



# **THE STATE OF FLORIDA MASS MIGRATION ANNEX**

**To The State of Florida  
Comprehensive Emergency Management Plan**

**MASS MIGRATION ANNEX TO THE  
STATE OF FLORIDA  
COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

**Mass Migration Operations  
“Quick Points”**

1. Mass Migration is a possibility due to our geographic location. Our planning and preparedness encompasses any potential situation that could occur in the Caribbean.
2. The federal government, through the United States Department of Homeland Security, is the lead for mass migration planning, preparedness, and operations due to aspects of national security and border protection.
3. The State of Florida and its jurisdictions have a responsibility to support the federal government insofar as the operations affect the jurisdiction of the state.
4. The planning efforts and operational approach of the State of Florida will be to support the federal government under unified command and provide a prepared additional tier of support to the federal plan as requested.
5. Under unified command, the State of Florida will operate for a mass migration event under the State Comprehensive Emergency Management Plan using the State Emergency Response Team concept in keeping with our “All-Hazards” approach.
6. Local governments will be guided in their operations for mass migration under Chapter 252, Florida Statutes and state and local Comprehensive Emergency Management Plans in keeping with the State Emergency Response Team Concept of Operations.
7. The State of Florida will seek from the federal government as early as can be practically accomplished 100% reimbursement for all missions and resources requested by the federal government.
8. In cases where the state or its jurisdictions need to initiate action on their behalf in relation to a mass migration event, the State of Florida will seek from the federal government a Stafford Act declaration to reimburse all such protective actions.

## **EXECUTIVE SUMMARY**

The Mass Migration Annex of the Florida State Comprehensive Emergency Management Plan provides augmentation information that connects with the U.S. Department of Homeland Security Plan entitled “Operation Vigilant Sentry” and subsequent revisions. The federal government retains the lead role in a mass migration event, unlike most other emergency events, and the State of Florida provides support to federal efforts while ensuring that the needs of its local governments are addressed within its jurisdiction.

The Annex describes the basic strategies, assumptions, operational goals and objectives, and mechanisms through which the state will mobilize resources and conduct activities to guide and support federal and local emergency management efforts in responding to a mass migration event. It also parallels federal activities set forth in the National Response Framework (NRF), which details reliance on the National Incident Management System (NIMS) operating principles and protocols in applying state and local government support to a mass migration of national significance. In addition, it describes how state and local resources will be coordinated to supplement federal resources in response to a mass migration.

This Annex, in connection with the state Comprehensive Emergency Management Plan (CEMP), will be implemented at the direction of the Governor of the State of Florida.

The President of the United States determines if a mass migration emergency exists. While some counties and state agencies use a specific number that determines when an emergency exists for operational purposes, the State of Florida understands that a continuous and high volume flow of migrants, over a period of time, could exceed the normal capabilities of the local offices of the U.S. Coast Guard and the Customs and Border Protection. In view of this, it is entirely possible that the State of Florida may have to initiate action as a means of addressing needs within its jurisdiction without regard for federal activities.

The State Emergency Operations Center and the State Emergency Response Team could be activated even if a federal emergency declaration is not issued. The State Emergency Operations Center may initially deploy a State Management Team to assist the Joint Coordinating Facility in South Florida. The Regional Coordinator may, under direction of the State Coordinating Officer or State Emergency Response Team Chief, report to the U.S. Coast Guard, District 7 office, in Miami. Other SERT members will be deployed as needed and directed.

All SERT entities should document activities and associated costs in accordance with standard recognized procedures for other emergency events. Because a mass migration event may not be easily recognizable early on, especially in the very initial phases of the event, it is important that entities of the SERT be prepared to back-track information on this matter as soon as practical. This information will have significance in defending requests for federal assistance should that become necessary.

## **I. INTRODUCTION**

The State Mass Migration Annex, in conjunction with the state CEMP, will be implemented upon the direction of the State Coordinating Officer (SCO) under the Constitutional emergency authorities of the Governor of Florida. This will normally occur with the issuance of an Executive Order by the Governor of the State of Florida. The SCO, in conjunction with SERT leadership, will apprise the Governor of the situation and provide operational recommendations. The Governor may also be requested to implement this Annex by the President of the United States or the Secretary of the U.S. Department of Homeland Security. Lead state agencies assigned responsibilities in this Annex will develop supporting documents in coordination with their support agencies and federal counterparts in keeping with the intent of the state Comprehensive Emergency Management Plan.

The State of Florida's geographic location makes it vulnerable to a possible mass migration. While the State of Florida has no legal authority to enforce immigration law, it has a responsibility to protect its jurisdiction. This Annex was created to explain the State's responsibilities during a mass migration event and how it will coordinate supporting response activities with the federal government and local governments. Some of the consequences that the state may be faced with include, but are not limited to:

- Civil disturbance
- Financial impact to local communities
- Mass care (sheltering and feeding)
- Impact on social services, healthcare, education, children and family services
- Public safety resources overwhelmed
- Impact on detention facilities

Although local jurisdictions may coordinate with state and federal agencies in response to a mass migration event, enforcement of immigration laws remains the responsibility of the federal government. Federal responsibility entails enforcement by the United States Citizenship and Immigration Services, under the United States Department of Homeland Security. The majority of these individuals come from locations throughout the Caribbean area but they can possibly arrive from other areas as well. Although it is possible that any Florida county could receive a migrant landing (considering both maritime and aviation aspects), counties in the southern half of the state are most vulnerable due to geography. The main problem posed by illegal immigration is the inability of the system to assimilate the aliens without affecting already strained local economies and infrastructures (health, medical, social services, etc.). The United States Citizenship and Immigration Services authorizes the state and local law enforcement officers the authority to support a federal response in accordance with the Immigration and Nationality Act.

