

CHAPTER 3 – THE CONCEPT OF OPERATION

I. General

This Chapter of the Annex addresses the Concept of Operation the State of Florida will use to support a federal effort to repatriate American citizens or others evacuated from overseas areas, including the United States Department of Defense noncombatants. In times of increasing world tension, the State of Florida will be notified of the possibility of implementing this Annex. During the readiness period, contact with the designated officials at the Ports of Debarkation will be established to ensure direct notification of incoming flights. As flights arrive, evacuees will be immediately transported to the designated Repatriation Processing Centers for screening and processing. For those in need of financial assistance, it will be provided through the repatriation program.

The State of Florida has two probable aerial Ports of Debarkations and one maritime Ports of Debarkation. The aerial ports are Tampa International Airport and MacDill Air Force Base, Tampa. The maritime Ports of Debarkation is the Mayport Naval Base, near Jacksonville.

II. Direction and Control

During a State ran repatriation emergency, the State Coordinating Officer will appoint a Director of the Repatriation Processing Center and the Secretary of the Florida Department of Children and Families will appoint an Assistant Director. These individuals will act as repatriation coordinators, manning the center on 12-hour shifts, on a 24-hour basis, until the emergency operation is over.

A. Repatriation Automated Tracking System

1. An automated tracking system will be used at all Repatriation Processing Centers.
2. Evacuees will complete Form 2585 (DD Personnel-Processing) that will be entered into the Repatriation System once the evacuees processing is complete.
3. The evacuee's personal date is transmitted via modem to a centralized database in Monterey California (Defense Manpower Data Center). The system provides an online query capability for the United States Department of Defense and other governmental agencies.
4. The Repatriation Processing Center will have the capability to generate reports on site.
5. The system will be used for cost applications, summary reporting, and can be updated throughout the safe haven period.

B. Joint Service Processing Support Teams

1. During a repatriation event, a Joint Service Processing Support Team will be established at the Repatriation Processing Center.
2. The Joint Service Processing Support Team will assist the United States Department of Defense and Non-Department of Defense evacuees arriving at the Repatriation Processing Center.
3. The Joint Service Processing Support Team will maintain close coordination with State and county representatives.
4. The Joint Service Processing Support Team will solicit volunteers to serve as sponsors for the evacuees.
5. The Joint Service Processing Support Team will ensure there is a completed DD Form 2585 (Repatriation Processing Center Processing Sheet) for every family /individual evacuee.

C. Evacuees Arrival

1. When the State is informed by Federal Emergency Management Agency, Region IV, that emergency repatriates (or evacuees) are to be delivered to Florida, they will be advised as to the method of evacuation, the approximate number of evacuees, the estimated time and date of arrival and the estimated length of the emergency operation.
2. The State, through the State Emergency Operations Center, will stay in contact with the director of the Repatriation Processing Center as they prepare to receive evacuees.
3. Upon arrival at a Ports of Debarkation, evacuees will be met at the airplane, briefed by an official from the Department of State or a State official and transported by the most expedient means to the Repatriation Processing Center.
4. Those in need of immediate emergency medical attention will be transported to a designated hospital, clinic, or other health care facility. Ambulance service will be coordinated with the local Emergency Medical Services providers.
5. The dead will be examined onsite by the county medical examiners and transported to a designated morgue.
6. Unaccompanied children will be registered onsite and provided special care by the Department of Children and Families, in cooperation with Emergency Support Function 6 (Mass Care) and the American Red Cross or other child care providers.

7. All evacuees will be given an information pamphlet, prepared by the Department of Children and Families /Office of Refugee Resettlement.

D. Screening and Debriefing Evacuees

Upon arrival at the Repatriation Processing Center, evacuees will be kept in a secure area until they have been given a briefing by the United States Department of Health and Human Services on registration and processing procedures, and until federal screening has taken place by the appropriate federal agencies (i.e., the United States Customs, Immigration, Agriculture, etc.). Some individuals (i.e., foreign nationals) may need to be separated and handled by the federal government according to established procedures.

