

Division of Emergency Management STRATEGIC PLAN 2007–2008



STRATEGIC PLAN 2007–2008

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SEMINOLE COUNTY
FLORIDA'S NATURAL CHOICE



Seminole County Assumptions

- Government Closure
 - Seminole County Public Schools
 - Seminole Community College
 - Seminole County Court House
 - Consolidated Seminole County Jail
- Operating on 90% Effectiveness

MISSION / VISION

Statement

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MISSION

Provide a resilient emergency management structure to improve the quality of life in the community through mitigation, preparedness, response and recovery.

VISION

To be the premier emergency management program in the State of Florida recognized for providing service exceeding expectations.



Executive Summary

In October 2006, Seminole County Division of Emergency Management embarked on a process to develop a 2-year comprehensive strategic plan. The first step was to revisit and update the Division's Mission and Vision Statement. This Strategic Plan is designed to determine the Division's direction and to focus

organizational efforts to achieve the Mission and Vision. The plan endeavors to set a road map for the next two years that includes goals and objectives that reflect the overall Mission and Vision of Seminole County by enhancing the community's resiliency to disaster and quality of life as well.

The Division of Emergency Management is responsible for performing technical work in the development, implementation, and management of County-wide disaster prevention, preparedness, response, recovery, mitigation and risk reduction. To accomplish this task, the Division develops and maintains the following documents:



Comprehensive Emergency Management Plan (CEMP) is mandated by *Florida Statute Chapter 252 (Florida Emergency Management Act)*. This Plan establishes a framework through which Seminole County prepares for, responds to, recovers from, and mitigates the impacts of a wide variety of disasters that could adversely affect the health, safety and/or general welfare of the residents of the County. The Plan provides guidance to local officials on procedures, organization, and responsibilities, as well as provides for an integrated and coordinated local, state and federal response.



Continuity of Operations Plan

(COOP) has been a part of government operations since at least the Cold War. President Eisenhower provided, by executive order, various measures which were designed to ensure that the government of the United States would be able to continue operations in the event of nuclear war. Today, there are many threats on the United States and local government must continue to function. The COOP explains how Seminole County will continue to operate regardless of the type of disaster.

Local Mitigation Strategy (LMS)

was a State of Florida initiative implemented to help reduce the spiraling costs of disasters. In 2000, the Federal Government passed the *Disaster Mitigation Act of 2000* that requires local communities across the country to formally create a LMS similar in concept to what the State of Florida created in 1998. The LMS identifies specific hazards, man-made, natural, and technological, that could negatively impact Seminole County, and as such, creates a strategy to try to minimize damage to property against all hazards.

The Emergency Operations Center

is coordinated by Seminole County Emergency Management. The Emergency Operations Center is a multi-agency coordination center. County, municipal, state, federal and non-governmental organizations come to this center to coordinate response to major emergencies or major pre-planned events.

The Division of Emergency Management provides County-wide planning, training and exercises in order to be prepared for local and state emergencies and incidents of national significance. Training activities include managing emergency operations to ensure cohesive response to disaster situations. Additionally, Emergency Management is responsible for the development and maintenance of operational-specific plans that include evacuation, sheltering, agency roles and responsibilities as well as a Terrorism Annex.



The Emergency Operations Center serves as a multi-agency coordination center during major emergencies, exercises and pre-planned events.



Summary

5 OF STRATEGIC GOALS

- Enhance Multi-Agency Coordination System (MACS) with addition of redundant infrastructure and improved technology.
- Continue to embrace the tenets of the National Incident Management System (NIMS) to assure County-wide compliance through planning, training, and exercise efforts.
- Improve multi-agency training and exercise efforts to add additional reliability and redundancy to the County's overall ability to respond to the needs of citizens.
- Build new and further develop existing partnerships with business, industry and non-profit organizations to improve communications and coordination during disaster operations.
- Enhance public outreach efforts with new programs to develop a "Culture of Preparedness."
- Pursue certifications, credentialing and accreditation in emergency management programs.
- Strengthen emergency management planning process with all emergency management functions.
- Enhance capabilities for prevention and response to homeland security issues.



