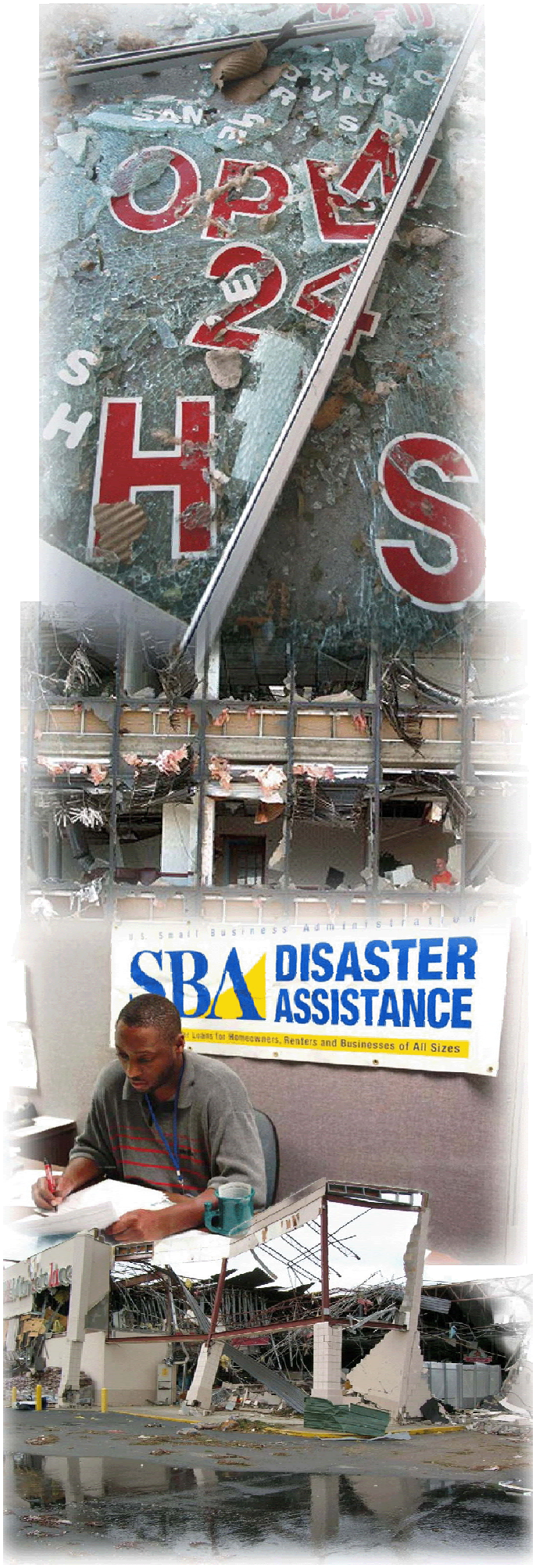

East Central Florida Post Disaster Economic Redevelopment Plan

November 2008

Calvin, Giordano & Associates, Inc.
EXCEPTIONAL SOLUTIONS
an Employee Owned Company

East Central Florida Regional Planning Council
631North Wymore Road, Suite 100 • Maitland, FL 32751
Phone 407.623.1075 • Fax 407.623.1084 • www.ecfrpc.org
Philip Laurien, AICP
Executive Director

East Central Florida Post Disaster Economic Redevelopment Plan

In 2007, the East Central Florida Comprehensive Economic Development Strategy was adopted which outlines the vision for sustainable economic growth throughout the region. Unfortunately, progress towards achieving this vision may be interrupted by disasters, either natural or as a result of terrorism. The capability of the region to prepare for, respond to, and recover from disasters with regional impact will greatly affect its ability to continue implementing its vision.

Understanding the importance of this issue, the Orlando Urban Area Security Initiative provided DHS funding to develop a Post Disaster Economic Redevelopment Plan (PDERP) for the region. Over the last 6 months, the plan was developed by dedicated leaders from both private and public sector with the guidance of consultants from Calvin, Giordano, and Associates. The process identified relevant issues affecting the region's vision for restoring the economy following a disaster. It also details actions that can be taken prior to disasters to make business and industry more resilient and thus more likely to recover fully and with as minimal disruption as possible.

The purpose of the Post Disaster Economic Redevelopment Plan is to provide the East Central Florida Region with comprehensive guidance to key business and government leaders for restoring economic vitality following a disaster. This will avoid fragmented decision-making during the difficult and often chaotic disaster recovery period.

Of the many economic-related documents for the region, the CEDS will have the most influence and multifaceted interaction with the Post Disaster Redevelopment Plan, especially as this process evolves in the coming years and revisions to both plans are made. Merging strategic planning efforts between the CEDS and the PDERP will result in access to valuable planning resources that can benefit both towards achieving a common goal. For example, the CEDS lists projects that have been identified as important to smart growth in the region and the post disaster environment may present an opportunity to implement these projects. Collaborative planning efforts will maximize the ability to recover from a disaster while continuing to implement the regional vision.

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1. INTRODUCTION

1.1 Purpose and Scope

The purpose of this Post Disaster Economic Redevelopment Plan (PDERP) is to provide the East Central Florida Region with a pre-disaster comprehensive guidance document for key business and government leaders for restoring economic vitality following a disaster. This will avoid fragmented decision-making during the difficult and often chaotic disaster recovery period. It also details actions that can be taken prior to disasters to make business and industry more resilient and thus more likely to recover fully and with as minimal disruption as possible. This PDERP will be activated following a disaster that is determined to have a potential impact on the economic vitality in one or more of the following counties: Orange, Lake, Brevard, Volusia, Osceola, and Seminole. It does not provide in-depth guidance on other post disaster redevelopment issues such as housing, infrastructure, land use, environmental issues, and government operations. The primary focus is on the economic component of post disaster redevelopment. It is important to note that the scope of this project at this time did not include Polk County since it is not in the area encompassed by the East Central Florida Regional Planning Council. However, as this plan is implemented in years to come, it is recommended that Polk's role in this region's economy is considered since they are members of MyRegion.org.

Currently, only coastal communities are required by law (Section 163.3178(d), Florida Statutes, (F.S.)) to maintain a post disaster redevelopment plan (PDRP). However, in light of recent incidents of national significance such as September 11th, Hurricane Katrina and the active hurricane seasons of 2004 and 2005 impacting the State of Florida, the trend appears that all Florida counties may be required to maintain post disaster redevelopment plans. In fact, Section 163.3177(7)(I) F.S encourages local governments to develop post disaster redevelopment plans even if they are

not required to do so by law. In late 2007, the Orlando Urban Area Security Initiative (UASI) approved the use of UASI grant funds to develop a post disaster economic redevelopment plan for its region.

1.2 State Recommendations for PDRP development

The requirement that only coastal communities develop post disaster redevelopment plans is being revisited by State emergency management officials in light of the catastrophic events in recent years. Hurricane Katrina, September 11th, and other incidents of national significance have magnified the devastating impact that disasters can have on communities, and particularly in terms of economic viability. Governments that are not required to prepare coastal management elements under Section 163.3178, F.S., are encouraged to adopt hazard mitigation/post-disaster redevelopment plans. These plans should, at a minimum, establish long-term policies regarding redevelopment, infrastructure, densities, nonconforming uses, and future land use patterns. However, economic redevelopment has historically not been addressed in any great detail in redevelopment plans.

The Florida Department of Community Affairs initiated a study in June 2007 with the purpose of redefining a comprehensive post disaster redevelopment plan and the components of such a plan. Economic redevelopment strategies will clearly be a part of future plan requirements. Although economic redevelopment issues will vary for each community, some common focus areas would include establishment of Business and Industry Emergency Support Function in local emergency management organizations, economic vulnerability analysis, business continuity planning, diversification of local economy, redevelopment incentives for businesses, and public-private partnerships. This plan is structured in a format that strives to maintain consistency with the anticipated changes to PDRP requirement in the State of Florida. This will allow for more seamless

integration with county or other local PDRP plans in the region if or when they are required to be developed.

1.3 Interaction with other local and regional planning mechanisms

Many times, elements of post disaster recovery can be found in other existing plans. The goal is to unify these elements and build upon them to create a single reference document to that establishes priorities and guides the decision-making of elected officials and senior local government staff. The East Central Florida PDERP is somewhat of a hybrid of this process in that the elements which will enhance regional economic redevelopment will be incorporated in this document.

Most of these documents are maintained on the county level such as, but not limited to, the Comprehensive Plan, the Local Mitigation Strategy, and the Comprehensive Emergency Management Plan. Other regional plans do exist as well such as transportation plans and the Region 5 RDSTF Regional Response Plan. These plans serve various purposes such as disaster preparedness and response, disaster mitigation, and long term growth planning. Post disaster redevelopment issues that are not directly related to restoring economic vitality will be driven by recovery plans and/or post disaster redevelopment plans by the respective counties.

Economic development strategies and reports are also taken into consideration. Reports such as How Shall We Grow, the East Central Florida Comprehensive Economic Development Strategy (CEDS), and The State of the Workforce, are valuable resources in identifying market trends, industry diversity, workforce issues, and other relevant data. This information can assist in identifying economic vulnerabilities and opportunities for redeveloping a more resilient economy.

1.3.1 Comprehensive Economic Development Strategy (CEDS)

Of the many economic-related documents for the region, the CEDS document will have the most influence and multifaceted interaction with the Post Disaster Redevelopment Plan, especially as this process evolves in the coming years and revisions to both plans are made. It is possible that eventually post disaster redevelopment planning will be incorporated into the overall strategy and vision for regional, comprehensive economic development and sustainability.

Coordination between these two documents is logical. The CEDS document provides detailed background information and analysis on the current economic situation, potential trends, and the factors that influence both. It establishes goals and objectives for long-term, smart economic growth through public and private sector collaboration.

In addition to the purpose and scope of the CEDS document, some of the PDERP committee members are also members of the CEDS committee and, therefore understand that the connection between these two processes is well-suited. This redundancy will enhance uniformity and continuity between the goals and objectives of their respective planning processes.

The CEDS lists projects that have been identified as important to smart growth in the region. Although the context of this strategy document is for non-disaster economic planning, many of the sections in the plan lend themselves naturally to post disaster economic redevelopment planning during future planning efforts. For example, in addition to the list of projects, it also contains a plan of action, performance measures, and integration with State priorities. Although disasters are initially devastating and have the potential to

overwhelm people with a feeling of despondency, they may also provide an opportunity to implement these projects that will help to mitigate the business community against future disasters.

Another added benefit of merging strategic planning efforts between the CEDS and the PDERP is the access to valuable planning resources that can benefit both. Disaster planning can reap the benefit of the expertise of the Regional Planning Council, the Technical Advisory Committee, the MyRegion.Org network, and all the associated resources with these organizations. A reciprocal symbiosis can also be realized with the expertise that Emergency Management, the Regional Domestic Security Task Force, and the Urban Area Security Initiative can provide to the business community.

It is recognized that economic recovery is one of the most serious issues facing communities following a disaster. Exacerbating this seriousness are the complex economic interdependencies throughout this region. This presents business and industry with a unique challenge that requires a unified, regional response to ensure that the interests of all contributors to economic vitality in this region are represented and protected.

1.4 Planning Assumptions

- 50% of companies that experience a computer outage over 10 days will be out of business within 5 years.
- Approximately 25% of businesses don't reopen following a major disaster.
- 70% of small firms that experience a major data loss go out of business within a year.
- Of companies experiencing catastrophic data loss:
    - 43% of companies never reopened;

  - 51% of companies closed within 2 years;
  - 80% of companies that don't recover from a disaster within one month are likely to go out of business;
  - Companies that are not able to resume operations within 10 days are not likely to survive.
- Of those businesses that experience a disaster & have no emergency plan, 43% never reopen; of those that do reopen, only 29% are still operating two years later.
- 85% of critical infrastructure and key resources reside in the private sector and are a top priority for protection and community recovery.
- Local businesses provide goods and services that will support disaster response and recovery operations. Prioritizing their use will enhance post-disaster community and economic recovery efforts.
- Contractors (particularly construction, electrical and waste management contractors) are major contributors to a catastrophic disaster response and recovery effort. Shortages of this section of the workforce can greatly impede recovery and redevelopment.
- The lack of temporary housing or long-term shelters for response and recovery workers can be a serious impediment to post-disaster response and recovery efforts.
- The repair of critical infrastructure and facilities is paramount when establishing normal operations within a community to both the public and private sectors of the economy.
- An economic vulnerability study of the current status of the local economy and its potential will enhance efficient rebuilding efforts. The study should incorporate economic potential of different business areas and retail categories as well as opportunities for diversification and enhancement in the recovery environment.

2. ECONOMIC VULNERABILITY ANALYSIS

2.1 Economic Impact Analysis

Florida experienced unprecedented hurricane seasons in 2004 and 2005. Although hurricanes remain the predominant hazard for Florida businesses, a review of Florida's disaster history reveals that East Central Florida has also suffered from severe storms, tornadoes, flooding, fires, and severe freezing. Additionally, the Federal government has recognized this area as a high value target for potential acts of terrorism and, as such, has designated it Urban Area Security Initiative (UASI) area.

Businesses are vulnerable to disasters both in terms of physical damage or loss as well as economic injury (i.e. business interruption). These two vulnerabilities can be mutually exclusive. For example, a business may not necessarily suffer a physical loss to its building or equipment, but may still suffer economic injury due to a threat in the region. A threat, either real or perceived such as biological or terrorism, can result in a crisis of confidence. One only needs to look at the impact of Severe Acute Respiratory Syndrome (SARS) in Asia and Toronto. The Toronto tourism industry lost approximately $1.5 billion as a result of SARS outbreak.

East Central Florida has been experiencing rapid population growth in the last decade. Until very recently, the region was experiencing a construction boom and a significant increase in revenues generated from rapid escalation of property values. In October 2007, the Orlando Business Journal reported that Orlando's gross domestic product was one of the highest in the nation. In 2005, government data indicated that Orlando had one of the fastest growing economies. The principal industries or sectors that had a positive effect on the economy in 2005 were financial activities, professional and business services, construction, trade and information. Despite the recent downturns in the housing

market, its economic diversity has helped it to thrive, even if not at the same pace.[1]

The region has several strengths that work in its favor. It is home to a number of educational institutions, University of South Florida, University of Central Florida, University of Florida, Embry Riddle Aeronautical University, and Rollins College, that creates a region with a wealth of intellectual capital. Environmental assets such as beaches, lakes, and wildlife preserves also contribute to the area's diversity. Major physical infrastructure such as Interstate 4, the Florida Turnpike, major expressways, the Orlando International Airport, and Port Canaveral strengthen the East Central Florida region. In addition, Walt Disney World has established global place-branding recognition for the region.

However, the region does have certain weaknesses that pose a threat to economic redevelopment, especially considering the fact that disasters have the ability to compress or exacerbate existing trends and weaknesses. Despite its major transportation infrastructure, the area continues to battle major transportation-related issues such as, but not limited to, congestion, unbalanced traffic flow, lack of adequate mass transit, and lack of redundancy in critical transportation corridors. Deficiencies also exist in cross connections between transportation modes (i.e. water, rail, road, and air).

[1] Chris Kauffmann, "Orlando's Gross Domestic Product Tops Nation," *Orlando Business Journal*, 15 Oct. 2007. See http://orlando.bizjournals.com/orlando/stories/2007/10/15/story14.html

2.2 Economic Bases and Interdependencies

2.2.1 Tourism and Hospitality

Recognized as a world class international travel destination, tourism and hospitality continue to comprise a major share of the region's economic base. Of course, many diverse sectors such as retail, wholesale, manufacturing, transportation, service and others contribute to this economic base. All of the counties impacted by this plan have passed referenda to establish and collect tourist development taxes. Visitor spending in this region is easily into many billions of dollars annually.

Major theme parks such as Walt Disney World, Sea World, Universal Studios, and MGM not only make this area a worldwide travel destination bringing in billions of dollars in revenue, but they are also major, core businesses in the area employing tens of thousands of people with an extensive amount of knowledge, skills, and abilities.

Of all the major economic bases within the region, it could be argued that tourism and hospitality has the most complex and greatest number of economic interdependencies. As previously discussed, the industry as a whole is highly interdependent on a substantial number of diverse sectors, clearly making its success the sum of all parts. For example, a robust tourism and hospitality industry could not exist without a vigorous retail sector, even if all other sectors remained relatively healthy.

Not only is tourism and hospitality highly interdependent on a wide variety of sectors, they are heavily reliant on a workforce with a diverse set of knowledge, skills and abilities. Enormous amounts of

data are created, stored and accessed every moment of every day which requires highly skilled employees with a background in information technology. Personnel with skills in marketing, accounting, litigation, human resource management, and skilled trades are also vital.

Another characteristic of this industry's workforce that can make redevelopment challenging is the transient nature of certain employment sectors such as the service sector. Much of the workforce tends to be seasonal or utilizes local college students whose mindset is that service employment is simply "a means to an end." High turnover, even during normal, prosperous times is to be expected. This can be exacerbated during a disaster in which people will simply relocate to where this type of work can easily be found elsewhere. This is a situation that has been experienced by New Orleans following Hurricane Katrina.

While most people associate big employers such as Walt Disney World and Sea World with this area, the small business owner plays an equally important role in the region in terms of supporting tourism and hospitality. Small businesses include the obvious players such as independently owned restaurants and retail outlets, but can also include establishments that are less obvious but just as important, such as an urgent care center that may provide care to those that are visiting the area. Knowing the economic difficulty that small businesses face in a post-disaster environment, especially following a catastrophic event, any set of long-term strategies needs to include not only strategies to be implemented following a disaster, but also pre-disaster actions that can reduce the adverse impacts of disaster events and enable businesses to recovery more quickly.

2.2.2 High Tech and Space

With high tech incubators and a strong knowledge infrastructure, the high tech industry is quickly gaining prominence in the region as a driving economic force. The region is home to one of the top ten research parks in the country with approximately 90 companies providing over 9,000 jobs. Regionally, there are approximately 100,000 jobs in the high tech field which constitutes about 20% of the entire State's high tech employment.

Closely tied to high tech is the Space Industry which gives the region a unique global advantage over its other high tech cluster competition. The Kennedy Space Center is one of seven launch facilities in the entire world. While some uncertainly about the future of government-sponsored space exploration may exist due to the ending of the space shuttle program in 2010, private sector will continue to have a need for this technology and infrastructure to launch equipment. Furthermore, there is increasing interest in space tourism, and with the region's already strong tourism base, the region is uniquely poised to capitalize on both.

High tech relies heavily on a highly specialized workforce. This is evidence of a clear interdependence between the region's knowledge infrastructure and the workforce it produces to meet the demands for a highly trained workforce. The Florida High Tech Corridor Council has identified the following distinct sub-sectors within high tech: Agritechnology; Aviation and Aerospace; Digital Media and Interactive Entertainment; Financial Services, Information Technology; Life Sciences and Medical Technologies; Microelectronics and Nanotechnology; Modeling, Simulation, and Training; Optics and Photonics; and Sustainable Energy. Just as

economic diversity on the macro level improves disaster resilience and sustainability, diversity on the micro level within this field can help it do the same.

This requirement for a highly diverse yet specialized workforce can potentially be problem in the post disaster environment as high tech tries to reestablish itself. Faced with the prospect of being unable to work for an extended period of time, and with only a few locations with the state or nation that may have a need for certain specializations, workers may be tempted to relocate permanently to other technology clusters in unimpacted locations. Moreover, due to the time, expense, and training to replace such a workforce, even with an extensive knowledge infrastructure that currently exists, depletion in the high tech workforce pool could prove devastating in making a comeback to the pre-disaster position of prominence. In fact, it is possible that enrollment in high tech education programs could decline if viable employment opportunities are not evident to prospective students.

Other variables that make this industry susceptible to disruption losses are 1) the impact on unique customer bases and the inability to serve their specialized needs, and/or 2) loss or damage to highly specialized or technical equipment. Customers that are not within the impacted area will be in a position to meet the demands of these customers. Lengthy delays in resuming normal operations may result in customers which require unique or specialized needs taking their business to a competitor located outside the impacted area. For example, there may only be a handful of companies nationwide, or even worldwide, with certain equipment that performs a specific and unique function. If this equipment is damaged or otherwise rendered inoperable, the business risks

losing its customers to one of the few remaining companies that can meet its needs.

The Kennedy Space Center and other NASA-related facilities represent a multi-billion dollar industry within the East Central Florida region. Beginning in 2010, there will be approximately a three year gap between the end of the Shuttle program and the start of the Constellation program. During this time, the space industry and those who are employed by it will be more vulnerable to the impact of a disaster should one strike during this time period.

2.2.3 Agriculture

The percentage of jobs created by the agricultural industry has declined over the past 15 years, and significant amounts of land were converted from agriculture use to urban and suburban development. Directly contributing to this conversion is the devastating freezes of the 1980's combined with the high demand for development due to population growth.

One of the reasons that small farmers sell off their land is that it takes large amounts of capital to farm and survival can be difficult. The trend is for larger businesses to grow crops because they can reduce their costs by farming more acres and selling more products. Farmers have been very innovative in recent years, and as a result they have learned how to produce more from fewer acres. However, eventually there will be a tipping point where production of food will not be enough, the cost of agricultural products will rise, and then more land and other resources will be needed. Unfortunately, by that time, most of the small farms will no longer be in existence.[2]

[2] Basore, Stephen, TKM Farms. Email. E-mail to the author. 17 Aug. 2008.

However, assistance to large farms is also important. They provide the majority of the agricultural products and if those operations are disrupted, there will be greater shortages, reinforcing the adage of "The bigger they are, the harder they fall." In many ways, large farms help protect small farms.[3]

The industry is still a multi-billion dollar contributor to the region, (2nd only to tourism statewide) and disasters can still be injurious to agriculture's contribution to the region's overall economic vitality. Losses resulting from both Hurricane Charley and Hurricane Frances in 2004 exceeded two billion dollars which was 30% of the state's agriculture industry.[4]

Hurricanes are not the only hazards that pose a threat to agriculture. Drought, freeze, fire, and biological hazards can also threaten the industry. Crops and livestock are not the only segment of this industry that is at risk. As agriculture has become more and more automated with costly equipment replacing human labor, strategies for protection and replacement of farm and equipment are paramount in restoring agricultural vitality. Furthermore, purchase of adequate insurance to cover potential losses and development of alternative agricultural management practices that are more disaster resistant are essential to redevelop the industry following a disaster. This is particularly crucial since low interest loans for agricultural needs are much more difficult to obtain because the risks are so high.

[3] Basore, Stephen, TKM Farms. Email. E-mail to the author. 17 Aug. 2008.
[4] Florida Department of Agriculture & Consumer Services, 10 Sept. 2005. See http://www.doacs.state.fl.us/press/2004/09102004.html

In reports and other economic-related literature found on the MyRegion.org, Tourism and Hospitality, High Tech and Space, and Agriculture are primarily discussed as key economic bases in the region. However, other major contributors exist in the region that, should a widespread and/or catastrophic disaster strike, would have major economic consequences throughout the region. Other segments emerging as key economic players in the region include, but are not limited to, health care and education. These add to the complexity of interdependencies throughout the region and should not be overlooked.

Economic diversity is desirable when striving to increase resiliency to disaster in the business community. Both the established and emerging economic bases should be embraced in the region. However, embracing this diversity will also require greater, and perhaps more frequent, analysis of the interdependent vulnerabilities when planning for post disaster economic redevelopment.

2.3 Geographic Interdependencies

2.3.1 Workforce and Flow of earnings

The counties that comprise the East Central Florida region are perhaps some of the most highly interconnected in the State in terms of flow of earning across jurisdictional boundaries. Three types of earnings flow can exist[5] making the redevelopment of a county in the region highly dependent on one or more other counties.

[5] Sally Sleeper et al., "Measuring and Understanding Economic Interdependence in Allegheny County," The RAND Corporation, 2004.

For any given county, one of the following earnings scenarios can exist:

- Domestic earnings: Wages which are earned in the county in which the residents live.

- Imported earning: Wages earned from employed populations that work outside of their county of residence and bring their paychecks home.

- Exported earnings: People who commute into a county to work and take their earnings back to their county of residence.

Table 1 on the following page depicts worker commuting patterns for the six-county region impacted by this plan. Note that “travel from” refers to travel to one of the other 5 counties listed.

Table 1: Regional Worker Commuting Patterns

County	Count	% of Total Workforce
Travel from Osceola	37,468	48.12%
Remain in Osceola	38,416	49.34%
Travel from Seminole	87,522	46.66%
Remain in Seminole	96,293	51.33%
Travel from Lake	25,730	31.58%
Remain in Lake	51,842	63.64%
Travel from Volusia	30,129	16.21%
Remain in Volusia	149,832	80.59%
Travel from Brevard	7,984	3.89%
Remain in Brevard	189,056	92.19%
Travel from Orange	54,322	12.36%
Remain in Orange	376,709	85.75%
Total 6-county regional workforce	1,177,237	
Travel from County of Residence	243,155	20.65%
Remain in County of Residence	902,148	76.63%

Source: U.S. Census 2000 County to County Worker Flow Files[6]

It should also be noted that approximately 27.56% of Orange County's workforce commute into the county from the other 5 counties within this region. This figure rises to over 30% when factoring in other counties in the Central Florida region such as Polk, Hillsborough, Sumter, and Marion.

Seminole County has an even higher percentage (35%) of its workforce that commutes into the county from one of the other 5 counties. Those percentages are slightly lower for Osceola and

[6] U.S. Census 2000 County to County Worker Flow Files http://www.census.gov/population/www/cen2000/commuting.html.

Lake Counties which are 25.77% and 15.52% respectively. These interdependencies can be mathematically measured, but for the purposes of this plan, it is assumed that all six counties experience all three scenarios to some degree.

Figure 1 graphically depicts these figures. Also important when considering commuting patterns is commute time. Figure 2 portrays commute times over 45 minutes.

2.3.2 Transportation

As is evident by the earnings flow data in section 2.3.1, transportation is a key component for a sustainable workforce. Various modes of transportation exist within the region which includes major highways, railroad, and airports. Additionally, Port Canaveral is the second busiest port in the world for multi-day cruises.[7] However, the 2007 East Central Florida Comprehensive Economic Development Strategy lists several transportation-related issues that would be exacerbated following a disaster. They are:

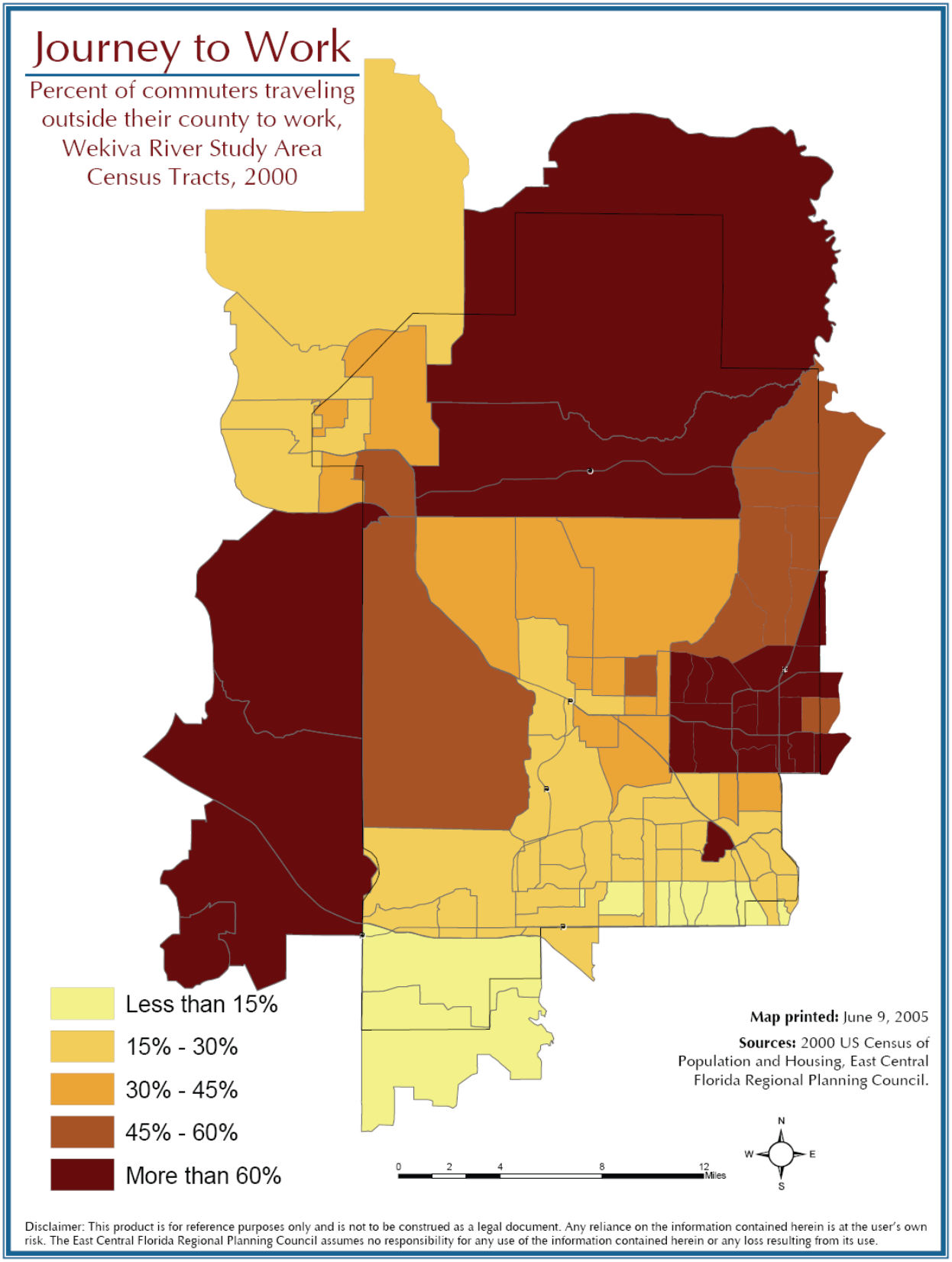
- Failing or insufficient transportation infrastructure (roads seriously overloaded, traffic choking arteries all day long, lack of mass transit, long commutes) and lack of redundancy in critical transportation corridors;

- Lack of transportation cross connections between transportation modes of water, rail, road and air.

- Need for better pedestrian and bicycle lanes in urban centers to encourage commuting trips of less than 5 miles.