## **II. PURPOSE, SCOPE, and ASSUMPTIONS**

### **Purpose**

This Mass Migration Annex is designed to support operations of the U.S. Department of Homeland Security plan entitled "Operation Vigilant Sentry" in order to respond to and deter an influx of illegal immigrants into Florida. It further defines operations, responsibilities, and tasks that may be unique to a mass migration event.

This plan's intent is to facilitate a proper and effective response in the event that there is a change in any Caribbean government or some other triggering event and it is understood that a mass migration may be only one reaction. This plan further strives to ensure that the State of Florida is prepared to respond and recover from other incidents precipitated by this type of event such as multiple and/or large public gatherings of persons in-state reacting to the triggering event.

### **Scope**

The Mass Migration Annex establishes fundamental policies, strategies and assumptions. This annex establishes a concept of operations spanning pre-event, activation, and response. This plan defines interagency coordination, assigns specific functional responsibility to appropriate state agencies, and outlines methods to coordinate with local and federal agencies.

The U.S. Department of Homeland Security (DHS) has consequently prepared for the possible impact of a change in any Caribbean government through a comprehensive federal plan titled "Operation Vigilant Sentry." This plan accounts for mass migration by charging maritime rescue and enforcement efforts to the land based response and enforcement efforts including the processing of arriving migrants to the DHS Customs and Border Protection (CBP). This federal plan carries certain provisions that dictate the extent of its activation dependant upon subjective migrant activity benchmarks. Furthermore, state and local support may be requested to augment the federal government's efforts during the activation and implementation of their plan.

It should be clearly noted that state and local governments do not have federal immigration authority. However, the state has a responsibility to protect its jurisdiction.

Support of the federal plan and local government efforts are inherent in this responsibility.

### **Planning Assumptions**

Mass migration and border security is a federal mission. The Department of Homeland Security (DHS) as the lead Federal agency will activate OPLAN Vigilant Sentry based on their identified criteria.

The U.S. Department of Homeland Security will reimburse the State of Florida and local communities for the cost of requested assistance in support of the federal operation.

The Director of Homeland Security Task Force - Southeast (HSTF-SE) is authorized to direct and coordinate federal resources and personnel to Florida without approval from Washington, D.C. headquarters.

State law enforcement will be empowered to enforce federal immigration law and serve as a liaison with federal and local law enforcement officers.

Public information will be coordinated among federal, state and local governments through a Unified Command structure.

All activities in preparation for, or in response to, a mass migration in the event of a change in government will adhere to the National Incident Management System (NIMS).

The State Emergency Response Team and affected county(ies), as appropriate to the situation, will activate their respective Emergency Operation Centers. This may involve counties beyond those directly impacted for purposes of mutual aid and support.

This Annex will be implemented by the issuance of a Governor's Executive Order where practical but its needs to be readily understood that specific preliminary protective actions may need to be taken in view of a possible highly evolving and fast changing situation. This is especially important in dealing with measures designed to protect life. Nothing in this Annex is designed or assumed to hamper that reality.

The Governor's Executive Order will authorize the Florida National Guard to mobilize personnel and assets required in support of the state's response to mass migration as directed by the Governor and the State Coordinating Officer.

## **III. FEDERAL ROLES AND RESPONSIBILITIES**

### **United States Department of Homeland Security (DHS)-United States Coast Guard (USCG)**

The United States Coast Guard (USCG) serves as the lead federal operational agency in a mass migration event.

**Mission of the U.S. Coast Guard**

The U.S. Coast Guard's mission is to protect the public, the environment, and U.S. economic interests — in the nation's ports and waterways, along the coast, on international waters, or in any maritime region as required to support national security.

USCG focus during a mass migration event is protection of life. The U.S. Coast Guard's migrant interdiction is, as such, a humanitarian effort in concert with a mission of maritime law enforcement. In fact, most migrant interdiction cases the USCG has handled start as a search and rescue mission on the high seas rather than in U.S. coastal waters. Another focus of the USCG mission is the apprehension of any person or persons involved in the smuggling of human cargo. This includes deterring and dissuading migrants from making such perilous journeys and assuring that migrants interdicted at sea are appropriately processed, safely repatriated, or placed in a third country if their situation so warrants.

For use in the context of measurable trigger points for action and assignment of resources, the USCG has two operational realms: maritime and land.

**Maritime Interdiction Operations:**

- Maritime Level I – Predicted or actual sustained flow of 300 – 700 migrants departing the Caribbean per week.
- Maritime Level II – Predicted or actual sustained flow of 700 – 3000 migrants departing the Caribbean per week.
- Maritime Level III – Predicted or actual sustained flow of 3000 or more migrants departing the Caribbean per week.

**Land Based Interdiction Operations:**

- Land Level I – Implemented at the direction of the Homeland Security Task Force Director. All necessary activities, resources, and operational locations will be activated when daily apprehension levels rise above the level of 300 migrants.
- Land Level II – Daily apprehension levels reach 540-1080 migrants.
- Land Level III – Daily apprehension levels reach 1080-1620 migrants.

Land Level I – III implement a cascading level of law enforcement operations, processing resources, and use of geographic locations based in the impact of numbers involved and the ability of facilities to handle surge capacities dependent on the flow characteristics of the migration.

During a Mass Migration event, the USCG will:

- Provide intelligence support
- Conduct air surveillance and maritime interdiction operations
- Deliver all interdicted migrants to offshore migrant processing centers for processing.
- Deliver migrants ashore to designated locations in the event non-domestic migrant processing centers are unavailable or at their capacity.
- Issue regulations to control vessels from departing the United States en route to Caribbean countries for the purpose of illegally transporting migrants.
- Support shipboard screening.

