

ST. JOHNS COUNTY  
COMPREHENSIVE EMERGENCY  
MANAGEMENT PLAN

2016

**Annex I**  
**Recovery**



## **I. INTRODUCTION**

Following a disaster many critical post-disaster issues will have to be addressed. Resolution of these issues will require a coordinated local, state and federal effort. The recovery section establishes a detailed framework of federal and state government support for local government efforts to restore essential public and social services following a disaster. Much of this support involves the coordination and administration of federal disaster assistance. This section will outline the process for assessing the need for and administration of local, state and federal disaster assistance.

Disaster recovery operations illustrate the importance of the recovery period. Public Officials must be prepared to lead the community to recovery (survivors, emergency workers and volunteers), restore utilities, repair infrastructure, and plan for future development, without losing sight of the less visible damage caused by emergencies and disasters.

## **II. GENERAL**

The St. Johns County Emergency Operations Center (EOC) will be fully utilized during recovery operations, as such, a Joint Field Office (JFO) may be established to manage, coordinate and direct the response and recovery efforts for joint Federal-State operations following a major event. The Organizational Charts in Appendix A define the assumptions and functions associated with JFO during the Recovery phase. The EOC will serve as the coordination point for establishing the JFO, staging areas, base camps and other sites for coordinated assistance. The center will be established and operated by representatives from appropriate ESF's and other agencies involved in the recovery process. The JFO will be organized along the same lines of responsibility as the state and federal recovery structures.

Direction, control and coordination during the immediate recovery phase focuses on the following types of activities:

- A. Establishment of an inter-county recovery network designed to provide the support for movement of response actions, relief supplies and services into the county.
- B. Allocation and administration of the distribution of emergency supplies including food, water, and other items as deemed necessary.
- C. Managing post-event sheltering operations.
- D. Initiating preliminary damage assessment (air and ground), debris removal and the restoration of utilities.

The primary local coordinating agency for requesting resources within the county is the St. Johns County Emergency Management. This function will be performed from the

EOC until directed by the Emergency Management Director to move to the JFO. This transfer to the JFO will only take place when there is sufficient evidence that sustainment of operations is achievable and recovery efforts could be better managed at the JFO.

- A. St. Johns County Emergency Management has the primary responsibility for coordinating recovery efforts. The St. Johns County Emergency Management Director will continue EOC Operations, as the EOC will already be activated for response functions, and will continue to manage the Emergency Operations Center for recovery.
- B. The Emergency Management Director will appoint the local liaison to the Joint Field Office (JFO) and state recovery staff, upon activation of the JFO.
- C. The Emergency Management Director will request the State to participate in establishing a JFO and will appoint a liaison to the State Recovery Staff. Individual ESF's in the EOC and JFO will coordinate with their state counterparts during response and recovery operations. In order to assure the flow of accurate and timely recovery information, and to coordinate relief and recovery efforts, state and federal agencies will be encouraged to have liaisons in the JFO.
  1. The Emergency Management Director will appoint the liaison to coordinate recovery activities with the municipalities. Individual Emergency Support Function's in the EOC and JFO will coordinate with their municipal counterparts during response and recovery operations. In order to assure the flow of accurate and timely recovery information, and to coordinate relief and recovery efforts, municipalities will be encouraged to have liaisons in the JFO.
  2. All recovery activities are coordinated through the Emergency Management Director and begin during the response phase with an evaluation of:
    - a) Situation reports
    - b) Incident action plans
    - c) Mission assignments
    - d) Resource requests
    - e) Municipal status update reports
    - f) EOC briefings
    - g) Conference calls
    - h) Impact assessment data, as well as other impact information received

These information sources are reviewed and monitored to start the identification of areas that should receive priority for damage

assessment and human needs assessment. This gathering of intelligence sets the stage for the operational transition from response to recovery activities.

3. If St. Johns County receives an Individual Disaster Assistance Declaration the Emergency Management Director will request the Florida Division of Emergency Management to participate in establishing a Disaster Recovery Center (DRC) through an EM Constellation request or a phone call.

The Emergency Management Director is responsible for the overall coordination and establishment of a Disaster Recovery Center and will serve as the County Recovery Center Coordinator to coordinate with state and federal individual assistance officers in the establishment of the Disaster Recovery Center.

This facility will be established in the area affected by the disaster where families, individuals and businesses can meet face-to-face with representatives from Federal, State, County and Volunteer Agencies to:

- a) Discuss their disaster-related needs
  - b) Obtain information about disaster assistance programs
  - c) Register for assistance
  - d) Update registration information
  - e) Learn about measures for rebuilding that can eliminate or reduce the risk of future loss
  - f) Learn how to complete the SBA loan application
  - g) Request the status of their Applications for Assistance to Individuals and Households.
4. The Coordinator for ESF-14 is the Emergency Public Information Officer (PIO) and is responsible for providing public information and education programs regarding the recovery effort and available local, state and federal assistance. The Emergency PIO will follow procedures established in ESF-14 Public Information SOP for the dissemination of information. Further information can be found in the Emergency Support Function 14 Public Information Section of the CEMP.

Public information programs will use all resources available in reaching the population in St. Johns County. Special efforts will be made to reach the hearing / sight impaired; non-English speaking or without typical communication outlets.

5. The county utilizes the established process under the Stafford Act as amended by the Disaster Mitigation Act 2002 and Sandy Recovery Improvement Act of 2013, for obtaining and administering state and federal disaster assistance. When the President issues a disaster declaration that includes St. Johns County, the County will receive notice directly from the Florida Division of Emergency Management. The Emergency Management Director will ensure that this information is transmitted to the St. Johns County Finance Office for coordination of financial reimbursement with county agencies while maintaining compliance procedures for financial transaction, accurate accounting, grants management, document tracking, and payroll procedures. Each County agency is responsible for the collection and documentation of reimbursement information, identification of public assistance projects, and submission to SJC Finance Office for countywide consolidation and submission to FEMA. It is the responsibility of SJC Finance Office to acquire additional staffing to implement the public assistance program.