[7] Port Canaveral Cruise Facts: http://www.portcanaveral.org/community/extras/cruise_facts.pdf

Figure 1


Journey to Work
Percent of commuters traveling outside their county to work, Wekiva River Study Area Census Tracts, 2000
Less than 15%
15% - 30%
30% - 45%
45% - 60%
More than 60%
Map printed: June 9, 2005
Sources: 2000 US Census of Population and Housing, East Central Florida Regional Planning Council.
0 2 4 8 12 Miles
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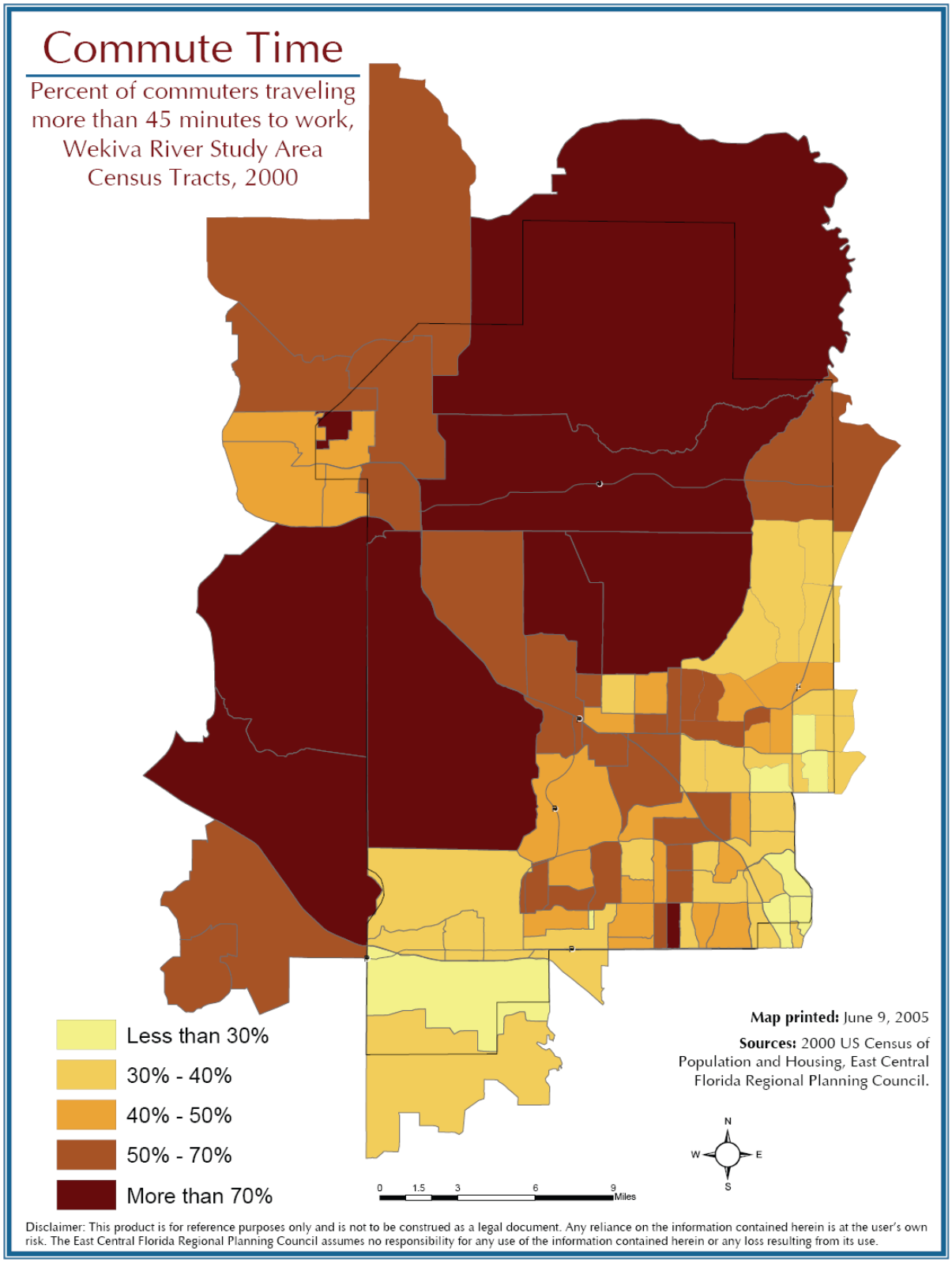
Disclaimer: This product is for reference purposes only and is not to be construed as a legal document. Any reliance on the information contained herein is at the user's own risk. The East Central Florida Regional Planning Council assumes no responsibility for any use of the information contained herein or any loss resulting from its use.

Figure 2


Commute Time
Percent of commuters traveling more than 45 minutes to work, Wekiva River Study Area Census Tracts, 2000
Less than 30%
30% - 40%
40% - 50%
50% - 70%
More than 70%
Map printed: June 9, 2005
Sources: 2000 US Census of Population and Housing, East Central Florida Regional Planning Council.
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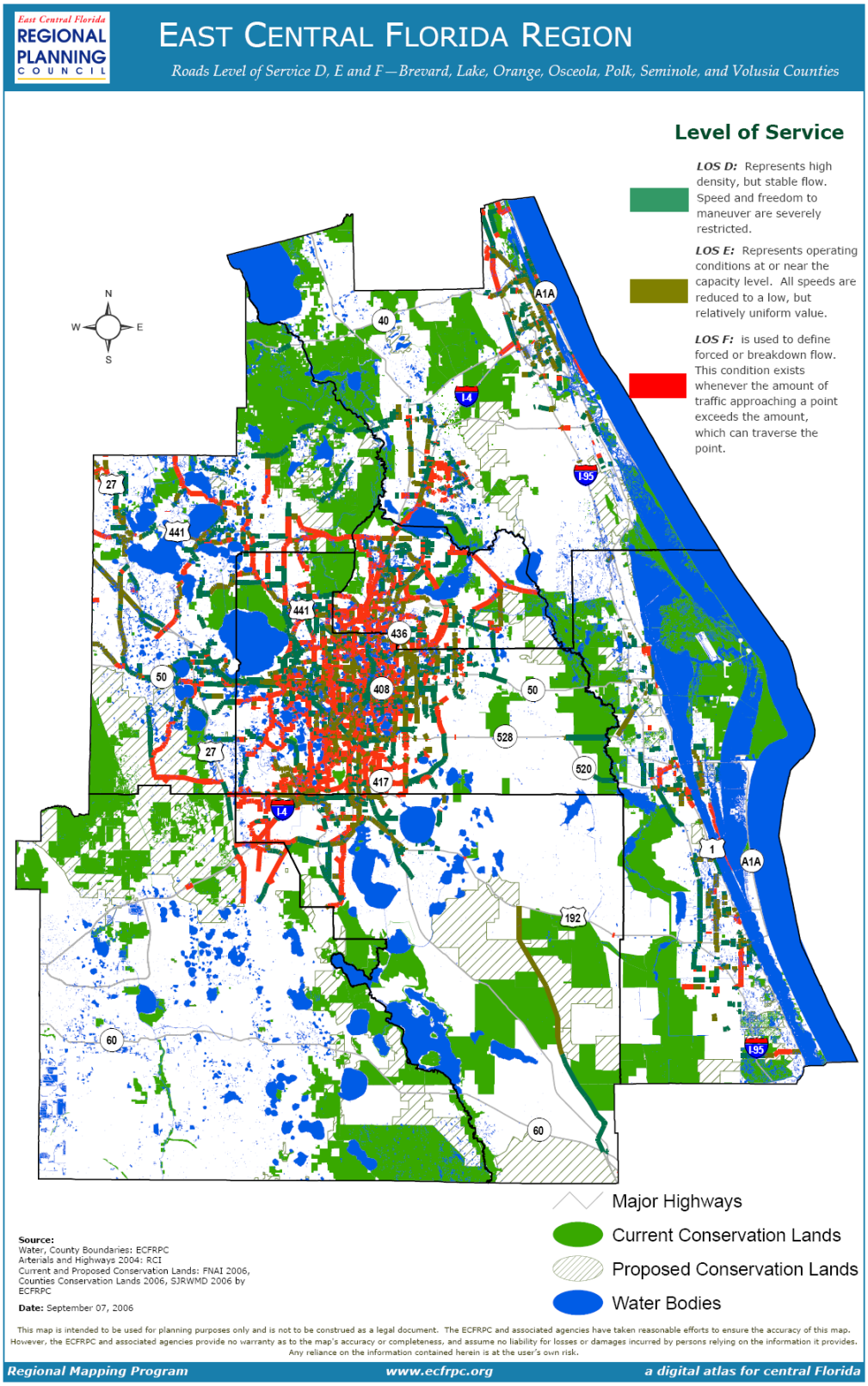
Clearly, access to transportation will have direct impact on the sustainability of the area's workforce as well as the ability to re-supply businesses with needed goods following a disaster. Figure 3 illustrates current Level of Service for roadways earning a rating of D, E, or F throughout the region.

The CEDS document lists potential projects that, should a disaster strike, pose an opportunity to rebuild in such a way to help alleviate commuter problems. One of these projects is the Central Florida Commuter Rail which is a proposed 61 mile commuter rail system for the Central Florida area. It could help relieve up to 14,000 automobile trips per day on I-4 upon its completion, and would begin to provide mass transit service to the transportation spine, the I-4 corridor of Central Florida. The total cost of the system is $615 million.

2.3.3 Public Works, Utilities, and Other Services

Clearly, other interdependencies exist which also cross jurisdictional boundaries. All of these contain certain levels of vulnerability. Every aspect of post disaster redevelopment, not just the economic portion, is highly dependent on the resilient restoration of these critical services. The restoration of these services are beyond the scope of this plan, but should be coordinated with other county and/or regional post disaster redevelopment plans that specifically address infrastructure and other services.

Figure 3


East Central Florida REGIONAL PLANNING COUNCIL
EAST CENTRAL FLORIDA REGION
Roads Level of Service D, E and F—Brevard, Lake, Orange, Osceola, Polk, Seminole, and Volusia Counties
Level of Service
LOS D: Represents high density, but stable flow. Speed and freedom to maneuver are severely restricted.
LOS E: Represents operating conditions at or near the capacity level. All speeds are reduced to a low, but relatively uniform value.
LOS F: is used to define forced or breakdown flow. This condition exists whenever the amount of traffic approaching a point exceeds the amount, which can traverse the point.
N
W
E
S
A1A
40
I-4
I-95
27
441
436
408
50
528
520
417
1
192
60
Major Highways
Current Conservation Lands
Proposed Conservation Lands
Water Bodies
Source:
Water, County Boundaries: ECFRPC
Arterials and Highways 2004: RCI
Current and Proposed Conservation Lands: FNAI 2006, Counties Conservation Lands 2006, SJRWMD 2006 by ECFRPC
Date: September 07, 2006
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Regional Mapping Program
www.ecfrpc.org
a digital atlas for central Florida

3. ISSUES AND GOALS

During the planning process, committee members in the various working groups identified issues and goals that the region is likely to face in the event of a disaster. Two types of scenarios were considered: A catastrophic hurricane and an aerosolized anthrax attack (included in this section). While these discussions may have varied in their terminology based on the industry or segment of the economy that was being discussed (i.e. general business services, high tech, tourism and hospitality, and agriculture) most of the discussions contained common threads such as:

- Business Continuity Planning
- Access to cash or generating cash flow in the interim until SBA applications are processed
- Resource sharing and identification of alternate locations to conduct business; maximizing regional resources
- Communication
- Workforce retention
- Permitting

These issue areas discussed in the following sections with principles that are generally applicable across all industries. The issue areas form the basis in which the objectives and actions were developed. However, certain aspects of these issue areas contained aspects that were unique to particular economic segments and are addressed where needed.

3.1 Business Continuity Planning

Actions that businesses can take prior to any disaster event will be a key determining factor in the survivability and the speed of recovery of the business in the post disaster environment. Large businesses understand the importance of business continuity planning and most likely have developed business continuity plans. However, research from the Small Business Development Center (SBDC) indicates that only one in three

businesses has a business continuity plan for even the most basic elements of business continuity such as preservation of data and alternate methods of accessing it, identification of alternate locations to conduct business that can support office equipment, telecommunications and computer networks. This lack of pre-planning can have devastating effects on small businesses. Committee members identified this issue as one of the most important issues facing the regional economic redevelopment following a disaster.

The variables influencing why small businesses are not pre-planning are complex and varied. These variables may include not enough time, staff or expertise. There may be a lack of understanding about the magnitude of the problem, particularly if the business survived a previous "disaster." Successful, region-wide, business continuity planning outreach first involves gaining an understanding why businesses are not preplanning, and helping them realize the value of pre-planning. This can be accomplished by explaining to them what the consequences are of not having a plan, and what the benefits are when they do. This will allow them to more fully understand the existing subtle interdependencies on which the success each other's businesses depends.

The ability to convey the value of business continuity planning is only part of successful outreach. There are many business owners who do appreciate the importance of planning; however, they may require other necessary tools such as resources and expertise to assist them in their planning efforts. Supporting business continuity planning through not only education, but also through the provision of needed resources and expertise, the groundwork can be laid for establishing strategic alliances among businesses in order to maximize regional resources such as through resource sharing, both in term of physical and workforce

resources. The level of preparedness of their business neighbors and partners will have a great impact on their own survivability.

To accomplish this goal on a regional level requires a tiered approach that starts on the local level with individual chambers, professional business organizations, key business partners in the community, and economic development councils. Large and/or anchor businesses in the community and in the region should also be included as they can provide the expertise and resources to less experienced businesses as they engage in this process. This will allow for better outreach to very small businesses and home-based businesses.

Strengthening networking among businesses and business organizations is also key in supporting business continuity planning. Some networking mechanisms currently exist, such as Chambers of Commerce and Chamber alliances and should continue to be utilized. However, not all businesses are members of chambers. Other methods that include these considerable number of businesses should also be developed. This networking can be accomplished by a variety of means such as workshops (such as those hosted by the Small Business Development Center), establishing a networking website (i.e. SharePoint), or combination of methods to accommodate the various needs of the business community.

By establishing and maintaining these relationships during the planning phase, they will ultimately support region-wide information sharing following a disaster. This can also lay the groundwork for establishing a resource sharing information network by strengthening the businesses community's cohesiveness and fostering the development of relationships. The goal of increased business continuity planning crosses all economic bases within the region. Actions that can be taken to achieve this goal are

discussed in Section 5: Action Matrix as well as the county Emergency Support Function for Business and Industry annexes to their CEMPs.

Small business owners, may not consider or fully understand the benefits of other business options such as reinventing their business or establishing a new business that better suits the new post disaster business environment. This may occur for a number of reasons such as rushing to reopen and assuming that will restore normalcy. However, they may not have a full understanding of the impact that disasters can have. Economic Development Councils, Chambers of Commerce, professional business associations, the Small Business Development Center (SBDC), and large businesses may be able to offer outreach and technical assistance programs directed at facilitating post disaster business planning.

There are a variety of tools available that can assist in business continuity planning. For example, the Small Business Development Center offers the Business Continuity and Risk Management (BCRM) Program. The focus of the program is to ensure that Florida businesses have the education, training and assistance needed to minimize losses and increase survivability when affected by natural and/or man-made disasters. Through this program, trained and experienced Small Business Development Center Certified Business Analysts (CBAs) are ready to assist business owners develop a comprehensive Business Continuity, Emergency Preparedness and Disaster Recovery Plan – free of charge. BCRM services are available through all statewide Florida SBDC Network offices. Some of the services and programs the SBDC offers are:

- One-on-one counseling by trained and experienced CBAs. Counseling sessions are personalized, confidential and free of charge.

- Training events to provide current and practical information ranging from basics to advanced skills. Nominal fees may be charged for training events.

- A wide range of information resources, including extensive business libraries, Small Business Resource Network (www.sbrn.org), University of West Florida Haas Center for Business Research (www.haas.uwf.edu), and access to other private and public-sector information resources.

More information about these and other programs offered by the SBDC for disaster preparedness can be found on the Business Continuity and Risk Management (BCRM) Program website at: http://www.floridasbdc.com/SpecialPrograms/bcrm.asp.

3.2 Communication

Another key goal critical to the success and redevelopment of the business community is the ability to communicate – with employees, vendors, suppliers, customers, other businesses, financial institutions, and recovery agencies. Business continuity plans should outline how the business will communicate with its employees after a disaster, including a rendezvous point should communications be inoperable. A large scale disaster may render all communications inoperable for weeks or months. Businesses also need to communicate with their vendors to let them know what supplies, equipments, services, and facilities they require and communicate approximate percentage of operational capacity. Following the disaster, as businesses determine what their status is with regard to suppliers and their workforce, communication with their customers is critical to generating business, especially for those businesses who can offer services essential to recovery efforts. Communication with other

businesses will also be key because strategic alliances that were made during the pre-disaster business continuity planning process will be more critical than ever in restoring the community's economic vitality.

Identifying backup and/or alternative physical communications infrastructure before a disaster strikes is clearly a priority. For example, AT&T has disaster recovery teams with full time employees to manage disaster recovery. Incorporation of these teams into business restoration plans prior to the disaster is essential, including establishment of pre-disaster agreements that may be required. Other options may include utilization of Verizon and AT&T centers. Small and medium sized businesses comprise a large portion of their customers. Since this is in their best interest, these organizations may be able to provide the technical expertise to accomplish this goal.

The newly-emerging Business and Industry Emergency Support Function as well as Business Recovery Centers can play a key role in brokering information. For example, Volusia County has developed a business operations center which functions as an Emergency Operations Center for businesses within the county. The business operations center serves as a linkage between the Chambers of Commerce, other professional business associations, and the business community. The Business Recovery Centers can also support communications linkages among businesses which can in turn support each other. Future goals of these centers include connecting to employees as well who can support business operations throughout the county. Through enhancing the capabilities of each county's Business and Industry Emergency Support Function and establishing Business Recovery Center, the region may be able to maintain communications and exchange information among the counties. The role of the Business and Industry Emergency Support Function and

Business Recovery Centers is discussed in greater detail in Section 4: Authority and Implementation.

3.2.1 Unified marketing strategy

Effective communication involves more than just physical infrastructure. The content of the information being disseminated is also crucial. Media markets in the Central Florida region share media outlets and overlap with media markets in surrounding areas. For example, designated media markets (DMA) that can have an impact are:

- Orlando-Daytona DMA: Brevard, Flagler, Lake, Marion, Orange, Osceola, Seminole, Sumter, Volusia
- Tampa-St Petersburg-Sarasota DMA: Citrus, Hardee, Hernando, Highlands, Hillsborough, Manatee, Pasco, Pinellas, Polk, Sarasota

Communication with the media is critical both to the local impacted stakeholders as well as external media markets. In an area that derives much of its economic base from tourism and hospitality, effective, timely and accurate media communications is essential to attracting visitors, customers and workforce.

Because of the region's reliance on place branding, its economy will likely benefit from a unified marketing strategy which maximizes the use of marketing dollars while comprehensively promoting the overall region. The media outlets may be more interested in portraying visual images, negative reports, and shortfalls in response rather than accurately depicting the status of the region. A unified effort may be more successful in publicizing the areas and markets which have successfully recovered and re-opened their doors for business. For example, in New Orleans, there are niches that have rebuilt and are back in business and even thriving, yet go unnoticed. A regional, coordinated media strategy between parks, hotels, restaurants and others is fundamental and could

be coordinated on a regional level in order to promote a unified marketing strategy for the entire central Florida region. This not only includes the message to the public, but also the message among stakeholder businesses.

These types of unified public relations campaigns are more costly than marketing under normal circumstances. Under normal circumstances, there is limited coordination among marketing efforts due to the fact that entertainment parks and other entities focus their marketing budgets on their own best interest. However, in the post disaster environment, it may be mutually beneficial for regional stakeholders to consider their interdependencies and regional benefits from a unified regional approach to marketing. The inclusion of a broad range of businesses, counties, and stakeholder that may have lesser advertising budgets, but are equally as important in restoring economic vitality, should be considered. Marketing campaigns should address the physical impact (natural disaster) to the region, the psychological impacts to residents and visitors (terror event), target markets, timing and length of media message For example, some area hotels cancelled their advertising after September 11th, because people could not fly, or just were too afraid to fly.

Non-natural disasters, such as a chemical, biological, or radiological event, especially if intentional, will pose a unique challenge to marketing and re-branding the area. It is likely that critical infrastructure will be intact and functional; thus an obvious challenge will be to assure potential visitors that the region is safe to visit.

These non-natural disasters or events, particularly a terrorist threat, will present unique challenges to the marketing industry. Normally, marketing campaigns are targeted to visitors in an attempt to attract them to the area. However, residents and the workforce will also need to be

convinced that the region is a safe place to remain. Marketing campaigns that counteract the "fear factor" are not typically a strategy that is included in public relations messages, but will need to be considered. This was an issue that New York City encountered following the attacks of September 11th, and has been experienced in other parts of the world such as the 2002 bombing in the tourist district of Bali.

3.3 Short term cash flow and long term financial assistance

Too often small businesses rely solely on the SBA and lose valuable time only to be turned down. Even if ultimately approved, the length of time to process SBA loan applications can create a hardship on business during the most critical "make or break" period following a disaster. Other more expedient solutions should also be pursued to help offset economic injury. While the SBA is certainly a key player in business recovery, it is not the panacea for restoring economic vitality. Therefore, it is highly recommended that alternative strategies be explored, especially during the short-term recovery period to assist businesses during the economic "Golden Hour" following a disaster. Maintaining cash flow is crucial in order for employers to make payroll, pay suppliers who can still supply the business with goods, and pay for services to run their business operations. Ultimately the region's ability to regain its economic health in the aftermath of a catastrophic disaster will hinge on the ability of all sectors of the business community to survive, adapt to and thrive in the permanently changed post disaster environment.

Some ways of offsetting economic injury and financing recovery include:

- insurance settlements
- SBA loans & other governmental loans
- bank loans
- grants
- private sector and local governmental assistance programs

- assistance from a parent organization
- aid from family and friends
- selling tangible assets
- depleting cash financial assets (e.g. savings accounts)
- tax deductions and deferrals
- relocation to areas with readily available workplaces, workforces, and markets.

The ability of some businesses to fare better than others following a disaster depends on many variables. Not surprisingly, some of these variables are directly related to sustaining cash flow such as:

- Their customers were not adversely affected;
- They had more than one location;
- They had markets outside the impacted area;
- There was a continued demand for essential goods and services they provided;
- Alternative sources for the subject goods and services were not readily available;
- Business owners and operators were able to read, adjust to and exploit the changes in the post disaster environment.

Some of these, such as multiple locations, will not be options for the small business owner who may operate from only one location. But others can work quite well. Transforming the business to the relative needs of the community can greatly enhance the ability of the business to generate cash flow, thus enhance their businesses ability to survive. Is the primary business mission relevant to the needs of the community in the post disaster environment? Are the goods and services being offered important to the response and recovery effort? Businesses may need to rethink what skills or services they offer that they can adapt to the community needs are in the aftermath of a catastrophic event. For

example, can a sauna business adapt itself to help with water extraction with any of its water pumping equipment? Additionally, efforts which support the post disaster response and recovery effort may be important to the community and ultimately eligible for federal reimbursement if employed by a governmental jurisdiction. The Small Business Development Center, professional business associations, and local chambers may play an important role in helping small businesses identify alternative missions which will ensure survivability in the post disaster environment.

Too often these options are not fully considered by smaller businesses and owners resort to trying to cover losses out of personal savings. These issues should be given thoughtful consideration, not in the aftermath of a disaster, but in advance of any such event. This is known as “blue skies” planning.

Interim solutions need to be identified until businesses are fully functional and/or longer term solutions, such as SBA assistance, are received. The Florida Small Business Emergency Bridge Loan Program can provide emergency, short-term loans up to $25,000 to businesses in need of immediate cash flow to begin repairs and replace inventory. Bridge loans can cover expenses for approximately 4-5 months while businesses are waiting to be processed by SBA. Bridge loans can be helpful; however, banks have historically not been very supportive in providing assistance in the post disaster environment due to the higher risk, especially with regard to agriculture.

Banking consortiums like ChicagoFIRST and FloridaFIRST could provide a model for a system of financial support to businesses within the region. FloridaFIRST (http://www.flafirst.org) is dedicated to developing regional groups that will tailor the activities of their chapters to their needs. Those

regions will follow the Florida Governor's Regional Domestic Security Task Force. The U.S. Department of Treasury and the Florida Bankers Association have been instrumental in the creation of this group.

Other potential sources are philanthropic groups that might be able to help bridge the gap. The key is identifying them and getting them connected to businesses immediately to help in the short term. Business interruption insurance can also help bridge the time frame until SBA assistance is available. Additionally, as part of business continuity planning, businesses should be educated with regard to setting aside money in reserve for emergencies, perhaps a percentage of their profits (i.e. 5%). While recognizing that downturns in the economy may make it difficult to set aside money if businesses are simply breaking even, encouraging this practice when their business is more robust can still be beneficial. Current discussion at the state and national level is the concept of business recovery assistance funded by the private sector, including low interest loans from the banks. It is loosely coined as "Red Cross" for business and may include non-financial assistance as well such as technical assistance. Business and Industry Emergency Support Functions at the county level EOCs will be instrumental in making these connections.

The agriculture segment of the region's economy faces a unique challenge in obtaining disaster funding assistance in that nursery operations are not eligible for loans through the SBA or the USDA. Tax breaks and bridge loans are critical. Farms have difficulty in obtaining low interest loans from banks due to the high risks associated with agriculture.[1] The inclusion of farm-friendly banks into a bridge loan program or banking consortium is needed. Access to cash to purchase reseeding supplies, fertilizer, hay, grain, parasite control and other farm-related operational needs lost during a disaster is critical in order to

[1] Basore, Stephen, TKM Farms. Email. E-mail to the author. 17 Aug. 2008.

resume farm operations as quickly as possible so that income can be generated from their crop and livestock.

3.4 Special Agricultural Issues

In Florida, disaster response and recovery have a tendency to focus on hurricanes, and sometimes even more narrowly, hurricanes as primarily a wind event. However, flooding events create an equally dire situation for agriculture. Getting excess water off of agricultural lands is critical to restoring land to being usable again.[2] In addition to the flooding that can be produced by hurricanes, this hazard can also be the result of other unusual climatic events, or damage to South Florida Water Management District's critical water control infrastructure (either accidental or from terrorism). In fact, in a flooding-only event (no wind), crops may still be able to be saved since they have not been damaged by wind.

Although this may seem rather simple, alleviating flooding can be a complex problem and influenced by factors outside of the region. Water systems in this region flow south and ultimately drain into Lake Okeechobee. If water management systems located in the south of the region, including the Lake, are unable to accept any water from the northern areas of the district, there is little place for excess water to go. Currently, the region still relies on injections wells to some extent to dispose of excess water and runoff. This situation can have serious implications: 1) Storm water runoff systems can become overwhelmed and incapable of alleviating flood waters, and 2) injecting potentially contaminated water back into the groundwater system can impact the safety of the groundwater. [3]

[2] Ibid.
[3] Partney, Steve. South Florida Water Management District. Telephone conversation on 6 Oct. 2008.

A current trend that may impact these types of decisions is that consumers and businesses are becoming more concerned about the environment. Increasingly, retailers and consumers are looking for locally grown produce. Consumers are concerned about carbon footprints (food miles) and food safety (people prefer locally-grown products vs. those grown outside of the country). Retailers prefer locally-grown produce because it costs less in freight.[4] This may become an even greater factor if fuel prices continue on their current trend. The demand for local produce along with the slowdown in the housing market may be a factor that can be capitalized upon to help reduce the number of farmers selling out.[5]

3.5 Workforce retention and development

3.5.1 Housing

The lack of employee housing will likely be detrimental to business recovery. In a catastrophic event it could devastate the business community since following such an event many move away permanently since the redevelopment of housing stock, if severely damaged, could take years to rebuild. New Orleans is a prime example of this situation. Although disaster housing is beyond the scope of this economic recovery plan, workforce housing is still a key issue and coordination with lead agencies responsible for housing issues is a must. Small businesses may not be aware of available disaster housing options for their employees. The business community, therefore, recognizes the need to explore a variety of options to house employees including providing temporary housing units, utilizing privately owned land, co-locating housing within business structures, forming partnership with other private organizations, non profit organizations and the public sector.

[4] Basore, Stephen, TKM Farms. Email. E-mail to the author. 17 Aug. 2008.
[5] Ibid.

3.5.2 Job placement

In order to expedite the placement of potential employees, a mechanism is needed to facilitate the rapid skills assessment process. It is critical that people are not just simply placed in any job, but are properly placed. Basic conduits for this process, such as workforce development center kiosks and Employ Florida, may be able to provide a basis for these linkages. Employ Florida, developed by the Florida High Tech Corridor Council, was originally designed to provide a database of registered applicants looking for work and includes 50,000 businesses categorized by type and skill. It is maintained by the Agency for Workforce Innovation. This organization already institutes a standard post disaster skill assessment process which will be applied if the resources and capabilities allow. This also assumes that some level of communications technology is still functional.

In the catastrophically impacted area, a technologically-based skills assessment methodology may be prohibitive due to a lack of communications technology, skilled assessment personnel, and appropriate assessment tools. Under these circumstances more rudimentary methods will be needed to assess basic skills and support immediate placement with employers working in the recovery environment.

Business Recovery Centers in partnership with local Business & Industry Emergency Support Functions may also be established in the disaster-impacted and surrounding areas. The purpose and functions of Business Recovery Centers is discussed in detail later in this plan in Section 4: Implementation.

3.5.3 Other workforce issues

Transportation and the availability of child care will also play an important role in mobilizing the workforce. Child care and resumption of schools will also be critical in allowing the workforce to return. Employers may wish to explore partnering with skilled day care workers to establish day care centers at their businesses. The resumption of the school system will factor greatly into the ability of people being able to return to work. There will be a greater demand for public transportation due to the loss of personal vehicles in situations involving widespread natural disasters. The region may wish to explore pre-arranged agreements, particularly with companies or organizations outside the region that have the equipment and vechicles, to ensure public transportation is available.

3.6 Resource Inventory and Resource Sharing

Compiling and maintaining current inventories of available resources is highly recommended and should be done during the “blue skies” planning period. While some of these resources may overlap various segments of the region’s economic bases, these inventories should provide enough specificity relative to the needs of the particular economic sector, such as high tech, agriculture, and tourism. Identified resources should also include the level of capability such as:

- Office Space
- Phone Systems
- Computer & Networks
- Office Equipment/Furniture
- Applications & Databases
- Services
- People
- Proximity to major transportation arteries or hubs

- Assets that are most likely to withstand various levels of disasters or are considered lower risk (i.e. wind load ratings, high value terrorist target, flooding area, etc.)

Once resources have been identified, pre-arranged agreements should be executed. Establishing public-private partnership and/or business to business networks will help maximize the use of these pre-identified resources. Development of these inventories in accordance with the NIMS resource typing requirement is also highly recommended.

There is an initiative being led by Florida International University to provide a comprehensive and pioneering technology to ensure community-based business continuity from major natural or man-made disasters. This program is the Business Continuity Information Network (BCIN). Currently it is being tested in the South Florida business community, although the goal is eventual statewide implementation as funding becomes available. It is designed to:

- Link thousands of companies, NGOs and government agencies across the State of Florida into a B2B community network before and after disasters to minimize business down time;
- Enable and support public-private partnership engaged in business continuity;
- Maintain and re-enable critical information flow, supply chain and business ecosystem disrupted by disaster.

