

# **Economic Sustainability**

## **Emergency Support Function 18**

### **(ESF18)**

**PRIMARY AGENCY:** Lake County Economic Development and Tourism Department  
All Lake County Chambers of Commerce

**SUPPORT AGENCIES:** Lake County Chamber Alliance  
Lake County Office of the County Manager

## **I. INTRODUCTION**

### **A. Purpose**

The purpose of Lake County Emergency Support Function 18, “Economic Sustainability” (ESF 18) is to define the process that will be used to coordinate the involvement of local businesses and industries (private) with the emergency response and disaster recovery efforts of the county and its municipalities (public). These policies and procedures will guide the efforts to provide support to local businesses and industries impacted by a disaster event, to obtain and utilize donated goods and services provided by businesses and industries unaffected by the event, and to provide support to the economic recovery of the impacted communities.

While the focus of ESF 18 is on the recovery of those businesses and industries operating within the boundaries of Lake County, it is important to recognize that disasters do not recognize political boundaries. With this implied economic interdependence it is imperative therefore, that this ESF recognizes the importance of developing and maintaining working relationships within the region both in the public and private sense. Further, we must recognize also recognize that many of the resources necessary for both full recovery and mitigation against further risk may come from organizations and agencies outside of the region. To be of full service to those we are endeavoring to serve, this ESF must develop a clear understanding and document the sources of “critical resources” such as the grants and loans that may become available.

### **B. Scope**

The ability of the local community to fully recover from a major disaster requires cooperation and coordination between citizens, members of business and industry, and local, regional and state government and private agencies. ESF 18 provides for an organized approach to ensure that the needs and interests of impacted businesses and industries are

adequately considered in local government emergency response and disaster recovery operations, and that disaster assistance and services available to impacted businesses can be effectively accessed. ESF 18 also addresses procedures to solicit, utilize and distribute donated goods and services available from businesses and industries.

ESF 18 does not address private sector disaster recovery procedures that are likely to be implemented by individual businesses and industries, such as filing insurance claims and contracting with private disaster recovery services.

### **C. Policies**

Implementation of this ESF will be guided by the following policies:

1. Lake County government recognizes the integral role of businesses and industries in the welfare of the community and the necessity of their involvement in emergency response and disaster recovery operations at the time of a disaster. Therefore, the needs of impacted or potentially impacted businesses and industries will be considered in the planning and implementation of relevant county and municipal emergency operations through participation in the County Emergency Operations Center (EOC).
2. Within the limits of available resources and legal requirements, assistance and support will be provided to businesses and industries impacted by disaster events in order to minimize the adverse economic and employment effects on the community as a whole.
3. Through this ESF, assistance will be provided to, and suitable donations accepted from, any business and industry regardless of the status of their affiliation with any one of the designated lead or support agencies.
4. To facilitate the full recovery of impacted communities to normalcy after a disaster, Lake County will endeavor to ensure that applicable state and federal disaster assistance programs are made available for impacted local businesses, and will strive to facilitate access to and delivery of those programs.

### **D. Planning Assumptions**

---

This ESF has been prepared for implementation based on the following assumptions:

1. A major disaster event can have substantial physical and operational impact on businesses and industries that are located within the area at risk or derive income from the population within the area at risk.
2. The services, products, employment and revenue provided by businesses and industries to the surrounding community are of vital importance to the community's welfare. Disaster related impacts to businesses and industries can further exacerbate the impact of the event on the community as a whole, and full recovery of impacted businesses and industry is necessary for the full recovery of the impacted community.
3. Small businesses and not for profit organizations without regional or national affiliations or support mechanisms, as well as those without adequate insurance, are typically more vulnerable to the impacts of disasters. Such small businesses and organizations are likely to need additional assistance, guidance and support during emergency response and disaster recovery time periods to minimize the potential for their failure as a result of the disaster event.
4. In the aftermath of a disaster, damage to the community's infrastructure and communications networks can have harmful economic effects to businesses both within and outside of the impacted areas, and are not within the capability of an individual business owner to repair or replace. Temporary actions to prevent business failures while such facilities are restored to normal are likely to be necessary.
5. Local, regional and national businesses can and will provide donated goods and services that will be valuable to the emergency response and disaster recovery efforts of Lake County and its municipalities. To effectively utilize such donations, procedures to do so must be incorporated into the other response and recovery operations conducted by the County.