E. Registration of Evacuees

1. Staff from the Department of Children and Families/Office of Refugee Resettlement will process repatriates at the Repatriation Processing Center using the DD Form 2585.
2. Evacuees will then be allowed to visit restrooms, water fountains, volunteer agency feeding facilities (American Red Cross or Salvation Army), rest areas, make telephone calls to family and friends, and talk with members of the press, radio and TV if they so desire. A change of, or additional clothing, should be provided if needed with the assistance of American Red Cross or the Department of Children and Families.

F. Transportation of Evacuees

Specific information regarding the logistics of transportation for the large number of evacuees that would be competing for the limited number of seats on local flights, passenger trains or buses is provided in **Section VI.B, of the National Emergency Repatriation Program (NERP)**.

1. Evacuees will be afforded an opportunity to secure public transportation to their final destination, if financially able.
2. A Scheduled Airline Ticket Office will be established at the Repatriation Processing Center to provide airline tickets for the onward travel of the evacuees.
3. Local buses, taxi service or government vehicles will be used to transport evacuees to local airports, passenger train or bus stations or to designated areas where they can be met and picked up by relatives and friends.

G. Housing and Feeding of Evacuees

1. Evacuees awaiting transportation assistance will be provided meals, resting areas and other necessities for traveling.

2. Evacuees who have no relatives, destitute, or permanent home in the United States will be assisted in finding short or long term care (i.e., lodging, food, clothing, financial assistance, other services, etc.). The Department of Children and Families will provide this assistance with the assistance of the Salvation Army and the American Red Cross. **(The United States Department of Health and Human Services guidelines and Standard Operating Procedures will be followed in such instances).**

H. Medical and Other Needs of Evacuees

Evacuees with health problems (i.e., prescriptions, the handicapped, the elderly, young children not accompanied by an adult, etc.) will be assisted.

I. Records and Further Processing of Evacuees

1. Records concerning a repatriation event will be assembled by the United States Department of Health and Human Services, the Florida Department of Children and Families, and the United States Public Health Services for further processing, billing and handling beyond the emergency repatriation crisis period.
2. The Repatriation Processing Center will maintain communications with the State Emergency Operations Center and the airport/military base/port. Communications to local hospitals and other sources of emergency assistance shall also be maintained.

J. Specific Requirements of Evacuees

1. **Federal Clearance Area.** The United States Customs, Immigration and Naturalization Service, the U.S. Department of Agriculture, and the United States Public Health Service need a separate and secured area to conduct clearance activities.
2. **Baggage Storage Area.** The Baggage Storage Area will be located near the Federal Clearance Area and will be managed with a baggage check system to provide security and access by property owners if necessary.
3. **Briefing Area.** While an initial briefing should be conducted at the aircraft or on the buses, additional space will be required at the Repatriation Processing Center.
4. **Special Care Areas.** Several other special care areas should be provided as follows:
 - a. **First Aid or Medical Support Area** - A first aid station should be established. Emergency medical service and hospitalization must be available as back up.