More information about the status of this pilot initiative can be found at: http://www.bizrecovery.org

3.7 Permitting

The inability to rebuild and repair quickly will have a tremendous impact on the ability for businesses to resume their operations. This can have a particularly devastating effect on tourism and hospitality. However, the expedited resumption of business needs to be balanced with rebuilding smarter and more resiliently by including mitigation techniques. In addition to traditional permitting concerns, other legal issues may arise such as the ability to take abandoned property through eminent domain and establish redevelopment “districts”.

In the post disaster environment, it may become necessary to waive, expedite, or relax regulatory requirements dealing in the areas of land use, building code, fire code, zoning code, and health code. In the past, business recovery efforts were significantly stifled because public agencies did not any allow for any divergence from daily regulatory requirements. When the political will is present to support business recovery, then opportunities can be forced to ease regulatory restrictions without endangering public safety. In many cases, the delays in permitting and inspection may be largely due to staffing shortages. Public agencies will have likely been significantly impacted and suffered the loss of employees as well as electronic processing and recordkeeping systems. Staffing to implement the regulatory permitting and inspections, therefore, can still be an issue. Augmenting staffing and personnel to implement waiving of requirements or expediting them to create a safe environment is a mutual aid issue which should be considered by government permitting authorities in catastrophic events. Because permitting is regulated through local government jurisdictions, the public sector agencies responsible for overseeing and implementing this process will need to coordinate and communicate closely with the business community.

4. Authority and Implementation

Without implementation of the PDERP is only a written report. It is through implementation of the Plan that a more sustainable regional economy can be achieved and one that is resilient and can recovery more quickly following a disaster event. A number of organizational structures such as a regional oversight council created as a separate entity comprised of county Business and Industry members were discussed by the PDERP Technical Advisory Committee. The selected option is addressed in this section. The discussion includes organizational structure, plan implementation, preparedness and response actions, county-level business and industry support function responsibilities, and business recovery centers.

4.1 Organizational Structure

Oversight of regional coordination and policies are governed by the Regional Council which is comprised of the governing board of the East Central Florida Regional Planning Council (ECFRPC) and CEDS Strategy Committee (derived from members MyRegion.org). The Comprehensive Economic Development Strategy (CEDS) technical committee, a committee created by the ECFRPC, which includes members of the Post Disaster Economic Redevelopment Committee, provides technical guidance and subject matter expertise to the Regional Council. Figures 4 and 5 depict the regional organizational structure.

Figure 4: Regional Council

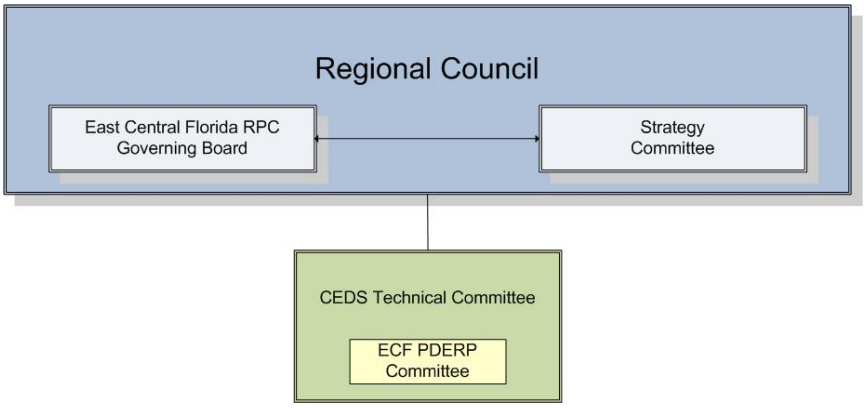
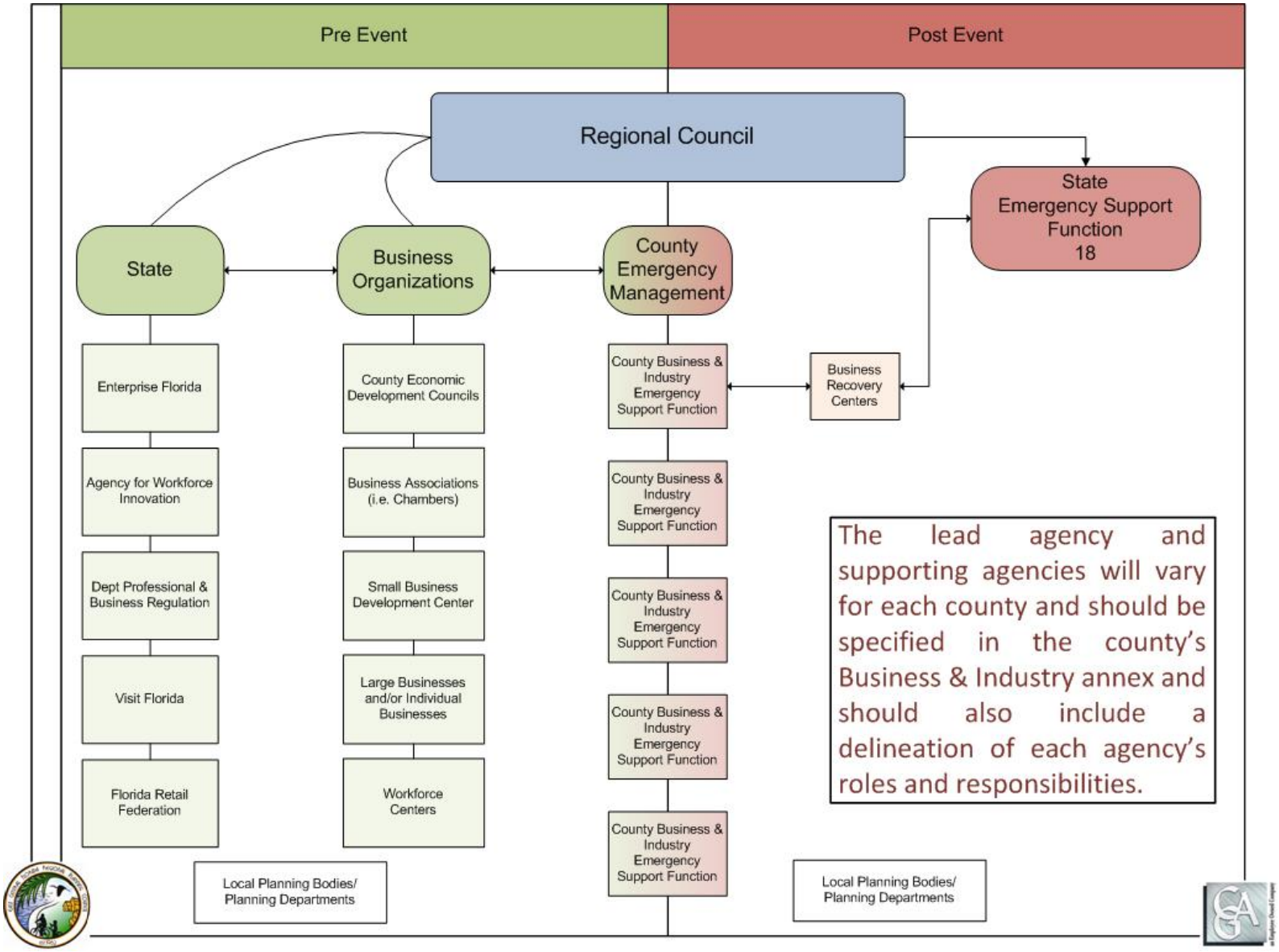


Figure 5: Regional Structure



4.2 Plan Implementation

The Regional Council is responsible for coordinating implementation of the Plan, including pre-disaster and post-disaster actions. This is accomplished through the CEDS Technical Committee. During the non-disaster period, plan-related activities and discussion can be incorporated during Regional Council's regularly scheduled meetings that occur quarterly throughout the year. In the event that a disaster occurs with potential regional impact, the Regional Council will have the authority to activate the plan after consultation with the CEDS technical committee.

Specific responsibilities of the Regional Council include:

- Activation of the plan;
- Monitoring progress of pre-disaster preparedness activities;
- Final review and approval of plan revisions;
- Enforcing plan maintenance schedule;
- Liaising with county EOC Business and Industry Emergency Support Function and business recovery centers following the occurrence of a disaster;
- Liaising with the Regional Domestic Security Task Force for events involving terrorism or the threat of terrorism;
- Providing on-going staff support to further plan implementation.

Implementing actions that sustain regional goals as described in Section 5: Action Matrix can be supported by local organizations such as economic development councils, chambers, other professional business associations, and county emergency management agencies. Specific task assignments on the county level that support achieving these goals are to be developed using the Task Assignment Worksheet tool in Appendix A. Since business leadership organizations will vary for each county, this tool provides flexibility in assigning responsibilities for the most appropriate organization

in each county while working toward accomplishing the same objectives regionally. For each objective listed, agencies that have been identified as having roles and responsibilities should address the following key areas:

- Benchmarks: Develop measurable benchmarks for progress for respective recovery goals and objectives;
- Implementation: Implementing a process for monitoring and reporting on benchmarks to the regional council;
- Plan Update: Review and recommend updates for their respective goals and action items;
- Budget and Funding: Identify budget needs and potential funding sources for ongoing plan implementation;
- Plan Modification: Oversee and make recommendations for changes for long-term plan implementation of recommended strategies; and
- Coordination: Liaise with and support its county EOC's Business and Industry Emergency Support Function and business recovery center.

4.3 County-Level Business & Industry Support Function Responsibilities

Assignment of functional responsibilities in Florida's emergency management system is accomplished through the Emergency Support Function (ESF) structure. The ESF is a mechanism that consolidates multiple agencies that perform similar or like functions into a single, cohesive unit to allow for the better management of emergency response functions.

The ESF concept is also employed in the National Response Framework which is a guide that details how the Nation conducts all-hazards response – from the smallest incident to the largest catastrophe. This document establishes a comprehensive, national, all-hazards approach to domestic incident response. The Framework identifies the key response principles, as

well as the roles and structures that organize national response. It describes how communities, States, the Federal Government and private-sector and nongovernmental partners apply these principles for a coordinated, effective national response. In addition, it describes special circumstances where the Federal Government exercises a larger role, including incidents where Federal interests are involved and catastrophic incidents where a State would require significant support. This document and its supporting functional annexes can be accessed at the NRF Resource Center at http://www.fema.gov/emergency/nrf.

The State of Florida Emergency Response Team has recently added the Business and Industry Emergency Support Function to its list of functional units. As with each ESF, a lead agency is designated and is responsible for coordination of all activities associated with the ESF Business and Industry annex. The lead agency is not required to perform all of the responsibilities or provide all resources, but instead is the primary point of coordination for all activities associated with its functional responsibilities in the preparedness, response, and recovery phase of the disaster. On the state level, The Governor's Office of Tourism, Trade and Economic Development is the lead agency for its Business and Industry Emergency Support Function.

On the county level, the continued implementation of this support function is being achieved through the incorporation of Business and Industry ESFs into county emergency operations centers. As part of this implementation, county Comprehensive Emergency Management Plans (CEMPs) will be required to add a functional annex for this support function. Primarily involved in immediate response and short-term recovery, the purpose of this annex is to identify how the private and public sector will coordinate preparedness, response and recovery activities which will support the ongoing economic viability of the community. Unlike other annexes in the

Comprehensive Emergency Management Plan, this annex relies upon the voluntary and willing participation of private sector partners to implement the roles and responsibilities as detailed below. A Business and Industry annex template is available to participant counties involved in this regional plan. A sample can be found in Appendix B and is also available electronically in editable format from the East Central Florida Regional Planning Council.

The State of Florida strongly recommends that the county-level economic development councils should function as the lead agency for the county's Business and Industry ESF. However, since this is not a mandate, counties have the authority to select the most suitable lead. In addition to identifying the lead agency in the county for Business and Industry recovery issues, this annex delineates:

- Support agencies: Agencies which provide expertise and/or resources to support the functions of the Business and Industry ESF. This support can include providing staff for operational functions at fixed and field facilities, notification and sub-tasking of coordinating agencies and businesses, informing other ESFs and organizations regarding ongoing activities, plan short-term and long-term support to incident management and recovery operations. These agencies/organizations should also commit to the ongoing preparedness activities, such as training and exercising to maintain personnel who can provide appropriate support.
- Coordinating agencies: These can be partner agencies and organizations that provide additional, vital expertise and/or resources, but are not locally represented. These may include state or federal level organizations that provide key resources or connectivity to the business community.

By allowing each county to determine its support and coordinating agencies, it can tailor its partnerships based on the main economic bases in its county. For example, for counties with a substantial agricultural component, they may wish to include representatives from the agricultural community that represent the business interests of agriculture. Likewise, counties with substantial high tech, space, or tourism interests can structure their Business and Industry ESF membership based on the needs of these sectors.

Not surprisingly, there will be a great deal of overlap between those agencies that are assigned tasks towards accomplishing the goals and objectives outlined in this plan and those agencies that will be identified and support and coordinating agencies in the local Business and Industry ESF annexes. This is desirable as it will promote consistency and continuity with the goals of this plan while simultaneously achieving the business and industry recovery needs on the local level.

While primarily focused on preparedness, immediate response and short-term recovery issues, a well-developed, robust Business and Industry ESF will provide a smooth transition to the Post Disaster Economic Redevelopment Plan and provide the foundation for successful long term recovery and economic redevelopment.

4.4 Business Recovery Centers

To further coordination at the local level, the State of Florida (in partnership with local governments and Business and Industry ESF partners) may establish Business Recovery Centers (BRC) in the disaster impacted and host areas. Certainly, whether a BRC wopuld be set up would be dependent upon the magnitude of the disaster. The purpose of BRCs is to provide technical assistance, resources, and information to members of the economic community. By working through the Business Recovery Centers in the host communities, local employers from the impacted areas may be able to communicate with former employees and coordinate re-employment issues.

While businesses and employees may not be able to immediately return to the impacted area, the BRC can support relocation efforts, track information, and provide technical assistance and counseling for alternate employers or workers to fill human resource shortfalls and business gaps. Some businesses may choose to relocate from the impacted area to the host communities. BRCs in these host communities may be able to support the business relocation efforts and link the businesses to potential employees.

Representatives at the BRC may include local, state, and federal public and private sector organization. Any or all of the following partners/stakeholders may be represented at the center:

- Enterprise Florida
- Florida Retail Federation
- Agency for Workforce Innovation / Regional Workforce Boards
- Department of Business and Professional Regulation
- Local business leadership and associations
- Local chambers of commerce

- Regional planning councils
- Economic Development Councils
- Community Redevelopment Agencies
- Visit Florida

Services provided at the BRCs

BRCs can provide the following services:

- Assistance with federal disaster programs and loan applications
- Assistance with local and/or state bridge loans
- Information on available temporary office space
- Basic office and communications equipment
- Message boards for organizations and companies to assist small businesses
- Locations of operational wireless internet hotspots
- Other expert advice on financial and business recovery issues

Selection of BRC Sites

Sites should be located within business districts to allow for easy access. Strategic locations that best serve a majority of businesses should be identified during the pre-disaster planning period, and pre-arranged agreements to use these facilities should be executed. Some resources to consider include, but are not limited to, workforce centers, chambers of commerce, educational facilities, vacant government-owned space, or large businesses.

In the event that pre-arranged sites are inaccessible or unavailable due to damage, or it is determined that additional BRCs are needed, vacant offices or other suitable sites should be considered as well as the possibility of mobile BRCs.

If it is anticipated that the BRCs will be needed for long-term recovery, leases for undamaged or easily repaired office space should be obtained so that these centers can remain open for a long as needed.

Staffing and Supplying the BRCs

Customary business equipment such as computers, fax machines, and copiers will be necessary. Supporting local suppliers in the region should be a priority. Also, it is recommended that pre-arranged agreements with various business organizations for leasing or donating equipment be established. In addition, agreements with the host facility should be pre-arranged and stipulate whether or not use of its equipment is allowable. If not, or such equipment does not exist, pre-arranged vendor agreements with suppliers should be secured. Each pre-arranged site should have a corresponding list of equipment that is required in order to function.

Staffing at a BRC should consist of people who are knowledgeable in the services being offered at the facility and who can also oversee the center's activities. Volunteer organizations, such as SCORE and others, could be an especially valuable staffing resource. Displaced workers could also provide depth in subject matter expertise.

4.5 Tying it all together

Recovering economically from a disaster is generally a three-phased approach similar to other segments of the community affected by a disaster: response, short term recovery, and long term recovery (which include incorporating mitigation and resiliency techniques). Implementing an economic disaster recovery plan must address each of these phases to ensure the highest degree of success. They are all equally important pieces of the post disaster economic redevelopment puzzle. Table 2 on the following page provides a summary of these three phases and the primary mechanisms supporting these phases.

Table 2: Implementation phases of disaster recovery for the business sector

Response	Short-Term Recovery	Long-Term Recovery
Business & Industry ESF	**Business Recovery Center**	**Regional PDERP**
• Short term	• Intermediate/transitional	• Long term
• Incident driven: mobilized during full activations of the EOC. Demobilized when EOC is deactivated.	• Incident driven with an understanding of regional vision	• Driven by the long term vision of the region through public-private partnerships; not incident limited
• Main focus on immediate, critical issues or response phase of an emergency or disaster	• Provide technical assistance & business counseling regarding federal disaster programs, loan applications, bridge loans	• Addresses all phases with significant emphasis on planning, preparedness, and mitigation.
• Interface with state and federal agencies	• Coordinate resource sharing and workforce needs to keep businesses afloat	• Focus on long-term sustainability of the local business economy
• Provides access to large scale assistance & resources (i.e. resource requests to the state via State Tracker system)	• Provides access to basic office and communication equipment	• Access to key private sector resources and capabilities with minimal bureaucracy through public-private partnerships
• More government driven than other phases; provides representation of business interests in the EOC during declared disaster events	• Provides a means for business to business communication and information on temporary office space	• Is a true public-private partnership that represents a balance of NGO's, private, and public sector entities
• Gateway between the business community & the EM community	• Provides physical location for business owners to go to get assistance	• Maximize use of local resources

5. Action Matrix

The Action Matrix represents actionable items needed to implement the plan. It is extrapolated from the tasks in the County Task Assignment Worksheets which are completed by the individual counties. It is intended to provide an overview of the actions for which member counties are responsible toward achieving the overarching regional goals and objectives. This matrix does not reflect the organizations at the county level that have been tasked individual responsibilities and the status of those tasks (i.e. not started, ongoing, completed).

It is not intended to be a comprehensive list of every task, assignment, or responsibility that is being done on the county level. Rather, it is a list that generalizes the commonality of the tasks among the counties while allowing for uniqueness of implementation at the county level. Furthermore, it is not exhaustive list of everything that should or could be done leading up to or following a disaster incident.

Further details about actions being taken at the county level can be found in the county annexes to this plan. These annexes contain the respective county Business and Industry ESF annexes and/or the completed County Task Assignment Worksheet.

Finally, it is recommended that an agreement (i.e. MOU or other instrument) formalizing the relationship and commitment to the implementation of this plan be executed between the East Central Florida Regional Planning Council and the organizations and agencies involved in the implementation of this plan.

5.1 County Annexes to the PDERP

This section contains the Business and Industry annexes to the respective county Comprehensive Emergency Management Plans. It is important to note that the creation of the Business and Industry Emergency Support Function is relatively new and still under development at the time of this writing. As such, many county-level Business and Industry annexes do not exist, are under development, or will be revised based on recommendations from the state Business and Industry ESF guidance. As the counties in this region develop and revise their Business and Industry annexes, they will be forwarded to the Regional Council for inclusion in this section.

Also for future inclusion in this section will be the completed County Task Assignment Worksheets (blank template found in Appendix A). These worksheets, completed on the county level, are designed to directly tie local preparedness and response actions to the regional objectives and key tasks found in Section 5: Action Matrix. As counties complete these worksheets, they will be forwarded to the Regional Council for inclusion in this section. This will allow regional council members to monitor the actions and progress at the county level in support of the regional goals.

Acronyms used in this section

BCIN	Business Continuity Information Network
BRC	Business Recovery Center
DCN	Disaster Contractor Network (State of Florida)
EDA	Economic Development Administration (US Dept. of Commerce)
EIA	Economic Impact Analysis
EOC	Emergency Operations Center
ESF	Emergency Support Function
SBDC	Small Business Development Council

Objective and Action Matrix

Objectives	Action Description	Key Tasks	Pre-Disaster or Post-Disaster
Objective 1: Increase Business Preparedness	Identify gaps and weaknesses in business preparedness and continuity planning; develop strategies to improve these weaknesses	Collect and analyze business readiness (i.e. survey, focus groups, existing data from SBDC annual survey, other methods)	Pre-Disaster
		Enhance existing business recovery workshops and/or organize business continuity and preparedness planning workshops.	Pre-Disaster
		Provide technical or other planning support to businesses through newsletter, workshop or other means to address the needs and issues identified.	Pre-Disaster
		Utilize economic impact modeling technologies to identify potential gaps or weaknesses in business preparedness	Pre-Disaster
		Utilize the EDA's financial resources and technical assistance (offered by their Strategic Planning service) designed to help regions organize, develop and implement recovery strategies.	Pre-Disaster
Objective 2: Damage Assessment Methodology	Establish a standardized methodology to assess physical and economic loss impact of a disaster.	Establish standardized damage assessment measurement criteria; coordinate with EDA for data that will need to be reported to them following a disaster	Pre-Disaster
		Develop standardized form or instrument for data collection	Pre-Disaster
		Establish protocol for field response	Pre-Disaster
		Develop tactical plan for compiling assessment data and reporting procedures	Pre-Disaster
		Collect and report business damage assessment data as prescribed by the tactical plan	Post-Disaster
		Coordinate data with the EDA in support of their EIA	Post-Disaster

Objective 3: Alternate location & resource database	Optimize the use of local business capabilities and resources in the overall disaster recovery process through the development of regional resource database.	Identify alternate locations (i.e. business centers, agriculture market) to include inventory of available meeting space with phone/computer capabilities & number of hotel rooms in the region.	Pre-Disaster
		Develop formalized or structured resource inventory database for both agriculture and non-agricultural businesses to catalog resources.	Pre-Disaster
		Pre-identify large businesses that have potential resources that can assist small businesses implement their business continuity plans (i.e. similar equipment needs, similar industries, etc.)	
		Develop resource information sharing network (i.e. BCIN)	Pre-Disaster
		Develop list of qualified local and regional contractors to perform post disaster recovery work; incorporate State's DCN as a resource	Pre-Disaster
		Support and staff Business Recovery Centers to assist business owners with locating alternate sites and resources	Post-Disaster
		Disseminate and coordinate usage of these resources through regional conference calls among county ESF 18 through a resource information sharing network and/or other means	Post-Disaster
Objective 4: Financial Support	Identify traditional & non-traditional business recovery assistance programs, initiatives, and financial sources to assist businesses.	Identify banks, banking consortiums, or other financial sources willing to make bridge loans, including farm-friendly sources	Pre-Disaster
		Work with financial institutions to establish a system for pre-qualification.	Pre-Disaster
		Implement the Enterprise Florida Business Bridge Loan Program	Post-Disaster
		Support and staff BRCs to provide technical assistance and guidance regarding loan applications, grants, business insurance claims, and other financial matters.	Post-Disaster
		Work with EDA to coordinate the Revolving Loan Fund (RLF) program for non-profits and governmental entities	Post-Disaster
		Obtain EDA grants through the EDA's Infrastructure Development service to build new infrastructure such as business incubators, technology parks, research facilities and other qualifying non-public infrastructure	Post-Disaster

Objective 5: Workforce Retention and Recruitment	Develop strategies for overcoming workforce shortages, retaining skilled workers, and employing locals in support of the recovery process	Enhance capabilities of workforce development centers as a resource for job skills matching & as a tool for displaced workforce to find alternative work • Develop non-technology dependent method for skills assessment and placement in the event technologically-based skills assessment is not available or non-operational	Pre-disaster
		Identify potential workforce housing strategies and alternatives; identify child care strategies	Pre-Disaster
		Identify strategies for workforce transportation throughout the region • establish MOUs (or enhance existing ones) among various transportation entities • establish pre-arranged agreements with companies/organizations outside the area for additional vehicles and equipment	Pre-Disaster
		Implement regional transportation strategies to mobilize workforce to include the coordination between various public transportation systems (i.e., LYNX, Xpress, PickUpLIne, VOTRAN, LCPT, SCAT), intermodal transportation, and re-entry.	Post-Disaster
		Coordinate communication of available regional transportation options with the BRCs	Post-Disaster
		Support and staff BRCs in matching workforce with jobs and child care alternatives	Post-Disaster
		Coordinate workforce retention and recruitment efforts with the EDA's Infrastructure Development program designed to retain or attract jobs to the region	Post-Disaster
Objective 6: Communications Plan	Enhance communication abilities following a disaster through infrastructure agreements and creating communications plans and protocols.	Identify alternate communications infrastructure & arrange sharing agreements (i.e., Verizon & AT&T centers)	Pre-Disaster
		Coordinate business recovery plans with the communications industry and their recovery teams	Pre-Disaster
		Coordinate regional conference calls among county ESF 18 within the region	Post-Disaster
		Execute the post-disaster recovery outreach campaign designed to communicate recovery efforts to the business community coordinated in support of the Unified Marketing Strategy (see Objective 7)	Post-Disaster

Objective 7: Unified Marketing Strategy	Develop regional, unified marketing strategy & determine funding method for financing a unified campaign.	Identify lead agency in the county for liaising with regional marketing/PR group	Pre-Disaster
		Develop plan for collecting data on the county level and reporting it to the regional marking/PR group	Pre-Disaster
		Collect & interpret information and Intelligence • Identify affected markets • Identify specific market segments • Estimate short, medium & long term impacts to affected markets • Estimate economic impact & coordinate info with damage assessment collection	Post-Disaster
		Communicate and implement response actions to industry partners • Identify opportunities to reallocate strategic marketing resources; selective reallocation of existing market from affected markets to unaffected markets to minimize impact of dec;ome • Liaise with media strategy & media advertising buying partners to negotiate short term advertising opportunities • Coordinate & brief advertising agencies of campaign objectives • Initiate other short-term tactical opportunities	Post-Disaster

Appendix A

County Task Assignment Worksheet

click to insert county name County
Post Disaster Economic Redevelopment Planning
Task Assignment Worksheet
** All Tasks Should Support Action Matrix in Regional PDERP **

Objective 1: Increase Business Preparedness: Identify gaps weaknesses in business preparedness and continuity planning and develop strategies to improve these weaknesses			
Tasks:	***Status****	***Phase*****	***Responsibility***
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			
9.			
10.			
Required Resources to Accomplish Objective			
1.			
2.			
3.			
4.			
5.			
6.			
7.			

* Status = Not started, ongoing, or completed.
** Phase = Pre-disaster or post-disaster

Objective 2: Damage Assessment Methodology: Establish a standardized methodology to assess physical and economic loss impact of a disaster.			
Tasks:	***Status****	***Phase*****	***Responsible***
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			
9.			
10.			
11.			
Required Resources to Accomplish Objective			
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			
9.			
10.			

* Status = Not started, ongoing, or completed.
** Phase = Pre-disaster or post-disaster

Objective 3: Alternate location & resource database: Optimize the use of local business capabilities and resources in the overall disaster recovery process through the development of regional resource database.			
Tasks:	***Status****	***Phase*****	***Responsible***
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			
9.			
Required Resources to Accomplish Objective			
1.			
2.			
3.			
4.			
5.			
6.			

* Status = Not started, ongoing, or completed.
** Phase = Pre-disaster or post-disaster

Objective 4: Financial Support: Identify traditional & non-traditional business recovery assistance programs, initiatives, and financial sources to assist businesses.			
Tasks:	***Status****	***Phase*****	***Responsible***
1.			
2.			
3.			
4.			
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6.			
7.			
8.			
9.			
10.			
11.			
Required Resources to Accomplish Objectives			
1.			
2.			
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6.			
7.			
8.			

* Status = Not started, ongoing, or completed.
** Phase = Pre-disaster or post-disaster

Objective 5: Workforce Skills Matching: Develop strategies for overcoming workforce shortages, retaining skilled workers, and employing locals in support of the recovery process			
Tasks:	***Status****	***Phase*****	***Responsible***
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			
9.			
10.			
Resources Required to Accomplish Objectives			
1.			
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5.			
6.			
7.			
8.			

* Status = Not started, ongoing, or completed.
** Phase = Pre-disaster or post-disaster

Objective 6: Communications Plan: Enhance communication abilities following a disaster through infrastructure agreements and creating communications plans and protocols.			
Tasks:	***Status****	***Phase*****	***Responsible***
1.			
2.			
3.			
4.			
5.			
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7.			
8.			
9.			
10.			
11.			
12.			
Resources Required to Accomplish Objectives			
1.			
2.			
3.			
4.			
5.			
6.			
7.			

* Status = Not started, ongoing, or completed.
** Phase = Pre-disaster or post-disaster

Objective 7: Unified Marketing Strategy: Develop regional, unified marketing strategy & determine funding method for financing a unified campaign.			
Tasks:	***Status****	***Phase*****	***Responsible***
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			
Resources Required to Accomplish Objectives			
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* Status = Not started, ongoing, or completed.
** Phase = Pre-disaster or post-disaster

Appendix B

ESF 18 Template

Emergency Support Function #18: Business and Industry

Primary/Lead Agency/Organization: *(Note: Each county should designate a primary agency which will be responsible for coordination of all activities associated with this annex. The primary agency is not required to perform all of the responsibilities or provide all resources, but instead should remain the primary point of coordination for all activities in the preparedness, response, and recovery phase of the disaster. Some jurisdictions feel it necessary to designate an agency/organization which reports to the Board of County Commissioners in order to ensure accountability and Chain of Command. Examples of primary agency may include Economic Development Councils, Chamber of Commerce representatives, Hotel and Motel Industry representatives, or other organizations actively involved with the business community.)*

Comment [CGA-Beth1]: Example:
- County Economic Development Council
- Large or leading chamber of commerce

Support Agency/Organization: *(Note: Each county should identify support agencies and organizations who may provide expertise and/or resources in support of this function. Support agencies may provide staff for operations functions at fixed and field facilities, notify and subtask coordinating agencies and businesses, inform ESFs and other organizational elements regarding ongoing activities, plan short-term and long-term support to incident management and recovery operations. These agencies/organization should also commit to the ongoing preparedness activities, such as training and exercising to maintain personnel who can provide appropriate support. Examples*

Comment [CGA-Beth2]: Examples are:
- Workforce organizations
- Chambers of Commerce
- Tourism councils
- Convention & visitors bureaus
- Hotel/Motel associations
- Major employers

Coordinating Organizations: (*Note: Each county may choose to identify coordinating agencies if this category is appropriate within their local Comprehensive Emergency Management Plan. Coordinating agencies may be identified as partner agencies and organizations that provide additional vital expertise and/or resources, but are not locally represented. These may include state or federal level organizations who provide key resources or connectivity to the business community.)*

Comment [CGA-Beth3]: Examples are:
- Small Business Development Council
- Enterprise Florida
- Visit Florida
- SBA
- Agency for Workforce Innovation

I. Introduction

A. Purpose: The purpose of this annex is to identify how the private and public sectors will coordinate preparedness, response and recovery activities which will support the ongoing economic viability of the community. It also provides guidance regarding coordination with the regional post disaster economic redevelopment plan.

