



Puerto Rico All-Hazards Plan (Emergency Operations Plan - EOP)

Puerto Rico Emergency Management Bureau (PREMB)
Puerto Rico Department of Public Safety (DPS)

September 2023



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Document of Promulgation

With great satisfaction and a profound sense of responsibility, I am pleased to introduce our Emergency Operations Base Plan. The following plan known as the Puerto Rico All-Hazards Plan, was created to establish strategies, responsibilities, coordinate and integrate the efforts and resources of governmental agencies, non-governmental entities, and the private sector in the Preparedness, Mitigation, Response and Recovery in the event of an emergency or disaster. The Puerto Rico All-Hazards Plan will take effect immediately under the protection and authority conferred by the Laws and Executive Orders of the Government of Puerto Rico.

This plan requires the active participation and coordination among all agency heads and government leaders, departments and regional offices, to ensure the execution of the duties and responsibilities delineated within. Moreover, it fosters the continual integration and collaboration of private entities, industry, commerce, municipalities, as well as state and federal agencies.

Under the powers conferred by Law 20-2017, as amended, the Commissioner of the Bureau of Emergency Management and Disaster Administration of Puerto Rico is responsible for the implementation and maintenance of this Plan in collaboration with relevant state and federal agencies.

Therefore, it is the Public Policy of the Honorable Governor of Puerto Rico, Pedro R. Pierluisi, to allocate human, financial, technical, and professional resources, to guarantee that the government has an effective and functional Plan to address the needs and stabilize the essential services and necessities of citizens during emergencies or disasters, in conjunction with the Federal Government.

I direct the Secretary of the Department of Public Safety along with the Commissioner of the Puerto Rico Emergency Management Bureau to make this document available to all Puerto Rico government entities and to the public.

San Juan, Puerto Rico, on August 12, 2024.



Pedro R. Pierluisi
Governor of Puerto Rico

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Questions, comments, and suggested improvements pertaining to this document are encouraged. Inquiries, comments, and requests for additional information should be directed to:

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Foreword

The Puerto Rico Emergency Management Bureau (PREMB) Puerto Rico All-Hazards Plan describes the response, recovery and mitigation operations that are applicable across a broad spectrum of potential threats and hazards to support the Commonwealth of Puerto Rico and their survivors. This plan provides general guidance and optionality to support the delivery of emergency management support and describes how PREMB implements the federally adopted *Community Lifelines Construct* and guides how PREMB applies these concepts to disaster operations.

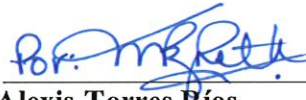
The Base Plan to the Puerto Rico All-Hazards Plan was developed using all the information present in the Emergency Operations Plan that was completed in May 2020. The formatting of the new Base Plan follows guidance from the Comprehensive Planning Guide 101 (CPG 101 Vs 3 Sept. 2021) that is distributed by the Federal Emergency Management Agency (FEMA). This Base Plan supersedes the previous Emergency Operations Plan.

The whole community approach reinforces the fact that PREMB is only one part of the emergency management team that includes partners at the federal, commonwealth, and local levels, non-governmental organizations such as faith-based and nonprofit groups, private-sector businesses, and citizens.

The Commonwealth response and recovery efforts must be integrated and coordinated with the other Commonwealth Government agencies, reflecting individual jurisdictional capabilities, and the unique requirements of any disaster. A common framework supported by standard operating procedures provide a basis from which multiple agencies can work together to prepare for, protect against, respond to, recover from, and mitigate all hazards.



Nino Correa Filomeno
Commissioner
Puerto Rico Emergency Management Bureau
Government of Puerto Rico



Alexis Torres Ríos
Secretary
Department of Public Safety

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Executive Summary

The 2023 PREMB Puerto Rico All-Hazards Plan (PRAHP) reflects agency doctrine and policy and supersedes all previous deliberate plans and integrates with PREMB Zones strengthening the bond between all 78 municipalities and PREMB. This plan aligns with the operational guidance provided in (e.g., Comprehensive Preparedness Guide 101 (CPG 101 Vs 3 Sept. 2021).

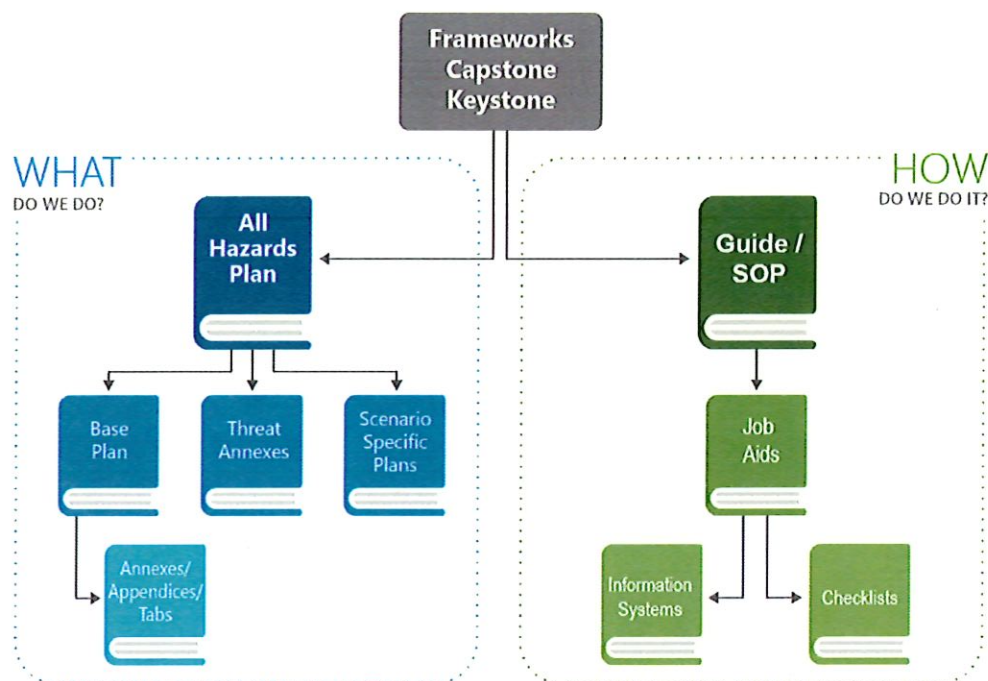
This document is an up-date of the October 2020 original version, including its 1.1 version. The validation of this document will be considered in compliance for three (3) years since the date of approval. This document will be revised as needed and any changes will be registered in the Log Changes Table.

The PRAHP accomplishes the following objectives:

- ◆ Alignment between municipalities for interoperability, including into a standard template format, consistent phase descriptions and transition criteria, and consistent application of national capabilities.
- ◆ Inform Municipal, Commonwealth, and government entities; Municipality Emergency Operations Centers (EOCs), PREMB Zones, and possible federal support plans through deliberate and crisis action planning.
- ◆ Streamline implementation and operational plans by field, Municipal, Zone, and PREMB staff.
- ◆ It provides a context for emergency planning for other existing plans and describes a universal planning process.
- ◆ Contain information that enhanced decision-making process.
- ◆ Enable sharing of best practices and plan content.

Puerto Rico All-Hazard Plan Description

The plan and how-to documents, such as manuals, guides, handbooks, and procedures draw from national concepts and integrates key concepts from national preparedness policies and doctrines, as well as lessons learned from disasters and major incidents that have impacted Puerto Rico. Plans describe what we do and are supported by the documents that describe how to accomplish the concept of operations, tasks, responsibilities, and other information.



This Base Plan is a foundational document that provides the mission and the concept of operations on how response, recovery, and mitigation are conducted in Puerto Rico. It describes PREMB's approach to incident operations and the coordination structure(s) that implement them. It also contains stabilization and restoration end-states by Lifeline and phase-change criteria. The primary objective of lifelines is to ensure the delivery of critical services that alleviate immediate threats to life and property when communities are impacted by disasters.

The Annexes, Appendixes, and Tabs to the Base Plan provide PREMB-specific guidance on how the response and recovery concept of operations are achieved.

Through exercise and training, PREMB staff and Emergency Support Functions (ESFs) should be able to apply the concept of operations to achieve the objectives and mission. Checklists and other plan execution tools facilitate the use of these documents. Threat Annexes and Scenario Specific Plans, issued separately, provide guidance on how the capabilities achieved through the base plan are applied to specific incidents.

A Threat Annex is provided where only minor adjustments are needed to the All-Hazard Plan to respond to a given threat, such as flooding. A Threat Annex is usually brief enough to be quickly reviewed by anyone responding to the threat and may include specific plan tools or checklists.

In the response phase, PREMB and its interagency partners provide Commonwealth emergency operations support, as requested by municipalities. PREMB integrates Commonwealth resources in the unified coordination structure to enable unity of effort among entities at all levels of government, non-governmental organizations, and the voluntary and private sectors.

Senior Leaders Intent

In accordance with the National Response Framework (NRF), Puerto Rico's Emergency Operational Plan, (Puerto Rico All-Hazards Plan) will establish a simple and detailed structure for the management of domestic incidents. It will provide the structure and mechanism for the coordination of support from the Commonwealth Government to the Municipal Government. The Puerto Rico All-Hazards Plan will support the mission of the PREMB Response Plan in: preventing terrorist attacks within the American territory; reducing vulnerability to natural and human-caused risks; minimizing damages and assisting in the recovery from any incident that occurs.

PREMB Commissioner's Vision:

To coordinate all government resources of the Government of Puerto Rico, and those of the private sector to provide the fastest and most effective services before, during and after emergency situations to ensure the protection of the life and property of citizens.