- b. A Supervised Nursery - Care should be provided for small children and babies whether accompanied or not.
 - c. Counseling Room - Privacy is required.
 - d. Pet/Animal Holding Area - Care should be provided for pets and animals accompanied by evacuees.
- 5. Comfort Areas.** Several comfort areas should be available as follows:
- a. Rest Rooms for large numbers of people required. Showers and wash basins are desirable.
 - b. Water fountains/coolers should be available throughout the facility.
 - c. Snacks and drinks may be provided.
- 6. Telephones.** A large number of telephones will be required for immediate use by evacuees. Additional lines should be made available for restricted use by the press.
- 7. Cafeteria.** Mass feeding facilities should be available within the facility or nearby. Security and control are more difficult if evacuees leave the Repatriation Processing Center for any reason including feeding.
- 8. Security.** A small area should be available for security of persons detained for any reason. Such detainees should be turned over to federal or local law enforcement agencies for disposition as quickly as possible. Security should be stationed throughout the Repatriation Processing Center.
- 9. Operations Command Post.** Established at the Repatriation Processing Center for overall direction and control.
- 10. Processing Area.** The processing area must provide services as follows;
- a. Registration - An area with desks, tables and chairs is needed. Up to 100 evacuees per hour may require processing. As many as 10 registrars/interviewers may be required at one time.
 - b. Transportation Ticket Office - A secure area with telephones is needed to arrange air, bus and rail travel.
 - c. Financial Operations - A secure area is needed.
 - d. Red Cross/ Volunteer Agencies - Sufficient space is required to process evacuees needing assistance and to store such items as comfort kits.

- e. Housing - Housing desk should be provided, if necessary. Primary emphasis will be on onward transportation, not on temporary housing.
- f. Local Transportation - Local ground transportation will be provided. A nearby holding area is required for evacuees while waiting ground transportation to onward air, bus or rail transportation.
- g. Press Area - A large area, separated from the Repatriation Processing Center, and containing restricted (coins operated, charge card or toll telephones is required).

III. Notification:

A. Federal Notification

When an escalating crisis that may require the evacuation of United States noncombatants from foreign countries occurs, the United States Department of State will notify the United States Department of Health and Human Services. Notifications will then be forwarded to the Governor through the Federal Emergency Management Agency.

1. Annex V.A (Alerting Plan) of the *National Emergency Repatriation Plan* specifies the procedures that would be used to:
 - a. Notify states of an escalating crisis with a potential for repatriation action.
 - b. Notify states to activate their emergency repatriation plans.
2. At the national level, the United States Department of Health and Human Services will notify the Federal Emergency Management Agency, which in turn will alert the Federal Emergency Communication Coordinator-GSA in Washington, D.C. The GSA will serve as the sole central communications coordination point.
3. For urgent requirements, the Federal Emergency Management Agency's Regional Director from the GSA Regional Emergency Communications Coordinator could request services.
4. The Federal Emergency Management Agency will coordinate notification and information on repatriation to the SEOC on the Port of Debarkation. The Federal Emergency Management Agency's Regional Director will be the coordination point between the GSA Regional Emergency Communication Coordinator and federal, State, and local agencies at the regional level.

B. State Notification

1. Upon receipt of the alert message the Florida Division of Emergency Management will notify State agencies and the affected county.
2. The Division of Emergency Management will dispatch a State Emergency Response Team Liaison and a Public Information Officer to the Repatriation Processing Center.
3. The State Emergency Operations Center will be activated to a Level 1 (full activation) to support preparation, operations, and notifies all State and local agencies, as well as private and volunteer organizations with responsibilities and/or support functions.
4. The Division of Emergency Management will notify the personnel/ agencies listed below and request support as indicated.

Agency	Support
Region IV Department of Health and Human Services, Office of Refugee Resettlement.	Request ORR to Notify Customs, INS, USPHS, USDA, FBI have clearance agents at (RPC location/ date/time).
Federal Emergency Management Agency.	Request State Liaison, communications, and other support as appropriate.
Military and Government Transportation, Air Transport, Washington, D.C.	Request a SATO be established at the (RPC location / date / time)

IV. Public Information

Timely public information is essential to the public's understanding of the situation at each Port of Debarkation and to public confidence in the reception and processing operations. The responsibility for repatriation public information is designated with the Communications Director of the Department of Community Affairs. The Public Information Officer of the Department, serving under the Communications Director, will serve as the focal point for release of information, in cooperation with the Department of Children and Families.

