

# Osceola County Office of Emergency Management



## Strategic Plan 2019-2022



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### GOAL 1: PREVENTION

Promote a safe and secure environment minimizing all threats, hazards and incidents.

### GOAL 2: PROTECTION

Enhance protection through planning, training, exercises, and outreach to first responders, support agencies, and community members.

### GOAL 3: MITIGATION

Enhance the Mitigation System through developing and leveraging technology, partnerships, funding opportunities and policy.

### GOAL 4: RESPONSE

Strengthen and ensure a multi faceted response capability through enhanced technology, response programs, advanced resource management and enriched coordination and planning with partners.

### GOAL 5: RECOVERY

Cultivate, develop and sustain a comprehensive recovery system that provides a community that is better and safer than before a disaster.

## Executive Summary

Osceola County Office of Emergency Management is committed to developing a coordinated and cooperative program that engages the “whole community” in all efforts possible to prevent, protect, mitigate, respond to and recover from all identified hazards to build and maintain a more resilient community.

The dynamics and demographics of Osceola County are evolving faster than ever, and the challenges of providing emergency, infrastructure, and human needs support are growing consistent with these changes in population, threats, and rising customer expectations. The nature of the multi-cultural community, coupled with an ever-expanding tourist population and a diverse business and industry platform present unique challenges in achieving the mission. Additionally, through attrition, the institutional knowledge of many agency and department representatives are lost as their departures compound the complexity.

This Strategic Plan is designed to determine the Office direction and to focus organizational efforts to achieve the Mission and Vision. The plan endeavors to set a road map for the next three years, complete with goals and objectives necessary to meet the overall Mission of Osceola County Office of Emergency Management.

To guide the development of this Strategic Plan, emergency management conducted a major planning process. Staff solicited input from a broad range of interested parties including first responders, emergency management staff, regional partners, and external stakeholders. Staff collected data, reviewed performance and based on this process, the team created this Strategic Plan -- a disciplined, long-term approach to strengthen resilience.

The document provides clarity for the Osceola County Office of Emergency Management program future. At its core, the plan shows the way toward building on program strengths as a nexus for sustainability, innovation and the hub of resilience. It outlines a focused direction for maximizing program effectiveness in better informing decision-makers, educating partners as well as citizens throughout the community.

This Strategic Plan is intended to be a living document that reflects the Emergency Management vision of a safer future through effective programs, partnerships and an engaged community committed to saving lives and reducing the impact of disasters.

Continuous reevaluation of the program will be required to determine whether or not the plan is current and adequate to protect the life, property and environment of Osceola County. In any case, the program will not succeed without the unwavering support of the whole community to contribute to, develop and maintain a successful emergency management program for all of Osceola County.

## Summary of Strategic Goals

### Prevention

- *Promote a safe and secure environment minimizing all threats, hazards and incidents by:*
  - Monitor evolving terror threats and inform and prepare the community accordingly
  - Enhance our all-hazard capabilities through training and exercising for Osceola County as a whole community
  - Actively engage businesses and industry in prevention planning
  - Enhance the CERT (Community Emergency Response Team) Program through community outreach, training, exercising, and improvement planning
  - Enhance Social Media outreach efforts
  - Improve the emergency public alerts and warnings process
  - Expand public education/awareness capabilities

### Protection

- *Enhance protection through planning, training, exercises, and outreach to first responders, support agencies, and community members by:*
  - Strengthen joint information center and emergency public information and warning capabilities
  - Develop a “Safe Room” program for vulnerable communities that identifies potential grant opportunities
  - Enhance planning efforts through collaboration with community partners
  - Identify opportunities, means and measures to provide improved protection of the livestock and agriculture industry

### Mitigation

- *Enhance the Mitigation System through developing and leveraging technology, partnerships, funding opportunities and policy by:*
  - Develop an ordinance that requires integrated early weather alert and warning systems
  - Employ the use of Light Detection and Ranging (LiDAR) technology to enhance modeling of flood and additional hazards
  - Educate and engage partners in mitigation opportunities through the Local Mitigation Strategy Working Group
  - Seek additional public and private grant opportunities to mitigate vulnerable community assets
  - Increase community education on personal mitigation measures for all hazards

## Response

- *Strengthen and ensure a multi-faceted response capability through enhanced technology, response programs, advanced resource management and enriched coordination and planning with partners by:*
  - Foster and encourage development of departmental and partner emergency operating plans and procedures.
  - Establish Policies and Procedures for the Office of Emergency Management
  - Enhance response capability through completion or update of Emergency Support Function annexes.
  - Fully develop and enhance the capabilities of the Emergency Management Resource Center (EMRC) to serve as a multi-use facility
  - Strengthen emergency shelter capabilities
  - Develop 24 hour response capabilities through a duty officer program
  - Ensure robust, redundant voice and data communications capabilities to allow for continuous inter-agency, multi-jurisdictional communication

## Recovery

- *Cultivate, develop and sustain a comprehensive recovery system that provides a community that is better and safer than before a disaster by:*
  - Propose changes to the Emergency Management Ordinance to identify a County Coordinating Officer
  - Engage civic groups and the faith-based community in disaster recovery planning, post-disaster sheltering/housing and community needs
  - Develop, train and exercise a county-based Family Assistance Center plan
  - Update, train and exercise the Donations Management Plan including the financial components
  - Work with additional county agencies to develop and complete plans for continuity of operations (COOP)
  - Conduct a series of exercises to promote dialogue on post disaster issues

# Operational Priorities

- Life, Safety & Health
- Property Protection & Preservation
- Environmental Protection
- Restoration of Essential Utilities
- Restoration of Essential Program Functions
- Coordination Among All Stakeholders

# ...OUR MISSION

*Our mission is to reduce the loss of life and property and protect the people of Osceola County through a comprehensive, all hazards emergency management system of prevention, protection, mitigation response and recovery.*

# ...OUR VISION

*A safer future through effective programs, partnerships and an engaged community committed to saving lives and reducing the impact of disasters.*





## Organizational History



Osceola County Emergency Management is an evolutionary study dating back to the cold war Civil Defense days. In the 1960's through 1979, The County Civil Defense office provided catastrophic peace and wartime planning.