- Repatriate those interdicted migrants with no protection claims and deliver migrants with protection concerns to non-domestic migrant processing centers for further processing.

### **DHS - United States Customs and Border Protection**

During a mass migration event under OPLAN Vigilant Sentry, the Customs and Border Protection (CBP) will stage a Collection and Relocation Center (CRP). Migrants, who have landed, will have security and medical screening on this site performed by federal personnel. The federal plan currently calls for CBP to relocate all processed migrants to federal facilities outside the State of Florida within 72 hours.

During a Mass Migration event, the Customs and Border Protection (CBP) will:

- Apprehend migrants arriving illegally into the United States.
- In conjunction with Immigration and Customs Enforcement (ICE), establish and operate Collection and Relocation Points (CRP) at designated locations where migrants are processed and medically screened following apprehension by Customs and Border Protection (CBP), Immigration and Customs Enforcement (ICE), State or local law enforcement officers.
- In conjunction with the USCG, conduct maritime operations to interdict vessels smuggling migrants, attempting to smuggle migrants, or assisting migrants to enter the United States illegally.
- Assist the USCG in deterring and preventing the departure of vessels from U.S. waters in violation of vessel movement control regulations.
- Oversee the delegation of immigration law enforcement authority to State and local law enforcement officers.
- In conjunction with the USCG, conduct air and maritime interdiction operations to prevent unsafe and illegal migration into the United States.

### **DHS - United States Immigration and Customs Enforcement**

As the largest investigative arm of the Department of Homeland Security (DHS), the United States Immigration and Customs Enforcement (ICE) is responsible for identifying and mitigating the vulnerabilities on the nation's borders through economic, transportation, and infrastructure security. Immigration and Customs Enforcement (ICE) assets may assist in the interdiction of migrants at sea and in the federal government's land based operations.

During a Mass Migration event, ICE will:

- Provide intelligence support.
- Conduct land-based enforcement operations to deter mass migration, apprehend, and process migrants illegally arriving into the United States.
- Assist the USCG in deterring and preventing the departure of vessels from U.S. waters in violation of vessel movement control regulations.
- Transport illegal migrant arrivals to appropriate detention facilities and retain custody of them until directed to release them by appropriate authority.
- Conduct law enforcement operations to interdict vessels smuggling migrants, attempting to smuggle migrants, or assisting migrants attempting to enter the United States illegally.
- Coordinate and manage domestic patrol actions.
- Establish and operate Temporary Detention Centers (TDC) and maintain custody of the migrants housed at those facilities.

- Maintain custody of migrants at non-domestic migrant processing centers and maintain initial custody of a surge in the offshore migrant population.
- Conduct maritime operations to interdict vessels smuggling or attempting to smuggle migrants or assisting migrants entering the United States illegally.

### **DHS - United States Citizenship and Immigration Services**

On March 1, 2003, service and benefit functions of the U.S. Immigration and Naturalization Service (INS) transitioned into the Department of Homeland Security (DHS) as the U.S. Citizenship and Immigration Services (USCIS). USCIS is responsible for the administration of immigration and naturalization adjudication functions and establishing immigration services policies and priorities. These functions include:

- adjudication of immigrant visa petitions
- adjudication of naturalization petitions
- adjudication of asylum and refugee applications
- adjudications performed at the service centers
- adjudications performed by the INS

U.S. Citizenship and Immigration Services is responsible for granting immigration and citizenship benefits, promoting an awareness and understanding of citizenship, and ensuring the integrity of the US immigration system.

During a Mass Migration event, USCIS will:

- Conduct interviews at non-domestic migrant processing centers when shipboard screening is suspended.
- Provide community liaison officers and assist in managing external and internal community affairs and internal community relations at non-domestic migrant processing center operations.
- Interview migrants interdicted at sea and make protection determinations.
- Conduct credible "fear interviews" for arriving aliens who are placed in expedited removal processing.

### **ESF 13: United States Department of Justice / United States Attorney's Office (USAO)**

The U.S. Department of Justice (DOJ) Criminal Division develops, enforces and supervises all federal criminal laws in the United States, except those specifically assigned to other divisions. Criminal Division attorneys prosecute many nationally significant cases and formulate and implement criminal enforcement policy. Division attorneys also provide advice and guidance to the Attorney General of the United States, the United States Congress, and the White House on matters of criminal law. The Criminal Division is currently overseen by the United States Assistant Attorney General. The Executive Office for Immigration Review (EOIR), an office of the United States Department of Justice, is responsible for adjudicating immigration cases in the United States. The EOIR oversees immigration courts in the United States through the Office of the Chief Immigration Judge. Additionally, the Board of Immigration Appeals, which hears appeals from immigration courts, is part of the EOIR. Finally, the EOIR's Office of the Chief Administrative Hearing Officer adjudicates immigration-related employment cases.

In U.S. immigration law, the term parole has three different meanings:

- A person who does not meet the technical requirements for a visa may be allowed to enter the U.S. for humanitarian purposes. Persons who are allowed to enter the U.S. in this manner are known as parolees.
- Advance parole, in which a person who already legally resides in the U.S. needs to leave temporarily and return without a visa. This typically occurs when a person's application to adjust status to permanent residency (to obtain a green card) is pending and the person must leave the U.S. for emergency or business reasons. In the wake of September 11, 2001, there has been greater scrutiny of applications for parole and advance parole.
- The federal government orders the release of an alien inmate incarcerated in a state prison before that inmate's sentence has been completed, with the stipulation that the inmate be immediately deported, and never permitted to return to the United States.

