

Emergency Support Function (ESF) 8 Health and Medical

Lead Coordinating Agency: Escambia County Health Department

Support Agencies:

American Red Cross of Northwest Florida
Escambia County Area Transit
Escambia County Emergency Medical Services Division
Emerald Coast Utilities Authority (ECUA)
District 1 Medical Examiner Office
Local Hospitals (Baptist, Naval Hospital Pensacola, West Florida, Select Specialty, and Sacred Heart)
Escambia County School District
Escambia County Division of Mosquito Control

I. Purpose

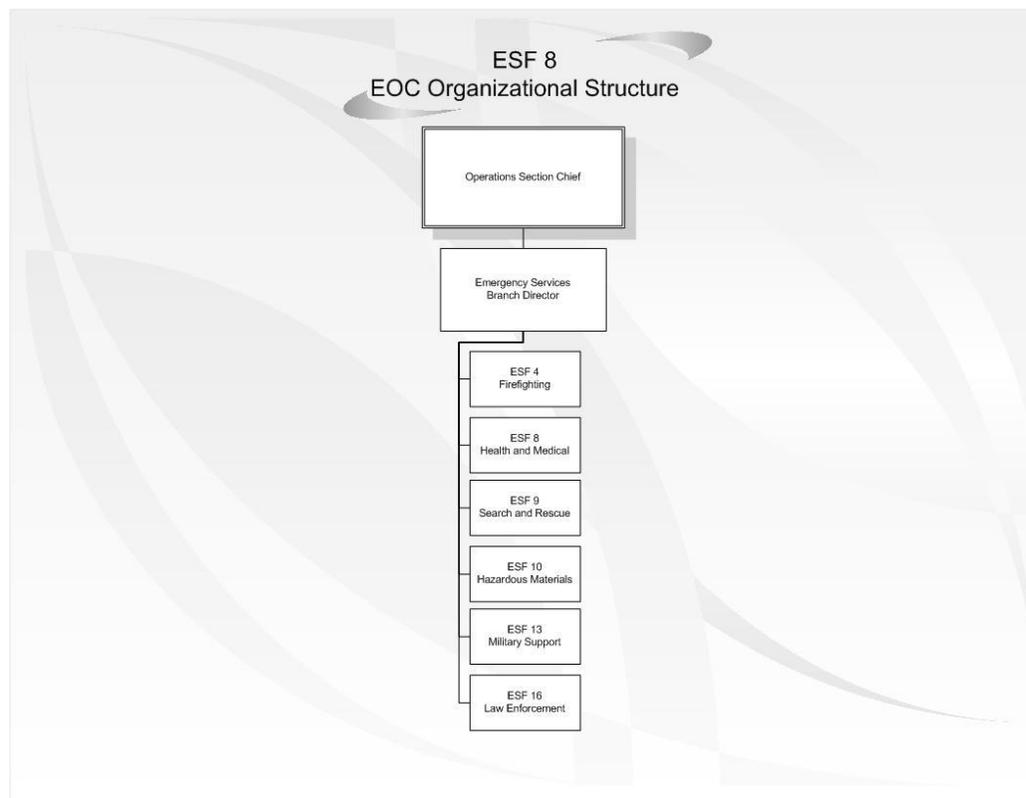
The purpose of Emergency Support Function (ESF) 8 is to provide Health and Medical coordination in support of emergency incidents and events in Escambia County. When individual agencies and organizations are overwhelmed, ESF 8 will coordinate additional health and medical assistance from local, regional, state and federal resources to meet the needs of the community.

