

ST. JOHNS COUNTY  
COMPREHENSIVE EMERGENCY  
MANAGEMENT PLAN

2016

NIMS | ESF Emergency Support Functions

**Emergency Services**





ESF 9 - Search / Rescue	St. Johns County Fire Rescue
ESF 10 - Hazardous Materials/Environmental	St. Johns County Fire Rescue St. Johns County Environmental Div.
ESF 13 - Military Support	St. Johns County Emergency Mgmt.
ESF 16 - Law Enforcement	St. Johns County Sheriff's Office

### III. INTRODUCTION

#### A. Purpose

The Emergency Services Section coordinates emergency response actions and resources to support the needs of local government and other emergency support agencies requiring firefighting, emergency medical, law enforcement, search and rescue, hazardous materials and military support services in response to an actual or potential incident.

#### B. Scope

The scope of this section applies to natural, human caused or technological disasters or emergencies whenever local emergency response is required in either a declared or undeclared emergency. The scope includes, but is not limited to performing the necessary actions to:

1. Detect and suppress urban, rural and wildland fires resulting from, or occurring coincidentally with, a significant disaster condition or event.
2. Provide emergency medical treatment to the injured, medically compromised, and to the physically entrapped.
3. Conduct urban and non-urban search and rescue in response to an actual or potential disaster condition, including locating missing persons from boats lost in waterways, downed aircraft, extrication and treatment of victims at the time of their rescue.
4. Respond to all incidents involving the intentional, unintentional or potential release of hazardous substances in accordance with Federal, State, and local laws, policies, plans, and procedures; delegating to the Florida Department of Environmental Protection the power and duty to control, prohibit and respond to pollution of the air, surface water and lands, and protect the public health, safety and welfare from the effects of releases of hazardous substances.
5. Provide resources and support to protect citizens' security and safety, and / or coordinate deployment of state and local law enforcement support resources.

6. Perform Rapid Impact Assessment to provide immediate field intelligence regarding area of impact, extent of damage and need for emergency response actions and resources.

**C. Policies**

1. St. Johns County Fire Rescue will coordinate and augment local agencies with their firefighting and emergency medical responsibilities and efforts.
2. St. Johns County Sheriff's Office (SJSO) will coordinate and augment local agencies with their law enforcement responsibilities and efforts.
3. ESF-4 will interface with ESF-8 as to medical assistance and transportation of victims beyond initial collection points.
4. Rapid Impact Assessment will be carried out under the guidelines of the *St. Johns County Impact Assessment Standard Operating Guidelines*.
5. St. Johns County is a signatory to the Statewide Mutual Aid Agreement and may request assistance through this agreement.
6. All functional agencies will maintain properly trained and certified emergency response personnel regardless of pay or volunteer status.
7. Each primary and support agency representative will prepare an inventory of personnel, equipment and vehicles and have it on file in their departments by the first of May annually.

**D. Planning Assumptions**

1. A significant natural disaster, emergency condition or other major incident will be of such severity and magnitude as to require all local resources and state resources, including the Florida National Guard, Florida Forest Service and / or Florida Department of Law Enforcement to supplement local fire, EMS, law enforcement and security efforts to save lives and protect property.
2. Response requirements of the disaster or emergency incident will cause an immediate and continuous demand for these resources, which will eventually exceed the capabilities of the affected local agency to respond.

3. A major disaster will have an immediate impact on the local emergency response community. Most likely incidents include transportation and / or hazardous material accidents due to rail, air, water and roadway transportation; and weather-related incidents such as storm surge and / or flooding due to hurricane activity, or a tornado. Such incidents would potentially involve large numbers of victims with identification issues, death notices, mass medical and morgue requirements, and post-incident mental health counseling. Local emergency facilities could be over-whelmed and field hospital or medical treatment facilities might be required on short notice.
4. Initial response will be the responsibility of local agencies. Once local resources have been expended, agencies may request assistance through existing mutual aid agreements, such as the Florida Sheriff's Association, Florida Department of Law Enforcement, Florida Fire Chief's Association, or by utilizing the Statewide Mutual Aid Agreement, to which St. Johns County is a signatory.
5. Fire, emergency medical and law enforcement resources may be sought by the affected local emergency response agency in addition to other requested assistance. When the Governor declares a state of emergency for St. Johns County, assistance may be obtained from any city or county emergency response agency throughout the state, pursuant to Florida Statute 23.1225 (5(a)) and or Statewide Mutual Aid Agreement.
6. Coordination and direction of local efforts, including volunteers, will be required.
7. Damaged areas may initially be inaccessible except, in some cases, by air, and prevent immediate response.
8. Secondary events or disasters will threaten lives of emergency responders as well as civilians.

#### **IV. CONCEPT OF OPERATIONS**

##### **A. General**

1. The National Incident Management System will be the organizing structure for disaster operations, with the Unified Command (County Fire Rescue Chief or designee, and St. Johns County Sheriff or designee).
2. The Primary Agency for each ESF will coordinate the provisions of

supporting agencies' emergency response resources, including personnel and equipment.

3. Each Primary Agency will assign a representative capable of committing and coordinating their agency's resources, to the Emergency Services Section at the EOC.
4. The Unified Command for ESF-4 and ESF-16 will coordinate with the EMD and EOC Operations Coordinator or designee, and will be the point of contact for coordination with the other NIMS Functional Sections, Planning, Operations, Finance/Administration, and Logistics.
5. Each ESF within the Emergency Services Section will coordinate with other agencies through the Unified Command.
6. Unified Command will plan, coordinate and mobilize all resources of support agencies through the Emergency Operations Center.
7. St. Johns County Fire Rescue Communications and Law Enforcement Communications will coordinate communications with other support and mutual aid agencies.