With the advent of the Federal Emergency Management Agency (FEMA) in 1979, the Civil Defense office began the process of a more peacetime focus. In July of 1979, President Jimmy Carter signed an Executive Order providing for federal disaster relief efforts.

In September 1983, the Board of County Commissioners signed a resolution making every County department responsible for supporting the function of Emergency Management. This is the first known reference to a functioning emergency management agency in the County.

After Hurricane Andrew in 1992, emergency management continued to evolve, particularly in the state of Florida. The Florida Division of Emergency Management sought new changes in shelter strategy and emergency management across the state worked to provide more robust disaster services.

The fall and winter of 1997 and 1998 brought a very strong El Nino season and a subsequent tornado outbreak in February 1998. An EF 3 tornado struck Osceola County in the early morning hours killing 25 people with damages in excess of 5 million dollars. This tornado disaster still maintains the record of the most fatalities in a single county in the state of Florida.

By the year 2000, Osceola County had a newly renovated Emergency Operations Center located in the city of Kissimmee. Additional emergency management personnel now augmented the ever-growing community to facilitate the various phases of emergency management.

With the terror attacks on the homeland in 2001, Osceola County Emergency Management continued to provide services in an ever-evolving, risk-changing environment. Various risk-based committees and groups helped to support the new demands in local emergency management.



In the fall of 2003, the Emergency Management Institute selected Osceola County Emergency Management to attend the National Emergency Training Center in Emmitsburg, Maryland for an Integrated Emergency Management Course (IEMC). The participants included many government partners as well as other external organizations to focus on hurricane preparedness and response.

The late Dr. William Gray and his group from the University of Colorado predicted an above average hurricane season for 2004. County Emergency Management would deal with the most damaging events ever recorded

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in the County. Hurricanes Charley, Francis and Jeanne would leave more than 10 million dollars in damages, countywide power outages and many homeless. The significance of these events changed the course of Osceola County Emergency Management forever.

The institution of the National Incident Management System (NIMS) released in February of 2004 provided a revised approach to emergency management. The core standards remained the same, but the framework of a standardized response and management tool allowed the County to better meet community needs and organize, providing consistency throughout the entire emergency management program.



Five years after the onslaught of the historic 2004 hurricanes, Osceola County Emergency Management relocated to a new, state-of-the-art, Category 4, hurricane wind-rated structure. The structure contains the Emergency Management offices, the Emergency Operations Center (EOC) and is co-located with the county 911-dispatch center. Many counties in the state, and around the country, have used the facility as a template in designing new facilities for their own jurisdictions.



The largest structure fire in the history of Osceola County occurred the night of June 27, 2011. The fire occurred in a hotel originally purchased from the Knoxville World's Fair. The Office of Emergency Management supported the 5-day event by supplying an Incident Management Team and assisting with sheltering and donations management.

In July of 2011, Osceola County Emergency Management officially became the Office of Emergency Management through the passing of the Emergency Management Ordinance #11-16. The Ordinance provides for a unified approach to emergency management formally adopting the "Executive Policy Group" (EPG) and the "Emergency Management Working Group" (EMWG).

The Executive Policy Group provides policy level guidance in a non-emergency setting while the Working Group provides the strategic execution of policy in a communitywide committee fashion. The EPG also provides unified decision-making during a declared local state of emergency through executive orders and rules while the EMWG provide subject-matter tactical experts in the operational EOC.

The Board of County Commissioners signed a multijurisdictional – all agency Damage Assessment agreement in November

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2011. This provided a joint capability across all jurisdictions to provide damage assessment reporting to a single location, the Office of Emergency Management.

On May 23, 2012, the Office of Emergency Management drilled on the newly completed Employee Reception Center Plan. This plan involved more than 100 employee volunteers and provided great insight in fine-tuning the plan to be sure employees can get back to work following a significant event.



In 2013, the Office of Emergency Management conducted a full-scale exercise including the Volunteer Reception Center and an operational Point of Distribution (POD). This required many volunteers and a partnership with the local Ford dealership for vehicle traffic as well as the teams in the POD Groups.

The Office of Emergency in partnership with the School District and local law enforcement conducted a large-scale active shooter tabletop exercise to finalize school policy on the subject. More than 50 school administrators and law enforcement personnel attended the October 2013 event.

Collaborating with the medical community, the Office worked through a drill to accommodate a medical surge event. This

required the County General Services department and local hospital representation in September 2014.

Osceola County supported the Equality in Marriage Act effective in January 2015. The Office of Emergency Management provided on-site as well as EOC support for the event.

In November 2015, Emergency Management took occupancy of a new 8000 square foot resource facility. This facility centralizes resources and provides a continuity of operations workspace for the office and the operational EOC.

The Osceola County Office of Emergency Management submitted and received approval on the Local Mitigation Strategy plan. This plan provides a detailed analysis of threats and vulnerabilities including



methods by which the whole community can mitigate them. The Plan received approval in December 2015.

Osceola County now hosts one of the largest country music festivals in America, Runaway Country. The Office of Emergency Management and partners has provided on-site incident management every year since 2016. The 2018 event saw stepped-up protective measures following the October 1, 2017 mass shooting in Las Vegas, NV. The Osceola County Sheriff's provided excellence in covert measures ensuring the patrons safety and protection.

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The Emergency Operations Center received several new enhancements, and dealt with some new challenges in 2017 & 2018. Hurricane Irma brought significant wind and rain resulting in damage to over 8000 properties and the forced flooding evacuation of over 1000 residents from the Good Samaritan Community. The active Emergency Operations Center fielded over 7000 citizen calls for information and assistance, and opened and operated a record 12 emergency shelters.