The Emergency Management Director will transmit disaster declaration, recovery assistance information, and technical assistance resources to the municipalities, special taxing districts, and not-for-profit organizations that perform essential governmental services as described in FEMA regulations by conference calls, SJC Emergency Management website, e-mail, media outlets, and other available communication mechanisms.

Each municipality is responsible for identifying public assistance projects. The recovery staff will coordinate with the State regarding implementing the appropriate programs authorized by the declaration.

6. During a non-declared disaster event the county recovery activities outlined in this section are the same for declared and non-declared disasters with the exception of available federal and / or state resources. Without a federal disaster declaration, financial assistance for survivors is limited and heavy reliance is placed on the American Red Cross, Salvation Army, St. Johns County Volunteer Organizations Active in Disasters (VOAD), charitable agencies, faith based organizations, donations and insurance coverage. Businesses must depend on insurance coverage or obtain loans/refinancing for recovery. The County and municipal governments must meet infrastructure recovery needs through existing operating funds, insurance, or resort to bond issues to fund disaster recovery. The St. Johns County VOAD will be convened to identify survivors' needs and potential recovery assistance.

7. The agencies that have support roles and will be involved in recovery operations are the following:
  - American Red Cross
  - Florida Department of Health
  - Municipalities
  - Salvation Army
  - SJC Clerk of the Court
  - SJC Development Services
  - SJC Finance Office
  - SJC Fire Rescue
  - SJC Housing and Community Services
  - SJC Health and Human Services
  - SJC Parks and Recreation
  - SJC Property Appraiser
  - SJC Public Works Department
  - SJC School District
  - SJC Sheriff's Office
  - SJC Volunteer Organizations Active in Disasters (VOAD)

### **III. RECOVERY FUNCTION**

Damage assessment is the first and one of the most important steps in the recovery process. It is the basis for determining the type and amount of State and / or Federal financial assistance necessary for recovery and mitigation. An initial impact assessment is conducted during the response and immediate recovery phase to support, if necessary, a request for a gubernatorial State of Emergency declaration and (FDEM) to request a presidential declaration.

Damage assessment has a two-fold mission:

- To identify the immediate needs and resources required to assist disaster survivors
- To substantiate requests for supplemental assistance

St. Johns County's capability to conduct its own assessment may be limited due to the extensive damage associated with a catastrophic event.

#### **A. General**

When emergency conditions subside, rapid and thorough assessments must be conducted to assess the overall damage to homes and businesses within the affected areas; to assess the overall damage to critical public facilities and infrastructure; and to determine whether those

damages are sufficient to warrant supplemental federal disaster assistance.

The recovery response to an emergency will be based upon the assessment of lives impacted, public and private property losses, actions taken to alleviate the situation, and the expenditures committed to that effort. In order to determine the magnitude of the emergency and the degree of assistance necessary, the recovery team at the EOC must have information concerning property damage and operational costs as soon as possible after the emergency occurrence. Initial assessments may indicate necessity for outside assistance, including possible requests for Presidential Disaster Declaration.

In a catastrophic disaster when damage assessment has been waived, information and data on damages must still be compiled for briefings, planning for additional recovery resources, and prioritizing recovery efforts.

## **B. Responsibilities**

### **Emergency Management Division**

1. Provides damage assessment training as described in the Basic Plan.
2. Collects and consolidates initial damage assessment reports.
3. Transmits damage assessment information to the State Emergency Operations Center.
4. Requests technical assistance if damage assessment is beyond county capabilities.
5. Coordinates with state, federal and other damage assessment teams.
6. Contacts Damage Assessment Team members to report to Staging Area for deployment.
7. Develops public/private damage assessment standard operating guidelines and checklists.

### **St. Johns County Property Appraiser**

Will act as lead agency in conducting damage assessment of private property and businesses as well as public property and infrastructure.

1. Ensures damage assessment teams are properly trained and equipped.
2. Coordinates damage assessment information received from private property and businesses.
3. Assigns damage assessment teams to impact areas.
4. Monitors threshold amounts for affected, minor, major and destroyed properties.

5. Provides residents with information regarding recovery assistance, informing residents of available services, location of the Disaster Recovery Center, distribution of informational brochures, etc.
6. Obtains property assessment information for team members.
7. Assists in determining damage assessment values for private property.
8. Coordinates all damage assessment information to the EOC

### **C. Initial Impact and Damage Assessment**

In the immediate aftermath of the disaster, St. Johns County will conduct a countywide initial impact assessment. The goal of this assessment is to determine the magnitude and severity of damage to structures and infrastructure.

This initial damage assessment determines whether more detailed damage assessments are necessary and identifies those areas where further efforts should be concentrated. The initial damage assessment is reported to the St. Johns County Emergency Operations Center within twelve hours of the event by all County departments, municipalities and eligible private nonprofit agencies. The results are mapped by the St. Johns County Geographic Information System Division using color-coded categories. The information is then compiled on a Flash Report, Situation Report or Initial Damage Assessment Report and submitted electronically on EM Constellation to the State EOC.

From the initial damage assessments, a "quick dollar estimate" of the damages will be derived based on certain assumptions predetermined by the damage assessment team in the St. Johns EOC. The team will also make damage estimates from the property values according to the Property Appraisers records, and standard rates for labor and equipment.

If the preliminary damage assessment indicates that the damage is severe and widespread, a gubernatorial declaration of a State of Emergency may be possible without a detailed written damage assessment. In that case state and federal teams may be dispatched to assist in completing the damage assessment.