## **B. Notification**

1. **Advance Warning** – In the case of hurricanes, ample time should be available for response agencies to restructure in anticipation of the occurrence. Resources may be reallocated and pre-positioned into task forces. Resources should be located in storm-protected facilities during the height of the storm and ready to respond as soon as conditions allow.
2. **No-Notice Event** – The on-duty chief for SJFR will notify the Fire Chief or their designee. The Fire Chief may elect to restructure their staff to meet the response needs, or, depending upon available information regarding the severity and magnitude of impact, notify the EMD or their designee.

**Action:** Upon direction by the Emergency Management Director, St. Johns County Fire Rescue Communications Center will initiate immediate notification of appropriate agency personnel under prescribed communication protocols.

3. Upon incident notification by the State Watch Office (SWO) of a potential or actual event requiring response, the EMD will request Fire Rescue Communication Center personnel to notify designated

Primary Agencies by Communications Center protocols.

4. Upon notification by the St. Johns County Fire Rescue Communications Center, Primary Agency and / or Support Agency representatives will report to the EOC or other designated location.
5. Pre-incident and ongoing activities will be monitored by each Primary Agency and coordinated with the St. Johns County EOC and other local and State agencies, as appropriate.

## **V. NIMS FUNCTIONS**

Referenced ESF's will follow this management plan.

**FIRE / RESCUE**  
*Emergency Support Function 4 (ESF-4)*

**I. GENERAL**

- A. Primary Agency:** St. Johns County Fire Rescue
- B. Support Agencies:** Flagler Hospital  
Florida Forest Service  
St. Augustine Fire Department  
St. Johns County Marine Rescue  
St. Johns County Medical Examiner  
St. Johns County Sheriff's Office

**II. INTRODUCTION**

**A. EOC Staffing**

ESF-4 will ensure adequate staffing in the EOC to coordinate all requirements for Firefighting activities and identification of any additional resources.

**B. Fire Protection**

Within the scope of this appendix, fire protection refers to the resources required and activities undertaken to suppress fires, either before or after a fire becomes a major disaster, and to the rescue operations that may be required. Fire suppression activities include fires, which may result from natural, manmade or technological disasters, and fires, which have or threaten to become disasters within themselves.

**C. Purpose**

The purpose of this appendix is to outline those resources that are available for fire protection in St. Johns County and the means utilized to alert and dispatch those resources, and also to define certain situations requiring fire protection resources for events other than major fires and to outline those resources that are available for emergency medical response.

1. Suppress structural fires that may result from natural, manmade or technological disasters.
2. Respond to emergency calls as dispatched including auto accidents, power lines down, mechanical fire alarms, etc.



3. Detect and suppress wildland fires resulting from or occurring as the disaster.
4. Provide emergency medical treatment, extrication and transportation to those injured and in need of assistance.
5. Provide medical and health related support to state and local entities involved in delivering emergency response and recovery efforts for natural, manmade or technological disasters.
6. Support public shelters with medical assistance beyond the capabilities of the shelter staff.
7. Support other emergency responders, relief workers and volunteers who are injured or ill as a result of the disaster.
8. Perform Rapid Impact Assessment to provide immediate field intelligence regarding area of impact, extent of damage and need for emergency response actions and resources.

### **III. CONCEPT OF OPERATIONS**

- A.** St. Johns County Fire Rescue provides fire protection and emergency medical services to the unincorporated areas of St. Johns County, including St. Augustine Beach and the Town of Hastings. The St. Augustine's Fire Department provides fire protection services to all of the City of St. Augustine. Each fire station is assigned a specific geographical area of responsibility, which is based, insofar as possible, on equal territory, access road availability, structure type and quantity and department capabilities.
- B.** Personnel of the St. Johns County Fire Rescue Communications Center dispatches fire protection resources. The primary means of dispatch is by tone activated receivers in the fire stations via an 800 MHz radio system. Off duty personnel are called in using the ReadyOp System which uses both phone calls or text messaging.

### **IV. INVENTORY OF FIREFIGHTING RESOURCES**

St. Johns County Fire Rescue maintains an inventory of vehicles and equipment that is available for Firefighting | EMS activities and the list is kept current as changes occur. The Fire Chief, or designee, will update the inventory list annually, during the month of May.

**V. RESCUE OPERATION**

Rescue, within the scope of this appendix, generally means, but is not specifically limited to, the removal of persons from burning structures, automobiles, woods, aircraft, etc. Rescue tools, air bags, other power and non-power hand tools are available for use within St. Johns County.

**VI. RESOURCES AVAILABLE FROM STATE**

Florida Forest Service Field Stations are located in Dupont Center, Bakersville and Durbin Hill and close liaison is maintained with that agency. The Forestry Service is responsible, under Florida State Statute 509.01 for woodlands fire protection and is the agency for issuance of burn permits within the County.

**VII. STATE FIREFIGHTING SUPPORT**

Coordination with the Florida Fire Chiefs Association will be maintained by the County Fire Liaison in order to obtain state Firefighting support. The Fire Chief's Association maintains a pre-incident equipment inventory list identifying mutual aid resources by type and agency.

**VIII. MUTUAL AID**

- A.** St. Johns County Fire Rescue is a professional fire rescue organization with full time firefighting staff. When a need arises, the SJC Fire Rescue Communications Center tones the Fire Stations utilizing 800 MHz radios.
- B.** St. Johns County Fire Rescue has Automatic Mutual Aid Agreements with Jacksonville Fire Department, Jacksonville Beach Fire Department, St. Augustine Fire Department, Clay County Fire Department, Flagler County Fire Department and Putnam County Fire Department. Additional resources can be obtained through the Statewide Mutual Aid Agreement which St. Johns County and its municipalities are signatories too; after all local inter-service agreement support has been expended.