During a Mass Migration event, the Department of Justice will:

- Be responsible for criminal and civil litigation matters for Homeland Security Task Force-Southeast.
- Coordinate community relation efforts of the DOJ Community Relations Services with the Homeland Security Task Force-Southeast.
- Provide immigration judges to schedule and conduct removal hearings for migrant events.
- Make Bureau of Prisons facilities available to house arriving migrants that pose a security or safety threat to other administrative detainees.
- Establish and staff temporary immigration courts at locations where large numbers of arriving aliens are detained.
- Expand the operation of the Justice Prisoner Alien Transportation System to support a rapid relocation of migrants to available detention centers in other sections of the country.
- Provide intelligence and counter-terrorism support through the FBI.

#### **ESF 5: DHS - Federal Emergency Management Agency**

The Federal Emergency Management Agency (FEMA) became part of the U.S. Department of Homeland Security (DHS) on March 1, 2003. The primary mission of the Agency is to reduce the loss of life and property and protect the nation from all hazards, including natural disasters, acts of terrorism, and other man-made disasters, by leading and supporting the nation in a risk-based, comprehensive emergency management system of preparedness, protection, response, recovery, and mitigation.

During a mass migration incident, FEMA will:

- Support the use of the National Mutual Aid and Resource Management Initiative which supports the National Incident Management System (NIMS) by establishing a comprehensive, integrated national mutual aid and resource management system that provides the basis to type, order, and track all (federal, state, and local) response assets.
- Assist with arranging general logistical support for mass migration operations conducted onshore.
- Provide resources and/or personnel.

- Assign a Federal Coordinating Officer (FCO) and staff who will be co-located and coordinate operations with the federal and state agencies under Unified Command.
- Assist in the transfer of responsibility from the Department of Defense to other federal agencies or commercial sources for the provision of logistical support on military installations within 30 days of facility activation.

#### **ESF 8: United States Department of Health and Human Services (USDHHS) - Center for Disease Control and Prevention (CDC)**

Center for Disease Control regulations govern pets (dogs and cats) entering the U.S. from foreign destinations. As of this writing, these regulations have no restrictions on domestic felines other than they appear healthy; however, Florida laws governing the animal industry dictate that all cats in the state, upon reaching the age of 4 months, receive a rabies vaccination.

Dogs accompanying owners on a maritime migration have not historically presented a major problem. It is noted that 27 dogs made it to shore during the Mariel Boatlift of the 1960's in comparison to the number of persons making the journey which was approximately 125,000. It is unclear; however, if more animals were included in the effort, but never made it to shore.

During a Mass Migration event, CDC will:

- Ensure animals entering the United States have a valid health certificate showing a current rabies vaccination.
- Require animals without a health certificate to receive rabies vaccinations within four days, if their age is at least three months upon arrival in United States jurisdiction.
- Make notification to the Florida Veterinary Association that animals have been inoculated successfully.
- Perform medical screening.
- Manage the disposition of all dogs and cats.

#### **ESF 8: United States Department of Health and Human Services (USDHHS) – Division of Global Migration and Quarantine**

The Division of Global Migration and Quarantine is committed to reducing morbidity and mortality due to infectious diseases among immigrants, refugees, international travelers, and other mobile populations that cross international borders. In addition, the Division of Global Migration and Quarantine is committed to promoting border health and preventing the introduction of infectious agents into the United States.

Title 42 of the United States Code, Section 264 (Section 361 of the Public Health Service [PHS] Act) gives the Secretary of Health and Human Services (HHS) responsibility for preventing the introduction, transmission, and spread of communicable diseases from foreign countries within the United States and its territories/possessions. This statute is implemented through regulations found at 42 CFR, Parts 70 and 71. Under its delegated authority, the Centers for Disease Control and Prevention is empowered to detain, medically examine, or conditionally release individuals reasonably believed to be carrying a communicable disease.

In the event a passenger infected with a novel influenza strain were to arrive in the United States on board an international conveyance (e.g., boat, airplane), the 42 CFR provides HHS with legal authority to isolate an ill passenger to prevent other passengers from infection. This authority would be used only if someone posed a threat to public health and refused to cooperate with a voluntary request. Other areas of emphasis are:

- Health/medical/veterinary equipment and supplies
- Patient evacuation
- Patient care
- Safety and security of drugs and medical devices
- Blood and blood products
- Food safety and security

#### **ESF 11: United States Department of Agriculture (USDA) –Animal and Plant Health Inspection Services (APHIS)**

The United States Department of Agriculture (USDA) provides leadership on food, agriculture, natural resources, and related issues based on sound public policy, the best available science, and efficient management. Protecting American agriculture is the basic charge of USDA's Animal and Plant Health Inspection Services (APHIS). APHIS has a role in mass migration by providing leadership in ensuring the health and care of animals and plants. In addition, the Department's role involves the protection of U.S. crops and animals against foreign pests, diseases, noxious weeds, and exotic animals.

The National Center for Animal Health Emergency Management collectively, develops strategies and policies for effective incident management and coordinates incident responses. They also plan and coordinate delivery of training to ensure personnel are trained in emergency response functions, to include:

- Planning, organizing, and leading efforts to support and improve the response, preparedness and capability of states, regions, local jurisdictions, Tribes, and other entities.
- Coordinating and creating partnerships with other federal, state, and local entities to strengthen early detection and rapid response capabilities at all levels.
- Planning and coordinating delivery of training to ensure personnel are ready for emergency response work.
- Developing and disseminating emergency response guidelines based on NIMS and the Incident Command System that clearly convey the actions necessary to respond effectively and efficiently to a foreign animal disease or pest.
- Ensuring guidelines are current, flexible to change, and adaptable to any disease or pest situation.
- Monitoring and disseminating information on potential or actual outbreaks and other natural or technological disasters.
- Coordinating investigations and disseminating information about suspected outbreaks of foreign animal diseases.
- Maintaining a robust staff of animal health disease experts representing all major fields.