6. Upon a disaster declaration at the state and national level, financial support in the form of loans and grants will become available.

## **II. CONCEPT OF OPERATIONS**

### **A. General**

1. One of the designated lead agencies for ESF 18 is the Lake County Chamber Alliance and its member chambers, which are supported by the local businesses and industries of Lake County. In this capacity, information and expertise available to the lead and support agencies will be incorporated into the operations conducted by other county ESFs to improve and facilitate the services and support available to the affected businesses and industries.
2. ESF 18 will staff a workstation at the EOC and implement defined procedures and actions to initiate and/or coordinate operations by state, county and municipal agencies to address the needs and requests of involved businesses. ESF 18 will also solicit the donation of goods and services from businesses and industries needed to support response and recovery operations.
3. As and when indicated, ESF 18 may activate and staff facilities and locations outside of the County EOC that are needed to provide services and support to the involved businesses and industries.
4. Goods and services donated by businesses and industries will be solicited and obtained by ESF 18, while their receipt, warehousing and distribution to impacted individuals and organizations will be managed through ESF 15, "Volunteers and Donations."

**B. Organization**

1. The President of the Lake County Chamber Alliance, or a designated representative, will serve as the ESF 18 leader. Each of the supporting Chambers of Commerce will designate one or more individuals to serve as staff to ESF 18 and to support its operations when needed.
2. The lead agency will staff the ESF 18 workstation at the County EOC as necessary for the duration of the activation of this ESF. When needed, additional personnel from the lead and/or support agencies will be mobilized by the County EOC to support operations.
3. Field locations and facilities established by ESF 18 will be staffed by designated members of the lead or support agencies, or when indicated, by personnel mobilized through other County ESFs. The lead and support agencies may also conduct operations from their normal business locations, when this is feasible to do so. In all cases, ESF 18 operations outside of the County EOC will maintain continuing communication and coordination with the lead agency staff at the ESF 18 workstation.

**C. Notification**

1. The lead agency representative or other contact person will be notified of the need to activate ESF 18 by the Lake County Emergency Management Division. Upon notification, the lead agency representative will report to the County EOC and establish the ESF 18 workstation.
2. The lead agency representative will notify appropriate support agencies of the activation of ESF 18. If indicated by the type, magnitude or predicted duration of the event, the support agencies will be requested to mobilize personnel to the County EOC or to remain on standby to provide support.

3. The lead agency staff will notify the Lake County Emergency Management Division and other activated Lake County ESFs when ESF 18 is ready for operations.
4. ESF 18 will notify the Florida State Chamber of Commerce of the activation of Lake County ESF 18 and determine the support and assistance that may be available from this organization. If indicated by the likely magnitude of the event, ESF 18 will also notify chambers of commerce and other business interest associations in adjacent counties of the activation and to determine the support and assistance that may be available through these organizations.

### III. EMERGENCY SUPPORT FUNCTIONS

#### A. Response

##### 1. Initial Actions

- a) The lead agency(s) will staff the ESF 18 workstation at the County EOC and receive a briefing regarding the emergency event and the likely roles and responsibilities of ESF 18.
- b) Ensure that a dedicated telephone (the “EOC Business Hotline”) for responding to inquires for advice and assistance from businesses and industries impacted by the event is available. If the line has not been installed and activated, request assistance from ESF 2.
- c) Work with ESF 14 to prepare a media release providing the telephone number of the Business Hotline and request distribution. (The media release should specify that the number be for business owners and operators only. Inquiries from the general public should be directed to the ESF 14 Citizen’s Information Line (CIL) public telephone number).
- d) In the event an evacuation or shelter-in-place protective action for the public will occur, ESF 18 will immediately take the following initial actions:
  - (1) Advise the Emergency Management Division Manager or designee on the number and types of

businesses in the area to be evacuated, the timing of the evacuation, and any problems with compliance or implementation likely to arise.

