

THE TAMPA BAY CATASTROPHIC PLAN
PROJECT PHOENIX





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I. Executive Summary

The Tampa Bay Catastrophic Plan was created to address the challenges of response and recovery during a catastrophic event in the Tampa Bay area. A catastrophic incident is defined as *“any natural or manmade incident including terrorism that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale and/or government functions.”*¹ It requires fully integrated inter- and intra-governmental actions, combined capacities, communication, coordination and synchronization.

A large catastrophic incident could result in sustained widespread impacts over a prolonged period of time; almost immediately exceeding state, local and private-sector resources in the impacted area. It will significantly interrupt governmental operations including emergency services and threaten public safety and national security. These factors drive the urgency for coordinated planning to ensure accelerated federal and state assistance.²

This document focuses on the procedures, communication channels and coordination strategies necessary to rapidly request and receive critical resources post event. It relies on earlier catastrophic work as well as local perspectives to assist in the assessment of damage, calculation of tactical and support resource need, requests for assistance and management of those resources. This document also investigates the roles of community partners including the private sector, not-for-profit organizations, volunteer organizations, faith-based partners and survivors in response and recovery.

¹ Federal Catastrophic Annex to the National Response Framework

² Pasco County Catastrophic Annex (draft)



II. The Tampa Bay Regional Catastrophic Planning Initiative

A. Background

The FEMA-sponsored Florida Catastrophic Planning (FLCP) Initiative, which began in November 2006, considers two large-scale incidents resulting in projected consequences of catastrophic proportions: a breach of the Herbert Hoover Dike (HHD) around the waters of Lake Okeechobee and a Category 5 hurricane impacting the entire South Florida peninsula, with an estimated population of seven million.

A direct hit by a Category 4 or 5 hurricane in one of Florida's major metropolitan area could have a devastating impact—not only on Florida but also to the entire U.S. economy. Millions of people are expected to be displaced for a significant period of time. Concern over this prompted the Federal Emergency Management Agency (FEMA) and the State of Florida to begin the FLCP initiative in the fall of 2006 and to continue to address this concern with a subsequent scenario along the heavily populated central west coast of Florida.

Through the National Catastrophic Planning Program, states have developed plans, established collaborative relationships, and implemented standing agreements to share resources. However, recent assessments of catastrophic event planning and preparedness clearly highlight the need for improved and expanded regional collaboration.

During FY 2008, the Florida Catastrophic Planning Project focused primarily on the development of federal and state plan guidance for response to catastrophic incidents, development of regional planning communities and processes, and the identification of capability gaps and a corrective action plan to address identified shortfalls.

It is the intent of the Tampa Bay Regional Catastrophic Planning Team to incorporate catastrophic planning into existing regional and local plans, promote regional coordination and build upon approved projects, focusing specifically on the priority areas listed below:

- Ensure the integration of planning and synchronization of plans through the use of national planning systems and tools.
- Identify and integrate economic development strategic plans and economic/business development and other agencies and organizations that work directly with the private sector as full partners in the planning process.
- Continued development of a Communications and Service Restoration Plan for Non-governmental organizations (NGOs) through the regional Community Organizations Active in Disasters (COAD).



- Establish regional policies that enhance NGO networks and integration into the strategic planning community and catastrophic response, short-term and long-term planning process.
- Share best practices in support of a robust national planning community.
- Plan for needed commodities and equipment.
- Address shortcomings in existing plans and processes.

The scope, scenario, major issue areas and working group reports are provided on the website, www.tampabaycatplan.org.

B. Catastrophic Incidents

The catastrophic incident, as defined by the National Response Framework is any *“natural or man-made incident that results in extraordinary levels of mass casualties, damage or disruption severely affecting the population, infrastructure, environment, economy, national morale and/or government functions.”*

“A catastrophic incident could result in sustained nationwide impacts over a prolonged period of times; almost immediately exceeds resources normally available to State, tribal, local and private-sector authorities in the impacted area and significantly interrupts governmental operations and emergency services to such an extent that national security could be threatened.”³

The *State of Florida Interim Catastrophic Planning Guidance* also identified the following potential impacts:

- An extraordinary level of required capabilities beyond the regional, state, or national capacities.
- A large number of casualties.
- Extensive damage to or disruption of critical infrastructure.
- The potential for significant dislocation of the State’s population from their communities of origin, resulting in the need to designate host communities.
- Substantial degradation of the environment.
- Destabilization of Regional or State economies.
- Instability of one or more local governments.

While many disasters are catastrophic to the people or region impacted, not all disasters require a catastrophic-level response through all levels of government response. In any catastrophic event, there will be a need for a significant amount of response and resource capabilities beyond regular response capacities. The response that would be

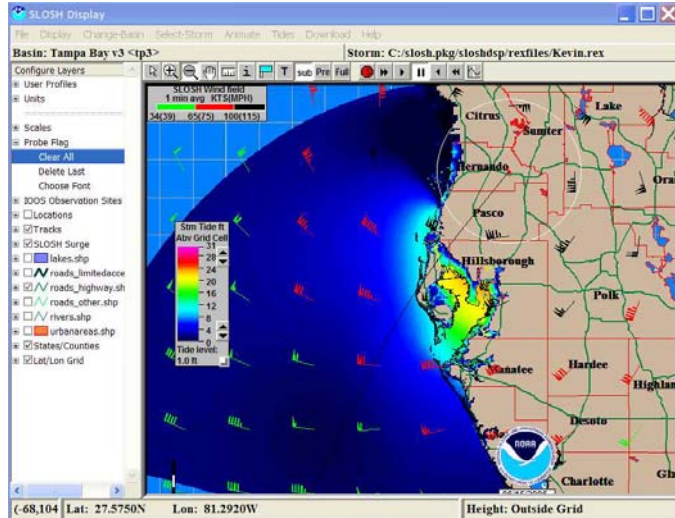
³ Catastrophic Incident Annex to the National Response Framework (NRF-CIA)



routine for a less than catastrophic event will not be adequate to provide for a quick, efficient response in a catastrophic-level disaster.

C. The Hurricane Phoenix Scenario

Hurricane Phoenix is a fictitious storm created to simulate the effects of a worst-case scenario. With input from Tampa Bay area emergency management agencies and the local office of the National Weather Service (NWS), a simulated storm was developed with a track and intensity that would devastate the entire Tampa Bay region. The NWS generated National Hurricane Center advisories, local hurricane statements, and data files that



simulate the hurricane’s location and intensity from its formation in the Caribbean Sea, through landfall in Pinellas County, to the hurricane’s exit from the east coast of Florida into the Atlantic Ocean. The maps and information presented in this packet are based upon the data files developed for this simulated storm.

The simulated parameters of Hurricane Phoenix were input into HAZUS-MH, the risk assessment tool that uses the Federal Emergency Management Agency (FEMA) standard methodology to measure the effects of real and simulated hazard events like hurricane winds and flooding. As one might expect, a storm of the size and strength of Hurricane Phoenix would create almost unthinkable damage to the area’s homes, businesses, infrastructure, overall economy, and social systems that are currently in place. The goal of this planning process is to develop strategies that will help the Tampa Bay region to recover and rebuild after such a devastating catastrophe.

The Project Phoenix scenario including the vulnerability maps and damage estimates are presented in **Attachment 1: Project Phoenix Consequences Report**. In addition, a 12-minute video was produced which highlighted the track and simulated the catastrophic damage in the Tampa Bay area. This video was presented at numerous events throughout the region and was used by the public and private sectors for disaster preparedness and Continuity of Operations (COOP) Planning. The video can be viewed at www.tampabaycatplan.org



D. Scenario-Based Resource Planning and Decision Tools

The Tampa Bay Catastrophic Planning initiative utilized a planning process driven by the Project Phoenix scenario as the FLCP used the scenario known as Hurricane Ono. In the scenario-based approach, a plausible, but fictional, event, along with projected consequences, are used to develop core concepts and coordinate existing ones through the planning process. The planning process ensures operational ownership and detailed knowledge needed to implement key concepts during disaster operations.

Additionally, horizontal and vertical integration of concepts, tools, and planning efforts results in operationally sound plans essential to unified disaster management. Utilization of a facilitated cross-discipline (horizontal) and cross-jurisdictional (vertical) planning team promotes the communication and strong relationships among local, State, Federal, and tribal agencies, as well as nongovernmental organizations that are critical to effective response and recovery.