The plan adopts guidance from Federal documents such as the National Response Framework (NRF) and Comprehensive Preparedness Guide (CPG 101 Vs. 3). It promotes a common understanding of the fundamentals of risk-informed planning and decision making to help planners examine a hazard or threat and produce integrated, coordinated, and synchronized plans; carrying out the assigned functional responsibilities to ensure effective and efficient incident management, including the representation of the personnel of the interagency coordination structure, as required.

- ◆ Provide collaboration, resources, and support to the PREMB Commissioner in the implementation of the Puerto Rico All-Hazards Plan, as appropriate and consistent with its own authorities and responsibilities.
- ◆ Cooperate with appropriate leadership during the management of a Local, Commonwealth, and PREMB incident. Including their Principal Officers and Incident Commanders according to the governmental levels, in an appropriate manner and consistent with their own authorities and responsibilities allowing for effective and efficient incident management.
- ◆ Prepare, modify, and maintain emergency response and incident management plans to facilitate compliance with Puerto Rico's All-Hazard Plan as per Comprehensive Preparedness Guide 101.
- ◆ Establish collaborative agreements to maintain incident management support with Local, Commonwealth, Private Sector and Non-Governmental Organizations.
- ◆ Use resources and programs to facilitate incident management activities in accordance with the Incident Command System (ICS).
- ◆ Develop, train, and refine capabilities, ensuring that an operation is prepared and ready in support of Puerto Rico's All-Hazards Plan, as recommended by CPG 101.

Document Change Log

The most current copy of this document, including any changed pages, is available on the WebEOC platform and PREMB Preparedness Division Director. Send recommended changes or comments to PREMB Email Drop box: <mailto:eoc-planning@dsp.pr.gov>

Version	Date	Summary of Changes	Name
1.1	04/22/2021	Governor and Secretary of the Department of Public Safety, Signature's approvals	Evelyn Moya
NEW		New Revision-Updated Version	Planning Committee
	July 2023	Deleted section 1.2 Does Not, added in section 1.5 threats (Climate Change and Tornados)	Planning Committee
	Sept 2023	Add new Community Lifeline (Water)	Planning Committee
		Content revised and updated to include the lessons learned from Hurricane Fiona and new regulations.	Planning Committee

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Base Plan

1 Situation

The Puerto Rico Emergency Management Bureau (PREMB) serves the citizens of the Commonwealth of Puerto Rico. The mission is to coordinate all government resources of the Government of Puerto Rico, and those of the private sector to provide the fastest and most effective services before, during and after emergency situations to ensure the protection of the life and property of citizens. Fulfilling its mission, and in accordance with Law No. 20 of April 10, 2017, as amended, PREMB is responsible for writing and maintaining the Puerto Rico All Hazards Plan. This document adopts the same Department of Homeland Security (DHS) National Strategies: DHS Act 2002; Homeland Security Presidential Order #5 (HSPD-5) for Domestic Incident Management, and Presidential Order #8 (HSPD-8). It is through HSPD-5 that authority is conferred for the development and establishment of the National Incident Management System (NIMS), Incident Command System (ICS), which aligns the key roles and responsibilities for incident management.

The Puerto Rico All Hazards Plan is scalable and flexible; it applies to any type of incident in Puerto Rico. The coordination mechanisms described in the Plan apply primarily to Level II (moderate to major) or Level III (minor) incidents. The principles outlined in the Plan, however, are the foundation for the response to Level I (catastrophic) incidents.

1.1 The All-Hazards Plan:

- ◆ Supports coordinated emergency operations that are focused on survivors and involve whole-community partners at all levels of government, non-governmental organizations (NGO), the voluntary and private sectors, and the public.
- ◆ Promotes unity of effort as a single plan that applies at all levels of the Commonwealth response.
- ◆ Aligns with guidance from the National Response Framework (NRF), National Incident Management System (NIMS) and Incident Command System (ICS).
- ◆ Through the activation of one or more of the system's components, will allow maximum flexibility to achieve optimal operation and exchange of information required by the current situation, allowing for interaction between various government and non-government agencies.
- ◆ Puerto Rico's All-Hazard Plan aligned with the Comprehensive Preparedness Guide (CPG 101), National Preparedness Goal (NPG) and has adopted PREMB Core Capabilities that are grouped into five mission areas: prevention, protection, mitigation, response, and recovery.

1.2 Purpose

The purpose of the PREMB Puerto Rico All Hazards Plan (PRAHP) is the implementation and support of all emergency management programs within the jurisdiction of Puerto Rico in accordance with Law 20-2017, as amended, Executive Order OE-43- 2014, Executive Order OE-44- 2014 and their amendments, the National Response Framework (NRF), the National Incident Management System and other regulations, Commonwealth and Municipal laws.

Using the ICS structure, as well as the National Response Framework (NRF), the Puerto Rico All-Hazard Plan will establish the mechanism for:

- ◆ Maximize the integration of incident management, related to prevention, preparation, response, and recovery activities.
- ◆ Improve the coordination and integration of Municipal, Commonwealth, Federal Governments, Private Sector, Non-Governmental Organizations and Volunteers.
- ◆ Efficiently maximize the utilization of resources needed for incident management, protection and restoration of key resources and critical infrastructure.
- ◆ Improve communication in incident management and create coordination between Municipal Governments, PREMB Zones, Volunteer Organizations, and the Public and Private Sectors.
- ◆ Facilitate mutual assistance in emergencies between Municipal and Commonwealth Governments.
- ◆ To provide a proactive and integrated response in catastrophic events.

The PRAHP describes how PREMB and its partners respond to, recover from, and mitigate natural hazards, technological hazards, and human-caused incidents in support of the commonwealth governments.

PRAHP provides strategic and operational guidance for resources that can be adapted in a situation. Threat Annexes and Scenario-Specific Plans, issued separately, provide guidance on how this plan can be modified for specific incident-types.

1.3 Scope

The PRAHP is intended to be a scalable/flexible document for any type of incident. It is written for a Level II (moderate to major) and/or Level III (minor) incident. However, the principles outlined also set the foundation for responding to a Level I or catastrophic incident. The Plan promotes unity of effort and unity of purpose by establishing a single plan to guide response and recovery operations across PREMB response and recovery teams.

This PRAHP applies to all government agencies (commonwealth and local) in Puerto Rico, the private sector, non-governmental organizations (NGOs) and the general public. It covers everything concerning Puerto Rico's jurisdiction, meaning the Puerto Rico Archipelago, which consists of the following islands and minor jurisdictions:

- ◆ Main Island

- ◆ the island municipality of Vieques;
- ◆ the island municipality of Culebra;
- ◆ the islands of Mona and Monito;
- ◆ and all other islands, islets, and cays where the Constitution of Puerto Rico has legal jurisdiction.

1.4 Puerto Rico Overview

Puerto Rico is located at the boundary between the Greater and Lesser Antilles, which separates the Caribbean Sea from the Atlantic Ocean. Puerto Rico is situated in the northeast portion of the Caribbean Sea, approximately 1,000 miles southeast of Miami, Florida, includes the main island and several smaller islands, such as Culebra, Mona, and Vieques. Mona is not an inhabited island and is recognized as a nature reserve and is uninhabited. The capital and most populous municipality is San Juan. The commonwealth's official languages are Spanish, the primary language, and English. Puerto Rico has a land area of 3,420 square miles; the population is estimated over 3.2 million people¹.

1.5 Puerto Rico Threat and Hazard Overview

For the purposes of the Threat and Hazard Identification and Risk Assessment (THIRA) (from the Comprehensive Preparedness Guide 101, threats and hazards are organized into three categories: natural hazards, technological hazards, and human-caused incidents. Natural hazards are considered acts of nature, technological hazards are accidents or the failures of systems and structures, and human-caused incidents are the intentional actions of an adversary. The Intelligence Annex (Annex B) summarizes the major findings identified in Puerto Rico THIRA.

The distinctive geography of the Puerto Rico islands makes it vulnerable to many threats and hazards. The impacts of a catastrophic hurricane can include extreme winds, a storm surge, flooding, landslides, mudslides, tornados, and climate changes which simultaneously can cause damages and devastation. Earthquakes occur frequently, making tsunamis a continual threat. Vector-borne illnesses thrive in the tropics, creating distinctive public health concerns.

Demographics are a large factor in Puerto Rico's vulnerability to hazards, as population density is higher near the coasts of Puerto Rico. This factor is complicated by tourism, which is a major economic component of the Commonwealths economy.

1.5.1 Puerto Rico Threat and Hazard Identification and Risk Assessment

The Threat and Hazard Identification and Risk Assessment (THIRA) process helps communities understand the potential impacts of threats as well as the risks and the capabilities needed to address them. The outputs of this process help discover ways to address capability gaps.

¹U.S. Census Bureau, American Community Survey (2020). Puerto Rico Populations and People: <https://censo.estadisticas.pr/node/499>.

Puerto Rico provides assessments of potential threats, hazards, impacts, and capability requirements in their use of the THIRA process. Puerto Rico is vulnerable to natural hazards, technological hazards, and human-caused incidents.

- ◆ **Natural Hazards** are considered acts of nature.
- ◆ **Technological Hazards** are accidents involving or the failure of systems and infrastructures.
- ◆ **Human-Caused Incidents** are the intentional actions of an adversarial individual or group.

Table 1: Types of Hazards

Natural Hazards	Technological Hazards	Human-Caused Incidents
<ul style="list-style-type: none"> • Hurricanes • Earthquakes • Tsunamis • Flooding • Landslides and Mudslides • Wildfires • Droughts • Biological Hazards • Climate Changes • Tornados • Pandemic 	<ul style="list-style-type: none"> • Power Grid Disruptions • Dam and Levee Failures • Industrial Accidents • Hazardous Materials Releases • Fires 	<ul style="list-style-type: none"> • Cyber Attacks • Explosives Attacks • Armed Assaults • Active Shooter Attacks • Chemical Attacks • Biological Attacks • Radiological Attacks

More information about the threats and hazards specific to Puerto Rico is provided in Annex B – Intelligence.