**SEARCH AND RESCUE**  
*Emergency Support Function 9 (ESF-9)*

**I. GENERAL**

- A. Primary Agency:** St. Johns County Fire Rescue
- B. Support Agencies:** Civil Air Patrol  
Florida National Guard  
St. Augustine Beach Police Department  
St. Augustine Fire Department  
St. Augustine Police Department  
St. Johns County Marine Rescue  
St. Johns County Emergency Management  
St. Johns County Sheriff's Office

**II. INTRODUCTION**

Search and Rescue (SAR) operations are not limited to: incidents that involve locating missing persons, locating boats/boaters in the near shore waters, Intracoastal Waterway or on rivers, downed aircraft, extrication from collapsed or compromised structures or any other operations involving life-saving activities during and after disaster events.

**III. DIRECTION AND CONTROL OF OPERATIONS**

- A. St. Johns County Fire Rescue is the primary agency in coordinated search and rescue operations under ESF-9. It will also plan, coordinate and mobilize other resources if required.
- B. St. Johns County Emergency Management provides assistance in coordinating response with local, State, Federal, and non-governmental agencies.
- C. Command will be established according to the Incident Command System (ICS) concept. The Incident Command Post will provide functional organization for on-scene management of facilities, equipment, procedures and communications.
- D. St. Johns County Fire Rescue will perform rescue to include persons trapped in buildings or stranded in disaster areas and will be the lead agency when hydraulic rescue tools are needed.
- E. St. Johns County Sheriff's Office will coordinate dive rescue/recovery operations as well as searches for missing persons.

#### **IV. CONCEPT OF OPERATIONS**

St. Johns County Fire Rescue and other county department supervisors will insure the commitment of required resources (equipment and / or personnel) for any search and rescue operations.

#### **V. TASKS**

- A. City Government – Will provide aid and assistance in all Search and Rescue operations through Fire Departments and Law Enforcement Agencies.
- B. County Government – Primary in all Search and Rescue operations. The lead agency for overall coordination and operations will be St. Johns County Fire Rescue. County Departments will render any assistance requested.
- C. State Government –
  - 1. Act on St. Johns County's request for multi-county coordinated Search and Rescue operations.
  - 2. Act on St. Johns County's request for state and federal assistance.
  - 3. Provide technical assistance beyond the capability of the County.
  - 4. Coordinate the use of any State agency resources, communications equipment, vehicles or equipment in any SAR activities in St. Johns County.
  - 5. Deploy the Florida National Guard upon request from St. Johns County and with the Governors authorization.
- D. Federal Government – May provide U.S. Coast Guard SAR or military assistance as requested by a St. Johns County's request for assistance through the State Watch Office or an EM Constellation request.

#### **VI. FUNCTIONS AND RESPONSIBILITIES**

##### **A. St. Johns County Fire Rescue**

- 1. Overall coordination
- 2. Communications
- 3. Establish ICP (Incident Command Post)
- 4. All search and rescue activities
- 5. Organizing spontaneous volunteers
- 6. Scheduling of relief resources
- 7. Reporting observations, needs, status, and progress to authorities
- 8. Requesting assistance through proper channels

9. Deployment of resources
10. Locate the trapped, endangered, injured or deceased
11. Gain access to trapped, endangered or injured
12. Treat injured persons
13. Perform initial triage
14. Move endangered persons to safety
15. Transportation of persons requiring further medical attention
16. Clearly mark the premises where searched
17. Staffing ESF-9 Search and Rescue function at the County EOC

**B. St. Johns County Sheriff's Office**

1. Communications and mobile communications center (UCC)
2. Traffic and crowd control
3. Scene / site security
4. Requesting additional LE assistance
5. Assist with search activities

**C. St. Johns County Emergency Management**

1. Assist in establishing ICP
2. Communications support
3. Assist in providing food, lodging, materials and supplies to Search and Rescue personnel
4. Provide for transport of non-injured endangered persons
5. Request assistance
6. Coordinating mutual aid for Search and Rescue efforts

**VII. RESOURCE SUPPORT**

- A. St. Johns County Fire Rescue provides Advance Life Support (ALS) Emergency Medical Services to the County. In addition to the rescue units, fire apparatus are requested to respond when additional resources are needed. UF Health and Baptist Hospitals provide ALS Helicopter response to Northeast Florida including St. Johns County. The following is a listing of current EMS resources within St. Johns County that would be available for deployment on an SAR mission.

Type and Number of Units		Hours of Operation
ALS Transport	12	24-hours / day
ALS Response	13	
BLS Transport	0	24-hours / day
BLS Response	10	
ALS Transport (Spare)	6	Available as needed with notice

- B. All County fire rescue stations will provide resources to assist with SAR and provide first responder aid as assigned.
- C. Other County resources available are as follows:

Other Resources	
Location	Type of Equipment
SJC Emergency Management	Global positioning Equipment (GPS), Utility Vehicles, Generators, Satellite Communications
SJC Marine Rescue	Utility Vehicles, 4WD, marine assets
SJC Sheriff's Office	Utility Vehicles 4WD, All Terrain Vehicles, K-9 Support, Helicopter, tactical assets, Mobile Command Post (UCC), marine assets

**VIII. COMMUNICATIONS**

Communications between the Emergency Operations Center (EOC) and the Search and Rescue (SAR) operations team will be maintained by St. Johns County Fire Rescue Communications Center in accordance with the Communications Plan.