In order to effectively identify resource shortfalls, response capability and needs were checked against the scenario with given consequences. Scenario-based resource planning promotes development of operational concepts, protocols, plans, and decision tools that put capabilities and resource gaps in context. While this planning initiative is based on one scenario, the participants wanted to ensure that the concepts developed are scalable and intended to address catastrophic response regardless of hazard type, size/scope, or geographic location.

E. Authorities

1. Federal

Homeland Security Presidential Directive 8

Homeland Security Presidential Directive 8 establishes the requirement for ensuring national preparedness through effective and integrated planning and calls for the management of preparedness within and across all sectors (i.e., Federal, State, local, and civilian).

The Robert T. Stafford Disaster Relief and Emergency Assistance Act (as amended)

Through the Robert T. Stafford Disaster Relief and Emergency Assistance Act (the Stafford Act), as amended, Congress recognizes emergency management as a joint responsibility of federal, state, and local governments. For the federal government, Congress defines a role that includes providing "necessary direction, coordination, and guidance" (Sec. 601) for the nation's emergency management system, to include "technical assistance to the states in developing comprehensive plans and programs for preparation against disasters" (Paragraph 201(b)).



The Post Katrina Emergency Management Reform Act

The Post-Katrina Emergency Management Reform Act of 2006 (PKEMRA) established new leadership positions and position requirements within the Federal Emergency Management Agency (FEMA), brought new missions into FEMA, restored some that had previously been removed, and enhanced the agency's authority by directing the FEMA Administrator to undertake a broad range of activities before, during, and after disasters occur. The (PKEMRA) contains provisions that set out new law, amended the Homeland Security Act, and modified the Stafford Act.

National Response Framework and National Incident Management System

In November 2005, the NIMS Integration Center (NIC) published guides for integrating NIMS concepts into EOPs. It is important that the framework and principles of NIMS are considered and adhered to when writing the disaster plans. NIMS is a comprehensive, national approach to incident management that is applicable at all jurisdictional levels and across functional disciplines. NIM applies to a full spectrum of potential incidents and hazard scenarios. It is intended to improve coordination and cooperation among both the public and private sectors. NIMS benefits include the following:

- A unified approach to incident management
- A standard command and management structures
- An emphasis on preparedness, mutual aid, and resource management

National Disaster Recovery Framework (NDRF) Draft, 2010

The NDRF draft outline show community recovery is supported on a national level. The framework builds on scalable, flexible and adaptable coordinating structures to align key roles and responsibilities, linking local, state, tribal and federal governments, the private sector and the voluntary, faith-based and community organizations that play vital roles in recovery.

FEMA Public Assistance Guide (FEMA 322)

Homeland Security Presidential Directive 5, Management of Domestic Incidents identified steps for improved coordination in response to incidents. IT requires the DHS to coordinate with other federal departments and agencies and state, local and tribal governments to establish a National Response Plan (NRP) and a National Incident Management System (NIMS).

P.L. 104-321, The Emergency Management Assistance Compact (EMAC) is an Interstate compact used to provide for mutual assistance between the states entering into the compact in managing any emergency disaster that is duly



declared by the Governor of the affected state, whether a natural, technological or man-made disaster.

2. State of Florida

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.

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

F.S. 23.1231, The Florida Mutual Aid Plan is the primary guidance for Florida law enforcement's response to catastrophic disasters to prepare for the distribution and allocation of state law enforcement resources including the Florida National Guard in support of the overall law enforcement mission. The Plan is administered by the Florida Department of Law Enforcement.

The State of Florida Comprehensive Emergency Management Plan.

Rules 9G-6, 9G-7, 9G-11, 9G-14, 9G-19 and 9G-20, Florida Administrative Code.

The ***State of Florida Disaster Housing Plan*** (Draft) and ***Disaster Housing Field Manual***.

3. Local Plans and Procedures

- Comprehensive Emergency Management Plans (CEMPs)
- Ordinances establishing emergency management departments
- Ordinances addressing declarations of a state of local emergency and outlining certain resolutions
- County EOC emergency operations guides
- Evacuation and Shelter Plans and Procedures
- Special Needs Shelter Plans and Procedures
- Host Community Plans
- Temporary/Disaster Housing Plans
- Post-Disaster Redevelopment Plans
- Standard Operating Procedure for Rapid Impact Assessment Teams (RIAT)/Needs Assessment
- County Debris Management Plan
- Fire Rescue Policies and Procedures



- County Cameo Data Base (Facilities with Extremely Hazardous Substances).
- County Hurricane Evacuation Maps
- Standard Operating Procedure for State Rapid Response Teams (RRT).
- County Local Mitigation Strategy (LMS)
- County Damage Assessment Plans and Procedures
- County Terrorism Plans
- Continuity of Operations Plans (COOPs)
- County Disaster Transportation Standard Operating Procedure
- County Logistic Staging Area (LSA) and Points of Distribution (POD) Plan

4. Regional Plans and Study Findings

- Tampa Bay Area Metropolitan Medical Response System (MMRS) Plan
- RDSTF Plans and Procedures
 - Tactical Interoperable Communications (TIC)
 - Joint Information Center (JIC)
 - Metropolitan Medical Response System (MMRS)
 - All Hazards Incident Management Team (AHIMT) Plan
 - Ambulance Deployment Plan
 - Health and Medical Plan
 - Emergency Management Response Plan
 - Multi-Agency Area Command (MAC) Plan
 - Fire Rescue-SERT⁴ Plan
- Tampa Bay Local Emergency Planning Committee (LEPC) **Hazardous Materials Emergency Response Plan** (HMERP).
- **Statewide Regional Evacuation Study for the Tampa Bay Region** (2010)

5. Coordination of Government Action

Under the provisions of Chapter 252, Florida Statutes and the Florida Comprehensive Emergency Management Plan, any local political subdivision (county or municipality) 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.

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

⁴ State Emergency Response Team



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.

III. Purpose, Scope, Assumptions, and Situation

A. Purpose

The purpose of the Tampa Bay Region Catastrophic Plan initiative is to enhance the overall preparedness of the state and local emergency management agencies, design and apply best management practices to existing procedures, incorporate emerging concepts, and most importantly to promote an integrated and regionally coordinated response to catastrophic incidents affecting the Tampa Bay area and its residents, visitors, resources, and economy. As with the FLCA, the use of required resource planning against a catastrophic scenario pushes responders past the comfort zone and allows planners to place capabilities and gaps into context.

B. Scope

In the *Catastrophic Plan for the Tampa Bay Region*, the goal was to prepare comprehensive, actionable, multi-jurisdictional components to the *Florida Catastrophic Planning Project* specifically for the Tampa Bay area incorporating the “best policies and practices” as reflected in county, regional, state and supporting federal response plans for a catastrophic event impacting the west central Florida coast as well as host community issues from a South Florida catastrophic event.

The three central objectives of Florida *Catastrophic Plan for the Tampa Bay Region* are listed below:

1. Address Regional Catastrophic Planning in the Tampa Bay Region

Activities within this program will address deficiencies in existing plans to address regional catastrophic planning issues in the Tampa Bay area. These include the establishment of a flexible, adaptable, and robust regional network of plans to address catastrophic events.

During the FY 2008 initiative, the Florida Catastrophic Planning Project focused primarily on the identification of gaps in the region’s catastrophic incident plans and the development of regional and local plans and processes. These included development of a Regional Operations or Coordination plan, development of specific annexes or appendices to the regional plan, completion and documentation of a Hazard Identification/Risk Assessment process, documentation of a regional process for coordinating protective action decisions, and development of a regional process for coordinating activities.



Within this project, the Tampa Bay area will continue working towards the development of regional plans and processes for catastrophic incidents in the Tampa Bay area as well as to address the role of the region as a *host community*.⁵ The focus will then expand from the initial gap identification and development of plans and processes to the synchronization, coordination, and implementation required to support the success of the plans developed.

2. **Build upon the Regional Planning Process and Planning Communities**

The Tampa Bay Region has a formal governance process for regional planning and coordination. The goal of this project will foster increased regional coordination through regular working group meetings, develop or enhance mutual aid compacts, as appropriate, and develop/implement a training strategy for enhancing this planning capability.

In addressing this focus area, jurisdictions must consider the following elements:

- **Planning process.** Establishment of a set of regional planning policies and procedures established and supported by technology/tools that provide planners with a capability to plan and conduct combined homeland security operations.
- **Planning network.** Reinforce or develop networks to coordinate and jointly determine the best method of accomplishing required tasks and actions necessary to accomplish roles, responsibilities and mission(s) identified in respective plans.
- **Planning community.** Enhance the regional planning community, including parties involved in the training, preparation, operations, support, and sustainment of operations in the event of a catastrophic event.
- **Mutual aid.** Establishment, update or enhance mutual aid agreements which obligate communities to fulfill roles and responsibilities identified through regional planning processes and networks, as necessary.
- **Trained planners.** Train sufficient numbers of planners to meet and sustain planning requirements.
- **Best planning practices.** Adoption of the most effective planning processes, tools and technology and sharing of best practices and products on a regional and national basis.