B. Scope: This annex is applicable to preparedness, response and recovery phases of the disaster which may occur within {insert county name} County. Unlike other annexes in the Comprehensive Emergency Management Plan, this annex relies upon the voluntary and willing participation of private sector partners to implement the roles and responsibilities as detailed below.

C. Objectives: The objectives of this annex is to:
   1. Link county ESF 18 actions in a manner that supports the goals and objectives of the regional Post Disaster Economic Redevelopment Plan. These objectives include:
      a) Increasing business preparedness
      b) Standardized Damage Assessment Methodology for businesses
      c) Identification of alternate locations and resource sharing
      d) Identifying financial support mechanisms
      e) Workforce retention and recruitment
      f) Development and implementation of a communications plan
      g) Unified Marketing Strategy
   2. Identify local and regional organizational structures (i.e. Business EOC, Business Recovery Centers) which will implement the activities listed in the Action Matrix of the Post Disaster Economic Redevelopment Plan.
   3. Develop operational concepts to maximize the utilization of locally owned and operated businesses and human resources in the immediate aftermath of a large scale disaster.
   4. More closely integrate information and resources between public and private sectors, and optimize emergency preparedness and loss prevention. Provide timely information to the business community to coordinate activities related to business resumption without the disruption or compromise of any county activities relating to life safety issues. To assist in providing critical information to the business community prior to and after a disaster.
   5. Provide support to {insert county name} and its municipalities in expediting long term recovery, business and economic recovery from a disaster event as well as re-establish the base economy. Act as an advocate for the business community.
   6. Identify financial resources available to businesses through grants, loans, and other initiatives that will help sustain the local economy.
   7. Support response and recovery initiatives on behalf of the business community including expedited re-entry procedures, damage assessment of businesses, etc.

Comment [CGA-Beth4]: Jurisdictions may want to consider inserting economic sector of vital importance to their base economy such as tourism, agriculture, technology, finance, etc.

D. Policies:
   1. ESF 18 activities will be coordinated through the county emergency operations center and other identified incident facilities as detailed in this annex.
   2. ESF 18 activities will support regional coordination and organizational structure of the Post Disaster Economic Redevelopment Plan.
      a. Roles and responsibilities of the lead, support and coordinating agencies will be developed in support of the regional goals and objectives outlined in the Post Disaster Economic Redevelopment plan.
      b. As part of this Annex, ESF 18 will develop and maintain the County Assignment Task Worksheet found Appendix A of the Post Disaster Economic Redevelopment Plan which identifies

specific actions being taken to support regional objectives listed in the Action Matrix and the organizations responsible for implementation. This document will be submitted to the regional council for inclusion in the County Annexes Section of the Post Disaster Economic Redevelopment Plan.

c. ESF 18 will support in regional planning and preparedness activities such as dissemination of information or respond to requests for information from the Regional Council.

3. The lead agency will provide personnel to staff the EOC 24 hours a day, or as otherwise directed, for the duration of the ESF 18 activation.
4. The lead agency will direct support agency staffing needs at the EOC.
5. Coordinating agencies and other supporting agencies shall utilize the National Incident Management System (NIMS) command system to ensure standard protocols between private and public sector organizations.
6. Identify coordination mechanisms to link local businesses to private and public sector sources of financial and recovery solutions.
7. In the absence of a locally applicable post disaster redevelopment plan, ESF 18 will support the development of policies to expedite post disaster recovery and redevelopment for the private business and economic sector of the community.

E. Assumptions and Limitations

1. 85% of critical infrastructure and key resources reside in the private sector and are a top priority for protection and community recovery.
2. Historic indicators predict that possibly 60% of small businesses may be expected not to return following a catastrophic disaster.
3. Data from the Small Business Development Center reveals that only 1 in 3 businesses have a continuity plan.
4. Local businesses provide goods and services which will support disaster response and recovery operations. Prioritizing their use will enhance post disaster community and economic recovery efforts.
5. Contractors (particularly construction, electrical, and waste management contractors) are major contributors to a catastrophic disaster response and recovery effort. Shortages of this section of the workforce can greatly impede recovery and redevelopment.
6. The lack of temporary housing or long-term shelters for response and recovery workers can be a serious impediment to post disaster response and recovery efforts.
7. The repair of critical infrastructure and facilities is paramount when establishing normal operations within a community to both the public and private sectors of the economy.
8. The East Central Florida region contains a substantial amount of interdependencies between neighboring counties within the region. Disaster incidents in one county can have significant effects among other counties in the regional requiring a regionally coordinated response.

Comment [CGA-Beth5]: Local jurisdictions may choose to include other assumptions specific to their community.

II. Organization and Responsibilities

Comment [CGA-Beth6]: Outlines the roles and responsibilities of the coordinating and cooperating agencies involved in an incident-specific response and is overarching in nature. Procedures, checklists, and job aids for implementing these responsibilities should be detailed in agency specific Standard Operating Procedures or Guidelines. Some key points to be included are:

- A list of the general areas of responsibility assigned by organization and position
- Identification of shared responsibilities
- Specified reporting relationships and lines of authority for an emergency response
- Roles and responsibilities as they relate to the PDERP as well for agencies that have them.

The following tables lists agencies identified as having responsibilities as primary, support, and coordinating agencies to carry out the activities in Section III – Concept of Operations. Procedures, checklists, and job aids for implementing these responsibilities can be found in agency specific Standard Operating Procedures or Guidelines.

Lead Agency	*Insert Lead Agency Here*	1. Has overall responsibility for the coordination with the business and economic sector during response and recovery operations. The lead agency will direct those efforts through support and coordinating agencies. 2. Coordinate the implementation of the business sector damage assessment and evaluate the long-term impact to the business community. 3. Coordinate with local chambers of commerce and business associations to establish operational procedures with locally owned and operated business which will expedite business recovery resumption services 4. Liaise with the Regional Post Disaster Economic Redevelopment Committee 5. Liaise with the Business Recovery Center

Support Agencies	*Insert Support Agency Here*	1. List specific roles and responsibilities of the organization listed here. 2.
	Insert Support Agency Here	1. List specific roles and responsibilities of the organization listed here. 2.
	Insert Support Agency Here	1. List specific roles and responsibilities of the organization listed here. 2.
	Insert Support Agency Here	1. List specific roles and responsibilities of the organization listed here. 2.
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		2.
	Insert Support Agency Here	1. List specific roles and responsibilities of the organization listed here. 2.
	Insert Support Agency Here	1. List specific roles and responsibilities of the organization listed here. 2.
	Insert Support Agency Here	1. List specific roles and responsibilities of the organization listed here. 2.
	Insert Support Agency Here	1. List specific roles and responsibilities of the organization listed here. 2.

Coordinating Organizations	*Insert Coordinating Org Here*	1. List specific roles and responsibilities of the organization listed here. 2.
	Insert Coordinating Org Here	1. List specific roles and responsibilities of the organization listed here. 2.
	Insert Coordinating Org Here	1. List specific roles and responsibilities of the organization listed here. 2.
	Insert Coordinating Org Here	1. List specific roles and responsibilities of the organization listed here. 2.
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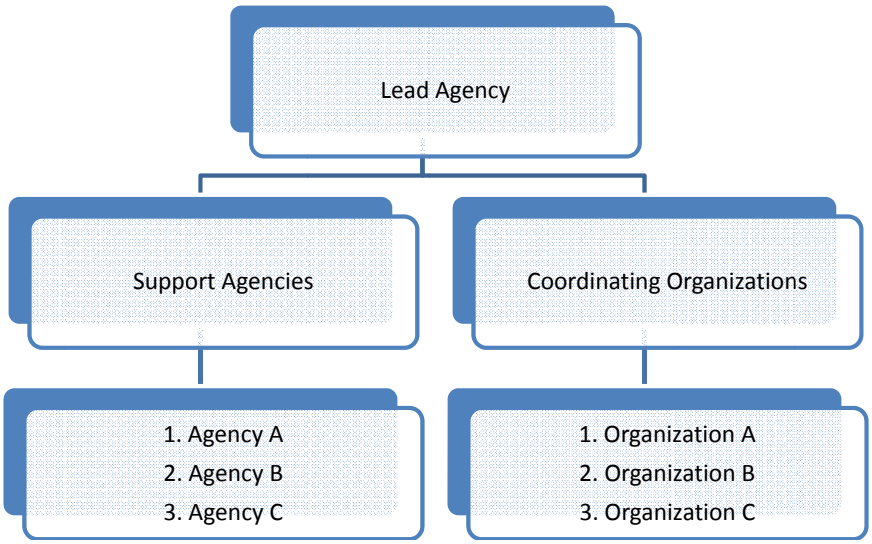

III. Concept of Operations

A. Preparedness:
   1. Encourage and assist in the development of business & industry continuity and resumptions plans.
      a) Support planning, education and outreach programs enabling businesses to prepare for a catastrophic disaster, including the promotion of Business Continuity Planning.
      b) Assist businesses in developing best practice procedures for employee accountability, post disaster housing alternatives, and employee assistance programs.
   2. Identify opportunities between the public and private sector which will support business recovery efforts including restocking supplies and reestablishment of supply lines, acquisition of new equipments, restoration of facilities, and linkage to their existing and/or a new client base in the post disaster environment.
   3. Establish protocols and policies that clearly articulate how to meet required capabilities, fill gaps, and identify resource limitations for the reestablishment of the business sector.
   4. Develop a catastrophic regulatory scheme to put in place including local resource and capability for recovery, renovation, and rebuilding.
   5. Create incentives and programs for minimizing business failures, closures, and relocations.

Comment [CGA-Beth7]: Describes the concept of operations appropriate to the incident or supporting element of an incident, integration of operations with National Response Framework elements, unique aspects of the organizational approach, notification and activation processes, and specialized incident-related actions.

The annex also details the coordination structures and positions of authority that are unique to the type of incident, the specialized response teams or unique resources needed, and other special considerations. It describes "what, when, and by whom" such as:

- When the plan will be activated
- The general sequence of actions before, during, and after an event
- Alert levels and the basic actions that accompany each level
- Forms necessary to request assistance

Suggested subsections for this area are:

A.Preparedness
B.Notification and Response
C.Short Term Recovery
D.Demobilization
E.Mitigation

Some generic language is suggested.

Specific actions that agencies can take to make this section happen should be identified in the "roles and responsibilities" tables for support and coordinating agencies.

6. Form alliance with the chambers of commerce to support business recovery efforts.
7. Develop effective communication method to distribute information to the business community in the post disaster environment.
8. Build partnership with business community for resource exchange.
9. Frame business, industry, and economic stabilization planning priorities. Resources for Communications, Food/Water Supplies, Temporary Housing, Medical/Safety Supplies, Animal Supplies / Veterinary Services, Building/Construction Supplies, Fuel / Energy, Financial, Transportation, and Waste Management may be supplied by private businesses.
10. Establish pre-event contracts to allow the private sector to supplement emergency management response and recovery activities.
11. Pre-determine available community resources.

B. Notification and Response

1. Upon notification of Emergency Operations Center activation, provide appropriate representation to the Emergency Operations Center and/or alternate operational center which has been established for coordination of ESF 18 activities.
   a) When personnel arrive at the emergency operations center, activate and log into the county's mission tracking system.
   b) Implement 24-hour staffing plans and based upon severity of the disaster consider pre-staging personnel and resources.
2. Notify primary, support, and coordinating agencies as to readiness and needs. Includes notifying partnering organizations to place resources on stand by and activate emergency contracts with vendors.
3. Establish communication with business sector partners
   a) {county-specific language placeholder}
   b) {county-specific language placeholder}
4. Maintain roster of all vital contact persons, make necessary notifications, activate support agencies and organizations as necessary, and maintain ongoing communications locally and regionally.
5. Assist with hazard and risk assessment; communicating risk and vulnerability to entities under their purview.
6. Provide and coordinate access and reentry of vital business partners for damage assessment and reopening probability in coordination with local and regional organizations.
7. Support the Emergency Operations Center (EOC), the regional ESF 18 organization, and local emergency responders through identification and solicitation of resources to meet identified needs.
8. Assist the protective action decision-makers with protection, response, restoration and recovery priorities and plans for such critical lifelines as:
   a) Health / medical
   b) Water and wastewater
   c) Food processing, distribution, and sale
   d) Electrical power generation and distribution

Comment [CGA-Beth8]: Counties will need to tailor this bullet to the specifics of the mechanisms that are in place for their respective counties.

Comment [CGA-Beth9]: Counties may wish to insert more specific language such as "Executive Policy Group" for whomever is responsible for making PADs.

e) Communications
f) Banking and insurance
g) Fuel
h) Building trades industry and large building supply retailers

9. Assist ESF 5 in coordinating and developing business & industry incident specific action plans during disaster response activities and coordinate with the regional ESF 18 organization.
10. Ensure that incident facilities and NIMS-compliant reporting systems are established and maintained; review Standard Operating Procedures (SOP).
11. Assist in the coordination of pre-positioning assets and coordinate all Business and Industry support resources to assure maximum support during recovery operations, including transport of essential goods and persons into the impacted area.
12. Pre-identify facilities and sites which may be available for use in the post disaster environment as detailed in operational procedures. These sites may include any or all of the following: equipment staging, Business Recovery Centers, human resources staging for workforce employment, warehousing operations, business relocation, etc. Coordinate with the regional ESF 18 organization.

C. Short Term Recovery

1. Procedures initiating recovery and mitigation activities may occur simultaneously with the emergency response phase.
2. Implement comprehensive damage assessment of the business and economic sector in compliance with the Federal Emergency Management Agency (FEMA) requirements and coordinate with local and regional organizations.
3. Coordinate with local and regional economic development organizations and other sources of business damage impact information to determine general business needs and to determine the desire and need of the community to request activation of financial assistance programs such as the Florida Small Business Emergency Bridge Loan Program and/or small business assistance centers and workshops.
4. Support actions by the Business Recovery Centers, Business EOCs, and other similar business recovery organizations.
5. Support the prioritization of infrastructure restoration priorities to include debris removal from critical transportation system and emergency restoration efforts in support of business recovery efforts.
6. Coordinate ESF 18 status information with ESF 5 for distribution to ESFs in the EOC and other partner organizations as well as the regional ESF 18 organization.
7. Plan, coordinate, and monitor the deployment & activities of insurance claims adjusters.
8. Coordinate the deployment of, and monitor business & industry specific response, recovery, and restoration teams.
9. Begin implementation and transition to the Post Disaster Economic Redevelopment Plan in preparation for long term recovery.

10. Coordinate with the Emergency Operations Center to implement alternate regulatory policies such as triaging the permitting process and other regulatory waivers.
11. Assist local small businesses in exploring alternative business markets mission to support post disaster operations and coordinate with the regional entities.
12. Explore financial assistance opportunities and incentives to retain small, medium and large businesses on the local and regional level.
13. Identify and assist the coordination of workforce personnel to new employers active in response and recovery operations.

D. Demobilization

1. Primary and support agency and organizations should assure that necessary operating facilities and reporting systems are deactivated and resources demobilized as life safety measures draw to a close.
2. Notify the EOC of the ESF 18 status of incident facilities and resources.
3. As appropriate, coordinate the provision for incident debriefing session with personnel key to the ESF 18 mission and monitor physical and mental health in the short term and long-term recovery process.
4. Conduct post event evaluation of response and recovery missions; update plans and procedures as necessary.

E. Mitigation

1. Assist {Recovery & Mitigation Section/Branch/ESF} in developing and executing business and industry long-term recovery priorities, plans, and strategies. Participate in the assessment and revision of existing mitigation plans.
2. Utilize East Central Florida Regional Planning Council's economic impact modeling software to test various disaster scenarios to determine potential vulnerabilities in the economic sector and identify possible mitigation strategies.
3. Participate in and contribute to After Action Reports with observations and recommendations specific to business and industry. Incorporate corrective action recommendations into business continuity outreach and planning activities.
4. Analyze damage assessment data in order to identify potential opportunities to assist the business community with mitigation actions that can be taken to make businesses more resistant to future disasters.
5. Include ESF 18 and representatives from the Post Disaster Economic Redevelopment committee in Local Mitigation Strategy development.
6. Link to strategies in the regional Comprehensive Economic Development Strategy that will increase disaster resilience and facilitate a more expedient recovery from future disasters.

Comment [CGA-Beth10]: Insert county specific language here as it related to the organization within the county with these responsibilities.

Comment [CGA-Beth11]: Mitigation actions can include:
- Structural modifications/retrofitting
- Relocation to areas of reduced hazard
- Creating disaster resistant jobs
- Diversifying products and services offered including education as to how businesses can adapt to the needs of the disaster.

II. Resource and Logistics Management

A. Resource Management Policies:
   1. Coordination is the responsibility of EOC using the protocols of NIMS and the Incident Command System.
   2. The provision of locally available response and recovery resources will be facilitated by ESF 18 working with business and economic sector partner organizations.
   3. In compliance with NIMS, ESF 18 will establishing a Standard Operating Procedure for:
      a) Utilizing and promoting standardized systems and processes for describing, inventorying, requesting, and tracking private sector resources.
      b) Activating these systems before and during an incident.
      c) Coordinating the deployment of private sector resources before and during an incident.
      d) Deactivating or recalling private sector resources during or after an incident.
      e) Promote and facilitate agreements with local vendors through public-private partnerships prior to an incident. Agreements should specify how resources will be requested from the private sector and how financial payment can be expedited to promote locally available resources and encourage economic stability.

B. Resource Typing
   1. The NIMS Integration Center recommends that private sector inventory their response assets in accordance with their resource typing system. The primary agency for ESF 18, in coordination with partner organizations, will maintain a consolidated, current inventory database of locally available private sector vendors and/or resources in compliance with NIMS resource typing standards as appropriate. In addition to following the NIMS protocol of describing resources by category, kind, components, metrics and type, the database should indicate what business or organization owns the resource.

C. Training and Exercise
   1. Training:
      a) It is the responsibility of each agency to assess, develop, and implement a training program for all personnel assigned responsibilities in this ESF.
      b) The lead agency will work closely with support and coordinating agencies as well as business partners to identify training needs and facilitate training opportunities.
      c) It is the responsibility of each agency to coordinate and track ongoing training.

d) Business partners active in the post disaster response and recovery environment will be strongly encouraged to complete National Incident Management System training courses in order to better integrate into the public sector disaster organizational structure.
e) Each agency should ensure that sufficient personnel are trained to perform their assigned duty on a 24-hour basis and that all key positions have a depth of three persons.

2. Exercise:
   a) In coordination with the lead/primary agency, participation in at least one HSEEP compliant drill or exercise is recommended to test response and/or recovery responsibilities related to this ESF.
   b) Each organization and business partner will be encouraged to support the development, review, and program enhancements outlined in the HSEEP compliant post exercise improvement plans as they relate to their roles, responsibilities, and business interests.

III. References / Authorities

Comment [CGA-Beth12]: Each County should include any local unique authorities or special policies pertinent to this annex. Jurisdictions may also want to include operational procedures and coordination protocols for private sector impact and damage assessment, notification communication and information coordination, long term post disaster redevelopment strategies, mitigation plans , as well as policies to expedite post disaster recovery and development as it relates to the business and economic sector of the community.

A. Each Primary and Support Agency is required to develop, coordinate, and implement operational procedures to support their assigned responsibilities. All operations will be conducted under the National Incident Management System and are written using a nationally accepted format. The following agencies have listed their policies and procedures:

1. County Comprehensive Emergency Management Plan (CEMP)

Appendix C

National Response Framework

Private Sector Annexes

SUPPORT ANNEXES: INTRODUCTION

The Support Annexes describe how Federal departments and agencies; State, tribal, and local entities; the private sector; volunteer organizations; and nongovernmental organizations (NGOs) coordinate and execute the common functional processes and administrative requirements necessary to ensure efficient and effective incident management. During an incident, numerous procedures and administrative functions are required to support incident management.

The actions described in the Support Annexes are not limited to particular types of events but are overarching in nature and applicable to nearly every type of incident. In addition, they may support several Emergency Support Functions (ESFs). Examples include public affairs, international affairs, and worker safety and health.

The Support Annexes may be fully or partially implemented without the Secretary of Homeland Security coordinating Federal operations.

The following section includes a series of annexes describing the roles and responsibilities of Federal departments and agencies, NGOs, and the private sector for those common activities that support the majority of incidents. The annexes address the following areas:

- Critical Infrastructure and Key Resources
- Financial Management
- International Coordination
- Private-Sector Coordination
- Public Affairs
- Tribal Relations
- Volunteer and Donations Management
- Worker Safety and Health

Support Annex Roles and Responsibilities

The overarching nature of functions described in these annexes frequently involves either the support to, or the cooperation of, all departments and agencies involved in incident management efforts to ensure seamless integration of and transitions between preparedness, response, and recovery activities.

Each annex is managed by one or more coordinating agencies and is supported by various cooperating agencies. The responsibilities of coordinating and cooperating agencies are identified below.

Coordinating Agency

Federal agencies designated as coordinating agencies are responsible for implementation of processes detailed in the annexes. Coordinating agencies support the Department of Homeland Security (DHS) incident management mission by providing the leadership, expertise, and authorities to implement critical and specific aspects of the response. In accordance with Homeland Security Presidential Directive 5, DHS retains responsibility for overall domestic incident management.

When the functions of a particular Support Annex are required, the agency serving as the coordinator is responsible for:

- Orchestrating a coordinated delivery of those functions and procedures identified in the annex.
- Providing staff for operations functions at fixed and field facilities.
- Notifying and subtasking cooperating agencies.
- Managing tasks with cooperating agencies, as well as appropriate State, tribal, or local agencies.
- Working with appropriate private-sector organizations to maximize use of available resources.
- Supporting and keeping ESFs and other organizational elements informed of annex activities.
- Planning for short- and long-term support to incident management and recovery operations.
- Conducting preparedness activities such as training and exercises to maintain personnel who can provide appropriate support.

Cooperating Agencies

Cooperating agencies are those entities that have specific expertise and capabilities to assist the coordinating agency in executing incident-related tasks or processes. When the procedures within a Support Annex are needed to support elements of an incident, the coordinating agency will notify cooperating agencies of the circumstances. Cooperating agencies are responsible for:

- Conducting operations, when requested by DHS or the coordinating agency, consistent with their own authority and resources, except as directed otherwise pursuant to sections 402, 403, and 502 of the Stafford Act.
- Participating in planning for short- and long-term incident management and recovery operations and the development of supporting operational plans, standard operating procedures, checklists, or other job aids, in concert with existing first-responder standards.
- Furnishing available personnel, equipment, or other resource support as requested by DHS or the Support Annex coordinator.
- Participating in training and exercises aimed at continuous improvement of response and recovery capabilities.

When requested, and upon approval of the Secretary of Defense, the Department of Defense (DOD) provides Defense Support of Civil Authorities during domestic incidents. Accordingly, DOD is considered a cooperating agency for the majority of Support Annexes.

Table 1. Designation of Support Annex Coordinating and Cooperating Agencies

Cr = Coordinating Agency
Co = Cooperating Agency

Agency	Critical Infrastructure and Key Resources	Financial Management	International Coordination	Private-Sector Coordination	Public Affairs	Tribal Relations	Volunteer and Donations Management	Worker Safety and Health
USDA	Co	Co	Co	Co	Co	Co	Co	
DOC	Co	Co	Co	Co	Co			
DOD	Co	Co	Co	Co	Co			
DOD / USACE								Co
ED	Co	Co		Co	Co			
DOE	Co	Co	Co	Co	Co			Co
HHS	Co	Co	Co	Co	Co	Co	Co	Co
DHS	Cr	Co	Co	Cr	Cr	Cr	Co	
DHS / FEMA		Cr					Cr	Co
DHS / USCG								Co
HUD		Co		Co	Co			
DOI	Co	Co		Co	Co	Co		
DOJ	Co	Co	Co	Co	Co			
DOL	Co	Co		Co	Co			Cr
DOS	Co	Co	Cr	Co	Co		Co	
DOT	Co	Co	Co	Co	Co		Co	
TREAS	Co	Co		Co	Co			
VA	Co	Co		Co	Co			
EPA	Co	Co		Co	Co			Co
FCC		Co		Co	Co			
GSA		Co		Co	Co		Co	
NASA		Co		Co	Co			
NRC	Co	Co		Co	Co			
OPM		Co		Co	Co			
SBA		Co		Co	Co			
SSA		Co		Co	Co			
TVA		Co		Co	Co			
USAID		Co	Co	Co	Co		Co	
USPS	Co	Co		Co	Co			

Cr = Coordinating Agency
Co = Cooperating Agency

Agency	Critical Infrastructure and Key Resources	Financial Management	International Coordination	Private-Sector Coordination	Public Affairs	Tribal Relations	Volunteer and Donations Management	Worker Safety and Health
ARC			Co					
FERC	Co							
IC	Co							
ISAC	Co							
OSTP	Co							
PCIS	Co							
SLTTGCC	Co							
USA Freedom Corps							Co	
CNCS							Co	
NVOAD							Co	

Coordinating Agency:	Cooperating Agencies:
Department of Homeland Security	All

INTRODUCTION

Purpose

This annex describes the policies, responsibilities, and concept of operations for Federal incident management activities involving the private sector during incidents requiring a coordinated Federal response. In this context, the annex further describes the activities necessary to ensure effective coordination and integration with the private sector, both for-profit and not-for-profit, including the Nation's critical infrastructure, key resources, other business and industry components, and not-for-profit organizations (sometimes called nongovernmental organizations (NGOs)), including those serving special needs populations, engaged in response and recovery. The Critical Infrastructure and Key Resources (CIKR) Support Annex focuses on the CIKR efforts of the private sector while this annex focuses on the remaining portion of the private sector.

Scope

This annex applies to all Federal executive agencies operating under the *National Response Framework (NRF)* in incidents requiring a coordinated Federal response that involve the private sector in any of the following ways:

- Impacted organization or infrastructure[1]
- Response resource
- Regulated and/or responsible party
- Member of the State emergency management organization

Chapter I of the *NRF* core document describes the private-sector role in incident management activities. This annex addresses those aspects of incident management regarding the private sector that must be emphasized because of their uniqueness or importance.

This annex does not alter existing private-sector responsibilities for emergency management under the law. Existing contractual or other legal relationships between Federal agencies and the private sector are not supplanted by this annex.

The CIKR efforts involve a wide array of public and private incident managers and CIKR security partners within immediate incident areas as well as at regional and national levels. The CIKR Support Annex details the roles and relationships between the private sector and the Federal Government for CIKR.

The roles and interfaces of voluntary and other not-for-profit organizations and linkages of potential donors of goods and services to governments and NGOs are detailed in the Volunteer and Donations Management Support Annex and the Emergency Support Function (ESF) #6 – Mass Care, Emergency Assistance, Housing, and Human Services Annex.

[1]…that falls within the definition of critical infrastructure and key resource (CIKR), as described in Homeland Security Presidential Directive (HSPD) 7, "Critical Infrastructure Identification, Prioritization, and Protection," and as they relate to the *NRF*.

The roles of Sector-Specific Agencies (SSAs), as defined in Homeland Security Presidential Directive (HSPD) 7, are addressed in more detail in the CIKR Support Annex.

Detailed processes, procedures, and protocols for incident management coordination with the private sector are developed and promulgated separately by the Department of Homeland Security (DHS).

Policies

The Federal Government encourages cooperative relations between private-sector organizations and State, tribal, and local authorities regarding prevention, preparedness, mitigation, response, and recovery activities. Active public-private sector coordination and cooperation through the emergency management cycle, beginning with planning, is a best practice recommendation common to the *National Incident Management System (NIMS)*, the Standard of the Emergency Management Accreditation Program (EMAP), and for the private sector, the National Fire Prevention Association (NFPA) 1600 Standard for Disaster/Emergency Management and Business Continuity Programs.

Since the release of the 9/11 Commission Final Report and the passage of the Intelligence Reform Act of 2004, DHS has worked with the private sector to articulate the mutual benefits and foster implementation of the NFPA 1600. Pursuant to the 9/11 Commission Act of 2007, DHS will develop and promote a preparedness program for private-sector entities that voluntarily choose to seek certification. DHS also is supporting the development and updating of voluntary preparedness standards. A private-sector firm that complies with their appropriate standards will benefit from its compliance both in its preparedness and its ability to promote public awareness of its compliance.

The Federal Government encourages processes that support informed cooperative decisionmaking. It takes actions that engage the private sector at the strategic (e.g., chief executive officer (CEO), corporate president, or other senior leadership, etc.) and operational levels to ensure:

- Effective and efficient use of private-sector and Federal resources.
- Timely exchange of information.
- Public and market confidence in times of crisis or catastrophe.

The Federal Government encourages extensive two-way and multidirectional sharing between the public and private sectors of operational information and situational awareness relative to potential or actual incidents. The Federal Government works cooperatively to develop and apply processes, procedures, and communications protocols that support such sharing at the strategic leadership and operational levels. A few examples of such information sharing are: (1) Homeland Security Information Network-Critical Sectors (HSIN-CS); (2) TRIPwire program, which provides situational awareness on improvised explosive devices; and (3) National Coordinating Center (NCC) for Telecommunications daily communications.

The Federal Government encourages members of the CIKR community to organize sector-coordinating and information-sharing mechanisms suitable for their sectors or areas of concern.

The Federal Government encourages owners and operators of those infrastructure elements whose disruption may have national or regional impact to develop appropriate emergency response plans and information-sharing processes and protocols tailored to the unique requirements of their respective sectors or industries, and mapped clearly to regional, State, tribal, and local emergency response plans and information-sharing networks.

The Federal Government encourages private-sector organizations to develop and maintain capabilities needed to respond to and manage a complete spectrum of incidents and emergencies, except in cases where the capabilities are inherently governmental in nature.

In certain circumstances, Federal law requires appropriate authorities to include private-sector representatives in incident management planning, operations, and exercises; when not required, it encourages such participation whenever practical.

The Federal Government may direct private-sector response resources in some cases in which contractual relationships exist. The Government also retains its full authorities to oversee and control as appropriate infrastructure involved in an incident. Through the Defense Production Act[2] and the Homeland Security Act, DHS has the authority to redirect production and distribution of certain incident management resources, if required.

The Federal Government treats information provided by the private sector, from receipt through destruction, in a manner consistent with applicable statutes and regulations. These handling procedures include Protected Critical Infrastructure Information, providing exemption from disclosure, to protect from unauthorized disclosure appropriately designated proprietary or otherwise sensitive company information.

The Federal Government avoids actions that disrupt existing relationships between voluntary aid providers at the local, tribal, State, or national level when eliciting additional offers of goods and services.

The Federal Government conducts after-action critiques of the procedures detailed in this annex with private-sector participants when they are practiced in national-level, DHS-sponsored exercises; it shares such critiques appropriately with private-sector participants.