**IX. IDENTIFICATION OF TRANSPORT AND MEDICAL FACILITIES FOR THE INJURED**

The following resources will be used to transport the injured to medical facilities:

St. Johns County has twelve (12) ALS transport units staffed 24 hours a day, 7 days a week; and six (6) spare ALS transport units. The spare units can put into service in an emergency or be used if another unit breaks down. Disaster survivors in serious or critical condition can be transported outside the area by helicopters.

Seriously ill or injured victims in a disaster will be transported immediately to one of the following hospitals, depending on location: Flagler Hospital, Baptist South or Beaches and Memorial Hospital – Julington Creek.

**X. ACCOUNTABILITY OF SEARCH AND RESCUE PERSONNEL**

Responsibility for the accountability of all Search and Rescue (SAR) assigned personnel on each operation is assigned to the Team Leader. Upon completion of the mission and / or the release or re-assignment of the team, the SAR Team Leader will submit a report accounting for all personnel via radio or telephone to ESF-9 at the EOC.

**XI. MUTUAL AID AGREEMENTS**

Existing Mutual Aid Agreements may be activated during SAR operations as needed. Inter-service local agreements will be used before assistance is requested from the State EOC using the Statewide Mutual Aid Agreement.

**HAZARDOUS MATERIALS and ENVIRONMENTAL PROTECTION**  
*Emergency Support Function 10 (ESF-10)*

**I. GENERAL**

- A. Primary Agency:** St. Johns County Fire Rescue  
St. Johns County Environmental Division
- B. Support Agencies:** Florida Department of Environmental Protection  
Florida Department of Health – St. Johns  
St. Augustine Fire Department  
St. Johns County Sheriff's Office  
St. Johns County Solid Waste  
St. Johns County Public Works

**II. INTRODUCTION**

**A. Purpose**

To provide a support plan in response to an actual or potential discharge and / or release of hazardous materials (HazMat) resulting from a natural, human caused, or technological disaster.

**B. Activation**

As a member of the County Emergency Response Team, ESF-10 may be activated under one of the following conditions:

1. In response to those natural or other catastrophic disasters.
2. In anticipation of a natural or other disaster that is expected to result in a local declaration.

**C. Scope**

1. ESF-10 provides for a coordinated, effective and efficient response to discharges and releases of hazardous materials by putting resources into action in the impacted area.
2. This ESF establishes the lead coordination roles and determines the division and specific responsibilities among county agencies that are brought in for response actions. This plan is applicable to all county and municipal departments with responsibilities and assets to support the local response to potential discharges and actual releases of hazardous materials.



3. Response to oil discharges and hazardous substances will be in accordance with the NCP and is authorized pursuant to SS. 403.121, 403.161, 403.726, 403.7264, 403.855, 403.856, 376.011, 376.302, 376.304, 376.305, 376.307, 376.3071 and 376.319, Florida Statutes, delegating the DEP the power and duty to control, prohibit and respond to pollution of the air, surface water and lands of the state, and protect the public health safety and welfare from the effects of releases of hazardous substances.

### III. REGIONAL RESPONSE TEAM CONCEPT

- A. **Response Team** – If the internal capabilities within the County are insufficient to adequately respond to and recover from a HAZMAT incident, and when inter-local mutual aid agreements are inadequate for proper response to the incident, assistance may be requested by St. Johns County Fire Rescue from the Regional Response Teams (RRT's):

Duval Hazmat Team  
Clay Hazmat Team  
Alachua Hazmat Team

Additionally, assistance may be requested from the Regional Response Team made up of regional representatives of Federal and State agencies and co-chaired by EPA and USCG. The RRT serves as a planning and preparedness body before a response, identifying these respective agency response resources and providing coordination and advice to the OSC during response actions. The 44<sup>th</sup> Civilian Support Team based out of Camp Blanding is an additional resource that may be requested.

- B. **Training and Preparedness** – RRT participates in preparedness activities under the State ESF-10 and is expected to be closely involved in response activities.
- C. **Coordination and Responsibilities** – At the state level, activities under ESF-10 provide a bridge between the State On Scene Coordinator (OSC), directed response of the RRT and the overall disaster response activities. The OSC's will carry out their responsibilities under the National Contingency Plan (NCP) to coordinate, integrate and manage the State effort to direct, identify, contain, cleanup, dispose of or minimize releases of oil, gases, or other hazardous substances; or prevent, mitigate or minimize the threat of potential releases. These efforts will be coordinated under the direction of the State ESF-10 leadership.

#### IV. POLICIES

- A. **National Contingency Plan** – NCP serves as the basis for planning and utilization of Federal resources for responding to releases or threats of releases of oil, gases, or other hazardous substances. Response actions under ESF-10 will follow policies, procedures, directives and guidance developed to carry out the provisions contained in the NCP.
- B. **Command** – St. Johns County Fire Rescue, as the lead agency for ESF-10, will serve or designate the incident command, under NIMS for HAZMAT response operations within the County.
- C. **St. Johns County SHOT Team** – The St. Johns County Special Hazards Operations Team (SHOT Team<sup>1</sup>) is a unit that is trained to handle those emergencies that require specialized skills to respond to emergencies that may involve specialized rescue and / or hazardous materials.
- D. **Support Agencies** – In accordance with the assignment of responsibilities in this appendix, support agencies will provide resources and support in response to a release or threat of release of oil, gases, or other hazardous substances. To the extent possible, the state level support agency representatives to ESF-10 should be those personnel also assigned to the RRT. Where such dual assignments are not possible, each ESF representative is to maintain close coordination with their RRT representative.
- E. **Multiple Response Actions** – When due to multiple response actions, more than one state OSC is involved in implementing response, ESF-10 or the designated IC will be the mechanism through which close coordination will be maintained among all agencies and OSC's. ESF- 10 representatives or the IC will assure that response actions are properly coordinated and carried out.

