



# MARTIN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

Martin County  
Emergency Management Agency  
800 SE Monterey Road  
Stuart FL 34994  
[www.martin.fl.us/EM](http://www.martin.fl.us/EM)

2022

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## TABLE OF CONTENTS

Promulgation Statement.....	8
Executive Summary .....	10
Resolution .....	12
I. Introduction.....	13
A. Purpose.....	14
B. Scope.....	15
C. Methodology.....	15
II. Situation .....	18
A. Hazards Analysis .....	19
B. Geography .....	20
C. Demographics.....	25
D. Economic Profile .....	31
III. Concept of Operations.....	32
A. Organization.....	32
B. Continuity of Government .....	33
C. Emergency Management Organization.....	34
D. Community Lifelines.....	36
E. Emergency Support Functions (ESFs).....	37
IV. Preparedness Phase.....	38
A. General .....	39
B. Healthcare Facilities <i>CEMP</i> Plan Reviews.....	39
C. EOC Operations Annual Emergency Management Training.....	39
D. Public Awareness and Education.....	40
E. Special Needs Registration.....	40
F. Integrated Preparedness Plan (Training and Exercise).....	40
V. Mitigation Phase .....	41
A. Local Mitigation Strategy (LMS) .....	41
B. Community Rating System.....	42
C. Hazards Vulnerability Matrix and Profiles.....	42
VI. Response Phase .....	43
A. Emergency Support Functions .....	43

- B. Protective Actions ..... 44
- C. Shelter Support Plan ..... 45
- D. Transportation ..... 45
- VII. Recovery Phase ..... 45
  - A. Damage Assessment ..... 47
  - B. Disaster Recovery Center ..... 48
  - C. Public Assistance ..... 48
  - D. Debris Management..... 49
  - E. Recovery Plan..... 49
  - F. Disaster Housing ..... 49
- VIII. Mutual Aid Agreements and Memoranda of Understanding ..... 50
- IX. Financial Management ..... 51
- X. References and Authorities ..... 52
- XI. Acronyms ..... 56
- XII. Supporting Documents ..... 57
  - G. Preparedness Phase..... 57
  - H. Mitigation Phase..... 57
  - I. Response Phase..... 57
  - J. Recovery Phase..... 57

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## PROMULGATION STATEMENT

Submitted herein is the *Comprehensive Emergency Management Plan (CEMP)*, which serves as a roadmap for response and recovery from identified hazards in Martin County. This Plan supersedes any previous plan promulgated for this purpose.

This plan has been developed following the guidance of the State of Florida *Comprehensive Emergency Management Plan* and the Federal Emergency Management Agency's *National Response Framework (NRF)*, the *National Incident Management System (NIMS)*, and the *Comprehensive Preparedness Guide 101 – Developing and Maintaining Emergency Operations Plans, v. 2.0 (CPG 101)*. The efficient and effective implementation of this plan is the responsibility of Martin County's Emergency Management Agency (MCEMA) Director or his/her designee. A program of review and evaluation of this plan is essential to its overall effectiveness.

This plan is hereby promulgated as of the date signed below.

*Sally Waite*  
\_\_\_\_\_  
Sally Waite  
Emergency Management Director  
Martin County Emergency Management Agency

7-21-2022

\_\_\_\_\_  
Date

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## EXECUTIVE SUMMARY

The *Comprehensive Emergency Management Plan (CEMP)* will serve as the guidance for emergency operations. This *CEMP* is a key component to emergency operations as it establishes the framework for defining the process and coordination of actions through the Martin County Emergency Operations Center (EOC), Martin County agencies, and emergency response partners before, during, and after the impacts produced by hazards. This *CEMP* addresses the coordination of facilities, personnel, equipment, and supplies that are assigned under the auspices of agencies designed to mitigate the impacts of hazards that ensures the rapid mobilization of assets and the response to the incident created by a hazard.

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**RESOLUTION**

**BEFORE THE BOARD OF COUNTY COMMISSIONERS  
MARTIN COUNTY, FLORIDA**

**RESOLUTION NO. 23-4.2**

**A RESOLUTION BY THE BOARD OF COUNTY COMMISSIONERS OF MARTIN COUNTY, FLORIDA  
ADOPTING THE MARTIN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN  
(CEMP) IN ACCORDANCE WITH RULE 27P-6.006 F.A.C.**

**WHEREAS**, the Martin County CEMP was reviewed and approved by the Florida Division of Emergency Management on February 22, 2023; and

**WHEREAS**, on April 4, 2023, the Board of County Commissioners reviewed and approved the Martin County CEMP; and

**WHEREAS**, Rule 27P-6.006, F.A.C. requires that the County adopt the approved CEMP by resolution within ninety (90) days of notification of approval from the Division.

**NOW, THEREFORE**, be it resolved by the Board of County Commissioners of Martin County, Florida that the Martin County CEMP is hereby adopted.

**DULY PASSED AND ADOPTED THIS 4th DAY OF April, 2023.**

**ATTEST:**



Carolyn Timmann,  
Clerk of the Circuit Court and Comptroller

**Martin County Board of County Commissioners**



Edward V. Ciampi, Chairman

**Approved as to Form and Legal Sufficiency:**



Sarah W. Woods,  
County Attorney

## I. INTRODUCTION

The Martin County *CEMP* is developed in accordance with Chapter 252, Florida Statutes (F.S.), the *State Emergency Management Act*, which requires each county in the State of Florida to prepare a *CEMP* which serves as a guiding operational framework for activities before, during, and after a disaster or emergency. The Martin County *CEMP* utilizes an all-hazards planning approach to develop the guiding concepts of the emergency management philosophy, ensuring that the organization will respond in a similar fashion to the variety of threats or hazards which may impact our community.

Safeguarding the life and property of its residents is an innate responsibility of the elected Martin County Board of County Commissioners (BOCC). The Martin County *CEMP* outlines actions and activities which are necessary for the preparedness of, response to, recovery from, prevention for, and mitigation against any disaster to which the County is vulnerable.

The *CEMP* addresses coordinated regional and inter-regional evacuation and sheltering, as well as pre/post-disaster response and recovery. It also defines deployment of resources, communications and warning systems, and exercises to determine the ability of county, state, and federal government to respond to emergency events. It further defines responsibilities for the County departments and outside agencies involved, utilizing an Emergency Support Function (ESF) approach to planning and operations, alongside liaisons from federal, state, and county entities.

The *CEMP* describes the basic strategies, assumptions, and mechanisms through which the County will mobilize resources and conduct activities to guide and support emergency management efforts through response and recovery. The *CEMP* adopts a functional approach to facilitate effective intergovernmental operations in that it groups the type of assistance provided into 19 ESFs to address functional needs at the state and county level. Each ESF is headed by a lead agency that has been so designated based on its authorities, resources, and/or capabilities in the functional area. The ESFs have been organized within the Martin County EOC using the NIMS-based organizational structure, with each ESF designated within a branch within the Operations, Planning, Logistics or Finance/Administration Sections.

The ESFs serve as a primary mechanism through which assistance is managed and coordinated by the County in an affected area. State assistance will be provided to affected counties under the overall coordination authority of the Florida Division of Emergency Management (FDEM), on behalf of the Governor.

The *CEMP* is intended to encompass all hazards and is dynamic in nature. After-action reports from exercises and minor, major, or catastrophic disasters may identify areas for improvement in planning and response. Utilizing the Homeland Security Exercise Evaluation Program (HSEEP) guidelines, the Improvement Matrixes section of After-action plans provide concise strategic work plans with timelines to address deficiencies and amend operating plans. Major disasters that occur within this region of the United States will be studied carefully to continuously improve Martin County's disaster preparedness.

## **A. PURPOSE**

The Martin County *CEMP* is intended to be a streamlined, easy-to-use document that effectively and efficiently supports emergency management operations before, during and after a disaster or emergency. To do so, the *CEMP* provides the information, policies, and operational guidance needed by the involved individuals, agencies, and organizations to prepare for, respond to, recover from, prevent, and mitigate against the impacts of a disaster or emergency, regardless of size, cause, or complexity.

Utilizing an all-hazards approach, the *CEMP* establishes a framework for an effective system of comprehensive emergency management. The purpose of the plan is to:

- Reduce the vulnerability of people and communities of Martin County from injury, loss of life, and property damage resulting from natural, technological, or societal hazards.
- Prepare for prompt and efficient response and recovery to protect lives and property affected by the emergency.
- Respond to emergencies using all systems, plans, and resources available to preserve the health, safety, and general welfare of persons and property affected by emergencies.
- Recover from emergencies by providing for the rapid and orderly start of restoration and rehabilitation of persons and property affected by emergencies.
- Provide an emergency management system embodying all aspects of pre-emergency preparedness and mitigation as well as post-emergency response and recovery.
- Assist in recognition, appraisal, prevention, and mitigation of emergencies that are caused or aggravated by an inadequate planning for, and regulation of, public and private facilities and land use.

- Demonstrate compliance by the County with State requirements under F.S. 252, as well as federal requirements pursuant to NIMS.

This *CEMP*, along with its annexes and appendices, is intended to provide uniform policies and procedures to enable the Martin County BOCC to discharge its statutory responsibility in provision of direction and control during the period of any disaster, to include response, recovery, preparedness, and mitigation. The *CEMP* identifies certain efforts intended to mitigate the effects of minor, major, and catastrophic disasters. The ESFs and RSFs within this *CEMP* provide the way federal, state, and regional support must be accessed. This plan is prepared in a format and manner that is consistent with and supportive of Chapter 252 F.S., *Florida Administrative Code* Chapter 9G-6 and the State of Florida *CEMP*.

## **B. SCOPE**

The *CEMP* is countywide in scope. It contains the coordinating structures, processes, and protocols required to integrate the specific statutory and policy authorities of various county departments and agencies into a framework for action to include prevention, preparedness, response, recovery, and mitigation activities. The *CEMP* has established official policy for those areas and agencies under the direct control of the Martin County BOCC. It has established official policy for any Martin County municipality which has not developed and obtained approval of its own plan or appropriate element, as authorized by Chapter 252 F.S.

The *CEMP* is an all-hazards approach plan and applies to incidents, events, and disasters regardless of size, cause, or complexity. This *CEMP* establishes direction and control and outlines interagency and multi-jurisdictional mechanisms necessary for the involvement of and coordination among the County, municipalities, non-governmental organizations, regional, state, and federal governments.

The *CEMP* also outlines processes for the recovery from disasters and efforts to mitigate the risk of such disasters. This plan defines the responsibilities of local government and relief organizations and the way state and federal resources are accessed for major and catastrophic disasters. This *CEMP* describes various levels of disaster including minor, major, and catastrophic events.

The *CEMP* also designates the responsibilities of elected and appointed local government officials, as well as the staff of civic organizations active in emergency operations. It defines the emergency roles and functions of County and municipal departments, outside agencies, private industries, and volunteer and civic organizations.

The *CEMP* creates a framework through which the ESFs are operational and manageable under the Incident Command System (ICS) structure for the effective and coordinated utilization of government resources.

## **C. METHODOLOGY**

The Martin County *CEMP* follows the local *CEMP* criteria crosswalk provided by the FDEM. The crosswalk is arranged to provide guidance for the development, review, and capability demonstration of local *CEMPs*. It is designed to identify the organizational structure and resources available to the jurisdiction to prepare for, respond to, recover from, prevent, and mitigate against identified hazards. MCEMA will use the planning process as outlined below from the *CPG 101* to align with the crosswalk.

### 1. Planning Process

The MCEMA follows the six-step planning process depicted in *Figure 1* as outlined in *CPG 101*. In using this process, it allows flexibility and adaptation to varying characteristics and situations.



Figure 1: Steps in the Planning Process

### 2. Planning Team

This plan was developed as a collaborative effort of all Martin County Departments, municipalities, and those quasi- and non-governmental agencies involved in or supporting emergency preparedness, response, mitigation, and recovery activities. Departments and agencies demonstrate support of this process by participating in planning meetings and providing valuable feedback. In addition, departments and agencies reviewed the final draft and accepted the responsibilities assigned by the plan.

### 3. Planning Methods

The Martin County *CEMP* is separated into sections to better organize the plan using the guidance of *CPG 101* to show the connection of the four (4) phases of emergency management (preparedness, mitigation, response, and recovery). The basic plan provides the foundation of the operational framework and emergency management structure, and annexes will provide operational guidance and technical information.

In understanding the situation, MCEMA ensures the plan is risk-based, which reflects the needs of the population and accounts for resources to help identify the county's risk, socio-demographic characteristics, vulnerable population, and other information to support the plan.

The *CEMP* is intended to serve as a guide for the compliance of all local specific responsibilities outlined in Chapter 252 F.S., as related to the mitigation, preparedness, response to, and recovery from any disaster to which the County is known to be vulnerable.