## Statistics and Population

Osceola County was created in 1887 when segments of Brevard County to the east and Orange County to the north were carved away. Located in the center of the state, Osceola County encompassed the entire Kissimmee River Valley and extended south to the banks of Lake Okeechobee. This southerly extent remained until the formation of Okeechobee County in 1917.

Cattle ranching evolved into the largest industry until the arrival of Walt Disney World in the late 1960's. Disney World officially opened to the public in 1971. Since that time, industry has shifted to a more tourist-based economy. Despite this significant evolution, many square miles of agriculture and ranching remain. Osceola County continues to grow and the U.S. Census Bureau of 2014 reports, it was the 16<sup>th</sup> fastest growing county in the United States.

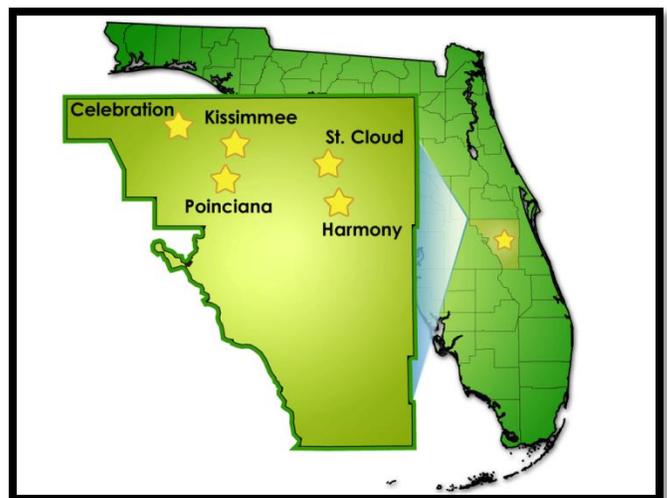
## Geography

According to the United States Census Bureau, Osceola County has a total area of 1,506 square miles. The majority of the County is located within the Osceola Plain, a broad, flat area of land lying immediately adjacent to the Lake Wales and Mount Dora Ridges on the northwest and west, respectively. Elevations range from a minimum of about 15 feet above

the National Geodetic Vertical Datum (NGVD) in the northeast part of the County to a maximum of approximately 220 feet NGVD in the northwest part of the County near the top of the Lake Wales Ridge. Osceola County is landlocked by Orange, Brevard, Indian River, Okeechobee, Highlands, Polk and Lake Counties.

The majority of land (74%) in the County is an undeveloped mix of surface water and agriculture, forest, and conservation lands. The residential, commercial, and industrial development has occurred mostly in the northwestern portion of the County bordering Orange and Polk Counties.

Osceola County has established an Urban Growth Boundary in that encompasses this northwestern area. This boundary was established to centralize public resources by preventing urban sprawl and to protect cultural land uses such as ranching and natural resources to the south of the urban area. The County has also designated mixed-use zoning around some of lakes to promote smart-growth and a viable economy as the County continues developing to accommodate the increased population of the Greater Orlando area.



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## Demographics

The total population of Osceola County, including the incorporated Cities of Kissimmee and Saint Cloud, is 352,180; an increase of over 31% from 2010 (2017, BEBR). According to the 2010 U.S. Census, Osceola County has seen a 55% increase in growth since 2000. In 2018, Osceola County was named the second fastest growing county in the State of Florida, and the 10<sup>th</sup> fastest growing county in the United States. This growth continues as projections indicate that the County's population may triple by 2060.

The majority of the population resides within the Urban Growth Boundary, an area where urban scale development is concentrated and where public facilities, such as utilities, schools, transit and other public facilities are provided. This area consists of only 26% of the County's total land area. All developed and developing communities lay within the Urban Growth Boundary, including the Cities of Kissimmee, St. Cloud, Poinciana, Buenaventura Lakes, Celebration, Harmony, Campbell City, Intercession City, Kenansville and Holopaw. While the majority of the population resides within unincorporated Osceola County, the City limits of Kissimmee and St. Cloud include a substantial percentage.

Among all 67 counties within the State of Florida, Osceola County ranks third highest percentage of Hispanic population. Osceola County's Hispanic population comprises 53.7%, an increase from 42% in 2010. This percentage does not include the thousands of Puerto Rican residents who relocated to Osceola County after Hurricane Maria. While the number of evacuees who permanently settled in the county is unknown, more than 1400 Puerto Rican children who evacuated the island after Hurricane Maria have enrolled in Osceola County schools for the 2018-2019 school year. 20% of the people living in Osceola County are considered foreign born, also an increase from 19% in 2010.

## Economic Profile

As of 2015 Osceola County contained approximately 50,000 accommodations (hotels/motels, vacation rental homes, condominiums, timeshares, & campgrounds) for the tourism population. In that year, tourist development was on pace to realize a net Tourist Development Tax (TDT) revenue of \$48.7 million.



Osceola County welcomes over 7 million overnight visitors annually calculating to an average daily visitor population of 110,607. The majority of the tourist population resides in the northwestern portion of the county where Osceola Parkway and State Road 535 provide easy access to tourism attractions in both Osceola and neighboring Orange County.

Osceola County has a large homeless population, with approximately 2,500 homeless families and 365 chronic homeless persons. The School District of Osceola County reported 5000 homeless children enrolled in school for the 2015/2016 school year, 950 of which are living in motels; this does not include pre-school children, as they are not counted.

Canada remains the top overnight international market of visitors to Osceola County, providing over 300,000 visitors. UK, Brazil, Colombia, Mexico and Argentina follow ranking second through sixth in visitation.

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The per capita income for Osceola County is \$19,482, with over 14% of the population living below the federal poverty level. Among the most common occupations within the major industries in Osceola County are trade, transportation and utilities occupations (23%), professional and business services occupations (18%), leisure and hospitality occupations (13 percent), financial occupations (11%), education and health service occupations (10%), and construction occupations (10%).