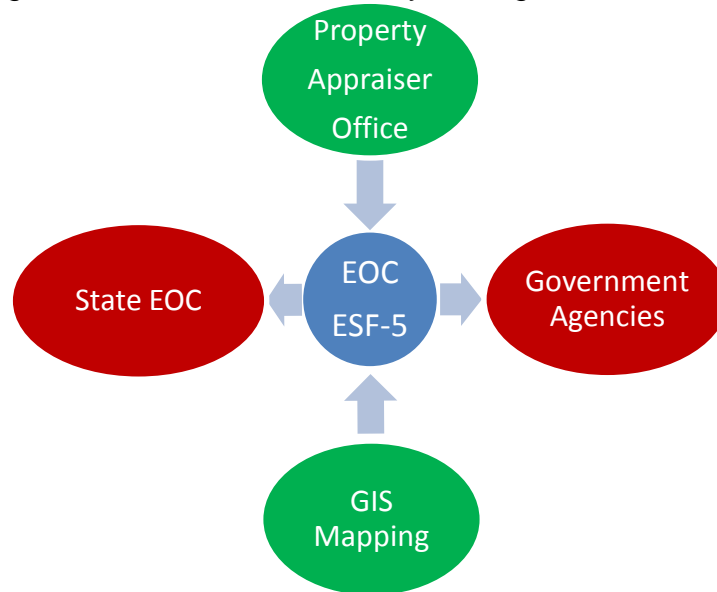
The impact assessment data provides a countywide general overview of the most significantly impacted areas and, therefore establishes a prioritization mechanism for damage assessment team deployment, resource allocation, and disaster assistance. If outside assistance will be required, the initial damage assessment may be used as the basis for a local declaration of emergency.



## D. Preliminary Damage Assessment

A preliminary damage assessment is needed to quickly assess the life safety needs, magnitude of the disaster and eligibility for state and federal aid. Damage assessment is accomplished in phases. Preliminary Damage Assessment (PDA) scans the affected area to determine the width and breadth of damage, looking at critical facilities and infrastructure to determine the immediate life safety needs.

St. Johns County Emergency Management is the county's single point for receiving damage assessment reports, evaluating information and determining the disaster magnitude. The St. Johns County Property Appraisers Office provides the information and analysis support for damage assessment. This agency will provide a graphic depiction of damage levels as well as monetary damage assessments.



The St. Johns County Damage Assessment Team Leader has assigned teams, augmented with out-of-county mutual aid if necessary, to perform a "structure by structure" damage assessment. St. Johns County agencies use the St. Johns County Damage Assessment Standard Operating Guideline to document and insure damage assessment procedures are standardized. As information is received, the Property Appraiser uses computer analysis to determine dollar cost damage and mapping. This information can provide complete damage analysis support for the county.

Information is collected and evaluated, using State Damage Assessment Forms, Situation Reports, and other means and is shared with State and Federal officials as necessary. St. Johns County Emergency Management, working with the St. Johns County Property Appraiser and Damage Assessment Teams, produces a preliminary damage

assessment for St. Johns County to be submitted to the State and FEMA. This assessment is formatted using State Damage Assessment Forms to facilitate rapid dissemination of information.

If it is apparent that a Presidential disaster declaration may be necessary to assist in the recovery of the impacted area, St. Johns County will make a request for a formal PDA team to the State of Florida through EM Constellation. The State will contact their FEMA Regional Office and request a joint Federal and State Preliminary Damage Assessment (PDA). Local government representatives should be included, if possible. Together, the team will conduct a thorough assessment of the impacted area to determine the extent of the disaster, its impact on individuals and public facilities, and the types of federal assistance that may be needed. This information is included in the Governor's request to show that the disaster is of such severity and magnitude that effective response is beyond the capabilities of the State and the affected local governments and that supplemental federal assistance is necessary.

#### **E. Public Assistance Preliminary Damage Assessment**

The Preliminary Damage Assessment will include an assessment of Public facilities to determine what type of federal assistance may be available to the County. The previously mentioned procedures will be followed in requesting formal PDA's Teams for St. Johns County. The team will conduct a thorough assessment of the impacted area to determine the extent of the disaster, its impact on individuals and public facilities, and the types of federal assistance that may be needed.

Assistance to local governments and certain private nonprofit organizations for emergency work and the repair or replacement of disaster-damaged facilities, may include the following categories:

- A - Debris removal
- B - Emergency protective measures
- C – Roads and bridges
- D – Water control facilities
- E – Buildings and equipment
- F – Utilities
- G – Parks, recreational and other facilities

The PDA Team will evaluate the following public facilities and services to determine if a Public Assistance Declaration will be authorized:

- Access points to the disaster area(s)
- Boundaries of the disaster area(s)
- Damage to parks, recreational sites and beaches

- Damage to private and public utilities (i.e. - water and wastewater systems, electric and phone services, natural gas delivery systems, etc.)
- Damage to public buildings and equipment
- Damage to roads, streets and bridges
- Damage to water control facilities (i.e. - drainage systems, dikes, levees).
- Disaster casualty information
- Major resource needs / shortfalls
- Resources needed to accomplish emergency debris removal to clear major roadways
- Shelter / mass care information
- Status of communications systems
- Status of critical facilities
- Status of medical systems
- Status of transportation systems

#### **F. Individual and Business Preliminary Damage Assessment**

Individual and business preliminary damage assessment is essential to gauge the overall effects of the emergency or disaster on individuals and the economic damage. This information is vital in supporting requests for federal disaster assistance in the form of Individual Assistance or Small Business Administration disaster assistance loans. Many times the information needed may not be readily available during the actual preliminary damage assessment, and may need to be collected in follow-up damage assessment and project worksheet processes.