#### **4. Plan Distribution**

Overall coordination of the *CEMP* development and updating process is the responsibility of MCEMA. While MCEMA works collaboratively with other Martin County departments, agencies, and stakeholders, the principle agent in this role for MCEMA is the Emergency Management Director. The MCEMA sets the schedule for updates, tasks County and partner agencies with review actions, coordinates with applicable federal, State, and municipal agencies and jurisdictions, and takes other necessary actions to complete a plan update. The MCEMA serves as the custodian of the plan by maintaining the needed electronic files and records, printing documents, and monitoring/tracking distribution of the plan.

#### **5. Plan Maintenance**

The afore mentioned agencies and/or County departments provided input and support in the development and maintenance of the *CEMP* which is updated every five (5) years. However, departments may update sections pertaining to their response and recovery actions at any time. In addition, departments and agencies reviewed the final draft and accepted the responsibilities assigned by the plan. Plan maintenance will follow the Basic Planning Steps:



The Basic Planning Steps

The actions taken to implement this process are coordinated by MCEMA, with the assistance and support of the designated ESF and support agencies. A list of distributed copies of this document will be maintained electronically by MCEMA. Changes and updates will be provided in a timely manner to all cooperating agencies. The *CEMP* is evaluated on a continuing basis between normally scheduled updates, and such evaluations are utilized to improve and enhance the effectiveness of the *CEMP* during the next update.

If indicated, updates to portions of the *CEMP* will be made before the next scheduled update. Such changes will be distributed to the appropriate County and partner agencies.

**6. Plan Approval and Resolution**

After approval by FDEM, a final *CEMP* update is presented to the Martin County BOCC for review and adoption. If requested by the Martin County BOCC, final changes will be made to the *CEMP* prior to adoption. The Martin County BOCC adopts the *CEMP* update in accordance with normal procedures. The adoption is documented appropriately, and a letter or similar notification of promulgation is included in the plan documents and made available to the public through the Clerk of the Court’s office and on the County’s website.

**II. SITUATION**

There are several factors that shape the potential for contributions to and impacts of future disasters in Martin County. This section provides information on those factors such as hazards, population growth and density, and the demographic, geographic and economic character of the County. In the past four (4) years, Martin County has been directly impacted by local and national events:

- Coronavirus (COIVD-19) (2020 - 2022)

- Hobe Heights Flooding (2020)
- Tidal Flooding (2020)
- Cold Weather Sheltering (2020 and 2022)
- Tropical Cyclones Isaias and Eta (2020)
- Roosevelt Bridge (2020)

The public is increasingly looking to government at all levels for assistance and facilitation in the provision of resources to the community. The *CEMP* is intended to address these situations, which is described in more detail in this section.

### A. HAZARDS ANALYSIS

There are several hazards that pose a potential threat to Martin County residents and visitors. The following diagram provides an overview of each hazard; however, a comprehensive and detailed list of Martin County hazards can be found in the *Local Mitigation Strategy Plan (LMS)* under the Mitigation Phase. This overview is intended to help emergency management officials and public policy makers identify hazards, estimate probability and severity, determine vulnerable populations, and understand the consequences of the impacts. The following diagram list the natural, technological, and societal hazards that affects Martin County.

Natural	Technological	Societal
<ul style="list-style-type: none"> <li>• Beach Erosion</li> <li>• Dam/Levee Failure</li> <li>• Drought</li> <li>• Epidemics/Pandemics</li> <li>• Extreme Temperature</li> <li>• Floods</li> <li>• Tropical Cyclones</li> <li>• Sea Level Rise</li> <li>• Severe Thunderstorms</li> <li>• Tornadoes</li> <li>• Tsunami</li> <li>• Wildfires</li> </ul>	<ul style="list-style-type: none"> <li>• Critical Infrastructure Disruption</li> <li>• Hazardous Materials</li> <li>• Radiological/Nuclear Accidents</li> </ul>	<ul style="list-style-type: none"> <li>• Civil Disorder/Disturbances</li> <li>• Terrorism, Cyber Attacks &amp; Sabotage</li> </ul>

## B. GEOGRAPHY

Martin County is one of Florida’s 67 counties with a population of 159,942 (as of July 1, 2019) according to the United State Census Bureau. It encompasses a land area of 543 square miles and lies along the central eastern coast of Florida. Martin County has the following jurisdictions:

- Unincorporated Martin County
- City of Stuart
- Town of Jupiter Island
- Town of Ocean Breeze
- Town of Sewall’s Point
- Village of Indiantown

Martin County also has six (6) communities – Hobe Sound, Hutchinson Island, Jensen Beach, Palm City, Port Salerno, and Rio.

Cities	Towns	Villages	Census-Designated Places	Unincorporated Communities
<ul style="list-style-type: none"> <li>• Stuart</li> </ul>	<ul style="list-style-type: none"> <li>• Jupiter Island</li> <li>• Ocean Breeze</li> <li>• Sewall’s Point</li> </ul>	<ul style="list-style-type: none"> <li>• Indiantown</li> </ul>	<ul style="list-style-type: none"> <li>• Hobe Sound</li> <li>• Jensen Beach</li> <li>• North River Shores</li> <li>• Palm City</li> <li>• Port Salerno</li> <li>• Rio</li> </ul>	<ul style="list-style-type: none"> <li>• Hutchinson Island</li> <li>• Port Mayaca</li> </ul>

The barrier islands of Martin County are separated from the mainland by the Intracoastal Waterway along approximately 22 miles of shoreline. It is bounded on the north by St. Lucie County, on the east by the Atlantic Ocean, on the south by Palm Beach County, and on the west by Okeechobee County and Lake Okeechobee. The average annual rainfall is approximately 53 inches per year, and most of this is between June and October. Martin County sees an annual average of 145 days of rain per year<sup>1</sup>.

The three (3) physiographic regions in Martin County are the Atlantic coastal ridge along the coastline, pine flatland throughout the eastern central and northwestern part of the County and, the everglades in the southwestern part of the County.

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<sup>1</sup> Weather Atlas, <https://www.weather-us.com/en/florida-usa/stuart-climate>

The Martin County Atlantic coastal ridge consists of sand dunes formed when the sea level rose. The ridge consists of the Jensen Beach and Jonathan Dickinson sand hills, which are separated from each other by the St. Lucie estuary system. The Jonathan Dickinson sand hills reach an elevation of 86 feet above mean sea level, the highest elevation in Martin County. East of these sand hills, the Indian River separates the mainland from two barrier Islands, Hutchinson Island and Jupiter Island, which are separated by the St. Lucie Inlet. The soils along the Atlantic coastal ridge are generally well-drained sands. The vegetation in this area originally consisted of acid pine/scrub oak communities and coastal strand communities. The greatest urban development within the County has taken place along this coastal ridge.

Westward from the coastal ridge in the northern section of Martin County, there is a freshwater marsh system called the Savannas, and beyond this, the eastern Flatland community appears. Elevations throughout this part of the County are generally 20 to 30 feet above mean sea level. Plant communities in this area are generally referred to as "flatwoods" communities and consist of a mixture of slash pines and saw palmetto in the drier areas. In wetter areas, grass-like marshes, cypress stands, and hammocks have developed. There is a small strip of an Everglades sawgrass plant community along the shores of Lake Okeechobee in southwestern Martin County. The boundary between this Everglades plant community and the Eastern Flatland plant community is sharply defined and based on elevation. Two small ridges, the Orlando and Green Ridges, separate drainage patterns in the eastern Flatland. The Orlando Ridge, which lies farther to the west, is higher and more defined than the Green Ridge.

Areas in Martin County that are expected to suffer the impact from flooding, storm surge, and beach erosion (hazards identified in the *Local Mitigation Strategy Plan*) are mostly coastal and along the St. Lucie River as indicated by *Map 1*<sup>2</sup>.

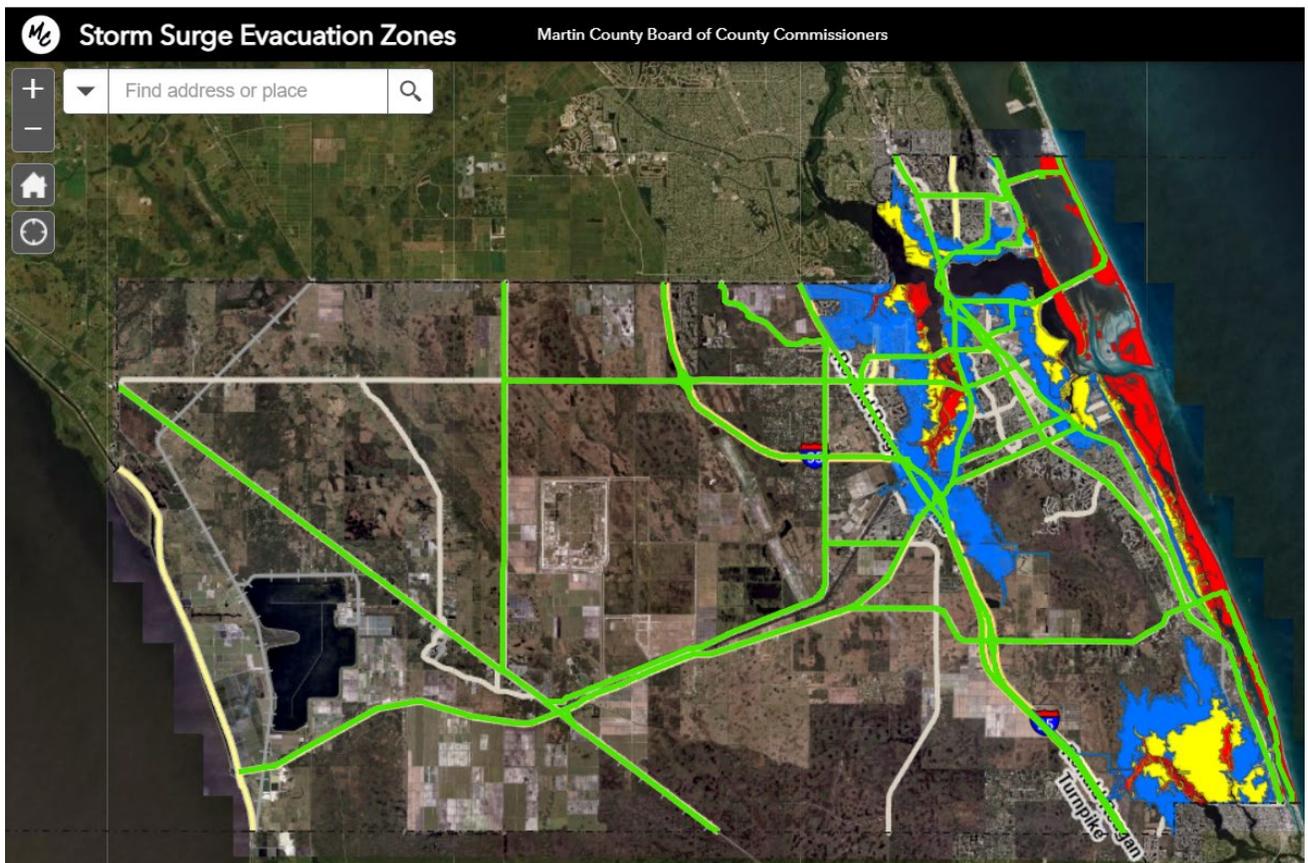
Martin County has large areas of water to the west as well as the east as indicated on *Map 2*. The eastern areas of Martin County (as shown *Map 2A*) are of great concern to the County. The larger view shows the barrier island along Route A1A from the north county line to the south county line. This area has the Atlantic Ocean to the eastside and the St. Lucie River on the westside. The barrier island is of great concern for the County during hurricanes, king tide, and any other events that may cause flooding. Another area of concern is the communities adjacent to St. Lucie River. *Map 1* also shows how the St. Lucie River runs through many communities which causes great concern for the residents along the river. Several

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<sup>2</sup> <https://mcgov.maps.arcgis.com/apps/webappviewer/index.html?id=9fbf0d8ea38c4b8eb15930bff1af0acb>