- (2) Respond to inquiries made to the business hotline for assistance in implementing protective action. As the situation requires, initiate request(s) for assistance from other County ESFs to resolve critical problems in protective action implementation.
  - (a) Identify the general number and types of business and industrial facilities located in the area of impact; anticipate the needs for assistance for businesses and industries, and their employees.
  - (b) Advise the Emergency Management Division Manager or designee regarding any initial critical issues of concern regarding the event's impact on business and industries.
  - (c) Review and update lists of businesses and industries outside of the area of impact that could donate needed services or goods. Establish coordination with ESF 15 to plan subsequent contacts.

## **2. Continuing Actions**

- a) Participate in County EOC briefings and provide input regarding issues and problems affecting business and industry
- b) Continue to respond to inquiries made to the business hotline and when needed, request the assistance of other County ESFs to provide support services for protection of life and property.
- c) Through ESF 5, monitor progress in the implementation of the evacuation or shelter-in-place actions. Advise the Emergency Management Division Manager or designee

regarding business and industry issues involved in termination of the protective action. With the cooperation of other County ESFs, consider taking actions including but not limited to the following:

- (1) For sheltering-in-place protective actions: Contact larger employers to advise of the termination of the sheltering-in place action and the steps to be taken; obtain information on any problems or resource issues.
- (2) For evacuation protective actions:
  - (a) Advise the Emergency Management Division Manager or designee the need for early reentry of selected categories of business owners, operators and critical employees.
  - (b) Work with ESF 16 to implement a process to allow early reentry for critical businesses, industries and groups, including:
    - i. Insurance adjusters and inspectors.
    - ii. Owners, operators and key employees of essential businesses, e.g., medical facilities, food and drug stores, etc.
    - iii. Disaster recovery contractors for temporary repairs or to prevent further damage.
- a) Advise ESF 19 regarding critical businesses and industries that should be considered during inspections by the State of Florida Rapid Impact Assessment Team(s) if deployed to Lake County.



- b) Coordinate with ESF 19 regarding inspections of damaged businesses and industries; request and obtain information regarding the type and extent of damages to businesses and to the roadway network.
- c) Coordinate with ESF 12 regarding the extent and duration of loss of power, water, sewage service and other utilities needed for businesses to reopen.
- d) Consult with and advise the Emergency Management Division Manager regarding the need for business closures, curfews, priority utility restoration, etc. for the area impacted.
- e) Work with ESF 15 to identify needs for donated goods and services and determine their likely availability from businesses and industries; accept referred calls to ESF 15 from businesses regarding donations.
- f) Initiate contacts to solicit the necessary donations of services and materials from businesses. When indicated, request the cooperation of the State Chamber of Commerce in soliciting donations from businesses nationally, if needed.
- g) Develop an inventory of offered donations available from businesses and industry; review inventory to identify specific services or goods of value to impacted businesses. Provide the inventory to ESF 15 and update the inventory as new offers of donations are received.
- h) When requested by ESF 15, contact identified donors and request specific donations of goods and services from businesses; coordinate with ESF 15 to arrange delivery of donations using the transportation, warehousing, and distribution operations established by ESF 15.
- i) Maintain an inventory of donated services and materials that are specific to businesses impacted by the event, e.g., data recovery, environmental cleanup, etc. Utilize this list to respond to requests for assistance received over the business hotline.