**ESF 1: DHS – United States Transportation Security Agency (TSA)**

This agency is a component of the Department of Homeland Security and is responsible for security of the nation's transportation systems. In coordination with their state, local and regional partners, they oversee security for the highways, railroads, buses, mass transit systems, maritime ports and the 450 U.S. airports.

**ESF 8: Disaster Mortuary Operational Response Team (DMORT)**

DMORT is a program of the National Disaster Medical System (NDMS) of the U.S. Department of Homeland Security. It is designed to assist coroners and medical examiners during mass casualty response operations and to assist state and local authorities during a mass fatality incident. A mass fatality incident can be defined as an event where more deaths occur than can be handled by local resources.

Resources provided by DMORT include, but are not limited to:

- Mobile morgue operations
- Forensic examination
- DNA Acquisition
- Remains identification
- Search and recovery
- Scene documentation
- Medical/psychology support
- Embalming/casketing
- Family assistance center support
- Antemortem data collection
- Postmortem data collection
- Records data entry
- Database administration
- Personal effects processing
- Coordination of release of remains
- Safety Officers and Specialists

**IV. STATE ROLES AND RESPONSIBILITIES****Florida Division of Emergency Management and the State Emergency Response Team**

The mission of the Florida Division of Emergency Management is working together to ensure that Florida is prepared to respond to emergencies, recover from them, and mitigate their impacts. The Florida Division of Emergency Management is the coordinating agency in the State of Florida for the development and implementation of the State Emergency Response Team (SERT) which is comprised of all resources, personnel, and equipment at the state and local levels of government which could conceivably be used to respond and recover from an emergency event. In addition, the SERT has a significant connection with various private non-profit organizations and private sector companies.

During a mass migration event, the SERT Chief may consider and implement the following:

- Activate the State EOC to the appropriate level dependent upon the request of support from the Homeland Security Task Force – Southeast and any local response needs.
- Coordinate regional conference calls among affected county emergency operations centers as well as federal, state and local agencies and organizations.
- Provide additional state and local resources to support response and recovery operations as warranted using statewide mutual aid and Emergency Management Assistance Compact processes.
- Coordinate with appropriate federal entities and seek to establish Unified Command.

Depending on the circumstances of a mass migration event, the actions of the SERT Chief may include the following:

- Initiate missions with the FDEM Legal Counsel to provide a draft Governor's Executive Order for action by the Governor.
- Utilizing the "All Hazards" approach of the State Comprehensive Emergency Management Plan (CEMP), activate the State Emergency Operations Center and notify appropriate Emergency Support Functions (i.e. the Emergency Coordinating Officers).
- Deploy a State Management Team as necessary.
- Maintain documentation of all information collected and actions taken in the State Emergency Operations Center.
- Coordinate documentation of expenses and submission of claims to the Department of Homeland Security and other appropriate federal agencies.

#### **ESF 16: Florida Department of Law Enforcement (FDLE)**

The mission of the Florida Department of Law Enforcement (FDLE) is to promote public safety and strengthen domestic security by providing services in partnership with local, state, and federal criminal justice agencies to prevent, investigate, and solve crimes while protecting Florida's citizens and visitors --- all of which dictate their lead role in the state Emergency Support Function 16.

FDLE will provide for the public safety and external security at any federally coordinated Collection and Relocation Point and/or Temporary Staging Area. It is important to note that this support is not guaranteed at any Center coordinated and maintained by the County. FDLE can assist, through the assets of the Homeland Security Task Force-Southeast with the establishment of communication systems at the state logistics staging areas, the Joint Information Center, and field incident command posts.

The Florida Department of Law Enforcement will:

- Coordinate all state and local law enforcement activities. Support agencies for this effort include the Florida Marine Patrol, the Florida Highway Patrol, the Florida Department of Corrections, and the Florida Fish and Wildlife Conservation Commission. Upon approval of the State Coordinating Officer or the State Emergency Response Team Chief, the Florida National Guard may be added to this listing based on operational need.

- Provide ongoing information collection and monitoring that may support the implementation of the state Mass Migration Annex in concert with the Comprehensive Emergency Management Plan.
- Serve as the lead coordinating agency for all state and local law enforcement and security coordination including interdiction, transportation, and communications operations.
- Coordinate the operational activities of the Law Enforcement Regional Operations Centers (ROC) as necessary.
- Provide guidance to the on scene FDLE Manager and serve as the primary advisor to the Governor on Law Enforcement issues.
- Provide external security and public safety at Collection and Relocation Point(s) and Temporary Staging Facilities in support of federal law enforcement operations.
- Provide the lead coordination for all telecommunications with the Florida Department of Management Services, Division of Communications, for the acquisition of necessary equipment, including the acquisition of communications support needs for inter-governmental/inter-agency field operations.
- Provide the facility and associated maintenance for the State command and communications center.

#### **ESF 8: Florida Department of Health (FDOH)**

The Florida Department of Health (FDOH) is the primary state coordinating entity for the coordination of the medical and public health response to a mass migration event. Of particular importance in this matter is the Refugee Health Assessment Program (RHAP). The FDOH RHAP is responsible for providing culturally sensitive health services to persons who have fled their home country due to any number of reasons (political, religious, or economic). Protection of public health from communicable disease through the review of overseas medical examination records and the provision of health screenings and immunizations is vital.