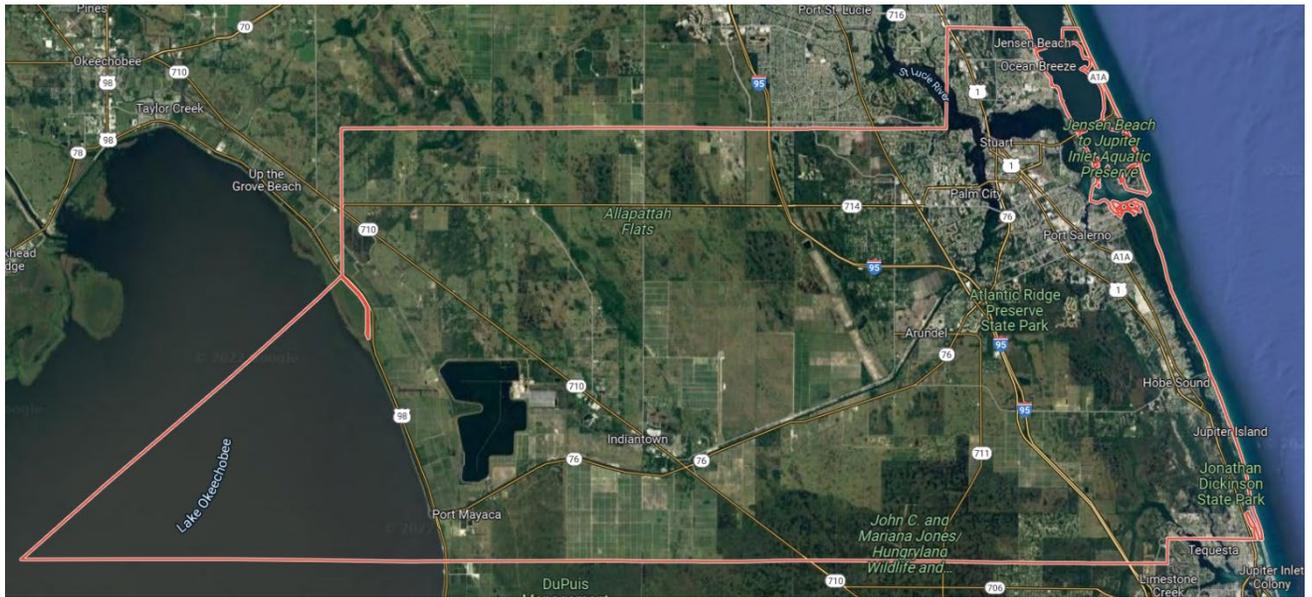
homeowners have gone through the mitigation process to have their homes raised to lessen flooding issues.

Map 2B shows the most western areas of Martin County that is adjacent to Lake Okeechobee (State Road 98). Port Mayaca is located on the eastside of Lake Okeechobee as well as the Village of Indiantown. Lake Okeechobee is surrounded by the 143-mile Herbert Hoover Dike. The 1928 Okeechobee Hurricane that topped the levee causing rushing water on several areas in Palm Beach County (resulting in more than 2,500 deaths) is a reminder to Martin County on the possibility of a major disaster<sup>3</sup>.

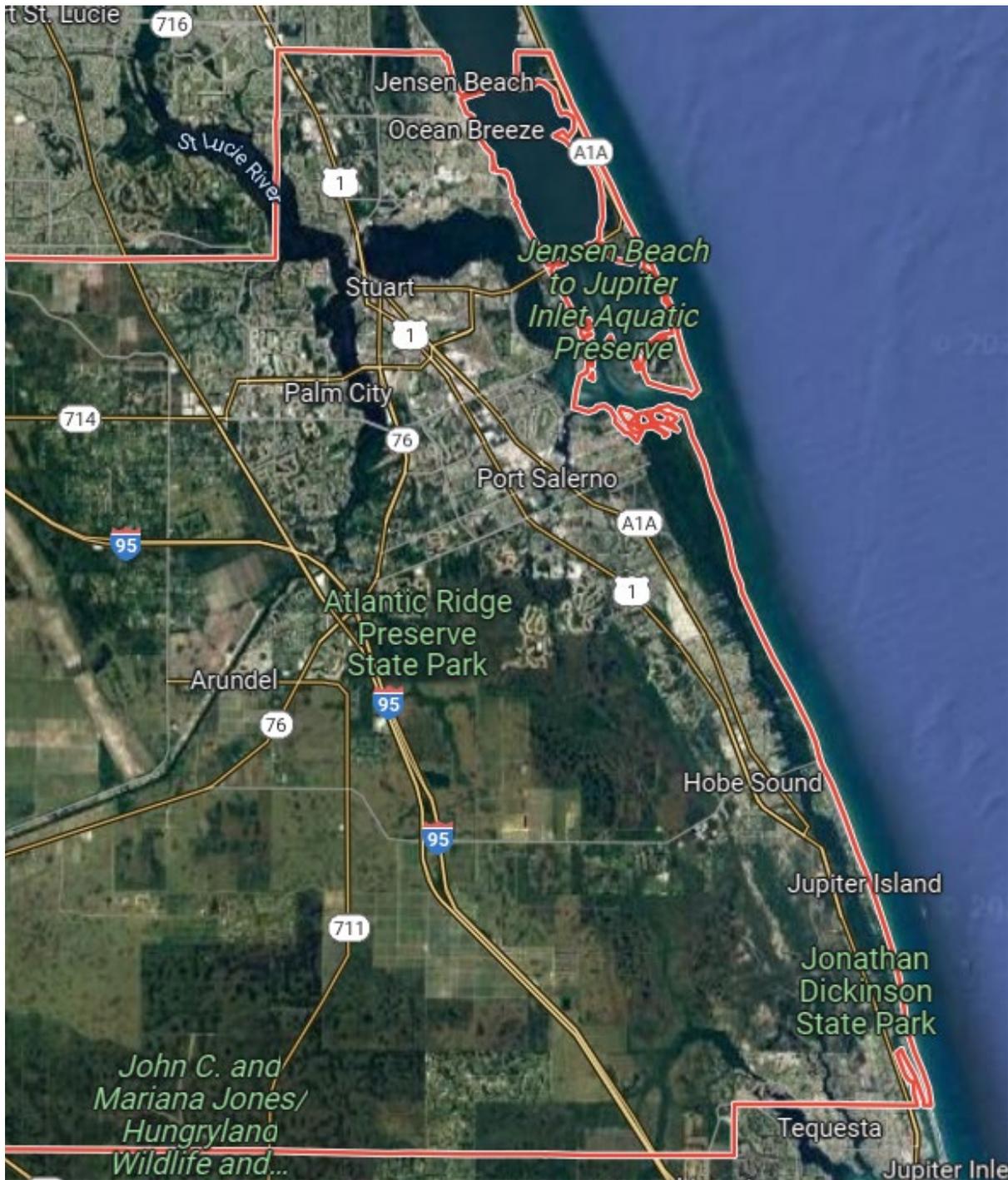


Map 1: Storm Surge Evacuation Zones

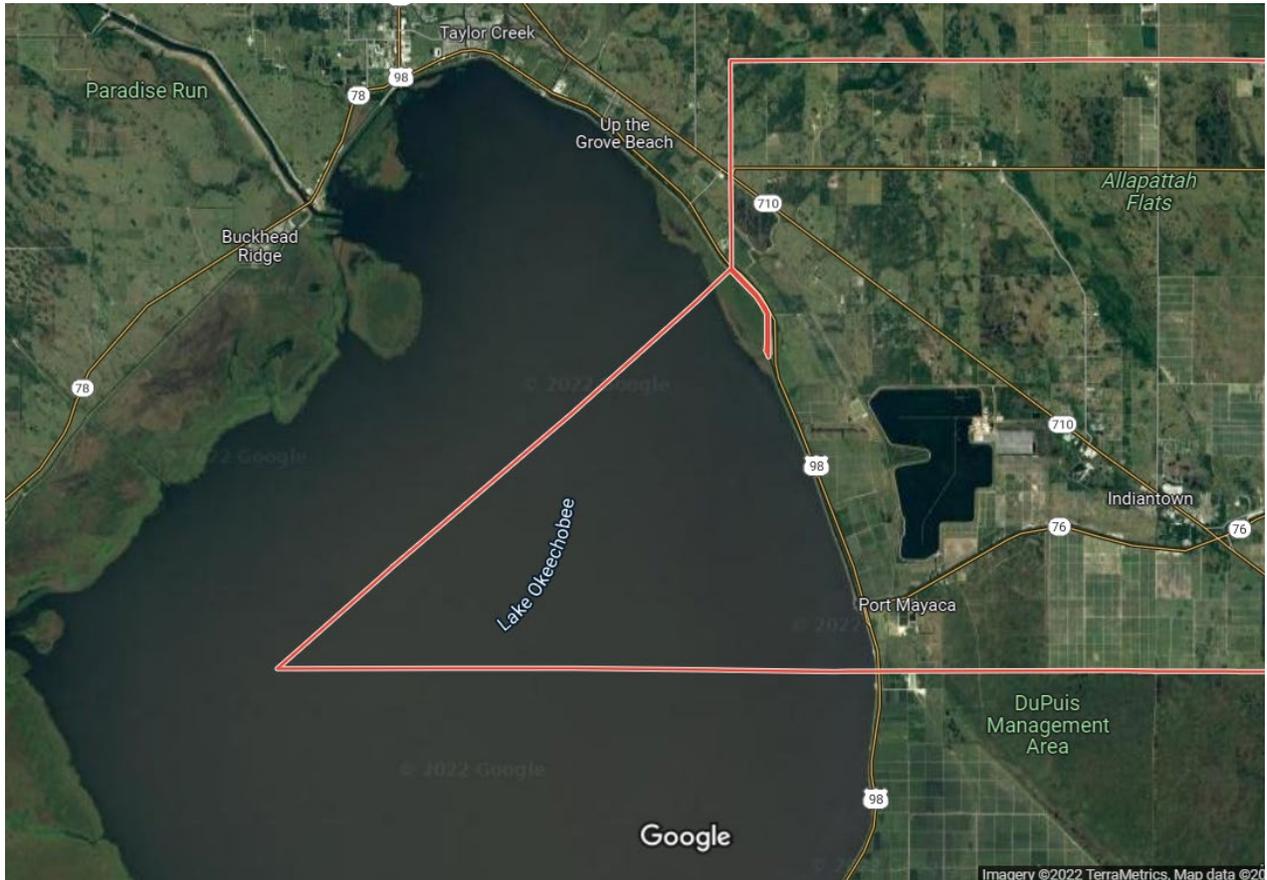
<sup>3</sup> <https://www.weather.gov/mfl/okeechobee>



Map 2: Aerial view of the County



Map 2A: Aerial view of eastern Martin County



Map 2B: Aerial view of western Martin County near Lake Okeechobee

## C. DEMOGRAPHICS

In 2021, Martin County's population was estimated to be 159,942. The County population grew by 9.1% between 2010 to 2020. The Treasure Coast has experienced tremendous growth since the 1960's, and this trend is expected to continue based on the latest data from the United States Census Bureau<sup>4</sup> and Florida Department of Health<sup>5</sup>:

<sup>4</sup> <https://www.census.gov/quickfacts/fact/table/martincountyflorida/PST045221>

<sup>5</sup> <https://www.flhealthcharts.gov/ChartsReports/rdPage.aspx?rdReport=ChartsProfiles.AccessAndFunctionalNeeds>

Fact	Martin County, Florida
Population Estimates, July 1, 2019	159,942
<b>PEOPLE</b>	
Population	
Population estimates base, April 1, 2020, (V2021)	158,431
Population, percent change - April 1, 2020 (estimates base) to July 1, 2021, (V2021)	1.00%
Population, Census, April 1, 2020	158,431
Population, Census, April 1, 2010	146,318
<b>Age and Sex</b>	
Persons under 5 years, percent	4.10%
Persons under 18 years, percent	16.20%
Persons 65 years and over, percent	31.50%
Female persons, percent	50.60%
<b>Race and Hispanic Origin</b>	
White alone, percent	90.10%
Black or African American alone, percent	5.70%
American Indian and Alaska Native alone, percent	1.00%
Asian alone, percent	1.50%
Native Hawaiian and Other Pacific Islander alone, percent	0.20%
Two or More Races, percent	1.60%
Hispanic or Latino, percent	14.20%
White alone, not Hispanic or Latino, percent	77.70%
<b>Population Characteristics</b>	
Veterans, 2016-2020	14,025
Foreign born persons, percent, 2016-2020	10.30%
<b>Housing</b>	
Housing units, July 1, 2021, (V2021)	82,018
Owner-occupied housing unit rate, 2016-2020	79.40%
Median value of owner-occupied housing units, 2016-2020	\$293,000
Median selected monthly owner costs -with a mortgage, 2016-2020	\$1,834
Median selected monthly owner costs -without a mortgage, 2016-2020	\$598
Median gross rent, 2016-2020	\$1,152
Building permits, 2021	942
<b>Families and Living Arrangements</b>	
Households, 2016-2020	64,870
Persons per household, 2016-2020	2.41
Living in same house 1 year ago, percent of persons age 1 year+, 2016-2020	87.20%
Language other than English spoken at home, percent of persons age 5 years+, 2016-2020	13.60%
<b>Computer and Internet Use</b>	

