



2025 CFDMC Hazard Vulnerability Assessment (HVA)

Approved by CFDMC Board 12-17-24

Table of Contents

Record of Changes and Distribution	3
Executive Summary	4
Process to Update HVA:.....	5
Assessment of Regional Characteristics and Population:	8
HHS emPOWER Data (October 2024)	9
ALICE (Asset Limited, Income Constrained, Employed):.....	13
Federal, State, Regional, County, Facility and Member Data Used:.....	14
Federal Data:	14
FEMA National Risk Index (November 2024)	15
State Data:.....	16
Regional Data:	16
County Data:	16
PHRATS (Public Health Risk Assessment Tool):	19
Hospital Data:	19
CFDMC Member Data:.....	19

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Record of Changes and Distribution

Changes	Distribution
Original plan drafted April 2018	Distributed to CFDMC Members for comment in April 2018
Submitted to Board for approval on 6/16/18	Posted to Website on 6/29/18
Annual update approved by Board on 6/18/19 (changes based on member input, PHRAT emPOWER and SVI data)	Updated plan posted to website on 6/20/19
Annual update drafted May 2020 (changes based on member input, PHRAT emPOWER and SVI data)	Distributed to CFDMC Members for comment in May 2020 Approved by Board 6/16/20 Posted to website 6/30/20
Annual update based (changes based on member input, PHRAT emPOWER and SVI data)	Draft sent to members in May 2021 Approved by Board 6/15/21 Posted to website 6/16/21
Annual update	Draft sent to members 6/1/22 Approved by Board 6/21/22 Posted to website 6/30/22
Annual update (updated hazards/gaps based on new federal, state, regional, county, hospital, and member data; updated format to address new contractual requirements); summarized and removed raw data from plan (available through Coalition if needed)	Draft sent to Board / Members for review & comment on 12/27/22 Posted to website 1/13/23
Annual update (added ALICE data; updated emPOWER data, updated hazards/gaps based on new federal, state, and member data)	Draft sent to Board/Members for review & comment on 10/25/23 Distributed to members and posted to website 12/22/23
Annual update (based on new federal, state, county and member data)	Sent to Board and members for review and comment on 11/25/24 Posted to website and distributed to members 1/10/25.

Executive Summary

Central Florida Disaster Medical Coalition’s mission is to develop and promote healthcare emergency preparedness and response capabilities in the East Central Florida Domestic Security Task Force Region 5 (RDSTF Region 5), including the following nine counties: Brevard, Indian River, Lake, Martin, Orange, Osceola, Seminole, St. Lucie, and Volusia Counties. The CFDMC will facilitate healthcare organizations and other partners in working together collaboratively to build, strengthen, and sustain a healthcare preparedness and response system within Central Florida and to assist Emergency Management and Emergency Support Function (ESF)-8 (Health and Medical) with the National Preparedness Goal identified five mission areas: Prevention, Protection, Mitigation, Response, and Recovery as related to healthcare disaster operations.

CFDMC conducts an annual update to the regional hazards and vulnerability assessment (HVA) and identifies capability gaps through a review and update of the region’s characteristics, and collaboration with and data from federal, state, regional, county and member stakeholders. This includes a review of national and state data, and discussion with and input from regional, county, facility, and member stakeholders.

Based on this year’s data and analysis, the most significant regional hazards, and threats for 2025 are:

Hazard	Identified as High Risk in Federal and/or State Data	Identified as High Risk in Regional Data	Identified as High Risk in County Data	Identified as High Risk in Hospital Data	Identified as High Risk in Member Data
Hurricanes/Tropical Storms	X	X	X	X	X
Tornados	X	X	X	X	X
Cyber Attack	X	X	X	X	X
Mass Casualty Incident	X		X	X	X
Critical Infrastructure Failure (Communications/Power/Utilities)	X	X	X	X	
Extreme Temperatures		X	X		
Wildfire	X		X		
Flooding	X		X		
Disease Outbreaks/Pandemic	X		X	X	

The most significant regional gaps remain:

- Training & Preparing the Health and Medical Workforce (continuing training and exercises)
- Ensuring Preparedness is Sustainable (engaging leaders, collaborations)
- Protecting Responder Safety and Health (supporting mental wellness/resiliency)
- Maintaining Non-Personnel Resources During Emergencies (supply chain integrity)
- Responding to Medical Surge (family reunification, patient tracking, and patient movement/coordination)

The process, data and tools used in this annual update are included in the following pages. This document serves to guide the development of the CFDMC readiness assessment and readiness plan.