II. Concept of Operations

A. GENERAL

1. ESF 8 complies with the National Response Framework (NRF) and the National Incident Management System (NIMS). The NIMS guides the implementation of the Incident Command Structure (ICS) that is the management structure for all incidents and events as adopted by the Board of County Commissioners, from which the County Emergency Operations Center (EOC) operates in support of the County Comprehensive Emergency Management Plan (CEMP).
3. Procedures, protocols, and plans for disaster response activities will be developed by ESF 8 agencies as required and either referenced or included in this ESF 8 function description as appropriate. Periodic meetings, training, and exercises will also be conducted to enhance effectiveness.
4. In a large event requiring local or state mutual aid assistance, ESF 8 will work with its support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
5. Throughout the response and recovery periods, ESF 8 will evaluate and analyze information regarding Health and Medical assistance requests for response; develop and update assessments of the Health and Medical situation and status in the impact area and; and undertake contingency planning to meet anticipated demands or needs.
6. The EOC and the Emergency Communications Center Dispatch is equipped with telephone devices to communicate with the hearing impaired (TTY). 9-1-1 is the dedicated number for use of TTY users in emergencies. The Citizen Information Center is also equipped with a TTY during EOC activation.

7. When an event is focused in scope to a specific type or response mode (i.e., hospital evacuation, biological threat, hazardous materials release, pandemic disease or radiological event.), technical and subject matter expertise may be provided by an appropriate person(s) from a supporting agency with skills pertinent to the type of event, who will advise and/or direct operations within the context of the Incident Command System structure.
8. For incidents that may require small shelter operations, there may be a need to take advantage of efficiencies and utilize one facility for both a general population shelter and a special needs shelter. Details of such operations will be coordinated by between ESF 6 and ESF 8 and the EOC IC.
9. ESF 8 will operate in the EOC under the following IC organizational structure:



Incident Command System Structure: ESF 8 – Health and Medical

B. ORGANIZATION

1. COUNTY

- a. During an activation of the County EOC, support agency staff is integrated with the Escambia County Health Department staff to provide support that will allow for an appropriate, coordinated and timely response.
- b. During an emergency or disaster event, the EOC, Operations Section Chief will coordinate the support resources from the support agencies with the Emergency Services Branch Director. The ESF 8 Lead Coordinating Agency is responsible to coordinate all support agencies to accomplish the missions and tasks as assigned or as needed in support of community health and safety. All support agencies are

committed to work in cooperation with the ESF 8 lead agency and all work together in an effort to meet the needs of the community.

- c. During the response phase, ESF 8 will evaluate and analyze information regarding Health and Medical assistance requests. Also, ESF 8 will develop and update assessments of the Health and Medical status in the impact area and does contingency planning to meet anticipate demands and needs.
- d. Escambia County Health Department develops and maintains the overall ESF 8 Emergency Operations Plan and accompanying Appendices, Annexes, and Standard Operating Guidelines that govern response actions related to emergencies as referenced or included in this ESF 8 appendix. However support agencies may develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall Emergency Operations Plan. All such documents will be in compliance with the NRF, the National Incident Management System, the Incident Command System and the County Comprehensive Emergency Management Plan.

C. ALERTS/NOTIFICATIONS

1. Escambia County Health Department will notify the County Warning Point when information comes to their attention indicating that an emergency or disaster situation is developing. The report will include all relevant information that is known at that time. Additional information should be reported as it becomes available.
2. The County Warning Point will notify appropriate individuals and agencies when the County or an area of the County has been threatened or impacted by an emergency or disaster event as provided in the County Warning Point procedure.
3. ESF 8 will be activated or placed on standby upon notification by the County Division of Emergency Management as appropriate.
4. Upon instructions to activate ESF 8, Escambia County Health Department, as Lead Coordinating Agency will implement procedures to notify and mobilize all personnel, facilities, Support agencies, and other resources likely to be needed, based on the emergency circumstances. Unresolved conflicts will be reported to Operations Section Chief for resolution.

D. ACTIONS

Actions carried out by ESF 8 are grouped into phases of emergency management: preparedness, response, recovery and mitigation. Each phase requires specific skills and knowledge to accomplish and requires significant cooperation and collaboration between all supporting agencies and the intended recipients of service. ESF 8 encompasses a full range of activities from training to the provision of field services. It also functions as a coordinator and, at times, assumes direct operational control of provided services. The following services provide framework upon which actions will occur:

- Assessment of Health and Medical needs and potential impacts.
- Health and Medical personnel.
- Health and Medical equipment and supplies.
- Emergency responder health and safety.
- Radiological/chemical/biological hazards.
- Mental health and crisis counseling for responders.
- Health and Medical Public Information and risk communication.
- Health and Medical Management, command and control of assets.

