



ONE CITY. ONE JACKSONVILLE.

City of Jacksonville Recovery Plan

October, 2017

**Emergency Preparedness Division
Jacksonville Fire and Rescue Department
City of Jacksonville**



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Note: In accordance with Article 1, Section 1.102 of the Charter of the City of Jacksonville, any reference made to the Consolidated City of Jacksonville and Duval County shall include the Cities of Jacksonville Beach, Atlantic Beach, and Neptune Beach, and the Town of Baldwin, and will herein be called, collectively, the City of Jacksonville.

EXECUTIVE SUMMARY

The **City of Jacksonville Recovery Plan** establishes the framework for addressing the consequences of an incident in the City of Jacksonville. The plan establishes how the City of Jacksonville will work to restore the government, economy, and livelihoods of the residents, back to normal following any incident. The **Recovery Plan** outlines the roles and responsibilities of the City of Jacksonville agencies, municipalities, and non-governmental organizations in the recovery process. The major components of short-term and long-term recovery are discussed, including the transition from response to recovery and the administration of State and Federal disaster assistance programs. Both Individual Assistance and Public Assistance programs are outlined and the processes for performing damage assessment and establishing Disaster Recovery Centers. Unmet needs coordination, debris management, and community response are also addressed in this plan.

The **Recovery Plan** integrates the National Incident Management System (NIMS) and National Response Framework (NRF) to maximize the effectiveness and efficiency of addressing all phases of emergency management.

The **Recovery Plan** is an annex to the **City of Jacksonville Comprehensive Emergency Management Plan (CEMP)** and is in compliance with the criteria issued by the State of Florida Division of Emergency Management (FDEM), Chapter 27P-20, F.A.C., pursuant to F.S. §252.

This **Recovery Plan** supersedes the **2009 City of Jacksonville Recovery Plan**. This plan and the CEMP are updated every four years, or following a major incident, whichever occurs first.

INTRODUCTION

The **Recovery Plan** includes a wide range of activities to restore and re-establish a community impaired by a declared or undeclared disaster. Recovery has short-term and long-term components. In the short-term, activities are intended to restore vital services including restoration of electricity, water and sewer, clearing roads, and providing emergency assistance to disaster survivors. In the long-term, recovery will focus on restoring the City of Jacksonville by assisting in the repairs, restoration, or rebuilding of homes, businesses, and infrastructure. Disaster relief programs assist in the restoration of personal, social, and economic wellbeing of the residents, and can be administered by local, State, Federal, or non-governmental organizations.

The **City of Jacksonville Recovery Plan** mirrors the **State of Florida Recovery Plan** and works in coordination with various other City of Jacksonville plans. This is an all-hazards plan but may be initiated based on the type of incident and whether the activities are initiated before and after the incident.

SITUATION AND ASSUMPTIONS

Situation

The City of Jacksonville is located in the Northeast corner of the State of Florida. The City comprises 850 square miles, measures approximately 40 miles from East to West, and 33 miles from South to North. The highest elevation is 40 feet above sea level. The City of Jacksonville features a major geographical feature – the St. Johns River. The St. Johns River and its tributaries make up almost 9 percent of the City. As of 2015, the U.S. Census Bureau statistics reported that there were 398,541 households in the City with an estimated population of 890,763.

The City of Jacksonville has various vulnerabilities including natural, man-made, and technological hazards. The City of Jacksonville is exposed to tropical cyclones with a large portion of the households being located along waterways. Wind, storm surge, floods, wildfires, severe weather, hazardous material incidents, critical infrastructure disruption, terrorism, and extreme temperatures all pose a risk to threaten the City of Jacksonville. Some of these incidents occur with advance warning, while others may occur with little to no warning. As a result, the City of Jacksonville takes an all-hazards approach when protecting against, planning for, responding to, mitigating, and recovering from an incident.

The City of Jacksonville has experienced multiple disasters including severe weather, flooding, tropical storms, and hurricanes during the last decade.