#### V. SITUATION

- A. **Disaster Conditions** – A natural or other catastrophic disaster could result in numerous situations in which hazardous materials are released into the environment. Fixed facilities such as sites, which use, store, or dispose of hazardous materials could be damaged so severely that existing spill control and containment measures are not effective. Hazardous materials that are transported may be involved in rail accidents, highway collisions or pipeline accidents. Abandoned hazardous waste sites could be damaged causing further degradation of holding ponds, tanks and drums.

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<sup>1</sup> A Complete description of the St. Johns County SHOT Team can be located in the St. Johns County Fire Rescue Policy Manual and SOP.

**B. Planning Assumptions**

1. Local response agencies will be overwhelmed by the extent of the response effort required to assess, mitigate, monitor, cleanup and dispose of hazardous materials released into the environment.
2. There will be numerous incidents occurring simultaneously in separate locations throughout the County.
3. Standard communications equipment may be disrupted or destroyed.
4. Response personnel, cleanup crews and response equipment will have difficulty reaching the site of a hazardous materials release because of the damage sustained by the transportation infrastructure.
5. Additional response / cleanup personnel and equipment will be needed to supplement existing capabilities and to augment relief resources.
6. Even if the natural, human caused or technological disaster does not cause situations where there are actual releases, there will be considerable concern about facilities which are located in or near the affected area. These facilities will need to be monitored by ESF-10.
7. Emergency exceptions will be needed for collection, transportation and disposal of contaminated material.
8. Local or other mutual aid responders should be self-sufficient in the early part of the response.

**VI. CONCEPT OF OPERATIONS**

- A. General** – ESF-10 will direct the local emergency response actions, within the disaster area, immediately following a disaster involving hazardous materials. Close coordination must be maintained between federal, state and local officials. ESF-10 operations will secure, remove and dispose of hazardous materials from the area and will initiate other tasks demanded by the Department of Environmental Protection (DEP) until such time as further activation is deemed necessary.
- B. Organization** – The Florida DEP is the primary State Agency for ESF-10. The DEP provides representatives on a 24-hour basis to the EOC or the incident scene, when required, to insure the full deployment and utilization of Department resources.

**C. Notification**

1. In the event of a spill or release involving hazardous materials, the State Watch Office will be notified and will be provided the name of the County ESF-10 coordinator or their alternate. This notification will be effected by telephone or EMNet and may request that State ESF-10 representative(s) report to the EOC or incident site, if required.
2. The ESF-10 Coordinator or alternate will alert support staff and agencies.
3. Emergency cleanup contractors may be alerted to situate themselves in a standby mode. List of cleanup contractors are available from the St. Johns County Fire Rescue Department. The responsible party for the spill or leak will be informed that they are responsible for payment to the cleanup contractor.

**D. Response Actions**

1. Immediately upon arrival at the scene, the IC and staff will identify strategic goals and tactical tasks that must be accomplished to mitigate or lessen the effects of the incident.
2. Commit necessary resources to the incident area.
3. Assess and prioritize response actions necessary to mitigate hazardous materials releases as follows:
  - a. Stabilize and stage
  - b. Categorize and dispose

**VII. RESPONSIBILITIES**

- A. Primary Agency** – Will have overall on site responsibility for ensuring that proper action(s) are taken to immediately respond to and recover from any HAZMAT incident that might occur in St. Johns County. The EOC, when activated, or the County Warning Point (SJC Fire Rescue Communications), when the EOC not activated, will be kept informed throughout the operations.
- B. Support Agencies** – These agencies will be utilized as necessary to support the response and recovery efforts as determined by the primary agency, St. Johns County Fire Rescue.
- C. Fire Chief, or designee** – Will have overall responsibilities for coordinating and directing the response and recovery operations, to include the interface between the on-site command and the EOC. Will ensure that all actions

taken are consistent with the policy guidance of the Board of County Commissioners. Will assume, or designate an Incident Commander (IC).

### VIII. ADDITIONAL INFORMATION

- A. **Medical Facility for Contaminated Patients** –Contaminated patients will be transported to Flagler Hospital, Baptist South, or Baptist Beaches.
- B. **Radiological Monitoring Equipment** – St. Johns County has units for radiological monitoring. They are tested periodically and personnel trained in their use.
- C. **Decontaminated Wash Down Stations** – St. Johns County has capabilities for decontamination of vehicles, equipment, and personnel at the present time. As an expedient means, decontamination of personnel and equipment, including vehicle wash down, will be accomplished at the incident scene to minimize hazardous materials being transported from the site, and spread unintentionally throughout the county. Maximum containment effort will be made on site, such as building berms, capturing wash water, where possible, by whatever means are available, such as use of tarpaulins.

**MILITARY SUPPORT***Emergency Support Function 13 (ESF-13)***I. GENERAL**

- A. Primary Agency:** St. Johns County Emergency Management
- B. Support Agencies:** Florida National Guard  
Florida Air National Guard  
U.S. Coast Guard Auxiliary

**II. INTRODUCTION****A. Purpose**

This appendix provides the coordinating guidance relative to the military support Florida National Guard (FLNG) that may be provided to St. Johns County in times of major or catastrophic disaster and / or civil unrest. In addition, this plan outlines the responsibilities and the role of the FLNG in conducting Rapid Impact Assessments.