1.6 Planning Facts and Assumptions

The facts and assumptions identified in this section inform the concept of operations. Facts are statements of known data concerning the situation and can be substantiated. Assumptions are not predictions but instead consist of information accepted as true in the absence of facts and are only used when facts are not available.

1.6.1 Assumptions

The Plan makes the following assumptions:

- ◆ Puerto Rico incidents are managed at the lowest possible organizational and jurisdictional level by the operationally viable local emergency management offices, the PREMB Zones, and PREMB at the Commonwealth level.
- ◆ Emergencies may adversely affect the population of the seventy-eight (78) municipalities that make up the island of Puerto Rico with or without warning.
- ◆ The consequences after an incident could cause numerous victims; fatalities; displacement of people; loss of property; alteration in the support system for normal life, essential public services, and basic infrastructure; as well as significant damage to the environment.

- ◆ Incidents are managed mainly at the lowest possible local level, in geographical, organizational, and jurisdictional terms, meaning communities, municipalities, zones and commonwealth government.
- ◆ Municipal and Commonwealth capabilities may or may not be enough to respond to emergency situations.
- ◆ Municipal and Commonwealth Government response personnel may become survivors during an emergency or disaster situation. This could create a situation that affects the availability of necessary human resources.
- ◆ Should the Commonwealth become overwhelmed by the level and complexity of the incident, the Emergency Management Assistance Compact (EMAC) will be available to activate to provide assets from another State to support and coordinate incident support and management.
- ◆ Should the Commonwealth become overwhelmed by the level and complexity of the incident, the federal government will be available to activate to coordinate incident support for disasters in Puerto Rico, including tasking PREMB interagency partners until the incident becomes stabilized.
- ◆ Government infrastructure and services may be affected, causing the interruption of basic and necessary services for the citizens of Puerto Rico.
- ◆ The geographic nature of Puerto Rico as an island complicates logistical movement. As there is no immediate access for inter-state ground transport in a response, there is a delay in resource delivery to the Commonwealth.

1.7 Critical Considerations

Critical Considerations are data points, such as circumstances or distinct regional conditions, that must be considered before and during operations. They describe considerations that may cause the Commonwealth to deviate from typical operations. Critical Considerations should involve information of high consequence or be operationally significant.

Important factors that impact PREMB emergency management support to Puerto Rico include, but are not limited to the following:

- ◆ Puerto Rico is vulnerable to hazards that can simultaneously impact their entire populations.
- ◆ Catastrophic disasters can overwhelm local and commonwealth response capabilities, requiring inter-state or federal resource support.
- ◆ Puerto Rico has experienced extreme fiscal hardships and does not have the capability, or trust, to work with the Whole Community in securing contractual resources.
- ◆ Puerto Rico airports and seaports might not be immediately viable following a catastrophic disaster.
- ◆ Some Puerto Rico hazards, such as hurricanes and tsunamis, require the large-scale evacuation of survivors from coastal areas.
- ◆ The geography of Puerto Rico provides few options for evacuating people out of hazardous or vulnerable areas.
- ◆ The geographic nature of Puerto Rico as an island complicates logistical movement causing a delay in resource delivery to the Commonwealth.
- ◆ Route clearance and debris management is a key requirement for the restoration of the transportation infrastructure.

- ◆ Support for healthcare facilities, such as hospitals, nursing homes, functional care providers, and assisted living providers requires significant intergovernmental coordination and logistical support.
- ◆ Puerto Rico is vulnerable to hazards that can destroy electric power transmission and distribution infrastructures.
- ◆ Population growth in coastal areas increases the potential for economic, commercial, and personal losses from a disaster.

2 Mission

Prepare, respond, and coordinate all government resources of the Commonwealth of Puerto Rico, and those of the private sector to provide the fastest and most effective services before, during and after emergency situations to ensure the protection of the life and property of citizens.

2.1 PREMB Commissioner's Intent

PREMB supports the whole community, to save and sustain lives, stabilize the situation, minimize damage and protect property and the environment, create conditions conducive to reentry; repopulation; sustained recovery; and hazard mitigation; provide for basic human needs and initiate and sustain program delivery in support of Puerto Rico.

2.2 Incident Levels

The scope and scale of Commonwealth support depends on the impacts, scope, scale, and complexity of the incident. PREMB incident levels align with FEMA's and refer to the level at which PREMB employs commonwealth resources to achieve jointly developed incident objectives. Incident levels classify an incident based on its actual or anticipated impact, size, and complexity as well as the PREMB assistance required. The PREMB Deputy Commissioner, PREMB Commissioner, and Secretary of the Department of Public Safety coordinate with the Governor on designating incident levels and adjusting designations as the magnitude and complexity of the incident changes.

PREMB Incident Levels are described as follows:

- ◆ Level I Incidents are catastrophic incidents requiring a great amount of Commonwealth and federal assistance.
- ◆ Level II Incidents are moderate to major incidents requiring high amounts of Commonwealth support and possible FEMA Region II assistance.
- ◆ Level III Incidents are incidents requiring moderate assistance from PREMB and majority local assistance.

Conditions for each of the three disaster levels include the following:

2.2.1 Level I: Catastrophic Incidents

- ◆ Disasters resulting in mass casualties, extraordinary levels of damage, or disruptions that severely affect the population, infrastructure, environment, economy, public morale, and/or government functions.
- ◆ A disaster of such magnitude that the available resources in place for the response are completely overwhelmed or broken at the local, municipality, and commonwealth.

- ◆ Due to its severity, size, location, and actual or potential impact on public health, welfare, and infrastructure, a disaster requires a great amount of direct PREMB assistance for response and recovery efforts, for which the support capabilities do not exist at any level of government.
- ◆ Requires extraordinary coordination among Federal, Commonwealth, and local entities, due to the massive levels and the breadth of the damage, the severity of the impact, and the multi-island scope of the incident.
- ◆ The major involvement of the Commonwealth, all coordinating and primary ESF agencies, and possible FEMA Region II is needed to support the requirements of the affected jurisdictions.

2.2.2 Level II: Moderate to Major Incidents

- ◆ A disaster which, due to its severity, size, location, and actual or potential impact on public health, welfare, and infrastructure, requires a high amount of direct Commonwealth assistance for response and recovery efforts.
- ◆ A disaster requiring elevated coordination among PREMB and whole community entities due to moderate scale and breadth of damage.
- ◆ Significant involvement of PREMB, other commonwealth agencies, and ESF supporting agencies activated to support the EOC, and possible deployment of initial response resources are required to support requirements.

2.2.3 Level III: Minor Incidents

- ◆ A disaster which, due to its severity, size, location, and actual or potential impact on public health, welfare, and infrastructure, requires a moderate amount of Commonwealth support.
- ◆ Disasters requiring maximum recovery efforts and minimal response efforts, which existing Commonwealth PREMB resources can meet.
- ◆ Disasters requiring coordination among the involved commonwealth and local entities due to minimal to average levels of damage.
- ◆ PREMB assistance may be limited to the activation of only one or two ESF primary agencies.

2.3 Emergency Support Function Mission Areas

Though each ESF has a Commonwealth department or agency coordinator, PREMB ESFs are not based on the capabilities of a single department or agency nor based on mechanisms for executing a department's or agency's statutory authorities. PREMB ESF's coordinators oversee the preparedness activities for each ESF and coordinate with the ESF's Primary and Support Agencies. The designations of the ESF's Primary Agencies are based on their authorities, resources, and capabilities. The designations of the ESF's Support Agencies are based on the resources and capabilities of a given functional area.

Commonwealth Emergency Support Functions (ESF) include the following:

ESF 1: Transportation

ESF 2: Communications

- ESF 3: Public Works**
- ESF 4: Firefighting**
- ESF 5: Plans and Emergency Management**
- ESF 6: Mass Care**
- ESF 7: Logistics**
- ESF 8: Health and Medical Services**
- ESF 9: Search and Rescue**
- ESF 10: HazMat**
- ESF 11: Agriculture**
- ESF 12: Energy**
- ESF 13: Public Safety**
- ESF 14: Recovery**
- ESF 15: Emergency Public Information**
- ESF 16: Military Support**
- ESF 17: Business and Industry**
- ESF 18: Government Services**
- ESF 19: Volunteers**

Table 2: Emergency Support Function Coordinators and Their Mission Area

ESF	ESF Lead Agency	ESF Support Agency (Coordinator)	Mission Area
ESF 1: Transportation	Department of Transportation and Public Works (DTOP)	Port Authority, Transportation Bureau and Other Public Services (NTSP), Highways, ATM, AMA, ATI	<p>It coordinates the support, management of transport systems and infrastructure, transport regulation manages the state's airspace, and ensures the security of the national transport system. Functions include, but are not limited to:</p> <ul style="list-style-type: none"> ◆ Management and control of transportation systems; ◆ Transportation security; ◆ Stabilization and restoration of

			<p>transportation infrastructure;</p> <ul style="list-style-type: none"> ◆ Movement restrictions; ◆ Damage and impact assessment.
ESF 2: Communications	Telecommunications Bureau	PREMB (Radio Operators/Dispatch), Permit Management Office (OGPe), E-9-1-1 Call Centers	<p>It coordinates the restoration of critical communications infrastructure, facilitates the stabilization of systems and applications to cyber-attacks, and coordinates communications support during response efforts. Features include, but are not limited to:</p> <ul style="list-style-type: none"> ◆ Coordination with the telecommunications and computer industries ◆ The restoration and repair of telecommunications infrastructures ◆ Protection, restoration, maintenance of national cybernetic networks and information technology resources ◆ The supervision of communications within state response structures.
ESF 3: Public Works	Department of Transportation and Public Works (DTOP)	Electric Power Authority (AEE), Aqueduct and Sewer Authority (AAA), Department of Natural Resources and the Environment (DNRA) and Permit Management Office (OGPe)	<p>Coordinates the capabilities and resources that facilitate the provision of services, technical assistance, engineering expertise, construction management, and other support to prepare for, respond to, and/or recover from a disaster or incident. Functions include, but are not limited to:</p> <ul style="list-style-type: none"> ◆ Infrastructure protection and emergency repairs; ◆ Restoration of critical infrastructure; ◆ Engineering and construction management services; ◆ Emergency contracting support for lifesaving and life-sustaining services.

