

# Franklin County Comprehensive Emergency Management Plan (CEMP)

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# Executive Summary



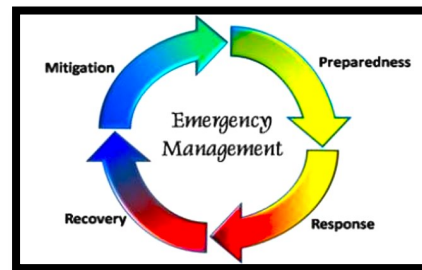
As Stated by Federal Emergency Management Agency (FEMA) .... “The elected and appointed leaders in each jurisdiction are responsible for ensuring that necessary and appropriate actions are taken to protect people and property from any threat or hazard.

When threatened by any hazard, citizens expect elected or appointed leaders to take immediate action to help them resolve the problem. Citizens expect the government to marshal its resources, channel the efforts of the whole community—including voluntary organizations and the private sector—and, if necessary, solicit assistance from outside the jurisdiction. Residents and all sectors of the community have a critical role and shared responsibility to take appropriate actions to protect themselves, their families and organizations, and their properties. Planning that includes the whole community builds a resilient community.”

The Comprehensive Emergency Management Plan (CEMP) is the master planning and operations document for Franklin County in responding to all emergencies, and all catastrophic major and minor disasters. The document is the blueprint for Franklin County’s comprehensive emergency management (EM) program and includes the four phases of Emergency Management: mitigation, preparedness, response, and recovery.

The CEMP outlines the following:

- ✓ Establishes the framework, as authorized by Chapter 252, Florida Statutes, to ensure that Franklin County is prepared to respond to the natural, technological, and man-made hazards.
- ✓ Defines the functional roles and responsibilities of each government entity that partners in Franklin County’s disaster organization and their relationship to each other.
- ✓ Provides a comprehensive approach to reducing the effects of disasters on its population and physical environment.
- ✓ Enables the Franklin County Board of County Commissioners to discharge their responsibility for providing direction and control during any large-scale disaster.
- ✓ Responsibilities of government, private, volunteer, and non-governmental organizations.
- ✓ Compliance with the National Incident Management System (NIMS).
- ✓ Incorporates the standards set forth in the Incident Command System (ICS).



The CEMP is classified as follows:

- a. Basic Plan
- b. Annex I – Recovery
- c. Annex II – Mitigation
- d. Appendices

The Basic Plan for the Franklin County CEMP outlines the general purpose, scope, methodology and planning assumptions of the plan. Specific hazards not covered in the Local Mitigation Strategy Plan that present vulnerability for the jurisdictions within the county are analyzed and reported. Coordination, control,

and organizational structure; concept of operations, preparedness activities and responsibilities are defined for the agencies and resources mobilized by the county to assist in response and recovering from a disaster.

The Basic Plan is divided into the following sections:

- I. Introduction
- II. Situation
- III. Concept of Operations
- IV. Preparedness Activities
- V. Financial Management
- VI. References and Authorities
- VII. Direction and Control

# I. Introduction

The introduction section of the CEMP describes the purpose, scope, methodology, and planning assumptions of the plan and provides a general content description. Information for preparedness, response, recovery, and mitigation from all levels of disasters (i.e., minor, major, or catastrophic) will be discussed. Preparedness requires a unified approach to emergency management and incident response activities. Components of the NIMS should be integrated within a jurisdiction's emergency management and incident response structure.

The CEMP is both a planning and an operations-based document that provides guidance for all aspects of emergency management including disaster preparedness; evacuation and sheltering; warning and notification; public education and information; resource management; mutual aid; special needs program; impact and damage assessment; debris management; training and exercises; and post-disaster recovery programs.

The CEMP provides the following by:

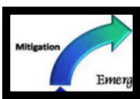
- Establishing the basic policies, assumptions, and strategies for a comprehensive all-hazards countywide emergency management program.
- Prioritizing the protection of citizens as a priority, with the preservation and protection of property as being the second.
- Identifying it can be applicable to minor, major or catastrophic disasters. It is flexible and expandable, depending on the emergency situation and needs. Any part or section of the plan may be utilized separately if required by the situation.
- Establishing the procedures to coordinate with Local, Regional, State and Federal emergency management agencies, organizations and programs operating under the National Response Plan (NRP) and the National Incident Management System (NIMS).
- Providing a unified direction and control structure is described and identifies staff roles and resource allocation, as well as decision-making criteria. It delineates lines of authority, responsibilities and working relations of various entities.
- Bringing the County and municipal resources together in a unified approach to manage the disaster. In addition, it identifies a cooperative process for coordination of private sector and volunteer resources.
- Addressing management and prioritization of local resources and establishes the procedure to request immediate assistance for resources, if needed. State and/or Federal resources will be requested and drawn from when local resources have been exhausted.
- Providing a format for the shift of focus of the Emergency Operations Center (EOC) from Response to Recovery and Mitigation. Long-range recovery and mitigation are addressed by the ability of the

EOC to continue operations in a modified form, after the response phase has been terminated.

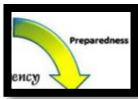
The CEMP establishes an effective format for emergency management by:

- ✓ Identifying the types of hazards not covered in the Local Mitigation Strategy (LMS) Plan that can occur within the County;
- ✓ Determining the County's vulnerability to various types of disasters, and identifying the most threatening so that appropriate preparedness, mitigation, and planning steps can be taken; and
- ✓ Addressing each phase of the emergency management cycle.

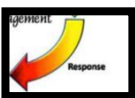
The CEMP emphasizes action within the four phases of the Emergency Management cycle:



**Mitigation:** Mitigation efforts help to ensure that the residents, businesses and visitors within the County are safe and secure from natural, technological and man-made hazards by reducing the risk and vulnerability before a disaster occurs. The mitigation phase involves identifying preventative and/or corrective measures and actions to prevent or limit bodily injury, loss of life or property damage from disasters. It includes policy issues as well as structural projects within government and the private sector. The County Local Mitigation Strategy serves as the guidance document for both pre-disaster mitigation planning and post-disaster recovery.



**Preparedness:** Preparedness activities ensure the residents, businesses and visitors are ready to react promptly and effectively during an emergency. The activities would include the following: obtaining information on threats, planning to prepare an organized response to emergencies, providing disaster preparedness training for emergencies, conducting emergency drills, and exercises to test plans and training effectiveness. The preparedness phase utilizes lessons learned from previous disasters, locally and elsewhere, to determine what is likely to occur during any type and intensity of disaster, which would allow the community needs to be identified and prioritized. Adequate planning pre-determines the best utilization of resources in responding to needs. Identification and training of personnel for roles and responsibilities during the disaster is included in this phase. It involves working with the private sector, residents, and volunteer organizations to assist them in pre-disaster education and planning activities to lessen the impact of disasters.



**Response:** The response actions must be performed when an emergency exists or is imminent. The activities would include the following: notifying key officials and warning the public of emergency situations, activating emergency facilities, mobilizing, deploying, and employing personnel, equipment, and supplies to resolve the emergency, and providing emergency assistance to the affected local population. The response phase occurs in the immediate aftermath of a disaster. The government responds to emergencies by activating its plan, incrementally increasing response as needed, giving direction and control to the emergency management effort, and looking ahead to recovery. Individuals respond by implementing their own disaster plans, whether it means



evacuating the area or remaining in place. Private businesses and volunteer organizations implement their plans to secure and protect their assets, and if capable, make available resources to help the community.



**Recovery:** The recovery phase consists of short and long-term operations. The short-term recovery operations restore vital services, such as electrical power, water, and sewer systems, clear roads in affected areas, and provide emergency assistance to disaster survivors. Disaster relief programs are established to help restore the personal, social, and economic well-being of private citizens are administered by non-profit disaster relief and charitable organizations, and local, state, and federal disaster relief programs. The long-term recovery operation focuses on restoring communities to a state of normality by assisting property owners in repairing or rebuilding their homes and businesses and assisting local governments, school districts, and other public non-profit agencies in restoring or reconstructing damaged infrastructure. State, local, and non-government organizations administer the provisions of federal and state disaster relief funds to provide for restoration and recovery of vital facilities.

Post-disaster mitigation programs may also be implemented during the recovery period. Recovery commences as soon as possible, sometimes during the response phase. The emergency management organization initiates procedures to assess needs and resources, establish priorities, review state and federal aid criteria and coordinate with representatives from both levels of government. Once the extent of the recovery effort is determined, the appointed recovery team members determine how best to manage the specific activities, what resources and personnel will be required and what other actions are needed to return the impacted areas to normal operations as quickly as possible. Assessment of both short and long-term mitigation measures takes place during this phase and the “after action” evaluation process is conducted.

### I.A. Purpose

The purpose of the CEMP establishes a framework for an effective system of comprehensive emergency management for:

- a. Reducing loss of life, injury and property damage and loss resulting from natural, man-made, or technological emergencies;
- b. Preparing for prompt and efficient response and recovery activities to protect lives and property impacted by emergencies;
- c. Responding to emergencies with the effective use of all relevant plans and resources deemed appropriate;
- d. Recovering from emergencies by providing for the rapid and orderly implementation of restoration and rehabilitation programs for persons and properties affected by emergencies; and
- e. Assisting in awareness, recognition, education, prevention, and mitigation of emergencies that may be caused or aggravated by inadequate planning for, and regulation of, public and private facilities and land use.

## I.B. Scope

The scope of the plan describes the types of emergencies that can occur within Franklin County. These emergencies are situations that pose an immediate risk to health, life, property, or the environment. There are natural, technological, and made-made hazards that can possibly pose a threat for the County.

The scope will address the tasks for response with direction and coordination between the municipal, county, state, and federal agencies, and will outline the direction for recovery and mitigation efforts following a disaster. Franklin County is vulnerable to a variety of hazards that threaten our population, businesses, and the environment.

The types of emergencies are:

### Natural Hazards

A natural hazard can have a negative effect on people and/or the environment. The hazard events can be grouped into broad categories (geophysical, hydrological, and biological hazards). The hydrological hazard, which Franklin County can experience, would be flooding. The biological hazards can refer to a diverse array of disease and infestation. Other natural hazards such as coastal and riverine erosion, storm surge, wildfires, hurricanes, tropical storms, thunderstorms, strong winds, tornadoes, waterspouts, drought, heat wave, lightning, winter storms, freezing temperatures, and hailstorms can result from a combination of geological, hydrological, and climatic factors.

Franklin County can experience several natural hazards that would have moderate to high vulnerability to the County. Specifics related to the vulnerability, probability, severity, or extent is outlined in Situation II, Hazard Analysis. Additional details relating to the hazard definition, historical data, vulnerability, probability, extent, impact, statistics, occurrences, measurements, costs, etc., of the natural hazards are in the Franklin County Local Mitigation Strategy (LMS) Plan.

For the scope identification, the natural hazards profiled in the LMS Plan that effect the county are:

- ✓ Coastal Erosion
- ✓ Drought and Heat Wave
- ✓ Floods
- ✓ Hail
- ✓ Hurricanes
- ✓ Riverine Erosion
- ✓ Storm Surge
- ✓ Thunderstorms, Strong Winds, and Lightning
- ✓ Tornadoes
- ✓ Tropical Storms
- ✓ Waterspouts
- ✓ Wildfires
- ✓ Winter Storms and Freezes

Franklin County can and has experienced a natural hazard that would have low to moderate to potentially

high vulnerability to the County. Specifics related to the probability, severity of occurrence, vulnerable population, damage information, frequency of the occurrence and the severity or extent are outlined in Situation II, Hazard Analysis.

The natural hazard profiled in the CEMP that can have an effect on the county is:

- ✓ Disease and Pandemic Outbreak

## Technological Hazards

A technological hazard is one, which is a direct result of the failure of a manmade system or the exposure of the population to a hazardous material. There is the potential for specific technological hazards to affect a segment of the population and/or interfere with critical government, law enforcement, public works and public health and medical functions.

There is an even greater problem when this technological failure results in a direct health and safety risk to the population. Several things can occur daily within the county, including hazardous material spills, failure of the electrical power grid, which could constitute a threat to the population or produce widespread unmet needs. Each of these potential hazards would require a coordinated and speedy response, as well as attention to the short- and long-term effects.

Franklin County can experience a technological hazard that would have low to moderate to potentially high vulnerability to the County. Specifics related to the probability, severity of occurrence, vulnerable population, damage information, frequency of the occurrence and the severity or extent are outlined in Situation II, Hazard Analysis.

For the scope identification, the technological hazard that could have an effect on the county is:

- ✓ Hazardous Material Spills
- ✓ Major Transportation Incidents

## Man-Made Hazards

These incidents can rise from deliberate, intentional human actions to threaten or harm the well-being of others.

Franklin County could experience a man-made hazard that would have low to moderate to potentially high vulnerability to the County. Specifics related to the probability, severity of occurrence, vulnerable population, damage information, frequency of the occurrence and the severity or extent are outlined in Situation II, Hazard Analysis.

The man-made hazard profiled for Franklin County revealed one incident that could potentially have a moderate to high vulnerability to the County.

- ✓ Coastal Oil Spill
- ✓ Cyberterrorism

## I.C. Methodology

I.C.1 -The methodology provides the formulation of the plan, the planning process, and the dedicated team that contributed the details in producing the County CEMP. The State and Federal statutes, regulations, and priorities guide in the improvement of the document.

The development of the CEMP requires involvement of representatives from the government, private and public sectors. The CEMP planning team analyzes and evaluates the specifics in each section of the previous CEMP.

Statistics and updated data collection were from the following sources:

Franklin County	
Board of County Commissioners	Appraiser's Office
Clerk of Court	Airport
Emergency Management	Sheriff's Office
Planning & Building Department	County Corrections
Road Department	Area State Housing Initiatives Partnership (SHIP)
School District	Extension Service UF / IFAS Extension
Health Department	Comprehensive Plan
Hospital, Emergency Medical Services (EMS)	Flood Insurance Study
Animal Control	Flood Insurance Rate Maps
Solid Waste	Local Mitigation Strategy Plan
Cities of Apalachicola & Carrabelle	
City Commission	Chamber of Commerce
City Administration	Volunteer Fire Departments
City Clerk	Public Works
Building Department	Planning & Community Development Department
Water & Sewer	Police Department
State, Federal and Local Departments	
Office of Economic & Demographic Research	Federal Emergency Management Agency
Florida Division of Emergency Management	US Department of Agriculture
Florida Department of Agriculture and Consumer Services	Environmental Protection Agency (EPA); Oil Program Center; Toxics Release Inventory
Florida Chamber of Commerce	US Census Bureau
Florida Department of Revenue	US Census of Agriculture
Florida Department of Law Enforcement	National Oceanic and Atmospheric Administration
Florida State University	National Climatic Data Center
Florida Forest Service	Apalachee Regional Planning Council
Florida Highway and Safety Motor Vehicles	Federal Highway Administration
Florida Department of Transportation	National Transportation Safety Board
Florida Department of Environmental Protection	US Department of Transportation
Florida Department of Children and Families	US Geological Survey

Florida Department of Corrections	National Weather Service
Florida Department of Health	Northwest Florida Water Management District
<b>Other Resources</b>	
Center for Disease Control and Prevention	University of Georgia, Center for Invasive Species and Ecosystem Health, EDDMaps

### I.C.2 – 3 Process and Methods

Discussion, input, research, and suggestions result several rewrites and updates of the entire CEMP. References to other County planning documents were evaluated and are included in selected sections of the plan. Specifics relating to the natural, technological, and man-made hazards and the mitigation annex were referenced from Local Mitigation Strategy (LMS) Plan, the LMS Working Group, the previous CEMP, and the Emergency Management office. Details on the recovery annex were referenced from the FEMA documentation and the Emergency Management office.

The CEMP planning team includes the following agencies, departments, organizations (i.e., public, private and volunteers) that participated in the development of this plan.

The public entities participating in the development of this plan include:

- Franklin County Board of County Commissioners
- Franklin County Emergency Management
- Franklin County Planning & Building Department
- Franklin County Road Department
- Franklin County Clerk of Court
- Franklin County Property Appraiser
- Franklin County Public Health Department
- Franklin County School District
- Franklin County Sheriff's Office
- Franklin County Correctional Institution
- Franklin County 911 Department
- Franklin County Airport
- Franklin County Animal Control
- Franklin County Solid Waste
- Franklin County Extension
- Volunteer Fire Departments (i.e., Apalachicola, Eastpoint, St. George Island, Carrabelle, St. James-Lanark, Dog Island, and Alligator Point)
- City of Apalachicola City Commission
- City of Apalachicola City Administration
- City of Apalachicola Public Works
- City of Apalachicola Building Department
- City of Apalachicola Planning & Community Development Department

- City of Apalachicola Water & Sewer
- City of Apalachicola Police Department
- City of Carrabelle City Commission
- City of Carrabelle City Administration
- City of Carrabelle City Clerk
- City of Carrabelle Building Department
- City of Carrabelle Water & Sewer
- City of Carrabelle Police Department

Private Sector and volunteer organizations, which participated in creating this plan, include:

- Weems Memorial Hospital and Emergency Medical Services (EMS)
- Franklin's Promise
- Capital Area Community Action
- Faith-Based Organizations (Franklin's Hope)
- Apalachicola Chamber of Commerce
- Carrabelle Chamber of Commerce
- American Red Cross
- Salvation Army
- Duke Energy
- Consolidated Communications
- Mediacom

## **I.C.5 – 6      Procedures and Maintenance**

As a notation to ensure public participation, Florida has what is known as the “Sunshine Law.” The Sunshine Law establishes a basic right of access to most meetings of boards, commissions and other governing bodies of state and local governmental agencies or authorities.

The Franklin County citizens have an opportunity to attend meetings and express their views and the public is encouraged to become involved with the CEMP plan. These citizens can provide valuable information about the past, present, and future conditions within the community.

The CEMP planning team does have participation from the public and private sector and assists in reference to several areas of the update in developing key aspects to the plan.

The CEMP is considered a living document that adapts to changes in policy, priorities, and needs. The Franklin County Emergency Management is responsible for maintaining and updating the CEMP.

The procedures or process to ensure that the plan is maintained, evaluated, and reviewed with current and regular updates or changes and is distributed and documented for the local planning team are as follows:

- ✓ A promulgation letter from the Chairperson of the Board displayed at the front of this document.
- ✓ Signed Concurrence acknowledging and accepting plan responsibilities displayed at the front of this

document.

- ✓ A distribution list of the CEMP planning team is maintained in the Franklin County Emergency Management office. This list is used to verify that all appropriate persons/offices are copied.
- ✓ The Emergency Management Director is responsible for ensuring that all changes or revisions will be distributed to recipients of the CEMP.
- ✓ A master copy of the CEMP, with a master Record of Changes or Revisions Log, is maintained in the Franklin County Emergency Management office. A comparison of the master copy with any other will allow a determination to be made as to whether or not the copy in question has been posted to it with all appropriate changes.

## II. Situation

This section of the CEMP describes the potential hazard considerations, geographic characteristics, support facilities, land use patterns, economic profiles, and demographics of Franklin County. It also details specific planning assumptions regarding preparedness, response, recovery, and mitigation that were taken into consideration during the development of this plan. Extensive information regarding the potential hazards that affect Franklin County is in the Local Mitigation Strategy (LMS) Plan.

### II.A. Hazards Analysis

This section of the CEMP requires that the plan *identify hazards that have not been covered* in the Franklin County LMS plan, and to specify which jurisdiction is vulnerable to the hazard. The details outline the specifics related to the vulnerability, probability, severity or extent, the estimated damage and other pertinent specifics related to the hazard or occurrence.

#### Type of Threats and Hazards

According to FEMA...Communities face a variety of threats and hazards. The three types of threats and hazards are:

- ✓ **Natural hazards**, which result from acts of nature, such as hurricanes, earthquakes, tornadoes, animal disease outbreak, pandemics, or epidemics.
- ✓ **Technological hazards**, which result from accidents or the failures of systems and structures, such as hazardous materials spills or major transportation accidents.
- ✓ **Man-Made hazards**, which result from the intentional actions of an adversary, such as a threatened or actual chemical attack, biological attack, or cyber incident.

#### Natural Hazards

According to the Franklin County LMS Plan, the county is threatened by several different types of natural hazards that can endanger the health and safety of the population of the county, jeopardizing its economic vitality, and imperil the quality of its environment. Extensive research and analysis were performed to identify the hazards threatening the jurisdictions of the City of Apalachicola, the City of Carrabelle, and unincorporated Franklin County to estimate the relative risks posed to the community by those hazards.

The hazard identification and vulnerability assessment represent an effort to continually document hazard occurrences and incorporate relevant, new data. Each hazard addressed in this assessment presents Franklin County with different challenges and opportunities. Some disasters are more likely than others, and some will impact certain residents more than others.

The natural hazards that pose a risk and were analyzed in the LMS included the following: Coastal Erosion; Drought and Heat Wave; Floods; Hail; Hurricanes; Riverine Erosion, Storm Surge, Thunderstorms; Strong Winds, Lightning, Tornadoes; Tropical Storms; Waterspouts, Wildfires; and Winter Storms and Freezes.

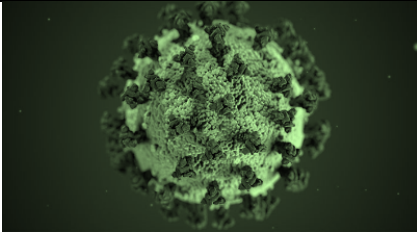


The following natural hazard will be profiled:

- ✓ *Infectious Disease and Pandemic Outbreak*

The infectious disease and pandemic outbreak will be profiled to include which jurisdiction is vulnerable, the probability and severity of occurrence, the vulnerable population, damage information, frequency of the occurrence, and any other relevant data required relating to the hazard.

**Table 1 - Franklin County Natural Hazards Vulnerability Matrix**

			
Natural Hazards	City of Apalachicola	City of Carrabelle	Unincorporated Franklin County
Pandemic Outbreak	M - H	M - H	M - H
Infectious Disease	L	L	L

Key Code:

H = High - Likely to experience threat, effect, or reoccurrence of an event.

M = Medium - An average to better than average likelihood of experiencing threat, effect, or reoccurrence of an event.

L – Low – A less likely than average of experiencing a threat, effect, or reoccurrence of an event.

### **II.A.8. Disease and Pandemic Outbreaks**

According to WebMD... “A disease outbreak happens when a disease occurs in greater numbers than expected in a community or region or during a season. An outbreak may occur in one community or even extend to several countries. It can last from days to years. Sometimes a single case of a contagious disease is considered an outbreak. This may be true if it is an unknown disease, is new to a community, or has been absent from a population for a long time. An epidemic occurs when an infectious disease spreads rapidly to many people and a pandemic is a global disease outbreak.”

In the previous CEMP, information on epidemics were rare in occurrence and could impair emergency response agency’s ability to carry out normal activities due to personnel illness as well as stressing medical treatment facilities due to the number of patients being treated. The entire population of the Franklin County residents could be affected by an epidemic outbreak.

*Pandemic Outbreak*

Life changed in 2020 for the entire world due to the coronavirus (COVID-19). WebMD states... “A coronavirus is a kind of common virus that causes an infection in your nose, sinuses, or upper throat. Most coronaviruses aren't dangerous. In early 2020, after a December 2019 outbreak in China, the World Health Organization identified SARS-CoV-2 as a new type of coronavirus. The outbreak quickly spread around the world. COVID-19 is a disease caused by SARS-CoV-2 that can trigger what doctors call a respiratory tract infection. It can affect your upper respiratory tract (sinuses, nose, and throat) or lower respiratory tract (windpipe and lungs). It spreads the same way other coronaviruses do, mainly through person-to-person contact. Infections range from mild to deadly. SARS-CoV-2 is one of seven types of coronaviruses, including the ones that cause severe diseases like Middle East respiratory syndrome (MERS) and sudden acute respiratory syndrome (SARS). The other coronaviruses cause most of the colds that affect us during the year but aren't a serious threat for otherwise healthy people.”

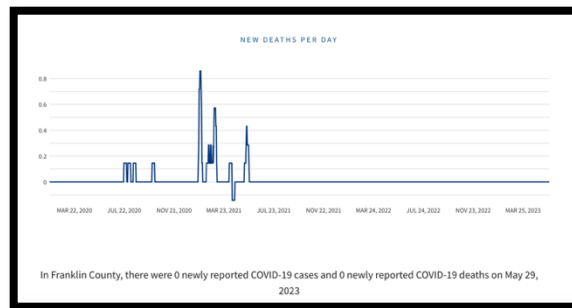
The Florida Department of Health, Division of Disease Control and Health Protection, Florida COVID-19 Data and Surveillance Dashboard statistics reveal that Franklin County has been affected by COVID-19 with **3,554** residents contracting the disease (approximately 28.2% of the total 2021 estimated county population, 12,572) and **20** deaths as of March 25, 2023, see Figures 1a and 1b.

**Figures 1a and 1b – Florida COVID-19 Cases for Franklin County – as of March 25, 2023**

**Figure 1a**



**Figure 1b**



Data Source: <https://usafacts.org/visualizations/coronavirus-covid-19-spread-map/state/florida/county/franklin-county/>

Update: As of 5/29/23 in Franklin County, there were -0- newly reported COVID-19 cases and -0- additional deaths related to the COVID-19 disease.

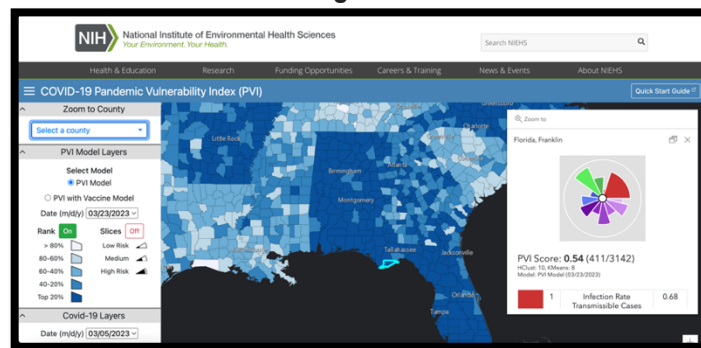
The National Institute of Environmental Health Services designed a COVID-19 Pandemic Vulnerability Index dashboard which creates risk profiles called PVI scorecards. The PVI summarizes and visualizes overall risk in a special version of a pie chart, called a radar chart, where different data sources make up pieces of the pie. The “Slices” option shows special pie charts, known as a radar chart, which visually summarize a county's overall vulnerability to COVID-19. As of 3/5/23, the PVI Score for Franklin County is 0.54. The highest relative vulnerability (score = 1) is a slice filled all the way to the outer ring of the profile.

Data Source: <https://www.niehs.nih.gov/research/programs/coronavirus/covid19pvi/index.cfm>

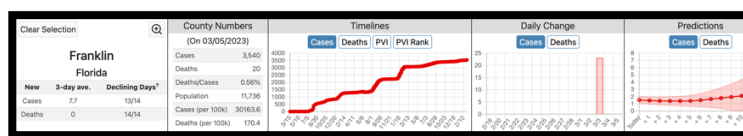
Data from the PVI for Franklin County is identified in the dashboard, figures 2a and 2b.

**Figures 2a and 2b – COVID-19 Pandemic Vulnerability Index for Franklin County – as of March 5, 2023**

**Figure 2a**



**Figure 2b**



Map source: <https://covid19pvi.niehs.nih.gov/>

### *Reportable and Infectious Diseases*

Figure 3, Florida Department of Health, Division of Public Health Statistics and Performance Management, FLHealthCharts, Reportable and Infectious Diseases for Franklin County (2016 – 2020) identifies deaths that have occurred in selected zip code areas within the County from the Infections Diseases, Influenza and Pneumonia, Septicemia, and Viral Hepatitis.

Figure 3 – Reportable and Infectious Diseases for Franklin County (2016 -2020)



Data Source: <https://www.flhealthcharts.gov/ChartsReports/rdPage.aspx?rdReport=ChartsMaps.chartsMapper&uid=d6c100a0-64b9-4023-97c9-a2113d3f9c77>

*Florida Morbidity Statistics Report*

The summary report from the Florida Department of Health, Division of Public Health Statistics and Performance Management, FLHealthCharts, Florida Morbidity Statistics Report, is based on reportable disease information received by the county and state health department staff from physicians, hospitals, and laboratories throughout the state which is obtained through passive and active close observation. This report is significant as it serves as the final and official record of occurrences of reportable diseases in the State for the corresponding year.

The reportable and infectious diseases reveal the highest death counts in Franklin County over the four- year period (2016 – 2020) were from septicemia with a total of 21 deaths (42.8% were in the zip code 32320), City of Apalachicola, with influenza and pneumonia as the 2<sup>nd</sup> cause in deaths.

**Vulnerability Assessment**

**COVID-19** - The vulnerability for disease and pandemic outbreaks changed in 2020 for the entire world. For Franklin County the vulnerability varied for the different jurisdictions from medium to high risk with the threat of the serious public health outbreak that occurred with COVID-19. The high-risk populations, older adults, people who live in a nursing home or long-term care facility, and the community of residents of any age who have serious underlying medical conditions, were at greatest risk for the severe illness from COVID-19. According to the census data from 2021, residents 65 and older represented approximately 24.6%.

Vaccines became available in early 2021 to combat this viral disease. Data from the State of Florida, Department of Health, Centers for Disease Control and Prevention, COVID-19 vaccine report, December 7, 2022, approximately 51.10% of the total population in Franklin County have been fully vaccinated. Other variant strains of this virus could affect Franklin County and at this time it is difficult to predict how vulnerable the residents will be in the future.

With the increasing globalization and ease of intercontinental travel, pandemic outbreak threats can and possibly will occur and/or continue at any time in any location. Areas most likely susceptible to significant public health threats are ports of entry and areas with a high population density where disease is easily and rapidly transmitted.

*Other Infectious Diseases*

The vulnerability for other infectious diseases is considered low vulnerability for all the jurisdictions within the county.

For both pandemic outbreaks and infectious diseases, it is important to note that the State Department of Health is working closely with practitioners in identifying all types of diseases and having reported data.

<p><b>Probability</b></p>	<p>Pandemic Outbreak</p> <p>The probability for public health threats is always present in some form or another and have a high likelihood for occurrence within all jurisdictions. The COVID-19 pandemic has changed the world and there are potential for increased severity from the different viral strains. If such a threat resulted in another pandemic outbreak, this situation could pose an immediate and prolonged life safety issues. An experience of another such event could warrant a massive mobilization of resources and quickly overwhelm local, state, and federal capabilities.</p> <p>Infectious Disease</p> <p>These have historically had low severity and limited impact in Franklin County and the probability would be considered low.</p>
<p><b>Extent or Severity</b></p>	<p>The extent could be severe for the entire county population if there is a deadly coronavirus strain that affects many residents of all ages. A surge or increase in the number of cases in the county would put more strain on health care resources, lead to more hospitalizations, and potentially more deaths.</p>
<p><b>Frequency of Occurrence</b></p>	<p>Likely, between 10 and 100% probability in the next year, and at least one chance in the next 10 years.</p>
<p><b>Costs</b></p>	<p>Costs relating to the disease and pandemic outbreaks were not released in Franklin County Department of Health reports.</p>

## Technological Hazards

According to FEMA... “Technological hazards include hazardous materials incidents and nuclear power plant failures.” The hazard can stem from technological or industrial conditions and would include accidents, dangerous procedures, infrastructure deficiencies, and specific human activities that can cause death, injury, disease, or other health impacts, as well as jeopardize property, livelihood, and services, provoke social or economic disorder, and cause environmental damage. Also, technological hazards can also result directly from the consequence of an event related to natural hazards.

The following technological hazards profiled are:

- ✓ *Hazardous Material Spills*
- ✓ *Commercial Nuclear Power Plant Incidents*
- ✓ *Major Transportation Incidents*

Hazardous Material Spills; Commercial Nuclear Power Plan Incidents; and Major Transportation Incidents will be profiled to include which jurisdiction is vulnerable, the probability and severity of occurrence, the vulnerable population, damage information, frequency of the occurrence and any other relevant data required relating to the hazard.

**Table 2 - Franklin County Technological Hazards Vulnerability Matrix**

Technological Hazards	City of Apalachicola	City of Carrabelle	Unincorporated Franklin County
Hazardous Material Spills	M - H	M - H	M
Commercial Nuclear Power Plant Incidents	L	L	L
Major Transportation Incidents (Road, Rail and Air)	Road – M - H Rail – L Air - L	Road – M - H Rail – N/A Air - L	Road – M - H Rail – L Air - L

Key Code:

H = High - Likely to experience threat, effect, or recurrence of an event.

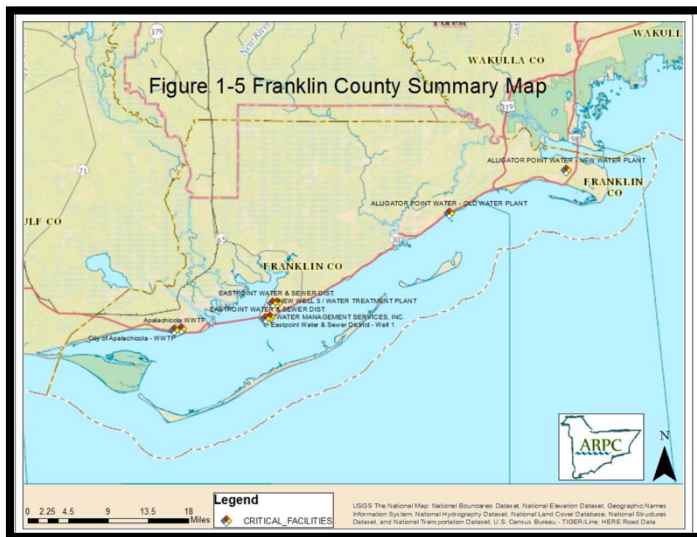
M = Medium - An average to better than average likelihood of experiencing threat, effect, or recurrence of an event.

L – Low – A less likely than average of experiencing a threat, effect, or recurrence of an event.

## II.A.1. Hazardous Material Incidents

Hazardous material accidents can occur anywhere there is a road, rail line, pipeline, or fixed facility storing hazardous materials. Hazardous materials are chemical substances, which if released or misused can pose a threat to the environment or health. The use of these hazardous materials, such as chemicals or toxic substances, have become commonplace in both urban and rural communities and as many as 50,000 new chemicals are created annually. These chemicals are used in industry, agriculture, medicine, research, and consumer goods. The hazardous materials come in the form of explosives, flammable and combustible substances, poisons, and radioactive materials. Transportation or chemical accidents are the most common methods of hazardous materials incidents.

**Figure 4 – Fixed Facilities in Franklin County**



The fixed facilities in Franklin County are located at the following water and sewer facilities:

- ✓ City of Apalachicola Water Treatment Plant and Wastewater Treatment Plant
- ✓ Alligator Point New Water Plant and Alligator Point Old Water Plant
- ✓ Eastpoint Water and Sewer District, Well 1, Eastpoint Water and Sewer District Wastewater Treatment Plant
- ✓ Water Management Services Inc., St. George Island Utility

Map Source: <http://thearpc.com/wp-content/uploads/2019/02/2018-Apalachee-LEPC-Plan-Updates.pdf>

Apart from transportation facilities, where hazardous material incidents are most likely to take place, the areas of the county that face a higher risk of being impacted by a hazardous material incident are the areas that are located near locations where hazardous materials are stored, see figure 4.

According to the Florida Department of Health, there are no hazardous waste sites listed.

Data Source: <http://www.floridahealth.gov/environmental-health/hazardous-waste-sites/Reports/hw-reports-search.html>

Environmental Protection Agency (EPA), Toxics Release Inventory (TRI)

Figure 5 – EPA, TRI Report

The EPA, TRI tracks the management of certain toxic chemicals that may pose a threat to human health and the environment. In the U.S. facilities from different industry sectors must report annually how much of each chemical is released to the environment and/or managed through recycling, energy recovery and treatment. Releasing a chemical means that it is emitted to the air, water, or is placed in some type of land disposal.



There are no TRI facilities located in Franklin County.