⁵ The Host Community Plan focuses on the operations and logistical support of the region in support of a post-disaster relocation of a significant population from a devastated area. The plan includes, but is not limited to, the mass care and feeding, shelter operations, temporary housing and employment, health care (including trauma counseling), institutional support, education, etc.)



3. Link Operational and Capabilities-Based Planning for Resource Allocation

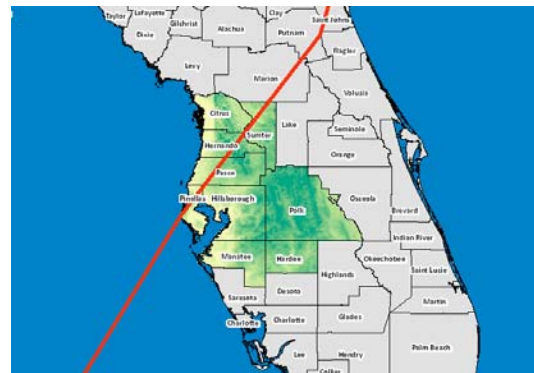
The Project will focus on collaborative planning that will organize actions among the Urban Areas and include participating governments, and non-governmental entities to accomplish operational objectives, achieve unity of effort, and employ specific target capabilities within a given time and space. Planning activities within this program will identify capability requirements (shortfalls) that will aid in resource allocation. These requirements will consider the needs of the host communities as well as the catastrophically affected Urban Area.

C. Planning Assumptions

1. Study Region: Tampa Bay Area

For purposes of this plan, the Tampa Bay area is defined as the (8) counties which make up the Regional Domestic Security Task Force (RDSTF) and Florida Division of Emergency Management Area 4 plus Manatee County which lies within the TBRPC boundaries. Therefore, the study region includes the following counties:

-  Citrus
-  Hardee
-  Hernando
-  Hillsborough
-  Manatee
-  Pasco
-  Pinellas
-  Polk
-  Sumter



Citrus, Sumter, Hernando, Pasco, Pinellas, Hillsborough, Manatee, Polk and Hardee Counties represent an area of 7,249 square miles with 749 Census Tracts and a population (2000) of more than 3,342,291.

2. General Building Stock Exposure (2000)

Occupancy	Building Count	Dollar Exposure (\$M)
Residential	1,438,227	\$182,816
Commercial	85,481	\$43,372
Other	42,218	19,628
Total	1,565,927	245,816



3. Scenario Results

Hurricane Phoenix is a Category 5 Hurricane with peak wind gusts of 191 mph which makes landfall at Indian Rocks Beach producing storm surge of 11-16 feet along the Gulf Coast and 23-26 feet in Tampa Bay. The *Hurricane Phoenix Consequences Report* is provided as Attachment 1.

▪ **Number of Buildings Damaged**

Damage State	Residential	Commercial	Other	Total
Minor	120,000	4,900	2,800	130,000
Moderate	170,000	9,400	4,300	180,000
Severe	320,000	44,000	22,000	390,000
Destroyed	470,000	10,000	3,600	480,000
Total	1,100,000	68,000	32,000	1,200,000

▪ **Shelter and Housing Requirements**

Short Term Shelter (# of People) 220,000
 Displaced Households (# of Households) 840,000

▪ **Estimates of Debris**

Total of 41,216,000 tons of debris will be generated

Brick/Wood 72%
 Reinforced Concrete/ Steel 10%
 Tree Debris 18%
 1,552,599 truckloads (@ 25 tons/truck) to remove the debris generated

▪ **Economic Loss (in millions \$)**

Capital Stock \$200,000
 Residential Property \$142,850
 Commercial property \$ 39,959
 Other Property \$ 17,362
 Business Interruption \$ 32,877
 Total Direct Economic Loss \$233,050

D. Situation

The damage from this scenario will be wide-spread. The footprint for damage will range from minor to moderate to severe to destroyed and will vary from jurisdiction to jurisdiction. The following issues and constraints are addressed in the supporting discipline annexes of this report.



- Both local and state government resources will quickly be exhausted.
- Extensive damage to residential housing will pose a significant challenge to recovery and will have long-term impacts, including a large-scale disaster housing operation (including tents, ships and a myriad of temporary housing options) and the probable necessity of population relocation.
- The workforce – including critical workers and emergency response personnel -will be impacted (damage to homes and autos, impact to family members, lack of child care/schools, access) and may not be able to report to work.
- Impact to critical infrastructure including public buildings, fire and law enforcement facilities and equipment (cars, radios, etc.) may impact the response to the emergency.
- The impact on the health care network (hospitals, skilled nursing facilities, residential treatment facilities, home health care, etc.) would be significant both from the impact on facilities as well as the health care providers.
- Loss of power and fuel will be a significant problem.
- Providing continuity of care with regards to human services will also be a significant challenge for the community.
- Damaged to infrastructure will be significant resulting in the loss of utilities, power, and communications for an extended period of time.
- Damage to the transportation network/infrastructure will also be significant and could severely hamper emergency response and recovery operations. With this scenario, the following could be expected:
 - Access to most barrier islands may only be possible by boat.
 - Causeways linking Hillsborough and Pinellas Counties as well as the Skyway Bridge will not be available until inspected. Approaches would be damaged.
 - Tampa International Airport, St. Pete-Clearwater Airport, Albert Whitted Airport and MacDill AFB would be impacted by storm surge and wind-borne debris.
 - The port facilities would be significantly impacted as well as the channels that provide access.
 - Damage to roads restricting egress of evacuees and ingress of resources.
- Stress on host community's emergency, health and human services (e.g., fire, emergency medical services, and hospitals) will need to be minimized/addressed.

IV. Concept of Operations



A. Mission/Strategic Intent

This Tampa Bay Regional Catastrophic Plan Guidance is not intended to supplant the State of Florida Comprehensive Emergency Management Plan nor the local County Comprehensive Emergency Management Plans, but to supplement them. This Plan Guidance discusses those elements of operations that are significantly different or, at the least, seriously expanded by the catastrophic impacts of the event.

The strategic intent and overarching concept of operations in a catastrophic event is to provide local, State and Federal assistance to affected residents of the region in a comprehensive, coordinated, unified and expedited manner. Conventional request-only (pull) processes, which waits for requests from impacted counties signaling the exhaustion of all local and (regional) mutual aid resources is replaced by a proactive and forward-leaning (push) methodology to ensure that life-saving and life-sustaining resources reach survivors and pre-positioned responders in time to provide successful protective measures.

B. Areas of Concern

As indicated previously, catastrophic events can cause widespread devastation across local, state and national jurisdictional lines. In the Project Phoenix scenario, this devastating hurricane seriously impacts the counties within the Tampa Bay area; however, not all counties are equally impacted. Similarly, regions outside of Tampa Bay along the path of the storm would be impacted. Therefore, impact areas are triaged as follows:

- **Catastrophic Impact Areas** sustain the most direct impacts and have extensive damage or complete destruction of infrastructure, buildings (residential and commercial), environment and institutions. In addition, catastrophically impacted areas are likely to have limited to no resources in the local or surrounding areas available for response and the level of response needed greatly exceeds that which can be provided by traditional means.
- **Major/Severe Impact Areas** sustain severe to major damage also requiring state and federal assistance; however, the scale is not to the extent of the catastrophic with limited areas of complete destruction.
- **Significant/Minor Impacts** will have moderate to minor levels of damage; although state and federal assistance may be necessary. Response and recovery operations will proceed under the county comprehensive emergency management plans with limited requests for resources and mutual aid.

It is important to note that although the impacted areas may receive a significant damage, they may also serve as host communities due to (1) their proximity to the impact area and (2) the potentially limited ability to transport survivors outside of the impact area.