<p>ESF 4: Firefighting</p>	<p>Puerto Rico Fire Bureau (PRFB)</p>	<p>Department of Natural Resources and the Environment (DNRE), Civil Air Patrol (CAP), National Guard, U.S. Fire Service (USFS)</p>	<p>Coordinates support for fire detection and suppression Functions include, but are not limited to:</p> <ul style="list-style-type: none"> ◆ Urban, forest and rural fire suppression operations
<p>ESF 5: Planning and Emergency Management</p>	<p>Puerto Rico Emergency Management Bureau (PREMB)</p>	<p>Planning Group (Junta de Planificación), National Weather Service (NWS), Seismic Network of Puerto Rico</p>	<p>Supports and facilitates multi-agency planning and coordination for operations in incidents that require State coordination Functions include, but are not limited to:</p> <ul style="list-style-type: none"> ◆ Incident action planning. ◆ Information gathering, analysis and dissemination. ◆ Incident Assessment ◆ Incident Command ◆ Operations Center
<p>ESF 6: Mass Care</p>	<p>Department of Housing</p>	<p>Department of Families, Department of Education, Mental Services, Chaplain Corps, Department of Health, DPI, Tourism Company, PREMB</p>	<p>Coordinates mass care and emergency assistance services, including:</p> <ul style="list-style-type: none"> ◆ Mass care ◆ Emergency assistance ◆ Housing during a disaster ◆ Human Services
<p>ESF 7: Logistics</p>	<p>General Services Administration (GSA)</p>	<p>General Services Administration (GSA), Port Authority, Department of Treasury, Office of Management and Budget, PREMB</p>	<p>It coordinates the integration of incident planning resources, management, and sustainment of logistical capabilities to meet the needs of survivors and rescuers. Functions include, but are not limited to:</p> <ul style="list-style-type: none"> ◆ The integration of logistics planning into national incidents and the management and sustainment of capabilities ◆ Resource support (e.g., facility space, office equipment and supplies, service contracting).
<p>ESF 8: Health and Medical</p>	<p>Puerto Rico Department of Health (PRDOH)</p>	<p>Forensics Sciences Bureau, Medical Emergencies Bureau</p>	<p>It coordinates the assistance mechanisms in response to a potential public health and</p>

			<p>medical emergency. Functions include, but are not limited to:</p> <ul style="list-style-type: none"> ◆ Public health ◆ Supporting the escalation of medical situations including the movement of patients ◆ Mental health services ◆ Mass Fatality Management
ESF 9: Search and Rescue	Puerto Rico Emergency Management Bureau (PREMB)	Firefighters (NBPR), Police Bureau (FURA), Department of Natural Resources and the Environment (DNRA), Civil Air Patrol (CAP)	<p>It coordinates the immediate deployment of search and rescue resources to provide specialized life-saving assistance. Duties include, but are not limited to:</p> <ul style="list-style-type: none"> ◆ Search and Rescue in collapsed (urban) structures ◆ Maritime/coastal Search and Rescue ◆ Ground Search and Rescue
ESF 10: Hazardous Materials	Department of Natural Resources and the Environment (DNRA)	Firefighters (NCBPR), Transportation Bureau and Other Public Services (NTSP), Environmental Quality Board (JCA-DRNA)	<p>Coordinates support in actual or potential response to an oil or other hazardous material discharge and/or release. Functions include, but are not limited to:</p> <ul style="list-style-type: none"> ◆ Environmental assessment of the nature and extent of contamination of oil and hazardous materials ◆ Decontamination and cleanup of the environment
ESF 11: Agriculture	Department of Agriculture	Department of Natural Resources and the Environment: Vigilant Corps (DRNA)	<p>It coordinates a variety of functions designed to protect the state's food supply, respond to plant and animal pests and disease outbreaks, and protect natural and cultural resources. Functions include, but are not limited to:</p> <ul style="list-style-type: none"> ◆ Nutritional Assistance;

			<ul style="list-style-type: none"> ◆ Responses to agricultural and animal health situations ◆ Technical assistance, coordination and support in the management of emergencies related to the agricultural and animal sector ◆ Safety and security of meat products, poultry and processed eggs ◆ Protection of natural and cultural resources and historical properties
ESF 12: Energy	Energy Policy Public Program (EPP)-DEDC	PR Energy and Electric Power Authority (AEE), GENERA, LUMA, Ecoeléctrica, NTSP	<p>It facilitates the restoration of damaged power systems and components and provides technical expertise during an incident with radiological/nuclear materials. Features include, but are not limited to:</p> <ul style="list-style-type: none"> ◆ Evaluation of power infrastructure, repair and restoration ◆ Coordination of power industry utilities ◆ Energy forecasting ◆ Diesel – Gasoline coordination
ESF 13: Public Safety	Puerto Rico Police Bureau (PRPB)	Department of Corrections, Bureau of Special Investigations, Department of Justice, Vigilante Corps, Institute of Forensics Sciences, Port Authority, Department of Treasury	<p>It coordinates the integration of public protection, security capabilities and resources to support the full range of activities during incident management. Functions include, but are not limited to:</p> <ul style="list-style-type: none"> ◆ Security of facilities and resources ◆ Security planning and technical resource assistance ◆ Public protection and security support ◆ Access, traffic and crowd control support

ESF 14: Recovery	Puerto Rico Emergency Management Bureau (PREMB)	Governor’s Authorized Representative	Provides and manages the breadth of short- and long-term recovery support services required during the recovery phase of an emergency or disaster event
ESF 15: Emergency Public Information	Puerto Rico Emergency Management Bureau (PREMB)	Joint Information Center (JIC)	<p>It coordinates the accurate, coordinated, timely, and accessible dissemination of public information to affected audiences, including government, media, non-governmental organizations, and the private sector. It works closely with state and local officials to ensure dissemination to the entire community. Functions include, but are not limited to:</p> <ul style="list-style-type: none"> ◆ Public Affairs and the Joint Information Center (JIC) ◆ Intergovernmental Affairs (local, state) ◆ Private sector outreach ◆ Community Relations
ESF 16: Military Support	Puerto Rico National Guard	Army Reserve, Civil Air Patrol, State Guard, U.S. Coast Guard, DoD	Coordinates the actions of the Puerto Rico National Guard (PRNG) and other military branches, in support of the activities and efforts of the Government of Puerto Rico before, during and after incidents or disasters that put at risk by natural hazards and/or by human hands, the security/safety of citizens, public and/or private property, the environment and the preservation of law and constitutional order.
ESF 17: Business and Industry	PREMB Private Sector Liaison	Banks, Office of Insurance, Insurance Agencies, Commercial Businesses, Pharmaceuticals, Food Industry, Manufacturing Industry, Chemical	Coordinates the actions of Municipal, Commonwealth and Federal agencies and organizations to provide immediate short-term assistance for business, industry and economic stabilization needs. Works closely with state and local officials to ensure operability and services.

		Industry, Tourism Industry	
ESF 18: Government Services	Governor’s Office (La Fortaleza)	State Department, Legislative Branch, Judicial Branch, Superintendent of the Capital, Department of Treasury, Dept of Consumer Affairs	<p>It coordinates with the Government Agencies, the Legislative Branch, the Judicial Branch the essential services for the citizens and the continuity of the basic services for the security and protection of the citizens. It works closely with state and local officials to ensure that services are provided. Functions include but are not limited to:</p> <ul style="list-style-type: none"> ◆ Consumer Services (DACO) ◆ Intergovernmental Affairs (local, state) ◆ Community Relations.
ESF 19: Volunteers	Governor's Office – Third Sector Office & Puerto Rico Emergency Management Bureau (PREMB) - Community Hubs Office	NGO’S Organization, American Red Cross, Salvation Army, GRALP, OVAD, etc.	<p>Coordinate with state and local governments effectively pre-identified and established activities or management with volunteer groups and faith-based organizations for donations and citizen support services. Work closely with state and local officials to ensure distribution and access of assistance to the entire community. Functions include, but are not limited to:</p> <ul style="list-style-type: none"> ◆ Coordination of solicited and unsolicited donations (physical and monetary) ◆ Private sector outreach and volunteer support groups; Community relations.

2.4 Core Capability Mission Areas

Commonwealth agencies have emergency resources beyond the capabilities of municipal governments. These resources can be used to support emergency or disaster-related situations in response to an incident. The PRAHP, aligned with the National Preparedness Goal (NPG), has adopted the Core Capabilities that are grouped into five mission areas: prevention, protection, mitigation, response and recovery.

The delivery of Core Capabilities depends on complex systems and often on the actions of other core capabilities and many ESFs. These Core Capabilities will provide the structure for

preparedness, and to strengthen the capabilities of response teams to successfully manage incidents of any kind. Each Core Capability is tied to a target that allows flexibility in determining how to apply resources based on an assessment of the most relevant threats.

The Core Capability Mission Areas for Mitigation, Response, and Recovery are outlined below:

2.4.1 Mitigation

Mitigation reduces the loss of life and property in order to lessen the impact of future disasters. Effective mitigation can break the cycle of damage, reconstruction, and repeated damage.

The Core Capabilities for Mitigation include the following:

- ◆ Planning
- ◆ Public Information and Warning
- ◆ Operational Coordination
- ◆ Community Resilience
- ◆ Long-Term Vulnerability Reduction
- ◆ Risk and Disaster Resilience Assessment
- ◆ Threats and Hazards Identification

2.4.2 Response

Response Core Capabilities are the activities that usually must be accomplished during the response to an incident, regardless of which levels of government are involved. In the response phase PREMB coordinates commonwealth interagency activities to save and sustain lives, protect property and the environment, meet basic human needs, and stabilize the Community Lifelines.

The Core Capabilities for Response include:

- ◆ Planning
- ◆ Public Information and Warning
- ◆ Operational Coordination
- ◆ Critical Transportation
- ◆ Environmental Response/Health and Safety
- ◆ Fatality Management Services
- ◆ Infrastructure Systems
- ◆ Mass Care Services
- ◆ Mass Search and Rescue Operations
- ◆ On-Scene Security and Protection
- ◆ Operational Communications
- ◆ Public and Private Services and Resources
- ◆ Public Health and Medical Services
- ◆ Situational Assessment

2.4.3 Recovery

Recovery focuses on the timely restoration, strengthening, and revitalization of infrastructure and housing in order to foster a sustainable economy as well as the health, social, cultural, historical, and environmental fabric of the communities affected by disasters.

The Core Capabilities for Recovery include:

- ◆ Planning
- ◆ Public Information and Warning
- ◆ Operational Coordination
- ◆ Infrastructure Systems
- ◆ Economic Recovery
- ◆ Health and Social Services
- ◆ Housing
- ◆ Natural and Cultural Resources

2.5 Response Core Capabilities and Designated ESFs

Core Capabilities	Mission Areas	ESF
1. Planning	<ul style="list-style-type: none"> ◆ Prevention ◆ Protection ◆ Mitigation ◆ Response ◆ Recovery 	◆ Through all ESFs.
2. Public Information and Warning	<ul style="list-style-type: none"> ◆ Prevention ◆ Protection ◆ Mitigation ◆ Response ◆ Recovery 	<ul style="list-style-type: none"> ◆ ESF#5 - Emergency Management ◆ ESF#15 - Public Information
3. Operational Coordination	<ul style="list-style-type: none"> ◆ Prevention ◆ Protection ◆ Mitigation ◆ Response ◆ Recovery 	◆ Through all ESFs.
4. Situational Assessment	<ul style="list-style-type: none"> ◆ Response 	<ul style="list-style-type: none"> ◆ ESF#5 - Emergency Management ◆ ESF#8 - Public Health and Medical Services ◆ ESF#10 - Hazardous Materials Response ◆ ESF#11 - Agriculture and Natural Resources ◆ ESF#15 - Public Information ◆ ESF#18 - Government Services
5. Operational Communications	<ul style="list-style-type: none"> ◆ Response 	◆ ESF#2 - Communications

Core Capabilities	Mission Areas	ESF
6. Environmental Response/ Health and Safety	◆ Response	<ul style="list-style-type: none"> ◆ ESF#11 - Agriculture and Natural Resources ◆ ESF#4 - Firefighters ◆ ESF#8 - Public Health and Medical Services ◆ ESF#10 - Haz-Mat ◆ ESF#16 - Military Support (Haz-Mat)
7. Critical Transportation	◆ Response	<ul style="list-style-type: none"> ◆ ESF#1 - Transportation ◆ ESF#6 - Congregate Care, Emergency Assistance, Housing and Human Services ◆ ESF#7 - Logistics and Resource Management Support ◆ ESF#8 - Public Health and Medical Services ◆ ESF#9 - Search and Rescue
8. Safety and Protection on the Scene	◆ Response	<ul style="list-style-type: none"> ◆ ESF#13 - Public Safety and Security ◆ ESF#8 - Medical Services (ICF) ◆ ESF#16 - Military Support
9. Mass Search and Rescue Operations	◆ Response	<ul style="list-style-type: none"> ◆ ESF#5 - Emergency Management ◆ ESF#9 - Search and Rescue
10. Public Health and Medical Services	◆ Response	<ul style="list-style-type: none"> ◆ ESF#6 - Congregate Care, Emergency Assistance, Housing and Human Services ◆ ESF#8 - Public Health and Medical Services ◆ ESF#11 - Agriculture and Natural Resources
11. Mass Care Services	◆ Response	<ul style="list-style-type: none"> ◆ ESF#6 - Congregate Care, Emergency Assistance, Housing and Human Services ◆ ESF#7 - Logistics and Resource Management Support ◆ ESF#8 - Public Health and Medical Services ◆ ESF#11 - Agriculture and Natural Resources ◆ ESF#16 - Military Support
12. Public and Private Services and Resources	◆ Response	<ul style="list-style-type: none"> ◆ ESF#3 - Public Works and Engineering ◆ ESF#4 - Fire Prevention and Extinction ◆ ESF#6 - Congregate Care, Emergency Assistance, Housing and Human Services ◆ ESF#7 - Logistics and Resource Management Support ◆ ESF#13 - Public Safety and Security

Core Capabilities	Mission Areas	ESF
		<ul style="list-style-type: none"> ◆ ESF#18 - Government Services ◆ ESF#17 - Business & Industry ◆ ESF#19 - Volunteers
13. Infrastructure System	<ul style="list-style-type: none"> ◆ Response ◆ Recovery 	<ul style="list-style-type: none"> ◆ ESF#3 - Public Works and Engineering ◆ ESF#10 - Hazardous Materials Response ◆ ESF#12 - Energy ◆ ESF#14 - Recovery
14. Fatality Management Services	<ul style="list-style-type: none"> ◆ Response 	<ul style="list-style-type: none"> ◆ ESF#8 - Public Health and Medical Services ◆ ESF#13 - Public Safety ◆ ESF#16 - Military Support
15. Fire Management and Suppression	<ul style="list-style-type: none"> ◆ Response 	<ul style="list-style-type: none"> ◆ ESF#4 - Fire Prevention and Extinction ◆ ESF#7 - Logistics and Resource Management Support ◆ ESF#13 - Public Safety and Security

2.6 Community Lifelines

The Community Lifeline² construct organizes and aligns critical services into one of eight (8) lifelines, which help frame the way disaster impacts are identified, assessed, and addressed. The primary objective of lifelines is to ensure the delivery of critical services that alleviate immediate threats to life and property when communities are impacted by disasters. Most communities are built on critical lifelines that must be stabilized in a disaster in order to set the conditions for recovery.

The interrelationship of ESFs, core capabilities, and lifelines can be thought of in terms of means, ways, and ends, and is described as follows:

Means: ESFs and other organizing bodies—the means—are the way departments and agencies, community organizations, and industries organize to enhance coordination and integration to deliver the response core capabilities.

Ways: Response core capabilities describe the grouping of response actions—the ways—that can be taken to stabilize and re-establish the lifelines. PREMB executes lines of effort (LOE) to operationalize the core capabilities—the ways—for response and recovery planning and operations; and

Ends: Lifelines describe the critical services within a community that must be stabilized or re-established—the ends—to alleviate threats to life and property.

Community Lifelines provide indispensable services that enable the continuous operation of the functions of commerce and government, which are critical to human health and safety and economic security. The concept of Community Lifelines helps to set the priorities for the

² FEMA Incident Stabilization Guide, November 2019

successful stabilization of an incident in terms that are easy to understand and communicate for operational and reporting purposes. The Community Lifelines aligns key life-sustaining activities, Emergency Support Functions, Sector Specific Agencies, and Core Capabilities in order to create a framework to plan, coordinate, respond to, report on, and recover from disasters.

ESFs and RSFs provide the frameworks for building and sustaining the Core Capabilities that stabilize the seven Community Lifelines.

The eight Community Lifelines include:

- ◆ Safety and Security
- ◆ Food, Hydration and Shelter
- ◆ Health and Medical
- ◆ Energy (Power & Fuel)
- ◆ Communications
- ◆ Transportation
- ◆ Hazardous Waste
- ◆ Water Systems

Community Lifelines

[situacionpma.cdm.gov](https://www.situacionpma.cdm.gov) [pma.gov/lifelines](https://www.pma.gov/lifelines)



Figure 1: Community Lifelines

3 Execution

This section is an overview of the concepts and procedures for executing emergency operations in Puerto Rico.

3.1 Operational Coordination Strategy

When an incident, threatening or impacting Puerto Rico, requires interagency support, PREMB coordinates commonwealth activities, including the sharing of information, the development of interagency courses of action, the alerting and activation of resources, and the coordination of operations. PREMB uses established standard operating procedures to coordinate with Emergency Operations Centers (EOC) in each PREMB zone and municipality. Additionally, liaisons from the private and voluntary sectors are present in the PREMB EOC during the emergency management phases of preparedness, response, recovery, and mitigation.

Execution of operational coordination during the emergency management phases is described in the following sections:

3.1.1 Preparedness

Emergency management partners at all levels of government improve their response capabilities through preparedness activities, including planning, refining organizational structures, making agreements, and developing collaborative processes between organizations, procuring and maintaining equipment, conducting training, and testing capabilities through exercises. Lessons learned from exercises and previous incidents are incorporated in the revisions of existing plans and the creation of new ones.