### Chemical Release Report Data

Release chemical reports were performed. A "release" of a chemical means that it is emitted to the air or water, placed in some type of land disposal, or transferred off-site for disposal or release. There was no data for TRI On-site and Off-site Reported Disposed of or Otherwise Released (in pounds), for All industries, for All chemicals, Franklin County, Florida, 2018 – 2021. No data for TRI Release Facility Report, for facilities in All Industries, for All chemicals, Franklin County, Florida, 2018 – 2021.

Data Source:

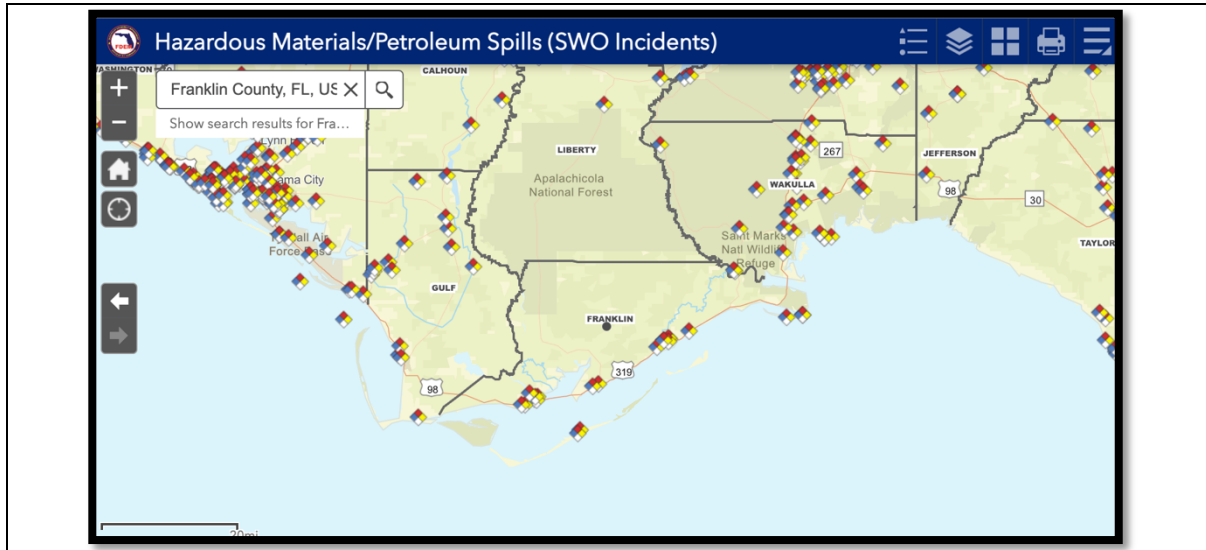
[https://enviro.epa.gov/triexplorer/tri\\_getcounties.getcounties?report=tri\\_release.chemical&scriptname=chemical&state=12&c\\_year=2021&c\\_industry=ALL&c\\_chemical=ALL&c\\_chemlist=&c\\_coreyear=&c\\_indlist=&c\\_usrState=&c\\_fips=00000&c\\_tabrpt=1&c\\_zip=&c\\_chk0=true&c\\_chk1=false&c\\_chk2=false&c\\_chk3=true&c\\_chk4=false&c\\_chk5=false&c\\_chk6=&c\\_chk7=&c\\_chk8=&c\\_chk9=&c\\_chk10=](https://enviro.epa.gov/triexplorer/tri_getcounties.getcounties?report=tri_release.chemical&scriptname=chemical&state=12&c_year=2021&c_industry=ALL&c_chemical=ALL&c_chemlist=&c_coreyear=&c_indlist=&c_usrState=&c_fips=00000&c_tabrpt=1&c_zip=&c_chk0=true&c_chk1=false&c_chk2=false&c_chk3=true&c_chk4=false&c_chk5=false&c_chk6=&c_chk7=&c_chk8=&c_chk9=&c_chk10=)

### Historical Occurrences (2016 – 2023)

According to the Florida Department of Environmental Protection...“The current Emergency Planning and Community Right-to Know Act (EPCRA) Section 304 (Emergency Notification) requires facilities to notify the State Emergency Response Commission (SERC) housed under Florida Division of Emergency Management (FDEM) and the Local Emergency Planning Commission (LEPC) if there is a release into the environment of an EPCRA extremely hazardous substance (EHS) or CERCLA hazardous substance (HS) that is equal to or exceeds minimum reportable quantities.” Table 3 reveals the Hazardous Materials/Petroleum Spills (SWO Incidents) for Franklin County (2016 – June 2023).



**Table 3 - Hazardous Materials/Petroleum Spills for Franklin County (2016 – June 2023)**



Year	Incident Type	Number of Incidents	Incident Name
2016	Hazardous Materials	1	Potential Petroleum Release
2017	Hazardous Materials	0	
2018	Hazardous Materials	1	Sinking Vessel with Petroleum Release
2019	Hazardous Materials	5	Hazmat Release, Petroleum Release, Diesel Release, Potential Hazmat Release, Unknown Sheen
2020	Hazardous Materials	2	Unknown Sheen, Diesel Release
2021	Hazardous Materials	2	Diesel Release, Potential Hazardous Material Release
2022	Hazardous Materials	6	Potential Hazmat Release, Gasoline Release, Sunken Vessel with Unknown Sheen, Sunken Vessel with Potential Hazmat Release, Unknown Sheen, Hazmat Release
2023	Hazardous Materials	2	Unknown Sheen, Diesel Sheen

Data Source: <https://floridadep.gov/water/source-drinking-water/content/hazardous-materialspetroleum-spills-swo-incidents>

### Education, Training and Prevention

Apalachee Regional Planning Council (ARPC), Emergency Planning Program

The Apalachee Regional Planning Council serves as staff to the Local Emergency Planning Committee (LEPC), which includes Franklin, Calhoun, Gadsden, Gulf, Jackson, Jefferson, Leon, Liberty, and Wakulla Counties. The Apalachee LEPC is responsible for implementing the federal Emergency Planning and Community Right-to-Know Act (EPCRA) through hazardous materials planning, training, exercises, and public outreach activities. The LEPC annually updates the regional hazardous materials emergency plan, which identifies facilities that use, produce and/or store hazardous substances within the Region. In addition, the ARPC staff performs annual hazard analysis visits in the county.

## Vulnerability Assessment

A community's vulnerability to hazardous materials accidents depends on three factors. These are:

- ✓ The major transportation routes that pass through the community;
- ✓ The hazardous material generators located in or near the community; and
- ✓ The resources in terms of people and property that are in an area of possible impact from a hazardous materials release.

Overall, Franklin County (especially in the cities of Apalachicola, Carrabelle, Eastpoint and Alligator Point) has a significant vulnerability to impacts from hazardous materials releases. See table 3 where hazardous materials/petroleum spills have occurred over the last seven years. Although there was no recorded chemical spill data from the TRI reports (2018 – 2021), the vulnerability for hazardous material spills for the jurisdictions in the County are considered high. In addition, although the use of hazardous materials and chemicals, as well as their transportation to facilities, has increased through the years, the vulnerability is considered medium to potentially high for the general population in the county to exposure from an accidental release of hazardous materials.

<b>Probability</b>	The probability of a hazardous material incident is considered to be a medium to potentially high due to the number of incidents that have occurred over the past seven years as noted in table 3.
<b>Extent or Severity</b>	A major incident could cause a large-scale evacuation of a portion of the county and could cause loss of life. Structural damage would be minor.
<b>Frequency of Occurrence</b>	Possible, between 1 and 10% probability in the next year, or at least one chance in the next 100 years.
<b>Costs</b>	Costs relating to the hazardous material spills were not available.

### II.A.2. Commercial Nuclear Power Plant Incidents

Nuclear incidents are those resulting from the release of radioactive fallout from a fixed nuclear facility. The Nuclear Regulatory Commission and the Environmental Protection Agency concludes that it would be likely that any protective actions would be required beyond the 10-mile Emergency Planning Zone (EPZ) and the 50-mile EPZ includes the ingestion exposure pathway in which the population could see some effects resulting from the ingestion of contaminated food and water.

A nuclear incident could potentially result from loss of the source material, accidents involving transportation of radioactive materials, radiological terrorism, or use of nuclear weapons. In a radiological/nuclear emergency, exposure could come from the release of radioactive material into the environment. The area the radioactive release may affect is determined by the amount released, wind direction, speed, and weather

conditions (i.e., rain, snow, etc.). The severity of the release depends on the nature of the event and factors that lessen the direct impact such as increased distance, time, and shielding.

Apalachicola, Florida located in Franklin County is approximately 128 miles from the Joseph M. Farley Nuclear Plant, a generating station in Columbia, Alabama. Historical data reveals that there have been no nuclear or radiological release occurrences in Franklin County.

### Vulnerability Assessment

FEMA designates an emergency planning zone for direct contact and inhalation, for those communities within a 10-mile radius of a nuclear plant, and an ingestion-planning zone exists for communities within a 50-mile radius from a nuclear plant. Franklin County is at low risk for radiological/nuclear incidents because it falls within neither of the above zones.

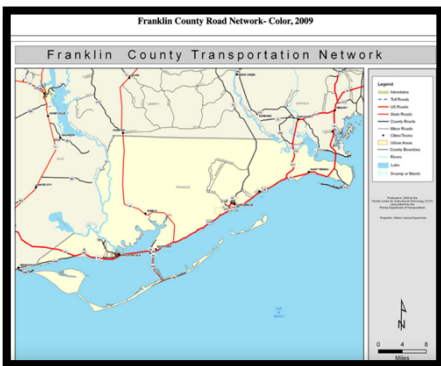
<b>Probability</b>	The probability for a nuclear or radiological release incident is very low.
<b>Extent or Severity</b>	There have been no historical incidents of nuclear or radiological releases in Franklin County, and the probability of an event occurring is very low.
<b>Frequency of Occurrence</b>	Unlikely, less than 1% probability in the next 1000 years.
<b>Costs</b>	Not applicable.

### II.A.11. Major Transportation Incidents

According to the *Traffic Incident Management Handbook* an incident is defined as "any non-recurring event that causes a reduction of roadway capacity or an abnormal increase in demand." Under this definition, events such as traffic crashes, disabled vehicles, spilled cargo, highway maintenance and reconstruction projects, and special non-emergency events that significantly affects roadway operations are classified as an incident.

#### Highways/Major Roadways

Figure 6 - Franklin County Road Network, 2009



In Franklin County: US Route 98 is an east-west US highway and is the longest US road in Florida. US 319's highway at the eastern end of US 98's John Gorrie Bridge and is concurrent with US 98 from its starting point. After crossing the East Bay, US 319 runs along the Gulf coast to Carrabelle and then departs its concurrency with US 98, about halfway between Carrabelle and Bald Point State Park, into a north direction through Sopchoppy in Wakulla County. State Road 65 is a north-south route running from a junction with US 98 route starts as a two-lane 319 near Eastpoint northwards through

the Apalachicola National Forest to SR 12. The county's state highway has 91.2 centerline miles and 182.3 lane miles and there are 18 state bridges.

All major transportation systems in the County receive use by passenger and commercial traffic. These roadways pass through the County's populated areas as well as environmentally sensitive lands. Truckers can carry a wide variety of cargo through the county on these routes.

Map source: <https://fcit.usf.edu/florida/maps/pages/12200/f12265/f12265.htm>

## **Road Transportation**

Companies that ship hazardous materials by road are generally not required to report the types of materials being shipped. This makes information on the types and amounts of hazardous materials shipments through an area difficult to determine. However, commercial motor vehicle (CMV) vehicles carrying hazardous materials are required by the U.S. Department of Transportation to have placards on the truck/trailer identifying the material being transported.

According to the to the Apalachee LEPC Hazardous Materials Commodity Flow Study, this transportation flow study collects data of the hazardous materials shipped through the region. Placard survey data collection occurred throughout the Apalachee region to include Franklin County; however, it was observed that the bulk of the hazardous materials were observed on I-10 which is located in a northern county of Gadsden above Liberty County. The study provides results for the highway placard survey as well as CSX Transportation.

## **Florida Department of Highway Safety and Motor Vehicles (FLHSMV) Traffic Crash Data**

The following tables on traffic crash data for Franklin County are provided by the FLHSMV, Traffic Crash Facts, Annual Report 2021. Research and data were collected from law enforcement agency reports of traffic crashes in which a motor vehicle is involved, and which meets the following criteria pursuant to Section, 316.066, Florida Statutes:

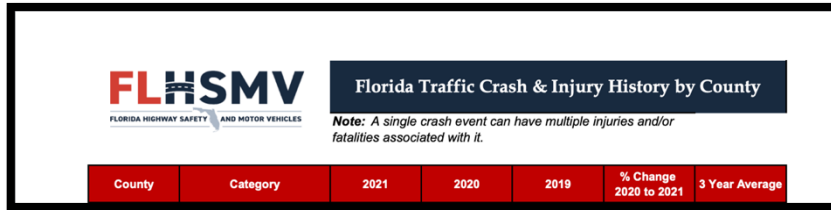
- Motor vehicle crashes resulting in death or personal injury, or any indication or complaints of pain or discomfort, by any of the parties or passengers involved in the crash; or
- Motor vehicle crashes in which one or more of the following conditions occur:
  - ✓ Leaving the scene of a crash involving damage to an attended vehicle or property (Section, 316.061 (1), Fla. St); or
  - ✓ Driving while under the influence of alcoholic beverages, chemical substances, or controlled substances or with an unlawful blood alcohol level or breath alcohol level (Section, 316.193, Fla. Stat.); or
  - ✓ A vehicle was rendered inoperable to a degree that required a wrecker to remove it from the scene of the crash; or
  - ✓ Involved a commercial motor vehicle.

An investigating officer may report any other traffic crashes on the long form crash report. However, only those crashes that meet the criteria above, which are commonly referred to as 'codeable', are included in the report and specifically the tables identified for Franklin County.

Figures – 7a - 7f - Traffic Crash Data for Franklin County



Figure 7a



Franklin	Total Crashes	114	50	68	128.00%	77
	Total Fatalities	2	1	3	100.00%	2
	Total Injuries	63	32	45	96.88%	47

Figure 7b



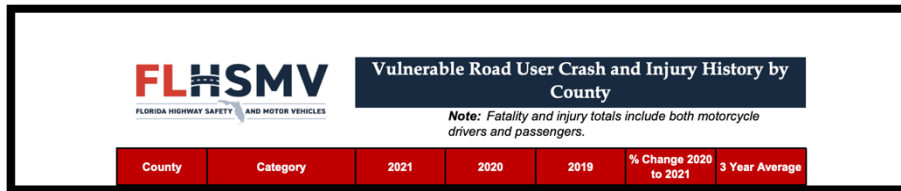
Franklin	73	25	38	192.00%	45
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Figure 7c



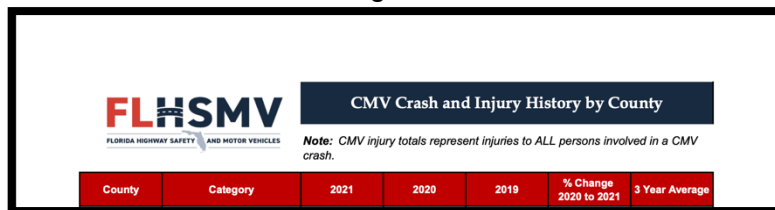
Franklin	Alcohol Confirmed Crashes	5	5	1	0.00%	4
	Alcohol Confirmed Fatalities	0	0	0	Undefined	0
	Alcohol Confirmed Injuries	1	5	2	-80.00%	3
	Drug Confirmed Crashes	0	1	1	-100.00%	1
	Drug Confirmed Fatalities	0	0	1	Undefined	0
	Drug Confirmed Injuries	0	0	0	Undefined	0
	Drug & Alcohol Confirmed Crashes	1	1	1	0.00%	1
	Drug & Alcohol Confirmed Fatalities	1	1	1	0.00%	1
	Drug & Alcohol Confirmed Injuries	0	0	0	Undefined	0

Figure 7d



Franklin	Bicyclist Crashes	2	1	2	100.00%	2
	Bicyclist Fatalities	0	0	1	Undefined	0
	Bicyclist Injuries	2	1	1	100.00%	1
	Motorcycle Crashes	1	1	6	0.00%	3
	Motorcycle Fatalities	0	1	0	-100.00%	0
	Motorcycle Injuries	1	0	4	Undefined	2
	Other Non-Motorist Crashes	6	1	2	500.00%	3
	Other Non-Motorist Fatalities	0	0	0	Undefined	0
	Other Non-Motorist Injuries	0	0	2	Undefined	1
	Pedestrian Crashes	5	0	0	Undefined	2
	Pedestrian Fatalities	0	0	0	Undefined	0
	Pedestrian Injuries	1	0	0	Undefined	0

Figure 7e



Franklin	CMV Crashes	13	4	9	225.00%	9
	CMV Fatalities	0	0	1	Undefined	0
	CMV Injuries	1	1	3	0.00%	2

Figure 7f

FLHSMV		Teen and Young Adult Driver Crash and Injury History by County					
County	Age Group	Category	2021	2020	2019	% Change 2020 to 2021	3 Year Average
Franklin	15-19	Drivers in Crashes	16	6	12	166.67%	11
		Driver Fatalities	1	0	1	N/A	1
		Driver Injuries	4	4	4	0.00%	4
	20-24	Drivers in Crashes	20	4	12	400.00%	12
		Driver Fatalities	0	0	0	N/A	0
		Driver Injuries	5	4	5	25.00%	5

Data Source: [https://www.flhsmv.gov/pdf/crashreports/crash\\_facts\\_2021.pdf](https://www.flhsmv.gov/pdf/crashreports/crash_facts_2021.pdf)

Data evaluations from the FLHSMV tables reveals there has been an overall percentage increase up to 128% from 2020 – 2021 with crashes and injuries within the county.

### Railroad Transportation

Figure 8 - Apalachicola Northern Railroad



There is one rail line, Apalachicola Northern Railroad (AN), in Franklin County. According to the Apalachee Local Emergency Planning Committee (LEPC) Hazardous Materials Emergency Plan... “Upon communication with AN, it was discovered that no hazardous commodities are shipped on this line.” AN primarily carries scrap metal and forest products.

### Airports

Franklin County has three publicly owned airports and one private airport. The airports are aviation complexes that consist of runways for the take-off and landing of aircraft as well as aviation support structures in the county. Depending on airport size and air traffic, support structures at one of the airports may include control towers, terminals, hangars, and maintenance facilities.

Public Airports	Private Airports
Apalachicola Regional Airport - AAF Apalachicola, Florida Facility Usage: Public	Dog Island Airport - FA43 Carrabelle, Florida Facility Usage: Private

St George Island Airport - F47 Apalachicola, Florida Facility Usage: Public	
Carrabelle-Thompson Airport - X13 Carrabelle, Florida Facility Usage: Public	

National Transportation Safety Board (NTSB), Aviation Accident Reports (2017 – 2023) – two recorded accidents

1. Carrabelle, Florida – 2/5/18, Fatal Accident

ERA18LA083	<a href="#">Docket</a>	02/05/2018	Carrabelle, Florida	Final	04/13/2020	Accident	Fatal	N543SX: GREGORY NEWMAN / SONEX TRAINER
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<b>Location:</b>	Carrabelle, Florida	<b>Accident Number:</b>	ERA18LA083
<b>Date &amp; Time:</b>	February 5, 2018, 11:25 Local	<b>Registration:</b>	N543SX
<b>Aircraft:</b>	GREGORY NEWMAN SONEX TRAINER	<b>Aircraft Damage:</b>	Substantial
<b>Defining Event:</b>	Loss of engine power (total)	<b>Injuries:</b>	1 Fatal
<b>Flight Conducted Under:</b>	Part 91: General aviation - Personal		

2. Apalachicola, Florida – 11/30/18, Fatal Accident

ERA19FA059	<a href="#">Docket</a>	11/30/2018	Apalachicola, Florida	Final	07/13/2020	Accident	Fatal	N3995Y: Cessna / 210
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<b>Location:</b>	Apalachicola, Florida	<b>Accident Number:</b>	ERA19FA059
<b>Date &amp; Time:</b>	November 30, 2018, 18:05 Local	<b>Registration:</b>	N3995Y
<b>Aircraft:</b>	Cessna 210	<b>Aircraft Damage:</b>	Destroyed
<b>Defining Event:</b>	Controlled flight into terr/obj (CFIT)	<b>Injuries:</b>	1 Fatal
<b>Flight Conducted Under:</b>	Part 91: General aviation - Personal		

Data source: <https://data.nts.gov/carol-main-public/basic-search>



## Vulnerability Assessment

**Trucks transporting (category 3) hazardous materials:** Although it is not possible to determine the quantity of hazardous materials a truck travelling through Franklin County, it is useful to note that fully loaded gasoline tankers carry approximately 9,000 gallons and loaded tankers carrying liquefied petroleum gas hold about 10,000 gallons. Assuming the numbers above represent a typical day for Franklin County, the potential for a hazardous material (category 3) spill is significant and the vulnerability is considered high.

**Motor vehicle accidents:** Franklin County's vulnerability to road and highway accidents is considered medium to potentially high. As stated, data evaluations from the FLHSMV tables reveals there has been an overall percentage increase up to 128% from 2020 – 2021 with 114 crashes, 2 fatalities and 63 injuries within the county.

**Airport incidents:** Over the last 6 years there have been two fatal airport incidents in the county, therefore, the vulnerability is considered low to possibly medium.

<p><b>Probability</b></p>	<p>Truck transportation A study completed on truck transporting hazardous materials. Many of the vehicles, 12 of 15 (80 percent) were tanker trucks carrying gasoline. Assuming the study represents a typical day for Franklin County, the probability or potential for a hazardous material spill is very high or significant.</p> <p>Automobile transportation The probability for motor vehicle accidents is considered very high for the entire county.</p> <p>Airline transportation The probability for a major airport incident is considered low.</p>
<p><b>Extent or Severity</b></p>	<p>Truck transportation A worse-case scenario would be if there was state or county road accident carrying hazardous chemicals, the potential magnitude would be catastrophic with more than 50% of the community would be affected (especially if the materials were airborne).</p> <p>Automobile transportation A worse-case scenario for motor vehicle accidents would be several vehicles involved resulting in numerous fatalities and injuries.</p> <p>Airline transportation A worse-case scenario would be for an airline accident near a populated city causing significant damage to the aircraft, injuring passengers, possibly a local resident(s) and damaging buildings.</p>
<p><b>Frequency of Occurrence</b></p>	<p>Truck and Automobile transportation Likely, between 10 and 100% probability in the next year, or at least one chance in the next 10 years.</p>

	Airline transportation Unlikely, less than 1% probability in the next 100 years.
<b>Costs</b>	Costs relating to major transportation incidents were not available.


## Man-Made Hazards

According to FEMA... “Hazards that rise from deliberate, intentional human actions to threaten or harm the well-being of others.” The following man-made hazards profiled are:

- ✓ Civil Disturbance
- ✓ Mass Migration
- ✓ Terrorism (including Cyberterrorism)
- ✓ Exotic Pest and Diseases
- ✓ Special Events
- ✓ Coastal Oil Spills

Civil Disturbance; Mass Migration; Terrorism (including Cyberterrorism); Exotic Pest and Diseases; Special Events; and Coastal Oil Spills will be profiled to include which jurisdiction is vulnerable, the probability and severity of occurrence, the vulnerable population, damage information, frequency of the occurrence and any other relevant data required relating to the hazard.

**Table 4- Franklin County – Man-Made Hazards Vulnerability Matrix**

Invasive Species: Japanese Climbing Fern			
			
Photo Source: Florida Division of Plant Industry, FL Department of Agriculture and Consumer Services, Bugwood.org			
Man-Made Hazards	City of Apalachicola	City of Carrabelle	Unincorporated Franklin County
Civil Disturbance	L	L	L
Mass Migration	L	L	L
Terrorism (including Cyberterrorism)	Terrorism - L Cyberterrorism – M - H	Terrorism - L Cyberterrorism – M	Terrorism - L Cyberterrorism – L

Exotic Pests and Disease	L	L	M
Special Events	L	L	L
Coastal Oil Spills	H	H	H (Island Areas)

Key Code:

H = High - Likely to experience threat, effect, or reoccurrence of an event.

M = Medium or Moderate - An average to better than average likelihood of experiencing threat, effect, or reoccurrence of an event.

L – Low – A less likely than average of experiencing a threat, effect, or reoccurrence of an event.

N/A – Not applicable

### II.A.3. Civil Disturbance

A civil disturbance can be identified as a civil unrest activity such as a demonstration, riot, or strike that disrupts a community and requires intervention to maintain public safety. While the county has had very few events of this nature changes in economic or political structures could lead to civil disorder or riots. The county must be prepared to protect the population and property from the effects of such events.

If a civil disorder or riots occurred, the Franklin County Sheriff has the responsibility for coordinating outside assistance in response to the incident. It is anticipated that civil disorder or riots would affect only a small segment of the population.

There is no history of civil disturbances within the county, and under normal circumstances civil disturbances are considered very unlikely. However, there is always the possibility of disturbances in response to adverse social and/or economic conditions. A devastating disaster, such as a major hurricane, that displaces numerous residents and disrupts the provision of public services, could result in a civil disturbance. However, the conditions under which a civil disturbance may occur make it difficult to conduct a reasonable vulnerability assessment. A disturbance at the State Prison is a possibility, but the Florida Department of Corrections has developed procedures, including notification of local officials, to deal with such an incident. Prison officials conduct periodic exercises to test those procedures. County-specific special events, such as Florida Seafood Festival, a relatively large event held annually each November, could also create conditions conducive to potential civil disturbances.

### Vulnerability Assessment

The vulnerability is considered low for civil disturbances all jurisdictions throughout the county.

<b>Probability</b>	The probability is considered low for a civil disturbance throughout the entire county.
<b>Extent or Severity</b>	The worse-case scenario would be a large riot at a special event however, it is anticipated that civil disorder or riots would affect only a small segment of the population.

	Note: There hasn't been any recorded documented riots in the county.
<b>Frequency of Occurrence</b>	Unlikely, less than 1% probability in the next 100 years.
<b>Costs</b>	Costs relating to civil disturbance incidents were not available.

#### II.A.4 Mass Migration

Mass migration can refer to large groups of people from one geographical area to another. It is important to note that Franklin County's population has slightly increased at 7.8% from 2010 to 2020. And projections based on the 2022 estimates only show an 12.17% increase in population for FY 2035.

The census data population estimates as of July 1, 2022, records that the county is comprised of 85.9% White alone, 10.3% black or African American alone, 1% American Indian and Alaska Native, Asian alone, 0.5%, Native Hawaiian and Other Pacific Islander alone 0.1% and 5.6% Hispanic or Latino. There isn't any representation of large of groups of people relocating from one geographical area to Franklin County.

If mass migration did occur within the county, assistance would come from the State and Federal levels.

#### Vulnerability Assessment

The vulnerability for mass migration for the jurisdictions throughout the county is low due to the resources available in the county to accommodate an exceptional number of people.

<b>Probability</b>	The probability is considered low for mass migration throughout the entire county.
<b>Extent or Severity</b>	<p>The worse-case scenario would be if the Dengue Fever's growth surpassed what the Latin American counties capacity and here could be an overwhelming flow of people heading north from the Caribbean possibly into the State of Florida, and a similar circumstance from Central America where people would head across the Rio Grande into the US. It is noted that severe dengue affects most Asian and Latin American countries and has become a leading cause of hospitalization and death among children and adults in this region.</p> <p>This could have some mass migration impact on Franklin County, however, other Florida counties with larger city populations would probably be the likely area that people would select to relocate.</p>
<b>Frequency of Occurrence</b>	Unlikely, less than 1% probability in the next 100 years.
<b>Costs</b>	There is no data on costs relating to mass migrations for the county.



compromised.

- City of Naples – cyberattack that resulted in the loss of \$700,000 from a sophisticated phishing strategy.
- City of Lake City – loss of \$460,000 from a cryptocurrency ransom demand was issued to restore the city's files.
- City of Key Biscayne – a virus attacked the city computer- system, however, the systems were up and running within a few days.

Ransomware attacks have occurred in the cities of Baltimore and Atlanta, and 23 entities in the State of Texas. A trend for municipalities and cities is to pay the ransom money because cyber insurance does cover it as in Lake City, the insurance deductible was \$10,000 and the rest was paid by the cyber insurance. And, if a city hasn't been backing up its data, paying the ransom money might be the cheapest option.

Cybersecurity experts say the number of attacks on towns, cities, counties, state offices are likely to keep rising due to the laws that the government is required to disclose contracts, budgets, and employee information. According to SecuLore Solutions, a cybersecurity company, Florida Cyber Attacks, Infrastructure Affected, data reveals the following for ransomware, virus, or hack:

- ✓ Public Safety – 11 (sheriff's, police, 911 services, etc. offices were breached)
- ✓ Government – 49 (town, village, city, county, state, college, etc. offices were breached)
- ✓ Medical – 23 (health and surgical centers, hospitals, pharmacies, physician offices, university health, etc. offices were breached)

## Vulnerability Assessment

### Terrorism

The risks for potential threat elements and factors regarding the existence, capabilities, motivations, targeting, and history of terrorist's organizations in Franklin County is considered low.

### Cyberterrorism

Cyber security involves protecting infrastructure by preventing, detecting, and responding to cyber incidents. Cyber threats are often difficult to identify. Dangers include viruses erasing entire systems, intruders breaking into systems and altering files, intruders using your computer or device to attack others, or intruders stealing confidential information. Some of the risks associated with cyber-attacks include organized cyber-crime and cyber espionage that threaten national security, disruption of transportation, power and other services, vulnerability to data breach and loss if a network is compromised, and intrusion of personal devices.

Assets vulnerable to cyber-attacks in Franklin County may include any local government computers or networks, commercial banking systems, commercial business networks, or personal computers. Each asset is unique, and therefore each asset will be vulnerable to cyber-attacks in different ways.

When assessing the risk of a cyber-attack three factors can be applied. The three factors that contribute to the risk of a cyber-attack are: asset, vulnerability, and threat. Assets describe the things that need to be protected either on computers or networks. Vulnerability evaluates the security strength of an asset. Vulnerability can be created by improper configuration of a system or software, or the improper

implementation of a system or software. A vulnerability value can be assigned to indicate the severity of asset damage or loss if the vulnerability is exploited. Threats are the potential attacks being protected against. A threat value can be assigned to indicate the likelihood of a threat. If any of the three factors do not exist, there is no risk. There can be multiple vulnerabilities associated with an asset, all of which can be subject to multiple threats.

The vulnerability for cyberterrorism for the county would be considered medium to potentially high level of risk for the sheriff, medical, fire and rescue systems. The county does not have any large military bases, nuclear power plants, air traffic control, several large banking institutions, transportation centers, etc. where specific targeted networks, which would suffer from a direct attack, however, as recent data has revealed that even small counties could have their data breached.

<b>Probability</b>	The probability is considered low for terrorist incident and medium to potentially high probability for cyberterrorism would likely occur.
<b>Extent or Severity</b>	<p><b>Terrorism</b> Terrorism is not likely to occur in Franklin County and there are no primary targets in this area. However, there is a nuclear generating station, Joseph M Farley Nuclear Plant located in Columbia, Alabama, approximately 50 miles from the Franklin County line. An incident could result in evacuation, however, minimum to no structural damage would occur or potential loss of life.</p> <p><b>Cyberterrorism</b> A major incident could compromise confidential information of the residents living in Franklin County, as well as sensitive local government information similar to the cyberattacks that occurred in Florida. The State of Florida Cyber Attacks, Infrastructure Affected, data reveals the following for ransomware, virus, or hack:</p> <ul style="list-style-type: none"> <li>✓ Public Safety – 11 (sheriff's, police, 911 services, etc. offices were breached)</li> <li>✓ Government – 49 (town, village, city, county, state, college, etc. offices were breached)</li> <li>✓ Medical – 23 (health and surgical centers, hospitals, pharmacies, physician offices, university health, etc. offices were breached)</li> </ul> <p><i>Note: Two of the counties from the study were small, fiscally constrained counties and had data compromised.</i></p>
<b>Frequency of Occurrence</b>	<p><b>Terrorism</b> Unlikely, less than 1% probability in the next 100 years.</p> <p><b>Cyberterrorism</b> Possible, between 1 and 10% probability in the next year, or at least one chance in the next 100 years.</p>
<b>Costs</b>	There is no data on costs relating to terrorism or cyberterrorism attacks for the county.

## II.A.7 Exotic Pests and Diseases

Florida is vulnerable to exotic pests and diseases due to the geographic location, mild climate, and the reliance on tourism and international trade. With a temperate and tropical climate damaging pests and diseases can be found in the forested areas. With pests and diseases, the greatest single deterrent to population increase is the amount of available host material.

There are two types of non-native species (exotic and invasive) and can be found in second ecosystem apart from the ecosystem they evolved from. They can be spread by a natural or human process and are usually harmless. When an exotic species becomes an invasive species, it then becomes harmful to the ecosystem and can pose an economic or health hazard and could be a pervasive threat to the agricultural community. The possibility exists for the importation of pathogens that could have a widespread effect on the livestock industries. Predicting which species that will become invasive is difficult. Many invasive plants start on disturbed soils and habitat disturbances such as construction, grading, plowing, and mowing can increase the vulnerability of any habitat to invasive species. Specific areas such as rights-of-way, fence rows, old fields, ditches, and roadsides all have a high rate of disturbance.

According to the U.S. Department of Agriculture, Executive Order 13112 -1. Definitions, Invasive Species means an alien species who introduction does or is likely to cause economic or environmental harm or harm to human health.

The invasive species data was collected from several sources and are classified on the University of Georgia, Center for Invasive Species and Ecosystem Health, Early Detection & Distribution Mapping System (EDDMaps) Invasive Species for Exotic Pest and Diseases. As of July 2023, the EDDMaps diagnosed 5 insect species, 19 animal species, 3 disease species, and 255 plant species. Information collected state that there are 282 invasive species in Franklin County and are identified in Table X. The data reported in the plan only list if species that were recorded at 9 sightings (records or above).

**Table 5 a - 5c - Exotic Pest and Diseases for Franklin County**

**Table 5a**

Common Name	Scientific Name	Number of Records
japanese climbing fern	<i>Lygodium japonicum</i>	1,775
common water hyacinth	<i>Eichhornia crassipes</i>	206
coco yam, wild taro	<i>Colocasia esculenta</i>	145
torpedograss	<i>Panicum repens</i>	142
red sesbania	<i>Sesbania punicea</i>	87
cogongrass	<i>Imperata cylindrica</i>	67
alligatorweed	<i>Alternanthera philoxeroides</i>	60
camphortree	<i>Cinnamomum camphora</i>	55
Chinese tallowtree	<i>Triadica sebifera</i>	53
european starling	<i>Sturnus vulgaris</i>	51



**Table 5b**

Common Name	Scientific Name	Number of Records
Eurasian collared-dove	<i>Streptopelia decaocto</i>	48
water fern	<i>Salvinia minima</i>	48
house finch	<i>Carpodacus mexicanus</i>	35
house sparrow	<i>Passer domesticus</i>	33
rock pigeon	<i>Columba livia</i>	30
lionfish	<i>Pterois volitans</i>	26
mimosa	<i>Albizia julibrissin</i>	23
rhesus monkey	<i>Macaca mulatta</i>	22
white-winged dove	<i>Zenaida asiatica</i>	22
natalgrass	<i>Melinis repens</i>	15

**Table 5c**

Common Name	Scientific Name	Number of Records
freshwater golden clam	<i>Corbicula fluminea</i>	14
coral ardisia	<i>Ardisia crenata</i>	12
air-potato	<i>Dioscorea bulbifera</i>	12
pig (feral), wild boar at large	<i>Sus scrofa (feral type)</i>	11
largeleaf lantana	<i>Lantana camara</i>	11
Heterobasidion root rots	<i>Heterobasidion spp.</i>	10
chinaberry	<i>Melia azedarach</i>	9
reed	<i>Phragmites spp.</i>	9
southern pine beetle	<i>Dendroctonus frontalis</i>	9

Data Source: <https://www.eddmaps.org/tools/state.cfm>

From the EDDMaps, the primary invasive species sightings recorded for Franklin County are from the following categories (plants, insects, animals, and diseases):

**Plant**

- ✓ (1,775) records – Japanese Climbing Fern: This plant smothers native vegetation by blocking sunlight and increases fire risk by allowing fire to spread up trees along its vines. The plant often invades disturbed areas such as roadsides and ditches but can also invade natural areas. It generally is scattered throughout the landscape but can form dense mats that smother understory vegetation, shrubs, and trees.