- Health and Medical activities related to terrorist threats and/or events.
- Evacuation support.
- Logistical Staging and Points of Distribution.
- Special Needs Shelter Operations.

1. PREPAREDNESS ACTIONS

- a. Actions and activities that develop Health and Medical response capabilities may include planning, training, orientation sessions, and exercises for ESF 8 personnel (i.e., County, State, Regional, and Federal) and other ESFs that will respond with ESF 8. This involves the active participation on inter-agency preparedness organizations, which collaborate in such activities on a regular basis.
- b. Development of support documents to this Annex with regard to request, receipt, distribution, and sustainment of the National Strategic Stockpile (SNS) and Pandemic Influenza.
- c. Jointly address planning issues on an on-going basis with State ESF 8, to identify response zones, potential staging areas, and potential medical facilities and establish specialized teams.
- d. Conduct planning with ESF 8 support agencies, Regional Domestic Security Task Force (RDSTF) partners, and other ESFs to refine Health and Medical operations.
- e. Develop and refine procedures to be used in the following field surveys: FEMA Rapid Needs Assessment (FEMA RNA).
- f. Coordinate training and exercises for ESF 8 primary and support agency personnel.
- g. Participate in all hazards exercises involving ESF 8.
- h. Prepare and maintain emergency operating procedures, resource inventories, personnel rosters and resource mobilization information necessary for implementation of the responsibilities of the lead agency. Ensure lead agency personnel are trained in their responsibilities and duties.
- i. Develop and implement emergency response and Health and Medical strategies.
- j. Preposition response resources when it is apparent that Health and Medical resources will be necessary. Relocate Health and Medical resources when it is apparent that they are endangered by the likely impacts of the emergency situation.
- k. Maintain liaison with support agencies.
- l. Coordinate planning with ESF 8 support agencies and other ESFs to refine Special Needs operations and the resources needed to operate the facility.
- m. Coordinate with support agencies and schedule sufficient personnel to implement ESF 8 tasks for an extended period of time.
- n. Maintain a list of ESF 8 assets that that can be deployed during an emergency. Refer to the NIMS Resource Typing System in organizing and typing these resources.
- o. Coordinate transportation for persons with special needs to include wheelchair-equipped vehicles.
- p. Coordinate capabilities to address the emotional and psychological needs of victims and first responders.
- q. Each ESF lead and support agency is responsible for becoming familiar with the EOC COOP to coordinate their efforts at an alternate EOC location that will only allow one representative from the ESF to represent all agencies for that ESF. There will not be enough space in the alternate facilities for more

than one representative per ESF. Other ESF agencies will need to find other locations from which to coordinate with the one ESF representative that is in the alternate EOC location.

Each ESF must identify and schedule the ESF representative for all of the ESF agencies. It is highly recommended that all agencies of the ESF support the ESF schedule with their normal ESF representatives.

Each ESF representative should be familiar from where the other ESF agencies will be operating under these circumstances.

Plans, procedures, checklists, contact information, and protocols should be developed and coordinated to maintain communications and seamless community response services during any EOC COOP implementation. This may include lack of computers, lack of network or EOC database management tools, or even feeding and sleeping arrangements. Each organization must plan to supplement their resources appropriately; this may include the development of a "go-kits" of basic supplies and equipment as appropriate.

- r. In any EOC operation, whether at the primary location or alternate location, all EOC agencies and representatives must be prepared for the potential for personal service failure. In the event the feeding contractor in the EOC is unable to meet the need either at the primary or alternate facilities, or for sleeping arrangement, or any other personal need, every EOC representative must plan to be self-sufficient and maintain their job responsibilities.