**B. Scope**

Military Support is extremely diverse as the FLNG is identified as a support agency to ten (10) of the seventeen (17) ESF's at the State level. Therefore, the primary goal of the Military Support ESF is to prioritize all requests for assistance and allocate available resources based upon mission priorities as established by the Florida Division of Emergency Management. Military support operations include, but are not limited to, supporting the following ESF's and special mission:

1. ESF-1 | Transportation – Support with surface and air movement of personnel and equipment.
2. ESF-2 | Communications – Support with temporary communications equipment and personnel.
3. ESF-3 | Public Works and Engineering – Support for debris removal and clearing operations, emergency restoration of public services, technical assistance and damage assessment.
4. ESF-4 | Firefighting – Support primarily in a non-urban environment with personnel and aviation support operations.
5. ESF-6 | Mass Care – Support with personnel and equipment for food preparation.

6. ESF-7 | Resource Support – Support with limited equipment loans to other agencies.
7. ESF-8 | Health and Medical – Support with medical personnel and equipment.
8. ESF-9 | Search and Rescue – Support with personnel and engineering, aviation, and medical equipment.
9. ESF-11 | Food and Water – Support with personnel and equipment in food and water distribution.
10. ESF-16 | Law Enforcement and Security – Support with personnel and equipment to assist in curfew enforcement, site security and crowd control operations.
11. Special Mission – Immediately following the occurrence of a major or catastrophic disaster, the FLNG may deploy a Recon Team at the request of the State or County. The composition of these teams may include civil utility and infrastructure experts, as appropriate. The mission of the Recon Teams will be to expeditiously evaluate the immediate needs of the affected population as a result of infrastructure loss or damage and availability of essential services within the impacted area. St. Johns County ESF-5 will have responsibility for planning, coordination, and for providing a representative on the Recon Team when performing a County mission.

### **III. AUTHORITIES**

- A. Governor's Executive Order.
- B. Florida Statutes, Chapter 250, Military Code.
- C. Florida Statutes, Chapter 252, Emergency Management.
- D. US Law Codes, Title 10 and 32

### **IV. POLICIES**

- A. In accordance with existing National Guard Regulations it is understood that primary responsibility for disaster relief shall be with local and state governments and those federal agencies designated by statute. National Guard assistance generally is provided when:

1. The situation is so severe and widespread that effective response and support is beyond the capacity of local and state government, and all civil resources have been exhausted.
2. Required resources are not available from commercial sources. National Guard support will not be furnished if it is in competition with private enterprise or the civilian labor force.
3. National Guard resources will normally be committed as a supplement to civil resources that are required to cope with the humanitarian and property protection requirement caused by a civil emergency or mandated by law.
4. Assistance will be limited to tasks that, because of experience and the availability of resources, the FLNG can do more effectively or efficiently than other agencies.
5. When an emergency or disaster occurs and waiting for instructions from higher authority would preclude an effective response, a FLNG commander may do what is required and justified to save a human life, prevent immediate human suffering, or lessen major property damage or destruction. The commander will report the action taken to a higher military authority and to civil authority as soon as possible. Support will not be denied or delayed solely for the lack of a commitment for reimbursement or certification of liability from the requester.
6. The FLNG will be employed with adequate resources to accomplish the mission when conducting civil disaster / emergency relief operations. The on-scene commander or the senior officer present will make that determination. Military support to civil authorities will terminate as soon as possible after civil authorities are capable of handling the emergency.
7. When any public service is lost or withdrawn, and an immediate substantial threat to public health, safety, or welfare is evident, the FLNG may be called to restore and / or continue that public service. It is desirable that supervisors, managers, and key personnel of the public service be available to provide technical assistance to FLNG personnel. In the absence of public service personnel, the State Adjutant General will make plans and coordinate with appropriate civil authorities to perform the mission within the capabilities and limitations of the FLNG.



8. The capability of the FLNG to assist in the restoration / continuation of public services depends primarily on the degree of military or civilian skills possessed by FLNG personnel.
- B.** Chapter 250 (Military Code) of the Florida Statutes designates the Governor as the Commander In Chief of all the Militia (FLNG) of the state and in order to preserve the public peace, execute the laws of the state, or respond to an emergency, order all or part of the militia into active service of the state. This is done through the issuance of a Governor's Executive Order.
  - C.** Request for National Guard assistance must specify if it is a humanitarian or law enforcement type mission.

## **V. SITUATION**

### **A. Disaster Condition**

Major or catastrophic disasters will result in widespread damage or total loss of any and all existing civil infrastructure capabilities. Combined with a significant loss of dwellings, structures and widespread displacement of people; local and state authorities will require additional assistance to include federal response of a significant magnitude. In order to fully determine the magnitude of the disaster on the population and provide an immediate and effective response, an impact / needs assessment will be conducted at the earliest possible time following a major or catastrophic disaster.

### **B. Planning Assumptions**

1. All FLNG assets are available for a state mission. It is understood that the federal wartime mission of all DOD assets takes priority over state missions.
2. Post-disaster impact / needs assessments are an ongoing process as needs cannot be fully determined in the initial response phase of a major or catastrophic disaster.
3. The Governor issues an Executive Order prior to the occurrence of a major catastrophic disaster, when possible, authorizing the Adjutant General to call to State Active Duty those personnel and equipment necessary to support the State of Florida's response and recovery effort. A number of these forces will be staged in and around the anticipated disaster area prior to occurrence when possible.

4. Recon Teams will be deployed to the disaster area over land or by air, as appropriate, and will deploy fully self-contained (food, water, communications, etc.). St. Johns County ESF-5 representative will participate as a member of the Recon Team when deployed within the County.
5. Restoration and / or preservation of law and order (ESF-16), in support of the St. Johns County Sheriffs Office, will be a priority mission of the FLNG immediately following a major or catastrophic disaster.