## B. Recovery

During recovery operations, the organizational structure of the lead and support agencies will remain the same as that utilized for response operations, unless unexpected conditions require modifications. Actions by the recovery organization for this ESF will be as follows:

### 1. Initial Actions

- a) As the situation dictates, provide input to ESF 16 regarding recommended actions in the impacted neighborhoods necessary to protect damaged businesses and industries, e.g., curfews, security, etc.
- b) Continue to respond to requests received through the business hotline for assistance and advice.
- c) Work with County ESFs to facilitate actions by business owners and operators to begin the recovery process and reopen businesses, including but not limited to the following:
  - (1) ESF 16 - access for insurance adjusters, business recovery contractors and critical employees, as well as security concerns
  - (2) ESF 10 - assistance with hazardous materials accidents caused by the disaster event
  - (3) ESF 3 - assistance with debris clearance of public rights of way when interfering with access to business establishments
  - (4) ESF 12 - to obtain information and coordination regarding the timing and priority for utility and power restoration and business re-openings
  - (5) ESF 5 and ESF 14 - distribution of public information regarding disaster related-damages, the schedule for reopening of roadways, restoration of power, etc.

- d) Consult with the Emergency Management Division Manager or designee, as well as state and federal agencies regarding disaster assistance programs. Obtain information regarding specific programs available to impacted businesses for the event, e.g., Small Business Administration loans, state grants, etc. and how to access them. Prepare informational advisories on available assistance and distribute through ESF 14 and to business hotline callers.
- e) Support county efforts to estimate the economic losses that will result from the event through the following operations:
  - (1) Work with ESF 19 to identify business and industrial facilities or systems that experienced physical damage;
  - (2) Contact impacted businesses to obtain information regarding estimated structure and contents losses due to physical impacts
  - (3) Work with ESFs 3 and 12 to estimate the extent and duration of utility and infrastructure outage and predict the operational economic and employment losses to businesses required to remain closed.
  - (4) Compile information on the costs of physical damage and forced closures by impacted businesses and industries
  - (5) Provide compiled information to ESFs 5 and 19 and the Emergency Management Division Manager or designee, update as needed.
- f) Based on the number and types of businesses impacted and the expected duration of local recovery operations, and as needed to prevent otherwise avoidable business failures, ESF 18 in conjunction with the Lake-Sumter State College Business Resources Center and SCORE, establish one or more "Small Business Support Center(s)." Such centers would enable small business owners to undertake short-term actions necessary to address immediate business continuity

concerns, e.g., invoicing and banking, customer and supplier contacts, etc., until normal places of business become serviceable. To do so, ESF 18 will request the assistance of other County ESFs to complete the following actions:

- (1) Obtain authorization through the Emergency Management Division Manager or designee, to establish one or more Small Business Support Centers in or near damaged business district(s).
  - (2) Request ESF 7 and ESF 15 to assist with securing undamaged facilities for use as the center(s). ESFs 7 and 15 would also assist by leasing or borrowing basic office equipment to assist small business owners, e.g., office furniture, personal computers, photocopiers, etc. as well as to provide basic sanitary services, e.g., bottled water, portable toilets, etc.
  - (3) Request ESF 7 and ESF 12 to provide a portable generator to ensure electrical power for the center.
  - (4) Request ESF 2 to equip the facility with telephone and internet capabilities.
  - (5) ESF 18, with the assistance of the Lake County Emergency Management Division, the Florida Division of Emergency Management, and donated services from businesses, would provide technical experts at the center to advise small business owners on actions to minimize business failures as a result of the event.
- g) Develop a list of qualified contractors, vendors, suppliers, etc., for distribution to impacted business owners to expedite repairs and business resumption, while minimizing fraud and price gouging involved in repairs.

**2. Continuing Actions**

- a) Assist the Emergency Management Division Manager or designee, and County ESFs 5 and 19 in compiling information on the cost of the physical and operational damages to impacted businesses and industries in the county.
- b) Support county efforts through a state and/or federal Joint Field Office (JFO) established for Lake County to facilitate delivery of disaster assistance to impacted businesses. Provide information to impacted businesses regarding loans from the Small Business Administration and USDA - Farmer's Home Administration, as well as Disaster Unemployment Insurance available for displaced workers of impacted businesses.