**Insects**

- ✓ (9) records – Southern Pine Beetle: This insect is the most destructive pests of pines in the southern U.S. This aggressive tree killer is a native insect that lives predominantly in the inner bark of pine

trees. Prevention is the best form of control and good forest management is the most effective method of preventing losses.

#### Animals

- ✓ (51) records - European Starlings: These birds have a devastating impact on native ecosystems across the country. This species poses a risk to the agricultural industry, destroying fruit and grain crops throughout the year, while also contaminating food and water sources for livestock.

#### Diseases

- ✓ (10) records – Heterobasidion Root Rots: Infection has been discovered on some hardwood species, but impacts appear to be minimal. HRD infected trees have reduced height, shoot and diameter growth and thin foliage. Symptoms progress over several years and result in mortality. Symptoms typically appear 3-8 years after a thinning. The abundant down wood resulting from high levels of root disease infection may increase ground fire severity.

Summaries from the Exotic Pest and Diseases table notes that for the invasive species there were numerous species or 89.7% noted less than 9 records or sightings. Data from all invasive species recorded the highest sighting species was for the Japanese Climbing Fern.

There is substantial funding available through the USDA Forest Service's Cooperative Forest Health Protection and Forest Health Monitoring Programs supporting initiatives addressing significant biotic pest/forest health issues. Efforts continue the detection and control of non-native invasive pest plants on State Forests and other public and private lands.

### Vulnerability Assessment

Since the early 2000's Florida has become the major transit point for trade and commerce between the United States and South and Central America and the Caribbean. With the increasing international and domestic travel within and across its borders, the growth in the numbers of entry ports, the large numbers of export and import markets and improved access to foreign markets, Florida has become vulnerable to insect pest invasion and diseases. Between 30 – 55 % of all goods shipped pass through Florida.

Studies note that at least one new insect enters the state each month, potentially threatening agricultural crops, and native species. This can have serious economic and environmental consequences and once these non-native species become established, they are very hard to eradicate. For the insects without predators, parasites, and pathogens to keep them in check, non-native insect populations increase unimpeded.

Diseases from non-native plants can be very destructive impacting and crowding out native species, invading wet areas, disturbing forest land, and altering soil conditions. Certain diseases can kill trees directly or can weaken the trees and make them more susceptible to wind damage and attacks by bark beetles and lead to fuel for wildfires.

Franklin County is located in a port area, the invasion for exotic pests and diseases are and have been occurring in the agricultural and forested unincorporated areas of the county.

<b>Probability</b>	The probability is considered low for the incorporated jurisdictions within the medium for the unincorporated areas in Franklin County.
<b>Extent or Severity</b>	Due to the county being in a port area, the worse-case scenario would be a huge and destructive exotic pest infestation that would cause considerable damage and disease to the aquaculture industry and the potential magnitude would be catastrophic and substantial economic loss.
<b>Frequency of Occurrence</b>	Possible, between 1 and 10% probability in the next year, or at least one chance in the next 100 years.
<b>Costs</b>	The costs relating to exotic pests and disease was not available according to the data recorded from the Florida Department of Agriculture and Consumer Service, however, an infestation could result in a considerable loss for the county.

**II.A.10 Special Events (Tourists visiting Franklin County)**

Franklin County has a unique annual festival traditionally held in November, the Florida Seafood Festival. The Florida Seafood Festival is a two-day event annually drawing visitors to the historic town of Apalachicola in scenic Franklin County. The festival is held at the mouth of the Apalachicola River under the shady oaks of Apalachicola’s Battery Park.



The festival features include delicious seafood, arts and crafts exhibits, seafood related events, with musical entertainment. Some of the noteworthy events involved at the festival are the oyster eating and shucking contest, the blue crab races, a photo contest, a parade, the 5k redfish run, the blessing of the fleet, the history of the festival exhibit, and the tonging for treasure.

The event draws tens of thousands of attendees from outside the area, showcasing Franklin County’s natural beauty and charm with miles of pristine Gulf Coast beaches for many to enjoy.

**Vulnerability Assessment**

The vulnerability is considered low for the entire county.

<b>Probability</b>	The probability is considered low for any type of hazard situation with the special events.
<b>Extent or Severity</b>	The largest special event is held in the county with tens of thousands of attendees visiting the City of Apalachicola. The extent or impact would be a large civil

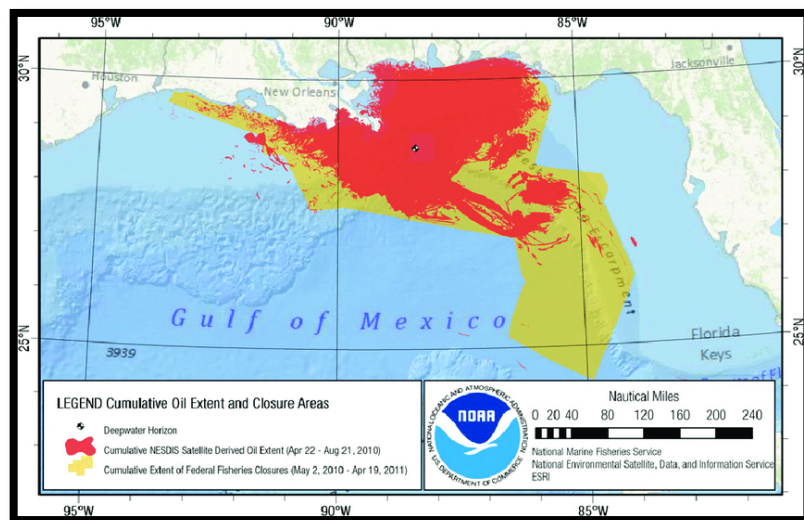
	disturbance or riot occurred at the celebration event and could potentially affect up to approximately 100% of the city residents (estimated population, July 1, 2022, was 2,395).
<b>Frequency of Occurrence</b>	Possible, between 1 and 10% probability in the next year, or at least one chance in the next 100 years.
<b>Costs</b>	Costs relating to special events were not available according to the Franklin County Chamber of Commerce.

## II.A.5 - Coastal Oil Spills

**Figure 9 – Coastal Spill Map from Deepwater Horizon Oil Spill**

An oil spill even if it is a relatively minor spill can cause significant harm to individual organisms and entire populations. The continual oil release can last from days to years, or even decades for certain spill events.

On April 20, 2010, the oil drilling rig Deepwater Horizon, operating in the Gulf of Mexico, exploded and sank resulting in the death of eleven workers on the Deepwater Horizon and the largest spill of oil in the history of marine oil drilling operations.



Map source: [https://www.researchgate.net/figure/Gulf-of-Mexico-map-showing-the-extent-of-oiling-that-occurred-from-April-22-through\\_fig2\\_221815556](https://www.researchgate.net/figure/Gulf-of-Mexico-map-showing-the-extent-of-oiling-that-occurred-from-April-22-through_fig2_221815556)

Although the map in Figure 9 doesn't reflect the impact the Franklin County residents experienced, according to the federal government's estimate, the well released approximately 4 million barrels or 206 million gallons of oil before it was contained on July 15, 2010. The 2010 Gulf oil spill generated considerable interest in oil spill governance issues.

The governing framework for oil spills in the United States remains a combination of federal, state, and international authorities. Within this framework, several federal agencies have the authority to implement oil spill regulations. Agency responsibilities can be divided into two categories:

- ✓ oil spill response and cleanup and
- ✓ oil spill prevention/preparedness

Oil spill response authority is determined by the location of the spill: the U.S. Coast Guard (USCG) has response authority in the U.S. coastal zone, and the Environmental Protection Agency covers the inland zone.

Franklin County was impacted from this hazardous oil spill event. Numerous businesses suffered substantial economic loss due to the spill. Several reports and data through the years have been recorded on the effects from this spill, however, for this report data from the FY2019 CEMP on the response and cleanup will be noted.

Since the Deepwater Horizon oil spill, the public's access to and enjoyment of their natural resources along the Florida's Panhandle was denied or severely restricted. In October 2014, according to the DEP, Deepwater Horizon Oil Spill Natural Resource Damage Assessment, Phase III Early Restoration Projects, six recreational use projects that will increase the public's use and/or enjoyment are to be completed in Franklin County at a cost to BP at approximately \$2.2 million.



Thirteen years later many scientific studies have reported details on the results from the Deepwater Horizon oil spill. One important factor noted was the soil. The data is from the shoreline of the southern Louisiana, and it was noted that the soil strength hasn't recovered because there is still oil in the marsh, and that's causing these strong erosion events during storms that weren't occurring prior to the oil spill.

Photo: USCG

Years after the oil slicks vanished, researchers are finding lingering changes in the Gulf of Mexico that may be linked to the 2010 Deepwater Horizon oil spill. Specifics regarding Franklin County's coast were not noted in the studies reviewed however, the county will continue to monitor the effects of a significant and destructive oil spill and its' long-term impact on the entire community within the county.

According to the Florida Department of Environmental Protection... "The National Fish and Wildlife Foundation's (NFWF) Gulf Environmental Benefit Fund (GEBF) was established in early 2013 as a result of the plea agreements resolving the criminal charges against BP and Transocean after the Deepwater Horizon oil spill. The agreements directed a total of \$2.54 billion to GEBF over a five-year period. Under the plea agreements, \$356 million was allocated for projects within the state of Florida that "remedy harm to natural resources where there has been injury to, or destruction of, loss of, or loss of use of those resources" resulting from the oil spill. The Florida Fish and Wildlife Conservation Commission (FWC) and DEP work directly with NFWF to identify GEBF projects for the state of Florida in consultation with the U.S. Fish and Wildlife Service and the National Oceanic and Atmospheric Administration.

Several GEBF projects have benefited Franklin County since FY2013. Details can be found at: <https://floridadep.gov/wra/deepwater-horizon/content/nfwf>

## Vulnerability Assessment

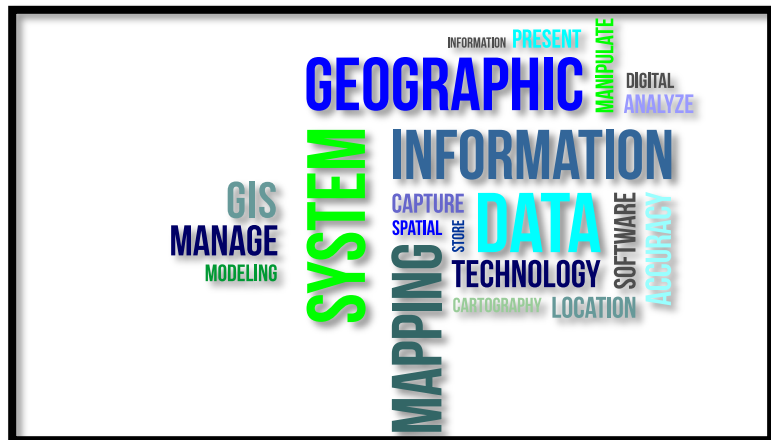
The vulnerability is considered high for the entire county.

<b>Probability</b>	The probability is considered high for the incorporated jurisdictions and the unincorporated island areas in Franklin County.
<b>Extent or Severity</b>	Franklin County experienced the worse-case scenario from the Deepwater Horizon oil spill. The county was impacted from this tremendous hazardous oil spill event. Destruction and devastation occurred with numerous businesses suffered substantial economic loss due to the spill. If another historic oil spill occurs and has a direct impact on the county, the soil strength would deplete the marsh area, the aquaculture would be destroyed, and many businesses would not recover.
<b>Frequency of Occurrence</b>	Possible, between 1 and 10% probability in the next year, or at least one chance in the next 100 years.
<b>Costs</b>	Costs relating to the most expensive oil spill in history continue in FY2023 at billions of dollars. Specifics regarding total costs effecting Franklin County were not available.

## II.B. Geographic Information

### 11.B.1 Geographic

Franklin County is located in northwest Florida on the Gulf of Mexico approximately 40 miles southwest of Tallahassee. It is bounded on the west by Gulf County, on the north by Liberty County, and on the east by Wakulla County. The county's geographic center is 29.86943017°(N), - 84.87092590°(W). Major communities within the county are the City of Apalachicola, located at the mouth of the Apalachicola River, and the City of Carrabelle which is located on St. George Sound. The county includes St. Vincent, St. George, and Dog Islands.



The Cities of Apalachicola (the county seat) and Carrabelle are the only two incorporated municipalities in Franklin County. There are several unincorporated areas within the county that house a portion of the population (i.e., Eastpoint, St. George Island, Alligator Point, Bald Point, Lanark Village and St. Teresa). Since the previous LMS plan approval, no new municipalities have been either created or disbanded.

## II.B.1 (a, d) Square Miles

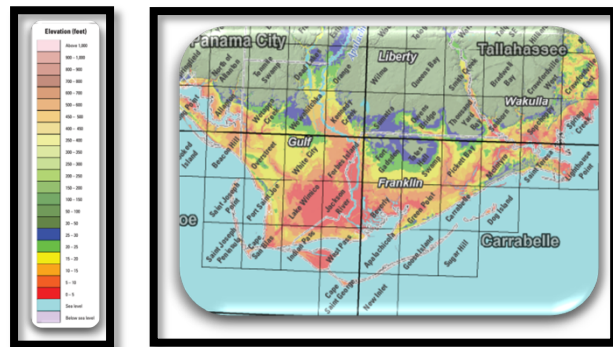
Chartered in 1832, Franklin County encompasses an area of approximately 1,027 square miles (535 square miles of land and 492 square miles of water).

As stated by the United States Department of Agriculture, Soil Conservation Service, Soil Survey of Franklin County, Florida, Woodland Management and Productivity... "Approximately 317,000 acres, or 91% of the county, is forestland. Of this total, the county has over 34,200 acres of federally owned land, of which about 21,800 acres is the Apalachicola National Forest. About 86% of the nonfederal land is owned by large companies that make woodland products.

According to the 2017 USDA Census of Agriculture, there are a total of 15 farms in Franklin County. The data on the total number of acres of farmland was not stated in the report, however, (5) farms re 1-9 acres; (5) farms are 10-49 acres; (2) farms are 50 -179 acre; (2) farms are 180- 499 acres; and (1) farm is 1,000 acres. Most of the farming activities consist of mainly harvested cropland, and livestock, primarily cattle. The data from the 2022 USDA Census of Agriculture results will be available sometime in 2024.

## II.B.1 (b) Topography

According to the Franklin County Soil Survey, Franklin County is part of the Apalachicola delta complex and lies within the Terraced Coastal Lowland. This division consists of a series of marine terraces composed of sand and clayey sand. The terraces are plains formed at certain specific ranges of elevation by wave action and ocean currents in the past when sea level was higher. Three such terraces are located in Franklin County. These are the Silver Bluff, which is about 1 to 10 feet above mean seal level (MSL); the Pamlico, which is 8 to 25 feet about MSL; and the Talbot, which is 25 to 42 feet about MSL.



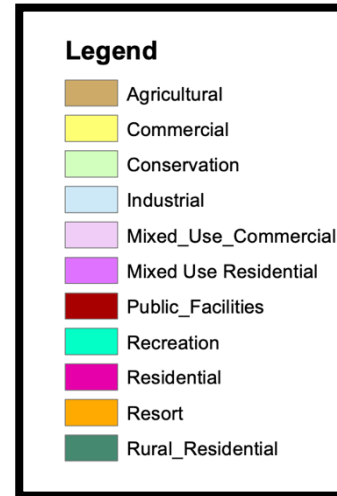
The specific geomorphic features of Franklin County include the Gulf Barrier Chain (St. George Island and Dog Island), a series of elongate islands composed of quartz sand that formed on the Gulf of Mexico side of the Gulf Coastal Lagoon (Apalachicola Bay and St. George Sound). Near the coastline of the Gulf Costal Lagoon and throughout Franklin County are relict bars and spits, which formed at higher sea level stands. Interlevee swamps and bays, which are related to the Apalachicola delta, occupy most of the eastern portion of Franklin County.

Much of Franklin County is swampy, mostly because of two factors. First, as the Apalachicola River deposits sediments where it enters Apalachicola Bay, a delta forms that blocks the river channel. Another channel is then formed elsewhere. This process results in flat, swampy land. Second, the type of sediments material in the area contributed to the formation of swamps. Much of the material underlying the surficial unconsolidated sand is clays sand of clay, which does not easily allow water to pass through. As a result, swamps and ponds are perched atop the impermeable clayey sand.

## II.B.1 (c) Land Use Patterns

The land use patterns are influenced by the waterways and road system. The primary land uses in these areas are predominately agricultural and conservation with residential, mixed use residential and recreation scattered along the coast of the county. The entire area is subject to disaster caused by weather phenomenon or wildfires and consist of wildlife and water management areas which are ecologically sensitive.

Figure 10 – Future Land Use Map (FLUM) Classifications



### Future Land Use Plan Map (FLUM)

The future land use map is a community's visual guide to future planning. The future land use map should bring together most if not all the elements of the County's comprehensive plan. It is a map of what the community wants to have happen or a visual guide to future planning; it is not a prediction.

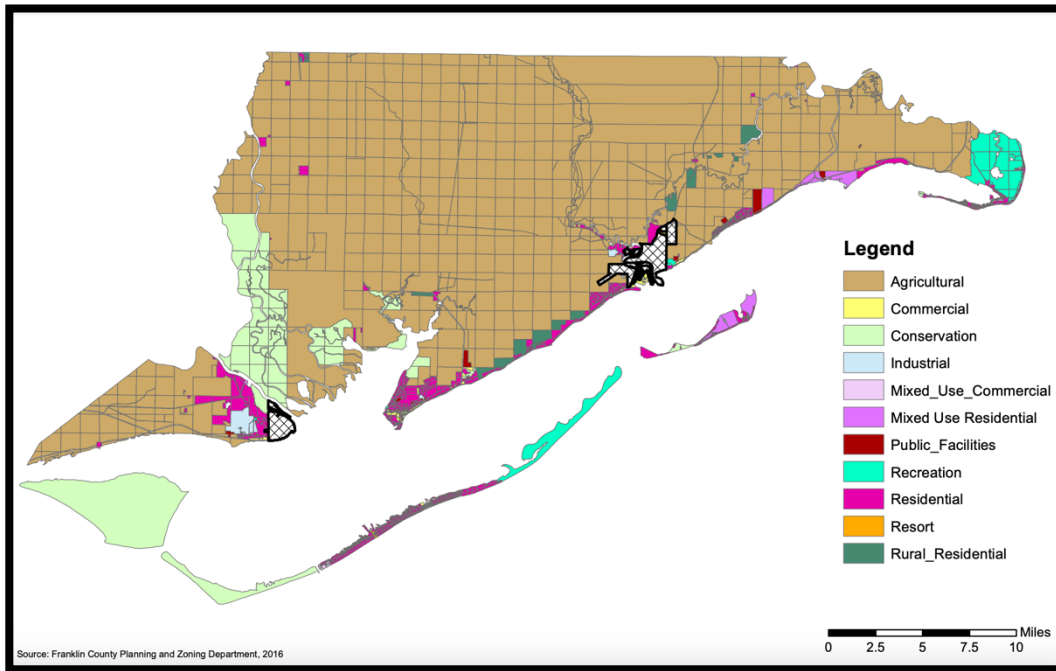
Data from the US Department of Agriculture, Soil Conservation Service, Soil Survey of Franklin County, Woodland Management and Productivity reveals that approximately 317,000 acres, or 91% of the county, is forestland. Of this total, the county has over 34,200 acres of federally owned land, of which about 21,800 acres is the Apalachicola National Forest. About 86% of the nonfederal land is owned by large companies that make woodland products. In this analysis, the projected land use for the county will remain predominately agricultural.

The map classification identifies that most of the county is agricultural and conservation (identifying the flood zone and wetland areas). The jurisdictions specific are the City of Apalachicola and the City of Carrabelle with an overall population growth rate expected to increase at a medium rate of 11.5% in Apalachicola over the next ten years (2020 – 2030). Projected data for Carrabelle was not available.

It will be interesting to see what the future holds for the timberland area. In this analysis, the projected land use for the county will remain predominately agricultural. The Franklin County FLUM is identified in Figure 11.



**Figure 11 - Franklin County FLUM**



Map source: [www.franklincountyflorida.com/documents/planning\\_building/Maps/FC%20Future%20Land%20Use%20Map.pdf](http://www.franklincountyflorida.com/documents/planning_building/Maps/FC%20Future%20Land%20Use%20Map.pdf)

**II.B.1(e) Drainage Patterns**

**Figure 12 – Hydrography Map of Franklin County**

General flooding in Franklin County stems from two sources: periods of intense rainfall causing ponding and sheet runoff in the low, poorly drained areas and coastal flooding associated with hurricanes and tropical storms. The floodplains of the Apalachicola River, the New River, the Crooked River, the Carrabelle River, and the Ochlockonee River are also subject to flooding during high river stages.

Apalachicola lies within the Apalachicola River floodplain with a drainage pattern comprised of numerous creeks, rivers, and streams. The area of floodplain in Apalachicola comprises 125 acres. Because of the effects of relatively high annual rainfall, extensiveness of low topography and the proximity of the city to the river systems, surface drainage is an important consideration for development along the Apalachicola.



Map Source: <http://fcit.usf.edu/florida/maps/pages/11200/f11231/f11231.htm>

Alteration of the natural drainage patterns within these zones can create serious flood or water hazards if not properly planned. City leaders should continue to ensure that local floodplain -management regulations conform to the latest State and Federal standards.

Other rivers in Franklin County have smaller drainage areas and are therefore less significant sources of flooding. These include the New and Crooked Rivers, which flow through the central portion of the county and join to form the Carrabelle River, which then discharges into St. George Sound at Carrabelle.

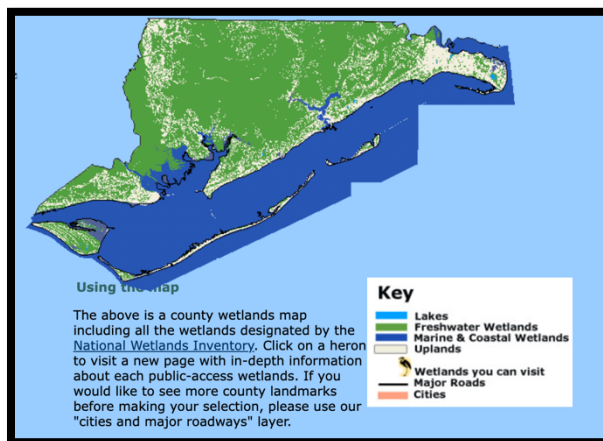
The Ochlocknee River forms a portion of the northeast county boundary and empties into the Gulf of Mexico through Ochlocknee Bay. Low-lying, poorly drained areas of the county are also subject to rainfall ponding.

### II.B.1 (f) Environmentally Sensitive Areas

Definition from the Law Insider...”Environmentally sensitive area means (i) any wetland as defined by applicable Environmental Laws; (ii) any area designated as a coastal zone pursuant to applicable Laws, including Environmental Laws; (iii) any area of historic or archeological significance or scenic area as defined or designated by applicable Laws, including Environmental Laws; (iv) habitats of endangered species or threatened species as designated by applicable Laws, including Environmental Laws; or (v) a floodplain or other flood hazard area as defined pursuant to any applicable Laws.

Environmentally sensitive areas (ESAs) are landscape elements or places which are vital to the long-term maintenance of biological diversity, soil, water, or other natural resources both on the site and in a regional context. They might include wildlife habitat areas, steep slopes, wetlands, and prime agricultural lands.

**Figure 13 – Wetlands in Franklin County**



Franklin County has several wetland areas near the coast, the lakes, and rivers. According to the Florida Department of Environmental Protection, there are nine state parks and lands totaling approximately 370,112 acres and three federal lands totaling approximately 826,998 acres (one of which is the Apalachicola National Forest is in Franklin, Leon, Liberty, and Wakulla counties). Although there isn't an identified "exact figure" for the environmentally sensitive areas, the previous CEMP stated approximately 200,000 acres in the county would be considered ESAs, although according to the zoning department the figure could be much higher.

Map source: <https://soils.ifas.ufl.edu/wetlandextension/counties/franklin.htm>

According to the EDR, Office of Economic & Demographic Research, Annual Assessment of Florida's Conservation Lands, 2023 Edition, Chapter 1, Franklin County has 299,642 conservation acres, 298,225 are public and 1,417 are private.

Details from the Franklin UF-IFAS Extension Program note that the Apalachicola Bay and most of its drainage basin encompass one of the least polluted, least developed, resource rich ecosystems left in the United States. The Apalachicola drainage basin includes upland, floodplain, riverine, estuarine, and barrier island environments, which are all influenced by each other. Because it is unique, numerous protective designations apply to the Apalachicola system.

- ✓ In 1969, the State of Florida designated Apalachicola Bay one of eighteen Aquatic Preserves.
- ✓ In 1979, the lower river and bay system was designated a National Estuarine Research Reserve by the National Oceanic and Atmospheric Administration (NOAA). The designation confers protection and management benefits to help ensure the long-term endurance of the system.
- ✓ In 1979, the State of Florida designated the lower Apalachicola River as an Outstanding Florida Waters and added the upper river in 1983. Thus, the ambient water quality of the river at the time of designation is used as the standard and cannot be lowered.
- ✓ In 1984, the United Nations Education, Scientific and Cultural Organization (UNESCO) designated the Reserve a Biosphere Reserve under the International Man and the Biosphere (MAB) program.
- ✓ Due to the developmental pressures being exerted, in 1985, the State of Florida declared Franklin County an Area of Critical State Concern to help protect the bay system. All these designations, from state, national, and international agencies, recognize the Apalachicola River and Bay system as a unique and environmentally sensitive resource which deserves protection.

*Details from the County Comprehensive Plan*

### **Land Use Element**

GOAL - ENSURE THAT THE CHARACTER AND LOCATION OF LAND USES IN FRANKLIN COUNTY MINIMIZE THE THREAT TO THE NATURAL ENVIRONMENT OR PUBLIC HEALTH, SAFETY, AND WELFARE, AND MAXIMIZE THE PROTECTION OF THE APALACHICOLA BAY, WHILE RESPECTING INDIVIDUAL PROPERTY RIGHTS.

#### **OBJECTIVE 1**

Future development activities shall be directed to appropriate areas as depicted on the Future Land Use Maps to assure that soil conditions, topography, drainage, and natural conditions are suitable for development and adequate public facilities are available, and the Apalachicola Bay is protected from harmful impacts.

### **Coastal/Conservation Element**

GOAL - BALANCING GROWTH AND COASTAL RESOURCES – THE NATURAL AND HISTORIC RESOURCES OF THE COASTAL AREA SHALL BE PRESERVED, PROTECTED OR ENHANCED AS THE DEVELOPMENT PROPOSED IN THE FUTURE LAND USE ELEMENT OCCURS.

## OBJECTIVE 1

The wetlands of Franklin County shall be conserved and protected such that no net loss (after mitigation) shall occur.

*Information from the Franklin County Zoning Code*

### 465 STORMWATER MANAGEMENT REQUIREMENTS

480 WETLANDS - Alterations of wetlands shall not be allowed until alternatives are considered first. Altered wetlands shall be restored or additional wetlands shall be created at a 2:1 ratio to mitigate any wetland destruction and shall be restored or created wetland type for wetland type. All approved mitigation shall be required to demonstrate, through appropriate monitoring and reporting by the project's developer to the

county every six months, at least an 85% planting survival rate for the wetland area created/augmented during mitigation, for a period of at least two years for herbaceous wetland communities, and for at least five years for forested wetland communities.

Development of environmentally sensitive lands is prohibited. Environmentally sensitive land is defined as wetlands and all land within 50 feet landward of wetlands as set forth at policy 3.1 of the comprehensive plan. Alteration of native vegetation within 50 feet of wetlands and the shoreline is prohibited, except as provided at policy 3.2 of the comprehensive plan.

## II.B.2 Geographic Areas - *Impact of the Hazards Identified*

These geographic areas are expected to **suffer the impact** from the natural, technological, and man-made hazards profiled that pose a vulnerable risk in the Hazard Analysis, Section II. A.

Some geographic areas of the county are more vulnerable to impact from specific hazards than others. The following describes these areas and the types of hazards to which they are vulnerable.

### *Agricultural Industry*

The most common land use throughout the county is agriculture, accounting for approximately 91% of the county's land mass (located mainly in the unincorporated portion of the county) and includes mainly timberland or forestland area. The vulnerability is considered a high risk to the effects of the natural hazards identified below, and low to potentially medium risk for the following technological and man-made hazards. There could be some damage from either hazard to the *agricultural industry*:

- ✓ Exotic Pests and Diseases (agricultural industry) - (low risk in the incorporated jurisdictions and potential medium risk in the unincorporated areas of the county)

#### Plant

- (1,775) records – Japanese Climbing Fern: This plant smothers native vegetation by blocking sunlight and increases fire risk by allowing fire to spread up trees along its vines. The plant often invades disturbed areas such as roadsides and ditches but can also invade

natural areas. It generally is scattered throughout the landscape but can form dense mats that smother understory vegetation, shrubs, and trees.

#### Insects

- (9) records – Southern Pine Beetle: This insect is the most destructive pests of pines in the southern U.S. This aggressive tree killer is a native insect that lives predominantly in the inner bark of pine trees. Prevention is the best form of control and good forest management is the most effective method of preventing losses.

#### Animals

- (51) records - European Starlings: These birds have a devastating impact on native ecosystems across the country. This species poses a risk to the agricultural industry, destroying fruit and grain crops throughout the year, while also contaminating food and water sources for livestock.

- ✓ Hazardous Material Spills (agricultural industry) - low risk in the unincorporated area of the county and potentially high risk in the incorporated areas of the county especially in the cities of Apalachicola, Carrabelle, Eastpoint and (Alligator Point, unincorporated)) with the potential for hazardous material spill and could have some impact to any agricultural areas close to the road from a momentous and hazardous spill. See table 3 where hazardous materials/petroleum spills have occurred over the last seven years.
- ✓ Coastal Oil Spills (agricultural industry) – medium to high risk in the incorporated jurisdictions and potential medium risk in the unincorporated areas of the county. Franklin County consists of mostly agricultural land. As noted earlier, thirteen years later many scientific studies have reported details on the results from the Deepwater Horizon oil spill. One important factor noted was the soil. The data is from the shoreline of the southern Louisiana, and it was noted that the soil strength hasn't recovered because there is still oil in the marsh, and that's causing these strong erosion events during storms that weren't occurring prior to the oil spill. With Franklin County's location along the coast with pristine beaches and miles of incorporated areas and selected agricultural areas, soil strength is essential to prevent coastal erosion.
- ✓ Natural Hazards (agricultural industry) - it is noted that the natural hazards profiled in the LMS Plan could have a significant impact on the agricultural industry:
  - ✓ Drought
  - ✓ Floods
  - ✓ Hail
  - ✓ Hurricanes
  - ✓ Riverine Erosion
  - ✓ Storm Surge
  - ✓ Thunderstorms, Strong Winds, and Lightning
  - ✓ Tornadoes
  - ✓ Tropical Storms
  - ✓ Wildfires
  - ✓ Winter Storms and Freezes

The natural hazards profiled in the CEMP are considered low risk.

## Major Waterways

Franklin is located in Northwest Florida in the middle of the Panhandle of the state. Franklin County borders the Gulf of Mexico, the Apalachicola Bay with the main river, the Apalachicola River, and several secondary water bodies; the Carrabelle River, the Ocklockonee River, the Crooked River, Gully Branch, the New River, Gator Creek, Cat Creek, Trout Creek, Hog Branch, Black Creek, Devon Creek, Brickyard Creek, Fort Gadsden Creek, Bearman Creek, the Brothers River, the East River, Sand Beach Branch, Graham Creek, Chipley Creek, the Jackson River, and Pine Log Creek.

In figure 12, the Hydrography Map for Franklin County, the geographic areas to suffer the impact of the hazards identified below and present the highest vulnerability for the major waterways specifically the Apalachicola River and the Apalachicola Bay.

- ✓ Exotic Pests and Diseases (waterways) - low risk in the incorporated jurisdictions and medium risk in the unincorporated areas of the county.

### Plant

- (1,775) records – Japanese Climbing Fern: This plant smothers native vegetation by blocking sunlight and increases fire risk by allowing fire to spread up trees along its vines. The plant often invades disturbed areas such as roadsides and ditches but can also invade natural areas. It generally is scattered throughout the landscape but can form dense mats that smother understory vegetation, shrubs, and trees.

### Animals

- (51) records - European Starlings: These birds have a devastating impact on native ecosystems across the country. This species poses a risk to the agricultural industry, destroying fruit and grain crops throughout the year, while also contaminating food and water sources for livestock.

- ✓ Hazardous Material Spills (waterways) - low risk in the unincorporated area of the county and potentially high risk in the incorporated areas of the county especially in the cities of Apalachicola, Carrabelle, Eastpoint and (Alligator Point, unincorporated)) with the potential for hazardous material spill and could have some impact to any waterway areas close to the road from a momentous and hazardous spill. See table 3 where hazardous materials/petroleum spills have occurred over the last seven years.

As stated in the survey study under Road Transportation, State Road 20, going through the center of the county east west and through the City of Apalachicola, the potential for hazardous material spill is significant and could have some impact to any major waterway areas close to the road from a momentous and hazardous spill.

- ✓ Coastal Oil Spills (waterways) - As stated by the Environmental Protection Agency...” The effects of an oil spill on marine and freshwater habitats varies according to the rate of water flow and the habitat’s specific characteristics. Standing or slow-moving water, such as marshes or lakes, are likely to incur more severe impacts than flowing water, such as rivers and streams, because spilled oil tends to “pool” in the water and can remain there for long periods of time. In calm water conditions, affected habitats may take years to recover. When oil spills into a flowing river, the impact may be less severe than in

standing water because the river current acts as a natural cleaning mechanism. Currents tend to be the strongest along the outside edge of a bend in a river where the current tends to flow straight into the outside bank before being deflected downstream. Oil contamination is usually heavy in this area because currents drive the oil onto the bank.”

Data Source: <https://www.epa.gov/sites/default/files/2018-01/documents/ospguide99.pdf>

Specifics relating to the rivers and other waterways in the county were not available.

- ✓ Natural Hazards (waterways) - Areas along the county’s waterways are particularly vulnerable to the effects of the natural hazard events. the natural hazards profiled in the LMS Plan could have a significant impact on the waterways:
  - ✓ Storm surge
  - ✓ Drought
  - ✓ Floods
  - ✓ Hail
  - ✓ Hurricanes
  - ✓ Riverine Erosion
  - ✓ Thunderstorms, Strong Winds, and Lightning
  - ✓ Tornadoes
  - ✓ Tropical Storms
  - ✓ Wildfires
  - ✓ Winter Storms and Freezes

As noted earlier, the general flooding in Franklin County stems from two sources: periods of intense rainfall causing ponding and sheet runoff in the low, poorly drained areas and coastal flooding associated with hurricanes and tropical storms. The floodplains of the Apalachicola River, the New River, the Crooked River, the Carrabelle River, and the Ochlockonee River are also subject to flooding during high river stages.

Apalachicola lies within the Apalachicola River floodplain with a drainage pattern comprised of numerous creeks, rivers, and streams. The area of floodplain in Apalachicola comprises 125 acres. Because of the effects of relatively high annual rainfall, extensiveness of low topography and the proximity of the city to the river systems, surface drainage is an important consideration for development along the Apalachicola.