The Federal Government supports measures that ensure site accessibility for essential services providers responding to disasters or emergencies. Essential services providers, as defined in the Stafford Act as amended by Public Law 109-347, include: "(a) a municipal entity; (b) a nonprofit entity; or (c) a private, for-profit entity" that contributes to efforts to respond to an emergency or major disaster. These entities provide:

- Telecommunications service;
- Electrical power;
- Natural gas;
- Water and sewer services; or
- Any other essential service, as determined by the President.

CONCEPT OF OPERATIONS

General

The operational concept for incident management involving the private sector is the concept specified in the *NRF* and the *NIMS.*

[2] See the Defense Production Act of 1950, as amended, as referenced in the section on private sector roles and responsibilities in the *NRF* core document.

The concept of operations in this annex covers the specific organizations and actions developed that are required to effectively and efficiently integrate incident management operations with the private sector. These are detailed in the sections that follow.

Organizations for Operations With the Private Sector

General: Specialized organizations that facilitate coordination with the private sector are designed to provide for critical needs as listed below:

- Processes to determine the impact of an incident on the sector involved, as well as to forecast cascading effects of interdependencies between sectors.

- Procedures for communication that facilitate a shared situational awareness across industry and infrastructure sectors and between the public and private sectors, including individuals with special needs.

- Procedures for coordination and priority-setting for incident management support and response, and the rationing or prioritizing of the delivery of goods and services after an incident.

- Processes to inform Federal Government decisionmakers to help determine appropriate recovery and reconstitution measures, particularly in cases where they may result in indemnity, liability, or business losses for the private sector.

- Procedures for the Federal Government to obtain, under the Defense Procurement Act and other authorities, goods and services necessary for the restoration and recovery of CIKR and other key elements of the economy on a priority basis.

Department of Homeland Security: In the event of a potential or actual incident, the DHS Office of the Secretary coordinates strategic communications with CEOs, senior officials, or individuals specifically designated by these private-sector leaders to engage in such communications on their behalf.

Further, the Secretary of Homeland Security utilizes a private-sector advisory group with representatives from across the spectrum of CIKR, business, and industry, as well as not-for-profit organizations, to provide advice on incident management and emergency response issues affecting their constituencies.

The Office of the Secretary assigns the responsibility for private-sector threat or incident communications to appropriate organizations within DHS. These organizations are detailed below.

- **Private Sector Office (DHS/PSO):** The DHS/PSO encourages private-sector preparedness for incident management by:

  - Identifying and promoting security and preparedness activities in national preparedness, prevention, response, and recovery.
  - Promoting educational efforts to prepare for natural disasters or terrorist incidents.
  - Encouraging the identification and sharing of best practices through promoting use of consensus standards and best practices.

  DHS/PSO provides representatives to the National Operations Center (NOC) components as required, and to the Joint Field Office (JFO) to enable strategic coordination with the private sector during incidents requiring a coordinated Federal response.

- **Office of Infrastructure Protection (DHS/OIP):** DHS/OIP supports prevention, preparedness, response, and recovery efforts involving CIKR, in accordance with HSPD-7, and other private-sector entities as appropriate, through facilitating and coordinating protection and response planning, procedures, and exercises. DHS/OIP implements the programmatic policy and strategy for information sharing.

  DHS/OIP is responsible for the implementation and ongoing management and maintenance of the *National Infrastructure Protection Plan (NIPP)*. The *NIPP*, and its associated CIKR Sector-Specific Plans (SSPs), work in conjunction with the *NRF* and its supporting annexes to provide a foundation for CIKR preparedness, protection, response, and recovery efforts in an all-hazards context.

  As noted above, the CIKR Support Annex provides the authoritative and more comprehensive discussion of the policies and concept of operations for assessing, prioritizing, protecting, and restoring CIKR during incidents.

  Day-to-day public-private coordination structures, information-sharing networks, and risk management frameworks used to implement *NIPP* steady-state CIKR protection efforts continue to function and provide coordination and support for CIKR protection and restoration for incident management activities under the *NRF*.

  The *NIPP* establishes the overall risk-based construct that defines the unified approach to protecting the Nation's CIKR in an all-hazards context, and specifies procedures and activities to reduce risk to the Nation's CIKR on a day-to-day basis, including:

  - The sector partnership model that encourages use of Sector Coordinating Councils (SCCs), Government Coordinating Councils (GCCs), and cross-sector coordinating councils to create an integrated national infrastructure protection framework for CIKR protection and restoration across sectors.
  - The networked approach to CIKR information sharing that provides for multidirectional CIKR-related exchanges of actionable intelligence, alerts and warnings, best practices, and other matters between and among various nodes including: Federal CIKR Sectors; State, tribal, and local entities; the Intelligence Community; law enforcement; and CIKR owners and operators.

  The "value proposition" set forth in the *NIPP* articulates guiding principles for coordination and cooperation between government and the CIKR sector. In accordance with these principles, the Federal Government:

  - Provides CIKR owners and operators timely, accurate, and actionable all-hazards information.
  - Ensures CIKR owners and operators are engaged at senior executive and operational levels primarily through respective SCCs.
  - Articulates benefits of a risk-based, cross-sector approach to preparedness, resilience, and protection.
  - Works with CIKR owners and operators to clearly establish priorities for prevention, protection, and recovery.
  - Articulates the mutual benefits of all-hazards preparedness to Federal, State, tribal, and local governments as well as to CIKR owners and operators, thereby underscoring the importance of private-sector participation in preparedness, prevention, response, and recovery efforts. (See the CIKR Support Annex for more information on the value proposition for private-sector action.)

  Key DHS/OIP functions that support coordination with CIKR private-sector entities for incident management include:

- Facilitating information sharing and situational awareness with security partners.
- Facilitating coordination of a sector partnership model that fosters cooperation and collaboration between government and private-sector owners and operators within each of the 17 CIKR Sectors.
- Facilitating the development, implementation, and exercise of CIKR support as an integrated element of response plans across sectors, and other industry sectors as appropriate.
- Supporting sectors in developing their own sector coordination and information-sharing mechanisms.
- Deploying Infrastructure Liaisons to the NOC components including the National Response Coordination Center (NRCC) and the Interagency Management Planning Team (IMPT) to facilitate coordination with the CIKR sectors at the national level.
- Deploying Infrastructure Liaisons and/or Advisors (Specialists) as requested to the Regional Response Coordination Center (RRCC), JFOs and other field facilities, and State, tribal, or local emergency operations centers, as needed, to provide coordination and liaison functions to the CIKR sectors.

Although the role of the Infrastructure Liaison is comprehensively described in the CIKR Support Annex, high-level responsibilities can be found below.

- Serves as the principal advisor regarding national and regional CIKR, and other relevant businesses and industry.
- Coordinates with private-sector entities, SSAs, and State, tribal, and local governments.
- Acts as liaison between national- and regional-level CIKR, the private sector, and the Unified Coordination Group by conveying information about the Nation's CIKR and private-sector status.
- Facilitates operational-level communication with the private sector during an incident.
- Communicates with the DHS/OIP representative at the IMPT, NRCC, and National Infrastructure Coordinating Center (NICC).

The Infrastructure Liaison focuses on the broad impacts and status of actions relating to affected CIKR, as opposed to the direct provision of goods or services.

Restoration of critical infrastructure and operational coordination with impacted telecommunications, energy, and other utilities and systems is conducted through the established ESFs.

- **National Infrastructure Coordinating Center (NICC):** The NICC monitors the Nation's CIKR on a 24/7 basis and provides a mechanism and process to share and exchange information with the private sector and the HSPD-7 SSAs.

  In incidents requiring a coordinated Federal response, the NICC is a key component in providing situational and operational awareness and the capability to rapidly share information with private-sector entities as required.

Sector-Specific Agencies

SSAs, as designated in HSPD-7, focus on overarching CIKR protection, risk management, and information sharing by working collaboratively with relevant Federal departments and agencies; State, tribal, and local governments; CIKR owners and operators; and other private-sector entities.

In cooperation with DHS/OIP, SSAs collaborate with private-sector security partners to encourage:

- Supporting comprehensive risk assessment/management programs for high-risk CIKR.
- Sharing real-time incident notification, as well as CIKR protection best practices and processes.
- Developing information-sharing and analysis mechanisms to include physical and cyber threats.
- Building security-related information sharing among public and private entities.

Private-Sector Involvement With Incident Management Organizations: Private-sector involvement with incident management organizations is determined by the nature, scope, and magnitude of the incident.

Private-Sector Incident Management Organizations: Private entities such as businesses and industry associations develop, validate, exercise, and implement security and business continuity plans to ensure their capability to deliver goods and services. Assessments of, and contingency plans for, the disruption of a private entity's supply chain and other dependencies are usually included in this planning.

Private-sector owners and operators, in many locations, coordinate plans for security and continuity/contingency programs with State, tribal, and local entities.

In accordance with the *NIPP*, CIKR sectors use established information-sharing arrangements to facilitate coordination necessary to share homeland security information with competitors and governments.

Representative private-sector incident management organizations may be established to assist Federal, State, tribal, or local regional-level or local coordination centers or field offices to facilitate interaction, communication, and coordination with the private sector.

State and Local Incident Management Organizations: Many States coordinate across regions to support various response activities. Their incident management organizations act as conduits for requests for Federal assistance when an incident exceeds local and private-sector capabilities.

Private-sector organizations, either for-profit or not-for-profit, may be included in the Incident Command Post.

Federal Incident Management Organizations: Private-sector for-profit and not-for profit organizations, as well as State, tribal, local, and NGOs are encouraged to assign liaisons to the JFO to facilitate interaction, communication, and coordination. In some instances, the Unified Coordination Group may include not-for-profit and/or for-profit organization representatives.

Notification and Reporting

Private-sector for-profit and not-for-profit organizations, like Federal, State, tribal, and local governmental organizations, report threats, incidents, and potential incidents to the NOC using existing jurisdictional incident reporting mechanisms and reporting channels. The NOC receives threat and operational information regarding incidents or potential incidents from these organizations and jurisdictions and makes an initial determination to initiate the coordination of Federal incident management activities.

In partnership with the NOC, the DHS/OIP manages the daily analysis of incident-related reports and information. This management includes maintaining communications with private-sector critical infrastructure information-sharing mechanisms.

During national-level incidents that require Federal coordination, the NICC conducts daily teleconferences with the CIKR sector information-sharing mechanisms and SSAs to discuss incident-related activities and sector status.

CIKR Incident-Related Communication: The DHS Office of Public Affairs (DHS/OPA) works in conjunction with DHS/OIP and the DHS Assistant Secretary for the Private Sector providing timely public information to the CIKR sectors and their affiliated entities (through conference call, e-mail, or both) during national-level incidents that require a coordinated Federal response.

The CIKR incident communications system is modeled after processes set forth in the *NRF* Public Affairs Support Annex to ensure coordination with Federal, State, tribal, and local entities.

DHS/OPA communication actions include the following:

- Providing the overarching coordination lead for incident communications to the public, including the special needs population, during an incident requiring a coordinated Federal response.
- Maintaining a standing conference line for use by CIKR incident communications coordinators.
- Coordinating and disseminating line access information in coordination with DHS/OIP.
- Maintaining a contact list, including e-mail information, of CIKR incident communications coordinators.
- Coordinating with SSAs to share public information and messages for SCCs.

DHS/PA works in coordination with ESFs and SSAs to identify organizations and/or individuals (e.g., SCCs, sector-identified information-sharing mechanisms such as Information Sharing and Analysis Centers (ISACs), major trade associations and other private-sector organizations as appropriate, and State, tribal, and local entities) to act as focal points for incident communications with the private sector. These organizations and individuals are selected based on their ability to disseminate information to and coordinate with a broad array of other organizations and individuals.

Representatives serve as the primary reception and transmission points for incident communications products from DHS/PA, ESFs, and SSAs, and they retain responsibility for dissemination to counterpart communicators to ensure information is distributed widely.

ACTIONS RELATED TO OPERATIONS WITH THE PRIVATE SECTOR

Preincident

DHS/PSO facilitates the development and presentation of general educational programs for the private sector that increase awareness and understanding of terrorist threats and prevention and mitigation activities, encourages the sharing of appropriate information and use of best practices that contribute to early warning of potential incidents, and supports private-sector participation in exercises.

DHS/OIP facilitates and encourages the organization of industry sectors to cooperate on information sharing and other prevention and mitigation activities.

DHS/OIP maintains relationships with the CIKR sector to identify requirements for capabilities and support. DHS/OIP develops and implements programs and capabilities that continuously improve the two-way exchange of information with the private sector.

DHS/OIP maintains situational/operational awareness of CIKR through the NICC working in conjunction with the information-sharing mechanisms. It assesses the data it receives to identify anomalies in sector operations, working closely with CIKR owners and operators. After assessing information on incidents and threats, it disseminates alerts, warnings, and advisories for both government and private-sector entities.

DHS/OIP, in collaboration with SSAs, encourages, facilitates, and coordinates CIKR and other industry sectors to develop and implement industry best practices for preparedness, perform sector-wide preparedness planning and implementation, plan coordination with regional and local government plans, and perform cross-sector integration of plans.

DHS/OIP supports sector-specific and cross-sector exercises and provides representation in exercises led by the private sector and State, tribal, and local governments.

Initial Actions

Actions are initiated at DHS Headquarters, the NOC, the NRCC, the NICC, and RRCCs to facilitate coordination with relevant private-sector entities.

The ESFs also implement established protocols for coordination with private-sector counterparts at the national and regional levels. To facilitate private-sector coordination, DHS assigns representatives to the various *NRF* organizational structures.

The DHS/PSO representatives act as a liaison to communicate at a strategic level to private-sector leadership. DHS/PSO facilitates communication with private-sector senior leadership and with the NRCC and NICC to maintain awareness of private-sector issues and needs as a complement to awareness being achieved by DHS/OIP. They also coordinate the incident's economic impact assessment with private-sector senior leaders, internal DHS partners, and other Federal department or agency liaisons as appropriate.

At the NOC Watch, the DHS/OIP representative monitors the operational status of CIKR and facilitates coordination and sharing of situational awareness with and among the CIKR and other industrial sectors as needed.

The NICC coordinates between the owners and operators of CIKR and other private assets, and the appropriate SSAs, to ensure that all are informed regarding activities pertaining to their areas of responsibility. SSAs coordinate with the NICC to ensure that it is informed regarding CIKR vulnerabilities and activities and in support of the DHS common operating picture.

The Infrastructure Liaison at the JFO facilitates coordination between the Unified Coordination Group, and Principal Federal Official, if appointed, with the national-level *NRF* elements and appropriate ESF representatives regarding local/regional matters relating to CIKR and the private sector.

The Infrastructure Liaison provides analysis and recommendations to the Unified Coordination Group regarding restoration of the infrastructure and related allocation and prioritization of limited resources. (See the CIKR Support Annex for further discussion of Infrastructure Liaison roles and responsibilities.)

Emergency Support Functions: At the NRCC, RRCC, and JFO, the ESFs establish contact with private-sector counterpart organizations and/or industry, including representative private-sector organizations created for such incident to assist in assessment of impacts and identification of resources available to support potential or actual incident management efforts.

In some circumstances, priorities of incident management actions are developed by a partnership of Federal, State, and private-sector entities.

Ongoing Actions

Private-sector entities are responsible for the repair, restoration, and security of their property, and first seek reimbursement for disaster losses from insurance or other sources.

Federal disaster assistance may be available, primarily in the form of low-interest disaster loans from the U.S. Small Business Administration.

DHS/PSO and other DHS entities, as assigned, assist and facilitate private-sector relationships with DHS as they implement recovery plans and return to normal operations.

The NICC maintains situational awareness through the recovery of CIKR and acts as a conduit of information to and from sectors through the NICC.

DHS/OIP assists or facilitates infrastructure owners and operators with the restoration of facilities, working under existing authorities, in coordination with private-sector organizations and consortia that are organized for these purposes.

RESPONSIBILITIES

Coordinating Agency: DHS

DHS:

- Develops plans, processes, and relationships, and facilitates coordinated response planning with the private sector at the strategic, operational, and tactical levels.
- Shares information, including threats and warnings, before, during, and after an incident.
- Informs and orients the private sector on the contents of the *NRF*, and encourages and facilitates the development and coordination of equivalent private-sector planning.
- Coordinates and conducts national and regional incident management functions with the private sector and State, tribal, and local governments.
- Develops, implements, and operates information-sharing and communication strategies, processes, and systems with homeland security stakeholders.

Cooperating Agencies

The primary agency(ies) for each ESF is responsible for developing and maintaining working relations with its associated private-sector counterparts through partnership committees or other means (e.g., ESF #2 – Communications: telecommunications industry; ESF #10 – Oil and Hazardous Materials Response: oil and hazardous materials industry; etc.).

Private-Sector Entities

Private-sector organizations support the *NRF* either through voluntary actions to help ensure business continuity or by complying with applicable laws and regulations.

To assist in response and recovery from an incident, private-sector organizations:

- Take responsibility for their internal preparedness by:
  - Identifying risks, performing vulnerability assessments.
  - Developing contingency and response plans.
  - Enhancing their overall readiness.
  - Implementing appropriate prevention and protection programs.
  - Coordinating with their suppliers and CIKR customers to identify and manage potential cascading effects of incident-related disruption through contingency planning.
- Accept responsibility to:
  - Share information appropriate within the law with the government.
  - Provide goods and services through contractual arrangements or government purchases, or and where appropriate, mutual aid and assistance agreements with host communities.
  - Act as corporate citizens to donate and facilitate donations by others of goods and services.
  - Certain organizations are required to bear the cost of planning and response to incidents, regardless of cause. When requested by DHS, these private-sector organizations are expected to mobilize and employ the resources necessary and available in accordance with their plans to address the consequences of incidents at their own facilities or incidents for which they are otherwise responsible.

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ESF Coordinator:

Department of Homeland Security/Federal Emergency Management Agency

Primary Agencies:

Department of Agriculture
Department of Homeland Security
Department of Housing and Urban Development
Small Business Administration

Support Agencies:

Department of Commerce
Department of Defense
Department of Energy
Department of Health and Human Services
Department of the Interior
Department of Labor
Department of Transportation
Department of the Treasury
Environmental Protection Agency
Corporation for National and Community Service
Delta Regional Authority
American Red Cross
National Voluntary Organizations Active in Disaster

INTRODUCTION

Purpose

Emergency Support Function (ESF) #14 – Long-Term Community Recovery provides a mechanism for coordinating Federal support to State, tribal, regional, and local governments, nongovernmental organizations (NGOs), and the private sector to enable community recovery from the long-term consequences of extraordinary disasters. ESF #14 accomplishes this by identifying and facilitating availability and use of sources of recovery funding, and providing technical assistance (such as impact analyses) for community recovery and recovery planning support.

Scope

ESF #14 may be activated for incidents that require a coordinated Federal response to address significant long-term impacts (e.g., impacts on housing, government operations, agriculture, businesses, employment, community infrastructure, the environment, human health, and social services) to foster sustainable recovery.

ESF #14 support will vary depending on the magnitude and type of incident.

Policies

ESF #14 recognizes the primacy of affected State, tribal, and local governments and the private sector in defining and addressing risk reduction and long-term community recovery priorities, and in leading the community recovery planning process. ESF #14 long-term community recovery and recovery planning efforts will be coordinated with State/tribal/local-level stakeholders.

Federal agencies continue to provide recovery assistance under independent authorities to State, tribal, and local governments, the private sector, and individuals, while coordinating assessments of need for additional assistance and identification and resolution of issues through ESF #14.

ESF #14 excludes economic policymaking. The National Economic Council, the Council of Economic Advisors, and the Department of the Treasury develop all national economic stabilization policy.

Federal support is tailored based on the type, extent, and duration of the incident and long-term recovery period, and on the availability of Federal resources. ESF #14 is not a funding entity but facilitates the identification, coordination, and use of resources to support long-term recovery.

Long-term community recovery efforts build resilience focusing on disaster resistance through permanent restoration of infrastructure, housing, agricultural industry, natural resources, community well-being, and the local economy, with attention to mitigation of future impacts of a similar nature.

The lead agency in the field is designated based on the type of disaster.

CONCEPT OF OPERATIONS

Assessment

ESF #14 provides the coordination mechanisms for the Federal Government to support the State, tribal, and local governments' assessment of the long-term recovery needs in the impacted areas and exchange assessment information among Federal departments and agencies.

Coordination

ESF #14 provides the coordination mechanisms for the Federal Government to:

- Convene interagency recovery expertise to provide strategic guidance to long-term recovery efforts.
- Identify and address long-term recovery issues, including those that fall between existing mandates of agencies.
- Avoid duplication of assistance, coordinate program application processes and planning requirements to streamline assistance processes, and identify and coordinate resolution of policy and program issues.
- Identify programs and activities across the public, private, and nonprofit sectors that similarly support long-term recovery and promote coordination between them.
- Identify appropriate Federal programs and agencies to support implementation of comprehensive long-term community planning and identify gaps in available resources.
- Identify appropriate Federal programs and agencies to support and facilitate continuity of long-term recovery activities.

Technical Support

ESF #14 provides a coordination mechanism for the Federal Government to:

- Work with State, tribal, and local governments; NGOs; and private-sector organizations to support long-term recovery planning for highly impacted communities.

- Link recovery planning to sound risk reduction practices to encourage a more viable recovery.

- Strategically apply subject-matter expertise to help communities recover from disasters.

ORGANIZATION

Headquarters: The Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA) serves as the national ESF #14 coordinator among primary and support agencies. ESF #14 provides representatives to the National Response Coordination Center as requested. Primary agencies are responsible for coordinating ESF #14 planning and recovery activities and strengthening the capabilities of ESF #14.

Regional and Field Operations: The ESF #14 coordinator and primary agencies meet to determine the need to activate ESF #14 elements when the incident is likely to require significant Federal long-term community recovery assistance. Support agencies also have the right to approach the ESF #14 coordinator to request ESF #14 activation. ESF #14 typically organizes within the Operations Section of the Joint Field Office, but may support other Sections as required. Agency representation depends on the nature and severity of the incident.

ACTIONS

Preincident Planning and Coordination

Primary and support agencies meet regularly at the national and regional levels to ensure procedures and program/contact information are up to date, to discuss lessons identified from incidents and exercises, and to explore ways to leverage resources by creative use of Federal assistance.

ESF #14:

- Develops coordination mechanisms and requirements for postincident assessments, plans, and activities that can be scaled to incidents of varying types and magnitudes.

- Conducts impact evaluation of prior ESF #14 efforts and other studies as needed to improve future operations.

- Coordinates development of national long-term recovery strategies and plans in coordination with other relevant Federal departments and agencies that have independent authorities and responsibilities for addressing key issues regarding catastrophic incidents. These may include accessible housing (incident and permanent), large displacements of individuals including those with special needs, contaminated debris management, decontamination and environmental restoration, restoration of public facilities and infrastructure, and restoration of the agricultural sector.

- Develops plans, procedures, and guidance delineating appropriate agency participation and available resources, taking into account the differing technical needs and statutory responsibilities.

Immediately Prior to Incident (when notice is available—e.g., hurricane, flood)

ESF #14:

- Provides early identification of projects that can be quickly implemented, especially those relating to critical facilities based on existing State, tribal, and local plans.
- Collaborates with the State(s) and other ESFs regarding managing the response in a way that facilitates long-term recovery.

Postevent Planning and Operations

ESF #14:

- Gathers information from Federal departments and agencies and State, tribal, and local governments to assess the impacts and needs.
- Convenes interagency meetings to develop an incident-specific Federal action plan delineating specific agency participation to support specific community recovery and mitigation activities and to avoid duplication of assistance to recipients.
- Facilitates sharing of information among agencies and ESFs and coordinates early resolution of issues and the timely delivery of Federal assistance.
- Coordinates identification of appropriate Federal programs to support implementation of long-term community recovery plans under current authorities and funding. This process identifies programs, waivers, funding levels, requests for additional authorities, and possible new legislation needed to address identified program gaps.
- May provide technical assistance such as impact analyses, economic revitalization, and recovery planning support.
- Coordinates with ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services, ESF #8 – Public Health and Medical Services, and the State(s) to identify long-term recovery needs of special needs populations and incorporate these into recovery strategies.
- Coordinates with ESF #3 - Public Works and Engineering, ESF #10 - Oil and Hazardous Materials Response, and the State(s) to identify long-term environmental restoration issues.
- Coordinates with animal welfare and agricultural stakeholders and service providers in long-term community recovery efforts.
- Coordinates implementation of the recommendations for long-term community recovery with the appropriate Federal departments and agencies if the recommendations include program waivers, supplemental funding requests, and/or legislative initiatives.
- Facilitates recovery decisionmaking across ESFs and increases awareness of communities' existing development and hazard mitigation plans.

RESPONSIBILITIES

ESF Coordinator: DHS/FEMA

- Convenes meetings preincident and postincident to implement ESF #14.
- Ensures appropriate participation from primary and support agencies during the response and long-term recovery efforts.
- Coordinates drafting and publication of ESF #14 operational plans and procedures.
- Represents ESF #14 at interagency operational planning meetings.

Primary Agencies

- Identify areas of collaboration with support agencies and coordinate the integrated delivery of interagency assistance, issue resolution, and planning efforts.
- Lead planning efforts for areas of agency expertise and lead postincident assistance efforts for areas of department/agency expertise.

Agency	Functions
Department of Agriculture	Provides emergency loans and grants for the agricultural sector; economic and technical assistance for recovery of rural community facilities, businesses, utilities, and housing; technical assistance for agricultural market recovery, community planning, and community development; and resource conservation assistance.
Department of Homeland Security	**FEMA:** Provides technical assistance in community, tribal, and State planning; recovery and mitigation grant and insurance programs; outreach, public education, and community involvement in recovery planning; building science expertise; and natural hazard vulnerability/risk assessment expertise.
	Office for Civil Rights and Civil Liberties: Provides expertise in issues related to special needs populations to ensure that they are an integral part of the recovery process.
	Office of Infrastructure Protection: Provides technical expertise in protective measures for critical infrastructure.
	Office of the Private Sector: Provides expertise in private-sector capabilities and services; provides coordination with private-sector organizations.
	Transportation Security Administration: Coordinates security of the Nation's transportation system in times of national emergency.
Department of Housing and Urban Development	Provides building technology technical assistance, and assistance for housing, community redevelopment and economic recovery, public services, infrastructure, mortgage financing, and public housing repair and reconstruction.
Small Business Administration	• Provides long-term loan assistance to homeowners, renters, businesses of all sizes, and nonprofit organizations for repair, replacement, mitigation, relocation, or code-required upgrades of incident-damaged property. • Provides loan assistance to small businesses to address adverse economic impact due to the incident.

SUPPORT AGENCIES

ESF #14 support agencies participate in planning and technical assistance efforts for areas of agency expertise.

Agency	Functions
Department of Commerce	**Economic and Statistics Administration:** Performs economic impact assessment.
	Economic Development Administration: Provides economic recovery and growth assistance, technical assistance in community planning, and economic assessment expertise.
	National Institute of Standards and Technology: Provides building science expertise.
	National Oceanic and Atmospheric Administration: Provides natural hazard vulnerability analysis, provides assistance on coastal zone management and building community resilience, supplies geospatial technology (e.g., Geographic Information System, or GIS) assistance and coastal inundation information, performs ecosystem and damage assessments, and provides technical assistance in recovering fisheries, restoring habitat, and rebuilding coastal communities.
Department of Defense	**U.S. Army Corps of Engineers** • Provides technical assistance in community planning and civil engineering, and natural hazard risk assessment expertise. • Supports the development of national strategies and plans related to permanent and accessible housing, debris management, and the restoration of public facilities and infrastructure.
Department of Energy	• Assists in the economic assessment of an incident based on degradation to energy infrastructure. • Provides the appropriate support and resources to assist in energy infrastructure restoration. • Provides technical advice in radioactive debris management. • Provides technical support for energy efficiency and sustainability practices and technology (National Renewable Energy Lab).
	National Nuclear Security Administration: Provides technical advice in radioactive debris management.
Department of Health and Human Services (HHS)	Provides support for long-term recovery including, but not limited to: • Collaboration with State, tribal, and local officials on prioritizing restoration of the public health and private medical and healthcare service delivery infrastructures to accelerate overall community recovery. • Technical consultation and expertise on necessary services to meet the long-term physical and behavioral health needs of affected populations, as well as encouraging short- and long-term public financing to meet these needs. • Coordination of linking HHS benefit programs with affected populations. • Technical assistance in the form of impact analyses and recovery planning support of public health and private medical and other healthcare service delivery infrastructure, where appropriate. • Coordination of all potential HHS sources of recovery funding.
Department of the Interior	• Provides technical assistance in community planning, and natural and cultural resources and historic properties expertise and assistance; community liaison for federally owned lands and facilities; and natural-hazards vulnerability analysis expertise. • Coordinates with ESF #11 – Agriculture and Natural Resources regarding long-term recovery of natural and cultural resources and historic properties.

Agency	Functions
Department of Labor	• Conducts incident unemployment programs. • Provides job training and retraining assistance, and expertise in economic assessment.
Department of Transportation	Provides technical assistance in transportation planning and engineering and transportation assistance programs.
Department of the Treasury	Ensures economic and financial resilience and vitality, including reliability of public and private payments systems and financial flows, and removal of impediments to economic activity.
Environmental Protection Agency	• Provides technical assistance in contaminated debris management, environmental remediation, and watershed protection, planning, management, and restoration. • Provides technical assistance in developing appropriate drinking water and wastewater infrastructure projects and in identifying financial assistance options. • Provides technical assistance on using environmentally sound and sustainable approaches in rebuilding businesses and communities.
Corporation for National and Community Service	• Provides trained National Service Participants (including AmeriCorps members, Learn and Serve America volunteers, and Retired and Senior Volunteer Program volunteers) as human resource support for long-term community recovery to include: • Support for development and operation of long-term recovery committees and to help meet individual (especially for special needs residents) and community unmet needs as they are identified. • Support for reestablishment and renewal of the community-level private voluntary sector (civic, nonprofit, and voluntary organizations). • Canvassing, information distribution, and registration support. • Case management assistance.
Delta Regional Authority	• Serves as regional planner and provider of technical assistance through the local development districts overlaying its footprint. • Facilitates and coordinates Federal investment in the Delta Regional Authority region. • Reduces fragmentation and duplication. • Can provide local/State matching funds.
American Red Cross	Provides long-term individual and family services, case management, assistance with unmet needs, and health and human services both directly and through other agencies.
National Voluntary Organizations Active in Disaster	National Voluntary Organizations Active in Disaster (National VOAD) is the forum where member organizations share knowledge and resources throughout the disaster cycle, including recovery for individuals and families as well as the community. • Provide canvassing, needs assessment, and information distribution support to local, tribal, State, and Federal operations. • Provide assistance with locating housing resources and short-term lodging assistance, as well as assistance for repairing and rebuilding homes. • Provide assistance with unmet needs related to obtaining/completing permanent housing. • Provide debris clearance in concert with homeowners and local government. • Develop, train, and operate community long-term recovery committees to help meet individual and community needs as identified. • Provide long-term individual and family services, case management, assistance with unmet needs for individuals and families, and health and human services. • Provide financial assistance to affected individuals and families for unmet needs.