**3. Emergency Management Division Manager**

- a) If indicated by the characteristics of the event and the pace of economic recovery in its aftermath, with the support of the Lake County Economic Development and Tourism Department and ESF 14, develop and implement a public information program to stimulate tourism and other business activities in the county.
- b) As long as warranted by conditions during the recovery period, continue to staff and operate any of the following activated business support services:
  - (1) The ESF 18 workstation at the County EOC
  - (2) The business hotline to respond to disaster-related recovery questions and problems of the impacted businesses
  - (3) Continue to work with ESF 15 to coordinate the donation of goods and services by business and industry and their subsequent distribution.
  - (4) The "County Small Business Support Center(s)"

### **C. Coordination**

1. The lead agency will coordinate operations for ESF 18 from a workstation established in the County EOC. From this location, the lead agency will maintain coordination and communication with support agencies, other County ESFs, and the Emergency Management Division.
2. Close coordination between ESF 18 and ESF 15 will be necessary to ensure the effective solicitation and management of donated goods and services from the business community. In this coordination, ESF 15 will take the lead to define the donations needed and to manage them upon their receipt.
3. If needed, the lead agency will coordinate with the State Chamber of Commerce to obtain donations, assistance and support from businesses and industries outside of Lake County.

## **IV. RESPONSIBILITIES**

### **A. Staffing**

1. **General Staffing Responsibilities**
  - a. Lead and support agencies will have and maintain appropriate listings of agency staff to call for performing response activities.
  - b. Response personnel will be available 24 hours a day, seven days a week; 12-hour shifts will be established for the duration of ESF activation if necessary to maintain an adequate level of operations.
2. Staffing requirements within the County EOC will vary but will require a minimum of one individual representing the lead agency to be on duty throughout the activation of the ESF. Additional personnel from the lead or support agencies will be assigned to staff ESF 18 at the County EOC as required to ensure 24-hour per day operations when necessary.

3. Other locations established by ESF 18, e.g., a “County Small Business Support Center(s),” will be staffed as directed by the lead agency. Staffing could include personnel from the lead or support agency and/or volunteers.
4. The lead and support agencies will serve as a “Business Alliance” to provide coordinated input to County and municipal emergency response and disaster recovery operations. In doing so, each of the lead and support agencies is expected to coordinate information flow to and from their constituency, and to represent their interests to the lead agency for input to the policy and operational decision-making by the Emergency Management Division Manager or designee.

## **B. Lead Agency**

The lead agency will have the following responsibilities:

1. Development and maintenance of the necessary operational procedures, databases, inventories, etc. needed for effective implementation of ESF 18. The lead agency will, as indicated, ensure that inventories and databases are available within the EOC to support response operations.
2. Guiding and assisting support agencies to develop the necessary operational procedures, databases, inventories, etc. to ensure their ability to implement their responsibilities under this ESF.
3. Notification, activation and mobilization of the personnel from the lead and support agencies that are assigned to this ESF.
4. Coordination of all support agency actions in performance of operations conducted by this ESF, as well as coordination with other County ESFs providing support to ESF 18 operations.
5. With the assistance of the Lake County Emergency Management Division, provide training and exercise opportunities for lead and support agency staff to become familiar with the implementation of this ESF.
6. Implementation of ESF 18 operations during emergency response and disaster recovery periods, through coordination of personnel,

services and resources provided by support agencies and through other county ESFs, to include the following:

- a) Activation of the ESF and notification and mobilization of support agencies. Maintain private sector nighttime contact list of major businesses.
- b) Activation and staffing needed for ESF 18 operations, including the business hotline and the County Small Business Support Center(s).
- c) Establishment of an inventory of available private sector resources.
- d) Facilitating business and industry involvement with protective actions.
- e) Responding to requests for assistance and advice from impacted businesses.
- f) Obtaining and utilizing input from the support agencies regarding ESF 18 operations.
- g) Advising the Emergency Management Division and other Lake County ESFs on the disaster-related needs and issues for involved businesses and industry.
- h) Soliciting donated goods and services from business and industry and integrating the donations with those managed by ESF 15.
- i) Deactivating ESF 18 operations and demobilizing personnel.

### **C. Support Agencies**

Support agencies will have the following responsibilities:

1. Participate in training and exercise opportunities to ensure agency personnel are familiar with their responsibilities under this ESF.