### **Major Roadways**

For the major roadways see figure 6 Franklin County Road Network, to identify the geographic areas of the county to suffer the impact of the hazards identified in this plan and present the highest vulnerability. From data and accident details on major transportation incidents, the Cities of Apalachicola, Carrabelle and Eastpoint would suffer the greatest impact.

The County’s roadways are particularly vulnerable to the effects of the technological hazard events:

- ✓ Hazardous Material Spills - roadways - low risk in the unincorporated area of the county and potentially high risk in the incorporated areas of the county especially in the cities of Apalachicola, Carrabelle,

Eastpoint and (Alligator Point, unincorporated)) with the potential for hazardous material spill and could have some impact to any major roadways from a momentous and hazardous spill. See table 3 where hazardous materials/petroleum spills have occurred over the last seven years.

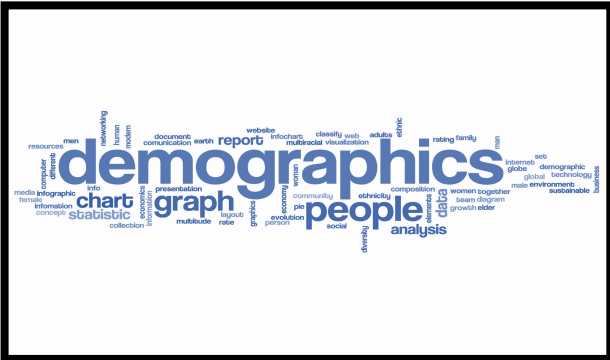
- ✓ Major Transportation Incidents - Motor vehicle accidents: Franklin County's vulnerability to road and highway accidents is considered medium to potentially high (see data in Figure 7a – 7f. Data evaluations from the FLHSMV tables reveals there has been an overall percentage increase up to 128% from 2020 – 2021 with crashes and injuries within the county (specifics as to exact location in Franklin County was not available).

## II.C. Demographics Information

Franklin County has seen an increase 7.8% in population growth from 2010 to 2020 and is currently ranked 64th out of 67 counties in Florida's population – with 0.1% in the State of Florida. It is important to note that the population figure is an estimate, which is based on other related data or change in this data that was recorded June 2023. A projection on data trends, calculated over a number of years, and is used to forecast or project future levels, based on an assumption that those past trends are unchanged. Details in table 6 identify the statistical data of the county population.

### II.C (a – j) Demographics for Franklin County

**Table 6 – Demographics for Franklin County**

<p><b>Franklin County is the 64th most populous county in the State of Florida</b></p> 	
<b>II.C.(a) Population</b>	
2021 Estimate	12,364
% change 2020 – 2021	-0.7%
2022 Estimate	12,729
% change 2020 - 2022	2.2%



2030 Projection based on 2022 estimate		13,795
2035 Projection based on 2022 estimate		14,279
<b>II.C. (b) - Density – Person per Square Mile</b>		
2020		22.8
2022		22.7
<b>II.C. (c) - Distribution of Population by Age, percent July 1, 2022</b>		
Persons under 5 years		3.7%
Persons under 18 years		15%
Persons 65 years and over		26.9%
<b>II.C. (d) - Special Needs Population</b>		
Specifics for the special needs residents for Franklin County are noted in an area below.		As of August 2023, there are 19 registered special needs residents and 3 registered transportation disadvantaged that are not registered as special needs with the EM Department. This figure includes the special needs residents registered would need access to the special needs shelter.
<b>II.C. (e) Farm Workers</b>		
	According to the US Census of Agriculture – County Data, USDA, National Agricultural Statistics Service, the current information will be available sometime in FY2024.	N/A
<i>Farm Workers</i>		N/A
Hired Farm Labor – Workers		N/A
Total Migrant Working Farms		N/A
Total Migrant Workers		N/A
<b>II.C. (f) Tourist Population</b>		
	<p>Franklin County has a unique annual festival traditionally held in November, the Florida Seafood Festival. The Florida Seafood Festival is a two-day event annually drawing visitors to the historic city of Apalachicola in scenic Franklin County. The festival is held at the mouth of the Apalachicola River under the shady oaks of Apalachicola's Battery Park.</p> <p>The festival features include delicious seafood, arts and crafts exhibits, seafood related events, with musical entertainment. Some of the noteworthy events involved at the festival are the oyster eating and shucking contest, the blue crab races, a photo contest, a parade, the 5k redfish run, the blessing of the fleet, the history of the festival exhibit, and the tonging for treasure.</p> <p>The event draws tens of thousands of attendees from outside the area, showcasing Franklin County's natural</p>	Approximately 25,000 residents and tourists attend the Florida Seafood Festival event.

	beauty and charm with miles of pristine Gulf Coast beaches for many to enjoy.	
<b>II.C. (g) Non-English Speaking/ Persons with Hearing Loss</b>		
	The language spoken at home other than English (persons aged 5 and over) is 6.4%.	Approximately 815 residents of 6.4% of the total population from 2022 estimates.
According to the University of South Florida, Florida Policy Exchange Center on Aging, May 2020, the following data is identified:		
	Hearing loss is the 2 <sup>nd</sup> most common health issue afflicting older adults in the country and currently affecting 1/3 of those over the age of 65. In reference to the assisted living communities (ALC), there are none in Franklin that provide audiology services. Data reveals that based on the county population of 65+, the residents with hearing loss are 17.1% from the 2020 estimate of total population.	Approximately 2,822 residents or 22.16% of the total population from 2022 estimates.
<b>II.C. (h) - Transient/Homeless Population</b>		
According to the Florida Health, 2021 Health Equity Profile for Franklin County there were no recorded homeless people within the County.		Data states 0 were homeless in the county.
<b>II.C. (i) Mobile Homes/Parks</b>		
<i>Mobile Homes</i>		
According to the US Census, 2021: American Community Survey (ACS) comparative housing characteristics state that there are 1,448 mobile home units in Franklin County.  <i>Note: Information from the Franklin County Appraiser's Office state that there are 1,305 mobile home records in the county. This figure represents a total count when the mobile home and land is owned, and information is collected for tax purposes.</i>		1,448 mobile home records represent approximately 17.3% of the total housing units of 8,375.
<i>Mobile Home Residents (see details below for further information)</i>		
Based on data estimated from the University of Florida, Bureau of Economic and Business Research (BEBR), December 2022, the number of households in Franklin County is 5,223 with an average household size of 2.22.		To estimate the mobile home resident data, the figure 1,448 mobile homes times an average household size of 2.22 for Franklin County – the projected figure would be 3,215 residents reside in mobile homes or 12,729 (2022 data/ 3,215 = 25% of the population).
<i>Mobile Home Parks</i>		
Details from Department of Florida Health, Mobile Home Parks, March 31, 2023, there are 12 mobile home parks in Franklin County; 4 are in the City of Apalachicola, 2 are in the City of Carrabelle, and 6 are in the unincorporated area in Eastpoint.		There are 12 Mobile home parks with 76 mobile home and 359 RV spaces in the county.

II.C. (j) Inmate Population	
Specific details from the Department of Corrections are noted in an area below.	County Correctional Institution: 1, 076 Franklin County Jail: 79
<i>Franklin County Correctional Institution</i> As of August 21, 2023, the inmate population count is: <div style="text-align: right;">Main Unit 1,076</div> The capacity for the unit is: 1,346 Approximately 80% occupied.	
<i>Franklin County Jail</i> As of August 22, 2023, the inmate population count is: <div style="text-align: right;">79 (61 male and 18 female)</div> The capacity for the jail is: 100 Approximately 79% occupied.	

Sources: Florida Legislature, Office of Economic and Demographic Research, June 2023

<http://edr.state.fl.us/content/area-profiles/county/Franklin.pdf>;

Bureau Of Economic and Business Research, <https://www.bebr.ufl.edu/population>;

<https://www.census.gov/quickfacts/fact/table/Franklincountyflorida/PST045219>;

[https://www.usf.edu/cbcs/aging-studies/fpeca/documents/rural\\_audiology.pdf](https://www.usf.edu/cbcs/aging-studies/fpeca/documents/rural_audiology.pdf);

<https://www.flhealthcharts.gov/ChartsDashboards/rdPage.aspx?rdReport=HealthEquity.Report&rdRequestForwarding=Form>;

<https://data.census.gov/table?q=housing+characteristics+in+Franklin+County,+Florida&tid=ACSST5Y2021.S2502>;

<https://fdc.myflorida.com/ci/113.html>

## Special Needs

As stated by the Columbia University, Defining the Special Needs Population... “According to the World Health Organization “disability” is an umbrella term, covering impairments, activity limitations, and participation restrictions. Individuals with or without a disability have the need for overall health care including preventive and therapeutic modalities. The disabled may have even a greater demand due to the limitations often associated with a disability including poverty, social exclusion, physical and cognitive limitations to name a few. Evidence suggests that people with disabilities often face barriers in accessing the health services they need.”

State Law requires the Franklin County Emergency Management Department to conduct a voluntary registration program to identify those persons within a county who need transportation assistance during a disaster and those with Special Needs who need to be evacuated to a Special Needs Shelter.

### *Registration Application*

Franklin County’s special needs registration form identifies residents with a special medical need. The application can be obtained through the Emergency Management Department under the programs tab, special needs program, registration information which can be printed or completed online - click the link:

<https://www.franklinemergencymanagement.com/services/special-needs/>

The special needs clients will register with the Emergency Management Department and the information collected on each individual client is filed and maintained by the Director and staff. This information will be used by the Emergency Operations Center during such time evacuations are required.

### *Special Needs Shelter*

The EM Department details the shelter specifics for the special needs residents of the County in the event of a disaster. It is important for residents to be informed of the provision of a special needs shelter, who qualifies for this service, what is expected of the shelter and what individuals seeking shelter are expected to provide for themselves. A special needs shelter is a last-resort refuge from a pending disaster. It is a safe place for those who need a more skilled level of care than a regular shelter can provide.

The special needs shelter instructions provide the guidance on how to prepare and what supplies should be included, view the details on the EM website under the special needs link, when being transported to a shelter.

The important thing to remember is that the special needs shelter is a "lifeboat" rather than the "cruise ship." Special needs people seeking shelter must have caregivers with them. The nursing and medical staff are present in the facility for the emergency and medical needs of the Franklin County community. They will offer support to the caregivers, if needed.

Franklin County does not have a special need shelter for the county special needs residents. All persons who are sheltered are transported out of the county to Leon County.

- ✓ The primary Special Needs Shelter is located at the Florida High School, 3000 School House Road, Tallahassee, FL 32311.

According to the Emergency Management office, 22 residents (19 registered special needs residents and 3 registered transportations disadvantaged that are not registered as special needs) recorded with the Emergency Management department. All 22 special needs residents would require access to the special needs shelter. This figure is approximately less than 1% of the total county population is identified as special needs, and this figure also includes the transportation disadvantaged. The data would need to be analyzed and each category within the "special needs" should be reviewed with the Department of Health and Emergency Management office as to exactly who would require assistance. Also, in the event of a disaster, the hearing-impaired population (approximately 2,822 residents or 22.16% of the total population) would be contacted by the communications dispatch center through the TDD equipment.

### **Mobile Home Residents**

According to the US Census, 2021: American Community Survey (ACS) estimates the following data from the comparative housing characteristics for occupied housing units identified 1,448 mobile homes in Franklin County approximately 17.3% of the housing stock are mobile homes.

Based on data estimated from the University of Florida, Bureau of Economic and Business Research (BEBR), December 2022, the number of households in Franklin County is 5,223 with an average household size of 2.22. To estimate the mobile home resident data, the figure 1,448 mobile homes times an average household

size of 2.22 for Franklin County – the projected figure would be 3,215 residents reside in mobile homes or 12,729 (2022 data/ 3,215 = which would be approximately 25% of the population).

### Mobile Home Parks

Details from Department of Florida Health, Mobile Home Parks, March 31, 2023, there are 12 mobile home parks in Franklin County; 4 are in the City of Apalachicola, 2 are in the City of Carrabelle, and 6 are in the unincorporated area in Eastpoint.

**Table 7 – Mobile Home Parks in Franklin County**

Mobile Home Park Name	Address	City	State	Zip	Mobile Home Space	RV Spaces/ Cottages, Bungalows, Inns
Bayshore Trav-L-Park	314 Patton Road	Eastpoint	FL	32328	14	11
Bayview Trailer Park	515 W Hwy 98	Apalachicola	FL	32320	25	0
Carrabelle Beach RV Resort	1843 Hwy 98	Carrabelle	FL	32322	0	80/28
May's Trailer Park	23rd Avenue	Apalachicola	FL	32320	11	0
Shuler Trailer Park	23rd Avenue	Apalachicola	FL	32320	8	0
St. George Island State Park	1900 E Gulf Beach Drive	East Point	FL	32328	0	64
Millender's MH Park	16 Washington Street	Eastpoint	FL	32328	7	18
Coastline RV Resort	957 Highway 98	Eastpoint	FL	32328	0	31
Coastline Campground	914 US. Highway 98	Eastpoint	FL	32328	2	69
Riley's Trailer Park	413 Brownsville Road	Apalachicola	FL	32320	9	0
Ho-Hum RV Park	2132 E Highway 98	Carrabelle	FL	32322	0	55
Seaside RV Park	965 Highway 98	Eastpoint	FL	32328	0	30
<b>Total Number of Mobile Home and RV Spaces</b>					<b>76</b>	<b>358/386</b>

Source: <https://www.floridahealth.gov/environmental-health/mobile-home-parks/index.html>

### Inmate Population

According to the Florida Department of Corrections, as of August 21, 2023, the Franklin Correctional Institution has 1,076 inmates in the main unit. The Franklin County work camp is temporarily closed. The age makeup of the county is like that of the state, with most of the population between the ages of 18 and 65 and are male. The Franklin Correctional Institution has its own emergency planning evacuation mechanisms in place, but it is important to identify the presence of this special inmate population for emergency planning purposes.

The Franklin County jail stated that the current inmate count is: 79 inmates (61 male and 18 female).

## II.C - Population by Geographic Area - Impact from the Hazards

The statistical characteristics of human populations as age or income is used to identify markets. Table 8 will review the specifics in reference to the population of Franklin County, by geographical area, expected to suffer the impact of the hazards identified in Section II A, Hazard Analysis.

Franklin County experienced an increase 7.8% in population growth between 2010 and 2020. Specific population totals are from the Bureau of Economic and Business Research (BEBR), University of Florida, Florida Estimates of Population 2022. The population estimates are calculated by multiplying the number of households by the average number of persons per household and adding the number of persons living in group quarters.

**Table 8 – Population Estimates for Franklin County**

Estimates of Populations for Franklin County, April 2022				
	April 1, 2022	Inmates	Estimates April 1, 2022, less inmates (Revenue Sharing Use Only)	April 1, 2020
City Apalachicola	2,380	0	2,380	2,341
City of Carrabelle	2,818	957	1,861	2,606
Unincorporated Franklin County	7,531	0	7,531	7,504
<b>Franklin County Total</b>	<b>12,729</b>	<b>957</b>	<b>11,772</b>	<b>12,451</b>

Data Source: [https://www.bebr.ufl.edu/wp-content/uploads/2022/02/estimates\\_2023.pdf](https://www.bebr.ufl.edu/wp-content/uploads/2022/02/estimates_2023.pdf)

According to the data report from BEBR, there was net decrease of 87 residents from (2020 – 2022). There was only growth in population in the City of Apalachicola by 39 people, for the City of Carrabelle by 212 people, and the unincorporated areas of the county by 27 people, with a total of 278 increase in population.

Approximately 60% of the total county population lives in the unincorporated areas of Franklin County with 40% of the remaining of the population living the incorporated areas of the county. The population density is 22.7 persons per square mile.

The BEBR produced a population projections report with ranges between the low and high projections which varied according to a county's population size in 2022 (less than 30,000, which represents Franklin); rate of population growth between 2010 and 2020 (Franklin was at 7.8%), and the length of the projection horizon (on average, projection errors grow with the length of the projection horizon).

**Table 9 – Projections of Florida Population, Franklin County, 2025 – 2050**

Estimates of Populations for Franklin County, 2022							
County and State	Estimates April 1, 2022	2025	2030	2035	2040	2045	2050
Franklin	12,729*						
<i>Low</i>		12,100	12,000	11,700	11,400	11,000	10,600
<i>Medium</i>		13,200	13,800	14,300	14,700	15,000	15,300
<i>High</i>		14,200	15,600	16,800	17,900	18,900	19,900

Data source: [https://www.bebr.ufl.edu/wp-content/uploads/2023/04/projections\\_2023.pdf](https://www.bebr.ufl.edu/wp-content/uploads/2023/04/projections_2023.pdf)

The population of Franklin County, by geographical area, that would suffer the greatest impact from the hazards identified would be the following:

### Natural Hazards

In this basic section of the CEMP, specifics relating to the natural hazards (i.e., vulnerability, probability, frequency of occurrence, severity or extent and damage), presented a low to medium or high vulnerability for the county, one selected hazard, disease, and pandemic outbreak, refer to Table 1 – Franklin County Natural Hazards Vulnerability Matrix.

#### ✓ Disease and Pandemic Outbreak

Infectious Disease – the entire county (incorporated and unincorporated) would be considered at low risk for infectious disease. With a total population data in 2022, based on 12,729 less than ½ of 1%, approximately 64 residents could be impacted.

Pandemic Outbreak - although in the past a pandemic outbreak would have been considered a low risk for the entire county (incorporated and unincorporated). After the COVID-19 outbreak occurred in 2020 and current in 2021, the risk increased to medium to potentially high for the county. Data from the Florida Department of Health, Division of Disease Control and Health Protection, Florida COVID-19 Data and Surveillance Dashboard statistics reveal that Franklin County has been affected by COVID-19 with **3,554** residents contracting the disease (approximately 28.2% of the total 2021 estimated county population, 12,572) and **20** deaths as of March 25, 2023. Population counts for 2022 was 12,729, the % would be 27.9%.

### Technological Hazards

In this basic section of the CEMP, specifics relating to the technological hazards (i.e., vulnerability, probability, frequency of occurrence, severity or extent and damage), presented a low to medium to high vulnerability for

the county, three selected hazards, hazardous material spill, commercial nuclear power plant, and major transportation incidents, refer to Table 2 – Franklin County Technological Hazards Vulnerability Matrix.

✓ Hazardous Material Spills

Hazardous Material Spills – The residents living closest to fixed facilities in Apalachicola, Alligator Point, Eastpoint and St. George Island would be considered at the highest risk to be impacted to a hazardous material spill occurrence. With a total population data based on (Apalachicola – 2,380; Alligator Point (2020) – 447; Eastpoint (2020) – 2,521; and St. George Island (2020 – 1,006) approximately 8%, or 508 residents could experience some type of impact from the spill. In addition, the residents that live in close proximity to US 98, US 319 and SR 65 would have some vulnerability to a category 3, petroleum gas spill. The % would be low.

✓ Major Transportation Incident

Major Transportation Incidents - The risk level is a low to medium to high vulnerability for the county with the highest vulnerability with major road transportation motor vehicle incidents. The total population that could be impacted depends on the type of accident and number of people involved. Based on data from the Florida Highway Safety and Motor Vehicles, with a total population of 12,729, for 2021 approximately .0089 % of the public was involved in a car crash with .00015 % in fatalities and .0049 % injured. Although it is noted that there was an overall % increase in vehicle crashes up to 128% from 2020 – 2021, in the future, the population could be impacted, however, it would be considered low. There is only one rail line and the cargo carried is primarily scrap metal and forest projects and the air transportation accidents have been very low; therefore, the impact for the population would be very low <.0001 % for rail and an air transportation disaster event.

## Man-Made Hazards

In this basic section of the CEMP, specifics relating to the man-made hazards (i.e., vulnerability, probability, frequency of occurrence, severity or extent and damage), presented a low to medium vulnerability for the county, six hazards profiled, civil disturbance; mass migration; terrorism (including cyberterrorism); exotic pests and disease; special events; and coastal oil spills, refer to Table 3 – Franklin County Man-Made Hazards Vulnerability Matrix.

✓ Cyberterrorism

A major incident could compromise confidential information for the entire population 12,729 or 100% of the residents living in Franklin County. Based on the data revealed, the State of Florida Cyber Attacks, Infrastructure Affected, data reveals the following for ransomware, virus, or hack:

- ✓ Public Safety – 11 (sheriff's, police, 911 services, etc. offices were breached)
- ✓ Government – 49 (town, village, city, county, state, college, etc. offices were breached)
- ✓ Medical – 23 (health and surgical centers, hospitals, pharmacies, physician offices, university health, etc. offices were breached)

If any one or all of the public safety, government, or medical facilities data were breached in Franklin County virtually the entire community would be impacted.



✓ Coastal Oil Spills

Coastal oil spills can have a significant impact on Franklin County as recorded from the Deepwater Horizon oil spill in 2010. The entire population (incorporated and unincorporated) or 100% were impacted from this hazardous oil spill event. Numerous businesses suffered substantial economic loss due to the spill. Since the 2010 oil spill, the public's access to and enjoyment of their natural resources along the Florida's Panhandle was denied or severely restricted. In October 2014, according to the DEP, Deep-water Horizon Oil Spill Natural Resource Damage Assessment, Phase III Early Restoration Projects, six recreational use projects that will increase the public's use and/or enjoyment are to be completed in Franklin County at a cost to BP at approximately \$2.2 million. Several reports and data through the years have been recorded on the effects from this spill, however, for this report data from the FY2019 CEMP on the response and cleanup will be noted.

**II.D. Economic Profile**

The Franklin County Board of Commissioners in partnership with the Apalachee Bay and the Carrabelle Chambers of Commerce and Visitor Centers actively encourages economic development projects that would strengthen the County's economy and provide employment for its workforce. The chamber states in Franklin County it is considered Old Florida and the heart of the Forgotten Coast, with miles of uncrowded pristine beaches, an endless supply of shallow bays and waterways, excellent fishing, and much more.



Table 9 identifies current statistics on Employment, Unemployment, Income and Financial Health, and Average Property Values for the county.

**II.D (a –c) Economic Profile Data for Franklin County**

**Table 10– Economic Profile Data**

<b>Unemployment Data</b>	
Unemployment Rate, 2022 in Franklin County	2.8%, a lower-than-average figure than the State of Florida @ 2.9%

<b>II.D.(a) - Employment by Industry</b>			
Number of Establishments, 2021 in Franklin County (All industries)	376	Percent of All Establishments, 2021 in Franklin County (All Industries)	376
Natural Resource & Mining	4	Natural Resource & Mining	1.1%
Construction	47	Construction	12.5%
Manufacturing	6	Manufacturing	1.6%
Trade, Transportation and Utilities	86	Trade, Transportation and Utilities	22.9%
Information	8	Information	2.1%
Financial Activities	37	Financial Activities	9.8%
Professional & Business Services	44	Professional & Business Services	11.7%
Education & Health Services	29	Education & Health Services	7.7%
Leisure and Hospitality	58	Leisure and Hospitality	15.4%
Other Services	22	Other Services	5.9%
Government	29	Government	7.7%
<b>Average Annual Wages % of All Industries</b>			
Average Annual Employment, % of All Industries, 2021		Average Annual Wages, 2021	
All Industries	3,367	All Industries	\$37,412
Natural Resource & Mining	N/A	Natural Resource & Mining	N/A
Construction	6.6%	Construction	\$35,209
Manufacturing	3.5%	Manufacturing	\$47,546
Trade, Transportation and Utilities	17.9%	Trade, Transportation and Utilities	\$30,707
Information	1.7%	Information	\$38,548
Financial Activities	6.0%	Financial Activities	\$42,500
Professional & Business Services	4.5%	Professional & Business Services	\$63,723
Education & Health Services	8.6%	Education & Health Services	\$40,243
Leisure and Hospitality	23.4%	Leisure and Hospitality	\$30,279
Other Services	1.9%	Other Services	\$31,828
Government	25.2%	Government	\$41,132
<b>II.D.(b) – Average Property Values</b>			
Average Property Value, 2021 – (See details below on how figure was determined) **			\$186,862
<b>II.D.(c) -Income and Financial Health</b>			
Per Capita Personal Income			
2020; % change 2010 – 2020	\$38,995		33.4%
2021; % change 2020 – 2021	\$41,878		7.4%
		(The State of Florida's % increase was on 8.7% change)	
Median Income			
Median Household Income			\$52,679
Median Family Income			\$59,882
Percent in Poverty, 2021			
All ages in poverty			21.0%
Under age 18 in poverty			35.0%
Related children ages 5 – 17 in families in			32.6%

poverty	
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Sources: Florida Legislature, Office of Economic and Demographic Research, June 2023;  
<http://edr.state.fl.us/content/area-profiles/county/franklin.pdf>  
 Florida Department of Revenue; Property Tax Information;  
[https://floridarevenue.com/property/Documents/2021\\_County\\_Profiles.pdf](https://floridarevenue.com/property/Documents/2021_County_Profiles.pdf)

**Average Property Value \*\***

In evaluating property values in real estate, it is important to recognize that it is an estimate of what a home or land is worth and is often referred to as the fair market value. Fair market value is the estimated price a buyer and seller could agree upon on if both were interested. The definition assumes that both parties have sufficient information about the market and the property, and that the property has been on the market for a reasonable period of time.

The most common method for determining property value is by the sales history of comparable properties, for example homes of a similar size and similar amenities, in comparable neighborhoods. Appraisers and assessors will use 3 months or up to a year of sales data as the basis for the value of similar properties.

Another method to assessing value, appraisers may also estimate value by cost or income analysis. The cost method calculates property value on a building by figuring out what it would cost to build an identical structure at current prices. Income analysis is used to figure out the value of investment property by calculating how much money it brings in.

However, in evaluating an average property value for Franklin County, the formula was used - “just value from the tax roll data and divide it by the number of real estate parcels.”

Details from the report, Florida Department of Revenue, Statewide Property Value by County, 2021:  
 Franklin County – 3,414,350,516 (*Real Property Just Value*) /18,272 (*Real Property Number of Parcels*) =  
 Average Property Value = \$186,862

**II.D. Potential Economic Impact – From the Hazards Profiled**

A significant natural, technological, or man-made hazard could have a substantial economic impact on the Franklin County citizens, their programs, and facilities. Under Florida Statutes, S.218.67 (1), Franklin County is considered a fiscally constrained county and the revenue collected from the ad valorem taxes are a major source for the county.

Therefore, if considerable damage occurred, the consequences could result in a loss in employment, present high unemployment figures, loss in tourism in the county events, decrease the property values throughout the county, and could present an overall decrease in income and financial health of the community.

It was noted that Franklin County was significantly impacted from the hazardous oil spill event in FY2010. Numerous businesses suffered substantial economic loss due to the spill.

Franklin County has the capability to effectively organize its resources in a recovery stage and is committed to protect the citizens of the county. It is essential that an effective recovery and post disaster redevelopment program is in place and is carefully evaluated and reviewed by the leaders in the community.

### III. Concept of Operations (ConOps)

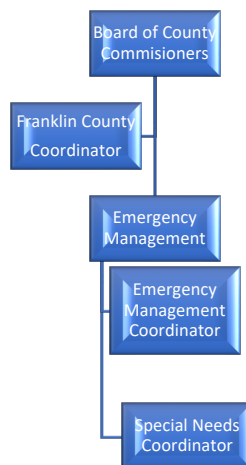
The concept of operations section of the CEMP describes the methods for the management of emergency activities during the response, recovery, and mitigation phase of a disaster. The major elements of this section will include the structure of the organization, direction and control, resource management, and those actions necessary under the four phases of emergency management (preparedness, response, recovery, and mitigation) to ensure an effective emergency management program. The organizational structures, roles and responsibilities, policies, and protocols for providing emergency support will be discussed along with the scope of preparedness and incident management activities necessary for each jurisdiction. The Franklin County CEMP establishes pre-designated jurisdictional and/or functional area representatives to the Incident Command or Unified Command whenever possible to facilitate responsive and collaborative incident management.

#### III. A. Organization

##### III.A.1 Emergency Management (EM) Department Daily Management Structure

The Franklin County Emergency Management Department serves as the headquarters for the services of emergency preparedness and planning and the Emergency Operations Center (EOC). Definition of Emergency Management means the preparation for, the mitigation of, the response to, and the recovery from emergencies and disasters. The daily organizational chart is identified in figure 14.

Figure 14 – Franklin County Daily Organizational Chart



The goal for the Franklin County Emergency Management Department is to:

- ✓ Protect and safeguard the safety, health, and welfare of the people of Franklin County;
- ✓ Designate a county official to declare a local state of emergency in the event of a natural, technological, or manmade disaster or emergency or the imminent threat thereof, and to authorize certain actions relating thereto, when a quorum of Board of County Commissioners is unable to meet; and
- ✓ Establish and create the Franklin County Department of Emergency Management.

## *Operational Modes*

The Franklin County Emergency Management Department has three levels of operation: Non-Emergency “Day-to-Day” Operation, Increased Readiness, and Emergency Operations Activation. When conditions warrant, and the Emergency Operations Center (EOC) is activated.

### *Non-Emergency Day to Day Operations*

During the time which the Emergency Management Department is in non-emergency or “day-to-day” operational mode, the Emergency Management Director and staff are responsible for coordinating efforts to address all phases of emergency management. Daily, the Emergency Management Department is engaged in a wide range of activities to facilitate processes, procedures, training, resource acquisition, coordination, public outreach, planning, communications, and other related tasks. This includes maintaining records pertaining to the services of the Emergency Management Department. The Emergency Management Department shall:

- ✓ Keep the residents throughout the county well informed by establishing and maintaining a comprehensive educational emergency awareness and public information program;
- ✓ On an annual basis identify, record, and update persons with special needs in the county;
- ✓ Be the central repository for all mutual aid agreements, concerning emergency preparedness;
- ✓ Facilitate the Local Mitigation Strategy (LMS) Working Group meetings and direct efforts of the working group members;
- ✓ Prepare a budget for emergency response; and
- ✓ Maintain a state of readiness by conducting exercise programs each calendar year.

In addition, the EM Department on a quarterly, bi-annual, or annual basis **review** the following:

- ✓ The vulnerability of the county residents to damage, injury, loss of life and property resulting from natural, technological, or man-made emergencies, catastrophes, or hostile military or paramilitary action;
- ✓ Prepare for prompt and efficient response and recovery to protect lives and property affected by emergencies, rescue, care, and treatment of persons victimized or threatened by disasters;
- ✓ Process to respond to emergencies using all systems, plans, and resources necessary to preserve adequately the health, safety, and welfare of persons or property affected by the emergency;
- ✓ Techniques to recover from emergencies by providing for the rapid and orderly start of restoration and rehabilitation of persons and property affected by emergencies;
- ✓ Methodology for a provision of an emergency management system embodying all aspects of pre-emergency preparedness and post-emergency response and recovery, and mitigation; and
- ✓ Assist in the anticipation, recognition, appraisal, prevention, and mitigation of emergencies which may be caused or aggravated by inadequate planning for and regulation of public and private facilities and land use.

### *Increased Readiness*

The Director of the Emergency Management Department is responsible for monitoring all significant incidents and placing on alert those agencies that may be required to assist in the response. In most cases, localized

disasters occur without warning. In such cases where a warning is received from an agency, the information will be disseminated to those departments within the county with emergency response and warning duties. The staff of the Emergency Management Department will monitor conditions, regardless of the hazard and if practical, issue warning statements for the affected areas based on hazards present.

Hurricanes pose a threat to the county that warrants special consideration and attention during the hurricane season months (June 1 to November 30). In addition, other weather systems also have the potential of inflicting extensive damage to the community, which could easily exceed local emergency response and recovery resources. Weather monitoring equipment provides an early warning of the appearance of hurricanes in the tropics, or other significant weather patterns, which have the potential of inflicting severe weather on northwest Florida. These slowly developing threats normally, but not always, allow preparation time.

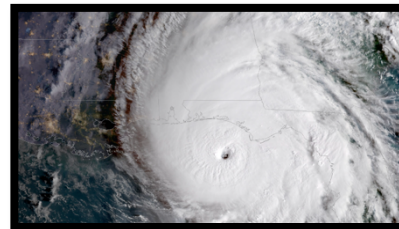


Photo Image: National Environmental Satellite Data and Information Service: <https://www.nesdis.noaa.gov/news/hurricane-michael-strengthens-potentially-catastrophic-category-4-storm>

Throughout the developing threat of an approaching hurricane, information will also be provided to key officials, disaster organizations and medical facilities. Preparation activities by local personnel and associated disaster agencies will be governed by the following readiness conditions:

*Normal operating procedures:* Monitor National Weather Service, National Hurricane Center information and advisories as well as other monitoring services for developing weather systems.

*Hurricane or severe weather alert:* Issuance of 72-Hour Hurricane/Severe Weather Advisory. Emergency Management Department staff alerts county emergency response network of weather conditions and preparation/activation status. Emergency Management Department staff will leave the EOC in shifts, as necessary, to prepare their homes and families for storm and their extended absence. Based on monitoring data and discussions with the Board of County Commissioners, the Emergency Management Director will activate the Emergency Operations Center to the appropriate level for readiness. Staff implements readiness and response procedures, including equipment checks and EOC staffing levels.

*Hurricane Watch:* Approximately 48-hours prior to landfall and prior to an official Hurricane Watch (36 hours until hurricane conditions) established by National Weather Service, the Emergency Management Department staff continues readiness and response procedures, with possible 24-hour staffing of the EOC and regular reports to response agencies. EOC personnel review details of specific shelters located outside the county. The Emergency Management Director and the Board of County Commissioners consider a local declaration of emergency and evacuation orders, which are implemented as necessary.

*Hurricane Warning:* A minimum of 24-hours before the projected onset of gale force winds, and before Franklin County is placed under a Hurricane Warning by the National Hurricane Center but has been advised by the National Weather Service that such status is expected, the EOC goes into Emergency Operations activation if not already there.

*Hurricane Impact on Franklin County*

Over the past 38 years Franklin County has experienced 16 hurricanes with significant impact and catastrophic damage requiring individual assistance (IA) and public assistance (PA); or (PA)/(IA) only. In 2018, Hurricane Michael, a category 5 hurricane devastated structures and infrastructure causing hundreds of millions of dollars in damage. It is vital to review the lessons learned from these hurricanes on the operational modes the non-emergency “day-to-day” operation and the increased readiness levels. A strong comprehensive educational program is essential for future planning for the entire community. In addition, Franklin County is focused on a new vision for the community to moving forward based on critical stakeholder input from the entire community.

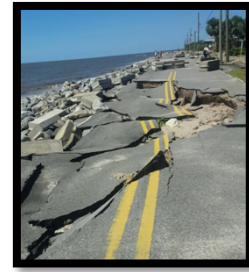


Photo: Tallahassee Democrat, Daniel Martinko

*Franklin County Emergency Operations Center (EOC)*

The EOC serves as the central command and control point for emergency- related operations and activities and requests for deployment of resources.



<b>Emergency Operations Center Primary Location</b>	
Franklin County Emergency Management Department 28 Airport Road Apalachicola, FL 32424	Latitude: 29.7228041 Longitude: -85.0273808

Secondary or (Back- Up) Location: In the event the EOC is threatened, an alternate EOC is activated.



Emergency Operations Center Secondary Location	
Franklin County Sheriff's Office 270 Highway 65 Eastpoint, FL 32328	Latitude: 29.7737743 Longitude: -84.8316455

### Back-Up Power

The EM Department which is the location for the EOC has one stationary generator, a JD, model # 4045TF250, 86 – 93 KW (115 – 125 hp) that runs the entire building. EM has an annual maintenance contract with Ring Power for maintenance and testing on the main generator. The water departments in Franklin County each have backup generators for water and wastewater. Note: (Update in August 2023) - Franklin County is currently working on obtaining additional generators for the EOC, Weems Hospital, the County Airport, Weems Medical Center East in Carrabelle, and a portable generator for the County Courthouse.