## **VI. CONCEPT OF OPERATIONS:**

### **A. General**

1. Mission – When directed by the Governor, the Adjutant General of Florida deploys personnel and equipment, through appropriate commanders, to assist civil authorities.
2. Execution – The FLNG will provide Military Support to Civil Authorities in accordance with existing Florida National Guard Operation Plan for Military Support to Civil Authorities.

### **B. Concept**

1. As a potential disaster develops, or upon the occurrence of a disaster, the FLNG will dispatch the Military Support (ESF-13) team to the SEOC in Tallahassee. The purpose of this team will be to advise the State Emergency Response Team (SERT) Leader on FLNG capabilities and resources; ongoing missions status, troop numbers and estimated daily costs; legal considerations and receive official mission requests to support other ESF's and pass to the Adjutant General for action.
2. Upon the issuance of the Governor's Executive Order and prior to an imminent disaster, when possible, the Adjutant General through appropriate commanders, will mobilize and stage in and around the projected disaster area, personnel and equipment as necessary, to restore / preserve law and order, support the committed elements, and provide support to other ESF's respectively as directed by the SERT Leader and within FLNG capabilities.
3. As supported ESF's determine that all available state resources are exhausted and / or a mission exceeds the ESF's capabilities, the ESF Primary Agency ECO will pass a request to ESF-13 in the form of a "Mission". This mission request will be evaluated for

immediate staffing and determination of supportability. If FLNG can support the requested mission the Adjutant General will determine the number of personnel and type of equipment necessary through the appropriate commander who will immediately contact the supported agencies local point of contact for mission coordination. Simultaneously the ESF-13 ECO will be notified of mission acceptance and kept updated on mission status. This same process will be utilized if / when St. Johns County EOC requests assistance from State ESF-13.

4. Recon Teams – In direct support of the Florida Division of Emergency Management (FDEM), the FLNG will pre-position Recon Teams prior to a disaster, when possible, or immediately following a disaster and be prepared to immediately deploy to the disaster area as conditions allow. Each Recon Team will be comprised of civil utility and infrastructure representative, EM representative and appropriate state agency representatives. The composition, mission, deployment, and logistical requirements are contained in the FLNG Operation Plan for Rapid Impact Assessments.
5. In major or catastrophic disasters requiring a large Federal Department of Defense response, the Adjutant General and their staff will serve in a liaison role between the State of Florida and the Active Component in charge. As the state's first line military response in times of disaster and civil emergency, the National Guard will closely coordinate with active federal military to insure mutual support during federal disaster relief operations.

### **C. Notification**

1. ESF-13 response will be activated upon notification by FDEM that an emergency condition is imminent or exists, which requires personnel and / or resources of the FLNG, North Area Command. Initial notification will be made by phone to the designated Emergency Coordination Officer (ECO) or the alternate.
2. As FLNG units are activated the Adjutant General will appoint an Area Commander. The Area Commander will normally be a Colonel or Brigadier General who will assume operational command and control of all FLNG assets operating within their area of operations. The Area Commander will receive all mission assignments from the FLNG-EOC.

#### **D. Support Agencies**

The disaster location and magnitude will dictate the precise composition of the Recon Teams. They may be composed of representatives from the following agencies:

1. Florida Division of Emergency Management - Liaison
2. Florida National Guard - Team Support OIC
3. Florida Department of Health
4. American Red Cross
5. Florida Department of Law Enforcement
6. Florida Department of Transportation
7. Florida Department of Management Services
8. St. Johns County Emergency Management Representative (ESF-5)

#### **VII. REQUIREMENT FOR FLNG LIAISON OFFICER**

When National Guard troops are deployed into St. Johns County, a request will be made to the Area Commander that a FLNG liaison officer be assigned for duty in the County EOC. Support will be furnished or coordinated by the EOC, such as office supplies, feeding and assistance in arranging lodging, if required.

#### **VIII. REFERENCES**

- A.** DOD Directive 3025.1, Use of Military Resources during Peacetime Civil Emergencies within the U.S., its Territories and possessions.
- B.** National Guard Regulation 500.1, Military Support to Civil Authorities.
- C.** Headquarters, Florida National Guard Plan for Military Support to Civil Authorities. (Copies are on file with St. Johns County Emergency Management; and the EOC when activated).
- D.** Florida Department of Law Enforcement, Florida Mutual Aid Plan.

**LAW ENFORCEMENT AND SECURITY**  
*Emergency Support Function 16 (ESF-16)*

**I. GENERAL**

- A. Primary Agency:** St. Johns County Sheriff's Office
- B. Support Agencies:** St. Augustine Police Department  
St. Augustine Beach Police Department  
FDLE  
Florida National Guard

**II. INTRODUCTION**

**A. Purpose**

The purpose of this ESF is to establish procedures for the command, control and coordination of all law enforcement personnel and equipment to support local law enforcement agencies. To establish procedures for the use of the Florida National Guard in security missions as requested by local law enforcement.

**B. Scope**

This ESF applies to natural or human-caused disasters or emergencies whenever a local law enforcement agency requires assistance from the state or another jurisdiction in either declared or undeclared emergencies, and when the resources of one or more local law enforcement departments is inadequate to meet the needs.

**III. POLICIES:**

- A.** To create a law enforcement mutual aid plan which provides for the command, control and coordination of law enforcement planning, operations and mutual aid.
- B.** To coordinate the dispatch and use of law enforcement personnel and equipment.
- C.** To provide a system for the receipt and dissemination of information, data and directives pertaining to activities among law enforcement agencies.
- D.** Each primary and support agency will prepare an inventory of personnel, equipment and vehicles and have it on file by the first of May.