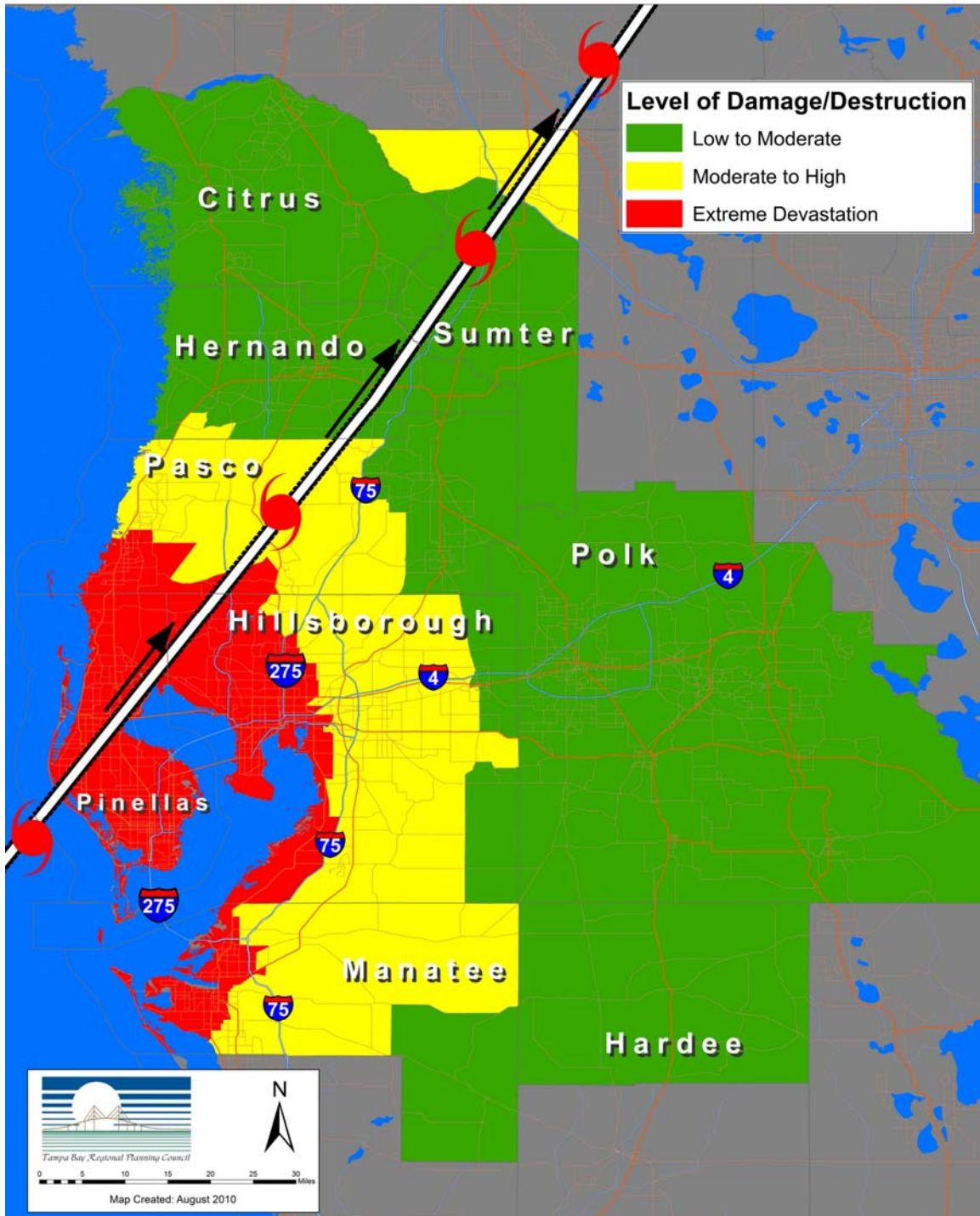
Tampa Bay Catastrophic Plan

In addition **Support /Host Community Areas** are identified given the probable dramatic need for resources and mutual aid as well as post-event population shelter and/or relocation operations.

The map on the following page illustrates the Areas of Concern color-coded by the degree of impact given the Hurricane Phoenix scenario.



Figure 1
Project Phoenix Areas of Concern





C. Concept of Operations: Local Response⁶

1. Responsibility for immediate response to an incident typically rests with local authorities and first responders, as augmented by inter-jurisdictional mutual aid and, when requested, the state. Accordingly, immediately following an incident, local authorities will:
 - a. Establish an Incident Command System (ICS) response and management authority and structure (e.g. identify an Incident Commander, establish an inter-jurisdictional Unified Command and, if necessary, Area Command) and initiate whatever response actions they are capable of taking with organic and inter-jurisdictional mutual aid resources. All resources and assistance provided to support the response (regardless of source) will be integrated within and employed through this incident command structure.
 - b. Commence assessment activities to determine critical support requirements that cannot be met by local and non-governmental resources or through mutual aid, and that will require support and augmentation from the State and Federal Government. These requirements will be communicated to inter-jurisdictional, State, Tribal and Federal authorities through the incident command structure, in accordance with the National Incident Management System (NIMS).
 - c. In accordance with the NIMS, the lowest level of government capable of managing the incident response remains in charge at the incident sites.
2. It is recognized that each State and major urban area possesses varying levels of capability, organic resources and mutual aid availability, as well as unique physical and social characteristics that will influence a tactical response strategy. However, regardless of state and local capabilities, the catastrophic incident by definition will require federal support. Accordingly, to facilitate the rapid, coordinated, and seamless integration of Federal and Federally accessible resources into a localized immediate response effort, States and jurisdictions should, as part of a comprehensive pre-event planning strategy:
 - a. Revise existing State and jurisdiction response plans to reflect a coordinated advance strategy for receiving, deploying and integrating the pre-identified resources reflected in the Catastrophic Incident Response Execution Schedule (Attachment 2).

⁶ Catastrophic Incident Supplement to the National Response Plan, DHS, April 2005 (Draft)



- b. Identify Mobilization Centers, logistical staging areas, receive and points of distribution sites, survivor collection points, temporary housing sites and other key operational support facilities and necessary staffing.
- c. Exercise their revised response plans to identify projected priority support requirements that will not be met by the Catastrophic Incident Response execution Schedule or through existing local, mutual aid and State resources or capabilities.
- d. Collaborate with FEMA Region IV to develop, where appropriate, modifications to the Execution Schedule tailored to the unique requirements of the impacted areas.

D. Concept of Operations: State Response

1. The State of Florida will fully activate its incident management response support architecture and coordinate, through the incident command structure overseeing the response, the provision of additional resources to the extent that the State capabilities permit.
2. The ability of the State to quickly and effectively augment local response operations will be enhanced by ensuring incident-specific response plans to address a coordinated strategy for receiving, deploying and integrating pre-identified Federal resources.
3. Catastrophic events may have widespread destruction and cascading impacts which will cross both geographic and jurisdictional boundaries. In this scenario, there will be a tremendous demand for resources including volunteers and support teams from out of the area. Areas of operations should be defined in a consistent and standardized language that can be scaled to meet the needs of federal, state and local operations.

Figure 2 below identifies the areas of operation based on the Regions established by the Florida Division of Emergency Management (FDEM) and Florida Department of Law Enforcement (FDLE) for Area Commands. The following assumptions were made:

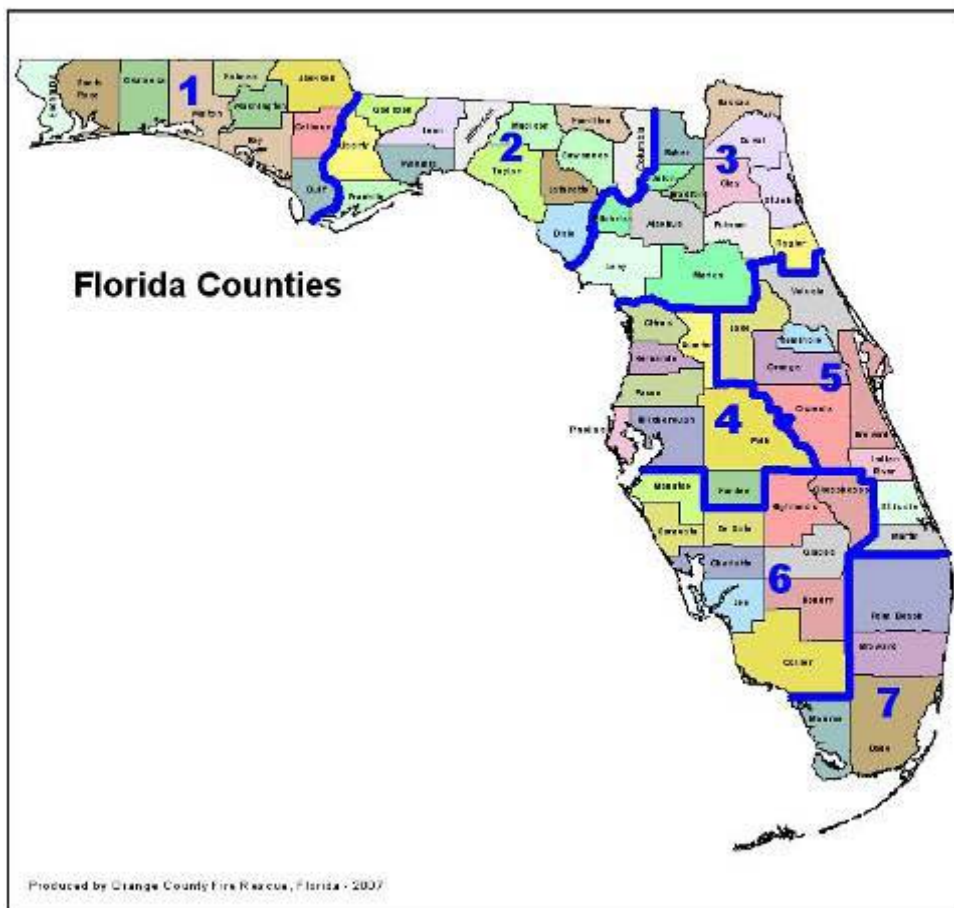
- Forward Commands (State Emergency Response Teams and Federal Response Partners) will be deployed to the impacts area(s) to support operations at the **Unified Command Areas** or **Multi-agency Area Commands (MACs)**. These commands will aid and ensure communication and coordination in response efforts between the Federal, State and local agencies.
- Local Emergency Operations Centers (EOCs) will remain in activation to direct and control response and recovery operations.
- Incident Management Teams (IMTs) and/or Incident Support Teams (ISTs) will be used in a variety of areas. These may include supplementing or