Not all programs, however, are activated for every disaster. The determination of which programs are authorized is based on the types of assistance specified in the Governor request and the needs identified during the joint PDA and subsequent PDAs. Individual Assistance is assistance to individuals and households, which may include:

- Individuals and Households Program
- Crisis Counseling Program
- Disaster Case Management
- Disaster Unemployment Assistance
- Disaster Legal Services
- Disaster Supplemental Nutrition Assistance Program

Individual Assistance Damage Assessment Teams will be requested from the State of Florida via EM Constellation. These teams will be composed of State, Federal, County and / or municipal officials working as a team to conduct the assessment of a specified area or location to determine

damages to individuals and businesses. The St. Johns County Property Appraiser's Office is the overall coordinator of Damage Assessment Teams. The teams will use Damage Assessment Forms identified for Individual, Business, and Public Assistance, each being color coded for ease of use in the field. All teams will report Damage Assessment to the Emergency Operations Center. Teams should make the following determinations:

## 1. Private Residences and Businesses

- a) Primary versus secondary residences – Secondary homes are not eligible for disaster assistance.
- b) Homeowner or rental property – Homeowners are eligible for assistance for losses to both property and contents, whereas renters may only be eligible for losses to contents.
- c) Extent of damage – There are five levels of damage:
  - Destroyed – Structure is a total loss, permanently uninhabitable
  - Major – Structure has sustained structural or significant damage and uninhabitable
  - Minor – Structure is damaged and uninhabitable
  - Affected – Structure has received minimal damage and is habitable without repairs
  - Inaccessible – Structures exist in an area that the team or resident cannot safely enter to verify damages
- d) Insured versus uninsured damage – Insured damages and losses are not eligible for disaster assistance.
- e) Tenant versus owner – Homeowners may be eligible for assistance in repairing or replacing losses to property and contents; whereas renters may be eligible for assistance to cover content losses only.
- f) Estimated days out of operation – This information is needed to estimate the total dollar loss to a business.
- g) Number of employees – Used to estimate the amount of disaster unemployment for a business.
- h) Replacement costs – Replacement costs of land, structures and content are eligible for disaster assistance.

## 2. Assessing Economic Injury

Economic injury or loss to the community and businesses must be assessed as part of the overall damage assessment. These losses will be a part of the overall damage assessment used to determine eligibility of federal disaster assistance. There are several ways to assess economic injury. Extrapolation of actual damage against existing studies of economic conditions of an area; or an actual survey of recovered business and receipts is the second. Extensive studies have been completed using hypothetical disasters. The Model Community Post-Disaster Economic Redevelopment Plan notes that economic activity virtually ceased in the immediate area of Hurricane Andrew. Businesses destroyed or damaged numbered 82,000. Jobs lost were approximately 85,000.

Damage to St. Johns County could easily top 28 billion dollars of structural damage alone per current property appraiser estimates. Job losses from a Category 5 hurricane would be catastrophic. If damage levels parallel those of recent economic studies, economic injury estimates are possible.

## G. Community Recovery

1. **Disaster Recovery Center (DRC)** – If St. Johns County receives an Individual Assistance Declaration a Disaster Recovery Center will be established in the immediate area to provide “one-stop shopping” for information and assistance. Telephone and online registration is the primary mechanism for the registration of affected person impacted by a disaster needing assistance with the DRC supplementing those efforts. The Emergency Management Director will work closely with the ESF’s to ensure the selected facilities or locations are capable of supporting DRC operations for extended periods. It is anticipated that the Center will be located close to the impacted area. The concept is to have only one center open. Several possible DRC locations have been identified by the Emergency Management Director. The primary center is at the St. Johns County Convention Center, World Golf Village. Other locations have been identified and are listed below:

DRC Location	Area of County
Ponce De Leon Mall	St. Augustine
Outlet Malls	St. Augustine
Satellite Government Facilities	County-Wide

The location will be determined depending on the disaster. A DRC Coordinator will be assigned by the Emergency Management

Director and will provide the state and federal agencies with a list of locations identified in the pre-event planning stage and that have been inspected by preliminary damage assessment teams and found safe. The DRC Coordinator will ensure Memoranda of Understanding are completed for each non-county facility selected for use as a DRC. Once DRC sites have been confirmed, the locations will be released to the Joint Information Center, where a coordinated press release will be provided to all available media sources indicating the DRC location(s). FEMA has established the following guidelines for determining if a building is suitable for use as a Disaster Recovery Center.

- Preferred 5,000 sq. ft. of floor space
- Waiting area capable of accommodating 100 persons
- Access for the disabled
- Separate parking areas for child care, crisis counseling, and first aid
- Adequate parking
- Located near public transportation systems
- Adequate utilities and communications
- Adequate rest rooms and janitorial services

Personnel for the DRC will be contacted via email and/or cell phones, if neither of these is available or in risk of interruption, back up measures will be implemented. A pre-event briefing will include instructions and directions to DRC personnel. The request for establishment of a DRC is made through EM Constellation to the State EOC.

2. **The Disaster Recovery Center Coordinator** – Will work closely with ESF-2 (Communications), ESF 3 (Public Works), ESF-6 (Mass Care), ESF-7 (Resource Support) and ESF-16 (Law Enforcement) to ensure the DRC has the necessary utilities, supplies and materials to conduct operations. Once a DRC site(s) has been confirmed, county, state and federal PIO's will prepare a coordinated press release to advise persons affected by the disaster of the location of DRC's, assistance available through the DRC's, and any documentation required to support their claims for assistance.
  - a) **Staffing** – DRC's will be staffed with representatives from appropriate federal, state and county agencies, private relief organizations, and other organizations capable of providing disaster related information to individuals and businesses. Recovery Center staffing includes representatives from the

organizations listed below. Additional agencies and staff may be located at the Disaster Recovery Center as required.