Organizational History

The modern concept of emergency management in the United States has developed circuitously from its infancy during the World War II era when President Franklin D. Roosevelt advised each city to organize its own “Civil Defense” system to plan and prepare for dangers looming on the horizon.

Seminole County first established a Civil Defense Division in 1975, by Resolution, and it consisted of a staff of one Civil Defense Officer. During that time, the emphasis of emergency management was on nuclear civil protection. Shortly thereafter, in 1976 by Resolution again, the County established a Division of Disaster Preparedness.

In 1979, President Jimmy Carter brought the incessant turmoil and fragmentation of Civil Defense services at the national level to an end by creating the Federal Emergency Management Agency (FEMA). Local emergency management agencies were then formed.

As disaster preparedness efforts evolved through the years, the Seminole County Board of County Commissioners adopted another Resolution in 1993. This resolution established the Division of Emergency Management to act in accordance with, and in support of, the State Emergency Operations Plan and Program. It was further resolved that this Division would be headed by the Director of Public Safety, as appointed by the Board of County Commissioners. The first County Emergency Operations Center was created in the basement of the County’s Department of Public Safety building in 1992.

The year 1998 brought some of the most significant disasters in Seminole County’s history. On February 23, 1998, a tornado struck Seminole County leaving 12 dead, 34 injured and over six million dollars in damage. In June of that same year, wildfires broke out in the community of Geneva resulting in the loss of 12 primary residences. County-wide damages were in excess of one million dollars, with over 2,000 acres burned. Throughout both of these disastrous events, the entire community, agencies and citizens alike, pulled together to provide assistance to those in need, and the true meaning of “community” was realized in Seminole County.

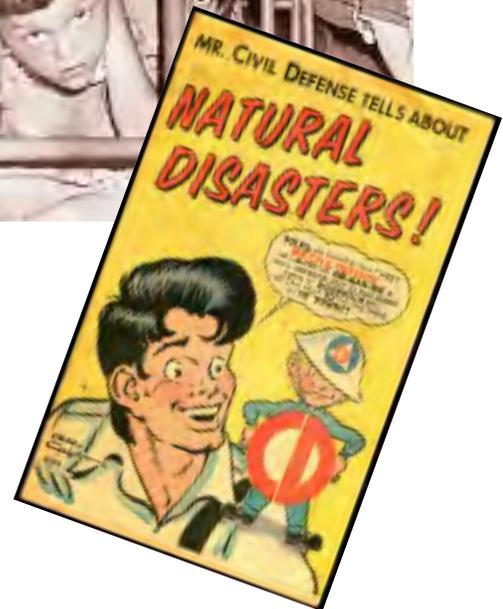
Operations continued at the original EOC until November, 1998 when a new Public Safety/Sheriff’s Office complex was built which houses the current EOC.

Upon relocation to the new Public Safety Complex, the Seminole County Emergency Operations Center was selected by the Florida Division of Emergency Management as an alternate State EOC, one of only two in the State of Florida.

The terrorist attacks in September 2001 caused a major shift in the role and focus of Emergency Management programs throughout the United States, including Seminole County. The Department of Homeland Security was formed at the national level, while locally, new roles and partnerships were established to prepare the community and responders for the threat of all hazards,

including those brought on by terrorist attacks.

In 2004, Seminole County experienced the wrath of three hurricanes. Although there were millions of dollars in damages, Seminole County responded and recovered due to the preparedness efforts of all. Many lessons were learned and have been incorporated into our operating plans.