According to the Property Appraiser's office, the average market or appraised (just) value of property in Osceola County is \$146,500; the average assessed value, before exemptions is \$122,517. The average market of appraised (just) value of improved commercial properties in Osceola is \$729,839.00 and assessed at \$725,653.00.



The additions of NeoCity and Margaritaville Resort to Osceola County are expected to bring long-term economic growth to Osceola County. The Margaritaville Resort Orlando is a 300-acre, \$750 million dollar project slated to open January 2019. The hotel is expected to bring 700-1000 jobs to the county, and is only one small part of the massive planned mixed-use development of 200,000 square feet of shops, hotels, vacation homes, restaurants, and a water park.

NeoCity is a 500-acre, collaboratively planned technology district anchored by a high-tech sensor research facility and commercial, residential, and industrial space. NeoCity has a projected 50-year development plan with 26,900-34,300 direct jobs (total labor incomes from \$4.6 billion-\$4.7 billion), 40,700-45,300 indirect jobs (total labor incomes from \$2.2 billion-\$2.4 billion), and 45,700-48,100 induced jobs (total labor incomes from \$2 billion - \$2.1 billion) created from the influx of new employees. The predicted total tax revenue for Osceola County for NeoCity's full 50-year build out is between \$781 million - \$831.2 million.

## Accomplishments of 2018

### Shelter Worker/Leader Training

Hurricanes Matthew and Irma highlighted major resource gaps during emergency shelter operations. The key response organization that normally manages emergency shelters did not meet county expectations and had trouble ramping up for activation. Staffing became the biggest challenge which left Osceola County scrambling to find employees to manage shelters. Several counties throughout Florida also found themselves trying to operate shelters with limited staff. Having learned from the experience, and following the trend of other regional partner agencies, Osceola County made a strategic decision to manage the program with the help of key local community partners.

Shortly after Hurricane Irma, Osceola County held two emergency shelter-training courses using all local government staff to teach and attend the course. The course includes industry standard processes while also focusing on county specific details. The cadre of instructors included members from Emergency Management, the Transportation Department, and Extension Services. Agencies invited to training included the School District of Osceola County, the City of Kissimmee, and the Osceola County Board of County Commissioners. Emergency Management will continue its enhancement efforts by offering this course several times annually at the Emergency Operations Center.

### Shelter Kits

Lessons learned from Hurricanes Matthew and Irma showed that a key component for successful emergency shelter activation includes having well equipped shelter kits. Emergency Management volunteers assisted with the task of assembling a minimum of twelve shelter kits ready for deployment. Wire security pushcarts make up the shell for each shelter kit with each kit including binders with all the necessary forms to manage a shelter, plus team supplies and equipment. The Emergency Management Resource Center (EMRC) houses the cache of shelter kits. The School District of Osceola County will deploy a box truck with lift gate to the EMRC for retrieval, loading, and delivery to each shelter in the event of an emergency activation. The addition of shelter kits enhanced our local response capabilities by streamlining the process.

### Operational Enhancements

The Office of Emergency Management works diligently to maintain and enhance partnerships and relationships across the board. This year, the Office of Emergency Management assisted the flood community by bolstering the Community Rating System (CRS) partners with the completion of the Chapter 610 points.

The Office achieved 360 of the 390 available points in this category. The point accumulation is due in large part to the completion of the 2017 Flood Response Operations Guide (FROG). The tool proved to be a success in the onslaught of Hurricane Irma, providing responders with critical and timely information. Ultimately, increased point tabulation helps to lower flood insurance costs for citizens.

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Emergency operational enhancements included partnership and institution in the regional WebEOC management tool with enhanced mapping, better call-tracking and robust resource management. Our partnership with the region now provides increased user capability to allow the Office of Emergency Management to extend WebEOC capabilities, not only within the region, but with our municipalities as well. Emergency Management is now better poised to monitor state and regional activity with greater success in maintaining situational awareness and create a common operating picture.

The Office of Emergency Management achieved FEMA Integrated Public Alerts and Warnings (IPAWS) compliance in February of 2018 – another milestone in providing excellence in community service. This achievement now allows the Office to provide integrated public alerts and warnings, benefiting the community through increased message delivery capability and reduced timing for warning in an emergency.

### **Annual EOC Orientation/Operation Overload**

Emergency Management hosted its first all-day Emergency Operations Center Orientation Day for all EOC staff on June 29, 2018. The first half of the day included round-robin presentations on a variety of topics. The orientation was opened up by the Board of County Commissioners (BOCC) Chairman thanking the Strategic Response Team (SRT) for their hard work and dedication during Hurricane Irma.

The Emergency Management Director followed the Chairman, with a warm welcome message to the EOC staff and overview of what to expect throughout the day. The Human Resources Director presented on personnel policies & procedures, County Ordinance 2-6.16, and the “Know Your Role” program. The Emergency Management Training and Exercise Officer shared updates to training requirements and a new and improved training tracking system to track EOC staff training. The Emergency Management Operations Manager shared updated information on the regional WEBEOC platform, EOC enhancements, documentation do’s and don’ts, Damage Assessment, and Departmental Operations Centers (DOCs).

The Emergency Management Officer/ Logistics Section Chief presented on the sheltering program and its continued expansion and WEBEOC resource requests. The Emergency Management Planner discussed Incident Action Plans (IAP) vs. Situation Reports (SitRep) and Essential Elements of Information (EEI). The Osceola County Assistant Comptroller and Finance Manager shared financial lessons learned from Hurricane Irma and processes moving forward. The Florida Department of Emergency Management (FDEM) Regional Coordinator presented to EOC staff the state’s role during a disaster or emergency and their processes and expectations from the County. The National Weather Service (NWS) - Melbourne, Weather Coordination Meteorologist shared the 2018 Hurricane Forecast and the unique atmospheric conditions we may see this season.