- a. FEMA / State Recovery Center Manager and Support Staff – Responsible for the overall management of the DRC.
- b. Florida Dept. Of Economic Opportunity – Provides assistance and information to disaster survivors about unemployment compensation and disaster unemployment assistance.
- c. U.S. Dept. of Agriculture and Florida Dept. Of Agriculture and Consumer Services – Provides assistance and information to disaster survivors about low interest disaster loans that cover agricultural and farm losses.
- d. U.S. Small Business Administration – Provides assistance and information to disaster survivors about low interest disaster loans for homeowners and business owners.
- e. American Red Cross – Provides assistance and information about resources available through the American Red Cross.
- f. Salvation Army – Provides assistance and information about assistance available through the Salvation Army.
- g. Crisis Counselors – Provides professional counseling services to help relieve mental health problems caused or aggravated by the disaster event.
- h. Florida Office of Insurance Regulation – Provides assistance and information about resolving insurance claims and problems.
- i. Florida Dept. of Children & Families -- provides assistance and information on the availability of regular and emergency food stamps and individual/family grants.

- j. National Flood Insurance Program – Assists in determining whether damaged properties are located within designated flood plains.
- k. Temporary Housing Staff (FEMA) – Provides assistance and information about the availability of rental and mortgage assistance, and other housing programs.
- l. Internal Revenue Services – Provides assistance and information about how the disaster will affect their taxes.

b) **Equipment** – DRC will be supplied with, when possible:

- County Maps
- Telephone Books
- “To Go” Kit
- Laptop computers
- Telephones
- One county vehicle
- Office supplies
- Copier(s)
- Fax machine

### 3. **Feeding Distribution Sites and Temporary Living Areas**

The Salvation Army serves as a support agency for ESF-6 Mass Care and ESF-11 Food and Water. The American Red Cross (ARC) serves as a support agency to both ESF’s. The ARC will coordinate with the Operations Officer for the placement of feeding, distribution, and temporary living sites. The ARC will provide Emergency Management with copies of any Memoranda of Understanding for any site utilized that does not appear in the county database as a pre-approved location. The St. Johns County Disaster Housing Strategy provides more detailed information in regard to the plans in place to temporarily house individuals displaced by a disaster. The Disaster Housing Strategy can be found in Appendix W.

In the event the St. Johns County School District cannot open a sufficient number of emergency shelters to house and accommodate the number of persons forced from their residences, ESF-6 Mass Care will coordinate the provision of additional emergency shelter for persons affected by the disaster with the aid of state and federal ESF’s. ESF-11 will also coordinate provisions



for feeding disaster survivors and emergency workers. They will work closely with their state and federal counterpart and other similar response organizations to establish fixed and mobile feeding kitchens and bulk distribution sites.

Requests for bulk food and water will be processed through ESF-11 Food and Water. ESF-11, in coordination with Emergency Management, will coordinate with its state and federal counterparts to locate secure pre-packaged food. ESF-11 will also locate and secure adequate supplies of water and purification units, if necessary. ESF-11 will coordinate with ESF-7 Resource Support to locate and secure refrigerated trucks and boxcars for cold storage if required.

#### **4. Infrastructure**

##### **a) Direction and Control of Recovery Operations**

St. Johns County Emergency Management will be coordinating agency for Public Assistance Activities. The Emergency Management Director will appoint a Public Assistance Officer (PAO) who will be responsible for coordinating all activities related to federal reimbursement to local government and eligible private not-for-profit organizations, for their eligible costs incurred as a result of the event. The County PAO will also be responsible for staffing a Public Assistance Section at the Disaster Recovery Center (DRC). Each of the following agencies is considered supporting agencies and potential applicants to the Public Assistance Program and will be present at both the applicant briefing and kickoff meeting. The list is updated when new potential eligible applicants are identified.

- Anastasia Mosquito Control District
- City of St. Augustine
- City of St. Augustine Beach
- Council on Aging
- Flagler Estates Water & Road Authority
- St. Johns County Administration
- St. Johns County Clerk of the Court
- St. Johns County Emergency Management
- St. Johns County Fire / Rescue
- St. Johns County Parks and Recreation
- St. Johns County Personnel
- St. Johns County Property Appraiser
- St. Johns County Public Works
- St. Johns County Sheriff's Office

- St. Johns County School District
- St. Johns County Utilities
- St. Johns County VOAD and private non-profits
- Town of Hastings

Each municipality, special district or private non-profits (supporting agencies) is responsible for filing a separate application for public assistance with FEMA and will be required to file their own Request for Public Assistance (RPA). The County PAO will work closely with ESF-14 Public Information to notify all eligible municipalities, taxing districts and private non-profits of the availability of federal public assistance funds. Notification may occur through written correspondence, telephone contact, notices in local newspapers, broadcasts on local radio and television stations and social media. Potential eligible applicants (those listed above) will be notified of the date, time and location of the scheduled applicants briefing. The State has the responsibility to conduct the Applicant's Briefing.

b) Debris Disposal Procedures

ESF-3 has the responsibility for the overall coordination of debris removal efforts to include securing all required state and federal agency environmental permits. Emergency debris removal efforts will focus on clearing major transportation arteries in an effort to allow the movement of emergency vehicles, resources and traffic. After the restoration of the major transportation arteries has been completed, debris will then be removed from collector roadways, residential / local roadways, and public areas. Contracts for debris management have been developed and would have to be activated by St. Johns County Administration or Board if County Commissioners and are included in Appendix T along with the FEMA approved Debris Management Plan.

In an effort to minimize the impacts on remaining landfill capacities, alternate means of debris disposal will be utilized whenever possible. Vegetative debris will be burned or chipped. Burning will not be used when it creates a public health hazard. Suitable burn sites will be pre-identified by ESF-3.