Households with a computer, percent, 2016-2020	93.40%
Households with a broadband Internet subscription, percent, 2016-2020	87.10%
<b>Education</b>	
High school graduate or higher, percent of persons age 25 years+, 2016-2020	91.40%
Bachelor's degree or higher, percent of persons age 25 years+, 2016-2020	33.50%
<b>Health</b>	
With a disability, under age 65 years, percent, 2016-2020	8.50%
Persons without health insurance, under age 65 years, percent	16.20%
<b>Economy</b>	
In civilian labor force, total, percent of population age 16 years+, 2016-2020	51.20%
In civilian labor force, female, percent of population age 16 years+, 2016-2020	46.90%
Total accommodation and food services sales, 2017 (\$1,000)	439,650
Total health care and social assistance receipts/revenue, 2017 (\$1,000)	1,257,125
Total transportation and warehousing receipts/revenue, 2017 (\$1,000)	173,941
Total retail sales, 2017 (\$1,000)	3,089,758
Total retail sales per capita, 2017	\$19,345
<b>Transportation</b>	
Mean travel time to work (minutes), workers age 16 years+, 2016-2020	26.9
<b>Income and Poverty</b>	
Median household income (in 2020 dollars), 2016-2020	\$65,821
Per capita income in past 12 months (in 2020 dollars), 2016-2020	\$43,758
Persons in poverty, percent	11.10%
<b>BUSINESSES</b>	
Total employer establishments, 2020	5,808
Total employment, 2020	63,057
Total annual payroll, 2020 (\$1,000)	2,645,475
Total employment, percent change, 2019-2020	0.50%
Total nonemployer establishments, 2018	17,112
All employer firms, Reference year 2017	5,023
Men-owned employer firms, Reference year 2017	2,798
Women-owned employer firms, Reference year 2017	1,095
Minority-owned employer firms, Reference year 2017	449
Nonminority-owned employer firms, Reference year 2017	4,086
Veteran-owned employer firms, Reference year 2017	381
Nonveteran-owned employer firms, Reference year 2017	4,077
<b>GEOGRAPHY</b>	
Population per square mile, 2020	291.3
Population per square mile, 2010	269.2
Land area in square miles, 2020	543.82
Land area in square miles, 2010	543.46

Source: United States Census Bureau

Florida Access and Functional Needs Profile, Martin County						
Indicator	Year(s)	Measure	County Count	County Rate	State Count	State Rate
<b>Demographic Data</b>						
Total Population	2020	Count	161017		21640766	
Resident Live Births	2020	Per 1,000 Population	1247	7.7	209645	9.7
Population 65-84 Years Old	2020	Percent of Total Population	42562	26.4%	3931444	18.2%
Population 85+ Years Old	2020	Percent of Total Population	8208	5.1%	583577	2.7%
Individuals 65 years and over living alone	2020	Percent of Population 65+	12581	25.6%	1040208	24.4%
Children Under 18 in Foster Care	2020	Per 100,000 Population, Under 18	104	399.9	23517	549.2
<b>Socioeconomic Data</b>						
Population Below Poverty Level (Census)	2020	Population for Whom Poverty Status is Determined	16141	10.3%	2772939	13.3%
Population Uninsured Under Age 65 (Census)	2020	Count	14934		2596073	
Households receiving cash public assistance or food stamps	2020	Percent of Households	4363	6.7%	1098966	13.9%
Median Monthly Medicaid Enrollment	2020	Per 100,000 Population	19238	11947.8	4315244	19940.3
WIC Eligible	2020	Percent of Total Population	3363	2.1%	648828	3%
WIC Eligible Served	2020	Percent of WIC Eligible	2771	82.4%	420640	64.8%
Homeless Estimate	2020	Percent of Total Population	305	0.2%	27679	0.1%
Population 5+ that speak English less than very well	2020	Percent of Census Population 5+	8246	5.4%	2370626	11.8%
Population that speak Spanish among Population 5+ that speak English less than very well	2020	Limited English Proficiency Ages 5 and Over	6419	77.8%	1844887	77.8%
<b>Vulnerability Data</b>						
Percent of Adults Limited in Activities because of Physical, Mental, or Emotional Problems	2016	Percent		22.2%		21.2%
Percent of Adults Who Use Special Equipment because of a Health Problem	2016	Percent		9.4%		9.9%
Civilian non-institutionalized population with a disability	2020	Percent of Civilian non-institutionalized population	23434	14.9%	2840938	13.6%
Developmentally Disabled Clients	2020	Count	419		62364	
Clients with a Brain and/or Spinal Cord Injury		Count				
Seriously Mentally Ill Adults	2020	Count	5266		676982	
Population Ages 18-64 with Vision Difficulty (Census)	2020	Percent of Census Population 18-64	1550	1.8%	251833	2%
Population Ages 18-64 with Hearing Difficulty (Census)	2020	Percent of Census Population 18-64	1885	2.2%	222298	1.8%
Medicare Beneficiaries Enrolled in Medical Essential Electric Utility Program	2020	Count	1421		168855	
Substance Abuse Program Enrollees - Adult	2020	Count	329		61122	
Population Ages 18-64 with an Independent Living Disability (Census)	2020	Percent of Census Population 18-64	3133	3.7%	453099	3.6%
<b>Children Through Age 20</b>						
Estimated Seriously Emotionally Disturbed Youth 9-17	2020	Count	1242		197235	

Population Under Age 18 with Vision Difficulty (Census)	2020	Percent of Census Population Under 18	189	0.7%	33640	0.8%
Population Under Age 18 with Hearing Difficulty (Census)	2020	Percent of Census Population Under 18	149	0.6%	23215	0.6%
Medical Foster Care Children	2020	Count	0		443	
CMS Clients	2020	Percent of Population Under 21	395	1.3%	98219	2%
Substance Abuse Program Enrollees - Children	2020	Count	67		11923	
<b>Elderly Ages 65+</b>						
Population Age 65+ with Vision Difficulty (Census)	2020	Percent of Census Population 65+	2561	5.1%	264392	6.1%
Population Age 65+ with Hearing Difficulty (Census)	2020	Percent of Census Population 65+	6218	12.4%	559685	12.9%
Probable Alzheimer's Cases (65+)	2020	Percent of Population 65+	7246	14.3%	572997	12.7%

Source: Florida Department of Health – Florida Access and Functional Needs Profile

A study conducted by the Martin County Metropolitan Planning Organization (*Public Participate Plan*, Final 02022022-1) shows the County’s Demographic Summary breakdown of each identified municipality and/or community within the county<sup>6</sup>.

Area	Population	Households (HH)	Median HH Income
State of Florida	20,901,636	7,905,832	\$55,660
Martin County	159,065	64,528	\$61,133
<b>Municipalities in Martin County</b>			
City of Stuart	16,161	7,263	\$47,921
Village of Indiantown	7,053	1,841	\$39,208
Town of Sewall's Point	2,099	863	\$140,625
Town of Jupiter Island	803	310	\$193,333
Town of Ocean Breeze	195	106	\$37,188
<b>Census-Designated Places (CDPs) in Martin County</b>			
Palm City	24,840	9,892	\$84,711
Hobe Sound	14,003	6,079	\$50,030
Jensen Beach	13,479	5,934	\$54,778
Port Salerno	11,486	4,358	\$54,098
North River Shores	3,874	1,553	\$58,250
Rio	853	458	\$55,000

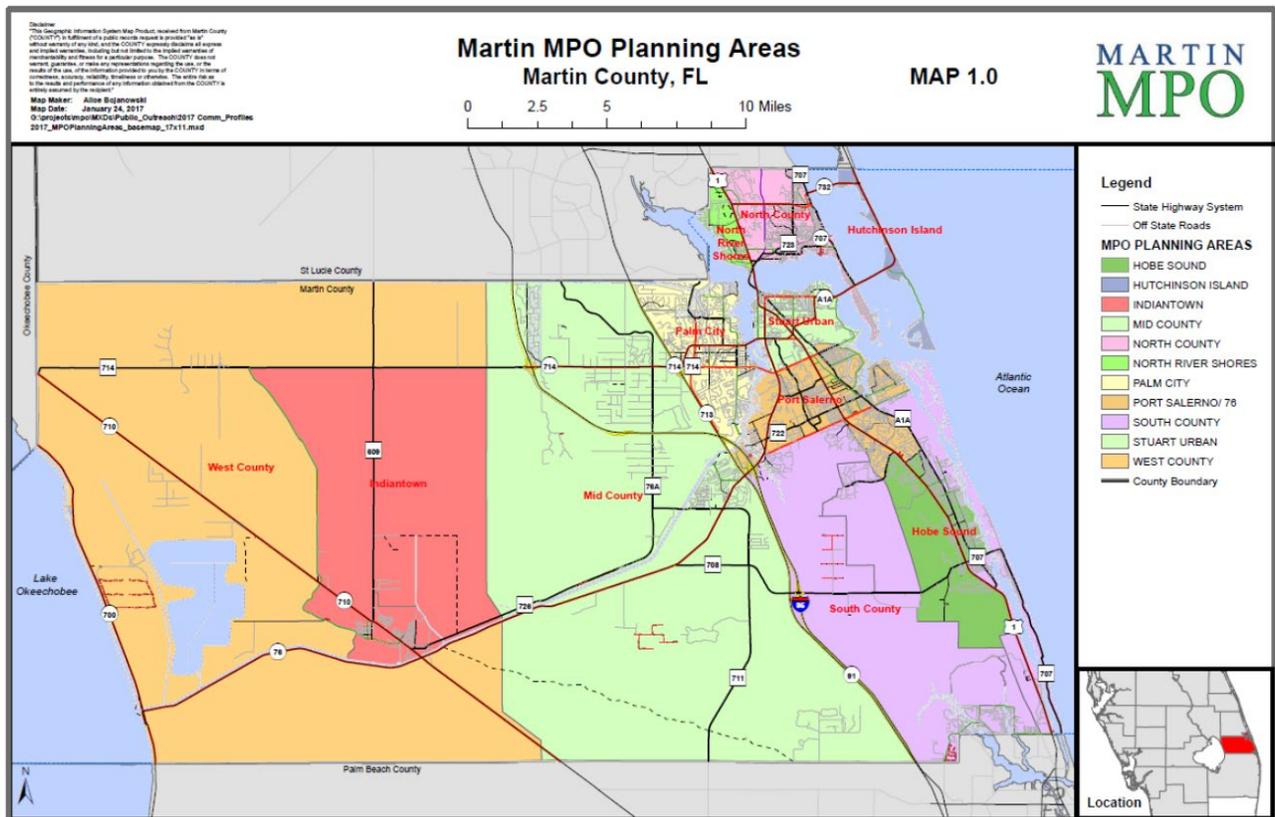
Source: US Census Bureau American Community Survey 2019 5-Year Estimates

**Martin County Demographic Summary**

<sup>6</sup> <https://martinmopo.com/wp-content/uploads/2022/02/Martin-MPO-Public-Participation-Plan-FINAL-02022022-1.pdf>

Area	Black or African American (non-Hispanic or Latino)	Other Minority (non-Hispanic or Latino)	Hispanic or Latino (Any Race)
State of Florida	15.24%	7.45%	26.37%
Martin County	5.30%	3.76%	13.62%
<b>Municipalities in Martin County</b>			
City of Stuart	10.51%	4.11%	26.37%
Village of Indiantown	19.33%	2.06%	62.37%
Town of Sewall's Point	0.00%	6.96%	5.72%
Town of Jupiter Island	16.81%	2.86%	1.99%
Town of Ocean Breeze	0.00%	0.00%	0.00%
<b>Census-Designated Places (CDPs) in Martin County</b>			
Palm City	0.89%	4.72%	6.31%
Hobe Sound	8.14%	4.68%	6.46%
Jensen Beach	3.32%	1.70%	7.60%
Port Salerno	9.19%	3.03%	19.93%
North River Shores	0.39%	2.79%	11.25%
Rio	0.00%	0.00%	0.00%

Source: US Census Bureau American Community Survey 2019 5-Year Estimates  
**Martin County Minority Population**



**Martin County MPO Planning Areas**

### D. ECONOMIC PROFILE

Martin County statistics shows a growing community and business environment. The following information from the Florida Score Card gives an overview of the County's economy status<sup>7</sup>:

Economic Development				
GDP Per Capita \$50,882	Percent Small Business 47.2%	Income Migration \$318.39	Manufacturing Jobs 3,369	Manufacturing Wages \$57,302
Infrastructure and Growth Management				
Land in Conservation 27%	Population 159,942	Housing Permits 479	Population Estimate 2030 169,700 – 186,700	High Speed Communications 98.8%
Business, Civic, and Governance				
Sales Tax Revenue \$15.85 (million per month)	Homeowner's Insurance Affordability #65	Voter Participation 83.90%	Inmate Population 2,014	
Residential Types <sup>8</sup>				
Single Family 49,970	Multi Family 1,068	Condominium 14,987	Mobile/Manufactured 2,941	
Quality of Life				
Poverty Rate 10.3%	Children in Poverty 15.7%	Alice Households 44%	Housing Cost Burdened 51.2%	Child Health Ranking 31
Free & Reduced Lunch 45.1%	Per Capita Income \$85,394	Crime Data 1,322	Philanthropy 13.5%	
Unemployment Rate 2.3%		Persons with Disabilities 10.0%		
Employment by Major Sectors <sup>9</sup>				
Agriculture 2.1%	Construction & Manufacturing 17.1%	Wholesale & Retail Trade 16.3%	Transportation & Utilities 5.3%	
Information Technology	Finance, Real Estate & Insurance	Professional and Waste	Education, Health & Social Services	

<sup>7</sup> <https://thefloridascorecard.org/pillar&c=42&pillar=0>

<sup>8</sup> <https://www.pa.martin.fl.us/>

<sup>9</sup> <https://www.martin.fl.us/resources/indiantown-economic-study-pdf>

2.0%	7.2%	Management Services 11.7%	17.5%
Arts, Entertainment & Food Services 10.9%	Government and Public Administration 4.4%	Other Services 5.6%	
<b>Education</b>			
Kindergarten Readiness 52%	3 <sup>rd</sup> Grade Reading Scores 52%	3 <sup>rd</sup> Grade Math Score 50%	
8 <sup>th</sup> Grade Reading Scores 51%	8 <sup>th</sup> Grade Math Scores 40%	8 <sup>th</sup> Grade Science Scores 52%	
High School Graduation Rate 90.2%	High School Graduation Rate with Disability 78.5%	Educational Attainment	
		AA Degree 42.8%	Bachelor 33.5%

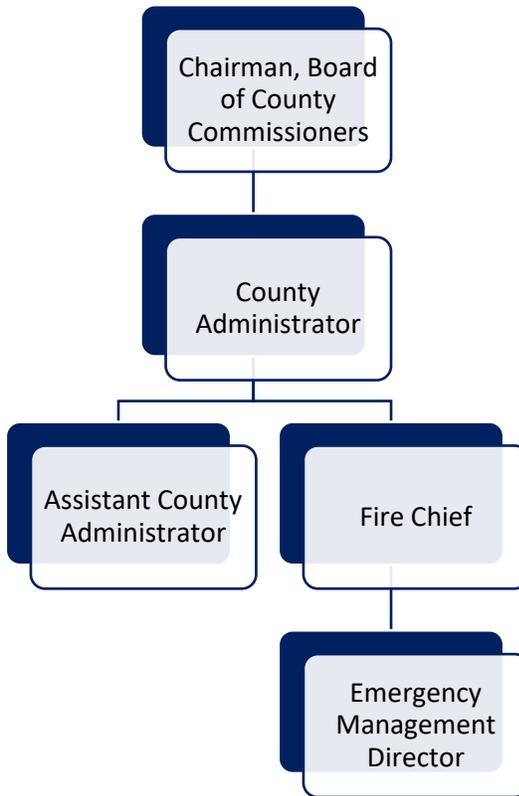
### III. CONCEPT OF OPERATIONS

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

#### A. ORGANIZATION

Martin County was incorporated on May 30, 1925. The County is governed by an elected Board of five (5) County Commissioners, which is presided over by a Chairperson. The Chairperson is an elected County Commissioner who is appointed for a term of one year by the BOCC. The County Administrator administers the daily routine business of County Government in a manner consistent with policy established by the BOCC. The County Government is organized into functional departments and divisions, created by the BOCC for the delivery of essential governmental services.

The BOCC bears the legal authority for establishing and maintaining the County’s Emergency Management Agency. The MCEMA is governed by the County’s Code of Ordinances, Chapter 51 – Disaster and Emergency Management. The ordinance defines the local organizational structure, roles, and responsibilities of the MCEMA. As illustrated below, the MCEMA falls under the authority of Fire Rescue and the Director reports to the Fire Chief.



**B. CONTINUITY OF GOVERNMENT**

The Martin County *Continuity of Government Plan (COG)* ensures the County has the ability to preserve, maintain, and reconstitute the executive, legislative, and judicial functions of Martin County government, under the threat or occurrence of emergency conditions that could disrupt government functions. The *COG* provides the ability for the County’s elected officials and senior leadership to assemble, receive input from the public, enact necessary ordinances, allocate funds, and make emergency decisions needed for the safety and well-being of the public.

To provide for the effective direction, control, and coordination of *COG* operations, the *COG* will become part of the County’s response structure once activated. This means that the direction, control, and coordination of a response to incidents will be accomplished through the ICS and ESF structure utilized by the Martin County *CEMP*. The succession of government is as follows:

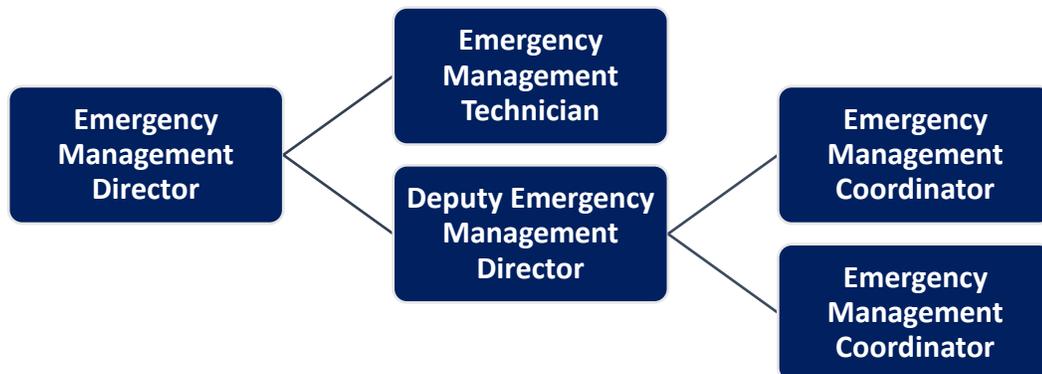
**Succession of Government**

Position	Designee 1	Designee 2
County Administrator**	Assistant County Administrator	County Attorney
Assistant County Administrator	County Attorney	Senior Assistant County Attorney
County Attorney***	Senior Assistant County Attorney	Assistant County Attorney
Commission Chair	Vice Chair	Seniority
Commission Vice-Chair	Seniority	Seniority
Commissioner*	Florida Statute	Florida Statute

**Note:** \* The successor will be appointed by the Martin County Commission Chair  
 \*\* The successor will be appointed by the County Administrator  
 \*\*\* The successor will be appointed by the County Attorney  
 In cases of the Commission, the Chair or successor will make subsequent appointments.

**C. EMERGENCY MANAGEMENT ORGANIZATION**

The MCEMA closely coordinates efforts with the County municipalities, State, and federal governments, private sector, and nongovernmental organizations. The Martin County BOCC established the MCEMA in accordance with their legal responsibility. The BOCC and the County Administrator maintain general oversight of MCEMA with operational oversight delegated to Martin County Fire Rescue. The following positions are under the leadership of the Director of MCEMA:



According to Martin County Code of Ordinances, Chapter 51 – Disaster and Emergency Management, the Emergency Management Director shall be responsible for the organization, administration and direction of the Emergency Management Agency and shall coordinate the activities, services and programs for civil defense within the County. The director shall also maintain liaison with other local governments and agencies.

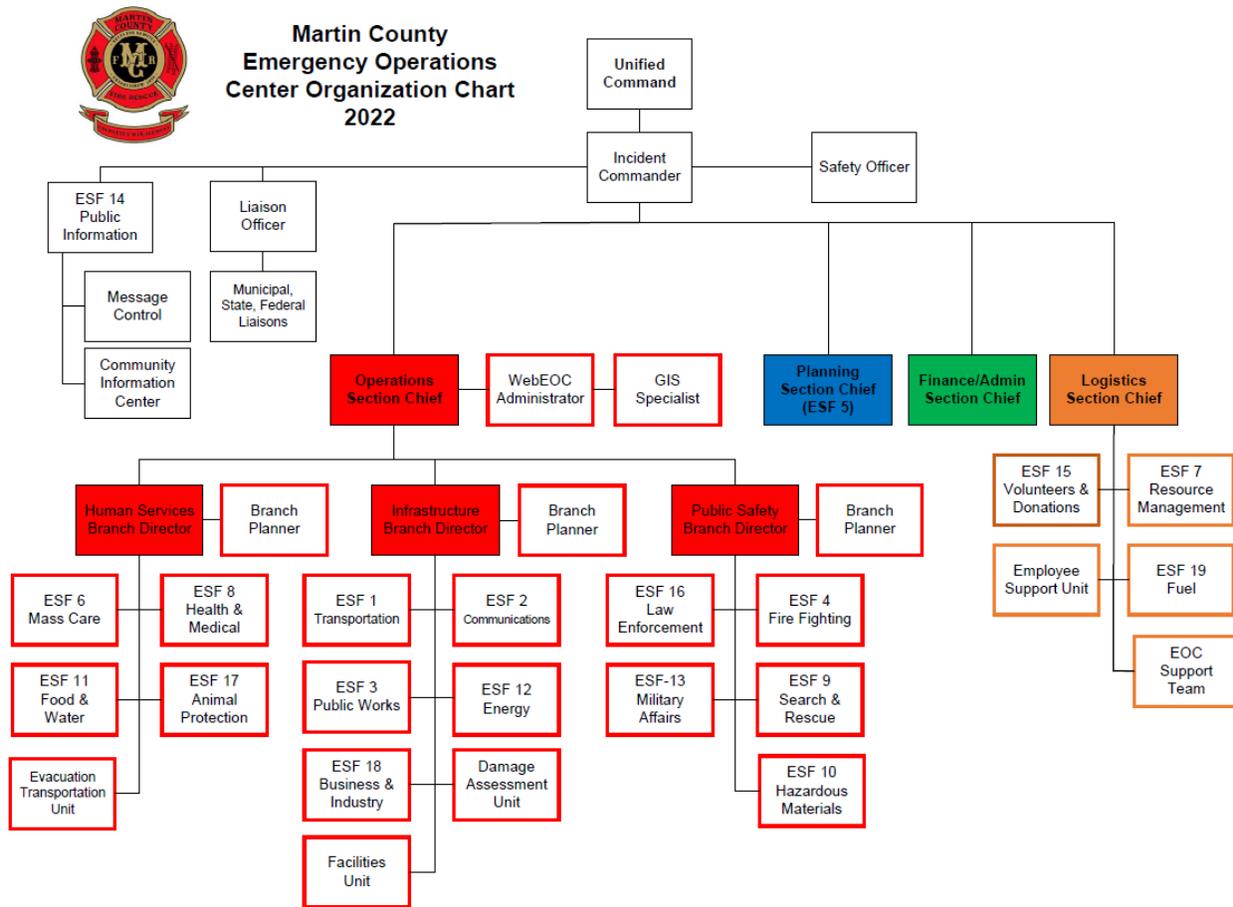
The Emergency Management Director oversees the responsibilities of MCEMA which includes, but not limited to the following activities:

- Communicate, coordinate, and collaborate with local, State, and federal stakeholders and community partners.
- Management of programs
  - Community Outreach
  - Grants/Agreements
  - Health Care Emergency Management Plan/Emergency Environmental Control Plan
  - Local Mitigation Strategy
  - Mass Care
  - Radiological Emergency Preparedness
  - Storm Ready
  - Training and Exercise
- Management of plans
  - Comprehensive Emergency Management Plan
  - Integrated Preparedness Plan
  - Local Mitigation Strategy
  - Protective Actions Plan
  - Recovery Plan
  - Strategic Plan
  - Continuity of Operations

The MCEMA serves as the coordinating group for County agencies, municipal governments, and community organizations during pre-disaster planning and programming, as well as during actual emergency response and disaster recovery operations. If at any time a declaration of emergency is required, the County Administrator, after consultation with the Emergency Management Director, may declare

that a local emergency exists. The judgment of the County Administrator shall be the sole criteria necessary to invoke local emergency powers and other appropriate regulations. The state of local emergency shall remain in effect until the board determines otherwise.

The MCEMA follows the same organizational structure for all events. Once activated, the following organizational chart outlines roles and supporting functions:



## D. COMMUNITY LIFELINES

Martin County Emergency Management has included FEMA’s Community Lifelines in its planning efforts. These lifelines enable the continuous operation of critical government and business functions and is essential to human health and safety or economic security<sup>10</sup>. The lifelines have also been included in the LMS process when reviewing potential projects to include on the prioritized hazard mitigation project list.