Facts / Assumptions

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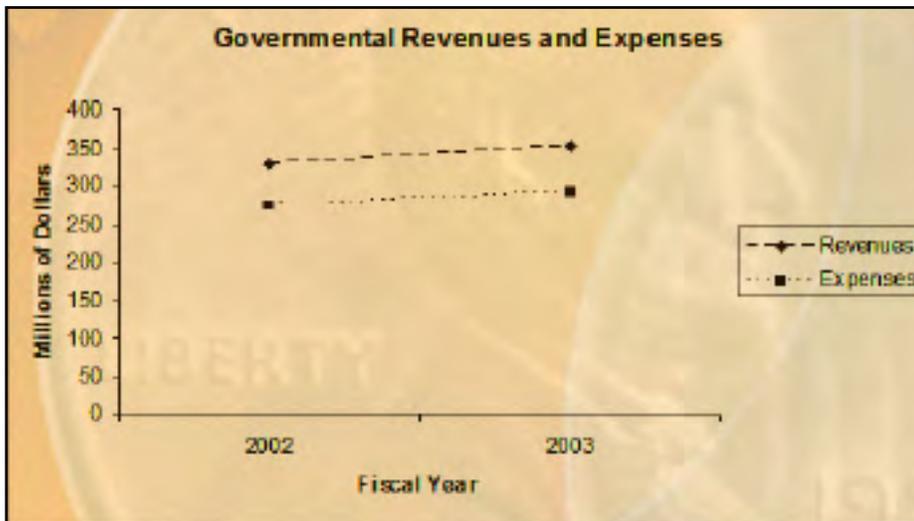
Seminole County was created on April 25, 1913, formed from part of Orange County by the Florida Legislature. It was named for the Seminole tribe of Indians. The name "Seminole" is thought to be derived from the Spanish word cimarron, meaning "wild" or "runaway."

The government currently operates under a County Charter originally adopted in 1989 and amended in

November, 1994. Policymaking and the legislative authority are vested in the Board of County Commissioners, a five-member board elected to four-year terms in partisan, County-wide elections and from single member districts. The Board adopts the County budget, levies property taxes and other fees, and hires the County Manager and County Attorney. In addition to the Board, there are five Constitutional Officers who are elected to partisan,

four-year terms in accordance with the constitution of the State of Florida.

Constitutional Officers consist of: Clerk of the Circuit and County Courts, Sheriff, Tax Collector, Property Appraiser, and Supervisor of Elections. Each officer maintains separate accounting records and budgets. The Board funds a portion or, in certain instances, all of the operating budgets of the County's Constitutional Officers.



The County provides a full range of services: construction and maintenance of the County's infrastructure, public safety, recreation, health and human services, and development and protection of the physical and economic environment.

Geography

According to the U.S. Census Bureau, the County has a total area of 345 square miles. 308 square miles of Seminole County is land and 37 square miles is water. Located between Volusia County and Orange County, Seminole County is one of the fastest growing counties in Florida. The Greater Orlando Metropolitan District which includes Seminole, Osceola, Lake and Orange counties, together with neighboring Volusia and Brevard create a viable, progressive and diverse setting for economic growth and residential development.

Policymaking and the legislative authority are vested in the Board of County Commissioners.

The Board funds a portion or in certain instances all of the operating budgets of the County's Elected Officers.



Demographics

As of the 2000 US Census, there were 365,196 people, 139,572 households, and 97,281 families residing in the County. The Census Bureau estimates that the population of the County has grown to 394,878 by 2003. The population density was 458/km² (1,185/mi²), making it one of Florida's most densely-populated counties in the state. There were 147,079 housing units at an average density of 184/km² (477/mi²). The racial makeup of the County was 82.41% White, 9.52% Black or African American, 0.30% Native American, 2.50% Asian, 0.04% Pacific Islander, 3.06% from other races, and 2.18% from two or more races. 11.15% of the populations were Hispanic or Latino of any race. The current population is estimated to be slightly more than 403,000.