A. Federal Public Information Role

1. At the National and regional levels, the United States Department of Health and Human Services, Office of Refugee Resettlement has the lead responsibility for public information. The Public Information Officer for the United States Department of Health and Human Services will provide coordinated information on repatriation operations to the national news media and will establish an information center at the

United States Department of Health and Human Services' Emergency Operations Center at the national level. As such, the Department of Community Affairs will provide input to the United States Department of Health and Human Services, Office of Refugee Resettlement's Regional Office on the status of repatriation activities in the State.

2. All federal agencies, including the Federal Emergency Management Agency, will provide input to the United States Department of Health and Human Services, Office of Refugee Resettlement on status of repatriation activities so that releases to the media will contain coordinated information. Regional Administrators for the Office of Refugee Resettlement are responsible for providing information on the status of operations in their states to the United States Department of Health and Human Services, Office of Refugee Resettlement which will provide the Federal Emergency Management Agency with summary reports on the status of operations so the Federal Emergency Management Agency may respond to overall emergency situations. The Federal Emergency Management Agency is responsible for providing to the news media and the public, coordinated information on the overall civil emergency.
3. The United States Department of Health and Human Services/Office of Refugee Resettlement has developed a Repatriation Fact sheet for use by federal and State public affairs personnel. The fact sheet provides for a general concept of operations, which can be distributed, to news media representatives for basic understanding of how the program is operated.

B. State Public Information Role

1. The State Public Information Officer (Department of Community Affairs/Division of Emergency Management) will coordinate press releases with public affairs personnel of the United States Department of Defense, the Federal Emergency Management Agency, and the United States Department of Health and Human Services. This coordination will ensure the consistency of information between federal and State parties.
2. The State Public Information Officer (Department of Community Affairs/Division of Emergency Management) will release the names of returning evacuees to the media. Also, the State Public Information Officer will publish and maintain a current list of those persons who have returned to the United States in order to reduce the number of specific inquiries from the public and the media.
3. The State Public Information Officer (Department of Community Affairs/Division of Emergency Management) will develop a Repatriation Processing Center Public Affairs Information Plan that will provide for:
 - a. Security at the aircraft parking area.

- b. Television coverage of arriving evacuees.
 - c. An initial public affairs information briefing at the aircraft or during transportation to the Repatriation Processing Center.
 - d. A press center with restricted (credit card/ collect) telephones.
 - e. Periodic press conferences with volunteers from among the evacuees.
 - f. Photograph and television coverage of the Repatriation Processing Center operations where practical and processing is not disrupted.
 - g. Coordinating press releases, before dissemination, with the Director of Public Affairs, Department of Community Affairs who will coordinate these with the United States Department of Health and Human Services, Office of Refugee Resettlement and other federal agencies as appropriate.
 - i. Use of fact sheets and pamphlets prepared by the United States Department of Health and Human Services/Office of Refugee Resettlement.
6. The news media shall be afforded an opportunity to seek interviews with evacuees. Arrangement for interviews should be made after evacuees have been processed at the Repatriation Processing Center and waiting onward transportation. All interviews with the media are subject to permission of the individual evacuee

C. County Public Information Role

- 1. A county receiving evacuees must develop a detailed public affairs plan and appoint a qualified public affairs staff.
- 2. The Federal Emergency Management Agency may augment local public affairs operations. Requests for such support must be sent to the Federal Emergency Management Agency through the State.

V. Financial Assistance

A. General

- 1. It is anticipated that the majority of the evacuees will have financial resources available to them and that they will be able to arrange for onward travel, accommodations, and meals. However, those without resources, temporary assistance in the form of money payments, medical care, temporary accommodations, meals, and transportation may be available through the repatriation program (**see Attachment #1, Program Funding Procedure and Attachment #2, Other Administrative Requirements**).