The Refugee Health Assessment Program provides, through federal funding from the federal Office of Refugee Resettlement, health assessments and immunization services for the following groups of individuals: refugees, asylees, Cuban/Haitian asylum applicants, Cuban/Haitian entrants (including parolees), Americans, and certain survivors of human trafficking.

As recipients of federal funds, county health departments are required to ensure that persons with limited English proficiency receive equal access to services. Trained interpreters and translators are required in the delivery of services to limited English-proficient persons.

FDOH, supported by the Florida Department of Elder Affairs and the Florida Department of Children and Families, may be called upon to perform the following in varying degrees based on the needs of a particular mass migration event:

- Provide support to the U.S. Public Health Service which is charged with providing necessary care to individuals associated with a mass migration event.
- Serve as the liaison to the U.S. Public Health Service (PHS).
- Provide for the emergency medical care of US citizens affected by this event.
- Provide for employees' well-being, safety and medical services.
- In conjunction with the Public Health Service, ESF 8 shall develop and implement health related guidelines and warnings to assist all personnel coming in contact with migrants.
- Provide communications support as necessary.
- Provide a liaison to represent health care issues with the Unified Command, State Management Team (s), and other locations as determined by the State Coordinating Officer and/or the State Emergency Response Team Chief.
- In coordination with the Florida Department of Elder Affairs, ESF 8 shall provide relocation assistance to the elderly.
- In coordination with the Florida Department of Children and Families, provide technical assistance through its Refugee Assistance Program and coordinate the family unification program.

### **Florida Emergency Mortuary Operations Response System**

The Florida Emergency Mortuary Operations Response System (FEMORS) mission is to assist and support the local District Medical Examiners Office, Florida Department of Law Enforcement and other response agencies. In the event of a mass migration event with the possibility of mass fatalities, ESF 8 will serve as the coordination point for such resources working closely with ESF 16.

### **ESF 2: Florida Department of Management Services**

The Florida Department of Management Services, ESF 2 will serve as the lead agency in ensuring interoperability of agency communications in support of the State Emergency Response Team. They will serve as the coordinating function for the state's provision for communications support before, during, and after any emergency/disaster situation. ESF 2 will coordinate communications assets (both equipment and services) that may be available from a variety of sources (i.e., state agencies, voluntary groups, county agencies, the telecommunications industry, and federal government agencies).

### **Florida Department of Children and Families**

The Florida Department of Children and Families (DCF), through the use of federal funds from the United States Department of Health and Human Services, is responsible for the Refugee Assistance Program (RAP) a program that promotes the economic and social well-being of families, children, individuals, and communities. The RAP provides financial and Medicaid assistance to migrant adults and families without regard to their national origin who meet eligibility criteria. The RAP assists in resettling refugees to achieve economic self-sufficiency as quickly as possible. In addition to RAP, DCF coordinates mental health activities, such as crisis counseling services. This agency will coordinate closely with ESF 8 (Health and Medical) on all aspects of mass migrant operations.

### **ESF 13: Florida National Guard (FLNG)**

In response to a Mass Migration emergency, and when directed by Executive Order, the Adjutant General of Florida coordinates, employs and controls trained National Guard

forces in order to assist civil authorities with the protection of life and property, and to maintain peace, order and public safety.

Serving as ESF 13, the Florida National Guard will:

- Upon request from the State Coordinating Officer, provide a Liaison Officer (LNO) to the State Management Team when a mass migration is imminent
- Coordinate with the SEOC, ESF-16, and Unified Command when activated.
- The Adjutant General will appoint an Area Command working in conjunction with Unified Command and the SEOC who will receive all mission tasking for ESF-13 resources.
- Support state and local law enforcement with security operations, external of federal operations, as tasked by and coordinated with ESF-16.
- Provide other support services, within existing capabilities, as tasked by the SCO. Such tasking could include military liaison with or from federal sources depending upon the extent of the migration event.

#### **ESF 14: Florida State Office of External Affairs**

The Governor's Office of Public Affairs will lead the state Public Information Office. This spokesperson will receive support from the Florida Division of Emergency Management Lead Public Assistance Officer and resources from other departments as necessary. The state Lead Public information Officer may assist with activation of the Joint Information Center (JIC) under Unified Command to ensure that all public information is centrally coordinated and consistent communications are disseminated from all state agencies and county information sources in coordination with federal operations. Since a mass migration event is primarily under federal jurisdiction, the state may be requested to participate directly in the federal Joint Information Center. ESF 14 will focus on the following main functions:

- Public Information
- Media Interface
- Federal, State & Local Official Liaisons
- Provide public affairs, legislative affairs and community relations personnel as needed in the Joint Information Center;
- Coordinate all media releases with Unified Command
- Coordinate community relations activities through the Governor's Office (to include the South Florida Office); the Florida Department of Children and Families, Refugee Programs Administration; the Florida Department of Elder Affairs; and the Florida Human Relations Commission.

#### **ESF 6: American Red Cross**

The American Red Cross is a humanitarian organization that provides emergency assistance, disaster relief and education in the United States as part of the International Federation of Red Cross and Red Crescent Societies. It is governed by volunteers and supported by community donations.

The American Red Cross is a component of Emergency Support Function 6 in the State Emergency Operations Center. In coordination with all ESF 6 representative agencies, it is the lead agency responsible for the feeding needs of the immigrants in holding areas and the responding agencies supporting immigrant needs.