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Appendix D

Public Private Partnerships

Resource Sharing

RELATED TERMS

- Resource Inventory
- Liability
- Reimbursement

Lessons Learned Information Sharing
www.LLIS.gov

BEST PRACTICE

PRIMARY DISCIPLINES

- Emergency Management
- Private Sector
- State and Local Executive Offices

Public-Private Partnerships for Emergency Preparedness: Resource Management and Sharing

PURPOSE

Discusses how public-private partnerships develop plans and procedures to manage resources shared between the public and private sectors during emergency mitigation, response, and recovery operations.

SUMMARY

Sharing resources among the public and private sectors helps responders meet response and recovery challenges by supplementing existing inventories. As evidenced by the September 11, 2001 terrorist attacks, the 1995 Oklahoma City bombing, and Hurricanes Katrina, Rita, and Wilma, large-scale incidents can quickly deplete response resources. To backfill these resources, public-private partnerships can develop plans to fill critical gaps in personnel, equipment, and expertise to respond to and recover from emergencies.

DESCRIPTION

Sharing resources enhances both the public and private sectors' response and recovery capabilities. However, questions surrounding liability, cost, and availability of resources often prevent public and private sector partners from developing procedures for resource sharing. To help ensure adequate resources when responding to or recovering from emergencies, public-private partnerships can identify available member resources and develop procedures to share them during emergencies.

Donating Resources

The private sector's interest in improving emergency preparedness and response capabilities can also be an incentive for groups to donate resources and equipment that the public sector is unable to purchase. For example, a local private sector group that relies on frequent shipments recently donated a patrol boat to the Calvert County, Maryland Sheriff's Department to enhance port security.

Resource sharing procedures typically define how public and private sector partners borrow and/or expend resources during emergencies through a regional or statewide resource database. Resource sharing plans include agreements on inventorying, requesting, allocating, using, and returning resources. This Best Practice examines how public-private partnerships identify available private sector resources, develop procedures to manage and share resources during emergencies, and implement public-private resource sharing plans in emergencies.

Resource Surveys

For an example of a private sector survey of available resources, visit the Potomac Conference Emergency Preparedness and Recovery Task Force's Resource Sharing Inventory (http://aid4recovery.org/). Login information can be found on the Task Force's homepage (http://www.potomacconference.org/preparedness.html).

Identifying Resources

Private sector groups employ personnel and maintain equipment and capabilities that can be useful to public sector agencies conducting emergency response and

recovery operations. Public sector agencies can first survey private sector partners to identify which resources should be shared in support of emergency response and recovery efforts. Public-private partnerships can enable private sector partners to:

- Support response communications;
- Backfill emergency response personnel with trained hazmat, fire, and other private sector responders;
- Lend expertise;
- Donate facilities;
- Donate supplies;
- Lend heavy equipment;
- Backfill medical equipment;
- Support power supplies; and
- Provide transportation and shipping services.

Establishing Resource Sharing Plans

After identifying private sector resources, public and private sector partners should work together to develop plans for sharing and managing these resources in emergencies. Resource sharing plans often are formal agreements like mutual aid pacts or memoranda of understanding. Plans typically consider qualifications that must be met in order for resources to be shared, including the:

- Prior depletion of public sector response and recovery resources;
- Expected impact of the incident on a private sector partners' area of concern; and
- Appropriate agency or agencies responsible for borrowing or using resources.

Public-private resource sharing plans can be established as either a standard part of response and recovery operations or as a reserve to be used in extraordinary need. For example, King County, Washington's Regional Disaster Plan (http://www.metrokc.gov/prepare/programs/regionalplan.aspx) addresses both public and private sector signatories as providers of emergency resources under its Emergency Support Function 7 for Resource Sharing (http://www.metrokc.gov/prepare/docs/RDP_ESF7%20Resource%20Mgmt,%20Version%2003-31-04.pdf). Conversely, the National Capital Region's Potomac Conference Task Force for Emergency Preparedness (http://www.potomacconference.org/preparedness.html) compiles its Private Sector Asset Inventory as a reference to public sector responders whose established resources are depleted. The Task Force encourages private sector participants to

Examples of Public-Private Resource Sharing

- The New Jersey Business Force (http://www.njbusinessforce.org/) works with the New Jersey Network (NJN) of Public Television and Radio to provide satellite datacasting feeds to emergency managers during crises. These feeds allow for multimedia broadcasts over a secure system to other responding agencies and for issued alerts to the general public.
- According to the New York City Emergency Response Task Force (*LLIS.gov* ID# 8827), the public sector should create a database of personnel with essential skills such as structural engineers, translators, and electricians.
- Pennsylvania's Ready Campus Initiative (http://www.readycampus.org/) enables universities and colleges to donate facilities to local public safety agencies during emergencies.
- The 2003 Arlington Conference Report on Lessons Learned from the 9-11 Attack on the Pentagon (*LLIS.gov* ID# 10355) identified privately owned construction equipment like bulldozers or cranes as potentially necessary to response and recovery functions.

register with their local procurement offices as a preferred vendor in order to expedite procurement.

Resource sharing plans should be included in public-private training exercises to practice requesting, locating, using, and returning resources. Training resource sharing plans enables public and private sector partners to identify issues and familiarize responders with procedures.

Liability and Reimbursement

When developing resource sharing plans, public and private sector partners should also consider issues surrounding liability and reimbursement in accordance with applicable federal, state, and local laws. Liability and reimbursement issues may arise from:

- Damage to lives and property resulting from use of private sector property and personnel;
- Loss of life or privately owned assets due to the public sector's use of private sector property and personnel;
- Depletion of expendable resources; and
- Overtime reimbursement for private sector personnel.

Legal Agreement

King County, Washington's Regional Disaster Plan Omnibus Legal and Financial Agreement (http://www.metrokc.gov/prepare/docs/RDP_Omnibus%20Agrmt,%20Version%2003-31-04.pdf) sets forth provisions for liability and reimbursement for public-private emergency resource sharing.

To encourage resource sharing, public and private sector partners should include agreements on liability and reimbursement issues in resource sharing plans. These agreements can assure private sector groups that they will not be held liable for damage resulting from donated resources. Agreements on reimbursement for overtime or exhausted resources should also be included in plans to encourage resource sharing and reassure partners of resources' proper usage during emergencies.

Public and private sector partners planning on sharing resources should take into account federal, state, and local laws when considering potential liability issues. For example, some state laws, including those in New Jersey, indemnify private sector entities when resources have been requested by the State Emergency Operations Center (EOC). In addition, existing inter-jurisdictional mutual aid agreements and state laws like Good Samaritan or Hold Harmless rules can serve as a template for establishing public-private liability agreements.

Managing Resource Sharing Efforts

Public-private partnerships' resource sharing plans should include procedures for inventorying, requesting, using, and returning resources during and after emergencies. Typically, an EOC or single public sector agency manages all resource sharing efforts to prevent redundant requests and dispatches and reassure businesses that resources are used only when necessary. Public and private sector partners should be trained on listing, requesting, using, and returning resources to ensure compliance with developed procedures.

Resource Management

For an example of how resources can be shared and managed between the public and private sectors, see the *Lessons Learned Information Sharing* Good Story: New Jersey's Business Force (*LLIS.gov* ID# 10028).

Compile Resource Inventories

Public-private partnerships can establish a single resource inventory to serve as a reference for responding agencies. Private sector resources are listed with the owner's primary and backup contact information and geographic location. Contacts listed in the resource inventory should have the proper authority to lend or supply resources to responders and be available twenty-four hours a day. In order to facilitate the rapid location and acquisition of needed equipment and expertise, the Connect and Protect (http://www.rainsnet.org/) network's resource inventory sorts available resources by type and then by geographic location.

Electronic Resource Databases

During the 1995 Oklahoma City bombing, the Oklahoma City Fire Department logistics center's improvised hand-written resource tracking system was ineffective, leading it to recommend use of a laptop-based inventory control program instead.

Public-private partnerships' resource inventories should be listed in an electronic database to enable easy access for emergency managers. Electronic databases connected to partnerships' information sharing networks can enable the EOC or responsible agency to manage resource sharing efforts more rapidly and efficiently. For example, the Federal Bureau of Investigation, Dallas Division's Emergency Response Network (FBI ERN) (http://www.fbiern.org/) incorporates a resource sharing function that enables emergency managers to relay requests directly to private sector members and track filled requests through a single resource database. The database is updated immediately to avoid duplicate assignment of resources.

Establish Resource Request Procedures

To prevent the redundant request and dispatch of private sector resources, public-private partnerships can assign the EOC or a single public safety agency to track and manage requests for private sector resources. An online network that immediately updates resource requests and donations, such as the FBI ERN, can also prevent redundancy of effort. To request resources, public safety agencies can consult standing inventories of available private sector resources and contact owners. Using an online inventory or relaying requests through an EOC can save time and effort spent tracking down resources. Resource requests can include:

- Number and type of resource needed, including any special requirements;
- Expected time the resource will be required;
- Expected use of resource, including whether it will be expended;
- Location the resource will be used; and
- Requesting agency.

Typically, listed resources are considered available during emergencies only when not required by the owner. Public and private sector partners should recognize that the private sector is obligated to use its resources first to protect itself and that requesting a resource may not guarantee that requesting partners will obtain that resource.

Develop Rules for Resource Allocation, Usage, and Return

Resources are dispatched and accounted for more quickly when public and private sector partners establish rules for delivery, usage, and return procedures. Considerations should include:

- Procedures for communicating the physical allocation of resources;
- Whether the owner or requester is responsible for delivering or picking up the needed resource before and after its use; and
- Terms of use for donated resources;

Usage procedures should take into account changes to delivery and return rules due to facility or road closures and other potential obstacles.

RESOURCES

References

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Lessons Learned Information Sharing. Lesson Learned: "Large-Scale Building Collapse: Supplying Temporary Electrical Power for Nighttime Operations". 18 April 2005. (*LLIS.gov* ID# 12811)

School of Criminal Justice. *Critical Incident Protocol: A Public and Private Partnership. Michigan State University*. 2000. (*LLIS.gov* ID# 150)

Links

King County, Washington Regional Disaster Plan: http://www.metrokc.gov/prepare/programs/regionalplan.aspx

Michigan State University's Community Facilitation Program: http://cip.msu.edu/

New Jersey Business Force: www.njbusinessforce.org

Pennsylvania's Ready Campus: www.readycampus.org

Potomac Conference Emergency Preparedness Task Force: http://www.potomacconference.org/preparedness.html

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Appendix E

Private Sector NIMS Implementation Activities

Fact Sheet

November 30, 2006
NIMS Integration Center
202-646-3850

PRIVATE SECTOR NIMS IMPLEMENTATION ACTIVITIES

Background
Local government handles most emergencies. However, when a community's resources are insufficient to respond to an incident, local government may call on the private sector for assistance.

As required under Homeland Security Presidential Directive (HSPD)-5, the NIMS enables responders from different communities with a variety of job responsibilities to better work together. Everyone has a role to play in NIMS implementation—fire and rescue, law enforcement, hospitals and healthcare systems, transportation systems, public works, voluntary agencies, private industry and many others—not only in responding to an event, but in ongoing preparedness activities as well.

Recommended Activities for Private Sector
The NIMS Integration Center **recommends**[1] **12 activities** for the private sector that support NIMS implementation. These activities closely parallel the implementation activities that have been required of State, territorial, tribal, and local governments since 2004. Effective and consistent integration of the NIMS across Federal, State, territorial, tribal, and local governments and the private sector will result in a strengthened national capability to prevent, prepare for, respond to and recover from any type of incident.

NIMS Adoption

Recommended Activities

1. ***Adopt NIMS*** – Work with your corporate leadership, trade associations, and private sector incident management and response teams to inform them of your organization's intent to adopt NIMS.[2]

2. ***Identify Points of Contact*** – Share these names with your local emergency management authority. Keep the list up to date.

Association to NIMS

NIMS uses a systems approach to integrate the best of existing processes and methods into a unified national framework for incident management. This framework forms the basis for interoperability and compatibility that will in turn enable a diverse set of private organizations to conduct well integrated and effective incident management operations.

[1] The NIMS Integration Center has not formally endorsed official NIMS implementation activities for non-governmental and private industry. Once appropriate stakeholders have formally reviewed and deliberated over these recommendations, final NIMS Implementation activities *may be* identified and communicated to the nongovernmental and private sector community at that time.
[2] NGOs and private sector elements receiving Federal preparedness funding, including DHS Homeland Security Grant Program and the Urban Areas Security Initiative (UASI), NGOs must coordinate their NIMS implementation with their respective State Administrative Agency.

www.fema.gov/emergency/nims
NIMS-Integration-Center@dhs.gov

Fact Sheet

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Command and Management

Recommended Activities

1. ***Use the Incident Command System (ICS)*** **–** If you have an emergency response team (fire brigade) or contract Emergency Medical Services (EMS), security firm or similar response organizations you should manage all emergency incidents and pre-planned (recurring/special) events using ICS organizational structures, doctrine and procedures, as defined in NIMS. ICS implementation must include the consistent application of Incident Action Planning and Common Communications Plans.

2. ***Support Integrated Multi-Agency Coordination Systems (MACs)***- Ensure your organization has connectivity capability between local Incident Command Posts (ICPs), local 911 Centers, local Emergency Operations Centers (EOCs), the state EOC and regional and/ federal EOCs.

3. ***Establish a public information system*** – Gather, verify, coordinate, and disseminate information both within your organization and with others (i.e. media, local emergency management, and other private sector partners) during an incident.

Association to NIMS

NIMS ICS enables effective and efficient incident management by integrating equipment, personnel, procedures, and communications operating. ICS is structured to facilitate activities in five major functional areas: command, operations, planning, logistics, and finance administration. ICS is also flexible and scalable to allow for the functional areas necessary to be used, and then added to or to terminate as necessary.

Preparedness: Planning Activities

Recommended Activities

1. ***Revise Plans*** - Organizational plans and SOPs should incorporate NIMS components, principles and policies, to include planning, training, response, exercises, equipment, evaluation and corrective actions.

2. ***Promote Mutual Aid*** – Establish a memorandum of understanding/memorandum of agreement with the government agencies and other private sector organizations to share resources and personnel. Ensure that the agreement addresses credentials held by your fire brigade/response personnel.

Association to NIMS

Within the NIMS, preparedness is operationally focused on establishing guidelines, protocols, and standards for planning training and exercises, personal qualifications and certification, equipment certification and publication management.

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Preparedness: Training

Recommended Activity

1. ***Maintain NIMS Training*** – Emergency preparedness personnel in your organization as well as any emergency responders or teams (fire brigade/EMS) can adopt training programs in conformance with the NIMS National Standard Curriculum. Training may include IS-700 *NIMS: An Introduction*, IS-800a; *NRP: An Introduction*; Incident Command System (ICS-100) and Incident Command System (ICS-200). For tips on who in your organization should take NIMS training see: **http://www.fema.gov/emergency/nims/nims_training.shtm**

Association to NIMS

NIMS represents a core set of doctrine, concepts, principles, terminology, and organizational processes to enable effective, efficient, and collaborative incident management at all levels. Additionally, NIMS addresses emergency prevention, preparedness, response, recovery, and mitigation programs and activities through its training curriculum. These training courses are also taken by response organizations. Encouraging your employees to take these courses will result in a more collaborative working relationship with public and private sector partners.

Preparedness: Exercises

Recommended Activity

1. ***Exercise NIMS* -** Participate in State, regional, tribal, and/or local NIMS-based exercises.

Association to NIMS

Incident management personnel at all levels of government and their private-sector partners should be appropriately trained to improve all-hazards incident management capability nationwide. Everyone who will be involved in incident management should participate in realistic multi-disciplinary and multi-jurisdictional exercises to improve integration and interoperability.

Resource Management

Recommended Activities

1. ***Inventory Response Assets* -** Inventory your response assets using the Resource Typing standards found at **http://www.fema.gov/emergency/nims/mutual_aid.shtm.** Share this inventory with your local emergency management authority.

2. ***Coordinate Mutual Aid Requests* -** Exercise your response asset inventory during exercises and training opportunities.

www.fema.gov/emergency/nims
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Association to NIMS

Resource management coordinates and oversees the application of tools, processes, and systems that provide incident managers with timely and appropriate resources during an incident. Resources should include personnel, teams, facilities, equipment, and supplies. Your resource inventory should be maintained throughout the emergency management life cycle (prevention, preparedness, response, recovery, mitigation) so that your organization is prepared for and able to support the event. Remember: MOAs and MOUs should be established during pre-incident times.

Communication and Information Management

Recommended Activity

1. ***Use Plain Language* -** Apply standardized and consistent terminology, including the establishment of plain language communications standards across your organization and when you are communicating with other private sector partners and local emergency management organizations.

Association to NIMS

Effective communications, information management, and information- and intelligence-sharing (i.e. biological event) are critical aspects of domestic incident management. Maintaining a common operating picture and ensuring accessibility and interoperability are principle goals of communications and information management. When operating in a multi-discipline and multi-jurisdictional incident, common language among all responders limits confusion and miscommunications.

www.fema.gov/emergency/nims
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Appendix F

Disaster Recovery Programs

Program	Agency	Assistance Provided	Activating Mechanism	Eligibility
Emergency Hay and Grazing	USDA, Farm Service Agency (FSA)	Emergency authority to harvest hay or to graze land devoted to conservation and environmental uses under the Conservation Reserve Program	AWD	I/B
Emergency Loans	USDA, FSA	Low-interest loans to family farmers and ranchers for production losses and physical damage	PD; designated by Secretary of Agriculture or Administrator, FSA (physical losses only)	IB
Non-insured Crop Disaster Assistance Program	USDA, FSA	Direct payments to reduce financial losses resulting from a natural disaster that causes production loss or prevents planting of crops grown commercially for food or fiber, for which federal crop insurance is not available	AWD	I
Emergency Conservation Program	USDA, FSA	Cost-share payments to rehabilitate farmlands damaged by natural disasters and to carry out emergency water conservation or water-enhancing measures during times of severe drought, in cases when the damage or drought is so severe that Federal assistance is necessary.	AWD	I/B
Agricultural Marketing Transition Act (AMTA) Program	USDA, FSA	Direct payments to eligible producers of program crops that comply with AMTA requirements.	AWD	I/B
Conservation Reserve Program (CRP)	USDA, FSA	Voluntary program that offers annual rental payments, incentive payments for certain activities, and cost-share assistance to establish approved cover on eligible cropland.	AWD	I/B
Farm Operation Loans	USDA, FSA	Loans and loan guarantees to be used for farm operating costs.	N/P	I
Farm Ownership Loans	USDA, FSA	Direct loans, guaranteed loans, and technical assistance for farmers in acquiring or enlarging farms or ranches; making capital improvements; promoting soil and water conservation; and paying closing costs.	AWD	I
Emergency Food Assistance (Emergency Food	USDA, Food and Nutrition Service (FNS)	Direct payments to States for specified uses.	PD; declaration by the Secretary of Agriculture.	S/I

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Stamp and Food Commodity Program)				
Food Distribution	USDA, FNS	Donations of USDA-purchased food.	PD; declaration by Secretary of Agriculture and compliance with eligibility criteria.	F/S/L/N
Emergency Watershed Protection (EWP)	USDA, Natural Resources Conservation Service (NRCS)	Direct payments and technical assistance to install structural and nonstructural measures to relieve imminent threats to life and/or property, and to purchase floodplain easements. Technical assistance such as site evaluations, design work, and installation inspections also are provided through the program.	AWD; triggered by NRCS State Conservationist.	S/L/N/B/I
Water Resources	USDA, NRCS	Project grants for the installation of preventive measures such as dams, channels, flood warning systems, purchasing easements, floodplain delineation, and land treatment. Advisory and counseling services also are available.	N/P	S/L/N
Resource Conservation and Development (RC&D)	USDA, NRCS	Technical assistance and loans to finance local project costs. Projects may include land and water conservation, resource improvements, recreational development, and waste disposal projects.	AWD	L/N
River Basin Project	USDA, NRCS	Technical assistance. Special priority is given to projects designed to solve problems of upstream rural community flooding, water quality improvement that comes from agricultural non-point sources, wetlands preservation, and drought management for agricultural and rural communities. Special emphasis is placed on helping State agencies develop strategic water resource plans.	AWD; triggered by NRCS State Conservationist.	F/S/L
Soil Survey	USDA, NRCS	Technical assistance. Objective is to maintain up-to-date, published surveys (and soil survey data in other formats) of counties or other areas of comparable size for use by interested agencies, organizations, and	N/P	S/L/N/B/I

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		individuals; and to assist in the use of this information.		
Federal Crop Insurance Program	USDA, Risk Management Agency (RMA)	Direct payments of insurance claims. Insurance against unavoidable causes of loss such as adverse weather conditions, fire, insects, or other natural disasters beyond the producer's control.	No activating mechanism is needed, but availability is based on crop-specific sales, closing dates, and the availability of crops in particular counties.	I
Business and Industrial Loan Program (B&I)	USDA, Rural Business Service	Guaranteed and direct loans up to $10 million. Possible disaster uses include drilling wells, purchasing water, or tying into other water programs.	AWD	B/N/T and public bodies
Farm Labor Housing and Grants	USDA, Rural Housing Service (RHS)	Loans and grants to provide housing and related facilities for domestic farmers.	No deadlines.	I/B
Rural Housing Site Loans	USDA, RHS	Loans for the purchase and development of housing and necessary equipment that becomes a permanent part of the development (e.g., water and sewer lines).	AWD	N
Rural Rental Housing Loans	USDA, RHS	Loans for the purchase, building, or repair of rental housing. Funds can also be used to provide water and waste disposal systems.	AWD	I/S/L/B
Emergency Community Water Assistance Grants (ECWAG)	USDA, Rural Utilities Service (RUS)	Project grants to help rural residents obtain adequate water supplies.	PD	S/L/N
Water and Waste Disposal Loans and Grants	USDA, RUS	Project grants and direct and guaranteed loans to develop, replace, or repair water and waste disposal systems in rural areas and towns having populations of 10,000 or less.	AWD	L/N/T
Voluntary Organizations Recovery Assistance	American Red Cross, Mennonite Disaster Service, Salvation Army, and member organizations of the National	Mass care (shelter and feeding), welfare inquiries, health and mental health services, child care, home repairs (labor and funding), emergency communications, debris removal, burn services, cleaning supplies, personal property, distribution of supplies, transportation, loan personnel, and other specialized programs and services.	Disaster event.	I

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	Voluntary Organizations Active in Disaster			
Economic Adjustment Program — Disaster Economic Recovery Assistance	Dept. of Commerce (DOC), Economic Development Administration (EDA)	Planning and technical assistance grants to State and local governments for strategic recovery planning and implementation to focus on job retention/creation to help offset the economic impacts of a major disaster.	PD; requires supplemental appropriation (SA).	S/L/N/T
Economic Adjustment Program — Disaster Economic Recovery Assistance	DOC, EDA	Revolving loan fund grants to State and local governments to provide a source of local financing to support business and economic recovery after a major disaster where other financing is insufficient or unavailable.	PD; SA	S/L/N/T
Economic Adjustment Program — Disaster Economic Recovery Assistance	DOC, EDA	Infrastructure construction grants to address local recovery implementation needs for new or improved publicly owned infrastructure after a major disaster, support job creation and retention, leverage private investment, and help accelerate and safeguard the overall economic recovery of the disaster-impacted area.	PD; SA	S/L/N/T
Corporation for National Service (CNS) Programs	CNS	Volunteers of all ages/backgrounds provide short/long-term response and recovery assistance. They are available through the community or national deployment.	PD	F/S/N/T
Beach Erosion Control Projects	Dept. of Defense (DOD), U.S. Army Corps of Engineers (USACE)	Specialized services. USACE designs and constructs the project.	Decision of the Chief of Engineers.	S/L
Emergency Rehabilitation of Flood Control Works or Federally Authorized Coastal	DOD, USACE	Specialized services to assist in the repair and restoration of public works damaged by flood, extraordinary wind, wave, or water action.	Approval by HQUSACE.	S/L/N/I

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Protection Works				
Emergency Water Supply and Drought Assistance Programs	DOD, USACE	Emergency supplies of clean drinking water for human consumption and construction of wells.	Assistant Secretary of the Army for Civil Works designates the area as "drought distressed."	L
Flood and Post-Flood Response, Emergency Operations	DOD, USACE	Specialized services, such as flood fighting and rescue, protection of federally constructed shore or hurricane projects, and post-flood response assistance.	Designation by USACE district commander.	S/L
Watercourse Navigation: Protecting, Clearing, and Straightening Channels	DOD, USACE	Specialized services, such as clearing or removing unreasonable obstructions to navigation in rivers, harbors, and other waterways or tributaries.	Decision of the Chief of Engineers.	S/L
Community Disaster Loan Program	Federal Emergency Management Agency (FEMA)	Program provides loans not greater than 25% of the local government's annual operating budget.	PD	L
Cora C. Brown Fund	FEMA	Grants to disaster victims for unmet disaster-related needs.	PD, designation for individual assistance.	I
Crisis Counseling Assistance and Training Program (CCP)	FEMA; Dept. of Health and Human Services (HHS)	Grants to States providing for short-term counseling services to disaster victims.	Governor's request.	I, via S
Fire Suppression Assistance Program	FEMA	Project grants. FEMA approves a grant to a State on the condition that the State takes measures to mitigate natural hazards, including consideration of nonstructural alternatives.	Decision by FEMA.	S
Hazard Mitigation Grant Program (HMGP)	FEMA	Project grants to implement hazard mitigation plans and prevent future loss of lives and property.	PD	L/N, via S
Individual and	FEMA	Grants to individuals administered by the State.	PD, designation for	I, via S

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Family Grant (IFG) Program		Objective is to provide funds for the expenses of disaster victims that cannot be met through insurance or other assistance programs.	individual assistance. Requires specific request by State Governor.	
Legal Services	FEMA	Free legal advice and referrals. Assistance includes help with insurance claims, counseling on landlord-tenant and mortgage problems, assistance with home repair contracts and consumer protection matters, replacement of legal documents, estate administration, preparation of guardianships and conservatorships, and referrals.	PD, designation for individual assistance.	I
National Flood Insurance Program (NFIP)	FEMA	Insurance benefits against losses from floods, mudflow, or flood-related erosion.	AWD	I/B/S
NFIP, Community Assistance Program	FEMA	Grants to States for technical assistance to resolve floodplain management issues.	AWD	S/L
Public Assistance Program	FEMA	Project grants. Funds can be used for clearing debris, emergency measures, and repairing or replacing damaged structures, roads, utilities, public buildings, and infrastructure.	PD, designation for public assistance.	L/N, via S
Disaster Housing Program	FEMA	Direct-payment grants and services. Grants include transient accommodation reimbursement, and home repair, rental, and mortgage assistance. Services may include a mobile home.	PD, designation for individual assistance.	I
Regulatory Relief for Federally Insured Financial Institutions	Federal Deposit Insurance Corporation (FDIC) and other Federal regulatory agencies	Specialized services. Supervisory agencies can grant regulatory relief to insured institutions. Regulatory relief includes lending assistance, extensions of reporting and publishing requirements, waivers from appraisal regulations, and implementation of consumer protection laws.	PD; other disaster that affects the ability of a federally insured financial institution to provide normal services.	N/B
Donation of Federal Surplus Personal Property	General Services Administration (GSA)	Donations of surplus personal property to eligible recipients.	N/P	S/L/N/public airports.
Disposal of	GSA	Sale, exchange, or donations of property and goods.	N/P	S/L/N

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Federal Surplus Real Property				
Disaster Assistance for Older Americans	HHS, Administration on Aging	Direct payments to State agencies focused on aging-related services.	PD	I, via S
Mental Health Disaster Assistance	HHS, Public Health Service	Project grants to provide emergency mental health and substance abuse counseling to individuals affected by a major disaster.	Supplemental appropriation by Congress relating to PD.	I, via S
Community Development Block Grant (CDBG) Program — Entitlement Grants	Dept. of Housing and Urban Development (HUD), Community Planning and Development (CPD)	Formula grants to entitlement communities. Preferred use of funding is for long-term needs, but funding may also be used for emergency response activities.	Supplemental appropriation by Congress relating to PD.	L
CDBG — State's Program	HUD, CPD	Formula grants to States for non-entitlement communities. Preferred use of funding is for long-term needs, but funding may also be used for emergency response activities. States establish methods of fund distribution.	Supplemental appropriation by Congress relating to PD.	L, via S
Mortgage Insurance for Disaster Victims Program (Section 203 (h))	HUD	Provides mortgage insurance to protect lenders against the risk of default on loans to qualified disaster victims whose homes are located in a presidentially designated disaster area and were destroyed, requiring reconstruction/replacement. Insured loans may be used to finance the purchase or reconstruction of a one-family home that will be the principal residence of the homeowner.	PD	I
Reclamation States Emergency Drought Relief Act of 1991	Dept. of the Interior (DOI), Bureau of Reclamation	Loans, grants, use of facilities, construction, management and conservation activities, and purchase of water for resale or for fish and wildlife services. Temporary drought assistance may include the drilling of wells, installation of equipment, improved reporting of	Request for drought assistance and approval by Commissioner of Reclamation.	F/S/N/I

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		conditions.		
Disaster Unemployment Assistance (DUA)	Dept. of Labor (DOL); FEMA	Direct payments of DUA benefits and reemployment assistance services. Objective is to provide assistance to individuals who are ineligible for regular unemployment compensation programs and who are left jobless after a major disaster.	PD, designation for individual assistance. PD may be limited to DUA only.	I, via S
Employment: Job Training Partnership Act (JTPA), National Reserve Emergency Dislocation Grants	DOL, Employment and Training Administration	Program provides States with grant money to provide individuals with temporary jobs and/or employment assistance.	PD	I, via S
Price-Anderson Act	American Nuclear Insurers and Nuclear Regulatory Commission (NRC) (for commercial nuclear power plants); Dept. of Energy (for DOE facilities)	Payment of liability claims that arise from a nuclear power reactor accident. Insurance-provided assistance may compensate victims for increased living expenses after an evacuation, unemployment, business losses, environmental cleanup, reduced property values, and costs associated from bodily injury.	AWD	I
Price-Anderson Act	NRC	Insurance reimburses States and municipalities for costs necessarily incurred in providing emergency food, shelter, transportation, or police services in evacuating the public after a nuclear power reactor accident.	AWD	S/L
Economic Injury Disaster Loans (EIDLs)	Small Business Administration (SBA)	Direct long-term, low-interest loans to small businesses and agricultural cooperatives. Loans are only available to applicants with no credit available elsewhere, and the maximum amount of an EIDL is $1.5 million.	PD; declaration of a disaster by the Secretary of Agriculture and/or SBA-declared disaster.	B
Physical Disaster Loans (Business)	SBA	Direct long-term, low-interest loans to businesses and nonprofit organizations. Loans provided to repair or replace uninsured property damages caused by	PD or SBA declaration.	N/B

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		disasters. Loans limited to $1.5 million.		
Physical Disaster Loans (Individual)	SBA	Direct long-term, low-interest loans to homeowners and renters to repair or replace uninsured damages caused by disasters to real and personal property. Loan amounts limited to $200,000 to repair or replace real estate, and to $40,000 to repair or replace personal property.	PD or SBA declaration.	I
Social Security Assistance	Social Security Administration (SSA)	Advisory and counseling services to process SSA survivor claims, assist in obtaining necessary evidence for claim processing, resolve problems involving lost or destroyed SSA checks, and reprocess lost or destroyed pending claims.	PD; AWD	I
International Donations	Dept. of State	Donations including goods and cash.	Request for international coordination assistance from FEMA's Donations Coordinator.	I
Transportation: Emergency Relief Program	Dept. of Transportation (DOT), Federal Highway Administration (FHWA)	Formula and project grants to repair roads. FHWA can provide: (1) up to $100 million in funding to a State for each natural disaster or catastrophic failure; and (2) up to $20 million in funding per year for each U.S. territory. Special legislation may increase the $100 million per State limit.	PD; AWD	F/S
Alcohol and Tobacco Tax Refund	Dept. of the Treasury, Bureau of Alcohol, Tobacco, and Firearms	Specialized services to provide Federal alcohol and tobacco excise tax refunds to businesses that lost assets in a disaster.	PD	B
Savings Bonds Replacement or Redemption	Treasury, Bureau of Public Debt	Specialized services. Bureau of Public Debt expedites replacement of U.S. Savings Bonds lost or destroyed as a result of a disaster.	PD	I
Taxes: Disaster Assistance Program	Treasury, Internal Revenue Service (IRS)	Advisory and counseling services. IRS provides information about casualty loss deductions, claim procedures, and reconstruction of lost financial records.	PD	I/B
Forbearance on	Dept. of Veterans	Encourage lenders to extend forbearance to any	PD	I

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VA Home Loans	Affairs (VA)	borrowers who have VA home loans and who are in distress as a result of disaster; provide incentives to such lenders.		
Coastal Zone Management; Hazards, Environmental Recovery, and Mitigation	DOC, National Oceanic and Atmosphieric Administration (NOAA)	Assistance to State and local governments in mitigation and recovery/restoration planning, post-event permitting assistance, water-level data for storm-surge and flooding prediction and mitigation.	PD for post-event; AWD from coastal State(s) for pre-event planning.	S
Re-establishing Local Survey Networks	DOC, NOAA	Provision of survey mark data to local and State agencies for re-establishing their geodetic control networks; re-establishment of national network if warranted.	PD; AWD depending on funding availability.	S/L
Coastal Zone Management Administration Awards	DOC, NOAA	Grants to States for the management of coastal development to protect life and property from coastal hazards.	AWD requires supplemental appropriation by Congress relating to PD for post-storm coastal hazard mitigation and recovery activities.	S/L/T via S
Coastal Zone Management Fund	DOC, NOAA	Emergency grants to State coastal zone management agencies to address unforeseen or disaster-related circumstances.	AWD subject to amounts provided in appropriation acts. No funds currently appropriated.	S/L/T via S
Technical Support	DOC, NOAA, National Weather Service	Technical assistance for weather, water, and climate warning systems and critical information dissemination systems. Post-storm data acquisition activities.	AWD	F/S/L/N/T
Technical Support	DOC, National Institute of Standards and Technology	Disaster damage surveys, assistance in procurement of consulting services, evaluation of structural and fire performance of buildings and lifelines.	Federally declared disasters to buildings and lifelines, on cost-reimbursable basis.	F/S/L

The following abbreviations are used throughout this matrix in the columns “Activating Mechanism” and “Eligibility”: Presidential declaration (PD); available without declaration (AWD); federal agency (F); state agency (S); locality (L); individual/family (I); nonprofit organization (N); Native-American tribe (T); business (B); and not provided (N/P).