<sup>10</sup> <https://www.fema.gov/emergency-managers/practitioners/lifelines>



### E. EMERGENCY SUPPORT FUNCTIONS (ESFs)

The EOC is structured with Command and General Staff, Branches, and Community Support. Each EOC Branch is supported by ESFs, Support Units, and partner agency liaisons. This arrangement is used to facilitate communication, collaboration, and coordination between the individuals that staff ESFs, Support Units, and/or partner agency support positions that are most likely to work together during disaster response operations. The County’s response to a significant disaster relies upon the 19 functionally oriented ESFs. Each ESF and Support Unit is managed by a primary agency that is assisted by several designated support agencies. Use of the ESF concept is instrumental in the County’s management of emergency response and disaster recovery operations. As the magnitude of the impact of the event and need for local government services increases, each ESF assumes a more autonomous role in addressing the community needs that fall within its area of responsibility as outlined in the ESF Appendix. Coordination of the ESFs and supporting agencies are outlined in each ESF profile that’s part of the ESF Appendix. Below is an overview of the lead agency and supporting agencies for each ESF:

#### Emergency Support Functions Matrix

Emergency Support Function	Lead Agency	Supporting Agencies
ESF 1 –Transportation	Florida Department of Transportation	<ul style="list-style-type: none"> <li>Local agencies</li> </ul>
ESF 2 -Communications	Martin County Information Technology Services	<ul style="list-style-type: none"> <li>Private Carriers</li> </ul>
ESF 3 – Public Works	Martin County Public Works Department	<ul style="list-style-type: none"> <li>Local agencies</li> <li>State agencies</li> <li>Federal agencies</li> </ul>
ESF 4 – Firefighting	Martin County Fire Rescue	<ul style="list-style-type: none"> <li>Local agencies</li> <li>State agencies</li> </ul>
ESF 5 – Planning and Information	Martin County Emergency Management Agency	<ul style="list-style-type: none"> <li>Local agencies</li> </ul>
ESF 6 – Mass Care	Martin County School District	<ul style="list-style-type: none"> <li>Local agencies</li> <li>State agencies</li> </ul>

		<ul style="list-style-type: none"> <li>• Non-governmental agencies</li> </ul>
ESF 7 – Resource Management	Martin County Administration – Purchasing Division	<ul style="list-style-type: none"> <li>• Local agencies</li> <li>• Non-governmental agencies</li> </ul>
ESF 8 – Health and Medical	Florida Department of Health – Martin County	<ul style="list-style-type: none"> <li>• Local agencies</li> <li>• State agencies</li> <li>• Non-governmental agencies</li> </ul>
ESF 9 – Search and Rescue	Martin County Fire Rescue	<ul style="list-style-type: none"> <li>• Local agencies</li> <li>• State agencies</li> <li>• Federal agencies</li> </ul>
ESF 10 – Hazardous Materials	Martin County Fire Rescue	<ul style="list-style-type: none"> <li>• Local agencies</li> <li>• State agencies</li> <li>• Federal agencies</li> <li>• Private partners</li> </ul>
ESF 11 – Food and Water	Martin County Parks and Recreation	<ul style="list-style-type: none"> <li>• Local agencies</li> <li>• Non-profit agencies</li> </ul>
ESF 12 - Energy	Florida Power and Light	<ul style="list-style-type: none"> <li>• Local agencies</li> </ul>
ESF 13 – Military Support	Martin County Emergency Management Agency	<ul style="list-style-type: none"> <li>• Local agencies</li> <li>• State agencies</li> <li>• Federal agencies</li> </ul>
ESF 14 – Public Information	Martin County Board of County Commissioners – Office of Communications	<ul style="list-style-type: none"> <li>• Local agencies</li> <li>• State agencies</li> <li>• Non-governmental agencies</li> </ul>
ESF 15 – Volunteers & Donations	United Way of Martin County	<ul style="list-style-type: none"> <li>• Local agencies</li> <li>• Non-profit agencies</li> </ul>
ESF 16 – Law Enforcement	Martin County Sheriff’s Office	<ul style="list-style-type: none"> <li>• Local agencies</li> <li>• States Agencies</li> <li>• Federal Agencies</li> </ul>
ESF 17 – Animal Protection	Martin County Sheriff’s Office – Animal Services	<ul style="list-style-type: none"> <li>• Local agencies</li> <li>• States agencies</li> <li>• Non-profit agencies</li> </ul>
ESF 18 – Business & Industry	Business Development Board of Martin County	<ul style="list-style-type: none"> <li>• Local non-governmental agencies</li> </ul>
ESF 19 - Fuel	Martin County General Services – Fleet Services	<ul style="list-style-type: none"> <li>• Local agencies</li> </ul>

#### IV. PREPAREDNESS PHASE

As stated in the National Preparedness Goal guidance, preparedness is the shared responsibility of our entire nation<sup>11</sup>. This *CEMP* addresses the collaboration and coordination efforts between the local municipalities, private businesses, non-governmental, non-profit agencies as well as regional and state agencies in preparedness activities to assist Martin County residents, businesses, and visitors. MCEMA provides information and resources through trainings, plans and outreach presentations to prepare our personnel and community for an emergency or disaster.

The reference documents that is supporting this phase are:

- Healthcare Facility *CEMP* Plan Review Annex
- Integrated Preparedness Plan
- Emergency Operations Annual Emergency Management Training Guide
- Public Awareness and Education Documents

#### **A. GENERAL**

The oversight of the *CEMP* is the responsibility of the Martin County Emergency Management Director who will assign the task of updating and maintaining the plan to the Deputy Emergency Management Director or an Emergency Management Coordinator. The assignee will ensure the necessary revisions to the plan, coordinate with stakeholders and community partners, submit to the State for approval, and publish and distribute the plan.

#### **B. HEALTHCARE FACILITIES *CEMP* PLAN REVIEWS**

In 1995, House Bill 911 was signed into legislation requiring all health care facilities to have a *CEMP* and submit them for review and approval annually to their local county emergency management agency. In addition to the *CEMP*, nursing home and adult living facilities must also submit an Emergency Power Plan (EPP) for review. The MCEMA has the statutory responsibility to review and approve *CEMPs* for 37 healthcare facilities. With the continued growth in the county, the number of facilities have the potential to increase.

#### **C. EOC OPERATIONS ANNUAL EMERGENCY MANAGEMENT TRAINING**

MCEMA offers the following annual trainings to personnel that are assigned roles in the Emergency Operations Center (EOC), Community Information Center (CIC), Logistical Operations, and a general shelter:

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<sup>11</sup> [https://www.fema.gov/sites/default/files/2020-06/national\\_preparedness\\_goal\\_2nd\\_edition.pdf](https://www.fema.gov/sites/default/files/2020-06/national_preparedness_goal_2nd_edition.pdf)

- EOC Personnel
- Community Information Center (CIC)
- Martin Activation Program (MAP)

#### **D. PUBLIC AWARENESS AND EDUCATION**

The MCEMA personnel share equally in the responsibility of providing public awareness and education for persons residing and working within Martin County, as well as visitors and tourist population. Personnel will interact with other governmental and non-governmental agencies in providing emergency management and disaster-related information to the public via in person presentation and online resources - <https://www.martin.fl.us/EM> . The public information and awareness program consist of the following elements:

- Disaster preparedness brochures are published and distributed at public presentations and educational fairs and are available at all major County office buildings and municipal city halls.
- The MCEMA website provides preparedness information and links for the various hazards to which Martin County is vulnerable.
- Florida Power & Light Company distributes a safety brochure annually to each Martin County residence located in the Emergency Planning Zone for the St. Lucie Nuclear Plant. Additional copies are available at MCEMA.
- The MCEMA Director will be aware of the latest training and public information material available from the State and Federal governments.
- Mitigation opportunities are presented to the public during talks by professional staff to homeowner's groups, to chambers of commerce, and at workshops.

#### **E. SPECIAL NEEDS REGISTRATION**

The Martin County Emergency Management Agency provides information on our agency's website and an option to register online for special needs. The MCEMA also coordinates with the Florida Department of Health – Martin County to register and review applications for our Special Needs clients on an annual basis. The supporting Special Needs Registration documents shows the different methods and guidance that is used to support special needs registration.

#### **F. INTEGRATED PREPAREDNESS PLAN (TRAINING AND EXERCISE)**

An IPP documents an organization's overall training and exercise program priorities for a specific multi-year period and is a living document that can be updated and refined annually. Trainings and exercises serve to reinforce identified National Preparedness

Goal Core Capabilities delineated by a gap analysis conducted within Martin County response partners as well as the use of emergency management plans, policies, procedures, and best practice models.

The goals of an IPP are:

1. To provide a coordinated preparedness strategy integrating comprehensive planning, innovative training, and realistic exercises to strengthen MCEMA's Core Capabilities and its partner agencies' responses to all-hazards incidents and events.
2. To validate emergency response capabilities, as established by the Homeland Security Exercise and Evaluation Program (HSEEP), to ensure consistency in its exercise program development and management.
3. To ensure that MCEMA personnel, EOC activation personnel, and other partner response and recovery organizations are compliant with the current NIMS guidelines.

## V. MITIGATION PHASE

Hazard mitigation comprises actions to avoid or minimize the community's vulnerability to the adverse physical, economic, and operational impacts of disasters. Mitigation activities can include "structural" actions, such as projects to build stronger buildings, or "non-structural" actions, such as adopting building or land-use codes that will result in future construction that is more disaster-resistant. Hazard mitigation is prevalent in each of the other phases of emergency management, and they create opportunities and needs for actions that can achieve hazard mitigation objectives. Martin County has a State- and FEMA-approved *LMS*, which expires on December 9, 2025.

The reference documents or information that is supporting this phase are:

- 2020 Martin County Local Mitigation Strategy Plan
- Hazards Vulnerability Matrix
- Community Rating System<sup>12</sup>

### A. LOCAL MITIGATION STRATEGY (LMS)

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<sup>12</sup> <https://www.martin.fl.us/FloodZones>

The purpose of the Martin County LMS is to develop a unified approach among County and municipal governments for dealing with identified hazards and hazard management problems. This strategy will serve as a framework to support the County and municipal governments in their ongoing efforts to reduce their vulnerabilities to impacts produced by natural, technological, and societal hazards to which southeast Florida is exposed. The strategy establishes funding priorities for currently proposed mitigation projects and eligibility for such disaster assistance funds as may be made available for disaster mitigation activities. The MCEMA Deputy Director coordinates meetings and activities for the LMS Working Group.

## **B. COMMUNITY RATING SYSTEM**

Under the National Flood Insurance Program (NFIP), Martin County participates in a voluntary program called the Community Rating System (CRS). Joining the CRS enables communities to earn flood insurance premium reductions for their residents for floodplain management activities that a community implements.

In CRS communities, flood insurance premium rates are discounted to reflect the reduced flood risk resulting from the community's efforts that address the three goals of the program:

- Reduce and avoid flood damage to insurable property
- Strengthen and support the insurance aspects of the National Flood Insurance Program
- Foster comprehensive floodplain management

As of 2016, Martin County has improved its rating within the CRS to a Class 6, which provides unincorporated Martin County residents in a Special Flood Hazard Area (SFHA) a 20% premium reduction, and a 10% premium reduction for those in a non-SFHA.

The CRS Program is under the guidance of Martin County Public Works Department (MCPWD). The MCEMA provides information and supporting documentation to assist in identifying damaged structures in SFHA during events that result in damage assessments. This information is also provided to Martin County Building Department officials to assist with issuing permits for repairs or new construction.

## **C. HAZARDS VULNERABILITY MATRIX AND PROFILES**

Martin County is vulnerable to a wide range of natural, technological, and societal hazards that threaten life and property. FEMA's current regulations and guidance under the *Disaster Mitigation Act of 2000* requires, at a minimum, an evaluation of a full range of natural hazards. The initial identification of hazards for inclusion in the risk assessment

was based on a review of the State of Florida Hazard Mitigation Plan and FEMA’s mitigation planning guidelines.

## VI. RESPONSE PHASE

At the time of a disaster event, emergency response operations are initiated to prevent injury, protect property, and other resources, and to maintain the continuity of a community’s or organization’s capability to function after the impact of the event. Emergency response operations can begin any time from the point where a disaster is only threatening a community, such as conducting an evacuation for an oncoming hurricane, to immediately after an event occurs, such as search and rescue operations after a tornado strike, or even to a significant time after the event, such as providing medical services to victims of an unannounced bioterrorism event. Fundamental to the definition of emergency response operations are that local, state and/or federal agency representatives take urgent and rapid action to save people and protect property and other resources. Emergency response begins to merge with the next phase, disaster recovery as the urgent activities to protect people, property and other resources begin to be completed.