supporting county – or municipal- level EOCs and/or host community operations. As qualified, the teams may also provide relief staffing as requested or needed at all levels of operations.

Figure 2

FFCA SERP Regions





E. Federal Response

Federal support under the NRP is normally provided on an expressed-need basis; i.e., upon a threat or following an event, incident response authorities, through their State emergency management authorities and in accordance with the ICS, identify life and property-saving requirements that cannot be met by organic and mutual aid resources, and request Federal assistance. Typically, the State identifies specific Federal support requirements and requests a Presidential major disaster or emergency declaration. (Federal support may also be provided when the threat or event is declared an Incident of National Significance by the Secretary of Homeland Security.) However, the NRP recognizes that a more proactive and aggressive Federal response strategy is required for no-notice catastrophic incidents, where the need for Federal assistance is obvious, overwhelming, and immediate, and cannot wait for absolute situational clarity. Accordingly, immediately upon recognition that a domestic jurisdiction or region has suffered a catastrophic mass victim/mass evacuation incident, the Secretary of Homeland Security will declare an Incident of National Significance, direct implementation of the NRPCIS, and direct initiation of the automatic response actions reflected in the **Execution Schedule (Attachment 2)**. Those actions (both standard NRP and unique to this NRP-CIS) include, but are not limited to:

1. Designating and deploying a Principal Federal Official (PFO) and support staff to directly represent the Secretary of Homeland Security. Until the designated PFO arrives in the area of response, the U.S. Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA) Regional Director will assume the role of and function as Interim PFO.
2. Designating and deploying a Federal Coordinating Officer (FCO) and activating and deploying a Federal Incident Response Support Team (FIRST) and National Emergency Response Team (ERT-N) to the State Emergency Operations Center (EOC) and/or incident venue. The FIRST and ERT-N will coordinate Federal support, through the State and incident command structure, to local authorities.
3. Identifying and rapidly establishing necessary support facilities (Mobilization Centers, Joint Field Offices (JFOs), etc.) proximal to the incident venue.
4. Immediately activating and mobilizing incident-specific resources and capabilities (e.g., pharmaceutical caches, search and rescue teams, medical teams and equipment, shelters, etc.) for deployment to the incident venue. See **Attachment 3 for Federal Response Teams**.
5. Activating national and Regional-level operations centers and field support centers (e.g., teleregistration centers).



6. Activating and deploying reserve personnel to augment and support organic State/local response capabilities and requirements in critical skills areas.
7. Activating and preparing Federal facilities (e.g., hospitals) to receive and treat casualties from the incident area.
8. Issuing timely public announcements to inform and assure the Nation about the incident and actions being undertaken to respond. If the impacted area and/or State infrastructure are incapable of providing timely incident information, warning, and guidance to the public in and around the affected area, the Federal Government will provide the necessary communications.
9. Activating supplementary support agreements with the private sector.

F. Execution Strategy

1. Federal

- a. The NRP-CIS will be implemented when the Secretary of Homeland Security determines that an incident has resulted or will result in a mass victim/mass evacuation situation. Upon an implementation decision, relayed by the Homeland Security Operations Center (HSOC):

(1) All Federal Departments and Agencies (including the American Red Cross (ARC)) identified to initiate specific actions in the Execution Schedule (refer to **Attachment 2**) will implement those assigned actions within the directed timeframe(s). Transportation of resources will be in accordance with the procedures beginning at paragraph C, below.

(2) All Federal Departments and Agencies (including the ARC) assigned primary or supporting Emergency Support Function (ESF) responsibilities under the NRP will immediately implement those responsibilities. Refer to the NRP for a description of individual ESF responsibilities.

(3) The incident command structure/organization managing the response at the incident venue will prepare to receive and direct the integration of deploying/activated Federal resources into the response.

- b. Resource mobilization actions directed in the Execution Schedule will be initiated no later than their corresponding initiation times. Deployment timing for mobilized resources will depend on the availability of air and surface transportation and the availability of adequate reception capabilities at the programmed destination.

- c. Transportation.



(1) Upon activation of the NRP-CIS, the Department of Transportation (DOT), ESF#1 primary agency, will:

(a) Fully mobilize the Crisis Management Center (CMC) at DOT HQ. This team will immediately begin an assessment of the transportation system and infrastructure providing reports to the DHS Homeland Security Operations Center (HSOC) and NRCC.

(b) Activate the ESF#1 Emergency Transportation Center (ETC).

(c) Dispatch DOT Regional Emergency Transportation Representatives (RETREPs) to appropriate Regional Response Coordination Centers (RRCCs) and, when established, the JFO and Mobilization Center(s). If multiple incidents occur, DOT will support each incident in the same manner. DOT has Regional Emergency Transportation Coordinators (RETCOs) and RETREPS in nine FEMA Regions and Alaska. (One RETCO serves FEMA Regions 1 and 2.)

(d) Coordinate with the NRCC the issuance of a Mission Assignment that authorizes the deployment of DOT personnel and funds transportation of all appropriate Execution Schedule assets in **Attachment 2**.

(e) Activate the Movement Coordination Center (MCC) at, and in support of, the NRCC.

(2) The Transportation response will be provided in two broad categories. The first is the immediate movement of pre-identified teams, equipment, and personnel to Mobilization Center(s). The second category involves the movement of specifically requested assets into or from the affected area. Transportation services will continue until the affected infrastructure returns to self-sufficiency or Federal assistance is no longer needed.

(a) Immediate – Push Items (*Dispatched during first 48 hours of incident*): Assets that will be transported automatically without any request from State or local authorities. These include emergency response teams, equipment, and other supplies. Movement of these assets will be sequenced to arrive at the incident Mobilization Center(s) in an appropriate order and quantity. These assets are summarized in **Attachment 2**. DOT maintains a separate listing of all assets in **Attachment 2** that provide detailed coordination, locality, cargo, and contact information to facilitate the movement of these assets.



(b) Mid-Term – Pull Items (*Dispatched within first 10 days*). Assets that are likely to be needed at the incident site, but will not be transported until requested by appropriate authority at the FEMA Region, Joint Field Office (JFO) (local response cell), or FEMA Headquarters. A DOT transportation representative will be present at each of these locations.

(c) Long-Term Operations. Transportation services will be sustained as long as necessary, until normal infrastructure is self-sustaining, and there is no longer a need for ESF#1 to support Federal, State, or local efforts.

(3) Requests for transportation services will be made through the NRCC. The NRCC and/or JFO, when established, can originate requests as well. DOT representatives are present at each of these locations. Transportation of the asset(s) at the origination site will normally occur within 6 hours of receipt of the request. ERTs with their own vehicles must notify the ESF#1 watch at the NRCC to facilitate coordination at the receiving location. Assets transported outside of DOT will not automatically benefit from the unique capabilities offered through the DOT-shipped program. Assets in transit will not be centrally tracked and rerouted around damaged infrastructure, and special waivers and clearances must be obtained individually. There will be no in-transit tracking of these movements.