During the second-half of the EOC orientation day, Emergency Management conducted a 3.5 hour tabletop exercise “Operation Overload”. This exercise was unlike the usual hurricane scenario; instead it was an event that centered on terrorism threats, mass casualty and hazmat issues. The mission areas this exercise focused on was Response and Recovery. The core capabilities that were assessed during Operation Overload were Operational Coordination and Situational

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Assessment. There were a total of 12 agencies that participated in this exercise and the resounding feedback from the EOC staff was that although the scenario was new, everyone performed with excellence.

### **Healthcare CEMP Workshop**

Osceola County's Office of Emergency Management hosted its first annual Healthcare Comprehensive Emergency Management Plan (CEMP) Workshop on September 18, 2018. The workshop was attended by over 70 administrators, directors, and owners of over 50 different hospitals, nursing homes, and assisted living facilities. Emergency management staff reviewed lessons learned from Hurricane Irma, common healthcare CEMP issues, the new emergency power plan statute implemented by the state, new healthcare portal plans and review fees, plans for quarterly facility visits, and healthcare facility roles and responsibilities before, during, and after an emergency. The workshop also included presentations by the Osceola County Fire Marshal's Office on issues found in fire plans, and a representative from the Central Florida Disaster Medical Coalition. Additionally, emergency management staff fielded questions from the audience on issues they encountered during Hurricane Irma, and concerns that they had while developing their CEMP documents. The workshop was well received by attendees and many expressed interest in the workshop expanding and continuing on an annual basis.

### **Hurricane Irma HMGP Funding**

Hurricane Irma made landfall on the Florida peninsula on September 10, 2017, and is estimated to have caused over \$50 billion dollars in damages; making the storm the costliest hurricane on record in the State of Florida, surpassing Hurricane Andrew. On February 15, 2018, the Florida Division of Emergency Management (FDEM) released the Hazard Mitigation Grant Program (HMGP) Notice of Funding Availability announcing that HMGP funds would be available to Florida counties as the result of the Presidential Disaster Declaration for Hurricane Irma (FEMA 4337-DR-FL). Over \$472 million dollars were awarded to Florida counties under HMGP Tier I funding, including \$5,017,367.10 granted to Osceola County.

The Local Mitigation Strategy (LMS) Working Group voted on a priority list of 7 projects to submit to the state for HMGP funding. These projects included a new pump station for the Blackberry Creek ponds, a retrofit of the City of Kissimmee Fire Station #11 to add hurricane shutters to the facility, an upgrade to the Buenaventura Lakes storm water system, improvements to the Espirt ponds, Shingle Creek, and Fanny Bass Slough, and a \$50 million dollar flood mitigation project for the Good Samaritan Society Assisted Living Facility and Nursing Homes. At the time of publication, all projects are currently under review by the Florida Division of Emergency Management.

### **Motorola P-25 radio transition**

This past year, Radio Services facilitated the \$7.8 million purchase of 1769 mobile and portable radios and accessories. This equipment was to update old analog and antiquated portable and mobile Motorola radios across all county departments. Radio Services programmed and scheduled the installation of all new radios and collected all old radios for disposal. Equipment began arriving in December, 2017 and the project wrapped up July, 2018. All new batteries were charged prior to

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distribution and all database records updated in the MCM system. Accessories included chargers, batteries, clips and MICs. Planned programming was also implemented to further the interoperability of the surrounding cities and counties. Currently Radio Services is working to migrate off the remaining four analog channels to a total digital system with 20 channels and nine tower sites in the county.

## **Public Outreach and Education**

In 2018, Emergency Management continued its commitment to reaching and informing Osceola County residents on being prepared pre and post event by providing information on how to plan ahead, build a kit, stay informed and take action. Emergency Management offers community presentations to the senior community, faith base community, libraries and large venue events. In addition to the public presentations, attendees are provided with handouts such as the Emergency Management Quick Tips to ensure Osceola County residents are well informed and, aware of County resources and contact information for any major event.

With an active Hurricane Season in 2016 and 2017, request for public outreach has increased. To date in 2018 Emergency Management has reached more than 2,667 residents through public outreach presentation requests, with another 11,000 Osceola County residents reached through the biennial Discover Osceola expo.

## **Summary of Exercises for 2018**

In 2018, Emergency Management continued its commitment to train and exercise with partners across the county. Our goal is to test plans that connect to hazards outlined in our Hazard Identification Risk Assessment (HIRA). We want to ensure our first response community and strategic response partners are prepared to manage any incident or emergency that may affect the county. This year Emergency Management hosted and/or participated in a total of 11 exercises:

**The Great Tornado Drill (February 2018)**

**Statewide Hurricane FE Exercise (May 2018)**

**Stockpile of the Sick and Contagious 2.0 (Osceola County Strategic National Stockpile (SNS) (June 2018)**

**SunRail Drill (June 2018)**

**Osceola Overload FE (June 2018)**

**Alternate Care Site TTX (July 2018)**

**Operation Protect and Secure Lockdown Drill (September 2018)**

**Healthcare Facilities Workshop (September 2018)**

**Gaylord Palms Resort Disaster Recovery TTX (September 2018)**

**Coordinated Response Exercise (Pipeline TTX) (September 2018)**

**Osceola County Cyber TTX (November 2018)**

## Goals and Objectives

### Methodology

The construct of the Goals and Objectives developed as part of this plan reflects the most recent mission areas and core capabilities of the National Preparedness Goal. In developing these goals, staff worked with stakeholders to assess real and perceived gaps in all of the core capabilities for each of the five mission areas, and then developed goals and objectives to strengthen those areas by way of programs, procedures or practices.

For each goal statement, a set of implementation strategies was identified. Implementation strategies are as those that can be completed within the next five years. Although this strategic plan does not specifically outline goals and objectives beyond five years, some goals will continue to be enhanced and changed during the life cycle of this plan. The progress of each Goal will be evaluated and reported by staff utilizing the Milestone Matrix in Appendix A.