Process to Update HVA:

CFDMC coordinated with county emergency management, county health departments, hospitals, and member stakeholders in conducting this HVA to ensure coordination and integration with federal, state, regional and county efforts. At a national level, CFDMC reviewed data from the Department of Homeland Security 2025 Homeland Threat Assessment, the FEMA National Risk Index, and the emPOWER data. At a state level, we added the top ten Florida threats. At a regional level, CFDMC participated in the 2025 RDSTF Region 5 Threat and Hazard Identification and Risk Assessment (THIRA) and Stakeholder Preparedness Review (SPR) process. At the county level, we discussed the HVA update with county emergency managers on September 5, 2024, and asked for county HVAs or local mitigation strategies. CFDMC also participated in the Osceola County HVA/HIRA process on August 29, 2024. We also discussed the HVA with the county health department planners on August 27, 2024, and asked for the most recent county Public Health Risk Assessment Tools (PHRATs). We updated ALICE data by county (Asset Limited, Income Constrained, Employed — households that earn above the Federal Poverty Level (FPL) but cannot afford the basic cost of living in their county). At the facility level, we discussed with the region’s hospitals on September 5, 2024, and asked for hospital HVAs or assessments. Reminders were sent to county emergency management, county CHD planners and hospitals. At the member level, we facilitated an assessment at the September 19, 2024 Coalition member meeting, sent out a survey to solicit input from all members, shared the draft HVA with all members for review and comment and posted the HVA to the Coalition website.

The chart below shows the tools, data, meetings, and members participating in the annual HVA update process:

Level	Tools	Data	Members Participating	Meetings
Federal	Intelligence Analysis	Department of Homeland Security 2025 Homeland Threat Assessment	N/A	N/A
Federal	County scores related to risks, economic loss, social vulnerability index and community resilience	FEMA National Risk Index	N/A	N/A
Federal	empower	Data by county on Medicare beneficiaries and electric dependent	N/A	N/A
State	Florida Top Ten Threats/Hazards	Threats	N/A	N/A
Regional	Florida Functional and Access Needs Profile, Region 5	Data re functional and access needs for the region	N/A	N/A
Regional	THIRA/SPR Steps 1, 2 and 3	Risk Assessment/	CFDMC Executive Director and	Meeting to complete the SPR

		Capability Assessment	RDSTF-5 Health and Medical Co-chair, Board Vice-Chair and Hospital Emergency Manager	Step #1 for the health discipline on 9/9/24 Meeting to complete the SPR Steps 2 & 3 for the health discipline on 10/21/24
County	Multiple tools used	County HVAs	Region 5 County Emergency Management Directors and Emergency Management (EM) Health Planners	Region 5 Emergency Managers/ Stakeholder Meeting 9/5/24 with reminder 9/18/24
County	PHRAT	County PHRATS	Region 5 CHD Planners and Health and Medical Co-Chairs	Meeting with co-chairs and county CHD planners on 8/27/24 with reminder 9/18/24 and 11/13/24
County	Standard ALICE data is based on the ACS — both household tabulated data and individual data from the Public Use Microdata Sample (PUMS) records.	ALICE Data by County	N/A	N/A
Acute Care Hospitals	Input from two hospital systems (17 hospitals) received	Facility HVAs	Region 5 Hospitals	Region 5 Hospital Call on 9/5/24 with reminder 9/18/24
Members	Mentimeter SurveyMonkey	Ranking of hazards (likeliness to occur and impact), capability gaps	All Coalition Members were invited to participate	An HVA assessment was conducted in person using Mentimeter at

				<p>the CFDMC Member Meeting on 9/19/24</p> <p>A follow-up survey to gather member input from those not present was sent to all members on 9/19/24. The survey remained open for 30 days.</p> <p>The draft HVA was sent to all members for review and comment on 11/25/24.</p> <p>The final HVA will be posted to the website and sent to all members by January 15, 2025.</p>
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A summary of data collected is described in the following pages.

Assessment of Regional Characteristics and Population:

Central Florida is uniquely vulnerable to large scale disasters due to its population and critical infrastructure. The 2023 US Census data shows more than 4.7 million people reside in the nine counties representing Central Florida (Central Florida Regional Domestic Security Task Force, Region 5 or RDSTF-5 (see chart below). Winter residents dramatically increase this population. In addition, domestic and international tourists flock to Central Florida for golf, shopping, water sports, theme parks, conventions, and the speedway. Orlando is the number one most visited destination in the world. Orlando International Airport was the 10th busiest airport in the nation before the pandemic with approximately 50 million passengers each year and rebounded at twice the average rate of travelers since December 2020. Visitors also arrive in Central Florida via cruises at Port Canaveral, Florida’s fastest growing port and the second busiest port in the world, with more than 5 million travelers annually. NASA and SpaceX have a rigorous launch schedule, with an average launch every five days at Brevard County’s Cape Canaveral Space Force Station. Patrick Force Base is also located in Brevard County. The region has 161 miles of coastline from Volusia to Martin County. There are three large chemical manufacturing plants within the region, multiple international and commercial airports, both freight and passenger railroad service across the region, and a nuclear power plant in St. Lucie County. All these factors increase the potential for a large-scale event in Central Florida.

The Region has a robust healthcare system, with a total of 85 hospitals and free-standing emergency departments, including a Level I trauma center and a Level 1 pediatric trauma center in the metro Orlando area, five Level 2 trauma centers across the region, and three children’s hospitals.

Region 5 Population by County (US QuickFacts- Estimated Population July 2023):	
Brevard County	643,979
Indian River County	169,795
Lake County	424,462
Martin County	163,315
Orange County	1,471,416
Osceola County	437,784
Seminole County	484,271
St. Lucie County	373,586
Volusia County	590,357
Region 5	4,758,965

<https://www.census.gov/quickfacts/fact/table/US/PST045222>

HHS emPOWER Data (October 2024)

County	Total Medicare Beneficiaries	% of Population Medicare Beneficiaries	Total Power Dependent Devices	% of Power Dependent Devices as compared to Population
Brevard	174,477	27%	7,251	2%
Indian River	60,419	36%	1,757	1%
Lake	124,087	30%	5,667	2%
Martin	51,310	32%	1540	1%
Orange	219,326	15%	8,280	1%
Osceola	69,175	16%	2,796	1%
Seminole	81,634	17%	3,523	1%
St. Lucie	91,816	25%	3,040	1%
Volusia	167,484	29%	7,091	2%

<https://empowerprogram.hhs.gov/>

Florida Access and Functional Needs Profile, Region 5

Florida Access and Functional Needs Profile, Region 5						
Demographic Data Indicator	Year	Measure	Region Count	Region Rate	State Count	State Rate
Total Population	2021	Count	4,557,661		22,005,587	
Resident Live Births	2021	Per 1,000 Population	44,598	9.8	216,189	9.8
Population (Aged 65-84 Years)	2021	Percent of Total Population	795,336	17.5%	4,084,197	18.6%
Population (Aged 85 Years and Older)	2021	Percent of Total Population	111,713	2.5%	601,986	2.7%
Individuals Living Alone (Aged 65 Years and Older)	2021	Percent of Population 65+	191,109	23%	1,047,479	24.5%

Children in Foster Care (Aged 0-17 Years)	2021	Per 100,000 Population, Under 18	4,680	516.9	25,475	590.4
Socioeconomic Data						
Individuals Below Poverty Level (Census)	2021	Population for Whom Poverty Status is Determined	529,557	12.2%	2,744,612	13.1%
Population Uninsured (Aged 0-64 Years) (Census)	2021	Count	510,988		2,608,912	
Households Receiving Cash Public Assistance or Food Stamps	2021	Percent of Households	219,218	13.4%	1,151,577	14.1%
Monthly Medicaid Enrollment	2021	Per 100,000 Population	998,228	21902.2	4,939,359	22445.9
Women, Infants and Children (WIC) Eligibles	2021	Percent of Total Population	126,766	2.8%	636,067	2.9%
Women, Infants and Children (WIC) Eligibles Served	2021	Percent of WIC Eligibles	79,646	62.8%	400,966	63%
Homeless Estimate	2021	Percent of Total Population	3,670	0.1%	21,141	0.1%
Population That Speak English Less Than Very Well (Aged 5 Years and Older)	2021	Percent of Census Population 5+	390,066	9.3%	2,388,642	11.8%
Spanish-Speakers Among Population That Speak English	2021	Limited English Proficiency Ages 5 and Over	288,354	73.9%	1,860,400	77.9%