The Commonwealth provides technical assistance to the Threat and Hazard Identification and Risk Assessment (THIRA) and State Preparedness Report (SPR) process to define potential hazard impacts, assess desired capability goals, and pursue investments to close capability gaps or shortfalls.

3.1.2 Response

The figure at the right shows the four steps of the response process, the core elements of which are described below:

Gain and Maintain Situational Awareness:

- Continuously provide accurate, actionable information, improve and integrate reporting to provide a Common Operating Picture for field elements, emergency operations centers, subject matter experts, and decision makers.

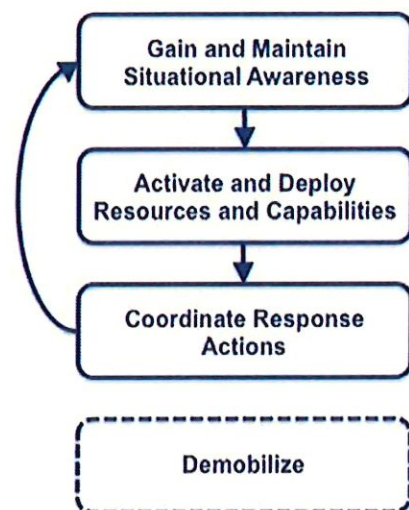


Figure 2: Response Flow Chart

Activate and Deploy Resources and Capabilities:

- Activate enablers, resources, and capabilities, as outlined in deliberate plans and as requested by the Municipal Governments.
- Pre-position resources for efficient employment. Identify capability and resource shortfalls, and request additional resources and capabilities to fill them, as needed.

Coordinate Response Actions:

- Set priorities and objectives for the incident in order to align the performance of the emergency functions.
- Coordinate whole-community activities to save and sustain life and stabilize the Community Lifelines.
- Provide accurate information on progress, including shortfalls and emerging issues. Continuously identify and integrate resources and capabilities in a coordinated response, using the incident action planning (IAP) process and developing an incident support plan (ISP).
- Conduct crisis action planning with the appropriate entities in order to develop courses of action for solving emerging issues.

Demobilize:

- Plan for the selective release of PREMB resources, demobilization, the transfer of responsibilities, and closeout, ensuring the accuracy of documentation and the performance of the administrative and financial requirements.

3.1.3 Recovery

The ability of a community to accelerate the recovery process begins with its efforts in pre-disaster preparedness, including coordinating with whole-community partners, mitigating risks, incorporating continuity planning, identifying resources, and developing the capacity to effectively manage the recovery, using collaborative and inclusive planning processes. Collaboration across the whole community provides an opportunity to integrate mitigation, resilience, and sustainability in the community's short- and long-term recovery goals.

3.1.4 Mitigation

The Commonwealth mitigation efforts are organized into project, planning, and insurance efforts. Insurance objectives are organized in three primary activities that identify opportunities to reduce risks effectively and quickly during response and recovery activities: Risk Analysis, Risk Reduction, and Risk Insurance. Planning objectives include risk assessments and long-term planning on a 5-year cycle for mitigation goals. Project objectives include pre-disaster and incident specific project development in order to reduce risk and protect life and property. Mitigation activities, which are not limited to pre-incident operations, continue during the emergency management lifecycle.

3.2 Phased Approach

PREMB uses the concept of operational phases to provide a common structure for organizing tasks and actions over time. The phased approach shapes planning by grouping tasks into common operating periods to coordinate a unified response. Because response, recovery, and mitigation

operations can occur simultaneously, planners use phases to help organize interagency and whole-community tasks to meet the objectives of the incident. Operational phases, which are defined by the character of the activity performed, are assigned discrete end states (i.e., conditions which must be met to complete the phase). As soon as tasks are organized in phases, the operation proceeds in a logical, organized manner, because it is easier to understand.

Table 3: All-Hazards Response and Recovery Operational Phases

Phase 1			Phase 2			Phase 3		
Pre-Incident Operations			Post-Incident Operations			Recovery and Restoration Operations		
1a	1b	1c	2a	2b	2c	3a	3b	3c
Monitor Threat	Elevated Threat	Credible Threat	Immediate Response	Community Stabilization	Sustained Operations	Recovery Program Delivery	Long-Term Recovery Operations	Regional Closeout

3.2.1 Notice and No-Notice Incidents

Several of the hazards that threaten the Puerto Rico Area, such as landslides, the release of hazardous materials, earthquakes, and the threats of adversaries might occur with little to no notice. Incidents, such as dam failures, civil unrest, or tsunamis might give some notice, allowing lifesaving public warnings, population protection activities for the affected population, and other limited pre-incident operations. Severe weather systems and hurricanes might give days of notice, allowing considerable preparatory response activities, such as resource pre-positioning.

For *notice* incidents, the whole community might perform preparatory response activities in Phases 1b and 1c, prior to the occurrence of the incident. Phase 2 – Post-Incident Operations begins as the incident develops and its impacts begin to occur.

For *no-notice* incidents, Phase 1 – Pre-Incident Operations includes pre-incident and steady-state operations. Operational Phases 1b – Elevated Threat and 1c – Credible Threat are bypassed as soon as the incident occurs. In Phase 2a – Activation and Immediate Response emergency operations begin immediately.

3.2.2 Operational Phase Progression

The timing of the transition from response to recovery operations varies based on the scope and complexity of an incident. Although operational phases are distinct, tasks in the phases can overlap, as operations transition from one phase to the next.

Most incidents involve the coordinated progression of operational functions through Phases 1 and 2, often reaching Phase 2c – Sustained Operations within 72 hours. Due to the geographic environment, large-scale or catastrophic incidents might require more time for stabilization. The transition between the phases and sub-phases may be less synchronized than in a non-island incident, due to unavoidable delays in the delivery of resources by air and sea transport. Certain special resources not already located in Puerto Rico might require operable seaport and airport facilities and take days to arrive by maritime shipping. Lifesaving and life-sustaining resources

and their sources have priority as the logistical pipeline expands and Puerto Rico islands can receive and process incoming shipments.

Hurricanes Irma and Maria in 2017 are examples of catastrophic disasters in which the stabilization of the Energy Lifeline and the restoration of the power grid had to rely on maritime shipping that took several months. Spot generation enabled the stabilization of Community Lifelines as the power grid was being restored, but the long lead time for the delivery of resources and the cascading effects of long-term power outages delayed the transition to sustained operations for the restoration of infrastructure. Some operational functions were completed weeks or months before others.

3.2.3 Phase 1: Pre-Incident Operations

Phase 1 covers all pre-incident operations, including steady-state emergency management activities before potential threats can be identified and actions taken in response to them before their impacts occur.

- ◆ Phase 1a is associated with steady-state operations, in which PREMB Control continuously monitors available sources for information about threats that may impact Puerto Rico. Other steady-state emergency management activities focus on normal preparedness and hazard mitigation activities.
- ◆ Phase 1b is associated with the increased likelihood or the elevated threat of natural hazards or credible manmade threat and the development of Situational Awareness. Pre-selected teams are placed on alert and might be activated. Examples include severe drought conditions that could start wildfires or expectation of protests marches.
- ◆ Phase 1c is associated with a near certainty of natural hazards or credible manmade threats. Resources are pre-positioned in anticipation of municipal support requirements. Examples include heavy rain storms that could cause localized flooding and landslides.

3.2.4 Phase 2: Post-Incident Operations

This phase focuses on an immediate PREMB response to save lives and support survivors, their communities, and the affected governments following a disaster. Phase 2 begins as soon as an emergency or incident impacts Puerto Rico.

- ◆ Phase 2a is associated with activation, gaining Situational Awareness, the movement of resources, the deployment of response and recovery teams, and lifesaving rescue operations.
- ◆ Phase 2b is associated with the employment of teams at the incident's site; providing the health and safety needs of and sheltering survivors; restoring critical systems, such as electric power, water, and communications; and establishing organizational and coordination structures for long-term recovery.
- ◆ Phase 2c is associated with sustained Response operations and intermediate Recovery and Mitigation, and the completion of a Recovery Support Strategy for the provision of accessible interim housing, the making of plans for immediate infrastructure repair, and the restoration of private-sector critical infrastructure and key resources (CIKR).

3.2.5 Phase 3: Long-Term Recovery Operations

Phase 3 is associated with long-term, sustained recovery operations following the stabilization of Community Lifelines. This phase can last months to years depending on the scale and complexity of the disaster.

- ◆ Phase 3a is associated with the transition to recovery-focused objectives. ESFs are usually demobilized during this phase of the incident.
- ◆ Phase 3b is associated with sustained long-term recovery initiatives at recovery offices, PREMB offices, or identified private agency office. The delivery of recovery programs continues through the six (6) Recovery Support Functions.
- ◆ Phase 3c is associated with the closeout of the incident, as PREMB long-term recovery offices complete their missions and recovery teams are demobilized.