# STRATEGIC PLAN 2019-2022

## I. Prevention

*Promote a safe and secure environment minimizing all threats, hazards and incidents.*

<b>Prevention</b>	<b>Goal 1.1</b>	<b>Monitor evolving terror threats and inform and prepare the community accordingly</b>		
		<b>Action Item</b>	<b>Responsible Party</b>	<b>Expected Completion Date</b>
	1.1.1	Engage whole community to be active participants in the prevention of acts of terrorism and disaster events through presentations.	EM Officer (T&E)	December 2019
	1.1.2	Promote an integrated, multi-disciplined, information sharing network to collect, analyze and disseminate information to enhance community awareness.	Operations Manager	December 2019
	1.1.3	Monthly review and disseminate of the intelligence information (Fusion Center, UASI, RDSTF, HSIN)	Director	December 2019
	1.1.4	Participate in quarterly meetings with RDSTF (Regional Domestic Security Task Force) and UASI (Urban Area Security Initiative)	Director	December 2019
	<b>Goal 1.2</b>	<b>Enhance our all hazard capabilities through training and exercising for Osceola County as a whole community</b>		
		<b>Action Item</b>	<b>Responsible Party</b>	<b>Expected Completion Date</b>
	1.2.1	Develop an outreach program to strengthen partnership with Chambers and Business Community through an annual workshop.	EM Officer (T&E)	December 2019
	1.2.2	Expand the Multi-Year Training and Exercise Planning program to include a process as a way to conduct a GAP Analysis with partners and stakeholders. (Quarterly)	EM Officer (T&E)	December 2019
	1.2.3	Conduct an annual county-wide hurricane exercise to enhance the capabilities of all partner agencies.	EM Officer (T&E)	May 2019
	1.2.4	Partner with SunRail on an annual training and exercise program for the first responder community.	EM Officer (T&E)	June 2019
	1.2.5	Provide cyber security threat information to IT partners	Director	December 2019

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<b>Goal 1.3</b>	<b>Enhance the CERT (Community Emergency Response Team) Program through community outreach, training, exercising, and improvement planning.</b>		
	<i><b>Action Item</b></i>	<i><b>Responsible Party</b></i>	<i><b>Expected Completion Date</b></i>
1.3.1	Coordinate and deliver an annual CERT training for a large community-wide public audience.	EM Officer (LOGS)	December 2019
1.3.2	Enhance the CERT program by adding two additional teams by 2022.	EM Officer (LOGS)	December 2022
<b>Goal 1.4</b>	<b>Enhance Social Media outreach efforts</b>		
	<i><b>Action Item</b></i>	<i><b>Responsible Party</b></i>	<i><b>Expected Completion Date</b></i>
1.4.1	Develop a monthly social media message focused on offering prevention information for the citizens and businesses of Osceola County.	EM Officer (T&E)	December 2019
1.4.2	Increase the number of followers on Emergency Management's Facebook and Twitter accounts to 4,000 each.	OEM Team	December 2019
1.4.3	Rebrand the emergency management website to ReadyOsceola.	Director	February 2019
<b>Goal 1.5</b>	<b>Improve the emergency public alerts and warnings process</b>		
	<i><b>Action Item</b></i>	<i><b>Responsible Party</b></i>	<i><b>Expected Completion Date</b></i>
1.5.1	Cultivate the alerts and warnings committee to enhance community emergency messaging.	Operations Manager	December 2019
1.5.2	Initiate GIS based unified App development streamlining public process for alerts and warnings	Operations Manager	December 2020
1.5.3	Enhance AlertOsceola through Everbridge system development.	Operations Manager	May 2019
<b>Goal 1.6</b>	<b>Expand public education capabilities</b>		
	<i><b>Action Item</b></i>	<i><b>Responsible Party</b></i>	<i><b>Expected Completion Date</b></i>

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1.6.1	Conduct an annual analysis of public education efforts to gauge effectiveness and exposure.	Director	December 2019
1.6.2	Develop preparedness video presentations for community education via social media platforms and ReadyOsceola.	OEM Team	June 2019

## 2. Protection

*Enhance protection through planning, training, exercises, and outreach to first responders, support agencies, and community members.*

PROTECTION	<b>Goal</b> 2.1	<b>Strengthen joint information center and emergency public information and warning capabilities</b>		
		<b>Action Item</b>	<b>Responsible Party</b>	<b>Expected Completion Date</b>
	2.1.1	Train public information staff on alert and warning capabilities and delivery.	Operations Manager	June 2019
	2.1.2	Conduct a full-scale exercise focused on the JIC.	EM Officer (T&E)	December 2019
	<b>Goal</b> 2.2	<b>Develop a "Safe Room" program for vulnerable communities that identifies potential grant opportunities</b>		
		<b>Action Item</b>	<b>Responsible Party</b>	<b>Expected Completion Date</b>
	2.2.1	Coordinate with FEMA, FDEM and County Shelter Engineers on the proper standards, requirements, and funding opportunities.	EM Planner	December 2021
	2.2.2	Meet and coordinate with Mobile Home/RV park representatives to assist with the funding process.	EM Planner	December 2021
	2.2.3	Work with county administration to develop an ordinance for adding Safe Rooms to newly constructed mobile/manufactured home parks.	Director	December 2021
	<b>Goal</b>	<b>Enhance planning efforts through collaboration with community partners</b>		

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2.3			
	<b>Action Item</b>	<b>Responsible Party</b>	<b>Expected Completion Date</b>
2.3.1	Increase awareness at EMWG meetings with the inclusion of the National Weather Service and CFIX.	Director	December 2019
2.3.2	Annually review the ESF annexes with partner agencies and present to the EMWG.	EM Planner	December 2019
2.3.3	Produce a quarterly newsletter for the EMWG to disseminate current project information and updates.	EM Administrative Assistant	June 2019
Goal 2.4	<b>Identify opportunities, means and measures to provide improved protection of the livestock and agriculture industry</b>		
	<b>Action Item</b>	<b>Responsible Party</b>	<b>Expected Completion Date</b>
2.4.1	Meet with key community partners to discuss resource gaps, vulnerabilities, and emerging threats.	EM Officer (LOGS)	December 2019

