovery stakeholders and supporters.

7) Incorporate critical mitigation, resilience, sustainability and accessibility-building measures into the recovery plans and efforts.

8) Lead the development of the community’s recovery plans and ensure that they are publicly supported, actionable and feasible based on available funding and capacity.

9) Collaborate with State, Federal and other stakeholders and supporters, such as the business and nonprofit communities, to raise financial support (including long-term capital investment in local businesses) for the community’s recovery, leverage the resources where possible and resolve potential duplication of assistance.

10) Work closely with the recovery leadership at all levels to ensure a well-coordinated, timely and well-executed recovery.

11) Develop and implement recovery progress measures and communicate adjustments and improvements to applicable stakeholders and authorities.
APPENDIX K:

A. Storm Surge Maximum of the Maximum (MOM) for the Village

Surge height depends strongly on the specifics of a given storm including, forward speed, angle of approach, intensity or maximum wind speed, storm size, storm shape, and landfall location. The SLOSH model was used to develop data for various combinations of hurricane strength, wind speed, and direction of movement.

The Maximum of the Maximum Envelope of High Water (MEOW), or MOM, provides a worst case snapshot for a particular storm category under "perfect" storm conditions. Each MOM considers combinations of forward speed, trajectory, and initial tide level. These products are compiled when a SLOSH basin is developed or updated. As with MEOWs, MOMs are not storm specific and are available to view in the SLOSH display program for all operational basins. No single hurricane will produce the regional flooding depicted in the MOMs. Instead, the product is intended to capture the worst case high water value at a particular location for hurricane evacuation planning. The MOMs are also used to develop the nation's evacuation zones.

Category 1 - Maximum of the Maximum Envelope of High Water
Category 2 - Maximum of the Maximum Envelope of High Water

Category 3 - Maximum of the Maximum Envelope of High Water
**Category 4** - Maximum of the Maximum Envelope of High Water

**Category 5** - Maximum of the Maximum Envelope of High Water
B. Saffir–Simpson Hurricane Wind Scale

1. 74 - 95 mph
2. 96 - 110 mph
3. 111 - 129 mph
4. 130 - 156 mph
5. 157 mph +
APPENDIX L:

Standby Contract Activation

In the event that a disaster escalates to a proportion where it exhausts all local resources, it may be necessary to activate standby contract(s) to effectively respond and recovery from a major event or incident. Contracts and consultants could provide a range of related services including debris removal and monitoring, grant application, administration and program management, damage assessment, training, emergency planning, infrastructure restoration, and other services as needed and directed by the Village. Other services may include, but not limited to, facilitating communication with FEMA, FHWA, the State of Florida and other agencies, coordination with insurance representatives, pre-event planning, and post-event reconstruction, grant funding, and reimbursement services.

Islamorada currently has standby contracts in place as shown in the table below:

<table>
<thead>
<tr>
<th>Services</th>
<th>Contractor</th>
<th>Contact</th>
<th>Phone Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Debris Removal</td>
<td>J.B. Coxwell Contracting</td>
<td>Chip Patterson</td>
<td>904-0334-9690</td>
</tr>
<tr>
<td>Debris Monitoring</td>
<td>True North-Neel Shaffer</td>
<td>Nelson Lucius</td>
<td>817-870-2422</td>
</tr>
<tr>
<td>Disaster Closeout Support</td>
<td>Adjusters International</td>
<td>John Marini</td>
<td>315-797-3035 315-415-2963</td>
</tr>
</tbody>
</table>

Activation

The scope and nature of the services to be performed will be directed by the Village once the extent of damage has been determined. The following is some of the information taken into account prior to activation of standby contracts:

Emergency Management & EOC Support

Provide Incident Management Support Teams (IMSTs) to support and augment staffing at the Village Emergency Operations Center (EOC) or other applicable location/s. (e.g., planning section chief, logistical section chief, any section chief and/or ICS positions warranted based on the level of response).
In the event that a disaster escalates to a proportion where the Village requires additional Emergency Operations Center (EOC) support services, the contractor can provide Incident Management Support Teams (IMSTs) to support and augment the Village EOC/IMT. This service allows the Village to maintain continuity of operations and continuity of government while effectively managing the incident. The contractor provides short-term and long-term staff support in the way of:

- Emergency Support Function (ESFs) positions, based on need and the level of response
- Operations | Section Chiefs, Branch Directors & Division/Group Supervisors
- Planning | Section Chiefs, Situation, Resources, Documentation & Demobilization Unit Leaders
- Logistics | Section Chiefs, Communications, Supply & Facilities Unit Leaders
- Finance/Admin | Section Chiefs, Time, Procurement, Compensation, Claims & Cost Unit Leaders

This is intended to sustain specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale man-made or catastrophic natural disasters.

Debris Management and Monitoring

The amount and scope of services needed to dispose of debris generated from the public rights-of-way, private property, drainage areas/canals, waterways, and other areas designated as eligible by the Village. Support with the selection and permitting of TDSRS locations and other permitting/regulatory issues as requested.

Disaster Closeout Support

Project Worksheet and other pertinent report preparation required for reimbursement by FEMA, FHWA and any other applicable agency for disaster recovery efforts by Village.

Final report and appeal preparation and assistance.

All services conform to local and state laws and regulations, the National Response Framework (NRF), National Incident Management System (NIMS), and the National Disaster Recovery Framework (NDRF) as require by the Department of Homeland Security and Homeland Security Presidential Directives 5 & 8.
Activation Authority

Once it has been determined a standby contract(s) is needed, the Village Manager (or his/her designee) will authorize the contract activation in keeping with all required Islamorada policy and financial procedures.

The Activation Fee is executed when requested by the Village Manager or his/her designee, and followed with a written “Notice to Proceed” to report to the Emergency Operation Center or other applicable location.

Reimbursement and Financial Management

Usually, activation fees are eligible for reimbursement if the Governing Agency is included in a declared disaster by a Presidential Declaration.

The amount of the recovery may vary depending on the disaster eligibility of Federal, State, and local match for the event. (i.e.: In a hurricane activation: 100% recovery for Emergency Protective Measures for initial 72 hours response or designated 72 hour time period, 75% Federal / 25% (divided by local and state) for other disaster recovery operations).

Some state programs or other funding sources may be available depending on the incident or event (SBA for business impacts following a small tropical event, BP Funds for the Deepwater Horizon incident, etc).

Islamorada will be responsible for costs incurred in response/recovery to an event or incident that is not federally declared. Where and what Islamorada department are responsible will be determined as per Islamorada financial policies and procedures.
APPENDIX M:

Critical infrastructure & Target Hazards

Emergency and non-emergency contact info: