



Agenda Report

2725 Judge Fran Jamieson
Way
Viera, FL 32940

New Business - Miscellaneous

J.1.

5/19/2020

Subject:

Amendments to the 2020 Comprehensive Emergency Management Plan and Adoption of the 2020 Comprehensive Emergency Management Plan as amended.

Fiscal Impact:

None

Dept/Office:

Emergency Management/County Attorney

Requested Action:

1) Approve changes to the proposed 2020 Comprehensive Emergency Management Plan submitted to the State of Florida for approval and adopt the Plan as amended per the attached resolution. 2) Direct staff to implement the same changes to the existing Comprehensive Emergency Management Plan and submit changes to the State of Florida if necessary. 3) Direct staff to make all other minor amendments necessitated by the changes in the sections presented in Attachment 1 in the 2020 and 2016 Plans. 4) Continue authorization of County Manager, or his designee, to sign extensions of local state of emergency as needed. 5) Continue current delegation of emergency authority to Vice Chair until the end of term as Vice Chair to allow consistency with existing and ongoing pandemic procedures. 6) In the event an issue arises regarding FEMA reimbursement eligibility as a result of any of the proposed actions, staff is authorized to take all necessary steps to preserve FEMA eligibility. 7) Direct Emergency Management staff and the County Attorney to meet with city representatives to explore options to increase city input and participation in emergency procedures. 8) Include city representatives in the annual pre-storm season organizational meeting of Emergency Management at the Emergency Operations Center.

Summary Explanation and Background:

The 2020 Comprehensive Emergency Management Plan was submitted to the State of Florida on March 12, 2020. In April, 2020, the Board requested options for changes to the 2016 Comprehensive Emergency Management Plan currently in place. Accordingly, we must address the plan submitted to the State and the existing plan.

As to the policy group issue, the plans are substantially the same and it is possible to address the concepts for both plans in one set of proposed changes and make minor adjustments as needed in the other plan. Attachment 1 proposes changes to the 2020 Plan that has been submitted to the State of Florida for review. The proposed changes clearly state the Board of County Commissioners manages all emergency responses. Attachment 1, page 1. To allow for situations when a Board meeting cannot be held quickly enough to respond to an emergency, or when Board meetings cannot be held due to weather conditions or other issues, a temporary authorization to act in an emergency is provided to the Chair, Vice Chair, the district commissioner: 519

in ascending order, followed by County Manager and alternatively, the Public Safety Director. Attachment 1, pages 3 and 4.

The Policy Group remains as a group of experienced experts in their fields or as representatives of their organizations or local governmental entities providing information and expertise to the Board or its delegate before, during and after the emergency. In addition, the participating representatives on the Policy Group will continue to have the ability to seek input from appropriate outside experts (such as the National Weather Service) as necessary depending on the situation presented. The Policy Group is in no way limited in its ability to obtain input from all necessary sources. The Policy Group also continues the valuable role of disseminating information to their organizations throughout the emergency. See also Attachment 1 pages 6 and 7 for a description of Policy Group member roles.

In addition, the entire 2020 Comprehensive Emergency Management Plan has been provided by separate cover to each commissioner and is ready for approval as amended by Attachment 1. The approval will need to be confirmed or readopted by the Board after the 2020 Plan is found in compliance by the State of Florida and any changes requested by the State can be inserted at that time. Staff is further directed to make any other changes to the 2016 Comprehensive Emergency Management Plan necessitated by this action and send those changes to the State for approval. Staff is further directed to use administrative procedures for minor changes contained in the Comprehensive Emergency Management Plan to provide consistency with the amendments throughout the Plans.

For transparency for the public, staff suggests consideration of ordinances implementing the emergency procedures. A request for legislative intent will be developed for Board review at a later date.

Staff has received inquiries regarding the ability to add additional city representatives and a suggestion to rename the Policy Group the Emergency Operations Strategy group. The representative for the cities provided the following suggestion for the membership of the strategy group:

1. County Manager or Designee
2. City/Town Manager from North Brevard
3. City/Town Manager from Central Brevard
4. City/Town Manager from South Brevard
5. City/Town Manager from Beach Municipality
6. School Superintendent or Designee
7. Sheriff or Designee
8. County Public Safety Director or Designee
9. County Fire Chief or Designee
10. President of the Space Coast Police Chiefs Association
11. President of the Space Coast Fire Chiefs Association
12. Cocoa or Melbourne Water Utility Director
13. Florida Department of Health Brevard Representative
14. Emergency Management Director

Staff notes the amendment does not change Policy Group membership- that feature remains the same in the proposed changes. In addition, current Emergency Support Functions of the Comprehensive Emergency Management Plan require coordination with municipalities where applicable. Those requirements and functions are not changing in the new 2020 plan or in the proposed amendments. Coordination with the cities: 520

will continue. However, if there is a desire to explore additional methods to provide input, the staff can work with the municipalities to create new procedures and include the listed representatives in the pre-storm season organizational meeting held at the Emergency Operations Center. City representatives may also appear at emergency meetings of the County Commission to provide input directly to the Board.

If the Board does not wish to proceed with the requested action it may:

1. Direct staff to take some of the actions listed in the Requested Action section and identify the numbered items selected.
2. Direct staff to take action as the Board deems appropriate.

Clerk to the Board Instructions:



Kimberly Powell, Clerk to the Board, 400 South Street • P.O. Box 999, Titusville, Florida 32781-0999

Telephone: (321) 637-2001

Fax: (321) 264-6972

Kimberly.Powell@brevardclerk.us

May 20, 2020

MEMORANDUM

TO: Kim Prosser, Emergency Management Department Director

RE: Item J.1, Amendments to the 2020 Comprehensive Emergency Management Plan and Adoption of the 2020 Comprehensive Emergency Management Plan as Amended

The Board of County Commissioners, in regular session approved changes to the proposed 2020 Comprehensive Emergency Management Plan submitted to the State of Florida for approval; adopted Resolution No. 20-051, amending the 2020 Comprehensive Emergency Management Plan; directed staff to implement the same changes to the existing Comprehensive Emergency Management Plan and submit changes to the State of Florida, if necessary; directed staff to make all other minor amendments necessitated by the changes in the section presented in Attachment 1 in the 2020 and 2016 Plans; continued authorization of the County Manager, or his designee, to sign extensions of local state of emergency as needed; continued current delegation of emergency authority to Vice Chair until the end of term as Vice Chair to allow consistency with existing and ongoing pandemic procedures; authorized staff to take all necessary steps to preserve FEMA eligibility in the event an issue arises regarding FEMA reimbursement eligibility as a result of any of the proposed actions; directed Emergency Management staff and the County Attorney to meet with city representatives to explore options to increase city input and participation in emergency procedures and include the city representatives in the annual pre-storm season organizational meeting of Emergency Management at the Emergency Operations Center; and directed staff to begin the process to implement emergency procedures through ordinance where practical. Enclosed is a fully-executed copy of the Resolution.

Your continued cooperation is greatly appreciated.

Sincerely yours,

BOARD OF COUNTY COMMISSIONERS
SCOTT ELLIS, CLERK


Kimberly Powell, Deputy Clerk

/cw

Encl. (1)

cc: County Attorney

Resolution No. 20-051

WHEREAS, being prepared for disasters means being ready to respond promptly, as danger threatens in order to preserve life, protect property, and provide relief from suffering and privation; and

WHEREAS, local services may be overwhelmed, and local government will have to operate in a different manner than in normal times to provide timely relief and minimize hardships in the event of a natural or technological disaster in Brevard County; and

WHEREAS, many populated areas of our communities may require evacuation, shelter and food until the disaster ends, services restored, and needed supplies and materials are available; and

WHEREAS, it is in the best interest of all residents of Brevard County for local emergency management to cooperate on a daily basis; and combined resources will allow local government to respond efficiently and effectively to local emergencies; and

WHEREAS, programs and plans, in coordination and consistent with the State Comprehensive Emergency Management Plan and Chapter 252, Florida Statutes, mandate local county emergency management agencies to develop an emergency management program; and

WHEREAS, Rule 27P-6 FAC, provides guidance for the development of a County Comprehensive Emergency Management Plan and requires participating governing bodies to adopt the plan by resolution.

NOW, THEREFORE, BE IT RESOLVED THAT THE BOARD OF COUNTY COMMISSIONERS OF BREVARD COUNTY, FLORIDA, does hereby adopt the Brevard County 2020 Comprehensive Emergency Management Plan, as amended, as the official document to guide the emergency planning and response for Brevard County, superseding the Brevard County 2016 Comprehensive Emergency Management Plan. Upon approval by the State of Florida Division of Emergency Management, the plan shall be re-adopted.

DONE, ORDERED AND ADOPTED, in regular session this 19 day of May, AD., 2020.

ATTEST:


SCOTT ELLIS, Clerk

BOARD OF COUNTY COMMISSIONERS OF
BREVARD COUNTY, FLORIDA

By: 
BRYAN LOBER, Chairman

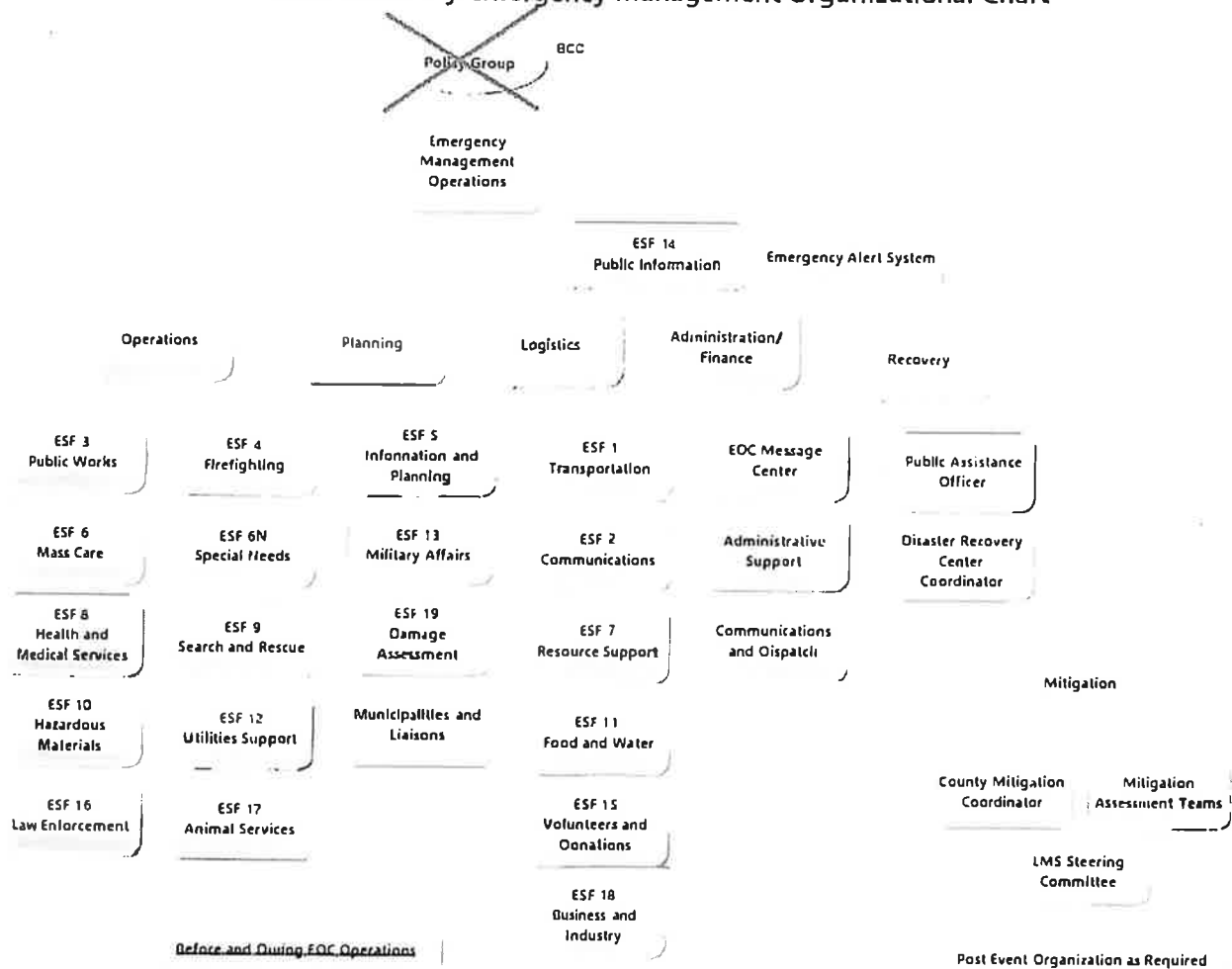
Approved by Board May 19, 2020.

J. I.
TOBIA
motions

Motion

- 1) Approve changes to the proposed 2020 Comprehensive Emergency Management Plan submitted to the State of Florida for approval and adopt the Plan as amended per the attached resolution.
- 2) Direct staff to implement the same changes to the existing Comprehensive Emergency Management Plan and submit changes to the State of Florida if necessary.
- 3) Direct staff to make all other minor amendments necessitated by the changes in the sections presented in Attachment 1 in the 2020 and 2016 Plans.
- 4) Continue authorization of County Manager, or his designee, to sign extensions of local state of emergency as needed.
- 5) Continue current delegation of emergency authority to Vice Chair until the end of term as Vice Chair to allow consistency with existing and ongoing pandemic procedures.
- 6) In the event an issue arises regarding FEMA reimbursement eligibility as a result of any of the proposed actions, staff is authorized to take all necessary steps to preserve FEMA eligibility.
- 7) Direct Emergency Management staff and the County Attorney to meet with city representatives to explore options to increase city input and participation in emergency procedures.
- 8) Include city representatives in the annual pre-storm season organizational meeting of Emergency Management at the Emergency Operations Center
- 9) Direct staff to begin process to implement emergency procedures through ordinance where practical

Brevard County Emergency Management Organizational Chart



During activation of the County EOC, most of the ESFs and support staff from the Office of Emergency Management are placed into four groups of similar functions or roles, and these groups are designated Administration, Operations, Planning and Logistics. This configuration is shown on this diagram. This arrangement is used to facilitate communications and cooperation between the individuals that staff the ESFs and/or support functions that are most likely to have to work together during disaster response operations. As needed, after a disaster event, this organizational structure can be expanded to incorporate individuals and functions necessary for recovery and mitigation operations, as also illustrated on the emergency organizational chart.

Staging Areas

Brevard County Emergency Management has identified suitable locations throughout the county for use as staging areas. These sites are readily accessible to rail, roadway and airports for air carriers for personnel, supplies and equipment assembly prior to deployment to an affected area. The staging area information is located at the EOC Consoles.

Landing Zones

Landing zones have been identified and coordinated with the Florida National Guard. The primary landing zone is located at Kennedy Middle School (Lat/Long -28190N 0804416W), and the secondary landing zone is located at Rockledge Airpark (Lat/Long 281775N 0804303W). The coordinates for these locations have been transmitted to the appropriate agencies. Additional information can be found in the Landing Zones Appendix of the Basic Plan.

Facilities for Disaster Recovery

Brevard County Emergency Management has identified locations and facilities that could be used for implementation of disaster recovery operations. These include operations for support of disaster victims such as distribution of food, water and ice, warehousing of donated materials and providing other goods and services to disaster victims. These facilities also include possible locations for establishing a joint local/state/federal Joint Field Office (JFO) and Joint Information Center (JIC).

CONCEPT OF OPERATIONS

Organization

An organizational structure for implementation of the Brevard County CEMP has been defined and incorporated into the plan to ensure adequate coordination of the numerous agencies, operations and facilities involved. A brief description of each of the organizational structure established is provided in the appendixes. The organizational structure is designed to be consistent with the organizational structures utilized in NIMS to facilitate the interaction with both on-scene field operations as well as with the emergency organizations of higher levels of government.

Brevard County Emergency Preparedness Organization

The County maintains an Emergency Preparedness Organization, pursuant to NIMS concepts, that functions during times of normalcy and prior to a disaster to ensure that the jurisdiction maintains readiness to respond to and recover from the event. The Emergency Preparedness Organization is made up of County and municipal officials with direct and/or indirect responsibilities for emergency services, as well as representatives of key community groups and private sector entities. Participating organizations meet quarterly during the Emergency Management Coordinators Meetings. The responsibilities of the emergency preparedness organization include, but are not necessarily limited to, the following:

1. The CEMP and all supporting documentation are maintained as current, and other actions needed to ensure readiness of the County and its municipalities for CEMP implementation are taken.
2. County and municipal personnel are trained in their roles for implementation of the CEMP and all assigned personnel have the appropriate credentials and/or experience to effectively and safely implement those assignments.
3. Implementation of the CEMP is exercised on the schedule and in the manner specified herein; all exercises are evaluated to identify improvements needed.
4. Ongoing evaluation of the adequacy of the County's personnel, equipment, facility and supplies to implement the CEMP and to assure a level of capabilities commensurate with the risk exposure of the jurisdiction.
5. Development and implementation of a "preparedness improvement plan" designed to address shortfalls in the County's emergency preparedness resources and capabilities.

Brevard County Emergency Management

Brevard County Emergency Management serves as the coordinating group for County agencies, municipal governments, and community organizations during pre-disaster planning and programming, as well as during actual emergency response and disaster recovery operations. Brevard County Emergency Management may provide a liaison to the State of Florida for the monitoring of potential disaster situations and coordinating implementation of state programs, support and assistance available to the County.

Brevard County Emergency Management monitors available information systems for indications of pending or current disaster situations and makes the initial determination of the need for activation of the County's CEMP and Emergency Support Functions to staff and implement response and recovery operations. Through the County Emergency Support Functions, Brevard County Emergency Management also provides coordination of County services and support to municipalities, when needed for emergency response and disaster recovery operations.

The Board of County Commissioners (Board) is the head of Brevard County Emergency Operations. A local state of emergency shall be declared by order of the Board of

Formatted: Normal, Don't keep lines together

County Commissioners. In the limited circumstances when a quorum of the Board is unable to meet, or the emergency requires an immediate response the Chair, Vice Chair or Commissioner, in ascending order of the districts, is designated and empowered as the official authority to declare a state of local emergency and take all necessary emergency actions including execution of orders. In the absence of the Commissioners, as indicated, the County Manager or the Director of Public Safety shall have the power to declare a local state of emergency and take necessary emergency actions including execution of orders. The Board may alter this delegation by majority vote. This delegation is revocable by the Board at any time.

Formatted: Font: Bold

Emergency Support Functions

Brevard County's response to a significant disaster event relies upon nineteen functionally oriented groups designated as "emergency support functions" (ESF). Each ESF is managed by a primary agency that is assisted by several designated support agencies. ESF operations are managed from the County EOC and coordinated by Brevard County Emergency Management at that facility during disasters. During activation of the County EOC, most of the ESFs and support staff from Brevard County Emergency Management are placed into four groups of similar functions or roles, and these groups are designated Administration, Operations, Planning and Logistics. This arrangement is used to facilitate communications and cooperation between the individuals that staff the ESFs and/or support functions that are most likely to have to work together during disaster response operations. As needed, after a disaster event, this organizational structure can be expanded to incorporate individuals and functions necessary for recovery and mitigation operations, as also illustrated on the Brevard County Emergency Operations Organization Chart, which can be found as an Appendix to the Basic Plan.