Section 252.38 (1) of the Florida Statutes states that the county emergency management office serves and has jurisdiction over the entire county and all municipal request for emergency assistance must be coordinated with the county. When the county becomes overwhelmed, the county requests State assistance. The City of Jacksonville Emergency Preparedness Division (EPD) is responsible for maintaining the emergency management program and will facilitate all State requests, in all phases of emergency management. This plan also addresses how EPD will perform recovery operations.

Planning Assumptions

- All major incidents will be managed consistent with the **City of Jacksonville Comprehensive Emergency Management Plan (CEMP)** and subordinate plans and procedures.

- Unless specifically identified, the City of Jacksonville Emergency Preparedness Division under the direction of the Chief, Emergency Preparedness Division is responsible for implementation and coordinating of select recovery activities.
- The **City of Jacksonville Recovery Plan** assumes the occurrence of a major incident, such as a hurricane. The usage of parts of the plan will depend on the needs of the incident.
- The City of Jacksonville's top priority is to save lives and protect property.
- Pursuant to the **CEMP**, all major incidents will be managed using the National Incident Management System (NIMS) and the Incident Command System (ICS) structure.
- Incident is used interchangeably with emergency and disaster, with the implication that the disaster and or emergency could be any hazard, size, scale, or complexity.
- The EOC Management Team is inclusive of any employee, regardless of day to day position in a particular organization, who works to support the mission of the Emergency Preparedness Division in a disaster or emergency.
- References to the State are indicative of the State of Florida, Division of Emergency Management (FDEM), unless otherwise noted.
- The **City of Jacksonville Plan** and the **Recovery Plan** are used interchangeability in this document.
- The Stafford Act is a direct reference to the Robert T. Stafford Disaster Relief and Emergency Assistance Act.
- Assisting agencies in the supplemental plans are listed in no particular order of importance.
- In accordance with Article 1, Section 1.102 of the Charter of the City of Jacksonville, any reference made to the Consolidated City of Jacksonville and Duval County, shall include the Cities of Jacksonville Beach, Atlantic Beach, and Neptune Beach, and the Town of Baldwin, and will herein be called, collectively, the City of Jacksonville.

PURPOSE

The purpose of the **City of Jacksonville Recovery Plan** is to describe the recovery activities at the City of Jacksonville, local government level, and how the City of Jacksonville will request State and Federal resources, should the local resources become overwhelmed. The **Recovery Plan** is both a planning and an operations based document that provides guidance for the short-term and long-term aspects of recovery from a disaster. The **Recovery Plan** is an annex to the City of Jacksonville **Comprehensive Emergency Management Plan (CEMP)** and will guide the stakeholders for an efficient, integrated, and comprehensive transition process from response to recovery operations; providing the framework for effective disaster assistance to impacted individuals, localities, housing concerns, reconstruction activities, government reconstitution, and mitigation initiatives.

This plan identifies the roles, responsibilities, and tasks associated with the functions typically performed in disaster recovery operations.

SCOPE

This recovery plan is designed to accomplish the following:

- To serve as an aid to familiarize the reader with the roles and responsibilities within the **Recovery Plan**.
- To describe the actions of all levels of government to achieve the most effective recovery in the City of Jacksonville.
- To establish procedural directives for recovery activities within the Emergency Operations Center (EOC), including both short-term and long-term priorities.

CONCEPT OF OPERATIONS

Direction and Control

The direction and control of the EOC is vested in the Mayor of the City of Jacksonville, as discussed in Chapter 674, of the City of Jacksonville Ordinance Code. The Mayor is responsible for the prompt and efficient execution of the emergency preparedness plan or as is necessary to provide a setting conducive to the rapid and orderly start of restoration and rehabilitation of persons and property affected by a disaster.

The City of Jacksonville EOC will be the central coordinating point for all City of Jacksonville response and recovery activities. The Executive Group is also designated as the Recovery Task Force. The **CEMP** lists the members of the Security and Emergency Preparedness Planning Council (SEPPC). Additional members may be appointed by the Mayor to meet community needs during a recovery.