Less Than Very Well (Aged 5 Years and Older)						
Vulnerability Data						
Adults Who Are Limited in Any Way in Any Activities Because of Physical, Mental or Emotional Problems	2016	Percent				21.2%
Adults Who Use Special Equipment Because of a Health Problem	2016	Percent				9.9%
Population Civilian Non-Institutionalized With a Disability	2021	Percent of Civilian non-institutionalized population	611,142	13.9%	2,818,838	13.4%
Developmentally Disabled Clients	2021	Count	11,821		61,574	
Clients Who Sustained a Brain and/or Spinal Cord Injury	2021	Count	116		540	
Emergency Department Visits From Mental Disorders	2021	Per 100,000 Population	43,373	951.7	208,961	949.6
Hospitalizations From Mental Disorders	2021	Per 100,000 Population	45,166	991	206,204	937.1
Population With Vision Difficulty	2021	Percent of Census	58,573	2.2%	247,494	1.9%

(Aged 18-64 Years) (Census)		Population 18-64				
Population With Hearing Difficulty (Aged 18-64 Years) (Census)	2021	Percent of Census Population 18-64	53,182	2%	225,318	1.8%
Medicare Beneficiaries Enrolled in Medical Essential Electric Utility Program	2021	Count	35,233		168,855	
Adult Substance Abuse Program Enrollees (Aged 18 Years and Older)	2021	Count	10,498		42,298	
Population With an Independent Living Disability (Aged 18-64 Years) (Census)	2021	Percent of Census Population 18-64	99,701	3.7%	446,580	3.5%
Children Through Age 20						
Population With Vision Difficulty (Aged 0-17 Years) (Census)	2021	Percent of Census Population Under 18	8,253	0.9%	34,286	0.8%
Population With Hearing Difficulty (Aged 0-17 Years) (Census)	2021	Percent of Census Population Under 18	6,205	0.7%	22,723	0.5%
Medical Foster Care Children	2021	Count	106		400	
Florida Children's Medical Services (CMS) Clients	2021	Percent of Population Under 21	22,429	2.1%	110,419	2.2%

Child Substance Abuse Program Enrollees (Aged 0-17 Years)	2021	Count	2,226		7,458	
Elderly Ages 65+						
Population With Vision Difficulty (Aged 65 Years and Older) (Census)	2021	Percent of Census Population 65+	53,873	6.4%	257,006	5.9%
Population With Hearing Difficulty (Aged 65 Years and Older) (Census)	2021	Percent of Census Population 65+	115,125	13.6%	547,096	12.6%
Probable Alzheimer's Cases (Aged 65 Years and Older)	2021	Percent of Population 65+	105,187	11.6%	553,736	11.8%

<https://www.floridahealth.gov/%5C//programs-and-services/emergency-preparedness-and-response/community-preparedness/access-functional-needs/afn-profile.html#:~:text=Data%20for%20persons%20with%20access%20and%20functional%20needs,the%20data%20sources%20used%20in%20compiling%20the%20profile>

ALICE:

The United Way ALICE (Asset Limited, Income Constrained, Employed) report identifies communities where families are working but, due to rising costs, are financially instable. In 2022, financial hardship in Florida continued to be shaped by the conflicting economic forces of the pandemic and remained substantially undercounted by official measures. These powerful crosscurrents — COVID-19, inflation, wage growth, and the expansion and expiration of pandemic public assistance — impacted how many Florida households were below the ALICE Threshold of Financial Survival. Between 2021 and 2022, the number of ALICE households in Florida increased by 182,493 (to 33% of all households), accelerating a more than decade-long trend in the growth of this population. The number of households in poverty also increased, though less substantially — by 7,121, remaining at 13% of all households. By 2022, of the 8,800,279 households in Florida, 4,056,220 — 46% — were below the ALICE Threshold. The counties making up the Central Florida Disaster Medical Coalition member area are detailed below:

Year	County	Households	Poverty Households	ALICE Households	Above ALICE Households	ALICE Threshold - HH under 65	ALICE Threshold - HH 65 years and over
2022	Brevard	255,723	25,716	76,990	153,017	\$63,898	\$54,864
2022	Indian River	72,199	8,506	23,024	40,669	\$60,509	\$54,732
2022	Lake	167,485	16,560	60,745	90,180	\$66,386	\$58,284
2022	Martin	66,871	6,067	20,875	39,929	\$71,139	\$56,760
2022	Orange	545,757	71,498	178,083	296,176	\$67,458	\$61,200
2022	Osceola	151,618	20,094	59,834	71,690	\$68,811	\$59,700
2022	St. Lucie	134,215	18,709	49,217	66,289	\$71,074	\$55,356
2022	Seminole	189,482	22,074	54,529	112,879	\$66,474	\$62,604
2022	Volusia	241,871	26,955	80,236	134,680	\$60,403	\$53,748

*Source : <https://www.unitedforalice.org/state-overview/florida>

Federal, State, Regional, County, Facility and Member Data Used:

Federal Data:

Department of Homeland Security 2025 Homeland Threat Assessment:

- Terrorism
- Illegal Drugs
- Nation States: Influence Operations and Transnational Repression
- Migration and Watchlist Encounter Trends
- Transnational Criminal Organizations
- Disruptive and Destructive Cyber Attacks Targeting Critical Infrastructure
- Disruptive and Destructive Physical Attacks Targeting Critical Infrastructure
- Intelligence Collection Against Critical Infrastructure Networks
- Economic Manipulation and Coercion
- Economic Espionage and Influence

FEMA National Risk Index (November 2024)

The FEMA National Risk Index is based on potential hazards, expected loss, social vulnerability index and community resilience. It compares each county to the national percentile and Florida percentile.

County	Risk Index (National Percentile)	Risk Index (Florida Percentile)	Expected Annual Loss	Social Vulnerability Index	Community Resilience
Brevard	Relatively High Score 99.36	Relatively High Score 92.50	Relatively High Score 99.38	Relatively Moderate Score 47.07	Relatively Moderate Score 59.83
Indian River	Relatively High Score 97.07	Relatively High Score 71.60	Relatively High Score 97.25	Relatively Moderate Score 52.10	Relatively Moderate Score 49.55
Lake	Relatively Moderate Score 95.23	Relatively Moderate Score 58.20	Relatively Moderate Score 95.14	Relatively High Score 67.79	Relatively Moderate Score 48.09
Martin	Relatively High Score 96.53	Relatively High Score 68.70	Relatively High Score 96.56	Relatively Moderate Score 48.98	Relatively Moderate Score 41.37
Orange	Relatively High Score 98.57	Relatively High Score 86.60	Relatively High Score 98.58	Very High Score 80.11	Relatively Moderate Score 43.92
Osceola	Relatively Moderate Score 95.13	Relatively Moderate Score 56.70	Relatively Moderate Score 94.46	Very High Score 87.30	Relatively Low Score 35.74
Seminole	Relatively High Score 95.64	Relatively Moderate Score 62.70	Relatively High Score 95.73	Relatively Low Score 33.58	Relatively High Score 64.58
St. Lucie	Relatively High Score 98.31	Relatively High Score 82.10	Relatively High Score 98.3	Relatively High Score 78.68	Relatively Moderate Score 46.21
Volusia	Relatively High Score 97.52	Relatively High Score 76.10	Relatively High Score 97.37	Relatively High Score 65.79	Relatively Moderate Score 45.64

<https://hazards.fema.gov/nri/map>

State Data:

Florida's Top Ten Threats/Hazards, 2023 (FDOH Bureau of Preparedness & Response):

- Hurricane and Tropical Storms
- Severe Weather
- Cyber/Technical/Communication Incidents
- Flooding
- Hazardous Materials Incidents
- Mass Casualty/Fatality Incidents
- Infectious Disease
- Agricultural Incidents
- Storm Surge
- Wildfires

Regional Data:

Region 5 THIRA/SPR:

CFDMC participated in the RDSTF 2024 Stakeholder Preparedness Review (SPR). The SPR is an annual three-step self-assessment of a community's capability levels based on the capability targets identified in the THIRA (Threat and Hazard Identification and Risk Assessment). CFDMC participated in this process with other regional partners. The THIRA helps communities understand their risks and determine the level of capability they need to address those risks. The outputs from the SPR lay the foundation for determining a community's capability gaps, including:

Most significant risks identified in the Orlando UASI:

- Active Shooter
- Cyber
- Weather

County Data:

County Emergency Management HVAs:

The Coalition met with county emergency management personnel within the region on 9/5/24 and requested updates to county HVAs or local mitigation strategies. A reminder was also sent to all. The Coalition also participated in the Osceola County THIRA process. County emergency management across the region identified the top hazards as:

County	Top Hazards
Brevard County	<ul style="list-style-type: none">• Hurricane• Prolonged Utility Failure• Pandemic/Epidemic• Mass Casualty

Indian River County	<ul style="list-style-type: none"> • Hurricane • Tornado • Wildfire • Sinkholes • Epidemics
Lake County	<ul style="list-style-type: none"> • Drought • Flooding • Hail • Extreme Heat • Hurricanes/Tropical Cycles • Thunderstorms/Lightning • Sinkholes • Tornadoes • Fires
Orange County	<ul style="list-style-type: none"> • Tornadoes • Tropical Storms • Cyber • Heat Waves • Diseases/Pandemic • Drought • Sinkholes
Osceola County	<ul style="list-style-type: none"> • Tropical Cyclones • Flooding • Cyber Attack • Tornado • Wildfire • Terrorism
Seminole County	<ul style="list-style-type: none"> • Critical Infrastructure Disruption (Communications/Power/Utilities) • Cyber Security Attack • Drought/Water Shortage • Flooding • Tornadoes • Tropical Cycles/Hurricanes/Tropical Storms
St. Lucie County	<ul style="list-style-type: none"> • Flooding • Hurricane/Tropical Storm • Tornadoes • Severe Thunderstorms/Lightning • Wildfire • Sea Level Rise • Power System Failure • Radiological Incidents
Volusia County	<ul style="list-style-type: none"> • Hurricane/Tropical Storms

- | | |
|--|--|
| | <ul style="list-style-type: none">• Tornadoes• Flooding• Fires |
|--|--|

County Health Department PHRATs (Public Health Risk Assessment Tool):

The Coalition discussed the HVA process and requested county PHRATs at a meeting with co-chairs and county planners on 8/27/24 and reminders were sent on 9/19/24 and 11/22/24. Four counties provided PHRATs (Brevard, Lake, Osceola and Seminole).

The highest rated threats were:

- Extreme Heat
- Hurricane/Tropical Storms
- Water Supply Contamination
- Seasonal Influenza
- Tornados
- Disease Outbreak

Hospital Data:

The HVA process and a request for facility HVAs was discussed during the 9/5/24 regional hospital call, with reminders on the October and November calls. Only one hospital system provided their highest threats:

- Hurricane/Tropical Storm
- Elevator Failure
- Workplace Violence
- HazMat

CFDMC Member Data:

Member data was collected in two ways. At the September 19, 2024 Coalition Member meeting, a facilitated risk assessment was conducted via Mentimeter, with 69 members participating from the following organizations:

- Avante At Mt. Dora
- AdventHealth
- APRN Volunteer
- Brevard County Fire Rescue
- Brevard County Medical Examiner
- Brooks Rehab
- Central Florida Cares Health System
- CFDMT DOH-Lake
- Cleveland Clinic Martin Health
- Courtyards of Orlando
- Davita
- Devereux
- DOH-Brevard
- DOH-Lake
- DOH-Okeechobee
- DOH-Orange
- DOH-Osceola
- DOH-Region 5
- DOH-Seminole
- DOH-St. Lucie

- DOH-Volusia
- EPA-R4 Superfund
- Family First
- FEMA-Regions 4 & 7
- Halifax Health Hospice
- HCA Osceola
- HCA FL Lawnwood
- HCA Lake Monroe
- Health Council of East Central Florida
- Health First
- Kissimmee Fire Department
- Lakeview Court
- Martin Fire/Rescue
- MRC
- Nemours Children's Health
- Northland Church
- OCFRD
- Orange County EMS
- Orlando Health
- RDSTF Region 5/FDLE
- Region 4 HCC
- Sanford Fire Department
- Seminole County Emergency Management
- Tampa Bay Healthcare Coalition
- UCF
- VA
- Volusia County Emergency Manager
- Westminster Towers Orlando

On September 19, 2024, a risk assessment survey was sent to all members. A total of 26 responses were received.

From these two assessments, Coalition members identified the following as the region's top hazards:

- Hurricanes/Tropical Storms
- Cyber Attacks
- Critical Infrastructure Disruptions (Communications/Power/Utilities)
- Mass Casualty Incidents
- Tornados

For additional information on the data used in this HVA update, please contact info@centralfladisaster.org.