It is anticipated that significant numbers of personnel with engineering and construction skills, along with construction

equipment and materials, will be required from state and federal agencies and from sources located outside of the affected area(s). The acquisition and deployment of these resources will be coordinated with ESF-7, Resource Support and ESF-3, Public Works.

The St. Johns County Attorney has developed right-of-entry procedures for debris removal from private property. This procedure will only be enacted when it becomes necessary for public health and safety.

ESF-7, St. Johns County Purchasing Department is responsible for procuring emergency contracts. ESF-3, Public Works is responsible for overseeing and working with the debris monitor and removal contractors.

c) Insurance Coordination Procedures

Most Public Assistance reimbursement will not be processed until insurance coordination with the appropriate carrier has been completed. County and local government Risk Managers must ensure early turn around of insurance documents and documentation. The FDEM Public Assistance Office will administer all public assistance grants, agreements and contracts. Administrative staff will be responsible for providing technical assistance to eligible applicants and Sub-grantees and for maintaining and submitting all documents and paperwork necessary to obligate and disburse public assistance funds. This includes establishing a system for the processing of payments to Sub-grantees; and establishing and maintaining accounting records for each payment draw down by the State and each payment to the Sub-grantees.

## 5. Administrative Procedures

a) Financial Transactions

a. Applicant Briefing and Kick-off meeting

An applicant briefing will be scheduled to advise potential eligible applicants (municipalities, county government and private non-profit entities) of the availability and requirements of federal assistance. Each potential applicant will be asked to complete and return a Request for Public Assistance (RPA) form. The RPA reports

damages suffered by each potential applicant and are used by the Federal Coordinating Officer (FCO) and Public Assistance Officer (PAO) to determine the number of damage survey and inspection teams.

Representatives (and any others deemed essential) from each of the following should participate in the Applicant Briefing:

- Anastasia Mosquito Control District
- City of St. Augustine
- City of St. Augustine Beach
- Council on Aging
- Flagler Estates Water & Road Authority
- St. Johns County
- St. Johns County School District
- Town of Hastings

Within one week of FEMA's receipt of an applicant's Request for Public Assistance the Public Assistance Officer and Emergency Management Director, or their designee, will schedule a Kick-off Meeting. This meeting differs from the applicants briefing by describing the application process and gives a general overview of the Public Assistance Program. It is designed to provide a much more detailed review of the PA Program. Representatives from each of the following agencies (and any others deemed essential) should participate in the Kick-Off Meeting and will be contacted by telephone or email of all meetings:

- Anastasia Mosquito Control District
- City of St. Augustine
- City of St. Augustine Beach
- Council on Aging
- Flagler Estates Water & Road Authority
- St. Johns County Administration
- St. Johns County Clerk of the Court
- St. Johns County Emergency Management
- St. Johns County Fire / Rescue
- St. Johns County Growth Management
- St. Johns County Parks and Recreation
- St. Johns County Personnel
- St. Johns County Property Appraiser
- St. Johns County Public Works

- St. Johns County Sheriff's Office
- St. Johns County School District
- St. Johns County Utilities
- St. Johns County VOAD and private non-profits
- Town of Hastings

The list of participants for the applicant briefings and kick-off meetings, along with their names and telephone numbers, will be kept on file with EM and will be updated as new potential applicants are identified.

St. Johns County has experienced seven (7) Presidential Declarations.

- Firestorm 98
- Hurricane Floyd 1999
- Tropical Storm Gabrielle 2001
- Hurricane Charley 2004
- Hurricane Frances 2004
- Hurricane Jeanne 2004
- Tropical Storm Fay 2008

A completed Request for Public Assistance (RPA) will be transmitted to the Federal Coordinating Officer (FCO) for each potential applicant. If the RPA is denied by the FCO, the Public Assistance Officer (PAO) will notify the potential applicant in writing, explaining the specific reason(s) for denial and providing information on appeal procedures.

Potential applicants will also be requested to complete and return a "Designation of Sub-grantee's Agent" form that designates the official authorized to sign the funding agreement and execute relevant public assistance documents. Before any public assistance funds are released, the State and Applicant must enter into a disaster relief funding agreement.

It is vital during the Public Assistance process that each Project Worksheet be tracked accurately for payment. St. Johns County Emergency Management will monitor all county Project Worksheet's and receive financial guidance from the Clerk of the Court on transactions, accurate accounting, managing each grant for reimbursement, maintaining all documentation and following county policies and procedures.

## b. Damage Surveys, Reports and Project Lists

Each potential applicant must submit, within the designated application period, a “List of Projects” to be reviewed for public assistance. This list should identify, for each damage site and project; the disaster assistance category, site location, description of the damage and scope of work necessary to repair, replace or restore projects to pre-disaster conditions. Damage survey and inspection teams, comprised of county, state and federal engineers, planners and architects, will review each project and activity on the List of Projects.

The Public Assistance Officer will coordinate with each applicant to:

- Arrange the survey and inspection schedules
- Ensure participation by appropriate local officials
- Ensure necessary records and documentation are available

The inspection team will prepare Project Worksheets (PW) for each project, identifying activity descriptions, scopes of work and cost estimates. Each PW undergoes two levels of review before approval by the Federal Coordinating Officer (FCO). This approval must occur within 45 days of the date of first inspection. The first review, performed jointly by the state / federal damage survey and inspection team, is for concurrence on the PW. If state and federal inspectors concur, the Project Worksheet goes to the FCO for approval. If there is a disagreement on the PW, it is returned to the applicant for resolution of the discrepancy. The second review, conducted by FEMA staff, is done before final approval of the FCO. If the PW is approved, it is forwarded to the FCO for final approval. If there is a discrepancy, it is returned to the survey and inspection team for resolution of the discrepancy.