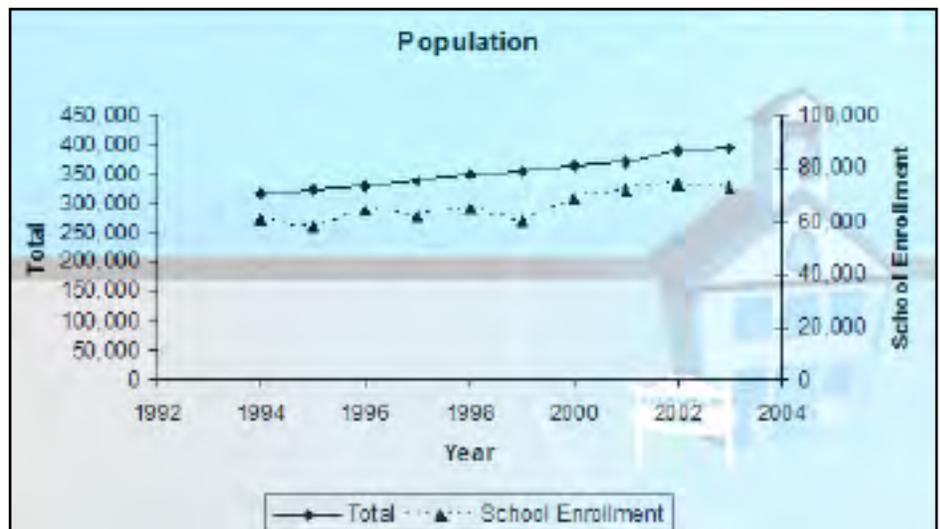
There were 139,572 households out of which 33.90% had children under the age of 18 living with them, 54.30% were married couples living together, 11.50% had a female householder with no husband present, and 30.30% were non-families. 22.90% of all households were made up of individuals and 6.60% had someone living alone who was 65 years of age or older. The average household size was 2.59 and the average family size was 3.07. The Department of Education states that in 2003, school enrollment was approximately 72,630.

In the County, the population is diverse with 25.40% under the age of 18, 8.40% from 18 to 24, 32.00% from 25 to 44, 23.60% from 45 to 64, and 10.60% who were 65 years of age

or older. The median age was 36 years. For every 100 females there were 95.90 males. For every 100 females age 18 and over, there were 92.90 males.

The median income for a household in the County was \$49,326, and the median income for a family was \$56,895. Males had a median income of \$40,001 versus \$28,217 for females. The per capita income for the County was \$24,591. About 5.10% of families and 7.40% of the population were below the poverty line, including 8.60% of those under age 18 and 6.60% of that age 65 or over.

Because of the massive urban sprawl in the area and outdated and unplanned transit infrastructure, traffic congestion is a growing concern. Fundamentally, the lack of east-west mobility in the area creates severe traffic issues every weekday. Many residents of Seminole County work in Orange County, and those in Volusia County commute daily through Seminole County to Orange County.



Because of the massive urban sprawl in the area and outdated and unplanned transit infrastructure, traffic congestion is a growing concern.

Goals / Objectives

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For each goal statement, a set of objectives were identified and prioritized. These objectives are intended to ensure that the goals are achieved within the next two years. Although this strategic plan does not specifically outline goals and objectives beyond two years, some goals will continue to be enhanced and changed during the life-cycle of this plan.

Goal 1: Enhance Multi-Agency Coordination System (MACS/EOC) with addition of redundant infrastructure and improved technology.

- Develop a robust alternate Emergency Operations Center capable of supporting the information technology and communication needs of at least 50% of the normal emergency operations center staff.
- Provide for redundant EOC staffing through development of a “sister” county program with another like-county in Florida.
- Plan, train, and exercise how the alternate EOC site will be activated, with emphasis on inter-operability.
- Maintain high level of readiness in the primary EOC for all hazards. This will include regular production of new EOC guidebooks and support materials.
- Maintain and update Emergency Event Notification (EEN) system for all emergency support functions and municipalities.
- Develop a Community-Based Emergency Event Notification System that features self-registration and self-updating of alert profile information by community members who wish to receive emergency notifications via mobile devices.
- Maintain Joint Information System with current information on hazards and activities to prevent injuries and property loss in Seminole County.
- Enhance Seminole County Emergency Management software systems to include: E-team, Tracker, and Groove.
- Encourage all emergency management functions to develop mutual aid agreements as part of the State Mutual Aid System.



Seminole County's Joint Information System provides current information on hazards and activities, resulting in reduced injuries and property loss.