3.2.6 Operational Phase Transition Overview

Table 4: Operational Phase Transitions

Operational Phase	Phase Transitions
1a: Monitor Threat	<p>Phase Begins: Steady state. Phase Ends: Potential incident is identified. Typical Activities:</p> <ul style="list-style-type: none"> ◆ Identify capabilities ◆ Conduct preparedness activities
1b: Elevated Threat	<p>Phase Begins: Potential incident is identified. Phase Ends: Threat diminishes or is recognized as credible. Typical Activities:</p> <ul style="list-style-type: none"> ◆ Develop situational awareness products for a potential incident ◆ Alert and possibly activate or deploy PREMB staff and capabilities ◆ Include additional stakeholders in crisis action planning
1c: Credible Threat	<p>Phase Begins: Threat is recognized as credible. Phase Ends: Impact occurs. Typical Activities:</p> <ul style="list-style-type: none"> ◆ Establish incident support bases and initial operating facilities ◆ Stage or deploy PREMB Commonwealth capabilities ◆ Support pre-impact protection of life and property, such as evacuation operations

Operational Phase	Phase Transitions
<p>2a: Immediate Response</p>	<p>Phase Begins: Impact occurs. Phase Ends: Coordination mechanisms and situational awareness are established, and the response transitions from assumption-based to requirement-based resource movement. Typical Activities:</p> <ul style="list-style-type: none"> ◆ Establish situational awareness about the impacts of the incident ◆ Stage or deploy Commonwealth capabilities ◆ PREMB establish or sustain incident support bases and initial operating facilities ◆ Provide lifesaving and life sustaining assistance ◆ Assess status of community lifelines and take initial actions towards stabilization
<p>2b: Community Stabilization</p>	<p>Phase Begins: Coordination mechanisms and situational awareness are established, and the response transitions from assumption-based to requirement-based resource movement. Phase Ends: Community lifelines are stabilized. Typical Activities:</p> <ul style="list-style-type: none"> ◆ Continuously assess status of community lifelines and take actions towards stabilization ◆ Provide life sustaining assistance ◆ Establish temporary response facilities (e.g., Zones) ◆ Support impacted communities for population re-entry and return ◆ Conduct emergency repairs to damaged infrastructure
<p>2c: Sustained Operations</p>	<p>Phase Begins: Community lifelines are stabilized. Phase Ends: The PREMB shifts from response-focused to recovery-focused objectives. Typical Activities:</p> <ul style="list-style-type: none"> ◆ Demobilize PREMB/Commonwealth response resources and staff (e.g., ESFs) ◆ Organize or re-organize operations to support effective recovery operations. ◆ Develop Recovery Support Strategy ◆ Support survivor transition from congregate sheltering to temporary or permanent housing solutions ◆ Assess and initiate permanent repairs to infrastructure
<p>3a: Program Delivery</p>	<p>Phase Begins: The PREMB shifts from response-focused to recovery-focused objectives. Phase Ends: Zones return to normal operations. Typical Activities:</p> <ul style="list-style-type: none"> ◆ Continue to deliver recovery grant programs ◆ Continue to deliver National Disaster Response Framework capabilities ◆ Prepare to transition to recovery offices or the zones for closeout

Operational Phase	Phase Transitions
3b: Long Term Recovery Operations	<p>Phase Begins: PREMB is reduced to a Level III operation.</p> <p>Phase Ends: Sustained recovery teams have demobilized, and facilities have closed.</p> <p>Typical Activities:</p> <ul style="list-style-type: none"> ◆ Prepare to transition to zones for closeout ◆ Initiate closeout or transition of recovery grant programs

3.3 Emergency Information and Procedures

The authority to activate the EOC rests with the Governor of Puerto Rico, Secretary of the PR Department of Public Safety, or PREMB Commissioner. The Commonwealth’s Response is always activated on the municipality level through police and 9-1-1 call centers sending information into the Computer Automated Database (CAD) as well as at the PREMB office through Control. The EOC may be activated in response to a major emergency or a planned event in the Commonwealth. Typically, activations meet the following criteria:

- ◆ Incidents that involve a large geographic area
- ◆ Incidents that require interagency coordination with Municipality, Commonwealth, and Federal agencies, as well as not-for-profit partners

3.3.1 Incidents with a prolonged duration Incident Support (IS) Capability Activation Levels

There are five activation levels, with Level 1 being the largest. At the time of activation, the Governor, Secretary of the Department of Public Safety, PREMB Commissioner, or their designees will determine which activation level, activation time and staffing level for the PREMB EOC and 10 Zone Directors.

- ◆ Level 1: Involves a declared disaster, which requires an extensive response from the Commonwealth, where Commonwealth and Local Governments are clearly overwhelmed. The Commonwealth EOC is fully staffed for 24-hour operations by the Command Staff, Operations Section, Planning Section, Logistics Section, and Finance / Administration Section. If the event occurs during service hours, the municipal operations officer may inform the corresponding PREMB Zone to monitor the situation and respond to requests for assistance from the municipality. The Zones requests assistance from PREMB through the implementation of the emergency response network (ERN). The presence of federal support from Region II, the State Liaisons, and IMAT should be necessary, if they have not previously been requested. The Governor may declare a state of emergency.
- ◆ Level 2: Involves an incident or event that has become, or is becoming, an incident or disaster and requires a significant Commonwealth response and possible Federal response and recovery assistance. At this level the capacities of the Local Government have been exceeded. The Command Staff, Operations Section, Planning Section, Logistics Section, and Finance / Administration Section are at least partially activated 24 hours a day at the PREMB EOC. Support Agencies are alerted and more PREMB personnel are assigned to

emergency / disaster functions. If the event occurs during service hours, the municipal operations officer should inform the corresponding PREMB Zone to monitor the situation and respond to requests for assistance from the municipality. The Governor may declare a state of emergency.

- ◆ Level 3: Involves any event that has the potential to become an emergency or disaster and will likely require the assistance of at least two or three state agencies. A limited staff will be in the PREMB EOC with the interagency essential for the response. If the event occurs during service hours, the municipal operations officer may inform the corresponding PREMB Zone to monitor the situation and respond to requests for assistance from the Commonwealth. Twenty-four hours of operations with the necessary interagency will be required. Daily activities are altered to respond to the situation. Applicable state agencies will be alerted.
- ◆ Level 4: Involves an incident or likely event that is within the capabilities of the Local Government and the results are limited to the need for commonwealth assistance. Daily activities continue while the event is under control. The notification, which could be generated by a 9-1-1 call, is limited to commonwealth agencies that have regulatory or normal day emergency responsibilities as requirements. If the event occurs during service hours, the municipal operations officer may inform the corresponding PREMB Zone to monitor the situation and respond to requests for assistance from the Commonwealth. In the event of an event outside of service hours, the representative of the Local Government and / or the corresponding agencies will be contacted to carry out the necessary coordination.
- ◆ Level 5: Normal Day-Day Operations. While the Emergency Operations Center (EOC) is not activated, PREMB Control is monitoring activities.

3.4 Emergency Support Function (ESF) Activation

Zones supporting PREMB ESFs may be selectively activated to support response activities for both low level incidents or catastrophic disasters. Not all incidents requiring PREMB support result in the activation of ESFs.

The Governor, Secretary of the Department of Public Safety, PREMB Commissioner, or their designees retains the authority to activate ESFs or other coordinating structures as appropriate.

When activated, the coordinating agency or department forms a team that is responsible for working with appropriate Commonwealth and local officials to identify unmet resource needs. The team also coordinates the flow of resources and assistance provided by the PREMB Government to meet these needs.

3.4.1 ESF Branches Directors Responsibilities

The six main Branch Directors: Emergency Services, Mass Care, Infrastructure, Air Operations, Business and Industry, and Government Services Branches are responsible for maintaining relationships with ESF partners and stakeholders. ESF Branch Directors oversee preparedness activities for each ESF and coordinate with ESF lead and support agencies during the response phase.

ESF Branch Director responsibilities include:

- ◆ Maintaining contact with ESF lead and support agencies through conference calls, meetings, training activities, and exercises.
- ◆ Monitoring the ESF's progress in meeting the core capabilities it supports.
- ◆ Ensuring the ESF is engaged in appropriate planning and preparedness activities.

3.4.2 ESF Lead Agency Responsibilities

The lead agencies of each ESF have important authorities, functions, resources, and capabilities for a given function within an ESF. The lead agencies are responsible for:

- ◆ Coordinating support within their functional area for appropriate core response capabilities and other missions of the ESF.
- ◆ Notifying and requesting assistance from support agencies.
- ◆ Managing mission assignments and coordination with support agencies, as well as appropriate state officials, operations centers, and other stakeholders.
- ◆ Coordinate resources required by their ESF response mission assignment.
- ◆ Work with all types of organizations to maximize the use of all available resources.
- ◆ Track progress in achieving the objectives of core capabilities and other ESF missions and provide that information as part of regular and situational assessments of preparedness.
- ◆ Plan incident management, short-term recovery operations, and the transition to recovery
- ◆ Maintain trained personnel to support emergency response among agencies and support teams.
- ◆ Identify new equipment or capabilities needed to prevent or respond to new or emerging threats and risks, or to validate and enhance capabilities to address changing risks.
- ◆ Promote physical accessibility, programmatic integration, and effective communication for the entire community, including people with disabilities.

3.4.3 ESF Support Agency (Coordinator) Responsibilities

ESF supporting agencies (coordinators) have specific capabilities or resources that support lead agencies in executing ESF missions. Support agency (coordinator) activities, often include.

- ◆ Participate in incident management planning, short-term recovery operations, transition to long-term recovery, and the development of supporting operational plans, standard operating procedures (SOPs), checklists, or other support work.
- ◆ Provide input into periodic preparedness assessments.
- ◆ Maintain trained staff to support emergency response among agencies and support teams.
- ◆ Identify new equipment or capabilities needed to respond to new or emerging threats and risks, or to improve capabilities to address existing threats.
- ◆ Coordinate resources required by the assignment of response missions to your ESF.
- ◆ ESF support agencies (coordinators) have specific capabilities or resources that support lead agencies in executing the mission of the ESF.
- ◆ ESF Support Agency (coordinator) activities typically include:
- ◆ Participating in planning for incident management, short and long-term recovery operations, and the development of supporting operational plans, SOPs, checklists, and other job aids.
- ◆ Providing input to periodic readiness assessments.