(4) Consistent with their functional responsibilities under the NRP, ESF#1 will coordinate the movement of assets for which it is tasked to provide transportation support. The primary source of transportation services is the industry itself, administered through contracts. Other supporting Federal organizations and agencies are available as required.

(a) DOT will activate a 24/7 Emergency Transportation Center (ETC) that coordinates the movement of supplies and resources via air, sea, and land transport. Movement of these materials includes special handling of unique and unusually large size and quantities of equipment and commodities.

(b) Shipments will be contracted with a wide range of commercial transportation operators based on the most cost efficient, effective, and productive mode and carrier. Other Departments and Agencies possess their own transportation capabilities to meet their own transportation needs or supplement the DOT-provided service as alternate resources. DOT will augment response agency/activity capabilities, when and where necessary:



(5) Assets will be picked up, in accordance with the Execution Schedule, at any location within the mainland United States within 6 hours (if possible).

2. State of Florida Execution Strategy

It is important to unify command in all large-scale incidents involving multiple jurisdictions requiring State/Federal assistance; however, it is imperative, in a catastrophic incident that all levels of government operate in a Unified Command environment. Every effort must be made to prevent parallel, ad hoc, and disconnected operations from developing. Such operations will fragment response efforts, unnecessarily compete for limited resources and negatively impact the ability to provide life-safety/sustaining operational support to emergency responders and the community.

a. State Emergency Response Team (SERT) Activation

When the SERT activates, the State Watch Office will issue a notice to the Emergency Coordination Officers to report to the SEOC. Once the SERT is activated, the SERT Chief will provide a quick synopsis of the situation. The SERT will conduct incident action planning, with meetings to determine tactical operations and the availability of resources. The SERT will also establish objectives, assign missions to be completed by emergency support functions, and establish unified operations, planning, logistics, and finance and administration sections. Emergency Support Function (ESF) agencies will implement their specific emergency operations plans to activate resources and organize their response actions. The ESF Annex contains additional detail on each ESF's response actions. If applicable, all state agencies will activate COOP to ensure the continuity of agency operations during the emergency.

The SERT Chief may initiate other measures as necessary, such as:

- Contacting the FEMA Regional Administrator and requesting that the Regional Administrator deploy a liaison or Incident Management Assistance Team (IMAT) to support operations at the SEOC. IMATs are federal interagency teams composed of subject-matter experts and incident management professionals. The IMAT's primary role is to coordinate information and mission requests between the state and federal response agencies. IMAT and SEOC staff may merge to a singular organizational structure to support a Unified Command. An IMAT also has the responsibility for coordinating and making the preliminary arrangements to set up Federal field facilities and initiate establishment of a Joint Field Office.
- Deploying a State Management Team (SMT) to assess needs and coordinate response activities with the county emergency



management agency. The SMT serves as the forward coordinating element for the SERT and the State Coordinating Officer (SCO). In this role they will provide situational awareness and operational planning to the SERT and the SCO by incorporating information collected from the SEOC, County EOC's, local agencies and SMT reconnaissance. The SMT will also supply all necessary logistical support to the SERT and SCO for forward deployment. Further, the SMT, in coordination with SERT Liaisons may be tasked to assist the SERT Chief with other missions as assigned by the SEOC. SMT personnel may be drawn from state and local department or agency staff according to pre-established protocol.

- Response activities by the SERT will vary depending upon the scope and nature of the emergency (See Incident-Specific Annexes). The SERT will use the Incident Command System (ICS) to organize both immediate and long-term field operations.

b. Maintaining a Common Operating Picture (COP)

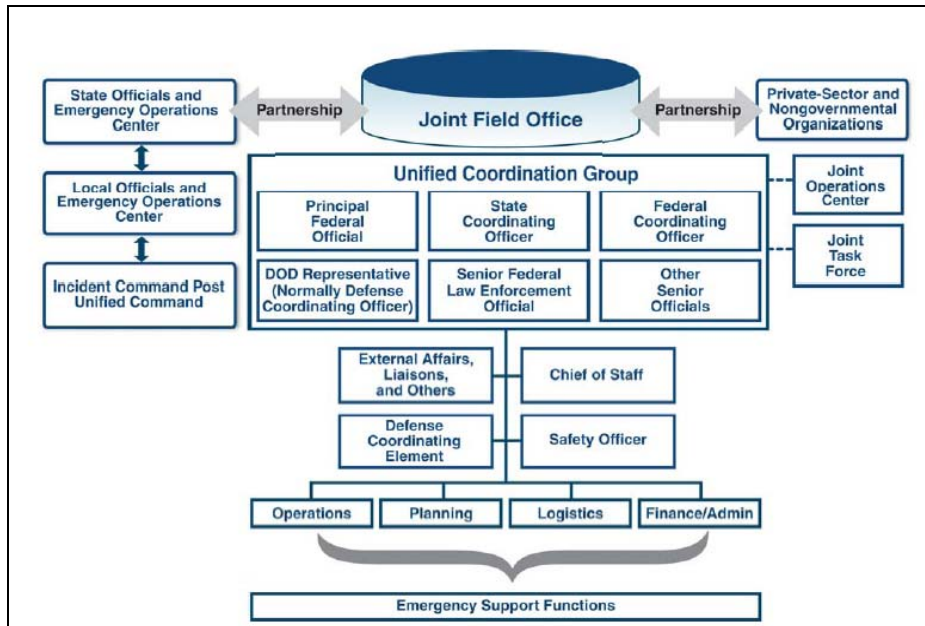
Ensuring the SEOC and deployed field personnel maintain a COP is essential. A COP allows on-scene and off-scene personnel to have the same information about an incident. This is accomplished in the SEOC through a variety of measures, including coordinated development of the Incident Action Plans (IAP), Situation Reports, Flash Reports, EM Constellation, GIS enabled products, Branch/Section specialty plans, and ESF/Branch briefings. This information is shared with all deployed personnel through video teleconferencing, or conference calls.

3. Unified Command

It is important to unify command in all large-scale incidents involving multiple jurisdictions requiring state/federal assistance; however, it is imperative in a catastrophic incident that all levels of government/responders operate in a Unified Command environment. Every effort must be made to prevent parallel, ad hoc, and disconnected operations from developing. Such operations will fragment response efforts, cause unnecessary competition for limited resources, and negatively impact the ability to support responders. The following chart show the incident command structure of the SERT when it is activated during emergencies.



Figure 3
Unified Command Organizational Chart



4. Regional and Local Execution Strategy

Response to a catastrophic incident will be an extended process that will severely strain the resources of both governmental and non-governmental agencies and will require extraordinary steps to provide resources and assistance quickly and effectively.

Priorities will be established by local jurisdictions with state and federal assistance to guide the emergency response process including:

- Securing the disaster area(s) and protecting public safety;
- Opening blocked roadways to permit first responder access;
- Assessing the immediate emergency needs of those impacted by the disaster (food, water, clothing, medical care and supplies, etc.) and taking the appropriate steps to meet those needs;
- Identifying and eliminating hazards to public health;
- Assessing damages to essential infrastructure (power, telecommunications, transportation systems, etc.) and taking the appropriate steps to restore essential facilities and services; and
- Assessing the total impact to homes and businesses.

After the catastrophic incident has occurred, response and relief operations including search and rescue operations, mass casualty activities, provision of emergency supplies, damage assessments, debris removal and restoration of utilities will begin. The County