### 3. Mitigation

*Enhance the Mitigation System through developing and leveraging technology, partnerships, funding opportunities and policy.*

<b>MITIGATION</b>	Goal 3.1	Develop an ordinance that requires integrated early weather alert and warning systems		
		<b>Action Item</b>	<b>Responsible Party</b>	<b>Expected Completion Date</b>
	3.1.1	Research and report on the local ordinance process	Operations Manager	December 2020

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3.1.2	Develop ordinance language supporting weather alert radio program	Operations Manager	December 2021
3.1.3	Identify and develop vendors and partners supporting the process	Operations Manager	December 2021
3.1.4	Complete the ordinance	Operations Manager	December 2022
<b>Goal 3.2</b>	<b>Employ the use of Light Detection and Ranging (LiDAR) technology to enhance modeling of flood and additional hazards</b>		
	<b>Action Item</b>	<b>Responsible Party</b>	<b>Expected Completion Date</b>
3.2.1	Update critical facilities and infrastructure including latest elevation data	Operations Manager	December 2019
3.2.2	Rerun target at-risk communities against the new LiDAR product	Operations Manager	December 2019
3.2.3	Run full suite of returns for the entire jurisdiction	Operations Manager	December 2020
3.2.4	Produce related depth grids and inundation models	Operations Manager	December 2019
<b>Goal 3.3</b>	<b>Educate and engage partners in mitigation opportunities through the Local Mitigation Strategy Working Group</b>		
	<b>Action Item</b>	<b>Responsible Party</b>	<b>Expected Completion Date</b>
3.3.1	Enhance the LMSWG membership to include the general public and the business community.	EM Planner/Director	December 2019
3.3.2	Continue to coordinate with Federal, State and Local mitigation subject matter experts to ensure current and accurate information and materials are available.	EM Planner	December 2019
3.3.3	Seek feedback on mitigation gaps and work to fill them.	EM Planner	December 2019
3.3.4	Update the LMSWG mitigation priority list on a quarterly basis.	EM Planner	December 2019

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3.3.5	Review current trends on natural and human-caused disasters to identify mitigation opportunities.	EM Planner	December 2019
3.3.6	Develop a Community Wildfire Protection Plan and work with the Florida Forrest Service on wildfire mitigation projects.	EM Planner	December 2021
<b>Goal 3.4</b>	<b>Seek additional public and private grant opportunities to mitigate vulnerable community assets</b>		
	<b><i>Action Item</i></b>	<b><i>Responsible Party</i></b>	<b><i>Expected Completion Date</i></b>
3.4.1	Annually review mitigation opportunities for shelter locations in partnership with the school district.	EM Officer (LOGS)/Director	December 2019
3.4.2	Develop and disseminate a process for mitigation grant submission and guidelines.	EM Planner	June 2019
<b>Goal 3.5</b>	<b>Increase community education on personal mitigation measures for all hazards</b>		
	<b><i>Action Item</i></b>	<b><i>Responsible Party</i></b>	<b><i>Expected Completion Date</i></b>
3.5.1	Regularly promote the National Flood Insurance Program.	Operations Manager	December 2019
3.5.2	Continue public outreach on personal mitigation measures through Disaster Preparedness Events, Expos, and presentations	EM Planner	December 2019

## 4. Response

*Strengthen and ensure a multi-faceted response capability through enhanced technology, response programs, advanced resource management and enriched coordination and planning with partners.*

<b>RESPONSE</b>	<b>Goal 4.1</b>	<b>Foster and encourage development of departmental and partner emergency operating plans and procedures.</b>		
		<b>Action Item</b>	<b>Responsible Party</b>	<b>Expected Completion Date</b>
	4.1.1	Identify county departments that need an emergency operations plan.	Operations Manager	June 2019
	4.1.2	Develop integration and implementation strategies and their appropriate templates.	Operations Manager	December 2019
	4.1.3	Present the program and engage the Emergency Management Working Group and select departments.	Operations Manager	June 2020
	4.1.4	Review and implement completed plans.	Operations Manager	June 2021
	<b>Goal 4.2</b>	<b>Establish Policies and Procedures for the Office of Emergency Management</b>		
		<b>Action Item</b>	<b>Responsible Party</b>	<b>Expected Completion Date</b>
	4.2.1	Conduct an audit review of any current EM policies and procedures.	Director	June 2019
	4.2.2	Identify functions that would benefit from a formal policy and procedure and review general county policies/procedures for existing guidance.	Director	June 2020
	4.2.3	Develop the policies and procedures identified in 4.2.2	Director	December 2020
	<b>Goal 4.3</b>	<b>Fully develop and enhance the capabilities of the Emergency Management Resource Center (EMRC) to serve as a multi-use facility</b>		
		<b>Action Item</b>	<b>Responsible Party</b>	<b>Expected Completion Date</b>
	4.3.1	Establish facility layout and action plan based on functions.	Operations Manager/ EM Officer (LOGS)	March 2019

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	4.3.2	Establish costs, organizing and acquiring resources.	Operations Manager/ EM Officer (LOGS)	March 2019
	4.3.3	Develop schedule based on budget requirements.	Operations Manager/ EM Officer (LOGS)	March 2019
	<b>4.4</b>	<b>Strengthen mass care (sheltering, feeding, and related services) capabilities.</b>		
		<i>Action Item</i>	<i>Responsible Party</i>	<i>Expected Completion Date</i>
	4.4.1	Plan, develop and market the Adopt-A-Shelter Program to enhance resource capabilities	EM Officer (LOGS)	June 2019
	4.4.2	Identify, recruit, train, and coordinate county shelter training for partner agencies.	EM Officer (LOGS)	June 2019
	4.4.3	Identify community organizations who can provide for recovery shelters/POD locations/donation sites and execute MOUs.	EM Officer (LOGS)	June 2019
	<b>Goal 4.5</b>	<b>Develop a 24 hour response capabilities through a duty officer program.</b>		
		<i>Action Item</i>	<i>Responsible Party</i>	<i>Expected Completion Date</i>
	4.5.1	Review historical local and partner data, processes and accomplishments	Operations Manager	December 2019
	4.5.2	Establish goals, funding and framework with systematic review process	Operations Manager	December 2019
	4.5.3	Complete draft procedural document	Operations Manager	December 2019
	<b>Goal 4.6</b>	<b>Ensure robust, redundant voice and data communications capabilities to allow for continuous inter-agency, multi-jurisdictional communication</b>		
		<i>Action Item</i>	<i>Responsible Party</i>	<i>Expected Completion Date</i>
	4.6.1	Enhance ability to manage emergency, disaster, or pre-planned events by leveraging the MutualLink incident management system.	Director/Operations Manager	June 2019