- ◆ Maintaining trained personnel to support interagency emergency response and support teams.
- ◆ Identifying new equipment or capabilities required to respond to new or emerging threats and hazards, or to improve the ability to address existing threats.
- ◆ Coordinating resources resulting from response mission assignments.

3.5 Core Capability Objectives

ESFs enable delivery and sustainment of Response Core Capabilities. Each Core Capability has objectives that enable Community Lifeline stabilization. Enabling objectives are accomplished as quickly as possible to allow the unified coordination structure to build and sustain capacity within each Core Capability throughout the incident life cycle.

The table below outlines key enabling objectives for Response Core Capabilities. More information regarding these activities may be found in the specified annexes to this plan:

Table 5: Puerto Rico All-Hazards Plan Core Capabilities and Objectives

ENABLING OBJECTIVES FOR RESPONSE CORE CAPABILITIES		
PLANNING		
OBJECTIVE	Develop an Incident Action Plan within 12 hours of the first EOC operations period, adapting the Plan objectives to the level, hazard, scope, and consequences of an incident.	Annex C
SITUATIONAL ASSESSMENT		
OBJECTIVE	Begin situational assessment within two hours of EOC activation and establish a COP with affected jurisdictions.	Annex B
PUBLIC INFORMATION AND WARNING		
OBJECTIVE	Within two hours, link with PREMB Zones to establish a Joint Information System and establish a Joint Information Center within 12 hours to provide consistent public messaging to the impacted populations.	Annex K
OPERATIONAL COMMUNICATIONS (CRITICAL COMMUNICATIONS)		
OBJECTIVE	Within 24 hours, facilitate restoration of basic communications among PREMB and Municipal response agencies in the affected communities and organizations.	Annex K
OPERATIONAL COORDINATION		
OBJECTIVE	Within two hours, establish PREMB EOC operational coordination within local, commonwealth, and possibly federal stakeholders and transition coordination efforts to field operations when field operations have operational capability.	Annex C
ENVIRONMENTAL RESPONSE/HEALTH AND SAFETY		
OBJECTIVE	Deploy adequate environmental response capabilities within 48 hours to impacted jurisdictions to mitigate oil and hazardous substances spills or releases and prepare responders for contact with environmental hazards.	Annex C
CRITICAL TRANSPORTATION		
OBJECTIVE	Determine the most appropriate transportation services that facilitate the response and support survivor needs within two operational periods.	Annex C/D

SURVIVOR SUPPORT CORE CAPABILITIES		
ON-SCENE SECURITY AND PROTECTION		
OBJECTIVE	Within 24 hours, support impacted jurisdictions to re-establish public safety operations focusing on saving lives and protecting property.	Annex C
MASS SEARCH AND RESCUE OPERATIONS		
OBJECTIVE	Assess air, sea, and structural search and rescue requirements and request deployment of assets, as needed.	Annex C
PUBLIC HEALTH AND MEDICAL SERVICES		
OBJECTIVE	Triage requirements from multiple jurisdictions and prioritize emergency-level health and medical treatment resources to meet critical needs.	Annex C
MASS CARE SERVICES		
OBJECTIVE	Deploy mass care services for up to 25 percent of the impacted population.	Annex C
PUBLIC AND PRIVATE SERVICES AND RESOURCES		
OBJECTIVE	Re-establish the public and private sector supply chain(s) that restores the population's access to prioritized goods and services.	Annex C
INFRASTRUCTURE SYSTEMS (RESPONSE/RECOVERY)		
OBJECTIVE	Assess and prioritize CIKR damaged by incidents and coordinate public and private sector resources that will reduce the further loss of life.	Annex C
FATALITY MANAGEMENT SERVICES		
OBJECTIVE	Make accurate assessment of fatalities in each incident and plan deployment of public and private resources to augment local medical examiners.	Annex C

4 Administration, Resources, and Funding

This section provides information regarding administration and finance management and resource support procedures.

4.1 Administration

Responsibility for management and oversight of all administrative and finance requirements supporting operations rests with the following:

PREMB has implemented a request form identified as RF-113 that compiles information of needs, resources, and services requested to assist the response. This form can be submitted by Municipalities, PREMB Zone, and Interagency Coordinators. The EOC then initiates mission assignments to task and coordinate with other commonwealth departments and agencies to provide immediate, short-term emergency response support.

Types of mission assignments include direct PREMB assistance and PREMB operations support. Although rarely exercised, it is important to note that PREMB retains the authority to mission assign agencies on a non-reimbursable basis.

During a catastrophic or large-scale, non-Stafford Act incident, the designated lead agency may coordinate with PREMB as needed to ensure an efficient and effective response, consistent with individual department or agency direct authorities and responsibilities.

When other Commonwealth departments and agencies are operating programs under their own statutory authority and funding, there is an expectation that coordination among agencies with financial responsibilities will occur.

4.2 Resources

Resource requirements for response and recovery operations are addressed using existing commonwealth, and PREMB procedures for support that is described in Annex Z- Commodities Distribution Plan and in Annex D – Logistics, of the Puerto Rico All-Hazard Plan...

4.2.1 Puerto Rico Resource Support Concept

Puerto Rico jurisdictions manage incidents at the lowest possible level of government. Puerto Rico coordinates support to its municipalities through Puerto Rico Emergency Management Bureau (PREMB) Zones

The Commonwealth and PREMB offices and its whole community partners support the governments of Puerto Rico, which manage emergency operations within their jurisdictions. FEMA Region II maintains a Puerto Rico Caribbean Area Office, that works closely with PREMB throughout the emergency management cycle should support be requested.

When municipal emergency operations capabilities are overwhelmed, local jurisdictions request support from their PREMB Zones, which allocate available government resources and coordinate whole community activities within their Zone.

If an incident requires additional resources or capabilities, PREMB Zones request additional support from PREMB EOC. PREMB coordinates with other commonwealth agencies, non-profit organizations, and the private sector to identify capabilities, allocate resources, and provide emergency operations support to the jurisdictions within their zones.

When an incident overwhelms Puerto Rico capabilities, they may request mutual aid from other states and federal support from FEMA Region II. During incident response, Region II and its Puerto Rico Caribbean Area Office may provide Response Support Team members to PREMB Zones and/or key municipal emergency operations centers (EOC) to facilitate employment and sustainment of PREMB resources.

4.2.2 Pre-Positioned Resources

All incidents are local in nature, but jurisdictions at all levels of government share responsibility for pre-positioning resources. Resources should be positioned in pre-designated locations coordinated by PREMB close to those localities most at risk due to a particular natural hazard.

PREMB coordinates in advance with the municipality governments anticipated to be impacted by an incident to determine what, if any, PREMB capabilities may be needed. PREMB leverages geographic-based resource stockpiles to fulfill requirements from the Municipalities and Community Hubs.

4.2.3 Logistics Management and Distribution Plan

The activation of the Distribution Plan will be the responsibility of the Operations Section and the Logistics Section from the Emergency Operations Center (EOC), who will coordinate with the Mass Care Branch and the Recovery for the implementation and execution of the plan. The logistics and distribution operations will be coordinated and managed by PREMB along with any other agency, contractor, or non-profit organization with the capability to support the operation.

4.3 Funding

Commonwealth funding will be consistent with applicable laws, authorities, and policies. Resource requests will be funded by the Annual State Emergency Funds. Daily tasks and daily operations will utilize normal agency allocated funds.

If needed, the Governor could request an Emergency or Major Disaster Declaration that will allow access to federal disaster funds.

5 Oversight and Coordinating Instructions

This section provides information on oversight, communications, and high-level Commonwealth coordination procedures between municipalities, Zones, and the Commonwealth as well as possible Federal-to-PREMB support.

5.1 Oversight

Emergency operations are locally executed, Commonwealth-managed and Federally supported.

Puerto Rico and its local jurisdiction maintain authority and oversight for emergency operations within their jurisdictions.

During disasters PREMB and state agencies maintain their designated roles and responsibilities in accordance with the Administrative Order 2014-008 or its most recent version, and as established in their own organic law and regulations. PREMB oversees response and recovery activities needed to support emergency operations.

During declared disasters, FEMA Region II Regional Administrator delegates authority to a Federal Coordinating Officer (FCO), who works closely with PREMB and the designated State Coordinating Officer (SCO) as part of a unified coordination structure to manage the incident.

5.2 Communications

The Commonwealth's Response is always activated on the municipality level through police and 9-1-1 call centers sending information into the Computer Automated Database (CAD) as well as at the PREMB office through Control. The EOC may be activated in response to a major emergency or a planned event in the Commonwealth.

Communications, including Information Technology (IT) systems used during the event, include two-way radio capabilities, computer-based information-sharing systems, satellite phones, and cellular and landline telephones.

The PREMB Communications Center (Dispatch/Control) shall function as the Commonwealth Warning Point. Dispatch/Control is operational 24/7. Its mission is to maintain daily situational awareness of potential ongoing human-generated acts or natural disasters that may affect Puerto Rico, in addition to disseminating information from various sources in case of disasters and/or emergencies to zone and municipal emergency management officials when necessary.

The Commonwealth Dispatch/Control will maintain situational awareness through various news programs, receive and redistribute automated weather information and written/verbal reports from local jurisdictions throughout the Commonwealth.

5.3 Coordination

The authority to activate PREMB EOC lies with the Governor of Puerto Rico, Secretary of the PR Department of Public Safety, or PREMB Commissioner. PREMB has emergency communication systems for emergency response operations that allow the government to send and receive information to all Commonwealth agencies, local governments, and stakeholders in normal and emergency situations. The PREMB Commissioner will direct internal communications and will work with representatives from Disaster Emergency Communications and ESF 2 to provide the initial response communications connectivity for Commonwealth responders and supports for field operations.

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