### Declaration of State of Emergency



- ✓ The chairman of the board of commissioners, county administrator, and/or the EM director, in the order named, shall have the authority to declare a state of emergency by proclamation. Upon the absence or unavailability of the chairman and the county administrator, the emergency manager may issue such a declaration as provided herein.
- ✓ Any declaration of a state of emergency and all emergency regulations activated under the provisions of this chapter shall be confirmed by the Franklin County Board of County Commissioners by resolution at the next regularly scheduled meeting of the county commission, whichever occurs first, unless the nature of the emergency renders a meeting of the commission impractical.
- ✓ Confirmation of the emergency declaration shall disclose the reason for, anticipated impacts of, actions proposed and taken to manage the emergency, and other pertinent data relating the emergency requiring such a declaration.
- ✓ The EM Director shall notify by telephone not less than two newspapers of general circulation within Franklin County, and at least one television station and one radio station broadcasting in the Franklin County area. When practicable the EM Director shall also cause the written notice to be published, in its entirety, each week in a newspaper of general circulation in the County until the state of emergency is declared to be terminated.
- ✓ A declaration of a state of emergency shall activate the disaster emergency plans applicable to the county and shall be the authority and guidelines for emergency measures as well as authorize the use or distribution of any supplies, equipment, materials, or facilities assembled or arranged to be made available pursuant to such plans.



### *Emergency Operations Center (EOC) Activation*

The Board of County Commissioners are authorized to activate the Emergency Management Department that shall in turn proceed to execute the Comprehensive Emergency Management Plan, as necessary. Each department in Franklin County will take care of the functions for which it is responsible. This requires that each department be aware of the functions they will have to perform during a disaster, the department personnel will be trained in these disaster response functions, and that agency personnel will report to work prior to, during, and following a disaster.

The county government officials share responsibility for the necessary planning needed to minimize losses and provide relief from disaster events. This shared responsibility includes the disaster preparedness and response capabilities of the Franklin County government, municipal governments, volunteer agencies, and state and local government.

Initial response will provide for an immediate reaction to alleviate human suffering, prevent loss of life, protect property, and return the area to the best possible state of normalcy in the quickest amount of time. Goals and objectives are designed through operational plans to effectively reduce the effects from hazards and to bring long-range recovery efforts to distressed areas.

When a state of emergency has been declared either locally, by the governor, or by the president, the Franklin County Director of Emergency Management will assume overall direction and control under guidance from the Board of County Commissioners Chairman, or the Policy, Operations or Response Group which may be appointed by the BOCC. Countywide incidents will be coordinated and directed by the Emergency Management Department from the Franklin County EOC. If several incidents have occurred, each will have its own Incident or Unified Commander. An Area Command may be formed to manage multiple Incident Command structures in the field. See figure 17 for the Incident Command System (ICS) Chart.

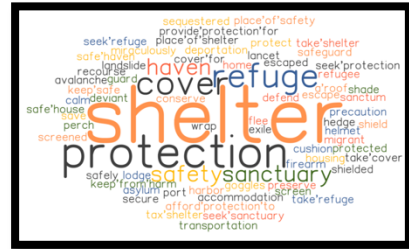
**EM Director, after approval by the BOCC will do the following:**

1. Expend funds, make contracts, obtain, and distribute equipment, materials, and supplies for emergency management purposes, provide for the health and safety of persons and property, including emergency assistance to the victims of an emergency, and direct and coordinate the county comprehensive emergency management plan and all programs in accordance with the policies and plans set by the federal and state emergency management agencies;
2. Appoint, employ, remove, or provide, with or without compensation, coordinators, rescue teams, fire and police personnel, and other emergency management workers; rescue teams, fire and police personnel, and other emergency management workers;
3. Establish, as necessary, a primary and one or more secondary emergency operation centers to provide continuity of government and direction and control of emergency operations;
4. Assign and make available for duty the offices and agencies of the county, including the employees, property or equipment thereof relating to firefighting, engineering, rescue, health, medical and related services, police, transportation, construction, and similar items that are services for emergency forces of the county for deployment within or out- side the political limits of Franklin County; and

5. Appoint and organize, subject to the Board of County Commissioners' approval, the county emergency response team (CERT) and the CERT supporting staff and ensure their active participation and training in the emergency management program.

**Emergency declarations shall include, but are not limited to the following subjects:**

- ✓ Evacuation and sheltering;
- ✓ Curfews and declaration of areas off-limits;
- ✓ Suspension or regulation of sale of alcoholic beverages, firearms, explosives or combustibles;
- ✓ Prohibiting the sale of merchandise, goods, or services at more than the normal average retail price;
- ✓ Water use restrictions;
- ✓ Suspension of local building regulations;
- ✓ Rationing of fuel, ice and other essentials;
- ✓ Emergency procurement procedures;
- ✓ Suspension of part or all county services, emergency, and non-emergency; and
- ✓ Prohibiting open fires and imposing other burn ban or restrictions.



Emergency Operations span three separate but contiguous phases: emergency response, recovery, and mitigation phases of a disaster. For the purposes of this plan, this concept of operations will focus on emergency response and relief efforts and measures to be taken for a smooth transition into intermediate and long-term recovery from a major or catastrophic emergency.

Organizational charts show the county’s responsibility and the coordination between local agencies and the ESF’s (see figure 17).

In addition, the scope of these operational concepts and response actions will include:

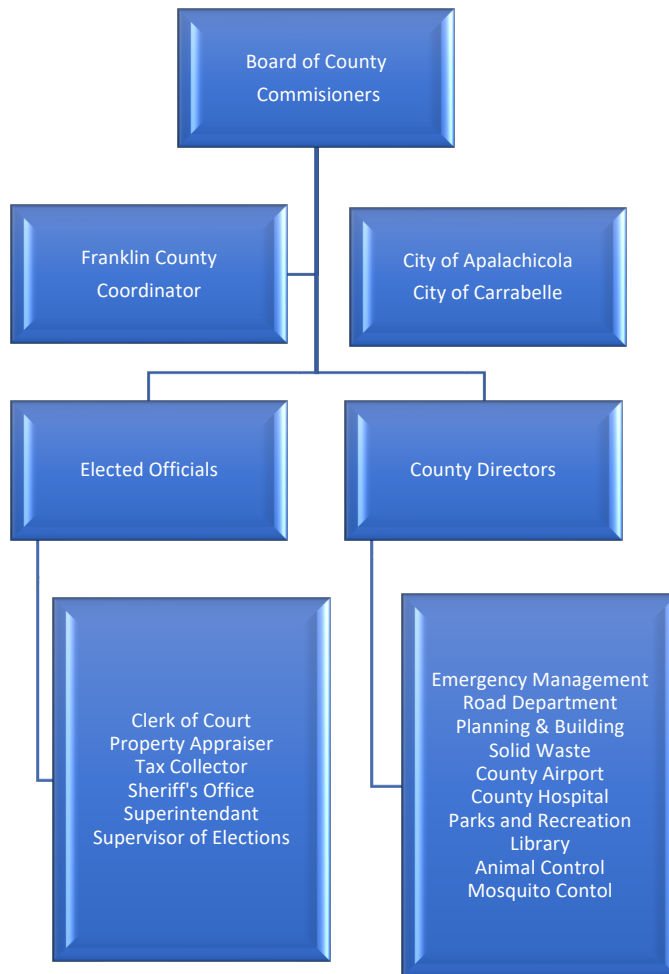
Providing emergency notification and warning. Describing emergency mobilization procedures. Delineating emergency decision-making processes. Describing types and methods of implementation of emergency protective actions. Conducting rapid assessments of emergency impacts and immediate emergency resource needs. Providing security to the hardest hit areas. Coordinating information and instructions to the public. Conducting emergency relief operations to ensure victims have been identified and that their needs are met. Conducting preliminary damage assessments to determine the need for federal assistance. Summarizing procedures for requesting federal disaster assistance. Relaxation of protective actions and coordination of reentry into evacuated areas. Restoration of essential public facilities and services. Preparing for federal disaster assistance (public and individual). Coordination of resources and materials. Coordination of volunteer organizations. Dissemination of information and instructions to the public. Restoration of public infrastructure damaged by the emergency

### III.A.2 Key Government Officials

The county's line of successions details the key government officials who will ensure leadership authority and responsibility during emergency situations in the event of an absence of a local official(s).

The county departments, under the BOCC perform the services for the residents in the unincorporated areas of the county, and in some cases for certain services to municipal residents. However, the municipalities in the county are responsible for management of their own incorporated limits. The constitutional officers perform their functions on a countywide basis, in accordance with Florida Statues. While the municipalities determine their own line of succession, Franklin County lines of succession are maintained in the Emergency Management Department. The line of succession is identified in Figure 15.

**Figure 15 – Line of Succession**



*Local Assistance:* Requests for local assistance will be made to the Director of the Emergency Management Department through the appropriate Franklin County department. After an evaluation of the situation has been made, the Board of County Commissioners may direct county resources into the affected area and/or

declare a State of Local Emergency to exist in the area. With an impending threat, such as a hurricane occurrence, a local state of emergency may be declared in advance.

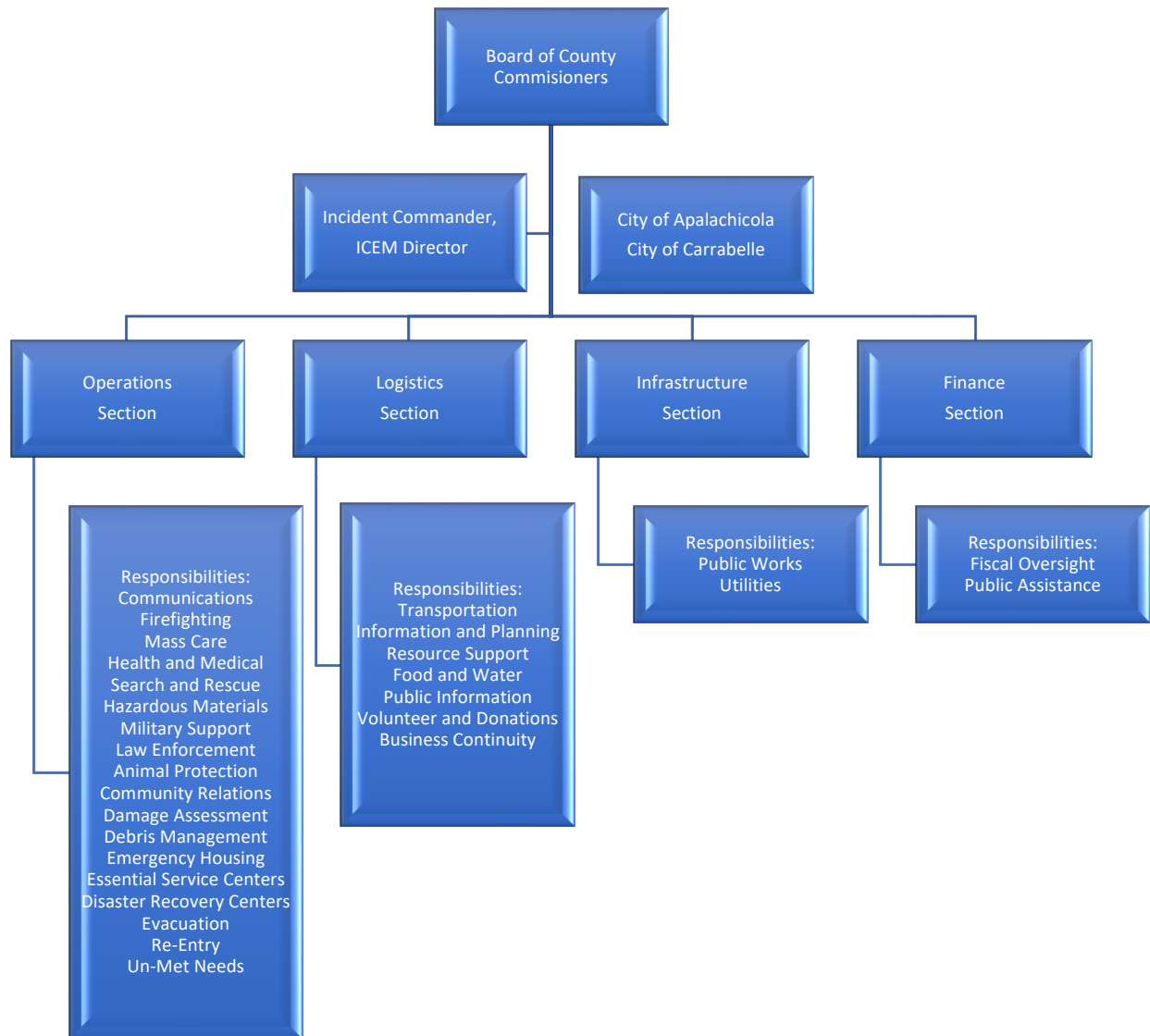
The county CEMP will be implemented, the EOC will be activated, and the county resources made available for special assistance as requested by the Emergency Management Department. Activation of the EOC will activate the incident command system (ICS), similar to the organization of state response organizations. For each ICS unit or function, one department has lead responsibility and other departments are assigned participating roles. The lead department will provide both resources and leadership relating to that unit or function, with participating departments providing resources as requested by the department with lead responsibility.

*State and Federal Assistance:* When local resources are determined to be inadequate to cope with the disaster, the Board of County Commissioners will request state and/or federal assistance through the governor. The EM Director will coordinate with the Florida Division of Emergency Management through the Planning Section to ensure the most effective management of such assistance.

*ICS Framework:* Franklin's emergency operations structure is divided into five major functional sections in accordance with ICS Principles: Command, Operations, Logistics, Infrastructure and Finance (see figure 17). Each section is responsible for an element or elements of the preparedness, response, and recovery operation. The head of Command is the Board of County Commissioners assisted by the Incident Commander and the Command Staff. Control and direction shall be vested in the Board of County Commissioners, who shall be responsible for the prompt efficient execution of the emergency management plan as necessary to:

- ✓ Reduce the vulnerability of the residents and of Franklin County to damage, injury, and loss of life and property;
- ✓ Prepare for and execute rescue, care and treatment of persons victimized or threatened by disaster; and
- ✓ Provide a setting conducive to the rapid and orderly start of restoration and rehabilitation of persons and property affected by a disaster.

**Figure 16 - Franklin County Incident Command System Chart**



**Incident Command Section Responsibilities**

*Command:* Command comprises the Incident Commander and the Command Staff. The first responder to arrive on scene is responsible for establishing command and is the Incident Commander (IC) until command is transferred to a more qualified individual or Unified Command. Establishing who is in charge of a field operation in Franklin County depends on the type of incident, though management of the incident will remain consistent, regardless of who is in charge. The management structure is also scalable depending on the level of the incident (i.e., minor, major, or catastrophic).

*Operations Section:* Operations is responsible for developing the tactical operations in support of Command objectives and for all activities associated with providing emergency response services. The Operations Chief is the key tactical decision maker in large operations.

*Logistics Section:* Assignments include support needs for the incident (except aircraft), ordering resources through appropriate procurement authorities from off-incident locations, facilities, transportation, supplies, equipment maintenance, fueling, food service, communications, and medical services for incident personnel.

*Infrastructure Section:* Responsibilities include collection, evaluation, and dissemination of tactical information pertaining to the incident. This section maintains information and intelligence on the current and forecasted situation, as well as the status of resources assigned to the incident. The Infrastructure Section prepares and documents Incident Action Plans (IAP's), incident maps and gathers and disseminates information and intelligence critical to the incident. Consisting of four primary units and may include several technical specialists to assist in evaluating the situation and forecasting requirements for additional personnel and equipment.

*Finance Section:* When there is a specific need for financial, reimbursement (individual or agency/department), and/or administrative services to support incident management activities, a Finance Section is established. Not all agencies will require such assistance, however in large, complex scenarios involving significant funding, this section is an essential part of the ICS. In addition to monitoring multiple sources of funds, the Section Chief must track and report to the Incident Commander the financial "burn rate" as the incident progresses. This allows the IC to forecast the need for additional funds before operations are negatively affected.

## **Operational Responsibilities**

Officials at all levels of government share responsibility for the necessary planning needed to minimize losses and provide relief from possible natural disasters. This shared responsibility includes the disaster preparedness and response capabilities of Franklin County, the City of Apalachicola, the City of Carrabelle, special districts, volunteer agencies, citizens, and state and federal governments.

Initial response will provide for an immediate reaction to alleviate human suffering, prevent loss of life, protect property, and to return the area to normalcy in the least possible time. Operational plans shall be developed for accomplishment of various program goals and objectives designed to effectively reduce hazards and to bring long range recovery to distressed areas.

### **A) Franklin County Government**

As required by 252.38, Florida Statutes, county governments are responsible for:

- ✓ Maintaining an emergency management program at the county level which involves all local government agencies, private and volunteer organizations which have responsibilities identified in the county CEMP. The program shall be designed to avoid, reduce, and mitigate the effects of hazards through the enforcement of policies, standards, and regulations.
- ✓ Implementing a broad-based public awareness, education and information program designed to reach all residents and visitors of the county, including those needing special media formats, those non-English speaking persons, and those with sensory impairment or loss.

- ✓ Ensuring the county's ability to maintain and operate a 24-hour warning point with the capability of warning the public of an imminent or actual threat and coordinate public information activities during an emergency or disaster.
- ✓ Coordinating the emergency management needs of all municipalities within the county and working to establish mutual aid agreements to render emergency assistance to one another.
- ✓ Declaring a local state of emergency and if needed make a formal request for state assistance.
- ✓ Issuing evacuations orders. According to Executive Order 80-29, the EM Director may order and direct the evacuation of county residents when threatened by an emergency or disaster.
- ✓ Activating mutual aid agreements with neighboring counties and among municipalities within the county.
- ✓ Coordinating emergency response efforts within their political jurisdictions, including shelter activation, and requesting outside assistance when necessary. The EM Director will be responsible for recommending to the board of county commissioners, city manager, and/or mayor that a local state of emergency be declared.
- ✓ Providing transportation for evacuation to shelter facilities during a state or local emergency or disaster. The school board provides transportation assistance in an emergency evacuation it shall coordinate the use of its vehicles with the EM department.
- ✓ Developing and maintaining procedures to receive and shelter persons evacuating within their political jurisdiction and those persons evacuating from outside into their jurisdiction with assistance from the state.
- ✓ Maintaining cost and expenditure reports associated with emergencies and disasters, including resources mobilized as a result of mutual aid agreements.

**B) Municipalities - City of Apalachicola and the City of Carrabelle**

The City of Apalachicola and the City of Carrabelle are the two municipalities within Franklin County. Each is an independent jurisdictional government responsible for prevention, preparedness, response, recovery, and mitigation within the city limits and the actions pertaining to each municipality are not directed, controlled, or financed by Franklin County. However, Franklin County's EM Department is the community's recognized, established Emergency Management Agency. In that capacity, the EM Department maintains a close working relationship with all municipalities and helps to coordinate efforts pertaining to emergency management, while respecting the individual authority of each unit of government. This is accomplished in joint coordination through such means as information sharing, exercising, and training opportunities, participation in local preparedness organizations, specific meetings, or workshops.

During a disaster, the EM Department serves as the liaison between each municipality and the State of Florida. Each municipality must provide situational updates to the EM Department, or the EOC, if operational, in order to be consolidated into a community-wide situation report. Additionally, this means that once the resources of a municipality are either expended or overwhelmed, and local mutual aid assistance is also overwhelmed or expended, any requests to the State for resources must be channeled through the EM Department to the State of Florida. Any expenses incurred from resource requests made by the municipalities, and all fiscal management, data tracking, personnel time, expenses, and the request for reimbursement from State or Federal programs, etc. remains the responsibility of the municipality.

Each municipality is responsible for, but are not limited to the following:

- ✓ For the provision and execution of all jurisdictional authority and responsibility including dispatching of emergency services or contracting for such through the county.
- ✓ Provide a liaison within 1-hour to the county Emergency Operations Center (EOC), once activated.
- ✓ Provide situational updates through the liaison at the EOC.
- ✓ Requesting the required resources from the State through county EM Department.
- ✓ Staff, direct and control initial and preliminary damage assessment operations for infrastructure within their jurisdictions. Franklin County will provide structural damage assessments for the municipalities through the Franklin County Planning & Building Department.
- ✓ Debris removal and disposal within their jurisdiction. If the county secures a debris removal contractor, the municipalities may opt to use the same. If so, the municipality must coordinate all efforts pertaining to the disposal site, and must coordinate with Franklin County, if the use of county disposal sites are needed.
- ✓ Manage the restoration and rebuilding of infrastructure within its jurisdiction. If there are any requests for assistance, those requests should be forwarded to the county EOC.
- ✓ Provide prime locations with adequate space, personnel, and supplies as needed to establish Disaster Recovery Centers in their jurisdiction. The county will aid, as needed.
- ✓ Establishment, staffing and operations of Points of Distribution (POD) within a community is typically, the function of Franklin County, however, the Franklin County Logistics Chief will accommodate requests by the municipalities that would like to staff and/or operate a POD in their jurisdiction.
- ✓ Communication on all evacuation, coordination and re-entry efforts within their jurisdiction should be organized with the EM Director.
- ✓ Identifying and coordinating the provision of public property to be used as temporary housing during short and long-term recovery.
- ✓ Establishing the present and future transportation needs pertaining to mass transportation for evacuation.
- ✓ Coordinating all media activities, pertaining to the emergency or disaster, through the Joint Information Center.
- ✓ Organizing the specifics with local fuel entities within their jurisdiction to evaluate present storage capacity and plans to address fuel disruption or shortfalls.
- ✓ Handling all funding and payments for expenditures that may arise related to the disaster response and recovery in their jurisdiction, including equipment leases, purchases, or resources requested for which costs are incurred.
- ✓ Managing all financial management, tracking of expenses, personnel time, etc. and submitting requests for reimbursement to State and Federal programs, if applicable.

### **C) Special Districts**

Special districts are responsible for establishing liaisons with Franklin County and for supporting emergency management capabilities. The special districts that involve inter-jurisdictional authority provide resources and services to support other functionally related systems in time of disaster.

### **D) State of Florida**

The state is responsible for maintaining a comprehensive statewide program of emergency management. According to the State of Florida 2020 Comprehensive Emergency Management Plan (CEMP).... "The State



Comprehensive Emergency Management Plan (CEMP) ensures that all levels of government are able to function under a unified emergency organization to safeguard the well-being of Florida's residents and visitors. The CEMP complies with and adopts the National Incident Management System (NIMS), and incorporates the principles set forth in the Incident Command System (ICS). The CEMP employs the strategic vision of Presidential Policy Directive 8 (PPD-8). Additionally, the CEMP parallels federal activities set forth in the National Response Framework (NRF) and implements the functions outlined in the National Disaster Recovery Framework (NDRF)."

Details from the CEMP note the following:

The plan outlines the basic strategies, assumptions, operational objectives, and mechanisms through which the State Emergency Response Team (SERT) will mobilize resources and conduct activities to guide and support local emergency management efforts through preparedness, response, recovery, and mitigation.

A functional approach was adopted that groups the types of assistance that will be provided by the 18 Emergency Support Functions (ESFs). Each ESF is headed by a primary state agency that is utilized during all phases of emergency management. The primary agency appoints an ESF Lead to manage the ESFs function in the State Emergency Operations Center.

SERT serves as the primary operational mechanism through which state assistance to local governments is managed. State assistance will be provided to impacted counties under the authority of the State Coordinating Officer (SCO), on behalf of the Governor, as head of the SERT. If the President of the United States issues an emergency or major disaster declaration for the state, the SCO will coordinate in-state federal assistance through the Federal Coordinating Officer and corresponding federal ESF(s). The federal ESF organization will work with the state ESF organization to ensure that resources and services are provided in a timely manner.

## **E) Federal Government**

The federal government is responsible for providing the following:

- ✓ Emergency response on federally owned or controlled property, such as military installations and federal prisons;
- ✓ Federal assistance as directed by the President of the United States under the coordination of the Department of Homeland Security and the Federal Emergency Management Agency in accordance with federal emergency plans;
- ✓ Identifying and coordinating provision of assistance under other federal statutory authorities;
- ✓ Assistance to the State and local governments for response to and recovery from a commercial radiological incident as established in the current Federal Radiological Emergency Response Plan and the Federal Response Plan;
- ✓ Managing and resolving all issues pertaining to a mass influx of illegal aliens; and
- ✓ Repatriation assistance to U.S. citizens evacuated from overseas areas. The U.S. Department of Health and Human Services in coordination with other designated federal departments and agencies, is responsible for providing such assistance.

## **F) Franklin County Citizens**

Franklin County Emergency Management provides programs for the residents on “how to” prevent emergencies, and to prepare for, mitigate, respond to, and recover from those incidents that happen to occur. Every member of the community is a stakeholder in the process, and at certain levels contribute to the community’s ability to handle emergencies. The citizens are encouraged to participate in the responsibilities detailed below.

### **Prevention**

- ✓ Maintaining situational awareness;
- ✓ Reporting suspicious activities, or potentially hazardous conditions to local authorities;
- ✓ Following local and State laws enacted to avoid emergencies (traffic laws, hazardous waste disposal, safe burning practices, etc.); and
- ✓ Removing and properly disposing of hazards that may exist on personal property (flammable materials or debris, household chemicals, dangerous animals, unsafe structures, etc.).

### **Preparedness**

- ✓ Participating in community training activities such as Red Cross Training Programs (i.e., First Aid, CPR, etc.), in order to sustain life until help arrives;
- ✓ Taking steps to educate each member of the family on the hazards faced in the county and the actions to help prepare for each hazard;
- ✓ Creating a family emergency planning plan and review the action plan in advance in case of emergency or disaster;
- ✓ Preparing emergency kits able to sustain each member of the family for at least 3-days at a minimum and maintain the disaster supply kit;
- ✓ Organizing a safe place for important documents (vital records, insurance, tax returns, photos personal and your personal property inventory);
- ✓ Review and confirm if your community, school, or workplace has emergency plans;
- ✓ Identify pet shelter(s); have an emergency kit available with supplies, medication and identification;
- ✓ Taking actions to prepare and save for additional personal expenses that may occur as a result of extended evacuations or dislocations;
- ✓ Being familiar with local evacuation routes, emergency numbers, fire escape plans, shelter(s), or shelter-in-place plans, etc.
- ✓ Register any and all family member(s) on the special need’s registry link located on the EM Department website if not associated with a health care facility;
- ✓ Monitoring local media and social media used to disseminate emergency information;
- ✓ Providing constructive input into the emergency management process, either individually or through involvement in various local preparedness organizations; and
- ✓ Participate with volunteer response organizations, such as local fire departments, Search and Response Rescue, the citizen’s Community Emergency Response Team (CERT), and/or the Neighborhood Watch.

### **Response**

- ✓ Assisting trained personnel, or obtaining help, for those in need;
- ✓ Taking action to mitigate an emergency, if able, or calling for assistance;
- ✓ Following threat-specific recommendations or mandates (evacuation orders, curfews, shelter-in-

- place orders, etc.) issued in order to facilitate emergency response;
- ✓ Participating in the community action groups, such as CERT; and
- ✓ Taking actions necessary to ensure personal and family safety.

### **Recovery**

- ✓ Reporting needs, or available resources to the EM Director, or the EOC, if activated;
- ✓ Taking actions necessary to facilitate personal recovery such as making repairs and determining a personal plan of action for individual recovery);
- ✓ Clean up property debris following the EM office guidelines on the process for debris removal; and
- ✓ Reaching out to those in need through individual action, church groups, or volunteer organizations.

### **Mitigation**

- ✓ Removing potentially hazardous conditions before an emergency develops;
- ✓ Determining and implementing actions that can be taken to reduce the potential for personal loss due to hazards (smoke detectors, homeowner’s insurance, flood insurance, crop insurance, removing debris from clogged ditches; and any fire hazard materials close to a home (i.e., stacked wood, branches close to a roof, etc.) projects to protect personal property;
- ✓ Analyzing all aspects for mitigation into new construction (i.e., elevation, wind shutters, tempered glass, roof tie-downs, etc.); and
- ✓ Landscaping with fire resistant, drought resistant plants, or cold-resistant species of plants, etc.

## **III.A.4 Differences in Management Structure**

The management structure pertaining to who is in charge by type of disaster will remain the same for major or catastrophic levels of disaster except in the case of localized and minor incident, which is managed by the appropriate authority, such as a municipality.

## **III.A. 5 Coordination of the EM organization with Emergency Support Functions (ESF)**

The County must be able to respond expeditiously and effectively to developing hazard events. When an event is first detected, the EOC initiates Level 3 monitoring activation. Communications is maintained between the EOC and the State Emergency Operations Center (SEOC).

While emergency response actions necessary to protect public health and safety are being implemented, the Policy Group will coordinate with the Emergency Management Director, who will work with the Emergency Support Functions (ESFs) which represent functional groupings of types of assistance that jurisdictions are likely to need to prepare to facilitate the rapid deployment of resources, activate the County's EOC if necessary and implement this plan.

When the EOC is activated, level 2 or level 1 full-scale activation, the designated ESF lead agencies send a representative to the EOC to coordinate that ESF. The EOC is staffed and operated by personnel from Franklin County, representatives from the City of Apalachicola and the City of Carrabelle, and other key recovery and response organizations. Personnel and agencies are organized according to the function that they are tasked to support. The primary agency for each ESF will be responsible for obtaining all information relating to ESF activities. Within the EOC, requests for assistance will be tasked to the corresponding ESF for completion. The operations staff in the EOC and ESF representatives will contact the designated

emergency coordinators in affected municipalities to begin to identify needed and anticipated resources and contact persons. Resource requests, which exceed the capability of the County, will be forwarded to the State EOC.

The goal for each ESF is to have at least three individuals who are fully trained and capable of performing their duties and responsibilities in the EOC in order to staff three shifts per day in the EOC for each activated ESF. Realizing of course, that each situation is different and depending on the scope of the disaster event, not all ESFs may be activated or require 24-hour staffing.

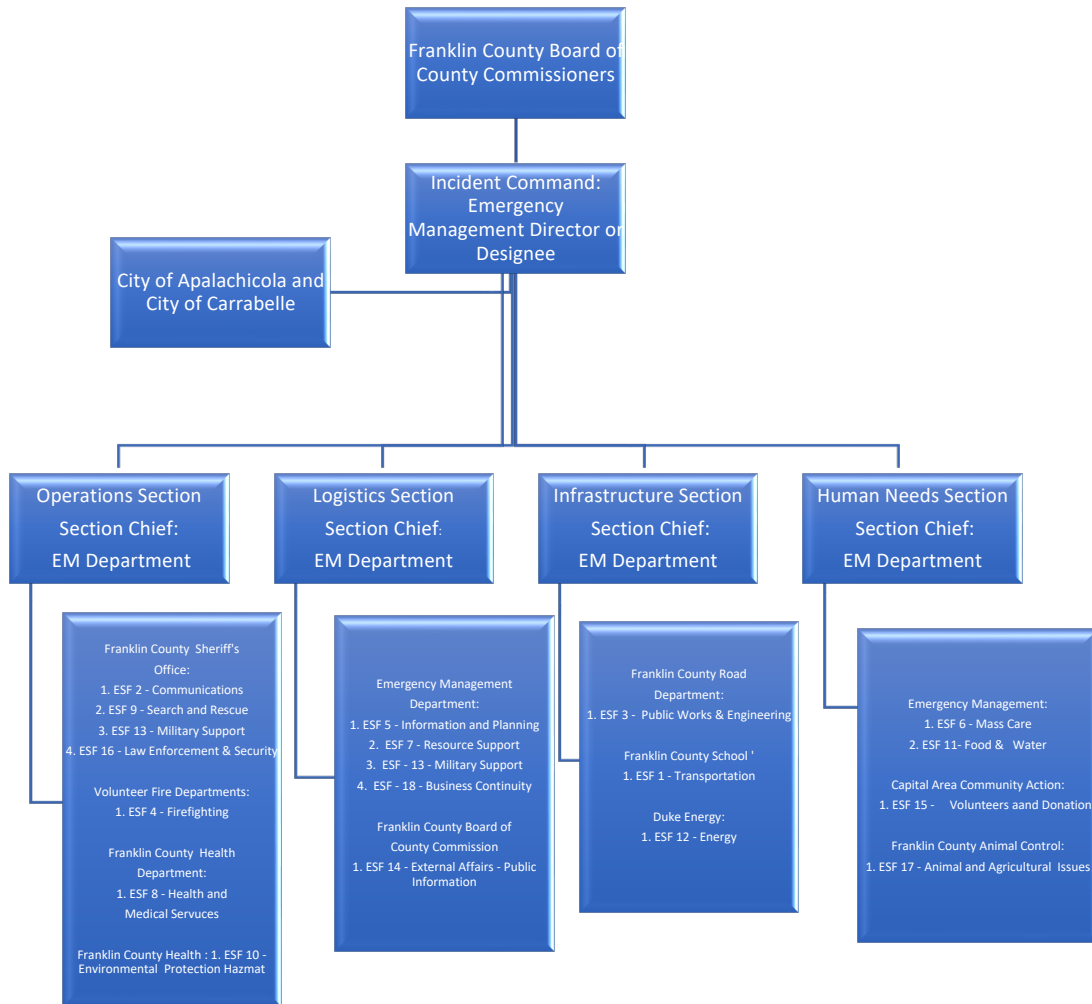
The Franklin County ESF system mirrors the ESF system used by the State of Florida in order to maximize communication and ensure consistency with the next higher level of government. Each ESF in the county EOC interfaces with the corresponding ESF agency at the state level. Due to a limited number of personnel, the county coordinates the activities of relevant agencies and other organizations by establishing core groups comprised of the ESF, with a designated lead agency for a scalable and comprehensive approach to emergency management in the county. Figure 17 is the county incident command system response lead agencies during a major disaster event.

Figure 17 - chart identifies the lead agencies for the ESF's. Figure 18 – table identifies the lead and support agencies for the ESF's.

**ESF Reference List:**

ESF #	Emergency Support Function
1	Transportation
2	Communications
3	Public Works & Engineering
4	Firefighting
5	Information & Planning
6	Mass Care
7	Resource Management
8	Health and Medical
9	Search & Rescue
10	Environmental Protection
11	Food & Water
12	Energy
13	Military Support
14	External Affairs – Public Information
15	Volunteers & Donations
16	Law Enforcement & Security
17	Animal and Agricultural Issues
18	Business, Industry, and Economic Stabilization

**Figure 17– Franklin County Incident Command System Response for Major Disaster Events: Lead Agencies Chart**



**Figure 18– Franklin County Incident Command System Response for Major Disaster Events: Lead and Support Agencies Table**

<b>Emergency Support Agency</b>	<b>Lead Agency</b>	<b>Support Agency</b>
ESF – 1 – Transportation	Franklin County School	Franklin County Emergency Management
ESF – 2 – Communications	Franklin County Sheriff's Office	Franklin County Emergency Management
ESF – 3 – Public Works	Franklin County Road Department	Florida Department of Transportation
ESF – 4 – Firefighting	Volunteer Fire Departments	Florida Forest Service
ESF – 5 – Planning	Franklin County Emergency Management	Franklin County Board of County Commission
ESF – 6 – Mass Care	Franklin County Emergency Management	American Red Cross and the Salvation Army
ESF – 7 – Resource Support	Franklin County Emergency Management	State of Florida Division of Emergency Management
ESF – 8 – Health and Medical Services	Franklin County Department of Health	Florida Department of Health
ESF – 9 – Search and Rescue	Franklin County Sheriff's Office	Franklin County Emergency Management
ESF – 10 – Environmental Protection Hazmat	Franklin County Department of Health	Franklin County Sheriff's Office and the Florida Department of Environmental Protection
ESF – 11 – Food and Water	Franklin County Emergency Management	American Red Cross and the Salvation Army
ESF – 12 – Energy	Duke Energy	State of Florida Utilities
ESF – 13 – Military Support	Franklin County Emergency Management	Franklin County Sheriff's Office
ESF – 14 – External Affairs/Public Information	Franklin County Board of County Commission	Franklin County Emergency Management
ESF – 15 – Volunteers and Donations	Capital Area Community Action	Franklin's Promise
ESF – 16 – Law Enforcement	Franklin County Sheriff's Office	Florida Department of Law Enforcement
ESF – 17 – Animal and Agricultural Issues	Franklin County Animal Control	Franklin County Humane Society
ESF – 18 – Business Continuity	Franklin County Emergency Management	Chambers of Commerce

### Assignment of Responsibilities

A department or agency may be designated as the Primary agency for an ESF for several reasons as the agency may have a statutory responsibility to perform that function or may have developed the necessary expertise to lead the ESF. In some agencies, a portion of the agency's mission is aligned with the mission of the ESF; therefore, the skills to respond in a disaster can be immediately translated from the daily business of that agency. The Primary agency has the necessary contacts and expertise to coordinate the activities of that support function.