2. Maintain current inventories, databases, personnel rosters needed to mobilize staff and equipment for support of the operations required by this ESF.
3. Support operations of ESF 18 during its activation through such actions as:
  - a) Deploying agency representatives to the County EOC or other locations as requested by the lead agency
  - b) Responding to requests from the lead agency for assistance and support of ESF 18 operations
  - c) Coordinating with their own and related constituency groups to obtain information and input to county operations, to solicit donations, to identify problems and issues related to the disaster, and to gain support and cooperation with other ESF 18 operations
  - d) Assisting the lead agency by providing information and data for the preparation of reports, summaries, briefings and critiques.

#### **D. Resource Requirement/Limitations**

The lead agency, in cooperation with support agencies, will maintain the capability to implement ESF 18. Resource requirements provided by the lead and support agencies are expected to be for staffing the ESFs positions and functions, as well as lists and information regarding Lake County's business community that may be necessary to support emergency response and disaster recovery information.

The County will provide the necessary space and communications equipment in the EOC to support operations of the ESF 18 workstation. Other resource requirements for ESF 18 operations will either be donated, or will be procured through ESF 7.

**E. Operational Reports**

1. ESF 18 situation reports (SITREPs) will be prepared and distributed by the lead agency as requested by the Emergency Management Division Manager or designee, and/or County ESF 5. Support agencies actively engaged in ESF 18 operations will receive a copy of the ESF 18 SITREPs.
2. When required, support agencies will provide daily “status reports” on their support of their assigned ESF 18 functions. These reports will include any anticipated problems or deficiencies in supporting the mission.
3. The lead agency will maintain a list or inventory of goods and services offered for donation by the business community, and, through ESF 15, will periodically report on the types and quantities of donated materials and services available.
4. Other status reports and operational briefings will be presented during County EOC coordination meetings.

**F. Financial Management**

1. Each agency or organization involved with operations under this emergency support function will draw upon their own financial resources as needed to support their responsibilities in disaster operations. Personnel from the lead and support agencies for ESF 18 will serve as agency/organizations, and the county will not incur a responsibility to pay for the time and services of the staff members of ESF 18.
2. The County will provide reimbursement for eligible out-of-pocket expenses for operations of ESF 18 during major disasters. Generally, however, the purchase or rental of facilities, services, equipment or materials for ESF 18 operations will be done by County ESF 7. The County will then be responsible for obtaining reimbursement for these expenses from state or federal disaster relief programs, as applicable.

3. Each location established by this ESF, such as the EOC workstation or other operational centers, will track personnel time, costs and expenditures as directed by the lead agency.

---

**FIVE THINGS A BUSINESS CAN DO FOLLOWING A DISASTER**

1. **Contact their insurance carrier to file their claim. If they are leasing business space, they should ensure that their lease owner has contacted their insurance carrier. Take pictures of damage.**
2. **Contact the Lake County Business Opportunity Center for assistance:**
  - a. **Florida Small Business Emergency Bridge Loan Program package (emergency short-term loans up to \$25,000).**
  - b. **SBA disaster loan applications.**
  - c. **Business recovery plans.**
3. **Contact the local One-Stop Career Center for assistance with**
  - a. **Unemployment compensation (1.866.724.5470).**
  - b. **Replacement workforce (Workforce Central Florida 1.800.757.4598).**
4. **Contact the Federal Emergency Agency (FEMA) online at [www.FEMA.gov](http://www.FEMA.gov) or by calling 1.800.621.3362 (for persons with speech or hearing disabilities call 1.800.462.7585 to report any loss). FEMA will take their information, provide a registration number and mail applicable loan applications to them. For business loss, FEMA will refer applicants to the Small Business Administration.**
5. **Contact the U.S. Small Business Administration (SBA) for disaster loan assistance. Information about the SBA disaster loans can be found online at [www.SBA.gov/disaster\\_recov](http://www.SBA.gov/disaster_recov) or by calling 1.800.659.2955.**
6. **Steps 4 and 5 may also be accomplished by visiting a Disaster Recovery Center following a federal Disaster Declaration.**