2. The funding of emergency repatriation actions is the responsibility of the federal government. Therefore, State and county units of government, and volunteer organizations will be reimbursed for all expenses. The procedures to be followed in accounting for funds, keeping financial records, developing case records, acquisition of advanced funding and requests for reimbursement are outlined in **Annex IV.A, Funding and Fiscal Procedures of the NERP, OMB Circular A-87, and Section V (Financial Management) of the Basic Plan of the State Comprehensive Emergency Management Plan.**
3. Unless actual experience demonstrates otherwise, funding assistance for repatriation actions that might involve Florida PODs will be requested at an estimated amount as recommended in the *NERP* Annex VI.A.

B. Eligibility

To qualify for repatriation assistance, an evacuee must be a United States Citizen or a dependent of an American citizen returned from a foreign country who has been identified by the United States State Department as having returned because of war, threat of war, invasion or similar crisis. The United States Immigration and Naturalization Service will verify citizenship on the evacuee's processing check sheet. The evacuee's declaration that he or she is without available resources will be accepted unless the interview reveals that sources are available. Evacuees receiving assistance will be required to repay the United States the cost of such assistance and services after their arrival at the final destination when their own resources become accessible to them. (Debt collection is not a State of Florida responsibility.)

C. Temporary Assistance at the Point of Debarkation

1. Cash assistance will be provided at the Repatriation Processing Center in a nominal amount if the evacuee's needs for temporary shelter and food are being met on a congregate basis. In the event commercial facilities for lodging and food are necessary, the amount of cash provided will take these costs into consideration. Cash may also be provided for meals and lodging while traveling to the final destination.
2. Medical care will be provided and paid by the program if the evacuee does not have hospitalization insurance, which will pay for the medical care and does not have other available resources to pay for the care.
3. Temporary assistance at the final destination will be based on currently established State standards for aid to families with dependent children. This standard will be applied when determining the amount of and length of eligibility for financial assistance payments.

D. Repayment

The Department of Children and Families will inform the individual of the repayment requirement and the amount of repayment. In addition, the Department of Children and Families will recommend to the Office of Refugee Resettlement whether repayment or a waiver is warranted. **The Office of Refugee Resettlement is responsible for seeking repayment.**

VI. Funding and Fiscal Procedures/Funds for Planning

Federal matching funds at the rate of 50% are available from the Social Security Administration/OFA (Title 45, Code of Federal regulations, Section 205.45) to State agencies responsible for administering Title IV–A of the Social Security Act for development and planning activities for Emergency Repatriation. These activities include, the development of plans, participation in preparedness exercises to test plans, and training necessary for the implementation of the plan.

Attachment #1: Program Funding Procedure

A. General.

Section 1113 of the Social Security Act authorizes Federal funds for the Repatriation Program. The State's cost estimate for implementation of the plan is to be updated annually and forwarded to the Office of Refugee Resettlement, Region IV. Estimates approved by the Office of Refugee Resettlement will serve as a basis for a request for advance of Funds to the Office of Refugee Resettlement. The Social Security Administration, Finance Division issues the State a Treasury check for the amount listed. Repatriation program funds will cover the State's program administrative expense in addition to the money payments, goods, and services provided to evacuees.

B. Cost Estimates for Implementation

1. Assumptions
 - a. The state can expect as many as _____ evacuees to arrive at one port of debarkation. With as many as 2200 arriving in a single day. Estimated to resettle in the state _____. Estimated number to be transported out of the State _____.
 - b. The majority of the evacuees are expected to have in their possession sufficient financial assets to see them to their final destination. The estimated number needing financial assistance _____. The evacuation period may range from 7- 14 days.
2. Financial Assistance cash costs
 - a. Per Diem - \$ _____ per day for an average of 3 days per evacuee).
 - b. Travel - \$ _____ for an average of _____ miles per traveler.
3. State Service costs
 - a. Transportation (Assume moving 2200 evacuees per day for 14 days from one location). \$ _____
 - b. Medical. \$ _____
 - c. Program Administration. \$ _____

C. Financial Accounting and reporting.

1. Processing Check Sheet.

Upon arrival at the Repatriation Processing Center, United States Customs, Immigration and Naturalization Service, and the Public Health Service will initially screen all evacuees. These agencies will complete the Processing Check Sheet DD Form 2585 and give it to the Florida Department of Children

and Families processor. This sheet serves as the individual or family case record and documents all expenditures made on their behalf. The check sheet will be submitted to the Social Security Administration to substantiate repatriation expenditures. A copy of the check sheet will be forwarded to the State and local social services agencies at the community of destination to serve as a record of assistance eligibility, amount of assistance provided, medical assistance requirement and other purposes required.