Upon activation of the EOC, the lead agencies for the ESFs will designate a representative in the EOC to coordinate that ESF. It is up to the primary agency's discretion as to how many, if any, support agencies are needed. Also, the primary department/agency for the ESF will be responsible for obtaining all information relating to ESF activities and requirements caused by the emergency and disaster response. This information gathering will frequently require outside traditional information gathering protocols.

The County will respond to local requests for assistance through the ESF process. Within the EOC, requests for assistance will be tasked to the ESFs for completion and is the primary department/agency responsibility.

The EOC Operations Chief will issue mission assignments to the primary departments/agencies for each ESF based on the identified resource shortfall. The resource tasking will be accomplished through the ESFs

on a mission assignment basis which means that a local government’s resource shortfall will be addressed through assigning a mission to address the shortfall rather than tasking specific pieces of equipment or personnel. The primary department/agency for that ESF will be responsible for identifying the resource or resources that will accomplish the mission and coordinate the delivery of that resource to the local government.

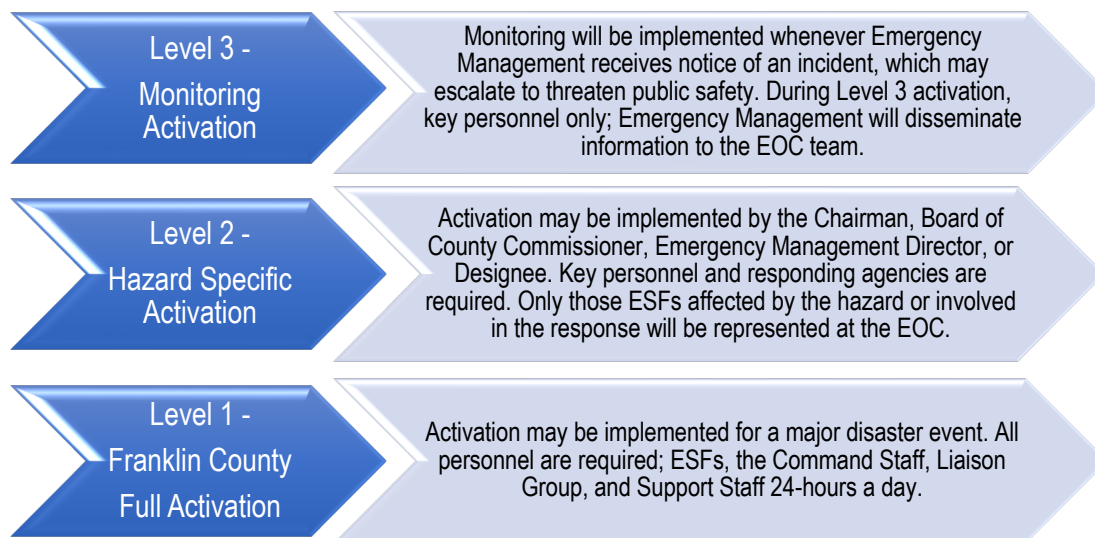
**Plan Activation**

When a catastrophic emergency has occurred or is impending, the EM Director may advise the Chairperson of the Board of County Commissioners to declare a local state of emergency and issue a formal request for state assistance. If the Chairperson is unavailable, the line of succession will be the Vice-Chairperson, Senior County Commissioner, then followed by the Emergency Management Director. Such an action will activate immediately all portions of this plan. In the absence of a local state of emergency, the EM Director may activate portions of this plan in accordance with the appropriate levels of mobilization to facilitate response readiness or monitoring activities.

**Emergency Operations Center (EOC)**

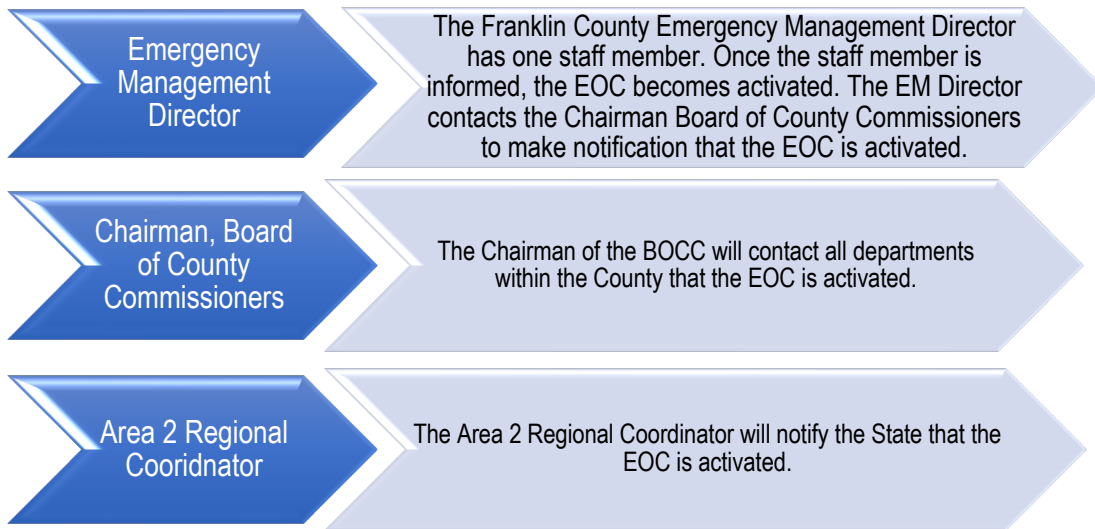
The EM Director will report to the EOC to supervise activation procedures for an actual or approaching emergency and key warning personnel will coordinate with adjacent jurisdictions. The mayor or the jurisdictions representative will alert the municipal services in his/her community and supervise the dissemination of warnings in their municipality. The primary agency contact for each ESF will contact all of the support agencies to the ESF. All agencies will notify their personnel to begin activation procedures as described in the ESF Annexes and implementing SOG’s.

**Figure 19 – EOC – Levels of Activation**



[Additional information regarding activation is defined in the Emergency Operation Center Standard Operating Guidelines \(SOG\)](#)

**Figure 20 – EOC Activation Procedures**



<b>EOC Activation Procedures</b>
<p>The EOC is the central location for all emergency management operations and becomes the seat of the government during the hazard event.</p> <p>During a level 1 full activation, certain agencies will be required to relocate the center of control to the EOC. The EOC. The EOC is the key to successful response and recovery operations.</p> <p>The EM Director is responsible for the following:</p> <ul style="list-style-type: none"> <li>• Management and coordination of all services to provide the most efficient management of resources.</li> <li>• For all routine decisions and will advise officials on the course of action for major decisions.</li> <li>• Proper functioning of the EOC.</li> <li>• Serves as the liaison with the State and Federal emergency agencies and neighboring counties.</li> <li>• Ensures that all tasks are accomplished and minimize duplication of efforts.</li> </ul>



## Warning and Dissemination

The purpose of this section is to outline the systems available for warning the responsible government officials and the general public of the threat of an impending disaster or that an actual emergency situation is in progress in the County.

Warnings of impending or potential emergencies such as a hurricane, tornado, or severe weather, or a notification of a sudden incident such as a tornado touchdown, an airplane crash, a large wildfire, a major hazardous materials release, or any other significant event that may impact multiple jurisdictions or large numbers of people must be disseminated to responsible officials, emergency response agencies and to the public. The former notification is for the purpose of implementing emergency government and management procedures and reporting such actions to State emergency management agencies. The latter is for instructions on appropriate protective actions and preparedness and response measures to take.

### County Warning Point



The Franklin County Sheriff's Office County Dispatch Communications Center staffed 24-hours a day, 365 days a year is designated as the official Warning Point for Franklin County and is the critical link between the community and patrol units in the field. The dispatch CAD system is the E-Force software and is housed in the County Dispatch Center at the Sheriff's Office. The Communications Dispatch Center E-911 Coordinator is designated as the Warning Officer for Franklin County.

All personnel at the dispatch center are familiar with their roles and responsibilities. The communications staff receives training and on a regular basis on their responsibilities for notification and warning functions before and after an emergency or disaster. Franklin County standard operating procedures (SOP) are in place for the communication personnel in 24-hour warning points for various hazards including, but not limited to severe weather, hazardous material spills, search, and rescue missions, etc. The SOP is in the CAD system for notifications with an additional section just for emergency management.

The Franklin County Dispatch Center is the primary for the county warning point. The county's communications systems are utilized on a regular basis and the CAD software is tested weekly for safety and effectiveness. The center's technology serves the citizens when 911 calls are placed. A detailed computerized map interfaces with E-911 calls as they are received to accurately determine a caller's location. This mechanism assists emergency services and or law enforcement the ability to reach the caller quickly.

The dispatch center interfaces with numerous county agencies serving as the combined dispatch center. In addition to radio interfaces with the Road department, Public Works, Rescue, Fire Departments and the hospital, the Sheriff added the Franklin County School buses and set up a communications system whereby all the public schools now have direct contact with the center for use during emergencies.

## Significant Incidents

Notifications of watches, warnings, or the occurrence of significant hazard occurrences will be received at the Warning Point through bulletins and advisories from the National Weather Service received via the Emergency Satellite Communications System (ESATCOM), the NOAA Weather Radio, local media, telephone, and the general public.

A list of these important and critical disaster incidents can include:

- ✓ Requirement of a substantial evacuation and/or relocation of a given area;
- ✓ Posing a potential threat for a mass casualty incident;
- ✓ Weather-related warning advisory;
- ✓ Tropical weather systems;
- ✓ Blocked major roadways within the county;
- ✓ Large or multiple structure fires;
- ✓ Prolonged shutdown of public utilities;
- ✓ Public resources within Franklin County are being deployed out of the county; and
- ✓ An event posing a major environmental threat.

## Alerting

Upon the receipt of notification of any such significant event the Communications Dispatch Center E-911 Coordinator or on-duty communications personnel shall implement the procedure appropriate to the hazard event (weather, fire, hazardous materials, mass casualty incidents, etc.) The Communications Dispatch Center E-911 Coordinator or designee will alert the Emergency Management Director as needed. The Director or designee may advise that one, or a combination of the following actions, be initiated by the Communications Dispatch Center E-911 Coordinator or designee as the County Warning Officer:

- ✓ Fax Alert Warning System;
- ✓ Notify the State Warning Point, via the Emergency Satellite Communications System (ESATCOM) or by telephone;
- ✓ Notify one or more designated agencies of county government or political subdivision(s); and
- ✓ Initiate a partial or full call-out-alert.

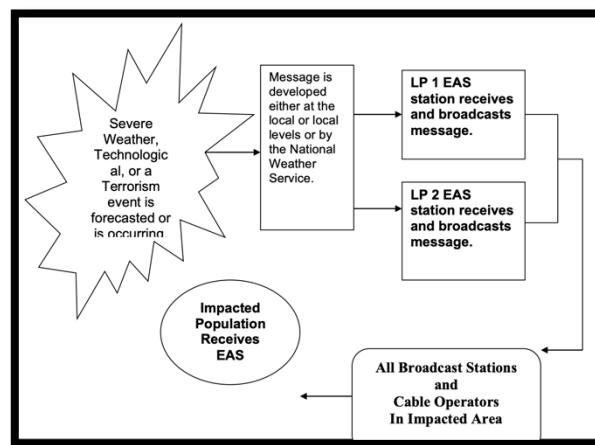
## Call Out Alert

The call-out alert when initiated will be made to county governmental staff and non-county EOC staff in accordance with the Emergency Notification Procedure utilizing telephone numbers maintained by the Franklin County Dispatch Center. It will be the responsibility of Primary Agencies/Departments for ESFs to notify their respective support agencies, division directors, and/or staff, under their span of control. In addition, the following actions may be initiated:

- ✓ An alert will be sent to all Public Safety Answering Points, and they will in turn notify public safety agencies for which they are jurisdictionally responsible.

- ✓ Franklin County political subdivisions, and other governmental and non-governmental agencies will be contacted and utilize their own internal procedures to notify their staff of the threat or emergency situation.
- ✓ Warning the public, whether via the Emergency Alert System (EAS) or other available means, will include instructions for any required actions, i.e., evacuation, keeping away from a disaster area, seeking cover from a dangerous tornado approaching. Franklin County is located in the EAS Operational Area #2, local primary station 1- WFSY (98.5 FM) and WPAP (92.5 FM), and local primary station 2 – WFLF- FM (94.5 MHz); and operational area #2 stations Apalachicola, Franklin, Call Signs/Types/Frequencies: WYBT/AM/1000 and WPHK/FM/102.3.

**Figure 21 - Emergency Alert System Process**



Agency Notification when County/911 Communications Center Procedures Are Not Implemented:

Upon notification of an emergency or disaster situation, the Emergency Management Director is responsible for disseminating warnings to:

- ✓ Board of County Commissioners;
- ✓ Mayors (or designee) of each municipality within the County;
- ✓ The primary agency contacts for each Emergency Support Function.

## Public Warning and Notification

Franklin County must provide the public with sufficient advance warning time for effective preparation and emergency plans to be implemented. Warning to the public is a major concern. Several radio stations cover Franklin County. Notice must be coordinated with stations in Panama City and Tallahassee for TV and radio broadcast of PSA's. The following warning systems are available to disseminate warnings and

warning information to the public:

✓



Everbridge software applications that automate and accelerate the county's operational response to critical events to keep people safe and operations running faster. During public safety threats situations or severe weather conditions, as well as critical events (i.e. IT outages, cyber-attacks or other incidents) the county can rely on the company's SaaS-based Critical Event Management platform to quickly and reliably aggregate and assess threat data, locate people at risk and responders able to assist, automate the execution of pre-defined communications processes, and track progress on executing response plans.

- ✓ Emergency Alert System (EAS) is a national public warning system that requires broadcasters, cable television systems, wireless cable systems, satellite digital audio radio service (SDARS) providers, and direct broadcast satellite (DBS) providers to provide the communications capability to the President to address the American public during a national emergency.



- ✓ Integrated Public Alert & Warning System (IPAWS) is FEMA's national system for local alerting that provides authenticated emergency and life-saving information to the public through mobile phones using Wireless Emergency Alerts, to radio and television via the Emergency Alert System, and on the NOAA's Weather Radio. IPAWS issues critical public alerts and warnings in their jurisdictions. Using IPAWS allows alerting authorities to deliver alerts simultaneously through multiple communication pathways to reach as many people as possible.



- ✓ Websites: The Emergency Management (EM) County website; and the EM Facebook:

<https://www.franklinemergencymanagement.com/>

<https://www.facebook.com/FranklinEOC/>





*EM Facebook and EM site:* The Franklin County residents can get the latest emergency communications information and review details on the alerts, news & weather events in reference to notifications and closures link for road conditions, county and school closures, and watches, warnings, and advisories. This site also provides evacuation information, specific detail weather updates from the national weather service.

- ✓ NOAA Weather Alert Radio – the residents can listen to the NOAA weather alert or check out the NOAA website for the latest and updated information for the area.
- ✓ EOC Emergency contact number: **850-653-8977**
- ✓ Radio and TV Stations – the Franklin residents can listen to the local radio or watch the local TV stations.
- ✓ Cable providers have an information channel on cable, which can be accessed by residents and hotel/motel visitors. Telephone call notification can be accomplished by contacting motels/hotels, campgrounds and other businesses that cater to seasonal or transient populations.

Other warnings can include:

- ✓ Public Displays – post a written notices of declaration at the Franklin County Courthouse and County Courthouse Annex;
- ✓ Fax to media and local businesses;
- ✓ Public Speaking Events; and/or
- ✓ Face-to-face Communications (door to door announcements).

## Emergency Decision Making

Making sound emergency decisions requires knowledge and recognizing the amount of time that is needed to respond to the emergency and the quantity of resources that are needed and available. When making emergency action decisions the following general methodology will be used:

- ✓ **Pre-emergency hazard times:** For hurricane or significant tropical storm events pre-emergency hazard times (i.e., the amount of time between the onset of the event and the actual arrival of hazardous conditions) are estimated on a hurricane-tracking program. The data is analyzed on the actual characteristics of the storm event (i.e., forward speed of the storm and the distance tropical storm conditions extend from the eye). Total evacuation times are the combination of the clearance and pre-emergency hazard times.
- ✓ **Probability data:** The probabilities generated by the National Weather Service (NWS) will be considered when recommending protective measures. These probabilities are simple mathematical odds deduced from computer weather models.

- ✓ **Decision time:** After determining the total pre-emergency time and the length of time before the arrival of hazardous conditions, a projection is made of when a decision must be reached. This is decision time. The amount of time available before the issuance of protective actions to allow adequate response time for the threatened population.
- ✓ **Execution time:** The time available that allows for the completion of an emergency action before hazardous conditions are experienced. This would include a mobilization time.
- ✓ **Decision making process:** Decision making determination for the issuance of protective actions and furnishing of assistance will be based on the following priority:
  - Life-Threatening circumstances - A problem is directly linked to life threatening circumstances; such requests will receive first priority; and
  - Protection of Property - A threat exists for large-scale damage to property.
- ✓ **Operational response:** The responses to the above situations will be based upon the following:
  - Availability of Resources - ESF-7 must assess the availability of resources, consider anticipated problems, and identify the most effective method of meeting the request.
  - Location of Resources - ESF-7 staff will identify the closest available resources.
  - Arrival Time - ESF-7 staff will estimate the time of arrival of resources.

## Protective Actions

### Evacuations

The BOCC Chairman and the Emergency Management Director have the authority to order an evacuation. Everbridge is used along with social media relating to the evacuation orders. Message boards are also used on the roadways. The only pick up points would be if the special needs residents need assistance for transportation.

Most evacuations will be local in scope and emergency response officials will utilize local resources in accordance with operational procedures. During any county administered evacuation that does not require activation of the EOC, Emergency Management will provide assistance under the various County agencies' normal statutory authority through coordination. In the event of a multi-jurisdictional operation, the BOCC Chairperson may issue a declaration of a local state of emergency and evacuation order in support of a municipality. This decision will include consultation with the Emergency Management Director and representatives of the jurisdictions involved.

All County assistance and support of such actions will be coordinated from the EOC under the direction of

the Emergency Management Director. Decisions on issues, such as deploying and pre-deploying personnel; determining evacuation routes; directing people caught on evacuation routes to safe shelter; ensuring the sufficiency of fuel; and addressing any matters relative to the ordered protective actions will be made by the appropriate functional groups in the EOC.

### Evacuation for Hospital, Assisted Living Facilities

There is one hospital and one assisted living facility located in Franklin County. They each have their own staff and plans in place to evacuate their residents and/or patients. The evacuation plans are reviewed on a yearly basis by the EM Director.

### Evacuation for Inmates (Franklin County Jail)

The Franklin County Sheriff's Office jail is relatively small and only has a capacity of 100. The sheriff's office has a policy in place for inmate evacuation.

### Evacuation for Inmates (Franklin County Correctional Institution)

The Correctional facility has a comprehensive evacuation plan in place that will allow for immediate transport of inmates.

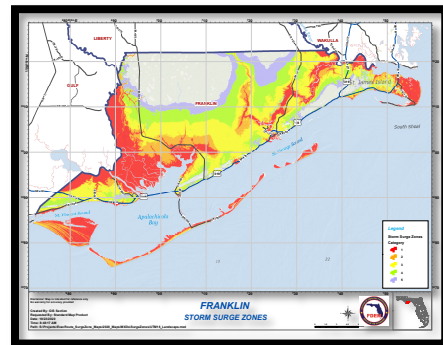
### Evacuation Route and Map

Evacuation route maps are available at: [https://maps.floridadisaster.org/county/EVAC\\_FRANKLIN.pdf](https://maps.floridadisaster.org/county/EVAC_FRANKLIN.pdf) and on the EM website and are available for use in an emergency. Maps of evacuation routes based on County Commission Districts and shelter locations (outside of Franklin County) are located at the EOC and will be released to the media by ESF-14 and the PIO upon activation. Local action for evacuation and reentry will be coordinated with ESF-1, ESF-3, and ESF-16. Regional Evacuation will be coordinated utilizing the existing Regional Hurricane Evacuation Procedure.

### Sheltering

Figure 22 – Storm Surge Zone Map for Franklin County

Franklin County does not have shelters available for the general population including the special needs residents due to most of the county is located in storm surge zones. See figure 22.



Map Source: [https://maps.floridadisaster.org/county/SURGE\\_FRANKLIN.pdf](https://maps.floridadisaster.org/county/SURGE_FRANKLIN.pdf)

## Main Shelter

As stated, Franklin County does not have shelters due to the surge zones in the county. The alternate general population shelter is located in Leon County at the Chiles High School, 7200 Lawton Chiles Lane, Tallahassee, FL 32312.

## Special Needs Shelter

The Special Needs Shelter is located in a neighboring county, Leon County, at the Florida High School, 3000 School House Road, Tallahassee, FL 32311.

According to the Emergency Management office, 22 residents (19 registered special needs residents and 3 registered transportations disadvantaged that are not registered as special needs) recorded with the Emergency Management department. All 22 special needs residents would require access to the special needs shelter. Information regarding transportation needs to/from the special needs shelter is located on the Special Needs form.

If there are any ambulatory residents, then EMS will transfer them to the Weems Memorial Hospital. Otherwise, all other special needs residents have their own transportation. The EM Department has a transportation agreement with the Gulf County Arc & Transportation - if transportation needs are required. There are 22 special needs residents that would require access to the special needs shelter.

## Pet-Friendly Shelter



The Franklin County Animal Control is the designated shelter that can accommodate persons with pets in Franklin County. This shelter is in compliance with the applicable FEMA Disaster Assistance policies and procedures with safety procedures regarding sheltering of pets.

Franklin County has a pet resource guide which provides a list of resources available to pet owners in the event of emergency. View the EM website: [www.franklinemergencymanagement.com](http://www.franklinemergencymanagement.com) and search for a list of resources, under do you have a plan for your pets. The guide provides information on pet friendly hotels, kennel and boarding options, veterinarians, and animal shelters. Here are the counties closest to Franklin County animal shelters contact information:

### Gulf County

St. Joseph Bay Humane Society  
Address: 1007 10th St, Port St Joe, FL 32456  
Phone: (850) 227-1103/ <http://www.sjbhumanesociety.org/>

### Leon County

Tallahassee Animal Services  
Address: 1125 Easterwood Dr, Tallahassee, FL 32311  
Phone: (850) 891-2950/ <http://www.talgov.com/animals/>



## Bay County

Lynn Haven Animal Control

Address: 1750 Recreation Dr, Lynn Haven, FL 32444

Phone: (850) 265-4699/ <https://www.cityoflynnhaven.com/246/Animal-Control>

## Wakulla County

Wakulla Animal Services

Address: 1 Oak St, Crawfordville, FL 32327

Phone: (850) 926-0902/ <http://www.wakullaanimalservices.com/>



In addition, there are properties (i.e., hotels, vacation rentals, bed & breakfast, and campgrounds) that allow pets to stay at their place are discussed. According to the BringFido site: [https://www.bringfido.com/emergency/...](https://www.bringfido.com/emergency/) "Pet-friendly shelters are designed to accommodate household pets during an evacuation. All shelters require pre-registration of pets, proof of residency within the evacuation zone, and current medical and vaccination records for each pet. While in the shelter, owners are responsible for the feeding, care, clean-up, and behavior of their pets. Shelter openings are incident specific. Never go to a shelter unless local officials have announced it is open and you have filled out the pre-registration form. Shelters are lifeboats, not cruise ships, and should only be used as a last resort."

Also, BringFido offers services on all types of properties (i.e., hotels, vacation rentals, bed & breakfast, and campgrounds) that allow pets to stay at their place. Criteria search reveals that there are several hotels, vacation/bed & breakfast, and campgrounds in neighboring counties that allows pets. This website should be utilized during a possible county evacuation for current availability to the pet-owner residents in Franklin: [https://www.bringfido.com/lodging/.](https://www.bringfido.com/lodging/)

### *Additional Shelter details*

Refuges of last resort will be used for temporary and minimal sheltering to evacuees who cannot be accommodated in public shelters. These shelters would not be expected to offer bedding, food, or water, medical or other services and the evacuees should be self-supporting. Every attempt will be made to move these evacuees to public shelters as soon as possible. Sources of refuge would include church buildings, service club buildings, community centers and possible individual homes, if needed. Unoccupied office, warehouse or other types of building may be utilized. A map of temporary shelter locations is located in Emergency Management and will be released to the media by ESF-14.

The decision to use the Franklin County Animal Control Shelter will be based on the projected threat of the incident. In some cases, the threat may be sufficient to prohibit the opening of any public shelters within the county. In that case, regional sheltering will be coordinated with adjacent counties and the State EOC.

## Relief Operations

Once the emergency has passed, coordination of relief operations will begin such as search and rescue operations, mass casualty activities, provision of emergency supplies, preliminary damage assessment, emergency debris removal, and emergency restoration of utilities. The EOC will continue to direct management and coordination of all emergency response functions. Emergency relief agencies as well as

all levels of government and the responding disaster relief organizations will be represented through various emergency support functions in the EOC.

The primary initial local coordinating agency for requesting resources and relief from State and Federal sources and allocating such supplies within the County will be the Emergency Operations Center. State and Federal Emergency Response Teams will be established and sent as soon as possible after the emergency. Ideally, these Emergency Response Teams will be located in Franklin County at or near the Emergency Operations Center and will carry out all State coordination and assistance functions until the Federal Disaster Field Office (DFO) is established.

The municipality will make requests for immediate relief supplies and resources to the EOC. The EOC will consolidate all city requests into a county request for immediate relief resources. The County request for outside resources will be made to the State. Damage Assessment and Impact Assessment Guidelines outline specifics of these functions.

### **Implementation of the National Response Framework**

When it becomes apparent that the anticipated magnitude, and extent of damages will be beyond the capabilities of the County and State, and that federal resources will be necessary to supplement local emergency response efforts, the Governor will contact the Director of the FEMA Region 4 office in Atlanta and request implementation of the National Response Framework. Activation of this plan authorizes the mobilization of federal resources necessary to augment State and local emergency efforts.

### **FEMA's Advanced Emergency Response Team**



An advance element of the Emergency Response Team (ERT/A) is the initial group to respond in the field and serves as the nucleus for the full Emergency Response Team (ERT). The ERT/A is headed by a team leader from FEMA and is composed of FEMA program and support staff and representatives from selected federal agencies.

A part of the ERT/A will deploy to the EOC to work directly with the County to obtain information on the impacts of the emergency and to begin to identify specific requirements for federal assistance. Other members of the ERT/A will deploy directly to the most affected areas to identify an appropriate location for the Disaster Field Office (DFO); establish communications; and set up operations in the field.

### **FEMA's Emergency Response Team**

The Federal Coordinating Officer (FCO) will head the full Emergency Response Team (ERT). The ERT is composed of the FCO, FEMA program and support staff, and representatives from each of the 12 federal ESFs. The responsibilities of the ERT include:

### Emergency Response Team (ERT) Responsibilities

Coordinating overall federal response and emergency response activities to the county.

Working with the county and State to determine support requirements and to coordinate those requirements with the ESFs.

Tasking the ESFs or any other federal agency to perform missions in support of the county. Upon their arrival, the team leader and ESFs will receive an operational briefing from the EM Director and be assigned working space from which to conduct their activities. Once this is completed, the federal ESF staff will establish contact with their counterparts on the county and State ESFs to coordinate the provision of federal assistance to meet resource needs, which exceed the capability of the State and affected local governments.

### Concept of Operations – Pre-Disaster and Post-Disaster Mitigation Activities

This section of the plan provides an overview of the management of the pre- and post-disaster mitigation activities in Franklin County. The purpose is to provide guidance for the activities necessary for Franklin County to reduce the potential for damage and loss from future disasters affecting the county.

### Emergency Management Organization System Used During Mitigation

The County operates under the Incident Management System during emergency operations and has adopted NIMS. This system is especially effective for managing response and recovery operations that involve multiple agencies each working on different though interrelated tasks. The organization system employed during mitigation activities is streamlined in large part because Franklin County Emergency Management has the primary responsibility for nearly all aspects of pre- and post-disaster mitigation. Although there are times when EM receives assistance from supporting agencies, however, the vast majority of mitigation activities are carried out directly by EM staff. The



organizational chart that follows shows the relationship between the Franklin County Emergency Management and supporting agencies involved in mitigation operations.

**Table 11 - Agency Responsibilities for Hazard Mitigation Pre - Post Disaster**

Agencies	Pre-Disaster Mitigation	Post-Disaster Mitigation	Member of the LMS Working Group
Franklin County Emergency Management	P	P	M
Franklin County Board of County Commissioners	S	S	M
Franklin County School District	S	S	M

City of Apalachicola Commission	S	S	M
Franklin County Road Department	S	S	M
Franklin County Sheriff's Office	S	S	M
Franklin County Appraiser's Office	S	S	M
City of Carrabelle Commission	S	S	M
Franklin County Planning & Building Department	S	S	M
Franklin County Solid Waste/Parks & Recreation	S	S	M
Eastpoint Water & Sewer District	S	S	M
Florida Forest Service	S	S	M
Florida Division of Emergency Management (FDEM)	S	S	State liaison for the LMS Working Group
<b>Additional Departments and Organizations</b> <i>(These organizations might participate in the pre – post disaster mitigation activities)</i> <i>Note: There could be additional departments or organizations that are not listed.</i>			
Franklin County Fire Departments	S	S	
Franklin County Clerk of the Court	S	S	
Franklin County Public Health Department	S	S	
Franklin County Agriculture Extension	S	S	
Weems Memorial Hospital/Emergency Medical Services (EMS)	S	S	
Franklin County Correctional Institution	S	S	
Franklin County SHIP	S	S	

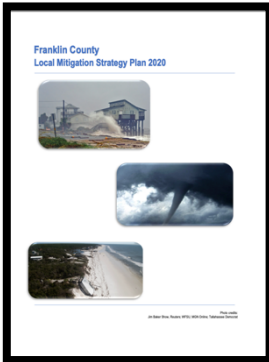
City of Apalachicola Planning & Community Development	S	S	
City of Apalachicola Public Works	S	S	
City of Apalachicola Building Department	S	S	
City of Apalachicola Police Department	S	S	
Northwest Florida Water Management District	S	S	
Florida Department of Transportation	S	S	
Apalachicola Bay Chamber of Commerce	S	S	
Carrabelle Chamber of Commerce	S	S	
Private Business	S	S	
Public Utilities Representatives	S	S	
American Red Cross	S	S	
Salvation Army	S	S	
Faith Based Organizations	S	S	
Key Code: <b>P = Primary Agency/ S = Support Agency/ M = Member</b>			

### Notification and Coordination of Agency Participation in Mitigation Pre-Disaster Operations

Coordinating mitigation activities in the pre-disaster environment are the responsibility of Emergency Management with the direction and guidance of the Local Mitigation Strategy Working Group.

The Franklin County LMS identifies the hazards to which Franklin County is vulnerable; assesses the facilities and structures that are most vulnerable to hazards; offers a prioritized list of mitigation projects to take advantage of available funding; and identifies mitigation projects to these sources of funding.

**Franklin County Local Mitigation Strategy (LMS) Plan 2020,**  
*expires February 17, 2026*



Franklin County Emergency Management is responsible for maintaining the Franklin County LMS Plan. The LMS Master Project list (an integral part of the LMS Plan) will be analyzed, reviewed, and updated annually, after each major disaster, or on an as needed basis. Participation by local agencies will be coordinated by Franklin County EM and will involve the supporting agencies listed in table 11.

**Notification and Coordination of Agency Participation in Mitigation Post-Disaster Operations**

Franklin County EM is responsible for coordinating local agency participation in post-disaster mitigation activities. Local agencies involved in these operations will vary according to the specifics of each hazard event. Emergency Management staff will contact all agencies for post-disaster mitigation activities and notify them as to their role in these operations via email, phone, or text.

**Coordination of Mitigation Activities with Municipalities and the State**

The Franklin County EM Director will be responsible for coordinating mitigation activities with the municipalities and the State EOC. The mayors of the Cities of Apalachicola and Carrabelle or designee will be updated throughout the response, recovery, and mitigation phases of the event. During hazard events, briefing meetings will be held daily. The EM Director will coordinate on an as needed basis with the Bureau of Recovery and Mitigation at the FDEM.

**Local Government Status in the National Flood Insurance Program (NFIP)**

As stated by FEMA... “The NFIP is aimed at reducing the impact of flooding on private and public structures. This is achieved by providing affordable insurance for property owners and by encouraging communities to adopt and enforce floodplain management regulations. These efforts help mitigate the effects of flooding on new and improved structures. Overall, the program reduces the socio-economic impact of disasters by promoting the purchase and retention of Risk Insurance in general, and National Flood Insurance in particular.”



The City of Apalachicola, the City of Carrabelle and Unincorporated Franklin County participate with the National Flood Insurance Program (NFIP). According to the NFIP policy information by State and Community, 7/31/23, Franklin County has 2,375 Flood Insurance Policies in force (1,685 in Franklin County, 147 in Carrabelle, 213 in Apalachicola, and 330 in Franklin County (unknown)).

**Table 12 – Franklin County NFIP**

CID #	Community Name	County	Init FHBM Identified	Init FIRM Identified	Curr Eff Map Date	Reg-Emer Date	Tribal
120088	Franklin County	Franklin County	1/3/1975	7/18/1983	2/5/2014	7/18/1983	No
120089	City of Apalachicola	Franklin County	3/30/1973	7/18/1983	2/5/2014	7/18/1983	No
120098#	City of Carrabelle	Franklin County	1/18/1974	7/18/1983	2/5/2014	7/18/1983	No

The Community Rating System (CRS) is a voluntary program for National Flood Insurance Program (NFIP) participating communities. This program’s goals are to reduce flood damages to insurable property, strengthen and support the insurance aspects of the NFIP, and encourage a comprehensive approach to floodplain management. CRS has been developed to provide incentives in the form of premium discounts for communities to go beyond the minimum floodplain management requirements to develop extra measures to provide protection from flooding.

As of the 7/23/2023 Community Rating System Eligible Communities Report, Franklin County and the City of Carrabelle participate in the CRS. The City of Apalachicola does not participate in the CRS; however, the city recognizes the value of participating in the CRS and will continue to research and review this valuable program.

**Process for Identifying Mitigation Opportunities in the Post-Disaster Environment**

Franklin County Emergency Management is responsible for coordinating all recovery operations in the county. As a result of this active role in the recovery process, EM is well poised to identify opportunities for future mitigation projects such as *elevation and/or acquisition of flood prone structures, drainage improvement projects and infrastructure enhancement projects*. Franklin County EM works closely with the damage assessment teams in the field, the building department for the county, and the municipality to identify potential mitigation opportunities.

**Process to Manage Mitigation Assistance Funds**

All mitigation and recovery grants are applied for and administered by Franklin County Emergency Management. The EM Department has managed a variety of recovery and mitigation grants in the past including Hazard Mitigation Grant Program (HMGP) funds. Emergency Management is also the administrator for all emergency management grants involving the county. Funding sources including technical assistance funding from FEMA and the Flood Mitigation Assistance Programs are available. Additional resources are identified in the LMS Plan.