Goal 2: Continue to embrace the tenets of the National Incident Management System (NIMS) to assure County-wide compliance through planning, training, and exercise efforts.

- Serve as the County's single point of contact for overall NIMS implementation.
- Conduct at least one NIMSCast (NIMS Capability Assessment) annually to evaluate compliance with NIMS requirements.
- Develop and deliver Intermediate and Advanced Incident Command System (ICS) training for supervisors and managers.
- Continue to conduct basic NIMS and Incident Command System (ICS) training to all new employees in Seminole County, municipalities and non-profit organizations with responsibility for emergency response and recovery.
- Complete NIMS compliant typing of County resources.

Goal 3: Improve multi-agency training and exercise efforts to strengthen overall ability to respond to the needs of the citizens.

- Conduct tabletop, functional, or full-scale exercises to promote multi-discipline training for all hazards.
- Provide specialized training to prepare representatives from each emergency management function for new threats to Seminole County.
- Explore distance learning possibilities and enhance the ability of the Emergency Operations Center to provide distance learning to our partners throughout the State.

Goal 4: Build new and further develop existing partnerships with business, industry and non-profit organizations to improve communications and coordination during disaster operations.

- Develop public/private partnership through formation of Emergency Support Function 18 - Business and Industry.
- Sponsor unmet needs organization, Seminole HEART.
- Develop relationships with additional non-governmental organizations who may play a role in disaster.



Goal 5: Enhance public outreach efforts with new programs to develop "Culture of Preparedness".

- Conduct annual Disaster Preparedness Fair during the national "Hazardous Weather Awareness Week" to promote all hazards preparedness.
- Update and distribute "Dealing with Disaster" booklets to residents in Seminole County.
- Develop public service announcements for radio, television and newspaper to promote preparedness for all hazards.
- Enhance Division of Emergency Management Web site with appropriate preparedness information.
- Conduct outreach activities at homeowners associations, businesses, churches and other civic organizations.
- Provide outlet for citizens to become involved in Emergency Management through programs such as Citizen Corps (CERT, Fire Corps, Medical Reserve Corps, etc.), Amateur Radio Emergency Service (ARES) and Radio Amateur Civil Emergency Service (RACES) organizations.
- Improve ESF 15 - Volunteer and Donations by adding depth in management structure and additional oversight through the Department of Community Services.
- Maintain Storm Ready® certification from the National Weather Service.



Some 90% of all presidentially declared disasters are weather related, leading to around 500 deaths per year and nearly \$14 billion in damage.

Goals / Objectives

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Goal 6: Pursue certifications, credentialing and accreditation in emergency management programs.

- Review criteria for Emergency Management Accreditation Program (EMAP) process and National Fire Protection Association Standard on Disaster/Emergency Management and Business Continuity Programs (NFPA 1600) for compliance. Develop EMAP application and support materials.
- Encourage *Florida Professional Emergency Management (FPEM)* and *Certified Emergency Manager® (CEM)* certification for all members in the Division.
- Encourage membership with appropriate emergency management associations and support organizations including: Florida Emergency Preparedness Association (FEPA) and International Association of Emergency Managers (IAEM).

Goal 7: Strengthen emergency management planning process with all emergency management functions.

- Improve review process of the Comprehensive Emergency Management Plan (CEMP) through annual updates and meetings with each ESF to ensure current information is documented in the plan.
- Review Continuity of Operations Plan (COOP) annually to ensure appropriate information is documented in the plan. Test plan with various organizations.
- Conduct monthly Emergency Management Operations Team (EMOT) meetings with representatives from emergency support functions and municipalities to improve communication and coordination prior to disaster operations.
- Maintain emergency shelter plan with list of primary and secondary shelters. Coordinate shelter management with American Red Cross. Designate appropriate special needs, pet-friendly, special population, and general population shelters to protect citizens of Seminole County. Recruit faith based and non-profit organizations to volunteer as secondary shelters.