2. RESPONSE ACTIONS

- a. Coordinate operations at the ESF 8 desk in the County EOC and/or at other locations as required.
- b. Establish and maintain a system to support on-scene control, direction and coordination with County EOC.
- c. Coordinate Florida Emergency Mortuary Operations System (FEMORS), Disaster Medical Assistance Teams (DMAT), Hazardous Materials medical support, Disaster Mortuary Operational Response Team (DMORT), and State Medical Response Team (SMRT) resource support as appropriate. Ascertain the medical and health status, conditions, and situations of the local hospitals, ambulatory surgical centers, and the Special Needs Shelter, Red Cross Shelters, medical suppliers, healthcare facilities, etc. regularly throughout the disaster response and recovery process to anticipate unmet needs and coordinate resources to meet those needs through the EOC.
- d. Pre-position response resources when it is apparent that special needs groups will be potentially impacted by an emergency or disaster. Relocate ESF 8 resources when it is apparent that they are endangered by the anticipated impacts of the emergency situation.
- e. Deploy Rapid Needs Assessment Teams to determine post-event impact to Emergency Services functional group resources and ability to perform Continuity of Operations of essential functions.
- f. Support the RDSTF, Health and Medical Co-Chair in the investigation of a terrorist attack.

- g. Monitor and direct Health and Medical resources and response activities.
- h. Participate in EOC briefings, Incident Action Plans, Situation Reports and meetings.
- i. Coordinate with other County ESFs to obtain resources and to facilitate an effective emergency response among all participating agencies.
- j. Coordinate with the Logistic Section for any local unmet resource needs.
- k. Coordinate mental health services as appropriate for victims and/or first responders.
- l. Coordinate morgue operations as required and appropriate with Medical Examiner's Office.
- m. Coordinate lab testing and evaluations of community environmental health conditions and provide health advisories as required or appropriate.
- n. Coordinate prescription drug access for healthcare facilities and individuals needing medication refills.

3. RECOVERY ACTIONS

- a. Recovery operations of ESF 8 will be initiated commensurate with emergency priorities within the County and based on availability of resources.
- b. Continue to provide support as required to facilitate the recovery phase.
- c. Initiate financial reimbursement process for these activities when such support is available.
- d. Organize and coordinate special expert advisory groups based on the complexity of Health and Medical issues post-event. These advisory groups will be organized and coordinated in concert with State level ESF 8 to review Health and Medical intelligence information and advise on specific strategies to manage and respond to a specific situation. Develop a recovery strategy to return community health issues back to normal or pre-event conditions.

4. MITIGATION ACTIONS

- a. Report post-disaster analysis of the performance of essential Health and Medical facilities that can be used in future mitigation measures to strengthen these facilities.
- b. Identify and seek funds for retrofitting critical facilities and providing auxiliary power to appropriate facilities.
- c. Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.
- d. Continue to develop and improve operations through after action plans and lessons learned.
- e. Plan for continued population growth and the ability to service the special needs population as appropriate.
- f. Continue to develop and purchase resources to improve efficiency and effectiveness of operations.

E. DIRECTION AND CONTROL

1. ESF 8 complies with the NRF, and NIMS. The NIMS guides the direction and control system adopted by Escambia County.
2. The ESF 8 operates at two levels 1) County EOC; and 2) Field operations.
3. During emergency activations, all management decisions are made at the County EOC under the ICS structure. The Planning, Logistics, Finance/Administration, and Operations Section Chiefs and staff at the County EOC assist the Incident Commander in carrying out the overall mission. Sections, Units, Teams, staffing levels, etc. are modular and scalable, depending on the type, size, scope and complexity of the emergency or disaster event.
4. A staffing directory and the ESF 8 Emergency Operations Plan, its accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the Escambia County Health Department with status of the call lists updated at least monthly and all other documents at least annually.
5. In accordance with a mission assignment from ESF 8, and further mission tasking by a local primary agency, each support organization assisting ESF 8 assignment will retain administrative control over its own resources and personnel but will be under the operation control of ESF 8. Delegation of missions may be delegated to a Multi-Agency Coordination Team or a local entity.

F. RESPONSIBILITIES

1. LEAD COORDINATING AGENCY – Escambia County Health Department

- a. Provide leadership in coordinating and integrating overall County efforts to provide Health and Medical assistance to affected areas and populations.
- b. Staff and operate a NIMS compliant command and control structure (i.e., ICS) to assure that services and staff are provided to areas of need.
- c. Coordinate and direct the activation and deployment of County agencies Health and Medical service personnel, supplies, and equipment and provide certain direct resources.
- d. Evaluate the emergency situation, make strategic decisions, and identify resource needs and secure resources required for field operations.
- e. Coordinate supplemental assistance in identifying and meeting the Health and Medical needs of disaster victims. Any shortfalls in resources will be coordinated through the Emergency Services Branch Director to the Logistics Section as appropriate.
- f. Coordinate all ESF 8 functional, operational, and informational resources and needs collectively with all ESF 8 support agencies represented as one unit.
- g. Maintain responsibility for the operation of the Special Needs Shelter and all aspects associated with its mobilization, operation and demobilization. This will include but not be limited to the Medical Direction and staffing of the shelter during activation, keeping track of all documentation related to personnel, equipment, operating supplies, and contractual services, etc.
- h. Coordinate with the Division of Emergency Management in the pre-screening for Special Needs Shelter eligibility in the effort to support a valid Special Needs registry.

- i. Coordinate dialysis operations to meet local needs.

2. SUPPORT AGENCIES

- a. Support agencies are NOT at the direction of the ESF 8 Lead Agency, but are required to coordinate resources and response efforts efficiently and effectively with the ESF Lead Agency to maximize the efforts and effects of response actions in accomplishing the Health and Medical missions in meeting the needs of the community.
- b. All preparedness, response, recovery, and mitigation activities and actions will be communicated, coordinated, and maximized through and with the Lead Coordinating Agency up through the ICS structure of the EOC.

- **Escambia County Emergency Management Division**

- Will provide EOC support, conduct briefings, direct needs assessments, distribute key information, and serve as liaison to the State EOC to request resources and maintain information flow.
- Is responsible for the maintenance of the Special Needs Registry. It is the policy of Escambia County Emergency Management to provide registration to any resident requesting assistance in notification, transportation, or sheltering of special needs residents. Registrants will be prescreened to determine the level of assistance required.

- **Escambia County Emergency Medical Services Division**

- Coordinates the evacuation of patients from disaster areas when deemed appropriate, transport of victims to medical facilities outside the at-risk area in accordance with approved Trauma Transport Protocols, transport needs with ESF 1, and coordinates the following resources;
 - ALS/BLS vehicles,
 - Emergency Medical Technicians,
 - Paramedics,
 - EMS procurement,
 - Aircraft medical transport,
 - Activities to ensure the health and safety of emergency responders in accordance with ESF 8 SOP.

- **District 1 Medical Examiner Office**

- Will assure the provision for decedent identification and mortuary services including temporary morgue services in accordance with established victim identification protocol, preparing for release of disposition of remains to funeral homes, coordination with the American Red Cross on victim identification, and mortuary protocol for family notification in accordance with established American Red Cross procedures.

- **Escambia County Mosquito Control Division (ESF 17)**

- Provides consultation and advice in the management of mosquitoes and arthropods of public health importance, including nuisance mosquito species, support in vector control as needed and required, conducts field investigations, provides vector control equipment and supplies;

coordinates with Environmental Health to provide technical assistance and consultation on protective actions regarding vector-borne diseases.

- Inspect and report on storm-related damage as affects mosquito populations, post-event, i.e. habitat impacts on breeding, oviposition activity, population increases by nuisance and potentially mosquito-borne disease vector species, following federal and State of Florida policies and procedures established.
- Conduct surveillance operations to demonstrate any potential need of pesticide applications
- Establish communications with State FL DACS, provide with appropriate data in acceptable formats via logistics/EMConstellation and open phone lines to receive service requests from public; Coordinate with PIO.
- Proceed with notification and other processes if aerial operations are warranted.
- Conduct other surveillance and larviciding activities, as needed, and as conditions permit.
- Coordinate activity with Public Works Bureau Chief, Deputy Bureau Chief, and others.

- **Emerald Coast Utilities Authority (ECUA) (ESF 3)**

- Assist to the extent practical the provision of technical and logistical support for the collection and disposal of solid waste, contaminated foodstuffs, household/commercial hazardous waste services, as well as the disposal of dead animals that have the potential to create problems relating to public health and environmental issues.
- Identify and correct all problems associated with its public water and sewer systems to include potable water and environmental testing of sewage releases.
- Assist with preliminary damage assessment of potable water and sewage treatment facilities.
- Prioritize and coordinate the recovery of damaged ECUA water and sewer lines with the ECHD Environmental Health Manager and other ESFs within the EOC.
- Keep the ESF 8 representative informed on the status of restoration, resource needs, and potential public health problems.
- Assist to the extent practical, identification and coordination of the collection and disposal of waste from critical service areas such as special need shelter locations, medical facilities, nursing homes, etc.

- **Hospitals (Baptist, Naval Hospital, Sacred Heart, West Florida, and Select Specialty)**

- Provide contact information regarding Hospital Incident Command structure upon EOC activation.
- Provide, as required, staff representation to ESF 8 to participate in ongoing planning and decision-making.
- Provide support to operations as available and appropriate.

- **Northwest Florida Chapter of the American Red Cross**

- Coordinate/provide support (food, ice and water) during public health emergencies at designated Points of Dispensing (POD) for Health and Medical staff providing support and other field operations.
- Coordinate/provide support (food, water, ice) for Special Needs Shelterees and staff at the Special Needs Shelter for the first 24 hours of operation.

- **Escambia County School District**

- Provide for the use of District assets to be utilized at the Special Needs Shelter. Assets include, but are not limited to: staff support to assist in the set up and take down of the shelter; provision of 24/7 custodial and maintenance support to shelter operations; access to all facilities to ensure the health, welfare and safety of County citizens as required.
- Provide feeding to Special Needs Shelterees and staff after the first 24 hours of operation.

- **Escambia County Area Transit (ECAT) (ESF 1)**

- Coordinate/provide transportation for individuals that do not have the means to get to the Special Needs Shelter.
- Transportation will be coordinated through ESF 1, where those people in need of transportation to evacuate, when an evacuation order is given to the community, transportation will only be provided to and from the closest general population shelter, or Special Needs Shelter as appropriate.

G. FINANCIAL MANAGEMENT

1. During a response, each agency/department is responsible for recording and tracking its own expenditures and seeking reimbursement from the appropriate resource after the event.
2. In an effort to seek a presidential declaration or assistance from the State, and to fully document the event/incident, it will be important that each agency report financial expenses through their respective ESF up through the IC structure to the Finance Section so ALL disaster costs can be accumulated in our effort to seek a presidential declaration.
3. If a federally declared disaster is established, then each agency (eligible applicants only) will apply to FEMA for potential reimbursement for disaster expenses as identified through their Public Assistance (PA) Program. A reimbursement program has been established by the FEMA through the PA program that typically reimburses eligible expense up to 75% of original eligible expenses. Each agency is required to apply on their behalf directly to FEMA.

H. REFERENCES AND AUTHORITIES

- State ESF 8 Annex
- Florida Statutes 1993, Emergency Management, chap. 252 (252.31- 52.61)
- Florida Statutes 2008, Mosquito Control, Chapter 388.361 (7)
- Florida Statutes 2008, Mosquito Control, Chapter 388.45 (1)
- Florida Administrative Code Chapter 64-3
- Florida Administrative Code, Mosquito Control Program Administration, Chapter 5E-13
- Florida SS 911 (1993)

- Regional Domestic Security Task Forces, Section 943.0312, F.S.
- Florida Field Operations Guide (FFOG)
- DHS Homeland Security Act (2002)
- HSPD-5, Management of Domestic Incidents
- HSPD-8, National Preparedness Goal
- HSPD-21, Public Health and Medical Preparedness
- DHS National Incident Management System (2004)
- DHS National Response Framework (2008)
- Public Law-288
- DHS/FEMA Recovery Policy 9523.10-Eligibility of Vector Control (Mosquito Abatement)
- District 1 Medical Examiner Plan
- MOU between Lakeview Center, Inc. and Escambia County Health Department-December 2010
- Escambia County Behavioral Health Response Plan (2-24-09 ECHD)

I. APPENDIXES

- ESCAMBIA COUNTY STRATEGIC NATIONAL STOCKPILE PLAN (TBI)
- PANDEMIC INFLUENZA RESPONSE PLAN (TBI)