During a mass migration, the American Red Cross may be requested to provide the following:

- Deployed as needed at the request of ESF 8
- Offer counseling support during the mass migration
- Offer community services that assist the migrant operation
- Coordinate and manage organizations and personnel related to these functions
- Collect, process and distribute lifesaving blood and blood products
- Offers educational programs that promote health and safety
- Arrange non-denominational memorial services

## V. LOCAL ROLES AND RESPONSIBILITIES

Activation of a county Mass Migration Plan and the County Emergency Operations Center (EOC) is contingent upon the event and is done at the discretion of the County Emergency Management Director or other designated official authority according to county policies working in coordination with the State Emergency Operations Center. As in any activation, the County Emergency Operations Center will stand up the appropriate Emergency Support Functions (ESF) dependent upon the circumstances of the event and follow the respective Standard Operating Procedures (SOPs) and its County Comprehensive Emergency Management Plan for its jurisdiction. As with any emergency event, communications with the State Emergency Operations Center and the State Watch Office remains vital to a coordinated response.

## VI. CONCEPT OF OPERATIONS

This section identifies the Concept of Operations that the State of Florida will use to support the federal effort in a mass migration event. It will address the command structure, operational needs, and support issues for a temporary operation, including command and control, alerts and notifications, and missions and assets. This Annex must work in concert with the local and federal plans.

### **State Emergency Operations Center --- Levels of Activation and Relationship to Mass Migration**

#### **Level 3 (Monitoring):**

- A. An ongoing process in which the Florida Department of Law Enforcement (FDLE) collects, analyzes, and disseminates information related to any current mass migration status.
- B. This aligns with the Homeland Security Task Force – Southeast (HSTF-SE) Director’s decision to transition from Alert and Readiness to Maritime Level 1 and Land Level I, as defined in “Operation Vigilant Sentry.”
- C. The affected county emergency management office will provide initial assistance to the federal operation in accordance with agreements in effect. The county emergency management office will coordinate their actions with the State Emergency Operations Center as appropriate.

**Level 2 (Partial):**

- A. Event has escalated to the point that the SEOC is partially activated to coordinate collection of information and to notify key personnel. Maintain open lines of communication with the appropriate federal agencies in the affected area and request cooperative federal/state responses. A State Management Team may be deployed to the Joint Coordinating Element (JCE) in South Florida.
- B. This level aligns with the Maritime Level II and Land Level II as defined in "Operation Vigilant Sentry." The Task Force has activated its primary command center for expanded operations. At this point the Office of Border and Transportation Security have established operational Law Enforcement.
- C. Law Enforcement Detachments (LEDETs) and Collection and Relocation Points (CRPs) in response to a mass migration event are activated at the federal level with support of state and local operations. All internal resources of the Southeast Homeland Security Task Force (HSTF-SE) are being utilized. Regional and national resources are being readied for deployment to the impacted area as necessary.

**Level 1 (Full):**

- A. The magnitude of the federal operation has reached a level where the State Emergency Operations Center is formally activated to provide intergovernmental coordination, support, command and control.
- B. All Emergency Support Functions (ESF) are manned at the SEOC.
- C. A State Management Team may be ordered to deploy to support the local and federal operations. The Governor may likely initiate and sign an Executive Order (Note: the Governor has the prerogative of issuing an Executive Order with any level of SEOC activation)

**Alert Notifications**

An alert notification will be implemented when an unrest political situation begins or when migrant flows are elevated to the level where a mass migration may be likely to occur. During this phase and with communications from the HSTF-SE Director, the SCO will be notified and requested to take necessary action to stand up the SEOC, in compliance with the Comprehensive Emergency Management Plan, through an Executive Order of the Governor.

- The State Watch Office will be instructed to notify all key State Emergency Response Team personnel to direct them to report to the SEOC
- Conference calls and related communications will occur between the SEOC, County EOCs, federal entities, and others as necessary

**Emergency Operations**

When the Homeland Security Task Force Southeast Director requests assistance from the State in support of a mass migration incident, the Governor may issue an Executive Order declaring that a State of Emergency exists. The Order will specify the State

Coordinating Officer. The State Coordinating Officer may appoint Deputy State Coordinating Officers as warranted. The State Emergency Response Team, activated under such an Executive Order, will operate following the guidance of the State Comprehensive Emergency Management Plan. The following is provided as general background applicable to a mass migration event.

### **Operations Section**

The SEOC Operations Section reports to the SERT Chief. This section is comprised of several branches: Operations Support, Human Services, Infrastructure Support and Emergency Services. Operations coordinates the deployment of resources in support of field operations; seeks to gather information necessary to assess incident assignment and determine immediate needs and actions; and coordinates mass migration response through the use of the structure and organization of the State Emergency Response Team. The Operations Section is responsible for implementing the following major tasks:

- Monitoring, tasking, and implementing missions and requests for assistance. Coordinating the actions of the Emergency Support Functions responding to missions and requests in a mass migration event
- Coordinating the actions of the Emergency Support Functions responding to missions and requests in a mass migration event
- Participate in IAP meetings.
- Monitor field operations, events and conditions
- Conduct operational briefings.

### **Plans Section**

The Plans Section is responsible for collecting, evaluating, and disseminating all incident related data and information regarding the development of any incident to include a mass migration. This section conducts Incident Action Planning meetings with the SERT and prepares the Incident Action Plan (IAP) and situation reports for each operational period. The Plans Section also develops, displays, and distributes incident maps, status boards, databases, personnel contact information, operational schedules, and other critical information necessary for the SERT to support operations.