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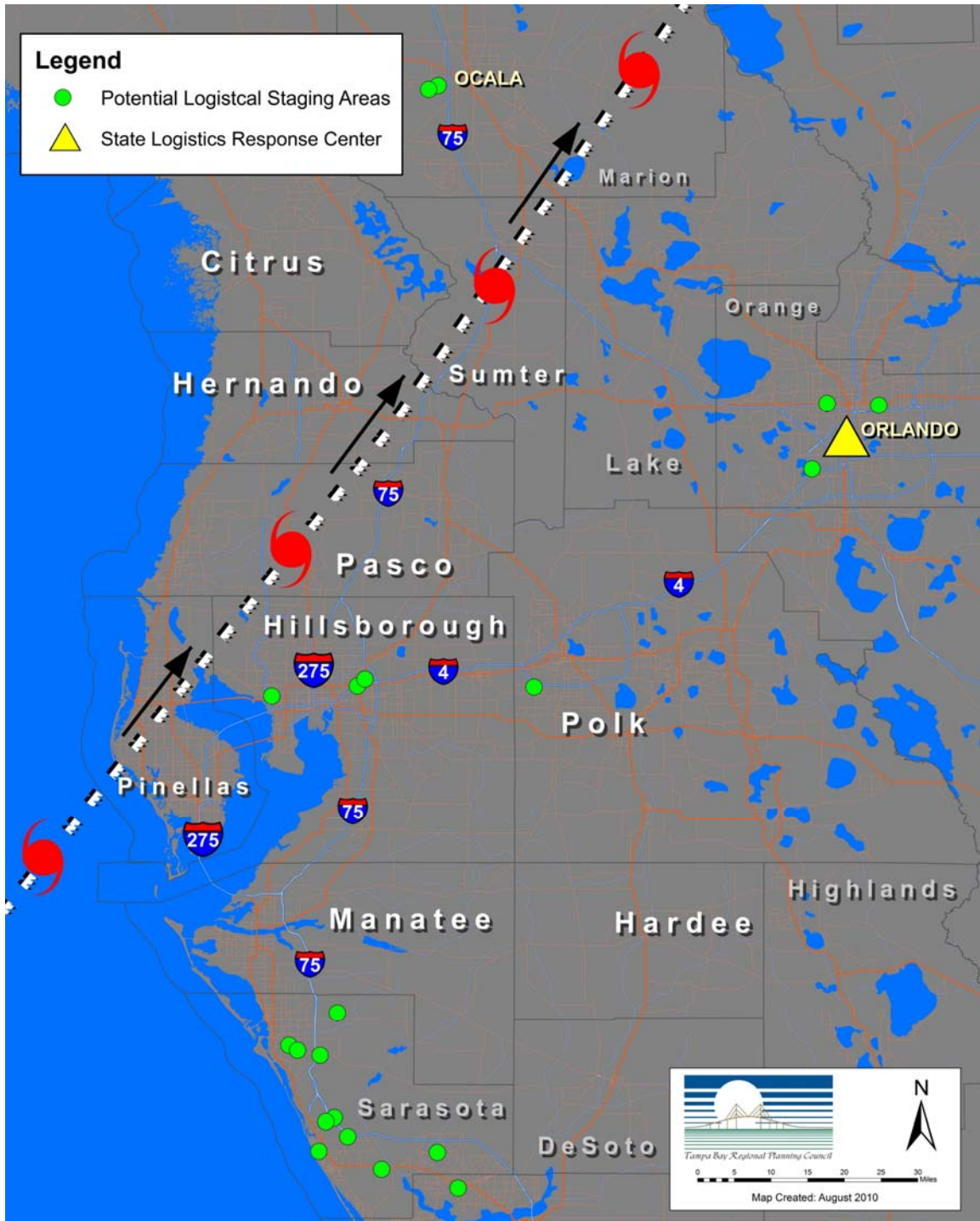
Emergency Operations Center (EOC) will direct the management and coordination of all response activities. Volunteer agencies as well as all government departments will be represented through various emergency support functions (ESFs) within the EOC.⁷

The County Comprehensive Emergency Management Plans (CEMP) is an all-hazards plan for emergency response and recovery for the county. The CEMP establishes a framework through which the government and agencies in the county will prepare for, respond to, recover from and mitigate the impacts of emergency events. The purpose of the catastrophic annex is to establish protocols to pre-identify, rapidly deploy and track key essential resources (such as medical teams, search and rescue teams, shelters, disaster housing, medical and equipment supplies, etc.) that are expected to be urgently needed/ required to save lives and contain the incident.

⁷ Pasco County Catastrophic Incident Annex, DRAFT, February 2010



Figure 3:
Regional Map: County EOCs, Potential Logistic Staging Areas





F. Phases of the Operations and Timeline

Phases of response and recovery operations correlate to specific end-points that are designed to meet the needs of survivors; protect and support responders; provide for life-safety, relief and mass care, set the stage for community recovery; and transition to long-term recovery for the impacted communities. Operational phases are described as immediate response, first 10 days, and sustained as categorized in the *Catastrophic Incident Supplement, NRP, 2005*. It is determined that the *sustained operations* also refer to the transition to short- and long-term recovery operations referenced in the State and local CEMPs.

Following a catastrophic event, the first priorities will be security, search and rescue, mass care, public information and stabilization of the impacted areas. Response activities are divided according to five phases of catastrophic disaster response: assessment, calculating resource needs, ordering tactical resources, ordering support resources, and preparing to receive, manage, and support incoming resources.

V. Organizations and Responsibilities

A. State and Federal Roles

In Florida, the following key positions in state and federal government direct and control response activities during an emergency:

- 1. The Governor** is responsible (statutorily and constitutionally) for meeting the needs presented to the state and its people by emergencies and disasters. In the event the emergency or disaster is beyond local control, the Governor may assume direct operational control over all or any part of the emergency management functions within the state. The Governor is authorized to delegate such powers as he or she may deem prudent. A state of emergency must be declared by executive order or proclamation by the Governor when an emergency or disaster has occurred or the threat of occurrence is imminent.
- 2. The Director of the Division of Emergency Management** ensures that the state is prepared to deal with any emergency or disaster (large or small) and is responsible for coordinating the state response in any emergency or disaster.
- 3. The State Coordinating Officer (SCO)** is the authorized representative of the Governor to manage and coordinate state and local emergency response and recovery efforts. The SCO is provided the authority to commit any and all state resources necessary to cope with the emergency or disaster and the authority to exercise those powers in accordance with section(s) 252.36(3)(a) and 252.36(5)-(10), Florida Statutes. The SCO also has the authority to direct all state, regional



and local agencies, including law enforcement agencies, to identify personnel needed from those agencies to assist in meeting the needs created by this emergency. The Governor directs all agencies and departments to place all such personnel under the direct command of the SCO. In general, the Governor will designate the Director of the Division of Emergency Management as the SCO.

4. **The Governor's Authorized Representative (GAR)** is empowered by the Governor to execute all necessary documents for disaster assistance on behalf of the state, including certification of application for public assistance. The GAR will also coordinate and supervise the state disaster assistance program to include serving as its grant administrator. The GAR is designated in the FEMA-State Agreement. In general, the SCO is designated the GAR.
5. **The Deputy State Coordinating Officer (DSCO)** is appointed by the SCO by supplemental order once the Governor declares a state of emergency. A Deputy SCO has the authority to commit any and all state resources necessary to meet the emergency. The Deputy SCO will confer with the SCO at all times and may be deployed to coordinate response and recovery activities at the impact area. The Deputy SCO may be designated as Incident Commander of the local event.
6. **The SERT Chief** will coordinate the rendering of all state assistance, and is responsible for overall management and operation of the SERT. Upon request and approval, the SERT Chief will issue mission assignments to the appropriate ESF to fulfill. All requests for assistance are reviewed and prioritized by the SERT Chief. The SERT Chief will coordinate with the 18 ESFs to fulfill these requests. All requests for assistance and ESFs designated to respond to the request are tracked in the SEOC.
7. **The Plans Chief** will be responsible for developing the Incident Action Plan for each incident period during an activation of the SEOC. Plans Section staff gathers, synthesizes and reports on available intelligence information. The Plans Section is also responsible for all Geographical Information System (GIS) support to the SEOC.
8. **The Logistics Chief** will be responsible for coordinating all logistics for the deployment of state assets. The Logistics Section provides logistical support for all deployed field positions and supports the State Logistical Staging Areas (LSAs).
9. **The Operations Chief** oversees the Infrastructure, Emergency Services, Human Services and Operations Support Branches, which are essential functions for a successful response operation.



10. **The Finance and Administration Chief** procures resources when needed and documents costs for financial reimbursement. They are also responsible for entering into emergency contracts.
11. **The Adjutant General (TAG)** is agency head of the Florida Department of Military Affairs. During a declared state of emergency the Governor may activate the Florida National Guard (FLNG). The TAG, acting through ESF 13, will coordinate the deployment of any and all military personnel, equipment and resources to the extent necessary to meet the emergency.
12. **The Federal Coordinating Officer (FCO)** coordinates federal assistance to a state affected by a disaster or emergency. The FCO will generally be assigned to the State Emergency Operations Center for the duration of the emergency and work with the SCO to coordinate the federal response. The FCO will be in unified command with the SCO throughout the event to coordinate requested federal assistance.

B. Specific Regional/Local Procedural Guidance

Response to a catastrophic incident will be an extended process that will severely strain the resources of both governmental and non-governmental agencies and will require extraordinary steps to provide resources and assistance quickly and effectively.