Use of the ESF concept is instrumental in the County's management of emergency response and disaster recovery operations. As the magnitude of the impact of the event and need for local government services increases, each ESF assumes a more autonomous role in addressing the community needs that fall within its area of responsibility. Brevard County Emergency Management, during an activation of this plan, will remain as the lead organization "in-charge" while through the coordinating and obtaining input direction of the Policy Group members and ESF recommendations.

The emergency support function organization will be used for the county's response to any type of major disaster situation warranting activation of this plan. When the impacts of an event require the activation of disaster recovery operations in its aftermath, regardless of whether it is a locally declared disaster or a federally declared disaster, the organization would be expanded in the indicated manner to include recovery and mitigation operations. Additional information regarding the use of the ESF concept is given in the EM Concepts module of the Introduction.

Policy Group

The Policy Group members are is responsible for providing information to the Board of County Commissioners in major, county-wide policy and planning decisions during and after disasters. Members of the Policy Group also disseminate information to the groups they represent. This group consists of the following members or their designee in an order of succession:

- County Commission Chairperson
- County Manager
- Brevard County Emergency Management Director
- Brevard County Fire Chief
- Brevard County Public Safety Director
- Brevard County Attorney
- Brevard County Sheriff
- Superintendent of Brevard Public Schools
- Administrator of Brevard County Health Department
- Representative of Space Coast Public Management Association

It is recommended that the Board, its delegates and Emergency Management consult with the functional experts in the Policy Group before, during and after emergency events.

The Board of County Commissioners and the Policy Group will have available to it those persons who possess the knowledge, expertise and experience required to assist in providing information and help the Board of County Commissioners formulate the help-formulate response and recovery policy decisions and to review and approve strategic response plans for specific disaster situation. A more detailed discussion of the Policy Group Roles can be found as an Appendix to the Basic Plan.

Technical assistance is provided as required from experts and advisors mobilized to the County EOC. Brevard County Emergency Management personnel provide support to the Board of County Commissioners and the Policy Group in the areas of administration, logistics, planning, operations, recovery, and mitigation activities. ESF primary agencies, the appropriate support agencies and assigned liaisons perform various duties during emergencies and disasters following detailed operational procedures.

The Brevard County management structure used during normal operations is shown on the Brevard County Website. This normal organizational structure is modified, in whole



**Brevard County Emergency Management Department
Policy Group Roles**

Page #	1 of 3	Date Issued	04/01/2012
Approved By	Kimberly Prosser	Date Revised	06/15/2018
Approved Date	06/15/2018	Revision #	2

CEMP Supplemental Documentation: Policy Group Member Roles

Purpose

The Policy Group for Brevard County is the executive/senior officials who are accountable for the emergencies. Along with this responsibility, by virtue of their position, these individuals have the authority to make policy decisions, commit resources, obligate funds, and obtain the resources necessary to protect the residents of Brevard County. They delegate authority to the Emergency Management Director or designee.

Members of the Policy Group provides input for policy decisions guidance on priorities and objectives based on situational needs and the Comprehensive Emergency Management Plan. They participate by providing information to be considered in the decision-making process and for the orderly development of policies during all phases of preparation, response and recovery of within an emergency situation. The Policy Group. The Policy Group members also provide input regarding oversees resource coordination and support to the on-scene command from the Emergency Operations Center to ensure consistency.

Chairperson of the Brevard County Board of County Commissioners

(Or designee; i.e., Vice Chair, or Districts in ascending order)

Responsible for:

- ◀Safeguarding the life and property of the citizens of Brevard County
- ◀Providing for the effective and orderly governmental control and emergency operations
- ◀Declaring a local state of emergency (in the absence of the Board of County Commissioners)
- ◀Coordinating, organizing and leading Policy Group participation in order to obtain input to be considered for Chairing the Policy Group, and establishing and adopting the Emergency Government policy decisions (may delegate to Public Safety Director or Director of Emergency Management)

Brevard County Manager

(Or designee; i.e., Public Safety Director or Director of Emergency Management)

Responsible for:

- ◀Serving as administrative head of Emergency County Government and county resources
- ◀May order a partial or full activation of the EOC as conditions warrant
- ◀Once policy has been established, it is the responsibility of the County Manager to execute the policy on behalf of the Board for the Chairman and the Group.