Orange County

Orange County
Post Disaster Economic Redevelopment Planning
Task Assignment Worksheet
** All Tasks Should Support Action Matrix in Regional PDERP **

Objective 1: Increase Business Preparedness: Identify gaps weaknesses in business preparedness and continuity planning and develop strategies to improve these weaknesses			
Tasks:	***Status****	***Phase*****	***Responsibility***
1. Identify and assess the capabilities of those small businesses that are essential to the immediate recovery of the community.			ESF 18, OEM
2. Develop a public-private entity to foster preparedness and recovery in cooperation with ESF 18			Business Partners, ESF 18
3. Continue outreach to small businesses and their respective organizations to foster preparedness.			OEM, ESF 18
4. Work more closely with the Small Business Center in their effort to educate small businesses on emergency preparedness.			OEM
Required Resources to Accomplish Objective			
1. Identify funds via public and/or private partners that can be utilized in this effort.			
2. Develop a survey to assess the preparedness of small businesses.			

Objective 2: Damage Assessment Methodology: Establish a standardized methodology to assess physical and economic loss impact of a disaster.			
Tasks:	***Status****	***Phase*****	***Responsible***
1. ESF 18 partners work w/ ESF 19 to incorporate business organization members on damage assessment teams.			ESF 18, 19
2. Provide guidance on how to assess economic impact following a disaster.			ESF 18

Objective 3: Alternate location & resource database: Optimize the use of local business capabilities and resources in the overall disaster recovery process through the development of regional resource database.			
Tasks:	***Status****	***Phase*****	***Responsible***
1. Examine if a Florida FIRST Program can be implemented within Orange County and applied to other business sectors besides community banks.			
2. Work with the Economic Development Councils to identify and operate Business Recovery Centers.			ESF 18

* Status = Not started, ongoing, or completed.
** Phase = Pre-disaster or post-disaster

Objective 4: Financial Support: Identify traditional & non-traditional business recovery assistance programs, initiatives, and financial sources to assist businesses.			
Tasks:	***Status****	***Phase*****	***Responsible***
1. Following a disaster the Office of Emergency Management and ESF 18 should work with the Federal government to request Dept. of Labor emergency grants.			OEM, ESF 18

Objective 5: Workforce Skills Matching: Develop strategies for overcoming workforce shortages, retaining skilled workers, and employing locals in support of the recovery process			
Tasks:	***Status****	***Phase*****	***Responsible***
1. Following a disaster the Office of Emergency Management and ESF 18 should work with the Federal government to request Dept. of Labor emergency grants.			
2. In developing a Public-private group part of this program should include the development and use of bridge-loans.			
Resources Required to Accomplish Objectives			
1. Identify public and/or private partners that can be utilized in this effort.			

Objective 6: Communications Plan: Enhance communication abilities following a disaster through infrastructure agreements and creating communications plans and protocols.			
Tasks:	***Status****	***Phase*****	***Responsible***
1. Investigate if a program similar to the Broward County Information Network can be implemented within Orange County.			
Resources Required to Accomplish Objectives			
1. Investigate a collaborative effort with the high-tech industry to develop, host and maintain a system.			

Objective 7: Unified Marketing Strategy: Develop regional, unified marketing strategy & determine funding method for financing a unified campaign.			
Tasks:	***Status****	***Phase*****	***Responsible***
1. Dollars should be allocated into a reserve account to allow for the marketing of the region after a disaster.			OOCCVB
Resources Required to Accomplish Objectives			
1. Identify funds via public and/or private partners that can be utilized in this effort.			

* Status = Not started, ongoing, or completed.
** Phase = Pre-disaster or post-disaster

Emergency Support Function #18: Business and Industry

Primary Agency: Orange County Department of Public Safety, Consumer Fraud Unit

Support Agencies: Neighborhood Services Division

Coordinating Organizations:

Building Department
Housing and Community Development
Small Business Administration (SBA)
United States Department of Agriculture (USDA)
Tourist Development Council
Business Development Division
American Red Cross (ARC)
Workforce Florida, Inc.
Local Chambers of Commerce
Professional Business Organizations
Florida Restaurant & Lodging Association
Florida Dept. of Agriculture and Consumer Services
Florida Dept. of Business and Professional Regulation
Florida Dept. of Financial Services
Florida Dept. of Revenue
Florida Retail Federation
National Federation of Independent Businesses

I. Introduction

A. Purpose & Scope

1. The purpose of this Emergency Support Function (ESF) #18 is to develop operational concepts to maximize the utilization of locally owned and operated business sector resources in the immediate aftermath of a large scale disaster.
2. To provide timely information to the business community to coordinate activities related to business resumption without the disruption or compromise of any county activities relating to life safety issues.
3. The purpose of this Emergency Support Function (ESF) #18 is to also support Orange County, municipalities, and neighborhood organizations in expediting long term recovery, business and economic recovery from a disaster event as well as re-establish the tourism based economic sector.
4. To assist in providing critical information to neighborhood organizations citizens during disaster situations when transmission of information is limited. This ESF will be responsible for the outreach to homeowner associations, neighborhoods, citizen groups and businesses prior to and after and event or incident.

5. Act as an advocate for the business community and neighborhood organizations.

B. Policies

1. Develop operational procedures and coordination protocols to assess damage and long-term impact to the business community in Orange County.
2. Coordinate with local chambers of commerce and business association to establish operational procedures with locally owned and operated business which will expedite business recovery resumption services.
3. Define policies to expedite post disaster recovery and redevelopment for the private sector.
4. Identify coordination mechanisms to link local businesses to private and public sector sources of financial and recovery solutions.
5. Foster contingency plans for innovative methods of re-supply, distribution, communication, and transport.
6. Developing operational procedures to reach out to neighborhood organizations through direct contact and conduct impact assessment to identify areas in need of response and recovery assistance.

C. Planning Assumptions / Limitations / Resource Limitations

1. Historic indicators predict that sixty percent of small businesses may be expected not to return following a catastrophic disaster.
2. Local businesses provide goods and services that will support disaster response and recovery operations. Prioritizing their use will enhance post disaster community and economic recovery efforts.
3. The tourism industry is a vital sector of economic recovery in Orange County and should receive priority emphasis in economic recovery decision making efforts.
4. Contractors (particularly construction, electrical and waste management contractors) are major contributors to a catastrophic disaster response and recovery effort.
5. The lack of temporary housing or long-term shelters for response and recovery workers can be a serious impediment to post disaster response and recovery efforts.
6. The repair of critical infrastructure and facilities is paramount when establishing normal operations within a community to both the public and private sectors of the economy.
7. An obstacle to a local government trying to sustain its essential services is the reduction in county or city credit ratings. This can affect the local government's bonding capacity and other financial resources, making recovery even more difficult.

II. Organization and Responsibilities

This section identifies the responsibilities for each primary, support, and coordinating agency. Procedures, checklists, and job aids for implementing these responsibilities should be detailed in agency specific Standard Operating Procedures / Guidelines.

A. Orange County Public Safety Office, Consumer Fraud Unit. The primary agency of ESF #18 serves as the Community and Business Unit Leader under the Information and Planning Section. This Unit reports directly to the Information and Planning Section Chief (EOC Operations Desk Manager) / (EOC Supervisor).

1. Lines of Succession: The following is the line of succession of individuals with responsibility for coordination, control, and continuity of ESF #18 during an emergency: Manager of the Consumer Fraud Unit, Division Manager of Neighborhood Services.
2. The Manager of the Consumer Fraud Unit is designated as the primary contact and shall staff the Emergency Operations Center (EOC) upon notification and ensure 24-hour staffing coverage.
3. The Primary Agency's ESF Coordinator will prioritize missions in coordination with (EOC Operations Desk Manager) / (EOC Supervisor) based on life safety, incident stabilization and protection of property for the response to and recovery from the consequences of identified hazards.
4. Annually, review and update SOG, train all personnel to fulfill their assigned responsibilities in accordance with their Standard Operating Procedures/Guidelines and the National Incident Management System.
5. Either once every four years or upon request of the Emergency Management Director, review this ESF Annex and forward revisions to the Orange County Office of Emergency Management.
6. Provide inventory of available vendors by tangible geographical area and identify contracting opportunities and partnerships between the public and private sectors.

B. Orange County Neighborhood Services

1. Upon notification provide representation at the OCEOC and ensure 24-hour staffing.
2. Contact local neighborhood and community organizations to provide preparedness, response, and recovery related information to the general community or district.
3. Provide assistance to various ethnic groups (Hispanic, Haitian, others) to ensure sufficient information flow during the response and recovery phase of the disaster.
4. Work in coordination with 311 to support two way information flow from the community and neighborhood association groups.

C. Orange County Building Division

1. Upon notification provide representation at the OCEOC and ensure 24-hour staffing.
2. Consider the vital post disaster recovery needs of the business community in prioritizing building and construction permit efforts.
3. Provide construction contractors to assist with Search and Rescue efforts.
4. Provide Electrical Contractors to inspect flooded areas post-storm.
5. Serve as liaison to the construction related business community and industry representatives.

D. Housing and Community Development

1. Upon notification provide representation at the OCEOC and ensure 24-hour staffing.
2. Identify areas with vulnerable populations in an effort to direct recovery services.
3. Identify and provide federal funding in support of community recovery efforts.

E. Tourist Development Council

1. Support the post disaster public information and international marketing efforts to revitalize the tourism industry in the post disaster environment.

F. Business Development Division

1. Provide outreach to small business owners and operators helping to identify resources and needs for business resumption.

G. Local Chambers of Commerce

1. Provide liaison and act as an information conduit to reach the business community before, during, and after a disaster to provide preparedness and business resumption information including development of contingency plans for innovative methods of re-supply, distribution, communication, and transport.
2. Provide any additional input for facilitating the resumption of business activities.

H. Professional Business Organizations

1. Provide liaison and act as an information conduit to reach the business community before, during, and after a disaster to provide preparedness and business resumption information including development of contingency plans for innovative methods of re-supply, distribution, communication, transport.

I. Small Business Administration (SBA)

1. Provide loans to businesses post disaster.
2. Identify and distribute information conduits for grant programs available at the federal and state levels to help support business and economic recovery to support member businesses.

J. American Red Cross (ARC)
   1. Conduct business continuity planning outreach efforts.

K. Workforce Florida, Inc.
   1. Provide job training and transition in support of business recovery and resumption efforts.
   2. Identify immediate employment needs.
   3. Provide a pool of available manpower needed for disaster response and recovery needs.

L. US Department of Agriculture
   1. Provide subsidies for agricultural business who have been impacted by a disaster.

M. Florida Restaurant & Lodging Association
   1. Coordinate accommodation resources in support of response and recovery operations.

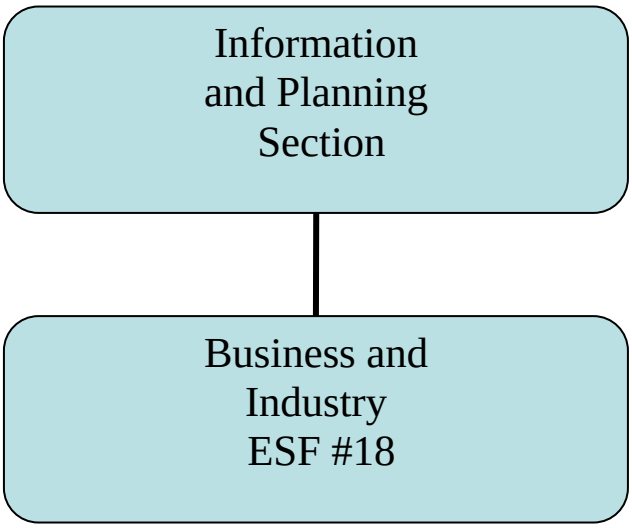
N. Florida Dept. of Agriculture and Consumer Services
   1. Identify needed resources that require

O. Florida Dept. of Business and Professional Regulation
   1. Support response and recovery coordination activities with regulated professions and businesses.

P. Florida Dept. of Financial Services
   1. Support response and recovery coordination activities with the private insurance companies and financial institutions.

Q. Florida Retail Federation
   1. Need to make contact with this group

R. National Federation of Independent Businesses
   1. Need to make contact with this group



III. Concept of Operations

A. General

1. Identify opportunities between the public and private sector which will support business recovery efforts including restocking supplies and reestablishment of supply lines, acquisition of new equipments, restoration of facilities, provide services, and linkage to their existing and/or a new client base in the post disaster environment.
2. Identify and provide information conduits for grant programs available at the federal and state levels to help support business and economic recovery.
3. Coordinate with local economic development organizations and other sources of business damage impact information to determine general business needs and to determine the desire and need of the community to request activation of the Florida Small Business Emergency Bridge Loan Program and/or small business assistance centers and workshops.
4. Provide and coordinate access and reentry in the impacted area for vital business partners in order to conduct damage assessment and evaluating reopening probability.
5. Develop a catastrophic regulatory scheme to put in place including local resource and capability for recovery, renovation, and rebuilding.
6. Create incentives and programs for minimizing business failures, closures, and relocations.
7. Form alliance with the Chamber of Commerce to support business recovery efforts.
8. Build partnership with business community for resource exchange.
9. Support planning, education and outreach programs enabling businesses to prepare for a catastrophic disaster.
10. Assist businesses in developing best practice procedures for employee accountability, post disaster housing alternatives, and employee assistance programs.

11. Develop effective communication method to distribute information to the business community in the post disaster environment working in close coordination with ESF #14.
12. Establish protocols and policies that clearly articulate how to meet required capabilities, fill gaps, and identify resource limitations for the reestablishment of the business sector.
13. Frame business, industry, and economic stabilization planning priorities. Resources for Communications, Food/Water Supplies, Temporary Housing, Medical/Safety Supplies, Animal Supplies / Veterinary Services, Building/Construction Supplies, Fuel / Energy, Financial, Transportation, and Waste Management may be supplied by private businesses.
14. Establish pre-event contracts to allow the private sector to supplement emergency management response and recovery activities.
15. Cross-train private sector businesses to utilize available resources.
16. Develop methods to communicate effectively between EM officials, the business community, neighborhood associations, and the public in general.
17. Engage businesses in the development of Business Continuity Plans (BCPs).
18. Coordination of local, state and federal business assistance is done primarily through networks of local and regional economic, workforce and tourism development partners, as well as business support organizations who determine the most efficient and effective ways to manage the access to these services at the local and regional level.
19. ESF 18 will support the Emergency Operations Center (EOC) local emergency responders through identification and solicitation of resources to meet identified needs.

B. Notification

1. Upon notification of EOC activation, provide appropriate representation to the OCEOC.
2. Implement 24-hour staffing plans and based upon severity of the disaster consider pre-staging personnel and resources.
3. Maintain roster of all support and coordinating agency contact persons, make necessary notifications, activate support agencies as necessary, and maintain ongoing communications to support mission assignments.
4. Notify all support and coordinating agencies to place resources on stand by and activate emergency contracts with vendors.
5. Once personnel arrive at the emergency operations center, activate and log into electronic mission tracking system for ESF #18.

C. Mobilization

1. Assure that incident facilities and NIMS compliant reporting systems are established and maintained, review Standard Operating Procedures (SOP).
2. Notify primary, support and coordinating agencies as to readiness and needs. Establish communication with field personnel, and obtain status reports, notify OCEOC as to the readiness of ESF.

3. Preposition assets and coordinate all Business and Industry support resources to assure maximum support during recovery operations, including transport of essential goods and persons into the impacted area.
4. Perform necessary steps to ensure employees are paid.
5. Implement pre-event services contracts.

D. Response Phase

1. Working in coordination with ESF #18 partner organizations, implement a two way information flow to determine the situation/impact analysis of the impacted area and provide an evaluation of the impact and the identification of resources needed to support response and recovery operations.

E. Short Term Recovery Phase

1. Procedures initiating recovery and mitigation activities may occur simultaneously with the emergency response phase.
2. In conjunction with ESF #3, the Operations Manager and the EOC Manager will prioritize infrastructure restoration priorities to include debris removal from critical transportation system and emergency restoration efforts in support of business recovery efforts.
3. Coordinate ESF #18 status information with ESF #5 for distribution to ESFs in the OCEOC and other responding organizations.
4. Work in cooperation with ESF #16 Law Enforcement and Security to support and communicate reentry priorities with neighborhoods and businesses.

F. Mitigation Requirements

1. All Orange County primary, support, and coordinating agencies will incorporate the evaluation of mitigation initiatives during the damage assessment of resources and facilities.
2. Communicate and coordinate mitigation funding opportunities with the business sector and community organizations.

G. Demobilization

1. Each primary and support agency should assure that necessary operating facilities and reporting systems are deactivated and resources demobilized.
2. Notify the EOC of the ESF #18 status of incident facilities and resources.
3. Schedule debriefing session with all response personnel and monitor physical and mental health in the short term and long-term recovery process.
4. Conduct post event evaluation of response and recovery missions; update plans and procedures as necessary and ensure that representatives of the business and neighborhood groups can provide input to support improvement actions.

IV. Resource and Logistics Management

A. Resource Management Policies:

1. Under a state of emergency, all resources owned by the Board of County Commission can be deployed by the Primary or Support Agency responsible for these resources.
2. The cost of resource deployments is absorbed within existing budgets of each Department and appropriate documents for financial reimbursement must be maintained by each agency as detailed in the financial management section of the Basic Plan.
3. If a federal disaster declaration is issued, the eligible costs associated with response and recovery operations may be reimbursed through Federal Emergency Management Agency reimbursement funds as detailed in the Financial Management Section of the Basic Plan.
4. Resource management objectives will incorporate the following: personnel, equipment, training and exercise, facilities, funding, expert knowledge, materials, and the time frames within which they will be needed; and quantity, response time, capability, limitations, cost, and liability connected with using the involved resources.
5. Mutual Aid: ESF #18 will coordinate for the provision of all mutual aid resources to requesting parties outside of the county upon direction of the Emergency Management Director in accordance with appropriate resource management procedure, available assets, and in accordance with the Statewide Mutual Aid Agreement.

B. Resource Typing

1. Inventory. The primary agency for ESF #18 and each support agency will develop an inventory of internal and external resources in compliance with NIMS resource typing standards as they are developed by FEMA. The goal is to expedite procurement of external resources and assistance.
   a) Personnel: Neighborhood Response Team, Business Recovery Team and others to be determined.
   b) Equipment & Materials: To be determined.
   c) Incident Facilities: To be determined.

C. Training and Exercise

1. Training:
   a) It is the responsibility of each agency or partnerships to assess, develop, and implement a training program for all personnel assigned responsibilities in this ESF.
   b) It is the responsibility of each agency to coordinate and track compliance with NIMS related training.
   c) Each agency must ensure that sufficient personnel are trained to perform their assigned duty on a 24-hour basis and that all key positions have a depth of three persons.
   d) Training must be conducted for public, private, non profit, and volunteer personnel.

2. Exercise:
   a) In coordination with the Orange County Office of Emergency Management, the Primary agency will annually participate in at least one HSEEP compliant drill or exercise to test response and/or recovery responsibilities related to this ESF.
   b) Each ESF will assist in the development, review, and program enhancements outlined in the HSEEP compliant post exercise improvement plan.

D. Vendor Agreements
   1. To be determined

V. References / Authorities

A. Each Orange County Office of Emergency Management Primary and Support Agency is required to develop, coordinate, and implement operational procedures to support their assigned responsibilities. All operations will be conducted under the National Incident Management System and are written using a nationally accepted format. The following agencies have listed their policies and procedures:

1. Orange County Comprehensive Emergency Management Plan (CEMP)

Volusia County

East Central Florida: Volusia County Meeting
Post Disaster Economic Redevelopment Plan
October 24, 2008, Center for Business Excellence

In attendance: Helene Wetherington, Charlie Howell, Rick Moore, Larry LaHue, Rick Fraser, Charlie Craig, and Kevin Kilian.

Rick Moore provided an overview of the PDERP Project, including funding, and history. This project is primarily designed to evaluate strategies for economic redevelopment in the region. Rick reiterated the importance of the overall project to the economy in the region and the need to sustain this effort after the contract is complete.

- The group expressed concerns as to who will staff and fund these initiatives. It was suggested that Embry Riddle students may be good partners. We could engage them to assist in the development process.
- Polk and Flagler Counties are currently part of MyRegion.org and should perhaps be considered as part of this effort in the future.
- Society of Human Resource Management (SHRM) may be another strong partner that Volusia County may wish to consider.
- IT was suggested that future plan revisions should add small business recovery grant program in the business initiatives section. This financial assistance program was developed after TS Faye and is a state initiative.
- The Workforce Development Boards: IT departments for infrastructure as well as Executive Directors already convene on a regular basis. They may have infrastructure in place to support some of these initiatives through servers and the internet.
- The representatives at the meeting will review the annex and determine if any of the annex initiatives should be incorporated.
- The meeting reviewed the objectives and began to evaluate areas were local tasks should be implemented. Rick Moore will work with the other members at the meeting to complete the Task Worksheet by November 4, 2008 and forward it to CGA.

Volusia County
Post Disaster Economic Redevelopment Planning
Task Assignment Worksheet
** All Tasks Should Support Action Matrix in Regional PDERP **

Objective 1: Increase Business Preparedness: Identify gaps weaknesses in business preparedness and continuity planning and develop strategies to improve these weaknesses			
Tasks:	***Status****	***Phase*****	***Responsibility***
1. Offer COOP Training to businesses. Materials are already available.	Not Started	Pre-Disaster	County E.M. with ERAU E.M. program partnership
2. Volusia County Chamber Alliance could conduct training.	On-going	Pre-disaster	County E.M. w/ERAU partnership for program development, Chamber Alliance for Marketing
3. Hotel and Motel Association could conduct training.	On-going	Pre-disaster	County E.M. w/ERAU partnership for program development, Hotel-Motel for marketing
4. Make the internet based training that currently assist applicable to all businesses.	Not started	Pre-disaster	County E.M. with community partners (ATC? HEC?)
5. Improve the Emergency Management website provide business continuity training.	Not started	Pre-Disaster	County E.M. and Community Information Dept.
6. Other Associations (hotel, motel, chambers) could also make the training available on the internet website.	Not started	Pre-Disaster	Seek partnerships
7. Place training on a CD and give it out.	Not Started	Pre-Disaster	County E.M.
8. Update the database of resource contacts and maintain it long term. Who to contact for particular items.	On-going	Pre-Disaster	BOC parnters
9. Form county-wide training "task force" representative off			
Required Resources to Accomplish Objective			
1. Effective delivery of training is essential due to difficult travel budgets.	On-going	Pre-disaster	Public / Private partnership. Colleges have training venues. Look for donated venues within Volusia County
2. Problem: The importance of making disaster preparedness a priority. Push homeland security, hazmat issues, make it all hazards to highlight ongoing importance, wilfires/	On-going	Pre-Disaster	Identify target audiences and customize information use

* Status = Not started, ongoing, or completed.
** Phase = Pre-disaster or post-disaster

			website, internet, and other low cost technologies to raise awareness
3. This needs to be a multiyear strategy…now is not a great time.	On-going	Pre-Disaster	Use "county wide" training committee to develop calendar of topics and delivery dates
4. List of associations will support the effort.	Not Started	Pre-Disaster	Use existing partners to identify and involve new partners
5. Energize "Volusia Prepares Business" to become a vehicle for awareness and delivery of training	On-going	Pre-Disaster	Current BOC and government partners

Objective 2: Damage Assessment Methodology: Establish a standardized methodology to assess physical and economic loss impact of a disaster.			
Tasks:	***Status****	***Phase*****	***Responsible***
1. Do a search for best practices. Are there some models that could be followed for assessing damage.	On-Going	Pre-Disaster	All partners, public and private
2. Developing a tool to assess the damage and tools to collect the data from the businesses.	No-started	Pre-Disaster	Private sector. May partner with HEC
3. Consider developing a questionnaire to be released through whatever mechanisms possible such as through Business Recovery Center and Disaster Recovery Centers, computer and reverse 911.	Not started	Pre-Disaster	Private sector.

Objective 3: Alternate location & resource database: Optimize the use of local business capabilities and resources in the overall disaster recovery process through the development of regional resource database.			
Tasks:	***Status****	***Phase*****	***Responsible***
1. A database currently exists on a server of contact persons. Need to establish a site for redundancy of data and communications for this information.	On-going	Pre-disaster	Private Sector, BOC partners
Required Resources to Accomplish Objective			
1. Important to know about confidentiality of contact information.	Not started	Pre-Disaster	BOC partners

Objective 4: Financial Support: Identify traditional & non-traditional business recovery assistance programs, initiatives, and financial sources to assist businesses.			
Tasks:	***Status****	***Phase*****	***Responsible***
1. No local strategies.			

* Status = Not started, ongoing, or completed.
** Phase = Pre-disaster or post-disaster

Objective 5: Workforce Skills Matching: Develop strategies for overcoming workforce shortages, retaining skilled workers, and employing locals in support of the recovery process			
Tasks:	***Status****	***Phase*****	***Responsible***
1. Strategies already in place.	On-Going. Complete relative to current need	Pre- and Post-Disaster	CBE is lead

Objective 6: Communications Plan: Enhance communication abilities following a disaster through infrastructure agreements and creating communications plans and protocols.			
Tasks:	***Status****	***Phase*****	***Responsible***
1. Identify who all of the players are to support communications including internet providers, communications providers, and other best practices.	Not started	Pre-Disaster	Drive by private sector, with public sector provided suggestions
2. Would it be possible to establish communications hubs, mobile trailers for cellular phones (phones/fax) to contact customers and/or suppliers.	Not started	Pre-Disaster	County E.M. with support from private sector, eventually turning project over to private indsutry
Resources Required to Accomplish Objectives			
1. List of related companies and service providers	Not started	Pre-Disaster	County E.M. and private sector

Objective 7: Unified Marketing Strategy: Develop regional, unified marketing strategy & determine funding method for financing a unified campaign.			
Tasks:	***Status****	***Phase*****	***Responsible***
1. Support the region.	Not started	Pre-disaster	Coordination by RPC, supported by private sector in each county

Add Flagler and Polk. There are a total of 4 regional workforce boards. If these workforce board set up BOCs then that would accomplish the connectivity.

* Status = Not started, ongoing, or completed.
** Phase = Pre-disaster or post-disaster

Emergency Support Function #18, Business and Industry

LEAD AGENCY: **Daytona Beach and Halifax Area Chambers of Commerce**

SUPPORT AGENCIES:
All Volusia County Chambers of Commerce
Hotel/Motel Association
Volusia Manufacturers Assn. (VMA)
Volusia County Association for Responsible Development (VCARD)
Volusia County Convention and Visitors Bureau
Volusia County Board of Realtors
Volusia County Department of Economic Development

I. INTRODUCTION

A. Purpose

The purpose of Volusia County Emergency Support Function #18, "Business and Industry" (ESF 18) is to define the policies and procedures that will be used to coordinate the involvement of local businesses and industries with the emergency response and disaster recovery efforts of the county and its municipalities. These policies and procedures will guide the efforts to provide support to local businesses and industries impacted by a disaster event, to obtain and utilize donated goods and services provided by businesses and industries unaffected by the event, and to provide support to the economic recovery of the impacted communities.