Priorities will be established by local jurisdictions with state and federal assistance to guide the emergency response process including:

- Securing the disaster area(s) and protecting public safety;
- Opening blocked roadways to permit first responder access;
- Assessing the immediate emergency needs of those impacted by the disaster (food, water, clothing, medical care and supplies, etc.) and taking the appropriate steps to meet those needs:
- Identifying and eliminating hazards to public health;
- Assessing damages to essential infrastructure (power, telecommunications, transportation systems, etc.) and taking the appropriate steps to restore essential facilities and services; and
- Assessing the total impact to homes and businesses.

After the catastrophic incident has occurred, response and relief operations including search and rescue operations, mass casualty activities, provision of emergency supplies, damage assessments, debris removal and restoration of utilities will begin. The County Emergency Operations Center (EOC) will direct the management and coordination of all



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response activities. Volunteer agencies as well as all government departments will be represented through various emergency support functions (ESFs) within the EOC.⁸

The County Comprehensive Emergency Management Plans (CEMP) is an all-hazards plan for emergency response and recovery for the county. The CEMP establishes a framework through which the government and agencies in the county will prepare for, respond to, recover from and mitigate the impacts of emergency events. The purpose of the catastrophic annex is to establish protocols to pre-identify, rapidly deploy and track key essential resources (such as medical teams, search and rescue teams, shelters, disaster housing, medical and equipment supplies, etc.) that are expected to be urgently needed/ required to save lives and contain the incident.

⁸ Pasco County Catastrophic Incident Annex, DRAFT, February 2010



VI. Direction, Control, and Coordination

A. Unified Command and the Joint Field Office

Following a catastrophic incident such as Hurricane Phoenix, the Counties' emergency management agencies may be unable to establish or maintain an effective incident command structure due to conditions on the ground. As a result, the state and federal government, may establish a Unified Command Structure, led by the Unified Coordination Group (UCG), to save lives, protect property, maintain operation of critical infrastructure/key resources, contain the event and protect national security.

The UCG does not assume responsibility for field-level Incident Command (IC) activities, but instead, provides a structure for the command, control and coordination of state and federal resources to be delivered within the affected area. For example, the arrival of federal resources such as personnel, assets, fuel, food, eater, and equipment will be coordinated through the UCG. To accomplish this task effectively, the UCG will establish a Joint Field Office (JFO) to facilitate communication between local, state and federal officials.

Following a catastrophic event in the Tampa Bay area, the UCG should be comprised of Emergency management representatives from each of the counties involved in managing the accident. Emergency Management representatives will be tasked with the responsibility of coordinated efforts and relaying information back to their respective EOCs.

B. Response Teams

1. Federal Emergency Support Teams are listed in Attachment 3.
2. State Emergency Support Teams to include: Urban Search and Rescue Teams; Area Reconnaissance Teams; Damage Assessment Teams; Disaster Medical Assistance Teams; and Disaster Mortuary Teams
3. Specialized Regional Response Teams (Special Weapons and Tactics, Hazardous Materials Team, Incident Management Team, Explosive Ordinance Disposal, etc.)

C. Regional Resource Coordination Groups

The mission of Florida's Regional MAC Groups is to function as a regional coordination entity to support local Incident Command in coordination with the County Emergency Operations Centers (CEOCs) and the SEOC, by assisting with the identification and deployment prioritization of regional resources. MAC Groups are all-hazards, multi-discipline, multi-jurisdictional regional resource-coordinating elements generally comprised of regional representatives from un-impacted jurisdictions or first responder disciplines whose resources are committed to the incident. When activated, each MAC Group will be organized according to the Florida Emergency Support Function (ESF)



structure and will coordinate with the CEOCs and the SEOC, to provide resource coordination and support within its designated region. MAC Groups will primarily coordinate the initial emergency services resource response for ESFs 4, 9, 8, 10 and 16, and other ESF assets as assigned.

The Regional MAC Group initiative will be implemented statewide, utilizing the all-discipline organizational structure of the RDSTFs. MAC Groups will be identified by the RDSTF numeric designation (i.e., Region 4 MAC Group).

MAC Group Responsibilities

The Regional MAC Group provides an in-region resource coordination element for the SEOC to perform the following minimum functions:

- ☑ ACTIVATE and operate in support of the incident,
- ☑ ASSESS the situational impact and need for resources,
- ☑ REPORT situational awareness to the SEOC,
- ☑ COORDINATE the regional response deployment and demobilization, and
- ☑ DEPLOY regional assets to augment local resources in coordination with CEOCs.

The MAC Group, in conjunction with local emergency managers, will evaluate available resources in the affected area and coordinate the request and deployment of in-region assets. If the event exceeds the resources available at the regional level, the MAC Group shall coordinate requests for additional out-of-region resources with the CEOC and the SEOC. The MAC Group is not designed to replace tactical Incident Command or function as an Incident Management Team (IMT).

V. Functional Plans and Key Concepts

Approximately 25 major issue areas were identified by the Tampa Bay Region Domestic Security Task Force (RDSTF) which were eventually consolidated into 10 Working Groups assigned specific Emergency Support Functions (ESFs) and Recovery Support Functions (RSFs). These working groups set priorities for the Catastrophic Planning effort, identified a timeline for response/recovery operations, identified local/regional capabilities and gaps, and acknowledged lead and support agencies and partners.

The 10 Functional Annexes include the following:

Annex A: Emergency Management which focused on:

- Response/recovery organization,
- Coordination and communication with local, regional, state, federal and non-governmental partners
- Rapid Impact Assessment and Preliminary Damage Assessments
- Use of satellite imagery and remote sensing to facilitate assessments and S&R
- Logistics and resource requests



Annex B: Emergency Response focused on the emergency responder operations including:

- Emergency communications
- Law Enforcement and Security
- Search and Rescue
- Hazardous Material Response and Decontamination
- Emergency Medical System

Annex C: Public Works/Infrastructure focused on

- Assessment of damage to Critical Infrastructure
- Priority of Restoration of Critical Infrastructure
- Debris Management

Annex D: Public Information focused on:

- Crisis Messaging
- Alternative outreach methods
- Joint Information Center (JIC) and the coordination of public information to survivors, residents outside the impact area, family members and friends outside the impact area, the nation

Annex E: Disaster Housing focused on:

- Immediate shelter needs and congregate shelters and “tent cities” for survivors, volunteers and emergency workers
- Emergency Repairs and implementation through the Post-Disaster Redevelopment Plans (PDRPs)
- Transient Housing
- Permanent Housing

Annex F: Economic Restoration focused on:

- Use of local workers/ businesses in response/recovery
- Support to local businesses especially those identified as critical to response/recovery operations
- Long-term economic redevelopment issues to be addressed in the PDRPs

Annex G: Animal Issues focused on:

- Collection and Reunification of pets and owners
- Agricultural Issues
- Exotic and wildlife Issues
- Disposal of Carcasses

Annex H: Human Services focused on:

- Mass Care
- Continuity of Social Services



- Identification of Survivor Needs and Case Management
- Volunteers and Donations in Response and Long-term Recovery Operations

Annex I: Health and Medical focused on:

- Dealing with impacts to Health Care Facilities and staffs
- Providing Continuity of Care (Resource needs)
- Health Issues including Mental Health

Annex J: Environmental Restoration focused on:

- Environmental impacts to shorelines, wetlands and upland habitats including storm surge and coastal erosion, salt-water intrusion, flooding, contamination, hazardous materials
- Long-term environmental and economic consequences

In addition, **Annex K** provides a Template for Host Community Planning using federal guidance.

Annex L provides the After Action Report from the Project Phoenix Exercise conducted August 5, 2010 which focused on three functional areas: Disaster Housing, Public Information and Volunteers/Donations.

VI. Plan Development and Maintenance

This plan was developed as guidance for state, regional and county entities and their partners in disaster response and recovery within the Tampa Bay area. It is recognized that the response to a catastrophic event will require the coordination between and among all levels of government as well as the non-governmental and volunteer agencies, faith-based groups, and survivors themselves. This plan or selected portions may serve as an Annex to the County Comprehensive Emergency Management Plans (CEMPs). The functional annexes may serve as specific emergency operational procedures (EOPs) supporting the county CEMPS, if appropriate.

It is assumed this plan will continually be enhanced and exercised by the Regional Domestic Security Task Force (RDSTF) and other state, regional, local and NGOS including the private sector. To date, many entities (primarily health care facilities, large corporations and utilities) have used the Project Phoenix scenario as a planning tool for Continuity of Operations (COOP) Plans and employee training. It is hoped that the tools and supporting visual graphics and videos will continue to serve as thought-provoking injects in the continued goal of preparedness.