Any changes made to a Project Worksheet during any stage of the review process will be returned to the applicant, who will then have an opportunity to review the change, concur or not concur and attach any additional documentation or statements to support their position.

St. Johns County will electronically manage all Project Worksheets and payments using the Florida PA program.

All PW's, Damage Survey Reports, contracts, back-up documentation and corresponding memo's / letters will be submitted to St. Johns County Emergency Management to be placed in a master file box and labeled with the disaster name and number. The file boxes will be placed in a locked storeroom inside the EOC for future reference. All new data will be added to the appropriate files so each PW is kept current.

c. Appeals

The County, on behalf of a Sub-grantee, can petition the Governors Authorized Representative (GAR) to appeal any FEMA determination on, or denial of, federal public assistance. This appeal must be made in writing within 60 days from the date of notification of FEMA's determination. The Sub-grantee must provide sufficient information that permits the County to provide to the GAR the facts needed to assess the validity of the appeal. The Federal Coordinating Officer will review the appeal and conduct the necessary investigation to determine the validity of the appeal. The FCO will, within 90 days following receipt of the appeal, notify the GAR in writing of the disposition of the appeal or if additional information is required. If additional information is requested, the Federal Coordinating Officer shall have an additional 90 days, from receipt of the information, to review the information and notify the Governors Authorized Representative of the disposition of the appeal. If the FCO denies an appeal, the Sub-grantee may submit a second appeal to the FEMA Associate Director. This appeal must be in writing and submitted through the GAR and FCO within 60 days after receipt of the denial of the first appeal. The FEMA Associate Director has 90 days in which to make a decision on appeal or request additional information. If the Associate Director denies the appeal, a third and final appeal may be made to the FEMA Director within 60 days after receipt of the Associate Director's denial. The FEMA Director has 90 days in which to make a decision on the appeal or request additional information. The Director shall notify the Governors Authorized Representative of the final disposition of the appeal.

d. Program Assistance and Management

The Public Assistance Officer will administer all public assistance grants, agreements and contracts. Administrative staff will be responsible for providing technical assistance to eligible applicants and Sub-grantees, and maintaining and submitting all documents and paperwork necessary to obligate and disburse public assistance funds. This includes establishing a system for the processing of payments to Sub-grantees and to FEMA; and establishing and maintaining accounting records for each payment draw down by the State and each payment to Sub-grantees. Public Assistance will be organized using the Public Assistance Manual and forms from the state.

e. Final Inspections

When all Project Worksheets in a project application have been completed, a project summary must be submitted by the Sub-grantee to the Public Assistance Officer and Governor's Authorized Representative. State and federal inspectors will conduct a final inspection of the project to verify the project's completion. Final inspection documents will then be prepared and forwarded to the FCO for the preparation of closing documents.

b) Staff Support

The County Public Assistance Office, established by the Public Assistance Officer (PAO), will be flexible and capable of expanding and contracting as required by the event. Typical staffing of the Public Assistance Office and related duties are:

Public Assistance Officer – Responsible for the overall management of the Public Assistance Office and coordination of all activities related to federal reimbursement of eligible applicants;

Assistant Public Assistance Officer – Assists the Public Assistance Officer in the management of the office and coordinating reimbursement to eligible applicants;



Public Assistance Coordinator – Coordinates the scheduling of damage survey inspection teams and assists in the review of completed Project Worksheets (PWs);

Public Assistance Inspectors – Review public damage as part of state damage survey inspection teams and provides technical assistance to eligible applicants in the preparation and review of PWs;

Risk Manager / Insurance Coordinator – Provides technical assistance to eligible applicants on National Flood Insurance Program (NFIP) and other insurance requirements coverage and types of policies) and reviews completed PWs for compliance with insurance requirements.

Risk Manager – Provides technical assistance to eligible applicants on coverage policies and property ownership.

Administrative Staff – Process payments to eligible applicants, manage sub-grants with eligible applicants and maintain accurate accounting of all financial transactions;

Support Staff – Prepare routine correspondence and applications, maintain files and perform necessary clerical work;

Legal Staff – Review public assistance policies and procedures for compliance with applicable local, state and federal requirements and regulations.

Employment of Temporary Staff – In the event of a catastrophic event, the existing staff of the County and municipal government(s) may be insufficient to staff the Public Assistance Office. The PAO may contact the following sources for additional temporary staff:

- Professional engineering associations – for temporary public assistance inspectors.
- Florida Chapter, American Planning Association – for temporary public assistance inspectors.
- State agencies – for temporary public assistance inspectors, administrative and other support staff.

c) Project Worksheet Information and Preparation Support

Project Worksheet information and preparation support is the responsibility of the applicant agency, with assistance from St. Johns County Emergency Management, FDEM and Federal Emergency Management Agency.

**6. National Flood Insurance Program**

St. Johns County participates in the National Flood Insurance Program. A portion of St. Johns County is in a special hazard flood zone known as the Coastal High Hazard Area. St. Johns County also participates in the Community Rating System, which allows communities to lower the rates paid by their citizens for flood insurance. Communities are classified as Class 1 (most premium reduction allowed) through Class 10 (no reduction allowed). Communities not participating are classified as Class 10.

Community Name	Number of Policies	Date Joined Regular Program	Date Most Recent Rate Map	Community Rating System Rank
City of St. Augustine	4,387	10-11-72	9-02-04	7
City of St. Augustine Beach	3,278	9-29-72	9-02-04	8
Town of Hastings	51	7-02-91	9-02-04	-
Unincorporated St. Johns	27,361	7-06-73	9-02-04	5

Source - FEMA 2016

St. Johns County has a Comprehensive Land Use Plan that limits building and rebuilding within the wetlands and flood plains. The Comprehensive Land Use Plan is the basis for rebuilding, building, and planning within the flood plains. All recovery actions, both short and long term, must be completely addressed through the Comprehensive Plan.