There are three levels of activation for the EOC. The level of activation is determined by the nature of the incident. The Mayor, through the Chief, Emergency Preparedness Division will designate what level of activation is required for an incident. The steps for notification and operation are completed based on the level of activation as determined by the Chief, Emergency Preparedness Division. The EOC shall be organized according to **Figure 1: EOC Organizational Chart**. The activation levels for the EOC are as follows:

Full

The EOC is staffed for 24 – hours. All lead and participating agencies are notified and are involved in the incident. All departments and agencies are activated.

Partial

All departments and agencies are notified. Emergency Preparedness Division staff and necessary entities will staff the EOC. The positions listed in the Emergency Operations Center Organization Chart (Figure 1), along with individuals from non-governmental or private sector stakeholders may be requested by the Chief, Emergency Preparedness Division to assist in managing an incident. The Chief, Emergency Preparedness Division may activate portions of the CEMP in preparation of an anticipated incident.

Monitoring

During daily monitoring the EOC may notify those departments and agencies that may need to act as part of their statutory authority or responsibilities. Activations may only involve Emergency Preparedness Division staff and other members of the Jacksonville Fire and Rescue Department (JFRD). This level is established to perform situational awareness and analysis functions, utilizing the best information available for decision making purposes and managing the incident.

Figure 1: EOC Organization Chart

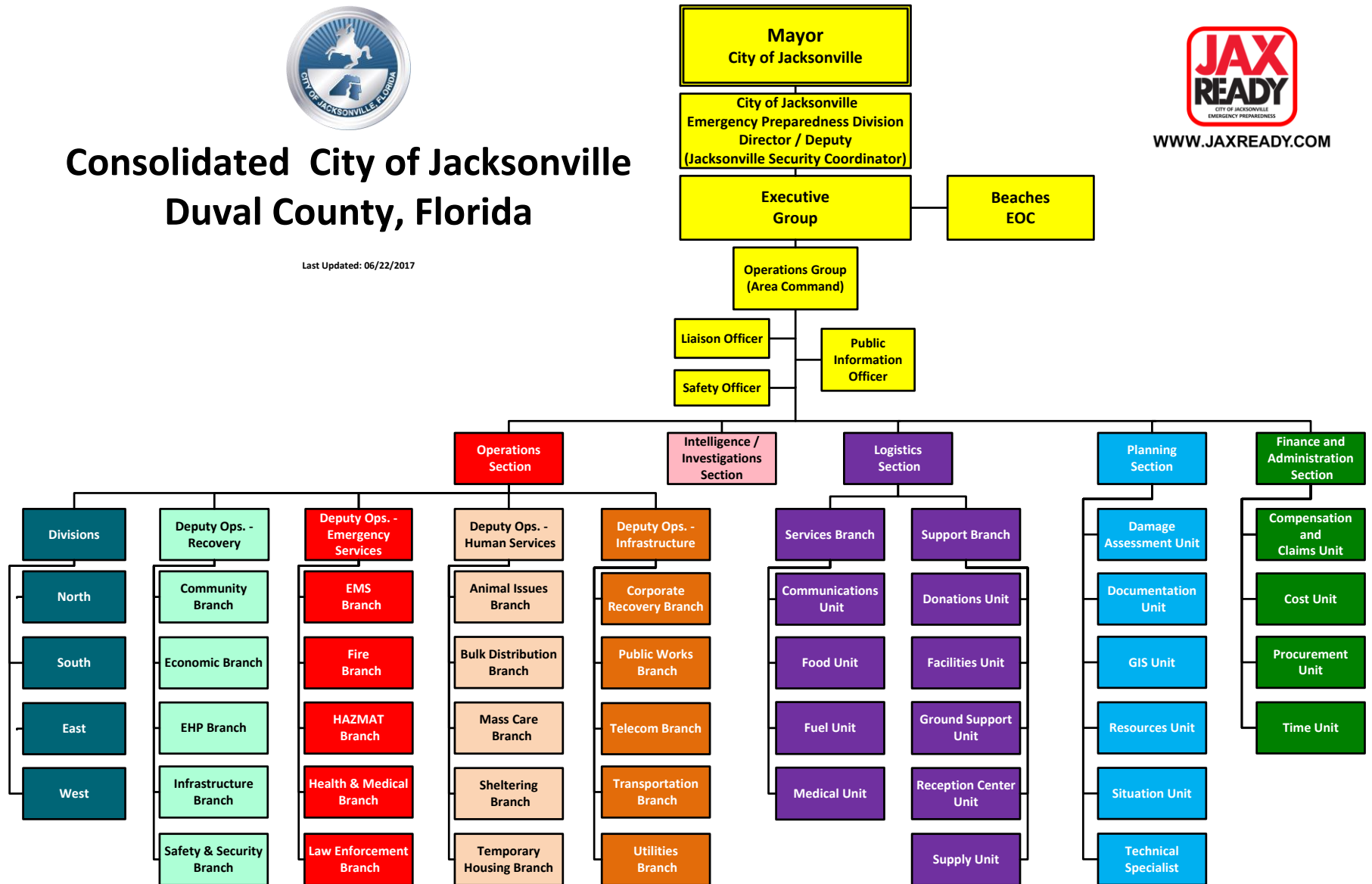


Consolidated City of Jacksonville Duval County, Florida

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TRANSITION FROM RESPONSE TO RECOVERY

Recovery begins in conjunction with response efforts. The command, control, coordination, and resources to serve disaster victims, transition from an emergent need to a more deliberate process of service delivery as activities move from the response phase to the recovery phase. The organizational structure established in the CEMP for the EOC Management Team is also used for recovery operations, particularly the short-term portion. As each of the branches, groups, or units response missions decrease and recovery missions increase, the Chief, Emergency Preparedness Division will need to assess how to appropriately staff the branches, groups, and units, and how to best manage the recovery operations. This plan should be discussed with the supervisor of the branch, group, unit, incorporated into the Incident Action Plans (IAP), and demobilization plans, as appropriate. As the incident missions shift focus, personnel will change and the organizational chart will be scaled to meet the requirements of recovery.