The reference documents that is supporting this phase are:

- Emergency Support Functions Annex
- *Protective Actions Plan*
- *Shelter Support Plan*
- Transportation Annex

### A. EMERGENCY SUPPORT FUNCTIONS

Martin County’s emergency preparedness organizational structure, plans, and programs have been modified to be more consistent with the NRF. The *CEMP* is also intended to be consistent with the current edition to the Florida *CEMP*. Both the state and national plans rely on the ESF concept, as does the Martin County *CEMP*. This consistency in *CEMPs* from the county level to the state to the national level is a requirement of Chapter 252, F.S. The ESFs established by Martin County encompass those used in the Florida *CEMP* and expand further to account for the unique emergency response and disaster recovery operations that must be managed at the local level.

#### Emergency Support Functions Matrix

	Federal	State	Martin County
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ESF 1	Transportation	Transportation	Transportation
ESF 2	Communications	Communications	Communications
ESF 3	Public Works & Engineering	Public Works	Public Works
ESF 4	Firefighting	Firefighting	Firefighting
ESF 5	Information & Planning	Information & Planning	Planning
ESF 6	Mass Care, Emergency Assistance, Temporary Housing & Human Services	Mass Care	Mass Care
ESF 7	Logistics	Resource Support	Resource Management
ESF 8	Public Health & Medical Services	Health & Medical	Health & Medical
ESF 9	Search & Rescue	Search & Rescue	Search & Rescue
ESF 10	Oil & Hazardous Materials Response	Hazmat	Hazardous Materials
ESF 11	Agriculture & Natural Resources	Food & Water	Food & Water
ESF 12	Energy	Energy	Energy
ESF 13	Public Safety & Security	Military Support	Military Affairs
ESF 14	Cross-Sector Business & Infrastructure	Public Information	Public Information
ESF 15	External Affairs	Volunteers & Donations	Volunteers & Donations
ESF 16		Law Enforcement	Law Enforcement
ESF 17		Animal Protection	Animal Protection
ESF 18		Business, Industry & Economic Stabilization	Business & Industry
ESF 19		Fuel	Fuel
		Cyber Security	

## B. PROTECTIVE ACTIONS

The MCEMA *Protective Actions Annex* to the *CEMP* is designed to provide the basic concepts, policies, and procedures for implementing the emergency planning, response,

and recovery efforts for disasters which may require government closures, evacuation orders, shelter operations, and/or re-entry. This Annex describes the organizations and positions responsible for making key policy decisions through the protective action process and provides guidance on timeline for implementation.

This Annex will establish procedures for the activation of the Martin County EOC during incidents for the assignment of resources as well as the coordinated response and recovery efforts. This Annex also outlines the following evacuation procedures that MCEMA will follow when an evacuation order is issued by the County Administrator:

- Issue and announce official voluntary or mandatory evacuation and curfew orders in conjunction with MCSO (Zones AB, CD, E) as appropriate
- Determine time of no more last-minute special needs client registration; shut down online registration system
- Finalize transportation to shelters (no more transport at 40 mph winds)

### **C. SHELTER SUPPORT PLAN**

The *Shelter Support Plan* addresses how the various partners work together and clearly describes each agency's roles and responsibilities. This plan also outlines the support structure that the shelter workers have through the EOC. In the EOC, various ESFs come together to ensure the shelters have the resources they need to operate

### **D. TRANSPORTATION**

During a disaster or emergency, Martin County may have a need to transport residents and visitors to Special Needs Shelter (SpNS) and general population shelters. MCEMA partners with the designated Community Transportation Coordinator (CTC), and Martin County Public Transit (Marty) to provide transportation to those persons registered in the Special Needs Registry as needing transportation support to the SpNS or to a general population shelter. The CTC in Martin County is under contract with the Florida Commission for the Transportation Disadvantaged to service the Transportation Disadvantaged residents in Martin County. Marty is under contract with Martin County to provide evacuation transportation. The Transportation Annex provides guidance on the engagement of the community transportation provider as part of preparedness and response activities which may result in emergencies or disasters impacting Martin County.

## **VII. RECOVERY PHASE**

As the emergency response operations are completed, activities needed to repair the damages that occurred from the event are initiated. Disaster recovery activities include,

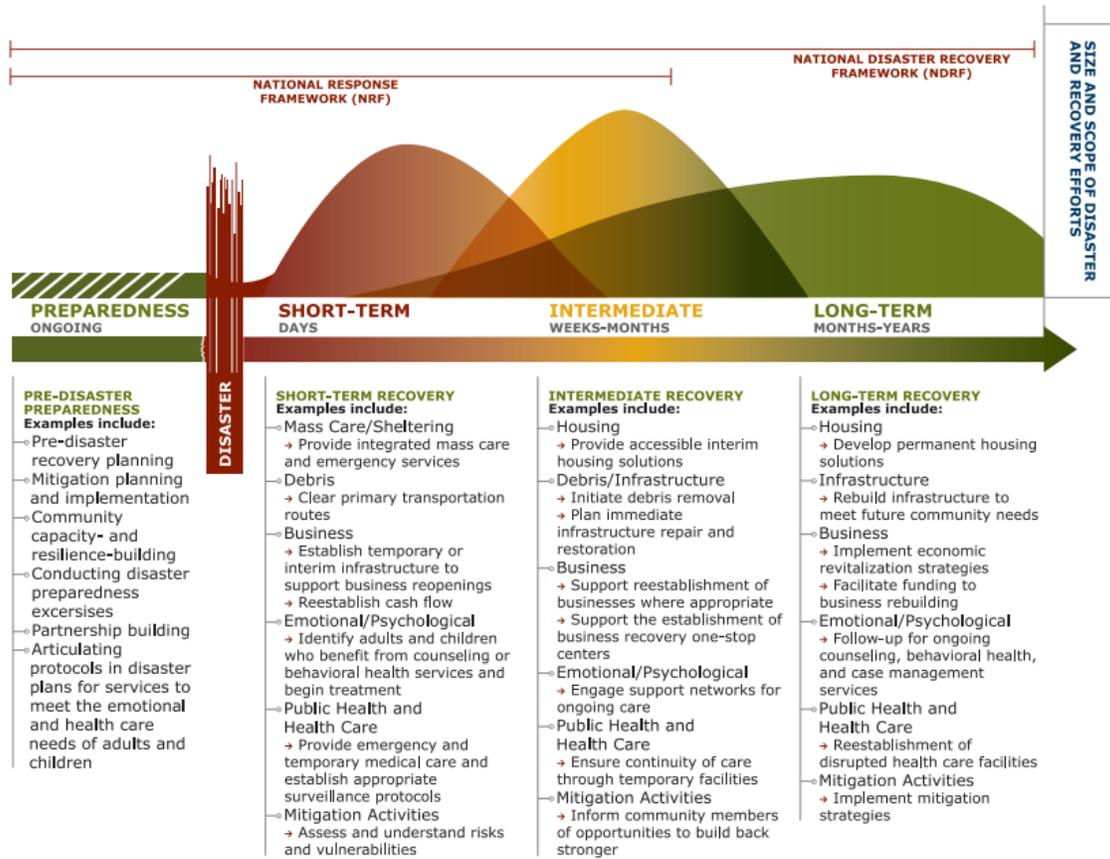
but not limited to such actions as damage assessments, collecting and disposing of debris resulting from the event, repairing damages to the infrastructure, distribution management, and implementing assistance programs to help the victims of the event return to normalcy. The disaster recovery phase can be very brief, when the event has had little physical or economic impact on the community, and can be months and years, when the damage has been extensive. The disaster recovery phase merges with the emergency preparedness phase as the community returns to normalcy and can focus on preparing for the next emergency or disaster.

When an emergency response operation is completed or nearing completion, activities that are classified as disaster recovery operations are conducted. These include both short-term recovery operations and long-term redevelopment activities. The short-term recovery operations involve establishing facilities and programs needed in the immediate aftermath of the event to provide available disaster assistance to the individuals and organizations that were survivors of the event. Long-term redevelopment activities include those actions necessary to return the community to normalcy, including consideration actions needed to reduce vulnerability to similar future disaster events.

The MCEMA will use the Recovery Continuum<sup>13</sup> guidance from the NRF to communicate and coordinate recovery activities with stakeholder and community leadership.

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<sup>13</sup> <https://www.fema.gov/pdf/recoveryframework/ndrf.pdf>



The reference documents that is supporting this phase are:

- *Damage Assessment Annex*
- *Disaster Recovery Center Guidance*
- *Administrative Procedures & Documentation for FEMA Public Assistance Reimbursement Guidance*
- *Debris Management Plan*
- *Recovery Plan*
- *Martin County Distribution Management Plan*
- *Martin County Disaster Housing Plan*
- *Martin County Human Services Community Resource Guide*
- *Martin County Recovery Facility Locations*
- *Martin County Re-Entry Plan*

## A. DAMAGE ASSESSMENT

The Damage Assessment procedure is intended to expedite decision-making and the delivery of assistance by defining standards for assessing damage and clearly outlining the information considered when conducting a damage assessment. Disasters and their effects vary by event and by community. While it is not possible to create a one-size-fits-all approach to damage assessment, this Annex is intended to promote effective time-phased coordination between emergency management stakeholders at all levels.

The current damage assessment procedure is multi-disciplinary and incorporates data from teams consisting of Martin County Fire Rescue, Martin County Building Department, the Martin County Property Appraiser's Office, the City of Stuart Building Department, Town of Sewall's Point Building Department, Town of Jupiter Island Building Department, Village of Indiantown Building Department and other external sources. The County employs two damage assessment processes - a geo-centric, electronic, and mobile damage assessment tool, and a paper-based system. The *Damage Assessment Annex* provides details on the coordination and responsibilities of support agencies, who is leading the coordination process, the criteria for performing an assessment, and the process for requesting a Joint Preliminary Damage Assessment form FDEM per FEMA 2021 *Preliminary Damage Assessment Guide*<sup>14</sup>.

## **B. DISASTER RECOVERY CENTER**

A Disaster Recovery Center (DRC) is intended to facilitate access to local, state, and federal disaster assistance services for individuals and families that may have been impacted by a disaster. The identified location will be staffed by primary and supporting agencies that have normal day-to-day services and responsibilities likely needed by disaster survivors. The DRC will function in addition to any tele-registration type of process for disaster victims implemented by the state and/or federal government.

The MCEMA Director along with the County Administrator will follow the State's guidance for requesting and establishing a DRC. The MCEMA maintains a list of multiple government-owned facilities throughout the county that meet federal site requirements and can be utilized as potential DRC locations.

## **C. PUBLIC ASSISTANCE**

When a disaster occurs, the financial impact may be beyond the resources of the counties and the state. In these instances, the federal government provides Public Assistance (PA) through FEMA for areas that have been provided a Presidential Disaster Declaration for PA. Martin County established a team that created guidance that outlines the key

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<sup>14</sup> [https://www.fema.gov/sites/default/files/documents/fema\\_2021-pda-guide.pdf](https://www.fema.gov/sites/default/files/documents/fema_2021-pda-guide.pdf)

elements for timekeepers, payroll personnel, designated staff, and department directors to be aware of the requirements during the FEMA public assistance reimbursement process.

The Public Assistance Information & Documentation Team (PAID) encourages interdepartmental collaboration throughout the year to better position the County should there be a need to seek federal reimbursement. The PAID Team established the *Administrative Procedures & Documentation for FEMA Public Assistance Reimbursement Guide (2021)* to provide guidance on the processes that should be followed by the County to ensure proper documentation procedures.

#### **D. DEBRIS MANAGEMENT**

Martin County's Chapter 51, Emergency Management ordinances provides legal authority to the BOCC for debris removal efforts. The Martin County Public Works Department (MCPWD) is the primary agency responsible for the coordination of debris removal following a disaster. MCPWD's Field Operations Division is responsible for emergency debris clearance of essential transportation routes and other critical public facilities. MCPWD will coordinate the permanent removal, storage, grinding, and disposal of all disaster-related debris from public property.

#### **E. RECOVERY PLAN**

The *Recovery Plan* outlines priorities for community outreach. These priorities will be established based on the disaster and can be expected to encompass the following considerations:

- Outreach in the areas most damaged by the event, based on the outcome of the damage assessment process.
- The anticipated requirements of special needs and/or economically disadvantaged populations within the most damaged areas for information and assistance.
- Support for municipalities lacking the personnel or resources to conduct independent community outreach programs including the unmet needs coordination.
- Agreements reached by County, state, and federal personnel responsible for community outreach programming.

#### **F. DISASTER HOUSING**

A major disaster event could result in displacement of many families from their homes due to damages or unsafe conditions. When these conditions persist for long periods of time, it will be necessary to establish a temporary housing program for the displaced disaster survivors. The strategy for temporary housing will detail a framework for providing

safe, sanitary, and functional temporary housing options for displaced residents to expedite long-term community recovery. Within the broader recovery framework, the plan primarily addresses interim housing solutions for residents. The plan details a full range of temporary housing options which may be employed based upon the severity and magnitude of the disaster.