2. Report on Advanced Funds

If the State has received an advance of Federal Funds, The Department of Children and Families shall submit to the Office of Refugee Resettlement, within 15 days following to completion of repatriation activities. A summary report of expenditures which will show the amount of funds advanced, the amount of funds expended, an estimate of outstanding debts, and the balance to be returned to the Social Security Administration or the amount due to the State. The Processing Check sheet must be attached to the report to substantiate expenditures.

3. Report of Referral

The Department of Children and Families to report repatriation expenditures will use the SSA Form 2061. These expenditures would cover those expenses not reported on the processing check sheet. The report on referral is the basis for obligation of repatriation funds. The SSA Form 2061 must be processed by the Social Security administration before claims for reimbursement can be processed. The SSA Form 2061 must be submitted within 5 days of initial contact with the evacuee. Instruction for completion of this form re included on the back of the form.

Attachment #2: Other Administrative Requirements

A. Recording

An individual case record is necessary for each repatriate referred to the state/local agency for assistance. The record should be an accurate account of who was aided, the types of assistance provided and substantiation of the need for such assistance. Records should be retained for three years following the date the case is closed or until resolution of any litigation, claim, negotiation, audit, or other action involving records. The United States Department of Health and Human Services, the Comptroller General or any of their authorized representatives have the right of access to all records pertaining to the United States Repatriation Program.

B. Safeguarding Information

As in the case of any information obtained by public agencies, the use of information obtained concerning persons who receive temporary assistance under this program must be limited to the purposes for which such information was received. This limitation applies to any information about these persons, such as:

1. Names and addresses
2. Information contained in applications, reports of investigations, reports of medical examination, correspondence, and other records concerning the condition or circumstances of any person from whom or about whom information is obtained, and including all such information whether or not it is recorded.
3. Records of agency evaluations of such information. Such information may be released to another agency from which the repatriate has requested services and whose objective is the protection or advancement of his/her welfare. The basis for this disclosure is that the request constitutes an actual or implied consent for release of relevant information to such agency and recognition that the release is to secure services for his/her benefit.
4. Disclosure should be made only to representatives of other agencies who can give assurance that (1) the confidential character of such information will be preserved; (2) the information will be used only for the purposes for which it is made available and the functioning of the inquiring agencies; and (3) the standards of protection of the inquiring agency are equal to those of the state/local public agency both as regards the use of information by staff and protective office equipment and procedures.
5. Inspection of lists or payrolls of persons furnished assistance under this program and publication of their names is prohibited.

C. Nondiscrimination

As in the case of other federally financed programs, eligible persons cannot be denied benefits or otherwise subjected to discrimination on the grounds of race, color, creed, religion, or national origin.

D. Plan Maintenance and Training

1. This plan will be maintained as Annex D to the State *Comprehensive Emergency Management Plan*. It will be reviewed on an annual basis, modified, and updated as appropriate by the Division of Emergency Management in cooperation with Department of Children and Families.
2. Involved agencies at the federal, state, and local levels will participate at least annually in a joint civil/military exercise of the plan. Funds for such activities are only available to Title IV-A Department of Human Resources Temporary Assistance to Needy Families staff, on a fifty-fifty matching basis, through Social Security Administration Title IV-A funds (Code of Federal Regulations 45, Section 205.45).
3. The Tampa International Airport and MacDill Air Force Base are the major potential ports of entry and should be involved each year in an annual training exercise.