### **Logistics Section**

The Logistics Section coordinates and supports the state resource management process which coordinates the procurement of goods and services and directs the deployment of emergency resources. It acts as an agent on behalf of the SERT Chief for pre-event and operational sourcing, contracting, procurement, receipt, storage, handling, security, accountability, inventory, deployment, distribution, recovery reutilization and disposition of expendable and non-expendable resources and services in support of emergency management tactical operations. Effective logistics management ensures that all functions are executed in a unified manner in order to reduce costs, ensure appropriate support actions, and decrease delivery time. In addition, the Logistics Section implements, as needed, the following which may pertain to a mass migration event:

- Coordination of pre-event facility selection and building services of temporary response and recovery sites including staging areas, warehousing operations and other locations as needed.

- Coordination with entities involved in the acquisition of commodities (non-profit agencies, FEMA, US Army Corps of Engineers, and private contractors as examples).
- Obtains resources from internal supplies, contractor resources, private vendors, or through Statewide Mutual Aid Agreement which is coordinated through the State Emergency Operations Center or through the Emergency Management Assistance Compact (EMAC) system.
- Provides transportation, equipment maintenance, fuel, food service, communication and medical services for incident personnel.

### **Finance and Administration Section**

The Finance and Administration Section monitors cost expenditures. In particular, the State must meet all requirements related to the Robert T. Stafford Act as administered by the Federal Emergency Management Agency. In the event of a mass migration, all state government agencies will coordinate the timely transfer of all responsibilities, records and information to appropriate federal agencies. All state government agencies will document actions and missions to include resources used and cost to the State of Florida. This information will be compiled by the Division of Emergency Management and submitted to the U.S. Department of Homeland Security for reimbursement.

The Finance and Administration Section will:

- Monitor all sources of funds.
- Track and report the financial status of the operation as the mass migration progresses.
- Ensure proper recording of personnel time and equipment usage time as they relate to a mass migration mission tasking.
- Coordinate with the Logistics Section to identify sources of equipment; prepare and sign equipment rental agreements; and process all administrative requirements associated with equipment rental and supply contracts.
- Provide financial updates to the SEOC.

### **Direction and Control**

#### **State Emergency Operations Center**

- Coordinates the overall state response including intergovernmental, legislative and congressional information and response to a mass migration.
- The State Emergency Response Team Chief will oversee all field operations deployment.
- Serve as the central coordinating center in support of federal and county government.
- Staff according to the level of the mass migration event.

## Field Operations

**Area Command:** An Area Command may be established when a mass migration becomes multi-jurisdictional in support of federal, state, and local government response operations:

Upon direction by the State Coordinating Officer, the Area Command may be comprised of the following:

- Executive Office of the Governor from the South Florida Office
  - Public Affairs Office of the Florida Department of Law Enforcement
  - Division of Emergency Management Regional Coordinator
  - Florida Department of Law Enforcement South Florida Investigation Center
  - Miami Regional Operations Center (MROC) Manager
  - Department of Law Enforcement
  - Department of Health
  - Department of Elder Affairs
  - Department of Military Affairs
  - Department of Children and Families
  - Other departments or agencies deemed necessary by the SERT Chief or the State Coordinating Officer
- a. The State Management Team will provide pertinent information regarding the event to the State Emergency Response Team Chief. The State Management Team will operate at a location in the South Florida area as determined and approved by the SCO or SERT Chief.
  - b. Additional state agencies may be tasked to provide a representative to the Southeast Coordination Group (SECG).
  - c. The SECG will operate from a facility to be determined by the Homeland Security Task Force-Southeast Director.
  - d. A Deputy State Coordinating Officer (DSCO) may be deployed to the Southeast Coordination Group to link with federal counterparts under Unified Command.

**State Management Team:** Upon notification that the Southeast Coordination Group (SECG) is activated, a State Management Team may be deployed to Miami to coordinate state and local response. The State Management Team (SMT) will monitor the federal operation and provide operational updates to the SEOC and coordinate any public information released. The SMT will forward all resource requests to the State EOC to insure proper resource management.

The State Management Team may include the following representatives:

- Incident Commander designated by the SCO or SERT Chief
- Operations Chief
- Information and Plans Chief
- Logistics Chief
- Public Information Chief
- Finance and Administration
- Other positions as deemed necessary by the SERT Chief

## VII. TYPES OF STATE SUPPORT ANTICIPATED IN A MASS MIGRATION EVENT

State support of federal operations in a mass migration event may range in many missions and aspects similar to any other type of emergency operation. Generally speaking, the federal planning for mass migration and the possible request and use of state resources will generally fall into six operational areas as follows:

- A. Enforcement
  - Intelligence sharing (ESF 16)
  - command and control (ESF 16)
  - mobile command vehicles (ESF 16)
  - coordination of ESF 16 resources (ESF 16)
- B. Apprehension
  - In Shore and Off Shore (ESF16)
  - Check Point Operations (ESF16)
  - Traffic Control (ESF 16 & ESF 13)
- C. Processing
  - Transportation (ESF 16 & 13)
  - Medical Support Transportation (ESF 8, ESF 13, and ESF 7/Logistics)
  - Supplies and Material (ESF 7)
  - Crowd/Traffic Control (ESF 16 & 13)
- D. Transportation
  - Movement Escort (ESF 16)
  - Migrant Transportation –Resource Coordination (ESF 7 & 16)
- E. Detention
  - Space Coordination and Facilities (ESF 16 & 7)
  - Medical Support (ESF 8)
  - Transportation (ESF 16)
  - Juvenile Care and Placement (ESF 8 & 6)
  - Elderly Care (ESF 8 & 6)
  - Supplies and Material (ESF 7)
  - Traffic/Crowd Control (ESF 13 & 16)
  - Outside of the immediate Illegal Alien Apprehension Collection Operations, only in support of local incidents (ESF 13)
- F. Unified Command
  - SEOC and the State Emergency Response Team as needed