- E. To collect and disseminate information and intelligence related to disasters or emergencies, either existing or pending.
- F. To pre-plan distribution and allocation of state resources in support of the overall law enforcement mission.
- G. If the situation warrants, a request will be made for assistance through the Statewide Mutual Aid Agreement.

#### **IV. SITUATION**

##### **A. Disaster Condition**

A significant natural disaster, emergency condition or other major incident will be of such severity and magnitude as to require state law enforcement, including the Florida National Guard, to supplement local law enforcement efforts to save lives and protect property.

##### **B. Planning Assumptions**

1. Response requirements of the disaster or emergency incident will be an immediate and continuous demand for law enforcement and security. The demand will eventually exceed the capabilities of the affected local law enforcement agencies.
2. Law Enforcement agencies may request assistance from their own sheriff's office or other sheriffs and police agencies with which they have an existing mutual aid agreement, or by utilizing the State-Wide Mutual Aid Agreement, to which St. Johns County is a signatory.
3. The Sheriff may request assistance from other sheriffs through the pre-existing Florida Sheriffs Association Statewide Mutual Aid Agreement.
4. When the Governor declares an emergency, assistance may be obtained from any city or county law enforcement agency throughout the state pursuant to Florida Statute 23.1225 (5(a)).
5. State law enforcement and Florida National Guard resources may be requested by the affected local law enforcement agencies in addition to other requested assistance. Florida National Guard resources and state law enforcement may be requested by local law enforcement through an ESF-16 mission request.

**C. Request for Assistance**

Request for assistance shall be by phone, 911 lines or by means of radio systems in use by first responders.

**V. CONCEPT OF OPERATION****A. General**

When an emergency situation is anticipated or occurs, FDLE will dispatch a sworn representative from the nearest FDLE office to the affected agency(s) to establish state mutual aid liaison and monitor the situation. State law enforcement resources from within the affected area of the state are immediately available to the law enforcement agency(s) requiring assistance. The Special Agent in Charge or designee from the nearest FDLE office will coordinate the use of state resources for the local law enforcement. Should the situation escalate, or require at the onset, additional state law enforcement resources from outside the affected area, such resources will be requested through the State EOC and dispatched by the FDLE Mutual Aid Director in Tallahassee in conjunction with the other state law enforcement agencies in the Florida Mutual Aid Plan.

**B. Organization**

1. St. Johns County Sheriff's Office will serve as the primary agency for ESF-16.
2. St. Augustine Police Department, St. Augustine Beach Police Department, FDLE and Florida National Guard are support agencies for ESF-16.

**C. Notification**

1. Primary notification will be radio, with cell phones and Code Red as back-up.
2. Changes in levels of readiness or activation will be accomplished by radio or phone.

**D. Response Actions**

1. The Sheriff, or their designee, will report to the EOC to monitor the situation and act as liaison and coordinate local law enforcement resources.

2. All personnel will be placed on alert.
  - a) Sheriff's Office personnel will go to Alpha Bravo shift schedule
3. Initial Actions
  - a) Local resources committed
  - b) Other outside resources committed
4. Continuing Actions
  - a) Address enforcement and security within capabilities
  - b) Request assistance as needed and necessary
  - c) Incoming resources will be assigned as necessary within the afflicted area.
  - d) Normally Florida National Guard forces will be the first to be withdrawn as order is restored, followed by state agencies.

## **VI. RESPONSIBILITIES**

### **A. Primary Agency**

1. The St. Johns County Sheriff's Office is the agency responsible for monitoring potential emergencies that may require the deployment of law enforcement forces in support of other affected law enforcement agencies. Further, this ESF will coordinate the dispatch and use of such resources. This ESF will maintain liaison with the St. Johns County Emergency Management, and will have a representative on duty in the EOC, if activated to coordinate efforts as needed and appropriate.
2. An ESF-16 representative will coordinate with other ESF's in the EOC to ensure that security at all shelters, feeding sites, other mass care facilities and the Reception and Staging Area at the Sheriff's Law Enforcement Complex is provided as required.
3. ESF-16 will be responsible for re-entry to evacuated areas as follows:
  - a) Coordination with other ESF's on security and controlling re-entry into evacuated areas.



- b) Follow the re-entry security plan incorporating the following procedures for proper identification:
  - a. Use of picture ID
  - b. Vehicle registration
  - c. County issued Evacuation Re-Entry Tag (hanger-style / green or orange)
  - d. Recognition by the law enforcement officer

## **B. Support agencies**

Support agency will perform missions as assigned by ESF-16.

## **VII. RESOURCE REQUIREMENTS**

### **A. Human Resources**

1. ESF-16 will insure that a 24-hour staffing pattern is established for the EOC until conclusion of response and recovery efforts.
2. The Sheriff or their EOC representative will establish special response teams for traffic control, crowd control and EOC and shelter security.

### **B. Other Resources**

1. Vehicles
2. Portable (handheld) Radios
3. Helicopter
4. Marine Assets
5. Tactical Assets
6. Unified Command Center (UCC)

### **C. Inventory of Personnel, Vehicles and Equipment**

The Sheriff's Office, as well as Emergency Management, will maintain an inventory of law enforcement resources that are available for use during an emergency and / or disaster.

### **D. Intelligence**

Information relative to any incident may be gathered from a myriad of sources, including, but not limited to:

Field Units	Fusion Center	FDLE	NCIC/FCIC Teletype
SEOC	Secure Websites	SJC EOC	Social Media Monitoring