Additionally, the St. Johns County Comprehensive Plan is an all-inclusive plan that accepts input from not only citizen groups but also technical advisory groups that were developed based on the expertise of members.

**7. Habitability Certification**

Structures, buildings, and homes that have been severely damaged, and / or had power cut off in impacted areas, cannot have power restored until inspected by a certified electrician. A lack of electricity can impact the habitability of structures. The St. Johns County Building Official will notify utility suppliers in the County when reinstatement of electrical service is authorized, which is some case could be weeks to months. All buildings damaged must be permitted for rebuilding or restoration and all

new work must be compliant with current building codes. If a building or home is damaged more than 50%, the entire structure will be required to be brought up to current building codes. Condemnation of severely damaged buildings and structures will be issued as they become public safety hazards. These are legal responsibilities of all jurisdictions within the county.

## **8. Temporary Disaster Housing**

St. Johns County Housing and Community Services will serve as the coordinating agency with their State counterpart to provide site(s) (existing homeowners' property if available) for temporary disaster housing. St. Johns County has developed a Disaster Housing Strategy<sup>1</sup> that will serve as the template for temporary housing in the County. The County will rely heavily on state and federal assistance for temporary or emergency housing.

## **9. Unmet Needs Coordination**

During the long-term recovery phase unmet needs will be assessed by Human Needs Assessment Teams, municipalities and local officials. St. Johns County and each of its municipalities will work together to identify the unmet needs of the disaster survivors through ESF-15. The primary agency for ESF-15 is the St. Johns County VOAD members with the assistance of St. Johns County Emergency Management.

The St. Johns County Volunteers Organizations Active in Disasters (VOAD) will, through ESF-15, serve as the unmet needs committee for the County and includes the following members:

- Alpha Omega
- American Red Cross
- Catholic Charities
- Children Home Society
- City of St. Augustine
- City of St. Augustine Beach
- Council on Aging
- Haven Hospice
- Home Again St. Johns
- Local Churches
- Salvation Army
- Southern Baptist
- St. Johns County

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<sup>1</sup> St. Johns County Disaster Housing Strategy is located in Appendix W

- Town of Hastings
- United Way
- Volunteer Groups

St. Johns County will utilize the following avenues to identify unmet needs within our community:

- Initial Damage Assessment
- Preliminary Damage Assessment
- Community Relations
- Citizen Reports to E-911 or EOC
- Reports from Emergency Personnel
- Media Reports
- Disaster Recovery Center Reports
- Social Media

As unmet needs are identified, ESF-15 will work to fill the request by using available inventory or donated goods. ESF-15 will work with VOAD members, volunteer groups, local churches and community programs to fill all requests. ESF-15 primary and support agencies will:

- Help to identify unmet needs in the community
- Reach out to community programs for assistance
- Track requests
- Monitor media for information
- Coordinate with Community Relations
- Track individual family case management
- Follow-up with families / communities

Training for ESF-15 members and local community groups is scheduled through St. Johns County Emergency Management, American Red Cross, the Salvation Army and other agencies. Training includes topics such as emergency home repair, light debris removal, donation management, processing centers, crisis counseling and other needed assistance.

## **10. Community Relations and Response**

The St. Johns County Director of Emergency Management or their designee will act as the County Community Relations Coordinator. The St. Johns County VOAD will be utilized to assist the Community Relations Coordinator.

This County Community Relations Coordinator and team will function as the liaison with the State Community Response Coordinator. The Community Relations Team in conjunction with the Damage Assessment Team will determine the most critically damaged or impacted areas for the FEMA / State Team to focus on. Municipalities, Chamber of Commerce, religious and civic organizations will be contacted to assist in assessing the community needs. In addition, ESF-8 lead and support agencies will be used to identify special medical needs or special concerns that need to be addressed. St. Johns County has identified some potential areas of special concern including the large boating community, a small migrant population in the Hastings area and a number of RV Parks in the County. During the recovery phase, special effort will be made to reach impacted individuals that may need some assistance as identified above. The Community Relations Team is assigned the following duties:

- a) Contact / liaison with the State Community Relations Coordinator in Tallahassee or the JFO. (Community Relations Coordinator)
- b) Maintain Community Leader Contact list, which is available in the Emergency Management Office. (Community Relations Coordinator)
- c) Responsible for recruiting local participants in the St. Johns County area to be part of the FEMA / State / Local Community Relations Teams during a Presidential Declared Disaster in St. Johns County. (Community Relations Coordinator)
- d) Responsible for collection and dissemination of information vital for disaster survivors to recover from the declared disaster. Flyers and applicant guides will be distributed to disaster survivors for them to register online at <https://www.disasterassistance.gov/> or by phone at 1-800-621-FEMA for Disaster Assistance.
- e) Responsible to report any disaster survivors unmet needs to the appropriate agency.
- f) Responsible to provide the disaster survivor with an opportunity to tell their story to a responsive Community Relations Team member.
- g) Responsible to maintain on-going communications with Community leaders / Organizations and Local Government

officials regarding disaster issues and the disaster applicant process, including, but not limited to, the following:

- Mayor | City of St. Augustine
  - Mayor | City of St. Augustine Beach
  - Clerk | Town of Hastings
  - Director | Northeast Florida Chapter | American Red Cross
  - Director | Florida Department of Health, St. Johns
  - Chairperson | St. Johns County BOCC
  - Captain | Salvation Army
  - President | Flagler Hospital
  - Local Churches
- h) Perform other roles and responsibilities, which are outlined in the Florida Community Response Standard Operations Guidance.