## 5. Recovery

*Cultivate, develop and sustain a comprehensive recovery system that provides a community that is better and safer than before a disaster.*

Recovery	<b>Goal 5.1</b>	<b>Propose changes to the Emergency Management Ordinance to identify a County Coordinating Officer</b>		
		<b>Action Item</b>	<b>Responsible Party</b>	<b>Expected Completion Date</b>
	5.1.1	Draft language and solicit approval from the BoCC to institute a policy that designates the Director of Emergency Management as the “County Coordinating Officer” for emergencies that are declared as local disasters.	Director	June 2019
	5.1.2	Review Ordinance 11-16, Emergency Management, for any other changes or revisions that need to be made as part of this process.	Director	June 2019
	<b>Goal 5.2</b>	<b>Engage civic groups and the faith based community in disaster recovery planning, post disaster sheltering/housing and community needs</b>		
		<b>Action Item</b>	<b>Responsible Party</b>	<b>Expected Completion Date</b>
	5.2.1	Conduct an annual whole-community exercise to engage community and faith-based partners.	EM Officer (T&E)	May 2019
	5.2.2	Appoint a member of the faith based community to the Recovery Task Force.	Director	June 2019
	<b>Goal 5.3</b>	<b>Develop, train and exercise a county based Family Assistance/Reunification Center plan</b>		
		<b>Action Item</b>	<b>Responsible Party</b>	<b>Expected Completion Date</b>
5.3.1	Develop an Osceola County specific FRC/FAC plan.	EM Planner	December 2019	

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5.3.2	Assemble a FRC/FAC Team and develop training.	EM Planner	December 2019
5.3.3	Conduct a FRC/FAC focused exercise.	EM Officer (T&E)/EM Planner	December 2020
<b>Goal 5.4</b>	<b>Update, train and exercise the Donations Management Plan including the financial components</b>		
	<b>Action Item</b>	<b>Responsible Party</b>	<b>Expected Completion Date</b>
5.4.1	Identify primary agency for donations management.	EM Officer (LOGS)/ Director	March 2019
5.4.2	Coordinate training and exercises for the in-kind Donations Management Plan within one year.	EM Officer (LOGS)	August 2019
5.4.3	Coordinate improvement planning for the in-kind Donations Management Plan within three months of exercises.	EM Officer (LOGS)	December 2019
5.4.4	Assist Osceola REDI with financial donations plan development.	Director	February 2020
<b>Goal 5.5</b>	<b>Work with additional county agencies to develop and complete plans for continuity of operations (COOP).</b>		
	<b>Action Item</b>	<b>Responsible Party</b>	<b>Expected Completion Date</b>
5.5.1	Develop an outline for outreach, training and implementation of agency COOPs.	EM Planner	December 2021
5.5.2	Meet with all agency heads in order to explain not only the COOP development process but the purpose of COOP.	EM Planner	December 2021
5.5.3	Conduct training for each department on COOP.	EM Planner	December 2021
5.5.4	Assist each department in completing and exercising their COOP.	EM Planner	December 2021
<b>Goal 5.6</b>	<b>Conduct a series of exercises to promote dialogue on post disaster issues</b>		

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		<i>Action Item</i>	<i>Responsible Party</i>	<i>Expected Completion Date</i>
	5.6.1	Conduct a Tabletop Exercise (TTX) with the Recovery Task Force to ensure that they know their role before, during, and after an incident.	EM Officer (T&E)	December 2020
	5.6.2	Design and conduct a series of post-disaster recovery exercises that will test the Disaster Recovery Plan.	EM Officer (T&E)	December 2021
	5.6.3	Develop a 3-year Training and Exercise plan specifically focusing on Recovery for each Section and SRT for the Emergency Operations Center.	EM Officer (T&E)	December 2022

### **Conclusion**

Osceola County Emergency Management has embarked on a significant planning effort for the community’s future to create the highest level of community resiliency possible. This plan culminates months of research, discussion and stakeholder outreach to embody a strategic vision for the future. The plan represents the team’s commitment to making improvements in many areas to achieve the vision of creating a safer future through effective programs, partnerships and an engaged community committed to saving lives and reducing the impact of disasters.

The necessary goals in the plan have been assigned to Emergency Management staff that, as “Goal Managers,” are responsible for achievement of each goal. Appendix “A” contains Goal tracking sheets that will be updated bi-annually by the Goal Managers in concert with the budget and re-accreditation processes. Emergency Management staff will report the status of each Goal and this plan annually to the Emergency Management Working Group ensuring stakeholder support and input.

The Strategic Plan details important elements of the Emergency Management Program and the goals and strategies needed to achieve them. The document is a living reflection of Emergency Management and an ongoing commitment for a safer future. Continuous reevaluation of all related programs and processes are required to determine currency and adequacy of the plan in meeting the emerging needs of the community and changes in the threat environment. Emergency Management recognizes the program will not succeed without the unwavering support of all stakeholders to contribute, develop and maintain a successful overall program that exceeds the current and future needs of the community.

### **Plan Maintenance**

This plan is updated and maintained in accordance with the Osceola County Office of Emergency Management Plan Maintenance Standard Operations Procedure.