**Brevard County Emergency Management Department
Policy Group Roles**

<u>Page #</u>	2 of 3	<u>Date Issued</u>	04/01/2012
<u>Approved By</u>	Kimberly Prosser	<u>Date Revised</u>	06/15/2018
<u>Approved Date</u>	06/15/2018	<u>Revision #</u>	2

Formatted Table

- Declares Local State of Emergency and takes necessary emergency action if Board of County Commissioners has no quorum, no Commissioners are available and immediate action is required

Formatted: Font: 12 pt

Formatted: Font: 12 pt

Brevard County Public Safety Director
(Or Director of Emergency Management)

Responsible for:

- Serving as administrative head of Public Safety Directorate
- In concurrence with the County Manager, may order a partial or full activation of the EOC as conditions warrant
- Providing overall response and coordinator for emergency operations,
- Declares Local State of Emergency and takes necessary emergency action in the absence of Board of County Commissioners and County Manager

Formatted: Font: Wingdings

Brevard County Sheriff

(Or designee; i.e., Chief Deputy, then the Commander of Disaster Operations)

Responsible for:

- Performing the constitutional duties of elected office
- Providing coordination of all law enforcement and security throughout the county
- Providing a coordinator for ESF 16 at the EOC
- Assisting in the implementation of the respective emergency response and recovery plans

Brevard County Attorney

(Or designee; i.e., Assistant Attorney)

Responsible for:

- Principal advisor to the Board of County Commissioners or the Board's delegate Chair-regarding the legal responsibilities in Emergency Government operations
- Drafting the necessary county ordinances, emergency proclamations and orders to effectively respond to the emergency situation

Fire Chief, Brevard County Fire Rescue

(Or designated Assistant Fire Chief)

Responsible for:

- Providing overall response and coordination for emergency medical services including hazardous materials
- Addresses control and coordination of fire suppression and prevention actions during a major emergency or disaster
- Minimize injury, loss of life, loss of property when fire or other emergencies occur
- Responsible for Urban Search and Rescue



Brevard County Emergency Management Department

Policy Group Roles

Page #	3 of 3	Date Issued	04/01/2012
Approved By	Kimberly Prosser	Date Revised	06/15/2018
Approved Date	06/15/2018	Revision #	2

Formatted Table

- Responsible for Preliminary Damage Assessment in unincorporated Brevard County
- Provide staff for manning of ESF 4, 9, and 10

Director, Emergency Management (Or designated Emergency Coordinator)

Responsible for:

- May order the full or partial activation/deactivation of the EOC, as conditions warrant
- In concurrence with the direction of the County Manager, coordinating the emergency operations of county government
- Implementing the CEMP and coordinating emergency response and recovery operations
- Direct Shelter Operations via ESF 6 – Mass Care

Superintendent of Schools, Brevard Public Schools (Or designee)

Responsible for:

- Providing facilities equipment and personnel to support emergency
- Provide for safety of staff, students, and facilities
- Provide necessary coordination to ensure overall support process is efficient, timely and effective
- Coordinating the actions of BPS within the overall actions of the EOC

City Manager Representative (Of impacted city, or as appropriate)

Responsible for:

- Establishing the municipalities' emergency management programs and plans in conformance with county, state and federal guidelines
- Coordinating the municipalities' actions with the Brevard County EOC
- Providing input to the Policy Group to facilitate informed decisions

Brevard County Health Department Director/Administrator (Or designee; i.e., Public Health Preparedness Manager)

Responsible for:

- Provides public and environmental health perspective as the subject matter expert
- Provides overall preparedness and coordination for emergency medical staff in special needs shelters
- Coordinates dissemination of vaccines and antibodies to the public and first responders in case of disease outbreak, radiation incident, or terrorism event
- Provides guidance on protective actions for county-wide healthcare facilities and providers