## **Pre-Disaster Mitigation Activities**

Franklin County EM participates in providing information to the citizens of Franklin County in ongoing public outreach activities. This includes the use of online postings, newspaper advertisements, public services announcements (PSA) (sample of PSAs located in Annex I, Recovery, Misc. Documents), surveys, flyers, EM booth participation at festivals, educational programs, and conferences. Presentations are made at both public and private meetings to inform attendees of mitigation activities available. The county also actively supports public education regarding building policies in flood prone areas. Pre-disaster hazard mitigation projects are described in detail in the Franklin County LMS Plan.

The LMS Working Group involves agencies of the county government, all municipalities within the county, members of the private industry, neighboring communities, private nonprofit, and the community residents in mitigation activities. This civic involvement provides a meeting ground for resource and information sharing regarding mitigation problems and opportunities in the community.

## **Post-Disaster Mitigation Activities, Coordination Between Lead and Support Agencies**

Emergency Management will serve as the organization responsible for coordinating mitigation activities for lead and support agencies. The Franklin County EM Director will be responsible for this task. The process of coordination is straightforward for the county and the small number of agencies actively involved in post-disaster mitigation activities.



<p><b>Planning Assumptions</b></p>	<p>Personnel resources for daily operations in Franklin County are limited, and in the aftermath of a disaster these resources are stretched even further. As a result, the County relies in large part on information generated by the Franklin County, the Building &amp; Planning and the county Road Department during the local damage assessment process, the prioritized projects listed in the Franklin County LMS master mitigation project list, and overall guidance from the Emergency Management Director and the LMS Working Group in determining specific mitigation priorities following a disaster.</p>
<p><b>Lead Agency with Responsibility for Providing Mitigation Assessment</b></p>	<p>Franklin County Emergency Management is the primary agency charged with post-disaster mitigation assessment. The EM Director has the primary responsibility for assessing mitigation needs in the post-disaster environments.</p>
<p><b>Local Agencies with Supporting Roles in Mitigation Assessment</b></p>	<p>The Franklin County Building &amp; Planning, the Property Appraiser, the Road Department, the Solid Waste Department, the School District, the City of Apalachicola, the City of Carrabelle, the Eastpoint Water &amp; Sewer District, the Florida Forest Service, the Sheriff's Office are the supporting agencies that work closest with Franklin County Emergency Management in post-disaster mitigation assessment. There are, however, several other local agencies that may indirectly support mitigation in Franklin County. Review table 11 for a list of additional agencies in the county.</p>
<p><b>Roles and Responsibilities of Lead Support Agencies</b></p>	<p>Franklin County Emergency Management</p> <p>Franklin County Emergency Management will serve as the coordinating organization for all post-disaster mitigation activities. The EM Department will notify all supporting agencies required for mitigation assessment operations and coordination on the following:</p> <ul style="list-style-type: none"> <li>• Identifying potential mitigation projects;</li> <li>• Completing the application process for mitigation related grants; and</li> <li>• May serve as the grant administrator for all mitigation grants.</li> </ul> <p>The Emergency Management Director also serves as the point of contact for providing information to residents of the county describing how they can minimize damage from future disasters.</p> <hr/> <p>Franklin County Property Appraiser</p> <p>The Franklin County Property Appraiser will support the Franklin County EM by providing technical expertise regarding property estimated values, dimensions (square footage), and the principal use of the building on the damaged properties as a result of a disaster.</p>

	<p>Franklin County Building &amp; Planning and the Cities of Apalachicola and Carrabelle Building Departments.</p> <p>The building departments would determine the estimated damage to the structure(s) and if they were built in a Special Flood Hazard Area (SFHA) and identify and enforce the county's flood ordinance on rebuilding.</p> <p>Also, the departments will provide support to Emergency Management in identifying mitigation activities that could reduce the vulnerability of public infrastructure, businesses and housing stock to damage and loss from natural and manmade disasters.</p>
	<p>Franklin County Road Department</p> <p>The Franklin County Road Department will assist the Emergency Management in identifying potential road, culvert, water, and sewer mitigation projects.</p>

In Franklin County, much of the work involved in identifying opportunities for possible mitigation projects is carried out during the pre-disaster mitigation phase (i.e., during the mitigation project identification process carried out by the Franklin County LMS Working Group). Opportunities for mitigation are also discovered during recovery stage with the initial and preliminary damage assessments and throughout the public assistance processes. The supporting agencies noted above document damage to public infrastructure, businesses and residences working in conjunction with Emergency Management. The Franklin County LMS Working Group, along with input from supporting agencies, then considers, development trends, the information gathered during the recovery phase and determinations are made regarding potential mitigation projects.

Details include:

- ✓ The Franklin County Emergency Management Director will be responsible for ensuring all equipment and resources necessary for mitigation assessment are available when needed.
- ✓ Vehicles used for mitigation assessment include city, and county government vehicles, fire department vehicles and personal vehicles.
- ✓ The following is provided by Emergency Management and used for mitigation assessment: office supplies, locations of damages using global positioning system (GPS) or annotated maps (if available), damage dimensions, materials, and the size or capacity of damaged facility elements, photos of the damages, and any other resources may be requested on an as needed basis through Emergency Management.
- ✓ Equipment, vehicles and supplies necessary for mitigation activity are located throughout the county either in stations, assigned to individual personnel or readily accessible to department personnel.

## **Training Procedures for Mitigation Personnel**

Personnel involved in mitigation activities will receive on-going training according to their individual needs. Franklin County EM Director will work with all mitigation assessment team members to ensure that all training needs are met. The primary source for mitigation training is through the Florida Division of Emergency Management.

## **Potential Funding Sources for Mitigation Activities/Projects**

Depending on project characteristics, Franklin County may have a variety of funding programs available for mitigation measures. These include, but are not limited to:

- Public Assistance (PA)
- Hazard Mitigation Grant Program (HMGP)
- Pre-Disaster Mitigation Grant Program (PDM)
- Flood Mitigation Assistance Grant Program (FMA)
- Community Development Block Grant (CDBG)
- Special Event-Specific Appropriations and Grants
- Mitigation Measures in Conjunction with Repair/Restoration
- Florida Communities Trust (acquisition/open space)
- Direct Congressional Appropriation
- Direct Legislative Appropriation
- Local Capital Improvement Budgets

## IV. Preparedness Activities

IV.B. The preparedness section of the CEMP outlines those activities the county will undertake to prepare for response, recovery, and mitigation efforts. This section will address the jurisdiction's programs to fulfill the requirements for each step of the preparedness cycle (planning, training, equipping, exercising, evaluating, and taking action to correct and mitigate.) These programs should adopt relevant NIMS standards, guidelines, processes, and protocols.

Effective incident management begins with a host of preparedness activities conducted well in advance of any potential incident. Preparedness involves an integrated combination of planning, training, exercises, personnel qualification and certification standards, equipment acquisition and certification standards, and publication management processes and activities.

### IV.B.1 - General Issues

#### IV.B.1(a) Responsible for the Development

The Emergency Management Director is responsible for research, development, update, and maintenance of the Comprehensive Emergency Management Plan (CEMP). The EM Director will ensure that all necessary revisions to the plan are prepared, coordinated, published, and distributed to the recipients of the CEMP. The distribution list, which is displayed at the front of this document is used to verify that all appropriate persons and offices are copied as required.

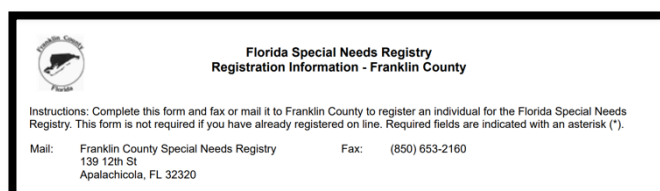
#### IV.B.1(b) Responsible for Vital Records

The EM Director is responsible for the preservation of vital records or documents deemed essential for continuing government functions and conducting post-disaster operations in Franklin County.

#### IV.B.1(c) - Special Needs Residents

There are 22 special needs residents registered with the EM Department (including transportation disadvantaged residents). All 22 special needs residents would need access to the special needs shelter. Specifics on eligibility, health medical admission criteria, shelters and supplemental shelters are identified on what to bring to a special needs shelter.

Franklin County's special needs registration form identifies residents with a special medical need. The application can be obtained through the Emergency Management Department under the programs tab, special needs program, registration information which can be printed or completed online - click the link:



<https://www.franklinemergencymanagement.com/services/special-needs/>

The special needs clients will register with the Emergency Management Department and the information collected on each individual client is filed and maintained by the EM Director and the special needs coordinator. This information will be used by the Emergency Operations Center during such time evacuations are required.

The EM Department maintains a current and updated list of the special needs residents within the county. For those needing further assistance, contact the Emergency Management Department at 850-653-8977 or email to [emfranklin@franklinemergencymanagement.com](mailto:emfranklin@franklinemergencymanagement.com).

## IV.B.1 – Public Awareness and Education

### IV.B.2 (a) Methods for Emergency Information

As noted in the Concept of Operations section of the plan, Franklin County must provide the public with sufficient advance warning time for effective preparation and emergency plans to be implemented. Warning to the public is a major concern. Notice must be coordinated with stations in Panama City and Tallahassee for TV and radio broadcast of PSAs, and with several radio stations that cover Franklin County. The following warning systems are available to disseminate warnings and warning information to the public:

- Everbridge software applications that automate and accelerate the county’s operational response to critical events in order to keep people safe and operations running faster. During public safety threats situations or severe weather conditions, as well as critical events (i.e. IT outages, cyber-attacks or other incidents) the county can rely on the company’s SaaS-based Critical Event Management platform to quickly and reliably aggregate and assess threat data, locate people at risk and responders able to assist, automate the execution of pre-defined communications processes, and track progress on executing response plans.
- The Everbridge logo consists of a blue checkmark icon followed by the word "everbridge" in a lowercase, sans-serif font. The logo is enclosed in a black rectangular border.
- Emergency Alert System (EAS) is a national public warning system that requires broadcasters, cable television systems, wireless cable systems, satellite digital audio radio service (SDARS) providers, and direct broadcast satellite (DBS) providers to provide the communications capability to the President to address the American public during a national emergency.
- The logo for the Franklin County Emergency Alert System features a map of Franklin County, Florida, with a red "ALERT" text and a blue "FRANKLIN" text below it. To the right of the text is a signal icon. The entire logo is enclosed in a black rectangular border.
- Integrated Public Alert & Warning System (IPAWS) issues critical public alerts and warnings in their jurisdictions. Using IPAWS allows alerting authorities to deliver alerts simultaneously through multiple communication pathways to reach as many people as possible.
  - Websites: The Emergency Management (EM) County website and the Emergency Management Facebook:

Franklin County Emergency Management:  
<https://www.franklinemergencymanagement.com/>

Franklin County Emergency Management Facebook:  
<https://www.facebook.com/FranklinEOC/>

The Franklin County residents can get the latest emergency communications information and review details on the alerts, news & weather events in reference to notifications and closures link for road conditions, county and school closures, and watches, warnings, and advisories. This site also provides evacuation information, specific detail weather updates from the national weather service. NOAA Weather Alert Radio – the residents can listen to the NOAA weather alert or check out the NOAA website for the latest and updated information for the area.

- ✓ EOC Emergency contact number: **850-653-8977**
- ✓ Radio and TV Stations – the Franklin residents can listen to the local radio or watch the local TV stations.
- ✓ Cable providers have an information channel on cable, which can be accessed by residents and hotel/motel visitors. Telephone call notification can be accomplished by contacting motels/hotels, campgrounds and other businesses that cater to seasonal or transient populations.

Other informational warning communications can include:

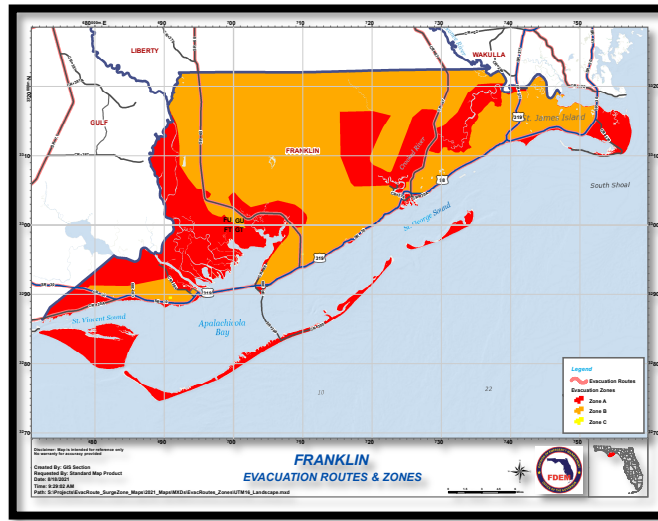
- ✓ Public Displays – post a written notices of declaration at the Franklin County Courthouse and County Courthouse Annex;
- ✓ Fax to media and local businesses;
- ✓ Public Speaking Events; and/or
- ✓ Face-to-face Communications (door to door announcements).

#### **IV.B.2 (b) Evacuation Map**

Evacuation route maps are used in emergency situations to be used as part of the public information program. A copy of the map can be downloaded from the EM website. In addition, residents can download the map at:

[https://maps.floridadisaster.org/county/EVAC\\_FRANKLIN.pdf](https://maps.floridadisaster.org/county/EVAC_FRANKLIN.pdf)

**Figure 23 – Evacuation Map for Franklin County**



Map Source: [https://maps.floridadisaster.org/county/EVAC\\_FRANKLIN.pdf](https://maps.floridadisaster.org/county/EVAC_FRANKLIN.pdf)

### IV.B.3 -Training and Exercises

This section outlines the Franklin County training and exercise program that ensures that emergency responders and the public fully understand the overall concept of Emergency Management (prepare, respond, recover, and mitigate) and their responsibilities before, during and after an emergency disaster as well as improving their capability for mitigation activities.

The training and exercise programs incorporate after-action reports for evaluation and review. Improvement plans are provided for enhancement and to allow and correct any specific action that needs to be addressed. All response agencies (ESFs) participate and attend training and exercises conducted in Franklin County.

The EM Director is responsible for the local emergency management training and exercise program for the county. To prepare for all emergency operations that arise in Franklin County, the EM Department organizes training opportunities for public, private, and non-profit organizations in the county. The EM Department continually assesses the needs of the community and identifies training to enhance the capacity of the county from disasters. The training includes standard courses on multi-agency incident command and management, organizational structure, and operational procedures; discipline-specific and agency-specific incident management courses; and courses on the integration and use of supporting technologies.

Emergency management training opportunities provided at the state and national level are monitored throughout the year. A variety of national courses are available for online and self-study training. Additionally, staff is encouraged to attend the FEMA Emergency Management Institute and the Florida Emergency Preparedness Association (FEPA) Annual Conference. The Emergency Management Department has

identified a list of courses which are recommended for personnel involved in emergency management operations, as indicated in the table 14.

The Franklin County EM Department staff have been actively involved over the past two years (FY 2022 and FY 2023) in offering training courses at the EOC and completing numerous training courses and exercises. The comprehensive list is noted in table 13.

**Table 13 – Franklin County Training Courses & Exercises**

<b>Training Courses Offered at the EOC</b> <i>(over the past two years – FY 2022 and FY 2023)</i>	
<b>Training Courses</b>	<b>Date</b>
CPR & First Aid	2/7/22
CPR & First Aid	2/23/22
PIO – L105	4/13/22
CERT Training	4/21/22
Intermediate EOC Functions G-2300	4/28/22
CPR & First Aid	3/14/23
Ham Radio License Class	6/27/23
CERT – ICS 100/200 Lunch and Learn	7/11/23
<b>Trainings Taken by EOC Staff</b> <i>(over the past two years – FY 2022 and FY 2023)</i>	
<b>Training Courses</b>	<b>Date</b>
Hydrology 101	1/13/22 – 2/1/22
NWS Spring Severe Weather Season Training	2/8/22
Region 2 Integrated Preparedness Plan Workshop	3/22/22
FEPA Intermediate Academy	6/17/22
Managing Public, Private, and NGO Partnerships	6/27/22 – 6/30/22
FROC Kickoff Training	6/28/22; 7/18/22
Substantial Damage and Post Disaster Training for Floodplain Administrators	7/26/22
Gulf Resource Advisory Training	8/3/22
27P EMPG Rule Workshop	8/22/22
G288 Local Volunteer and Donations	9/6/22 – 9/8/22
G191 Incident Command System	9/20/22 – 9/21/22
SPNS Registry Just In Time Training	9/22/22
Everbridge Training	11/2/22
23NV-0105 OLS V2	1/10/23
FEPA Certification Portal Reviewer Training	2/20/23
G2304 – EOC Planning Support Skillset	3/7/23 – 3/10/23
Everbridge Training	3/27/23
H2302 EOC Leaders Skillset	3/28/23 – 3/31/23
Special Needs Registry Health Care Providers and Intake Training	4/23/23
G577 Rapid Needs Assessment	6/13/23 – 6/14/23



WebEOC Training	7/12/23
<b>Exercises Participated in by EOC Staff</b> <i>(over the past two years – FY 2022 and FY 2023)</i>	
<b>Exercise Courses</b>	<b>Date</b>
SPNS Exercise at DOH, Franklin	3/9/22
Jim Woodruff Dam TTX	6/28/22
Active Shooter Mossy Head School	9/23/22
Aggravated and Armed: Active Threat Exercise	10/6/22
VTXX Flood Exercise with EMI	2/21/23 – 2/24/23
Bay County International Airport Exercise Mass Fatality	2/22/23
Bracing for Impact Exercise	3/29/23
DOH SPNS Call Down Exercise	5/4/23
Hurrevac Exercise	6/16/23

Many of the recommended courses have been completed through the past several years by staff and other personnel involved in the EM operation process.

**Table 14 – Recommended Training Courses for the Emergency Management Department and Other Agencies in Franklin County**

Recommended Training Courses	
<b>IS-700</b>	National Incident Management, An Introduction
<b>ICS-100</b>	Introduction to the Incident Command System (ICS)
<b>ICS-200</b>	ICS for Single Resources and Initial Action Incidents
<b>ICS-300</b>	Intermediate ICS for Expanding Incidents
<b>ICS-400</b>	Advanced ICS for Command and General Staff
<b>ICS-230</b>	Fundamentals of Emergency Management
<b>IS-2200</b>	Basic Emergency Operations Center (EOC) Functions
<b>G-191</b>	ICS/EOC Interface
<b>G-290</b>	Basic Public Information Officer (PIO)
<b>G-202</b>	Debris Management Planning for State, Tribal and Local
<b>G-273</b>	Managing Floodplain Development
<b>G-278</b>	Benefit-Cost Analysis: Entry Level Training
<b>IS-362</b>	Multi-Hazard Emergency Planning for Schools
<b>ICS230</b>	Principles of Emergency Management

### IV.B.3 - Exercises

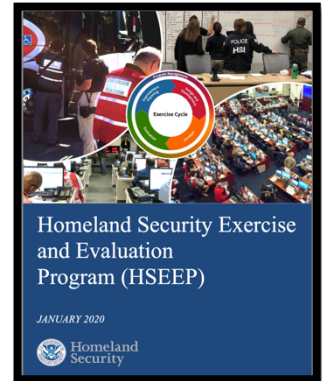
As stated by Ready.gov.... “Post-incident critiques often confirm that experience gained during exercises was the best way to prepare teams to respond effectively to an emergency. Exercises should be designed to engage team members and get them working together to manage the response to a hypothetical incident.

Exercises enhance knowledge of plans, allow members to improve their own performance and identify opportunities to improve capabilities to respond to real events.”

There are several different types of emergency management exercises that can be used to evaluate program plans, procedures, and capabilities. Establishing practical exercises are the primary ways to activate, test and evaluate the components of the various plans and procedures within Franklin County and to confirm if the plans in place will work in an actual emergency disaster situation.

Incident management organizations and personnel must participate in these realistic exercises to include multidisciplinary; multi-jurisdictional; and multi-sector interaction to improve integration and interoperability and optimize resource utilization during incident operations.

All exercises are conducted utilizing the Homeland Security Exercise Evaluation Program (HSEEP) programs which serves as a national model and built for implementation at the State and local levels. The HSEEP doctrine is designed to implement a capabilities-based training and exercise program that includes a cycle, mix, and range of exercise activities of varying degrees of complexity and interaction.



Franklin County provides the following types of exercises:

**Table 15 – Types of Training Exercises**

<b>Tabletop Exercises</b>	<p>Tabletop exercises are discussion-based sessions where the county team members will meet in an informal, classroom setting to discuss their roles during and after an emergency and their responses to a particular emergency situation. A facilitator guides participants through a discussion of one or more scenarios and the duration of a specific tabletop exercise depends on the audience, the topic being exercised, and the exercise objectives. They are designed to stimulate important issues and can be conducted in as little as a few hours for a cost-effectiveness tool to validate the plans in place and the capabilities.</p>
	<p><b>Elements for tabletop exercises</b></p> <ul style="list-style-type: none"> <li>● Assessing the needs</li> <li>● Defining the scope and objectives</li> <li>● Establishing a purpose statement</li> <li>● Building the scenario foundation</li> <li>● Determining the important scenario events</li> <li>● Developing the discussion questions</li> </ul>

	<p><b>Attributes and benefits from a tabletop exercise</b></p> <ul style="list-style-type: none"> <li>• Increased critical thinking among the county leaders experiencing near realistic conditions during a hazard event.</li> <li>• Uncovering issues before they could potentially happen.</li> <li>• Coordination on decision making.</li> <li>• Establishing clear preparedness objectives</li> <li>• Strengthening crisis preparedness for the entire community</li> <li>• Practicing group problem solving</li> <li>• Conducting a specific case study</li> <li>• Examining personnel issues</li> <li>• Assessing interagency coordination</li> </ul>
<b>Functional Exercises</b>	<p>The functional exercises allow the county personnel to validate the plans and readiness by performing their duties in a simulated operational environment. Activities for a functional exercise are scenario-driven (i.e., specific disaster hazard scenario). They are designed to exercise specific team members, procedures, and resources (i.e., communications, warning, notifications, and equipment set-up).</p>
	<p><b>Elements for functional exercise</b></p> <ul style="list-style-type: none"> <li>• Provide training on new equipment, validate procedures, or practice and maintain current skills.</li> <li>• Tests and evaluates individual capabilities, multiple functions, or interdependent groups of functions.</li> <li>• Includes command post exercises.</li> <li>• Events projected through an exercise scenario with event updates that drive activity at the management level.</li> <li>• Evaluators observe behaviors and compare them against established plans, policies, procedures, and standard practices.</li> </ul>
	<p><b>Attributes and benefits from a functional exercise</b></p> <ul style="list-style-type: none"> <li>• Conducted in a realistic environment.</li> <li>• Results are measured against established standards.</li> <li>• Evaluation on emergency operations centers</li> <li>• Examination on inter-jurisdictional relationships</li> <li>• Performance analysis</li> <li>• Cooperative relationships are strengthened.</li> </ul>
<b>Full-Scale</b>	<p>Full-scale exercises are as close to the real thing as possible. It is a lengthy exercise which takes place on location using the equipment and personnel that would be called upon in a real event. Full-scale exercises are conducted by public agencies and often include participation from local businesses.</p>
	<p><b>Elements for full-scale exercise</b></p>

<p><b>Exercises</b></p>	<ul style="list-style-type: none"> <li>• Includes many players operating under cooperative systems such as the Incident Command System (ICS) Unified Command</li> <li>• Focuses on implementing and analyzing the plans, policies, and procedures that may have been developed in discussion-based exercises and honed during previous, smaller exercises.</li> <li>• Involves multiple agencies, organizations, and jurisdictions.</li> <li>• Conducted in a realistic environment to mirror a real incident by presenting complex problems.</li> <li>• Mobilizes and deploys prevention and response elements.</li> <li>• Tests major portions of operations plans under field conditions.</li> <li>• Largest and most complex exercise type</li> </ul>
	<p><b>Attributes and benefits from a full-scale exercise</b></p> <ul style="list-style-type: none"> <li>• Demonstrates roles and responsibilities as address in plans and procedures.</li> <li>• Exercise site is usually large with many activities occurring simultaneously.</li> <li>• Cooperative relationships are strengthened.</li> <li>• Evaluation of resource requirements</li> <li>• Increased critical thinking among the county leaders experiencing near realistic conditions during a hazard event.</li> </ul>

Prior to the hurricane season, Emergency Management organizes a tabletop exercise incorporating the participation of all ESFs that serve in the EOC along with the county and municipal agencies, which do not have an active role.

**IV.B.3 (a) Agencies that Participate in the Exercises**

Several Franklin County organizations participate in the various levels of exercises. The government and private agencies are as follows:

- Board of County Commissioners
- Emergency Management Department
- School District
- Public Health Department
- Fire Departments
- Planning & Building Department
- Road Department
- Solid Waste
- Sheriff's Office
- City of Apalachicola Administration and Commission
- City of Carrabelle Administration and Commission
- George E. Weems Memorial Hospital
- Emergency Medical Services
- Property Appraisers Office

- County Corrections
- Police Departments
- American Red Cross
- Salvation Army

**IV.B.3 (b-c) Provision and Schedule for the Exercises**

On an annual basis once an exercise budget has been confirmed, the Franklin County Emergency Management Department conducts a needs assessment and defines a detailed schedule of the types of training and exercises that will be available that fiscal year for the government and private agencies. An email invitation is sent with ample time for response to plan and schedule the exercise with the different agencies (i.e., government, private organizations, and volunteer groups).

Depending on the type of training and/or exercise performed the goal for the county is for improved coordination between internal and external teams and organization. The required supplies and materials will be furnished to the participants with identified roles and responsibilities. An exceptional and highly productive training and/or exercise can provide the valuable experience needed for each agency in responding effectively to an emergency.

**IV.B.3 (d) Evaluation and Steps to Correct any Noted Deficiencies**

After every exercise or activation, an After-Action Report (AAR) and Improvement Plan (IP) will be completed. The AAR/IP document generally includes an exercise overview, analysis of capabilities, and a list of corrective actions. The length, format, and development timeframe of the AAR/IP depend on the exercise type and scope. These structure for the report should be determined by the exercise planning team, based on the expectations of senior leaders. The AAR/IP should include an overview of performance related to each exercise objective and associated capabilities.

AARs and IPs are formal documents, intended to serve as aids to performance evaluation and improvement, by registering situation-response interactions, analyzing critical procedures, determining their effectiveness and efficiency, and proposing adjustments and recommendations.

The AAR/IP is categorized as either strengths or areas for improvement, Observations do not have to be lengthy to be impactful. A comprehensive written observation includes a clear and direct statement of the issue identified, a brief description of the analysis, and the impact or result of the issue. A summary of the analysis completed can be included to help stakeholders understand how the evaluation team arrived at the conclusion.

**Table 16 – Categories of an After-Action Report and Improvement Plane**

<b>Strengths</b>	<ul style="list-style-type: none"> <li>• Actions that went exceptionally well given the circumstances</li> <li>• The impact of positive performance on desired or expected outcomes.</li> <li>• Activities that yielded better results than could have been expected.</li> </ul>
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<b>Areas for Improvement</b>	<ul style="list-style-type: none"> <li>• Outcomes did not meet expectations or intent.</li> <li>• The negative impact of actual performance on desired or expected outcomes.</li> <li>• The factors that contributed to the inability to meet critical tasks, capability targets, or desired outcomes.</li> </ul>
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## IV.B.4 -Training

### IV.B.4(a -b) Coordination for the Training Program

The Emergency Management Director is responsible for coordinating the Franklin County training program.

The objectives of training are to develop team skills for the Franklin County Emergency Operations Center; field operations; information systems; technical information related to hazard mitigation, preparedness, response, and recovery; and roles and responsibilities of all levels of government and the private sector in the face of emergencies or disasters.

County Departments designate Emergency Coordinators who will participate in training to better prepare their organizations to serve as a first responder in the event of a disaster. Needs assessments will be conducted to identify and produce a gap analysis on training deficiencies.

With budget limitations, emergency management is not solely responsible for paying for all training classes within the county. All departments and agencies are encouraged to budget for training classes for online or onsite training opportunities for law enforcement, medical fire services, utilities, local officials, and emergency management personnel. Training is available at a minimum from these resources:

- ✓ The National Preparedness online course catalog provides searchable, integrated information on courses provided or managed by FEMA’s Center for Domestic Preparedness (CDP), Emergency Management Institute (EMI), and National Training and Education Division (NTED): <https://training.fema.gov/>
- ✓ The State Emergency Response Team Training Resources and Activity Center (SERT TRAC) is the on-line training calendar housed at FDEM listing statewide training opportunities for government and private agencies: <https://trac.floridadisaster.org/trac/trainingcalendar.aspx>
- ✓ Florida Emergency Preparedness Association (FEPA): <https://www.fepa.org/meetings-and-trainings>
- ✓ Governors Hurricane Conference: <https://flghc.org/>

The EM Department offers yearly training on the concepts of operations within the EOC. Group training involving various disciplines is encouraged for policy makers, the public information officer, emergency coordinators, human needs assessment teams, school board personnel, medical and /health, volunteers, and communications/dispatchers. Training on EOC Operations and the CEMP are essential with ensuring emergency procedures in place are known by all ESFs.

Evaluation forms are completed at the conclusion of all training classes to obtain students observations of

the class and to adjust for classes to be held in the future to better meet expectations and outcomes.

Franklin County, the City of Apalachicola, and the City of Carrabelle are responsible by law for the safety and welfare of its citizens. Training and exercises involve the county, the city's capabilities in a coordinated effort in accordance with individual plans and the Standard Operating Guidelines (SOG's) located in Annex I, Recovery.

#### **IV.C. - Mutual Aid Requests**

The Statewide Mutual Aid Agreement (SMAA) was updated in 2018. According to the Emergency Management Act, Chapter 252.40 provides local governments in the State the authority to develop and enter into mutual aid agreements within the state for reciprocal emergency aid and assistance in case of emergencies that are too extensive to be dealt with unassisted. Copies of such agreements shall be sent to the division. Such agreements shall be consistent with the state comprehensive emergency management plan and program, and in time of emergency it shall be the duty of each local emergency management agency to render assistance in accordance with the provisions of such mutual aid agreements to the fullest possible extent. Through such agreements will ensure the timely reimbursement of costs incurred by the local governments which render such assistance.

##### **IV.C. 1 – 2. Method and Process for Mutual Aid**

Mutual Aid requests for Franklin County are coordinated through Franklin County Emergency Management as referenced in the Statewide Mutual Aid Agreement. In addition, any request from outside Franklin County will be coordinated through Franklin County Emergency Management as referenced in the SMAA. The Clerk of the Court will maintain original agreements with working copies at the department level. Franklin County, the City of Apalachicola, and the City of Carrabelle are signatories to SMAA.

Upon need to request mutual aid the process for Franklin County will follow all articles I – XII as stated in the Division of Emergency Management, Statewide Mutual Aid Agreement, modified on February 26, 2018.

*See table 19 for a list of Mutual Aid and other agreements that Franklin County has in place.*

## V. Financial Management

In the Financial Management section of the plan, the local government through the emergency management office provides training and guidance in basic financial management to all departments and agencies that respond under the provisions of the local CEMP. This would include assistance provided under the Statewide Mutual Aid Agreement and under the Emergency Management Assistance Compact (EMAC). The primary agency responsible for the collection and processing of data used to document expenses and claim reimbursement is identified. Agencies secondary to financial management such as Risk Management, Grant Management, Engineers, and Architects are determined. Appropriate policies, regulations, and standards are provided.

It is the intent of this policy to provide guidance for basic financial management to all departments and agencies responding under the provisions of the plan. Additionally, to ensure those funds are provided expeditiously and those financial operations are conducted in accordance with appropriate Franklin County policies, regulations, and standards.

### Assumptions

- ✓ Due to the nature of most emergency situations, finance operations will often be carried out with compressed time frames and other pressures, necessitating the use of non-routine procedures. This, in no way, lessens the requirements of sound financial management and accountability.
- ✓ A Presidential disaster or emergency declaration will permit funding from the Federal Disaster Relief Fund under the provisions of the Stafford Act in addition to the financial resources initiated at the local and state levels.

### V.A. - Financial Management

Financial management during a disaster is the responsibility of the Franklin County Clerk of the Circuit Court and Comptroller, the Finance Department, the Emergency Management Office, and Florida Statewide Mutual Aid Agreement and will use this document to simplify reimbursement issues.

### V.B. – Guidance and Training

The Franklin County Clerk of the Circuit Court and Comptroller and the Finance Department will provide guidance and training on all financial management components prior to, during and following a disaster. The Clerk's office will also ensure complete and accurate records of emergency expenditures and obligations, including personnel and equipment costs, for potential future reimbursement. The Clerk's office will coordinate with the EM Director on all training.

### V.C. - Documentation Process

The Emergency Management Director is responsible of all documentation pertaining to expenditures, obligations for manpower, equipment, and materials. Each county department and constitutional office is responsible for collecting and forwarding appropriate information to the EM Director or who then reports to



the Franklin County Board of County Commissioners.

Municipalities are responsible for collecting and compiling their own documentation regarding disaster actions and expenditures. Municipalities will be offered the same opportunities as the county for training related to record keeping and reimbursement.

### V.D. – County’s Role under Mutual Aid

The EM Director has responsibility for overseeing the mutual aid process in a Level 1 disaster. Mutual Aid requests for Franklin County are coordinated through the EM Director as referenced in the Statewide Mutual Aid Agreement (SMAA). In addition, any request from outside Franklin County will be coordinated through Franklin County Emergency Management as referenced in the SMAA. The Clerk of the Court and Finance Department will maintain original agreements with working copies at the department level.

The county shall be responsible for reimbursement of all authorized expenses to the assisting party. The assisting party (provider of the mutual aid) shall bill the county for all expenses after they incurred and as soon as possible, but not later than sixty (60) days following the period of assistance. The deadline for identifying damage, however, may be extended in accordance with 44 CFR Part 206.

The assisting party shall maintain detailed records for a minimum of three (3) years following project close out. The assisting party shall submit to the requesting party the appropriate FEMA summary forms along with invoices when requesting reimbursement.

### Expenditure of Funds

Timely financial support of any extensive response activity could be crucial to saving lives and property. While innovative means of procurement may be called for during times of emergencies, it is still mandatory that good accounting principles and practices be employed to safeguard the use of public funds from the potential of fraud, waste, and abuse. All expenditures of **up to and over \$10,000** must be approved by the Board of County Commissioners Chairman for supporting preparedness, response, recovery, and mitigation operations.