- Improve temporary housing plan with emphasis on long term recovery and housing plan.
- Review emergency management plans from assisted living facilities in Seminole County and conduct on-site visits.
- Conduct annual meetings with utility providers to identify critical infrastructure listing and restoration plan.
- Promote mitigation planning in Seminole County with improvements to the Local Mitigation Strategy (LMS) and the application for grants to fund the improvements.
- Promote special needs plan and registration in community. Emphasis to be placed on transportation issues and new guidelines from the State of Florida Department of Health.
- Formalize shelter planning with retrofitting primary shelters and developing agreements with secondary shelters.



Goal 8: Enhance capabilities for prevention and response to homeland security issues.

- Improve planning efforts through joint planning with the Seminole County Sheriff's Office on homeland security issues.
- Maintain Homeland Security Comprehensive Assessment Model System (HLS-CAM). Review emergency management plans as part of the process.
- Participate in Regional Domestic Security Task Force (RDSTF), and Urban Area Security Initiative (UASI) planning, training and funding efforts to improve overall regional response to terrorism events
- Maximize the use of Homeland Security Grant allotments to conduct planning, training and exercises for terrorism related events.

The United States of America faces threats on many fronts. Homeland security, natural disasters, environmental accidents, and technological events have shifted the focus since the days of Civil Defense. Emergency Management now must look at how to protect citizens from all hazards, realized and unrealized.

There are many critical obstacles that must be overcome, such as a conflicting focus between homeland security and natural disaster management. The struggle for funding for emergency management programs and activities has intensified since the September 11, 2001 attack on America.

At the federal level, funding for traditional natural and technological hazard programs from Federal Emergency Management Agency (FEMA) have been cut significantly. Yet, natural disasters continue to be one of the highest cost disasters to face the country. Federal funding for hazard mitigation programs have decreased or been eliminated, such as Project Impact®.

There has been little change in grant funding for local emergency management programs even though populations in the State of Florida, and specifically Central Florida, continue to increase. On the positive side, there has been increased funding for first responders and the development of community homeland security plans. The question facing emergency management today is how long will resources be available to sustain two separate functions: one for homeland security and one for emergency management.

The challenge of involving the public in preparedness planning must be tackled at the local, state and federal levels. There must be continuity of operations, interoperability, and national standards in personnel and resource management.

The emergency management function must remain dynamic and flexible. Questions surrounding the evolving organizational structure of the nation's emergency management system must be answered. Regardless of these

obstacles, Seminole County Division of Emergency Management will continue to improve and enhance capabilities to protect the citizens of the County.



Conclusion

In order to be able to assure the citizens of Seminole County that we are prepared and ready for any eventuality, we must first embrace our Mission and Vision and then dedicate the necessary resources to accomplish the goals and objectives contained within this strategic plan. By charting and supporting the visionary direction contained within this strategic plan now, we can ensure that the proper support and level of emergency services are available to sustain our County when a disaster occurs.

Certainly, we must continue to plan that our County will, one day, face a catastrophic disaster. Lessons learned from the storms of 2004 and 2005 revealed areas in which we can further strengthen Seminole County's ability to respond to disasters. Given a cycle of increased hurricane activity, elevated terrorist threats and the inherent infrastructure hazards of a major interstate, railroad systems, including the

proposed light-rail, an international airport and several major bodies of water to contend with, the propensity for a mass casualty incident is greater than ever in Seminole County.

County government does not share this burden alone. The municipalities, businesses and agency partnerships referenced in this plan are paramount to orchestrating a unified disaster response.

As Florida's and Seminole County's demographics reflect a more cosmopolitan population, all programs and activities must cross the boundaries of culture, ages and languages to ensure that they reach every segment of our County's populations.

Implementing this strategic plan will go a long way toward ensuring we meet these goals. These goals must be accomplished before we are truly ready.





SEMINOLE COUNTY
FLORIDA'S NATURAL CHOICE

**SEMINOLE COUNTY DEPARTMENT
OF PUBLIC SAFETY
EMERGENCY MANAGEMENT DIVISION
150 Bush Boulevard • Sanford, FL 32773
(407) 665-5102**