B. Scope

The ability of the local community to fully recover from a major disaster requires cooperation and coordination between citizens, members of business and industry, and local government agencies. ESF 18 provides for an organized approach to ensure that the needs and interests of impacted businesses and industries are adequately considered in local government emergency response and disaster recovery operations, and that disaster assistance and services available to impacted businesses can be effectively accessed. ESF 18 also addresses procedures to solicit, utilize and distribute donated goods and services available from businesses and industries.

ESF 18 does not address private sector disaster recovery procedures that are likely to be implemented by individual businesses and industries, such as filing insurance claims and contracting with private disaster recovery services.

C. Policies

Implementation of this ESF will be guided by the following policies:

1. Volusia County government recognizes the integral role of businesses and industries in the welfare of the community and the necessity of their involvement in emergency response and disaster recovery operations at the time of a disaster. Therefore, the needs of impacted or potentially impacted businesses and industries will be considered in the planning and implementation of relevant county and municipal emergency operations through participation in the Manager's Advisory Group.

2. Within the limits of available resources and legal requirements, assistance and support will be provided to businesses and industries impacted by disaster events in order to minimize the adverse economic and employment effects on the community as a whole.

3. Through this ESF, assistance will be provided to, and suitable donations accepted from, any business and industry regardless of the status of their affiliation with any one of the designated lead or support agencies.

4. To facilitate the full recovery of impacted communities to normalcy after a disaster, Volusia County will endeavor to ensure that applicable state and federal disaster assistance programs are made available for impacted local businesses, and will strive to facilitate access to and delivery of those programs.

D. Planning Assumptions

This ESF has been prepared for implementation based on the following assumptions:

1. A major disaster event can have substantial physical and operational impacted on businesses and industries of all

types that are located in the area at risk or derive income from the population within the area at risk.

2. The services, products, employment and revenue provided by businesses and industries to the surrounding community are of vital importance to the community's welfare. Disaster-related impacts to businesses and industries can further exacerbate the impact of the event on the community as a whole, and full recovery of impacted businesses and industry is necessary for the full recovery of the impacted community.

3. Small businesses without regional or national affiliations or support mechanisms, as well as without adequate insurance, are typically more vulnerable to the impacts of disasters. Such small businesses are likely to need additional assistance, guidance and support during emergency response and disaster recovery time periods to minimize the potential for their failure as a result of the disaster event.

4. In the aftermath of a disaster, damage to the community's infrastructure and communications networks can have harmful economic effects to businesses both within and outside of the impacted areas, and are not within the capability of an individual business owner to repair or replace. Temporary actions to prevent business failures while such facilities and services are restored to normal are likely to be necessary.

5. Local, regional and national businesses can and will provide donated goods and services that will be valuable to the emergency response and disaster recovery efforts of Volusia County and its municipalities. To effectively utilize such donations, procedures to do so must be incorporated into the other response and recovery operations conducted by the County.

II. CONCEPT OF OPERATIONS

A. General

1. The designated lead agency for ESF 18 is the Daytona Beach and Halifax Area Chamber of Commerce, who are supported by other associations representing the local businesses and industries of Volusia County. In this capacity, information and expertise available to the lead and support agencies will be incorporated into the operations conducted

by other county ESFs to improve and facilitate the services and support available to the affected businesses and industries.

2. ESF 18 will staff a workstation at the County EOC and implement defined procedures and actions to initiate and/or coordinate operations by state, county and municipal agencies to address the needs and requests of involved businesses. ESF 18 will also solicit the donation of goods and services from businesses and industries needed to support response and recovery operations.

3. As and when indicated, ESF 18 may activate and staff facilities and locations outside of the County EOC that are needed to provide services and support to the involved businesses and industries.

4. Goods and services donated by businesses and industries will be solicited and obtained by ESF 18, while their receipt, warehousing and distribution to impacted individuals and organizations will be managed through **ESF 15, "Volunteers and Donations."**

B. Organization

1. The President of the Daytona Beach and Halifax Area Chamber of Commerce, or a designated representative, will serve as the ESF 18 leader. Each of the supporting organizations will designate one or more individuals to serve as staff to ESF 18 and to support its operations when needed.

2. The lead agency will staff the ESF 18 workstation at the County EOC as necessary for the duration of the activation of this ESF. When needed, additional personnel from the lead and/or support agencies will be mobilized to the County EOC to support operations.

3. Field locations and facilities established by ESF 18 will be staff by members of the lead or support agencies, or when indicated, by personnel mobilized through other County ESFs. The lead and support agencies may also conduct operations from their normal business locations, when this is feasible to do so. In all cases, ESF 18 operations outside of the County EOC will maintain continuing communication and

coordination with the lead agency staff at the ESF 18 workstation.

C. Notification

1. The lead agency representative or other contact person will be notified of the need to activate ESF 18 by the Volusia County Emergency Management Division. Upon notification, the lead agency representative will report to the County EOC and establish the ESF 18 workstation.

2. The lead agency representative will notify support agencies of the activation of ESF 18. If indicated by the type, magnitude or predicted duration of the event, the support agencies will be requested to mobilize personnel to the County EOC or to remain on standby to provide support.

3. The lead agency staff will notify the County Emergency Management Division and **other activated County ESFs** when ESF 18 is prepared for operations.

4. ESF 18 will notify the State Chamber of Commerce of the activation of Volusia County ESF 18 and determine the support and assistance that may be available from this organization. If indicated by the likely magnitude of the event, ESF 18 will also notify chambers of commerce and other business interest associations in adjacent counties of the activation and to determine the support and assistance that may be available through these organizations.

III. EMERGENCY SUPPORT FUNCTIONS

A. Response

1. Initial Actions

   a. The lead agency will staff the ESF 18 workstation at the County EOC and receive a briefing regarding the emergency event and the likely roles and responsibilities of ESF 18.

   b. Dedicate or install a dedicated telephone number at the ESF 18 workstation (the “EOC Business Hotline”) for responding to inquires for advice and assistance from businesses and industries impacted by the

event. Request assistance from **ESF 2, "Communications,"** if necessary, for installation of the line. Work with **ESF 14** to prepare a media release providing the telephone number of the Business Hotline and request distribution. (The media release should specify that the number is for business owners and operators only. Inquiries from the general public should be directed to the ESF 14 public telephone number.)

c. In the event an evacuation or shelter-in-place protective action for the public will occur, ESF 18 will immediately take the following initial actions:

(1) Advise the County Emergency Management Division and the Manager's Advisory Group on the number and types of businesses in the area to be evacuated, the timing of the evacuation, and any problems with compliance or implementation likely to arise.

(2) Through the Hotel/Motel Association and the assistance of other support agencies, contact as many hotels and motels within the protected area as feasible, advise of the protective action, and emphasize the need for staff and guests to comply promptly. Provide the telephone number for business inquiries if problems arise.

(3) Through the Volusia Manufacturer's Association and the assistance of other support agencies, notify any large employers or other manufacturers in the protected area, advise of the protective action, and emphasize the need for staff and employees to comply promptly. Provide the telephone number for business inquiries if problems arise.

(4) Respond to inquiries made to the business hotline for assistance in implementing the protective action. As indicated, request assistance from **other County ESFs** to resolve critical problems in protective action implementation.

d. Identify the general number and types of business and industrial facilities located in the area of impact; Anticipate the needs for assistance for businesses and industries, and their employees

e. Advise the Emergency Management Division and/or the Manager's Advisory Group regarding any initial critical issues of concern regarding the event's impact on business and industries

f. Review and update lists of businesses and industries outside of the area of impact that could donate needed services or goods; Establish coordination with **ESF 15, "Volunteers and Donations,"** to plan subsequent contacts.

2. Continuing Actions

a. Participate in County EOC briefings and provide input to the Manager's Advisory Group regarding issues and problems affecting business and industry

b. Continue to respond to inquiries made to the business hotline and when needed, request the assistance of other County ESFs to provide support services for protection of life and property.

c. Through **ESF 5**, monitor progress in the implementation of the evacuation or shelter-in-place action. Advise the Emergency Management Division and the EOC Policy Group regarding business and industry issues involved in termination of the protective action. With the cooperation of other County ESFs, consider taking actions including but not limited to the following:

(1) For sheltering-in-place protective actions:

Contact hotels, motels and larger employers to advise of the termination of the sheltering-in-place action and the steps to be taken; Obtain information on any problems or resource issues.

(2) For evacuation protective actions:

(a) Advise the Emergency Management Division and the EOC Policy Group on the need for early reentry for selected categories of business owners, operators and critical employees.

(b) Work with **ESF 16, "Law Enforcement,"** to implement a process to allow early reentry for critical businesses, industries and groups, including:

- Insurance adjusters and inspectors,
- Owners, operators and key employees of essential businesses, e.g., medical facilities, food and drug stores, etc.
- Disaster recovery contractors for temporary repairs or to prevent further damage

d. Advise **ESF 13** regarding critical businesses and industries that should be considered during inspections by the State of Florida Rapid Impact Assessment Team(s) if deployed to Volusia County.

e. Coordinate with **ESF 19, "Damage Assessment,"** regarding inspections of damaged businesses and industries; Request and obtain information regarding the type and extent of damages to businesses and to the roadway network

f. Coordinate with **ESF 12, "Energy"** regarding the extent and duration of loss of power, water, sewage service and other utilities needed for businesses to reopen.

g. Consult with and advise the Emergency Management Division, the Manager's Advisory Group and the Emergency Powers Advisory Council, if convened, regarding the need for business closures, curfews, priority utility restoration, etc. for the area impacted.

h. Work with **ESF 15** to identify needs for donated goods and services and determine their likely availability from businesses and industries; Accept referred calls to **ESF 15** from businesses regarding donations.

i. Initiate contacts to solicit the necessary donations of services and materials from businesses; When indicated, request the cooperation of the State Chamber of Commerce in soliciting donations from businesses nationally, if needed.

j. Develop an inventory of offered donations available from businesses and industry; Review inventory to identify specific services or goods of value to impacted businesses. Provide the inventory to ESF 15 and update the inventory as new offers of donations are received.

k. When requested by ESF 15, contact identified donors and request specific donations of goods and services from businesses; Coordinate with ESF 15 to arrange delivery of donations using the transportation, warehousing, and distribution operations established by ESF 15.

l. Maintain an inventory of donated services and materials that are specific useful to businesses impacted by the event, e.g., data recovery, environmental cleanup, etc. Utilize this list to respond to requests for assistance received over the business hotline.

C. Recovery

During recovery operations, the organizational structure of the lead and support agencies will remain the same as that utilized for response operations, unless unexpected conditions require modifications. Actions by the recovery organization for this ESF will be as follows:

1. Initial Actions

a. If needed, provide input to the EOC Policy Group and the Emergency Powers Advisory Council regarding actions in the impacted neighborhoods to continue to protect damaged businesses and industries, e.g., curfews, security, etc.

b. Continue to respond to requests received through the business hotline for assistance and advice.

c. Work with County ESFs to facilitate actions by business owners and operators to begin the recovery process and reopen businesses, including but not limited to the following:

(1) **ESF 16** - access for insurance adjusters, business recovery contractors and critical employees, as well as security concerns

(2) **ESF 10** - assistance with hazardous materials accidents caused by the disaster event

(3) **ESF 3** - assistance with debris clearance of public rights of way when interfering with access to business establishments

(4) **ESF 12** - to obtain information and coordination regarding the timing and priority for utility and power restoration and business re-openings

(5) **ESF 5** and **ESF 14** - distribution of public information regarding disaster related-damages, the schedule for reopening of roadways, restoration of power, etc.

d. Consult with the County Emergency Management Division, as well as state and federal agencies regarding disaster assistance pro-

grams. Obtain information regarding specific programs available to impacted businesses for the event, e.g., Small Business Administration loans, state grants, etc. and how to access them. Prepare informational advisories on available assistance and distribute through ESF 14 and to business hotline callers.

e. Support county efforts to estimate the economic losses that will result from the event through the following operations:

(1) Work with **ESF 19, "Damage Assessment,"** to identify business and industrial facilities or systems that experienced physical damage;

(2) Contact impacted businesses to obtain information regarding estimated structure and contents losses due to physical impacts

(3) Work with **ESFs 3** and **12** to estimate the extent and duration of utility and infrastructure outage and predict the operational economic and employment losses to businesses required to remain closed.

(4) Compile information on the costs of physical damage and forced closures by impacted businesses and industries

(5) Provide compiled information to **ESFs 5** and **19** and the County Emergency Management Division; Update as needed.

f. Based on the number and types of businesses impacted and the expected duration of local recovery operations, and if indicated as needed to prevent otherwise avoidable business failures, ESF 18 would establish a "County Small Business Support Center." Such centers would enable small business owners to

undertake short-term actions necessary to address immediate business continuity concerns, e.g., invoicing and banking, customer and supplier contacts, etc., until normal places of business become serviceable. To do so, ESF 18 will request the assistance of other County ESFs to complete the following actions:

(1) Obtain authorization from the Manager's Advisory Group to establish one or more County Small Business Support Centers in or near damaged business district(s).

(2) Request **ESF 7** and **ESF 15** to assist with securing undamaged facilities for use as the center. ESFs 7 and 15 would also assist by leasing or borrowing basic office equipment to assist small business owners, e.g., office furniture, personal computers, photocopiers, etc. as well as to provide basic sanitary services, e.g., bottled water, portable toilets, etc.

(3) Request **ESF 12** to provide a portable generator to ensure electrical power for the center.

(4) Request **ESF 2** to equip the facility with telephone and internet capabilities.

(5) ESF 18, with the assistance of the Emergency Management Division, the Florida Department of Community Affairs, and donated services from businesses, would provide technical experts at the center to advise small business owners on actions to minimize business failures as a result of the event.

g. Develop a list of qualified contractors, vendors, suppliers, etc., for distribution to impacted business owners to expedite repairs and business resumption, while minimizing fraud and price gouging involved in repairs.

2. Continuing Actions

a. Assist the Emergency Management Division and County **ESFs 5** and **19** in compiling information on the cost of the physical and operational damages to impacted businesses and industries in the county.

b. Support county efforts through a state and/or federal Disaster Field Office (DFO) established for Volusia County to facilitate delivery of disaster assistance to impacted businesses. Provide information to impacted businesses regarding loans from the Small Business Administration and Farmer's Home Administration, as well as Disaster Unemployment Insurance available for displaced workers of impacted businesses.

c. If indicated by the characteristics of the event and the pace of economic recovery in its aftermath, with the support of **ESF 14**, develop and implement a public information program to stimulate tourism and other business activities in the county.

d. As long as warranted by conditions during the recovery period, continue to staff and operate any of the following activated business support services:

(1) The ESF 18 workstation at the County EOC

(2) The business hotline to respond to disaster-related recovery questions and problems of the impacted businesses

(3) Continue to work with ESF 15 to coordinate the donation of goods and services by business and industry and their subsequent distribution.

(4) The "County Small Business Support Center(s)"

C. Coordination

1. The lead agency will coordinate operations for ESF 18 from a workstation established in the County EOC. From this location, the lead agency will maintain coordination and communication with support agencies, other County ESFs, the Emergency Management Division, and the Manager's Advisory Group.

2. Close coordination between ESF 18 and ESF 15 will be necessary to ensure the effective solicitation and management of donated goods and services from the business community. In this coordination, ESF 15 will take the lead to define the donations needed and to manage them upon their receipt.

3. If needed, the lead agency will coordinate with the State Chamber of Commerce to obtain donations, assistance and support from businesses and industries outside of Volusia County.

IV. RESPONSIBILITIES

A. Staffing

1. General Staffing Responsibilities

   a. Lead and support agencies will have and maintain appropriate listings of agency staff to call for performing response activities.

   b. Response personnel will be available 24 hours a day, seven days a week; 12-hour shifts will be established for the duration of ESF activation if necessary to maintain an adequate level of operations.

2. Staffing requirements within the County EOC will vary but will require a minimum of one individual representing the lead agency to be on duty throughout the activation of the ESF. Additional personnel from the lead or support agencies will be assigned to staff ESF 18 at the County EOC as

required to ensure 24-hour per day operations when necessary.

3. Other locations established by ESF 18, e.g., a “County Small Business Support Center”, will be staffed as directed by the lead agency. Staffing could include personnel from the lead or support agency, contracted personnel, and/or volunteers.

4. The lead and support agencies will serve as a “Business Alliance” to provide coordinated input to County and municipal emergency response and disaster recovery operations. In doing so, each of the lead and support agencies is expected to coordinate information flow to and from their constituency, and to represent their interests to the lead agency for input to the policy and operational decision-making by the Manager’s Advisory Group and the County Emergency Management Division.

B. Lead Agency

The lead agency will have the following responsibilities:

1. Development and maintenance of the necessary operational procedures, databases, inventories, etc. needed for effective implementation of ESF 18. The lead agency will, as indicated, ensure that inventories and databases are available within the EOC to support response operations.

2. Guiding and assisting support agencies to develop the necessary operational procedures, databases, inventories, etc. to ensure their ability to implement their responsibilities under this ESF.

3. Notification, activation and mobilization of the personnel from the lead and support agencies that are assigned to this ESF, when needed.

4. Coordination of all support agency actions in performance of operations conducted by this ESF, as well as coordination with other County ESFs providing support to ESF 18 operations

5. With the assistance of the Volusia County Emergency Management Division, provide training and exercise opportuni-

ties for lead and support agency staff to become familiar with the implementation of this ESF.

6. Implementation of ESF 18 operations during emergency response and disaster recovery periods, through coordination of personnel, services and resources provided by support agencies and through **other county ESFs**, to include the following:

   a. Activation of the ESF and notification and mobilization of support agencies. Maintain private sector night time contact list of major businesses.

   b. Activating and staffing needed ESF 18 operations, including the business hotline and the County Small Business Support Center. Establish inventory of available private sector resources.

   c. Facilitating business and industry involvement with protective actions.

   d. Responding to requests for assistance and advice from impacted businesses.

   e. Obtaining and utilizing input from the support agencies regarding ESF 18 operations.

   f. Advising the Emergency Management Division, the EOC Policy Group and other County ESFs on the disaster-related needs and issues for involved businesses and industry.

   g. Soliciting donated goods and services from business and industry and integrating the donations with those managed by **ESF 15.**

   h. Deactivating ESF 18 operations and demobilizing personnel.

C. Support Agencies

Support agencies will have the following responsibilities:

a. Participate in training and exercise opportunities to ensure agency personnel are familiar with their responsibilities under this ESF.

b. Maintain as current inventories, databases, personnel rosters needed to mobilize staff and equipment for supporting the operations required by this ESF.

c. Support operations of ESF 18 during its activation through such actions as:

(1) Deploying agency representatives to the County EOC or other locations as requested by the lead agency

(2) Responding to requests from the lead agency for assistance and support of ESF 18 operations

(3) Coordinating with their own and related constituency groups to obtain information and input to county operations, to solicit donations, to identify problems and issues related to the disaster, and to gain support and cooperation with other ESF 18 operations

(4) Assisting the lead agency by providing information and data for the preparation of reports, summaries, briefings and critiques.

D. Resource Requirement/Limitations

The lead agency, in cooperation with support agencies, will maintain the capability to implement ESF 18. Resource requirements provided by the lead and support agencies are expected to be for staffing the ESF's positions and functions, as well as lists and information regarding Volusia County's business community that may be necessary to support emergency response and disaster recovery information.

The County will provide the necessary space and communications equipment in the County EOC to support operations of the ESF 18 workstation. Other resource requirements for ESF 18 operations will either be donated, or will be procured through **County ESF 7**.

E. Operational Reports

1. ESF 18 situation reports (SITREPs) will be prepared and distributed by the lead agency as requested by the Volusia County Emergency Management Division and/or **County ESF 5**. Support agencies actively engaged in ESF 18 operations will receive a copy of the ESF 18 SITREPs.

2. When necessary, support agencies will provide daily "status reports" on their support of their assigned ESF 18 functions. These reports will include any anticipated problems or deficiencies in supporting the mission.

3. The lead agency will maintain a list or inventory of goods and services offered for donation by the business community, and, through **ESF 15**, will periodically report on the types and quantities of donated materials and services available.

4. Other status reports and operational briefings will also be routinely presented during County EOC coordination meetings.

F. Financial Management

1. Each agency or organization involved with operations under this emergency support function will draw upon their own financial resources as needed to support their responsibilities in disaster operations. Personnel from the lead and support agencies for ESF 18 will serve as volunteers to the county, and the county will not incur a responsibility to pay for the time and services of the staff members of ESF 18.

2. The County will provide reimbursement for eligible out-of-pocket expenses for operations of ESF 18 during major disasters. Generally, however, the purchase or rental of facilities, services, equipment or materials for ESF 18 operations will be done by **County ESF 7**. The County will then be responsible for obtaining reimbursement for these expenses from state or federal disaster relief programs, as applicable.

3. Each location established by this ESF, such as the EOC workstation or other operational centers, will track personnel time, costs and expenditures as directed by the lead agency.

Osceola County

East Central Florida: Osceola County

Post Disaster Economic Redevelopment Plan Meeting

October 23, 2008

Attendees: Maria Tomasis, Economic Development Department and Assistant County Administrator, Karen , Karen Huthings, Convention and Visitor's Bureau, Pedro Carrasquillo, Emergency Management Specialist. (Pedro Carrasquillo will provide additional information on list of attendees)

Not present: Andy Bateman, Agricultural services.

Summary

- David Casto provided an overview of the county's history with economic redevelopment in the post disaster environment and introduced the consultant Calvin, Giordano and Associates. The consultant was hired to support the regional economic redevelopment plan. Today they have offered to assist Osceola County in the long term implementation of a Business and Industry Emergency Support Function to help guide the long term recovery process.
- Business and Industry Emergency Support Function is not ESF 18 in Osceola County but ESF 19. The Primary Agency is the Economic Development Department for Osceola County. The Lead Agency recently developed a detailed timeline/time delineation schedule which will guide the development of the ESF Annex and supporting documents. It already delineates actions which will be taken in the pre and post disaster environment.
- Support Agencies: Additional supporting agencies should be approached for collaboration with this effort in Osceola County. Convention and Visitor's Bureau, Workforce Development Board, Chambers of Commerce, small business development center, folks from the partner forum representatives, Osceola Resort Area Council.
- The county is seeking to establish its own Business Operations Center. They will operate from the Economic Development Department Building because there is insufficient space in the EOC. An ESF 19 representative will remain at the EOC to coordinate with the business EOC. The Business EOC should ensure some level of redundancy at the building and wind loading capability (i.e. Osceola HP).
- Action Items:
    - Identify staging areas for points of distribution.
    - Coordination of information for reopening of hotels and the utilization of local resources; reestablishing water and electrical service.
    - Monitoring price gouging
- The attendees expressed a desire to know who is on the regional CEDS Technical Committee before providing official support of the regional effort. They expressed some concern over unsuccessful regional efforts in the central Florida region.

- An alternative regional committee strategy was recommended which would be made up of one representative from each county Emergency Management agency as well as the Business and Industry ESF.
- **Objective 1**: The small business development centers provide training to their members. The convention and business bureau is going to develop tools and provide them to increase their business. They will also be having monthly seminars and could provide a disaster preparedness panel and also bring in the small business chambers. Toolkits are available for business preparedness. Chambers of Commerce breakfast meetings also may provide brochures and announce website links at their meetings.
- **Objective 2**: Damage Assessment Data. They will meet with the property appraisers to ascertain what they currently do for the business sector following a disaster. The lead agency monitors large employers and manufacturing companies in the county. The group stated that no additional actions are needed to determine the impact of the disaster on the economic sector because the property appraiser already fully conducts this assessment process.
- **Objective 4**: Work with financial institutions to establish a system for pre-qualfication. Group stated that there is an organization that is undertaking this issue. The county may want to meet with banks to ensure standardization with the state's form for credit applicants.
- Reentry: The Business and Industry ESF may be able to identify opportunities such as refueling and manufacturing that support the reentry process. This can support coordination efforts with hotels to ensure that they have fuel, amenities, power to expedite the ability to reopen for business. Also need to work with building code and building inspectors to ensure hotels safe.
- Pedro Carrasquillo from Emergency Management offered to continue to detail the tasks in the worksheet s and forward the completed tasks to CGA by November 6, 2008.

Seminole County

Seminole County Emergency Support Function #18

BUSINESS AND INDUSTRY

Primary Agency

Seminole County Economic Development Department

Support Agencies

Seminole County Chamber of Commerce
Seminole Hotel Associations
Local Businesses
Law Enforcement
Small Business Development Center

I. INTRODUCTION

A. Purpose

The purpose of Emergency Support Function (ESF#18), Business and Industry, is to assist in providing critical information to neighborhood businesses and various industries throughout the community during emergency events. ESF 18 will be responsible for the outreach to local business owners prior to and after an event or incident.

B. Scope

ESF #18 plans, coordinates and assists in recovery support to the private section, the county and local government. This ESF will assist in the coordination of the reentry and recovery process for business and industry. This will act as liaison to the business community and work with the local business alliances and ESF16, Law Enforcement to develop procedures for providing access to business to perform damage assessment and business continuity activities.

II. POLICIES

A. In the wake of a major disaster or catastrophe, the assets and personnel available to ESF #18 will be used to complete those responsibilities assigned to the emergency support function in assisting business and industry in a disaster. These responsibilities include access to timely information; re-entry procedures into an affected area to assess damage and assist in the recovery.

B. The Economic Development Department is designated as the Lead Agency for this Emergency Support Function and will coordinate all activities of this ESF. As the Lead Agency it is responsible for the following activities of this ESF:

- Notification, activation and mobilization of all agencies assigned to the ESF.

- Organization, assignment and staffing of all facilities at which this ESF is required to be located.

- Coordination of all support agency actions in performance of missions assigned to this ESF.

- Coordination with ESF #16, Law Enforcement to develop procedures for business and industry to re-enter an affected area to perform damage assessment and determine the capability to resume business.

- Coordination with ESF #14, Community Information and ESF #5 Information and Planning to ensure that business and industry have access to timely information pre and post event.

- Assisting in aiding the business and industry recovery process.

- Coordination with the Emergency Management division to provide appropriate training to the business and industrial community regarding emergency management preparedness and contingency planning.

- Coordination with ESF #15, Volunteers/Donations. Some businesses have volunteer groups that will move into a community immediately after a disaster. This ESF will work with ESF #15, Volunteers and Donations, to make sure there is a coordinated effort between volunteers in the business community and non-profits.

III. SITUATION

A. Disaster Conditions

Extensive property damage will occur following a major or catastrophic event. Many businesses and major industries and commercial enterprises will be damaged or destroyed. Damage may be sustained by a business or industry that would render it inoperative. However, a business may be located in a major or catastrophic disaster area that may have sustained minimal or no structural damage.

It is important that the owners and managers of business and industry be able to assess the damage and prevent further damage and destruction as soon as possible. Disaster assistance must begin immediately.

B. Planning Assumptions

1. It is important that the business and industrial community re-establish normalcy as soon as possible in order to deliver goods and services to the population and to return the workforce to employment.

2. It is assumed that some business may sustain substantial damage or destruction while others may sustain minimal or no destruction.

3. There will be areas in which a law enforcement perimeter will be established to limit access to the area.

4. No business and industry owners or representatives will be allowed to enter an area where public safety officials have determined there is an immediate life-threatening problem.

5. Business and industry owners or representatives will want to assess the damage to their businesses as soon as feasible.

6. Re-entry to the area should be orderly and systematic.

7. Individuals allowed to re-enter an area deemed hazardous, shall wear appropriate protective clothing, and follow appropriate safety and health rules.

IV. CONCEPT OF OPERATIONS

A. General

1. During declared states of local emergency, the primary agency of this ESF is responsible for implementing its functions. A representative of the primary agency will be available in the EOC during activation to respond to requests for support submitted to this ESF. This person will staff the work station assigned to this ESF in the EOC and will identify which support agencies for the ESF are required, and take steps to assure that support agencies are activated or on alert as appropriate.

2. ESF #18 will coordinate activities to initiate communications between the business and industrial community regarding the county actions. ESF #18 will facilitate the coordination of staging areas and re-entry process with the business and industrial community as well as all appropriate ESFs.

3. Any municipal Chamber of Commerce or local business alliance that functions as ESF #18 for a municipality will coordinate directly with ESF #18 representative in the EOC for coordination and implementation of operations, for resources and for support.

B. Organization

1. As the ESF #18 primary agency, Business and Industry, will provide direction in all matters related to response and recovery to business and industry. The primary agency shall develop an organizational structure for directing, planning, implementing, and monitoring mission assignments from Seminole County according to the ESF #18 concept.

2. This ESF will cooperate with local, state, and federal agencies in coordinating damage assessments. This ESF will forward requests for assistance to the appropriate agencies.

3. The support agencies are assigned to ESF #18, Business and Industry, to support the recovery and restoration of the business and industrial community after a disaster or catastrophe.

C. Notification

1. The ESF #18 will be notified through the standard emergency notification process in the event of a potential threat or actual disaster.

2. The primary agency, Economic Development, will notify their municipal counterparts as well as Chambers of Commerce and business alliances.

3. The primary form of communications between the primary agency and support agencies will be through fax machines, landlines, cellular phones and the emergency event notification system. Businesses will be encouraged to have at least two trusted servants as representatives for the business on the notification system.

D. Response Actions

Initial Response Actions

a. Initiate and maintain a communications network with the support agencies and business and industrial community.

b. ESF #18 will monitor the situation and ensure that communications access is available, if at all possible.

c. Coordinate all activities to ensure that staging for the re-entry into an area is possible.

E. Recovery Actions

1. ESF #18 will coordinate with Emergency Management, Fire and Law Enforcement officials for the re-entry of the business and industrial community into a hazardous area after it has been determined that there is no immediate life threatening problems.

2. ESF #18 will coordinate the information received from the business and industrial community as to the damage and destruction.

3. ESF #18 will continue to provide timely and accurate information to the business and industrial community.

4. ESF #18 will coordinate assistance so that business and industry may obtain normalcy as soon as possible.

V. RESPONSIBILITIES

A. Responsibilities of the Primary Agencies

1. The Economic Development Department is responsible for leading ESF #18 efforts. This includes the coordination of the support agencies.

2. Throughout the year, the lead agency for ESF #18 will coordinate educational programs with the Division of Emergency Management. These programs will provide support agencies with information on how to be disaster resilient and what procedures to follow in a disaster if their business or industry is in an evacuation area.

3. Coordinate, with support agencies, in prioritizing needs.

4. Assist in coordination of business and industry response, recovery and restoration efforts.

5. ESF #18 will be the focal point for all business related communications before, during and after an emergency event.

B. Responsibilities of Support Agencies

1. General Responsibilities

a. Report to County EOC, as directed by the primary agency, as appropriate.

b. Will be responsible for staffing the EOC 24 hours a day during a Level 1 activation. Continuity of Operations guidelines should be followed to provide seamless management of resources.

Lake County

Brevard County