**Table 17 – Expenditure of Funds**

<b>Agency responsibility for expenditure of funds</b>	<ul style="list-style-type: none"> <li>In concert with federal guidelines, officials of the primary and support agencies will give approval for expenditure of funds for response operations. Each agency is responsible for establishing effective administrative controls of funds and segregation of duties for proper internal controls, and to ensure that actions taken, and costs incurred are consistent with the missions identified in this plan.</li> </ul>
<b>Maintenance of records of all expenditures</b>	<ul style="list-style-type: none"> <li>Extreme care and attention to detail must be taken throughout the emergency response period to maintain logs, formal records, and file copies of all expenditures (including personnel time sheets) in order to provide clear and reasonable accountability and justification for future reimbursement requests.</li> </ul>

	<p>Reimbursement is NOT an automatic "given," so, as much deliberative prudence as time and circumstances allow should be used.</p>
<p><b>Coordination with the Clerk and Finance Department</b></p>	<ul style="list-style-type: none"> <li>• All funding and financial actions will be coordinated with the Clerk of Circuit Court &amp; Comptroller and the Finance Department for Franklin County. On a day-to-day, non-emergency basis, the Emergency Management Director will coordinate a training schedule for emergency event financial reporting and records maintenance requirements to coincide with the Emergency Management annual training and exercise schedule.</li> </ul>
<p><b>Records for Allocation and Disbursement</b></p>	<ul style="list-style-type: none"> <li>• All records relating to the allocation and disbursement of funds pertaining to activities and elements covered in this plan must be maintained, as applicable, in compliance with the following: <ul style="list-style-type: none"> <li>✓ Code of Federal Regulations (CFR), Title 44: Emergency Management and Assistance; Part 206 - Federal Disaster Assistance in a manner consistent with provisions of the Federal Robert T. Stafford Disaster Relief and Emergency Assistance Act;</li> <li>✓ Florida Statutes, Chapter 252.373, Allocation of Funds, details specifics relating to emergency management powers and responsibilities of local government;</li> <li>✓ The County, City of Apalachicola, and the City of Carrabelle Finance Departments;</li> <li>✓ The <i>Handbook for Disaster Assistance</i>, Florida Division of Emergency Management has been prepared to provide basic information and instructions. This handbook can be downloaded:  <a href="https://www.floridadisaster.org/globalassets/importedpdfs/disasterhandbook.pdf">https://www.floridadisaster.org/globalassets/importedpdfs/disasterhandbook.pdf</a></li> <li>✓ The <i>Public Assistance Policy Digest</i>, Federal Emergency Management Agency, defining policies and procedures for the Public Assistance Program. This handbook can be downloaded:  <a href="https://www.fema.gov/pdf/government/grant/pa/pdigest08.pdf">https://www.fema.gov/pdf/government/grant/pa/pdigest08.pdf</a></li> </ul> </li> </ul>
<p><b>Preservation of Vital Records</b></p>	<ul style="list-style-type: none"> <li>• The preservation of vital records for the continuation of government will be the responsibility of the Department Heads and Constitutional Officers. County court records are stored in a reinforced vault to insure the preservation of vital records pre and post disaster.</li> </ul>
<p><b>Tracking of Financial</b></p>	<ul style="list-style-type: none"> <li>• The Clerk of the Circuit Court &amp; Comptroller and the Finance Department are responsible for implementing, maintaining, and tracking all financial projects and</li> </ul>

<b>Projects</b>	matters during and after a disaster.
<b>Funding Sources (day-to-day) EM activities</b>	<ul style="list-style-type: none"> <li>• Funding sources for day-to-day emergency management activities and operations are available and include the following: <ul style="list-style-type: none"> <li>✓ Emergency Management Performance Grant (EMPG); Emergency Management Preparedness and Assistance (EMPA) Grant; Emergency Management Preparedness and Assistance Trust Fund (EMPATF).</li> <li>✓ Hazard Mitigation Assistance (HMA) Grants (pre and post disaster): Pre-Disaster Mitigation (PDM); Hazard Mitigation Grant Program (HMGP); and Flood Mitigation Assistance (FMA).</li> <li>✓ Public Assistance (PA) Program</li> </ul> </li> </ul>



**V.E. – Execute Funding Agreements**

The Franklin County Board of County Commissioners has the authorization to execute funding agreements with other legal entities on behalf the County. If funding agreements are issued between the State of Florida and the County, the Governor’s Authorized Representative, usually the Director of the Florida Division of Emergency Management (FDEM), also signs the agreement(s) for execution.

**V.F. – Funding Resources for Financial Assistance**

Before, during, and following a disaster, there may be a variety of financial resources available to county in prevention, preparation, mitigation, and response to and recover from a disaster event. At a minimum, the list is as follows:

- Emergency Management Preparedness and Assistance
- Emergency Management Performance Grant
- Pre-Disaster Mitigation Grant Program
- Flood Mitigation Grant Program
- Hazard Mitigation Grant Program
- Public Assistance Program
- Fire Management Assistance Grant Program

**V.G. Agency Responsible for Maintaining Records of Expenditures**

All departments within the county, the constitutional authorities, and other governmental agencies must ensure protection of their records during disaster situations.

The departments with vital records, such as the Clerk of Circuit Court and Comptroller, the Finance Department, the Property Appraiser, the Health Department, the School Board, etc., must take special care to ensure the safety of these records. Off-site storage or cloud storage of duplicate vital records, whenever feasible, is strongly recommended. All records, electronic and otherwise for disaster reimbursement will remain the property of the county except in the case of agencies filing direct as an applicant (Sub-grantee).

FDEM provides a Public Assistance Coordinator for more direction and assistance regarding mutual aid record keeping.

## **V.H. Municipalities in Financial Management**

The City of Apalachicola and the City of Carrabelle are responsible for communicating their needs to the county to determine whether the damage estimates meet the necessary thresholds for assistance. The county will coordinate with the state and the federal government to distribute information on available funds and reimbursement opportunities with affected communities.

### **Additional Specifics on Pay Policy During Emergency Conditions**

According to the Franklin County Board of County Commissioners Personnel Policy and Procedures Manual, adopted, October 1, 2013, information is outlined on Sections VI and VII.

#### **Section VI – Hours of Work and Overtime, A) Work Week and Overtime**

1. The established work week is forty (40) hours within a (7) day period, beginning at 12:01 a.m. Sunday and ending at midnight the following Saturday.
2. Time clocks may be utilized and are encouraged to ensure timeliness and accuracy of records.
3. All employees may be required to work overtime when the County determines there is a need for it. Employees are subject being scheduled to work overtime, and to being called call out to return to work. These assignments will be made as fair and equitably as practical in ensuring that qualified employees are on hand to perform as required. Employees who fail to report for work when scheduled will be subject to disciplinary action for insubordination.
4. Overtime is earned when employees who are subject to the overtime requirements of the Fair Labor Standards Act actually work more than forty (40) hours in a work week. Time spent on any type of paid leave, including workers compensation, sick, annual, Holiday, administrative, etc. is not to be considered as actual hours worked during the week.
5. Overtime is paid at the rate of one and one-half times the employee's regular hourly rate of pay.
6. All overtime work must have prior authorization by Department Head or designee. Not securing this authorization may result in disciplinary action.
7. Compensatory Time Off –

(a) Employees who are eligible to receive overtime compensation may receive compensatory time in lieu of overtime, if approved by the Department Head. If overtime is authorized using compensatory leave only, employees must be notified before the overtime is worked.

(b) Accrual -- Compensatory time is accrued at the rate of one and one-half hour of compensatory time hour that the employee worked over forty (40) hours in the workweek. The maximum accumulation of compensatory leave is 40 hours. Overtime worked after the accumulation of the 40 hours shall be paid directly to the employee and be included in the regular paycheck.

(c) Use of Compensatory Time Off -- Compensatory leave shall be requested and scheduled following the County's regular leave request procedure. Every effort will be made by the Department Head to see that this leave is approved in a timely manner. It's recommended that compensatory time be used within a reasonable period, usually ninety (90) days.

8. FLSA Exempt Employees\* - Employees in exempt positions, as identified in the U.S. Department of Labor Fair Labor Standards Act (FLSA) shall not generally be eligible to receive overtime pay for hours worked above forty (40) within a seven (7) day period. However, exempt employees will be entitled to additional compensation under the following circumstances:

***(a) Exempt employees will be paid for time worked over forty hours in a work week during disasters and other emergencies when they are required to work excess hours by the County, and when such overtime compensation has been approved by the Board. Overtime hours paid under this subsection shall be paid at the rate of one and one-half times the employee's normal hourly rate of pay.***

(b) Exempt employees may submit a request for compensatory time to be granted for excess hours accrued during non-emergencies. The Commission may approve such requests by allowing the employee to take time off at a later time on an hour for hour basis. The maximum amount of time off that can be accrued under this subsection is eighty (80) hours.

- Job titles do not determine exempt status. In order for an exemption to apply, an employee's specific job duties and salary must meet FLSA requirements. At the time that these rules were adopted, the following positions were classified as "exempt": Director of Administrative Services, County Engineer, Library Director, Road Department Director, and Solid Waste Director. The County will review all jobs from time to time to determine which employees are considered exempt.

#### Section VII – Employee Benefits, L) Administrative Leave

*In cases of natural disasters such as hurricanes, tornadoes, or floods, bomb threats and loss of electrical power which exceeds 3 hours, the County Commission, or the Director of Administrative Services, in conjunction with the Chief Judge's Office, may close County offices and grant Administrative Leave with pay to the affected employees. Affected employees who are required to remain at work to provide essential services shall receive compensatory leave credit for the time that they work when other employees are on paid leave.*

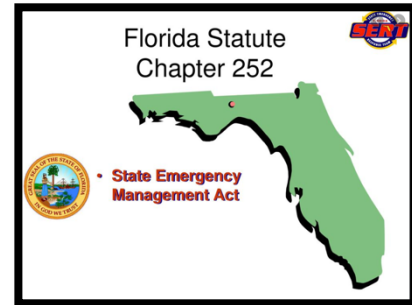
## VI. References and Authorities

Ultimate responsibility for the protection of life and property and the preservation of public peace, health and safety lies with local governments. The authority for local governments to respond to situations and take actions necessary to safeguard the life and property of its citizens is set forth in the following regulations.

### VI.A.–B. Local Responsibilities in Chapter 252 and Ordinances and Administrative Rules

Chapter 252.38, Florida Statutes delineates the emergency management responsibilities in safeguarding the life and property of citizens and other persons within the political subdivision. Key points within the statutes are listed below.

Franklin County EM Department shall perform emergency management functions within the territorial limits of Franklin County and conduct those activities pursuant to 252.31 – 252.90, and in accordance with state and county emergency management plans and mutual aid agreements.



Franklin County has the authority to establish, as necessary, a primary and one or more secondary emergency operating centers (EOC's) to provide continuity of government, and direction and control of emergency operations.

Franklin County has the power to appropriate and expend funds; make contracts; obtain and distribute equipment, materials, and supplies for emergency management purpose; provide for the health and safety of persons and property, including assistance to victims of any emergency; and direct and coordinate the development of emergency management plans and programs in accordance with the policies and plans set forth by federal and state emergency management agencies.

Franklin County has the authority to request state assistance or invoke emergency related mutual aid assistance by declaring a local state of emergency. The duration of the local state of emergency shall be limited to 7 days, and it may be extended as necessary in 7-day increments. Franklin County participates in the Statewide Mutual Aid Agreements in existence. The county also has the power and authority to waive the procedures and formalities otherwise required of Franklin County by law, pertaining to:

- ✓ Performance of public work and taking whatever prudent action is necessary to ensure the health, safety, and welfare of the community;
- ✓ Entering into contracts and incurring obligations;
- ✓ Employment of permanent and temporary workers;
- ✓ Utilization of volunteers;
- ✓ Rental of equipment;
- ✓ Acquisition and distribution, with or without compensation, of supplies, materials, and facilities; and
- ✓ Appropriation and expenditure of public funds.

Franklin County recognizes the right of the municipality within the County to establish their own emergency

management plans and programs. The municipality establishing emergency management programs will coordinate their activities and programs with Franklin County Emergency Management in accordance with 252.38 (2) Florida Statutes.

Franklin County Emergency Management serves the entire county. It is the responsibility of Franklin County to establish and maintain an emergency management office, develop a comprehensive emergency management plan, and program that are consistent with the state comprehensive emergency management plan and program. Franklin County EM shall review emergency management plans required of external agencies and institutions.

Franklin County School Board shall, during a declared local state of emergency and upon the request of the Emergency Management Director or participates by providing transportation assistance, coordinate the use of vehicles and personnel with Emergency Support Function 1, Transportation.

### V.IC. – Statutory and Administrative Authorities

The following State and Federal resources identify the statutory and administrative authorities that supports the fiscal procedures for implementation of operations during the four phases of emergency management

**Table 18 -Statutory and Administrative Authorities,  
State of Florida, Federal, and Franklin County**

Florida Statutes	
<b>Chapter 1</b>	Definitions
<b>Chapter 7, Section 07</b>	County Boundaries, Franklin County
<b>Chapter 14</b>	Governor
<b>Chapter 22</b>	Emergency Continuity of Government
<b>Chapter 23</b>	Miscellaneous Executive Functions
<b>Chapter 30</b>	Sheriffs
<b>Chapter 73</b>	Eminent Domain
<b>Chapter 74</b>	Proceedings Supplemental to Eminent Domain
<b>Chapter 119</b>	Public Records
<b>Chapter 125</b>	County Government
<b>Chapter 154</b>	Public Health Facilities
<b>Chapter 162</b>	County or Municipal Code Enforcement
<b>Chapter 163</b>	Intergovernmental Programs
<b>Chapter 165</b>	Formation of Local Governments
<b>Chapter 166</b>	Municipalities
<b>Chapter 187</b>	State Comprehensive Plan
<b>Chapter 252</b>	Emergency Management
<b>Chapter 321</b>	Highway Patrol
<b>Chapter 380</b>	Land and Water Management
<b>Chapter 401</b>	Medical Telecommunications and Transportation
<b>Chapter 403</b>	Environmental Control
<b>Chapter 404</b>	Radiation

<b>Chapter 406</b>	Medical Examiners
<b>Chapter 409</b>	Social and Economic Assistance
<b>Chapter 427</b>	Special Transportation and Communication Services
<b>Chapter 526</b>	Sale of Liquid Fuels
<b>Chapter 553</b>	Building Construction Standards
<b>Chapter 870</b>	Affrays, Riots, Routs and Unlawful Assemblies
<b>Chapter 943</b>	Department of Law Enforcement
<b>Florida Administrative Code</b>	
<b>Division 27P</b>	Division of Emergency Management
<b>Department 69</b>	Department of Financial Services, Division of Accounting and Auditing
<b>Federal Statutes, Public Laws, Code of Federal Regulations, Guidelines, and Acts</b>	
	Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707, signed into law November 23, 1988; amended the Disaster Relief Act of 1974, PL 93-288.
	FEMA National Response Framework (NRF) - is a guide to how the nation responds to all types of disasters and emergencies. It is built on scalable, flexible, and adaptable concepts identified in the National Incident Management System to align key roles and responsibilities.
	FEMA National Incident Management System (NIMS) - guides all levels of government, nongovernmental organizations, and the private sector to work together to prevent, protect against, mitigate, respond to, and recover from incidents. NIMS provides stakeholders across the whole community with the shared vocabulary, systems, and processes to successfully deliver the capabilities described in the National Preparedness System. NIMS defines operational systems that guide how personnel work together during incidents.
	National Incident Management Compliance Assessment Support Tool (NIMCAST) - a web-based self-assessment system that allows federal, state, tribal and local departments, and agencies to evaluate their incident preparedness and response capabilities. NIMCAST, also helps users determine what they need to do to comply with NIMS requirements.
	National Flood Insurance Act of 1968, CFR 44 Parts 59 - 80 - National Flood Insurance Program, As of July 2020, a number of laws have been passed to strengthen the National Flood Insurance Program (NFIP), ensure its fiscal soundness, and inform its mapping and rate-setting through expert consultation, reports, and studies.
<b>Public Law 106.390</b>	Disaster Mitigation Act of 2000 - Title I: Pre-disaster Hazard Mitigation - Amends the Robert T. Stafford Disaster Relief and Emergency Assistance Act (the Act) to authorize the President to establish a program of technical and financial assistance to States and local governments to assist in the implementation of pre-disaster hazard mitigation measures that are cost-effective and are designed to reduce injuries, loss of life, and property damage and destruction, including damage to critical services and facilities under the jurisdiction of the States or local governments.
<b>Public Law 100.77</b>	The Steward B. McKinney - Vento Homeless Assistant Act is a public law that authorizes use of unutilized and underutilized public building and real property to assist the homeless and to make surplus personal property available to nonprofit agencies.



<b>Public Law 93-234</b>	Flood Disaster Protection Act of 1973 - An Act to expand the national flood insurance program by substantially increasing limits of coverage and total amount of insurance authorized to be outstanding and by requiring known flood-prone communities to participate in the program, and for other purposes.
<b>Public Law 81-290</b>	Federal Civil Defense Act of 1950 - This act establishes a basic framework for preparations to minimize the effects of an attack on our civilian population, and to deal with the immediate emergency conditions which such an attack would create. As amended, it provides a system for joint capability building at the federal, state, and local levels for all types of hazards.
<b>Public Law 99-499</b>	Superfund Amendments and Reauthorization Act of 1986 – An act which governs hazardous materials planning and right-to-know.
<b>Public Law 101-615</b>	Hazardous Materials Transportation Uniform Safety Act – An Act which provides funding to improve capability to respond to hazardous materials incidents
<b>Public Law 95-510</b>	Comprehensive Environmental Response, Compensation and Liability Act of 1980. As amended, which requires facilities to notify authorities of accidental releases of hazardous materials.
<b>Public Law 101-549</b>	Clean Air Amendments of 1990, which provides for reductions in pollutants.
<b>Public Law 85-256</b>	Price-Anderson Act, which provides for a system of compensating the public for harm caused by a nuclear accident.
<b>Public Law 84-99 (33 USC 701n)</b>	Flood Emergencies, authorizing an emergency fund for flood emergency preparation, flood fighting and rescue operations, or repair and restoration of flood control works threatened or destroyed by flood.
<b>Public Law 91-671</b>	Food Stamp Act of 1964, in conjunction with section 412 of the Stafford Act, relating to food stamp distributions after a major disaster.
<b>Public Law 89-665 (16 USC 470 et seq)</b>	National Historic Preservation Act, relating to the preservation of historic resources damaged as a result of disasters.
<b>Public Law 107-56</b>	USA Patriot Act 2001
<b>Code of Federal Regulation (CFR) Title 44</b>	<ul style="list-style-type: none"> <li>• Part 206. Federal Disaster Assistance for Disasters Declared</li> <li>• Part 10: Environmental Conditions</li> <li>• Part 13: The Common Rule; Uniform Administrative Requirements for Grants and Cooperative Agreements</li> <li>• Part 14: Audits of State and Local Governments</li> </ul>
<b>Homeland Security</b>	<ul style="list-style-type: none"> <li>• Act Of 2002</li> <li>• Presidential Directive 5</li> <li>• Presidential Directive 7</li> <li>• Presidential Directive 8</li> </ul>
<b>Franklin County</b>	

	Franklin County Comprehensive Plan, 2022
	Franklin County Code of Ordinances, Planning and Development
	Franklin County Resolution to adopt the CEMP
	Related Municipal Resolutions
	Declaration of a Local State of Emergency
	A copy of a Local Resolution for Declaring a Local State of Emergency
	Division of Emergency Management, Statewide Mutual Aid Agreement, modified on February 26, 2018
	Franklin County Purchase Policy
	City of Apalachicola Comprehensive Plan, in process of an update in 2023
	City of Apalachicola Code of Ordinances; Land Development Code
	City of Carrabelle Comprehensive Plan, 2020
	City of Carrabelle, Code of Ordinances; Land Development Code

#### VI.D. - Supplemental Reference Documents

These plans, guidelines, directories, and procedures supplement the Franklin County Comprehensive Emergency Management Plan:

- ✓ Continuity of Operations Plan
- ✓ Local Mitigation Strategy Plan
- ✓ Damage Assessment Standard Operating Guidelines (SOG) - \*
- ✓ Disaster Housing SOG - \*
- ✓ Debris Management Plan
- ✓ Un-Met Needs SOG - \*
- ✓ Points of Distribution (POD) Plan
- ✓ Health Department Points of Dispensing (POD) Plan
- ✓ Re-Entry SOG - \*
- ✓ Emergency Notification Guidelines
- ✓ Emergency Operations Center Standard Operating Guidelines
- ✓ Public Assistance SOG - \*
- ✓ Impact Assessment Standard Operating Guidelines
- ✓ Emergency Management Resource Directory
- ✓ Emergency Management Reentry Standard Operating Guidelines
- ✓ Apalachee Regional Planning Council Regional Evacuation Studies
- ✓ Locator Books for each ESF

**(\*) - SOG's are identified as the Appendices.**

Franklin County has standing orders and protocols to address other situations that may occur but not limited to this list:

- Fires and/or Hazardous Materials Incident
- Major Transportation Incident (i.e., Aviation, Railroad or Highway Incident)
- Severe Weather

- Mutual Aid
- Water Accidents
- Missing Person
- Bomb Threats
- Employee or Volunteer injured or killed

Franklin County Fire Department Response Protocols cover response to major spills or leaks involving hazardous materials and airport.

## VI.E – Mutual Aid

According to the NIMS Guideline for Mutual Aid .... “Mutual Aid agreements establish the terms under which one party provides resources (i.e., personnel, teams, facilities, equipment, and supplies) to another party. Because most jurisdictions do not maintain sufficient resource levels to handle extreme events independently, mutual aid agreements provide a means for jurisdictions to augment their resources when needed for high demand incidents. The mutual aid agreements can support all mission areas and can be established before, during, or after incidents; and can be between all levels of government, non-governmental organizations, and the private sector.”

Each year the county analyzes and identifies potential shortfalls and capability gaps through planning and the coordinated exercises. Each jurisdiction can work with partners to establish mutual aid agreements as part of their preparedness actions. The mutual aid network provides an integrated nationwide network of mutual aid systems that can enhance the overall preparedness and readiness by allowing jurisdictions and organizations to account for, order, and mobilize outside resources efficiently and effectively.

Franklin County has pre-disaster contracts, memoranda of understanding or memorandum of agreement(s) with the following within the jurisdiction related to emergency management activities:

**Table 19 – Franklin County’s Mutual Aid and Other Agreements**

<b>Mutual Aid Agreements</b>	
<b>Florida Forest Service</b>	Responds to any fire call they can help with during administration hours. After hours, responds by request as normal.
<b>Weems Memorial Hospital</b>	To house bedridden special needs residents during storm events.
<b>American Red Cross/Salvation Army</b>	The American Red Cross and Salvation Army with the direction of the Franklin County Emergency Management office establishes mass feeding facilities, family services, and health and first aid for the disaster victims.

<b>Gulf County Arc &amp; Transportation</b>	To provide for the transportation for the special needs residents to the shelter location in a neighboring county.
<b>Franklin County School</b>	To provide for the transportation for the general population residents to the shelter location in a neighboring county.
<b>Franklin County Emergency Medical Services (EMS)</b>	Supplies emergency evacuation for the county citizens during a disaster if the needs are outside for the transportation from Arc or the school board.
<b>Second Harvest of The Big Bend</b>	Administer disaster relief food, water, and resources. Provide facilities and/or staff at no charge during a disaster.
<b>FDEM, WeatherStem</b>	Installation of three new weather monitoring stations to assist in the deployment of resources to impacted areas during times of severe weather.
<b>Franklin County Radio Club</b>	Volunteer Amateur Emergency Service and National Traffic System will coordinate amateur radio emergency communications network resource and services required to support all functions required to manage disasters.
<b>Other Agreements</b>	
<b>Franklin County Fuel Barn</b>	Fuel for the Emergency Management Department during a storm event.
<b>Private companies</b>	Agreement extended for debris monitor and hauling after a storm event.
<b>Private company</b>	Emergency Management consulting services support during and after a storm event.

## VII. Direction and Control

### Governor

Under the provisions of Florida Statutes, Chapter 252, Emergency Management, Section 252.36, Emergency Management Powers of the Governor states: the Governor is responsible for meeting the dangers presented to the state and its people by emergencies. In the event of an emergency beyond the control or capability of local governments, the Governor may assume direct operational control overall, or any part of the emergency management functions within the state. Pursuant to the authority vested in that position under Section 252.36, the Governor at a minimum may:

- ✓ Declare a State of Emergency to exist through the issuance of an Executive Order or Proclamation.
- ✓ Activate the response, recovery and mitigation components of existing State and local emergency plans.
- ✓ Serve as Commander in Chief of the organized and voluntary militia and of all other forces available for emergency duty.
- ✓ Authorize the deployment and use of any forces, supplies, materials, equipment, and facilities necessary to implement emergency plans.
- ✓ Suspend the provisions of any regulation, statute, order, or rule prescribing the procedures for conducting government business if compliance would in any way hinder or delay necessary emergency actions.
- ✓ Utilize all available resources of the state and local governments, as reasonably necessary to cope with the emergency.
- ✓ Transfer the direction, personnel, and functions of state agencies to assist in emergency operations.
- ✓ Commandeer or utilize any private property necessary to cope with the emergency.
- ✓ Direct and compel the evacuation of all or part of the population from any threatened or stricken area.
- ✓ Prescribe routes, modes of transportation, and destinations for evacuees.
- ✓ Control ingress and egress to and from an emergency area, the movement of persons within the area, and occupancy of premises therein.
- ✓ Suspend or limit the sale, dispensing or transportation of alcoholic beverages, firearms, explosives, or combustibles.
- ✓ Make provisions for the availability of temporary emergency housing.

### Governor's Authorized Representative (GAR)

Section 252.36, Florida Statutes, authorizes the Governor to delegate or otherwise assign his command authority and emergency powers as deemed prudent. The Governor has appointed the State Coordinating Officer (State Director of Emergency Management) as his authorized representative, to act on his behalf in carrying out the provisions of Chapter 252, Florida Statutes.

### Board of County Commissioners (BOCC)

Under the provisions of Florida Statutes, Section 252.38, Emergency Management Powers of Political Subdivisions, the Board of County Commissioners is responsible for safeguarding the life and property of the citizens of Franklin County, and to provide for the effective and orderly governmental control and coordination of emergency operations. For the purpose of effectively carrying out these emergency responsibilities the

Board has delegated these authorities to the Emergency Management Director and/or their designee.

### **Emergency Management Director**

Section 252.38, Florida Statutes, directs each county to establish an Emergency Management Office and appoint a EM Director to carry out the provisions of Sections 252.31 - 252.60, State Emergency Management Act. The Franklin County Emergency Management Director is the designated Emergency Manager for the County. In this capacity, the EM Director is directly and solely responsible for:

- ✓ Organization, administration and operation of Emergency Management, the County Emergency Operations Center, and other related operational facilities.
- ✓ Serves in the capacity of advisor to the Board of County Commissioners during emergency or disaster operations.
- ✓ Coordinator of activities, services and programs to emergency planning and emergency response throughout Franklin County.
- ✓ Maintaining liaison with State, Federal and other local Emergency Management Agencies.
- ✓ Development and maintenance of operational planning for emergency responses.
- ✓ Instituting training programs and public information programs.
- ✓ Ascertaining the requirements of the county in order to implement emergency response operations.
- ✓ Taking all preparatory steps necessary, including the partial or full emergency mobilization of agencies of county and municipal governments in advance.
- ✓ Cooperating with the Governor's Authorized Representative, the State Division of Emergency Management and all other Federal and relief agencies in matters pertaining to Emergency Management.
- ✓ Taking measures to carry into effect any request from municipalities, agencies, the State Division of Emergency Management, or Federal agencies for any appropriate Emergency Management activity.
- ✓ Carry out any implemented actions deemed necessary by the Chairperson of the Board of County Commissioners.
- ✓ The Emergency Management Coordinator will serve as the Operations Officer at the EOC unless tasked to function as the EMD should the EMD be unable to serve.
- ✓ The Emergency Management Director will oversee the normal day-to-day operations of Emergency Management.

### **Additional Direction and Control Policies**

- ✓ The Chairman of the Franklin County Board of County Commissioners and City of Apalachicola and City of Carrabelle Mayors have the responsibility and authority to direct and control the emergency disaster operations in their jurisdictions.
- ✓ Municipalities, pursuant to Chapter 252.38, legally constituted, may establish emergency management programs and develop emergency management plans in conformance with Federal, State and County plans. The other municipalities' command and control operative will be supported by the County Emergency Operations Center.
- ✓ The Chairman of the BOCC chairs the Policy Group. The Group consists of Board of County Commissioners, the County Attorney, Sheriff, Property Appraiser, Superintendent of Schools,

Supervisor of Elections, Tax Collector, Fire Chief, 911 Coordinator, Clerk of the Court, City Mayors, Road Department Superintendent, Planning & Building Department, and the Emergency Management Director. During a declared emergency, the Group will provide policy, operational guidance and will make recommendations to the Chairman.

- ✓ The public officials in the City of Apalachicola and the City of Carrabelle are responsible to provide policy guidance in the administration of emergency management programs in their respective jurisdictions.
- ✓ The Emergency Management Director will serve as senior liaison officer for Franklin County when coordinating with the Florida Division of Emergency Management, Florida Military forces and Federal Military forces.
- ✓ When the provisions of this are in effect, centralized direction and control of all emergency disaster operations will be coordinated through the Franklin County Emergency Operations Center.
- ✓ The Emergency Management Director, when required, to ensure quick response to an actual or impending emergency disaster, will activate appropriate portions of this plan.
- ✓ The Franklin County BOCC is responsible for making decisions regarding the governance of the county. Each county department reports to the Board of County Commissioners. Within this structure, Franklin County Emergency Management is responsible for all aspects of emergency management including preparedness, response, recovery, and mitigation.
- ✓ The Statewide Mutual Aid Agreement is signed, and Franklin County relies on the mutual aid available therein and commits to providing mutual aid as needed. First Response Agreements with the municipalities are in existence. A Memorandum of Understanding is signed with the American Red Cross and Salvation Army.

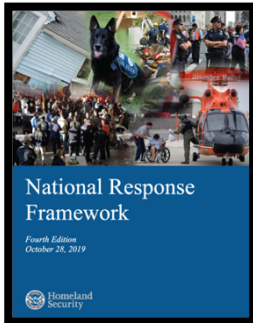
### Franklin County Response Team Organization

In order to facilitate the use of the ESF Concept, the organizational structure has been designed to match the Incident Management System (IMS). The IMS is a combination of equipment, personnel, procedures, and communications that work together in an emergency to react, understand, and respond. The Chairman of the Board of County Commissioners through their designee, the Emergency Management Director, may be the Incident Commander during most emergency situations.

The organizational structure is established to ensure the effective coordination of county resources during emergency response operations and collectively represents the Franklin County Emergency Response Team. Each section within the IMS contains functional responsibilities that can be matched with corresponding Emergency Support Functions in the State CEMP. In the IMS used by Franklin County, depending on the scope of the disaster, one agency may be responsible for several tasks, each represented by a different ESF in the State CEMP. For example, the Franklin County Sheriff's Office is responsible for search and rescue and law enforcement operations. The Franklin County Sheriff's Office also provides support for several other agencies during emergency operations.

To ensure continuous leadership authority and responsibility during emergency situations, a Line of Succession has been established.

## Franklin County NIMS Integration



To facilitate the integration to the National Response Framework (NRF) and National Incident Management System (NIMS), Franklin County will be incorporating the NIMS structure into all response and incident plans prior to the deadline set by the federal government for compliance.

NIMS compliance is mandated for federal, state, and local jurisdictions by the following directives: Homeland Security Act of 2002; Homeland Security Presidential Directive (HSPD) - 5 Management of Domestic Incidents; HSPD-8 National Preparedness; and the National Response Plan (NRP).

The NIMS establishes a uniform system for incident management and emphasizes the importance of maintaining accurate and up-to-date information on resource management and use as a critical component of domestic incident management. It also utilizes Multi-agency Coordination Systems (MACS) as a common framework for coordinating and supporting incident management. MACS may be required on large or wide scale emergencies that require higher-level resource management or information management. Resources may include facilities, equipment, personnel, procedures, and communications. Primary functions are to support incident management policies and priorities, facilitate logistics support and resource tracking, make resource allocation decision based on incident management priorities, coordinate incident-related information and coordinate interagency and intergovernmental issues regarding incident management policies, priorities, and strategies.

The NRF serves as the core operational plan for national incident management, establishing national-level coordinating structures, processes, and protocols that must be incorporated into existing Federal interagency incident plans.

The NRF details its reliance on NIMS operating principles and protocols in applying Federal support to incidents of national significance. Together, the NRF and the NIMS integrate the resources of jurisdictions, incident management and emergency response disciplines, nongovernmental organizations, and the private sector into a seamless national framework for domestic incident response. NIMS recommends variations in incident management through the use of Unified Command and Area Command.

Unified Command is utilized when more than one responding agency has responsibility for the incident or when the incident crosses political jurisdictions. Unified Command allows agencies to work together to analyze intelligence information and establish a common set of objectives and strategies for a single Incident Action Plan (IAP) allowing agencies with responsibility to participate in the decision-making process and does not change any of the other features of ICS.

Area Command oversees the management of multiple incidents each being managed by an Incident Command System organization or public health emergencies because these emergencies are usually not site specific, not immediately identifiable and may be geographically dispersed and evolve over time. Area Command is responsible for setting overall strategy and priorities; allocating critical resources; ensuring



incidents are properly managed; ensuring that objectives are met; and ensuring that strategies are being followed.

The Public Information Officer (PIO) will operate within the parameters for the Joint Information System or JIS which provides an organized, integrated and coordinated mechanism for providing information to the public during an emergency to ensure that decision makers and the public are fully informed throughout a domestic incident response. The Joint Information Center (JIC) is the physical location where public information staff involved in incident management activities can locate to perform critical emergency information, crisis communications and public affairs functions.

## Incident Management Communication

Preparedness organizations must ensure that effective communications processes and systems exist to support a complete spectrum of incident management activities. The following principles apply:

### Individual Jurisdictions

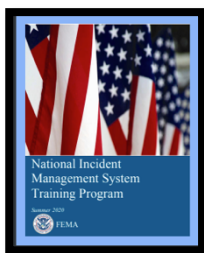
These will be required to comply with national interoperable communications standards once such standards are developed. Standards appropriate for NIMS users will be designated by the NIMS Integration Center in partnership with recognized standards development organizations.

### Incident Communications

These will follow the standards called for under the ICS. The IC manages communications at an incident, using a common communications plan and an incident-based communications center established solely for use by the command, tactical and support resources assigned to the incident. All entities involved in managing the incident will utilize common terminology, prescribed by the NIMS, for communications.

In compliance with NIMS criteria, preparedness organizations and personnel at all levels of government, and within the private sector and nongovernmental organizations, must be appropriately trained in order to improve all-hazards incident management capability nationwide. Incident management organizations and personnel must also participate in realistic exercises—including multi-disciplinary and multi-jurisdictional events, and private sector and nongovernmental organization interaction— in order to improve integration and interoperability.

### Incident Management Training



Franklin County will comply with all applicable requirements for NIMS training. Incident management organizations and personnel at all levels of government, and within the private sector and nongovernmental organizations, must be appropriately trained in order to improve all-hazards incident management capability nationwide. Incident management organizations and personnel must also participate in realistic exercises—including multi-disciplinary and multi-jurisdictional events, and private sector and nongovernmental organization interaction— in order to improve integration and interoperability. Training involving standard courses on incident command and management, incident management structure, operational coordination processes and systems—together with courses focused on

discipline-specific and agency-specific subject matter expertise—helps ensure that personnel at all jurisdictional levels and across disciplines can function effectively together during an incident.

The Secretary of Homeland Security has outlined a series of steps that must be taken to become compliant with the NIMS. Specifically, each state, territorial, tribal, and local level jurisdiction should support NIMS implementation by completing the NIMS awareness course (IS-700). This independent study course explains the purpose, principles, key components, and benefits of NIMS. In addition, all emergency personnel with a direct role in emergency preparedness, incident management or response should have taken the NIMS course as well as ICS-100 Introduction to ICS. These online courses can be taken via online.

To access all the courses, all of the materials are there along with the online test, go to:

<https://training.fema.gov/emi.aspx>

- ✓ **First Level Supervision** – Agency and organization management after the entry level; personnel who fill ICS roles as First Line Supervisors, Single Resource Leaders, Field Supervisors, and other emergency management response personnel that require a higher level of ICS NIMS training should in addition to the requirements for entry level, should take the ICS - 200 Basic Incident Command System for Initial Response course.
- ✓ **Managerial Level** – Agency and organization management between the executive level and first level supervision; personnel who fill ICS roles as Branch Directors, Division or Group Supervisors, Unit Leaders, technical specialists, strike team and task force leaders, single resource leaders and field supervisors; midlevel Multi-Agency Coordination System personnel; EOC Section Chiefs, Branch Directors, Unit Leaders; and others. These personnel should take the IS-800 National Response Framework, Introduction, and ICS-300 Intermediate ICS for Expanding Incidents or equivalent in addition to the requirements of the First Level Supervision Level.
- ✓ **Executive Level** – Political and government leaders, agency and organization administrators and department heads; personnel that fill ICS roles as Unified Commanders, Incident Commanders, Command Staff, General Staff in either Area Command or single incidents; senior level Multi-Agency Coordination System personnel; senior emergency managers; and Emergency Operations Center Command or General Staff. These personnel should take the ICS-400 Advanced ICS or equivalent in addition to the requirements of the Managerial Level.

The example below, EOC Training Progression, is from the NIMS Training Program.

Figure 24 - EOC Training Progression