## **VIII. MUTUAL AID AGREEMENTS AND MEMORANDA OF UNDERSTANDING**

Most local jurisdictions in the State of Florida have entered into one (1) or more agreements with other jurisdictions to provide aid and assistance when needed at the time of an emergency or disaster. These mutual aid agreements are both verbal and written and can involve all types of local government agencies and organizations, such as emergency services, public works, and human resources. Many of Martin County's municipalities and local agencies have established such agreements. Such agreements can also be with private sector organizations or individuals that have special skills or resources that may be needed at the time of a disaster, such as with communications companies, heavy construction firms, physicians, engineers, etc. In Martin County, there are several mutual aid agreements in place that would be available for activation at the time of a disaster.

In addition, there are various other statewide mutual aid agreements established by selected organizations and the State of Florida. The Florida Fire Chiefs Association has established a statewide and coordinated state emergency response plan through which fire departments can obtain mutual aid assistance when needed. There is also a local organization, the Treasure Coast Fire Chiefs Association, which meets regularly.

The FDEM updated the *State-wide Mutual Aid Agreement (SMAA)* in 2018. All counties updated their agreements to the 2018 version. Martin County may respond to requests through the SMAA or mutual aid requests from adjacent counties/municipalities regardless of whether there is a state of emergency or not. Martin County will respond to approved SMAA aid requests under condition that the requesting entity agrees to reimburse Martin County per the terms of reimbursement in the SMAA.

The Florida Sheriff's Association also has a statewide mutual aid agreement for shared support among local law enforcement agencies. The State of Florida also has developed a SMAA and local governments are expected to be a signatory too. The SMAA supersedes other inter-local agreements during major or catastrophic disasters. The SMAA may also be applicable between participating parties in absence of an inter-local agreement during minor disasters.

Requests for assistance under the SMAA should be through the MCEMA Director or designee and forwarded onto FDEM if the request for assistance cannot be locally filled. Martin County is a signatory to this agreement.

In addition, the State of Florida is a signatory to the nationally based, Emergency Management Assistance Compact, which is a mutual aid agreement between states to aid if needed at the time of major disasters. Should Martin County be severely impacted by a major event, the State of Florida may seek assistance from other states through this agreement as well as aid other states affected.

## **IX. FINANCIAL MANAGEMENT**

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

Due to the nature of most emergency events, finance operations will often be carried out within a compressed timeframe and under other pressures, necessitating the use of non-routine procedures. This in no way lessens the requirement of sound financial management and accountability by all agencies and personnel involved in the event.

The Chairman of the BOCC is the signatory and authorized to execute funding agreements with other legal entities on behalf of the County. The Office of Management and Budget is responsible for financial management during a disaster.

Complete and accurate accounts of emergency expenditures and obligations, including equipment and personnel costs, must be maintained. The Office of Management and Budget establishes procedures for processing and maintaining records of expenditures and obligations for manpower, equipment, and materials.

Departments, agencies, and municipalities must keep all appropriate logs, formal records, and file copies of all expenditures (including timesheets). Reimbursement must be authenticated by detailed records and all federal public assistance funds are subject to state and federal audit.

All records relating to the allocation and disbursement of funds pertaining to activities and elements covered in this plan must be maintained in compliance with the *Robert T. Stafford Disaster Relief and Emergency Assistance Act (2021)* and applicable Florida Statutes (Chapter 215 and Chapter 252) in accordance with funding agreements. Guidance for maintaining records and requesting reimbursement is offered by FDEM.

Periodic training sessions will be provided by FDEM concerning guidelines and processes

involving state and federal disaster assistance. The MCEMA will coordinate this training for all concerned agencies and departments, as well as provide training to County and municipal personnel on relevant information concerning the various funding programs under FDEM.

Authority to expend funds for emergency management operations is contained in Martin County Code of Ordinances Chapter 51. In general, emergency operations are funded by budget allocations of each agency involved, however the Martin County BOCC Chairman has ultimate authority and is signatory. A Presidential major disaster or emergency declaration authorizes the President to provide funding assistance under the *Robert T. Stafford Disaster Relief and Emergency Assistance Act*, Public Law 93-288, as amended, 42 U.S.C. §5121-5207, in addition to state and local resources. Federal assistance is generally provided at the 75% level with state and local governments sharing the remaining 25%. There is precedent for the federal share to be larger than 75% under unusual circumstances. Each agency is responsible for establishing effective administrative controls of funds expended and to ensure actions taken and costs are consistent with the missions identified in this plan.

The acquisition of facilities, manpower, equipment, and other resources may be accomplished by the designated department and agency purchasing elements or through ESF 7 – Resource Management. If needed resources are not available locally or through procurement protocols, requests may be made to the State EOC. The County will be responsible for costs incurred for resources brought in from outside sources. If Federal Disaster Assistance Programs have been implemented, at least 75% of authorized costs will be provided by the Federal Government. Reimbursement procedures under Federal Disaster Assistance Programs are covered in the *Recovery Plan* of this plan.

For County departments, documentation to substantiate disaster operations, damages, and recovery costs will be submitted to the Office of Management and Budget for review and consolidation. Initial assessment and summary data will be provided to the MCEMA Director to coordinate reporting with state and FEMA representatives. Other response agencies, including the municipalities, will establish their own reporting and coordination procedures. As part of any federal disaster program, satisfaction of reporting requirements in accordance with CFR 44 and the applicable Disaster Relief Funding Agreement will be the responsibility of the Director of Office of Management and Budget. The municipalities are kept advised of funding opportunities through their EOC liaison.

## **X. REFERENCES AND AUTHORITIES**

Chapter 252.38, Florida Statutes delineates the emergency management responsibilities of political subdivisions in safeguarding the life and property of citizens and other persons within the political subdivision. The following ordinances and administrative rules apply to MCEMA.

## **State**

### **Florida Statutes**

- Chapter 22, Emergency Continuity of Government
- Chapter 23, Miscellaneous Executive Functions
- Chapter 125, County Government
- Chapter 162, County or Municipal Code Enforcement
- Chapter 165, Title XII, Municipalities, Formation of Local Governments
- Chapter 166, Municipalities; and Chapter 553, Building Construction Standards
- Chapter 163, Intergovernmental Programs; Part I, Miscellaneous Programs
- Chapter 187, State Comprehensive Plan
- Chapter 218, Financial Matters pertaining to Political Subdivisions
- Chapter 252, Emergency Management
- Chapter 381, Public Health
- Chapter 400, Nursing Homes and Related health Care Facilities

### **Florida Administrative Codes**

- Chapter 27P-2, Comprehensive Emergency Management Plan
- Chapter 27P-6, Review of Local Emergency Management Plans
- Chapter 27P-11, Funding Formula
- Chapter 27P-14, Hazardous Materials
- Chapter 27P-19, Base Funding for County Emergency Management Agencies, Emergency Management Competitive Grant Program and Municipal Competitive Grant Program Rule
- Chapter 27P-20, Fee Schedule for County Emergency Management Agency Review of Facility Emergency Management Plans
- Chapter 27P-21, Hazardous Materials Risk Management Planning Fee Schedule
- Chapter 27P-22, Hazard Mitigation Grant Program

### **Executive Orders/Memorandum of Agreements**

- Executive Order 80-29 - Disaster Preparedness (1980)
- Executive Order 87-57 - State Emergency Response Commission (1987), as updated by Executive Orders 98-153 and 98-155

- Florida Department of Health Vital Records Data Use Agreement (2022)
- Statewide Mutual Aid Agreement (2018)
- WeatherStem and Florida Division of Emergency Management MOA (2020)

### **Federal**

- 28 CFR Part 35 – Nondiscrimination on the Basis of Disability in State and Local Government Services (1991)
- 44 CFR Part 9, Floodplain Management and Protection of Wetlands (1980)
- 44 CFR Parts 59-76, National Flood Insurance Program, and related programs (1968)
- 44 CFR Part 201, Mitigation Planning (2002)
- 44 CFR Part 206, Federal Disaster Assistance for Disasters Declared (after November 23, 1988)
- 44 CFR Part 300-399, Preparedness, and related programs (1980)
- 44 CFR Part 302 Civil Defense-State and Local Emergency Management Assistance Program (EMA) (1983)
- Homeland Security Act (2002)
- Pets Evacuation and Transportation Standards Act (2006)
- Post-Katrina Emergency Management Reform Act (2006)
- Public Law 81-290, The Federal Civil Defense Act (1950)
- Public Law 84-99, Emergency Response to Natural Disaster (2009)
- Public Law 85-606, Federal Civil Defense Act (1958)
- Public Law 93-234, Flood Disaster Protection Act (1973)
- Public Law 93-288, *Robert T Stafford Disaster Relief Act and Emergency Assistance Act*, as amended (1988)
- Public Law 106-390, Disaster Mitigation Act (2000)
- Sandy Recovery Improvement Act (2013)

### **Martin County Ordinances/Resolutions**

- Chapter 51, Disaster and Emergency Preparedness
- Resolution #05-9.1, Adoption of the National Incident Management System

### **Mutual Aid Agreements/Guidance**

- Palm Beach, St. Lucie, Indian River and Okeechobee Counties Mutual Aid Agreements
- Town of Sewall's Point, City of Stuart, Town of Jupiter Island, Town of Ocean Breeze and Village of Indiantown Mutual Aid Agreements

- FlaWarn (Martin County Public Works/Utilities and Solid Waste)
- Martin County School District Sheltering Agreement
- Law Enforcement Mutual Aid Agreement
- Florida Power and Light Agreement
- Treasure Coast Fire Chief's Association MOA
- IPAWS MOA

## References

- *Martin County Comprehensive Emergency Management Plan (2018)*
- *Martin County Continuity of Government Plan*
- *Martin County Emergency Management Agency Continuity of Operations Plan*
- *Martin County Damage Assessment Annex*
- *Martin County Debris Management Plan*
- *Martin County Disaster Housing Plan*
- *Martin County Emergency Support Functions Annex*
- *Martin County Hazards Profiles*
- *Martin County Healthcare Facility CEMP Plan Review Annex*
- *Martin County Protective Actions Plan*
- *Martin County Integrated Preparedness Plan*
- *Martin County Local Mitigation Strategy Plan*
- *Martin County Recovery Plan*
- *Martin County Shelter Support Plan*

## XI. ACRONYMS

### Acronyms

CEMP	Comprehensive Emergency Management Plan
COG	Continuity of Government
COOP	Continuity of Operations
DRC	Disaster Recovery Center
EMAC	Emergency Management Assistance Compact
EOC	Emergency Operations Center
ESF	Emergency Support Function
FDEM	Florida Division of Emergency Management
FDLE	Florida Department of Law Enforcement
FDOH-MC	Florida Department of Health - Martin County
FEMA	Federal Emergency Management Agency
HAZMAT	Hazardous Material(s)
IAP	Incident Action Plan
IC	Incident Commander
ICS	Incident Command System
IMT	Incident Management Team
JIC	Joint Information Center
MCEMA	Martin County Emergency Management Agency
MCEMD	Martin County Emergency Management Director
MCFR	Martin County Fire Rescue
MCPWD	Martin County Public Works Department
MCSO	Martin County Sheriff's Office
NIMS	National Incident Management System
PA	Public Assistance
PIO	Public Information Officer

## **XII. SUPPORTING DOCUMENTS**

### **G. PREPAREDNESS PHASE**

- Preparedness Phase Supplement
- Martin County Healthcare Facility CEMP Plan Review Annex
- Martin County Emergency Operations Annual Training Guide
- Martin County Special Needs Registration Documents
- Martin County Integrated Preparedness Plan (IPP)
- Martin County Road to Readiness Guide

### **H. MITIGATION PHASE**

- Mitigation Phase Supplement
- Martin County 2020 Local Mitigation Strategy Plan
- Martin County Hazards Matrix

### **I. RESPONSE PHASE**

- Response Phase Supplement
- Martin County Protective Actions Annex
- Martin County Protective Actions Annex Appendices
- Martin County ESFs and County Units Annex
- Martin County Shelter Support Plan
- Martin County Transportation Annex
- Martin County Pandemic Annex
- Martin County Emergency Management Continuity of Operations Plan
- Martin County Continuity of Government Plan

### **J. RECOVERY PHASE**

- Recovery Phase Supplement
- Martin County Damage Assessment Annex
- Martin County Disaster Housing Plan
- Martin County Distribution Management Plan
- Martin County Re-Entry Annex
- Martin County Recovery Plan
- Martin County Administrative Procedures & Documentation for FEMA Public Assistance Reimbursement Guidance
- Disaster Recovery Center Guidance

- Martin County Human Services Community Resource Guide
- Martin County Debris Management Plan
- Martin County Recovery Facility Locations