RECOVERY PROCESS

Recovery operations may begin immediately following an incident with the restoration of public safety in the community. The initial recovery operations in the EOC include reviewing initial damage assessments, beginning the declaration request process, and determining the next steps and needs of the community. One of the first steps in the process is determining priorities. Once determined, priorities will be expressed as incident objectives in the IAP, as noted in the **City of Jacksonville CEMP**.

Short-Term Recovery

There are two phases in the recovery process: short-term and long-term. Short-term recovery focuses on the immediate tasks of securing the impacted area, identifying temporarily housing for survivors, debris management, infrastructure restoration, donations management, disaster assistance, and establishing conditions under which survivors can begin the rebuilding process.

Short-Term Priorities

This will generally include all agencies and jurisdictions that are involved in the disaster response and are coordinated from the EOC. These activities start during the response phase of the emergency and generally span approximately thirty days after the disaster. This often includes temporary solutions until more permanent initiatives can be implemented. **Figure 2: Short-Term Priorities** highlights the timeline for short-term recovery operations according to the priorities. The short-term recovery priorities are:

- Health and Public Safety
- Search and Rescue
- Power and Utility Restoration
- Transportation
- Communications
- Damage Assessments
- Human Needs Assessments

Figure 2: Short-Term Priorities

Short-term Priorities	Timeline						
	+2 hrs.	+12 hrs.	+24 hrs.	+48 hrs.	+72 hrs.	+96 hrs.	+ 7 days
1. Search and Rescue							
Safety, transportation, triage	█	█					
2. Health and Safety							
Air, food, water contamination, and abatement	█	█	█	█	█		
“All Clear” determination for disaster effects		█	█	█	█		
Initial damage assessment	█	█					
Preliminary damage assessment		█	█	█	█		
3. Power, Water, Wastewater, and Utility Restoration							
Medical facility restoration	█	█	█	█	█	█	█
Critical facility restoration	█	█	█	█	█	█	█
Priority one customers restoration	█	█	█	█	█	█	█
4. Transportation							
Interstate status and capacity		█	█	█			
Major bridge safety determination		█	█				
Major roadways		█	█	█	█		
Ports and waterways		█	█	█	█		
Airfields	█	█	█				
Staging areas	█	█					
5. Communications							
First responders	█						
Emergency Operations Center	█						
Major switches	█	█	█	█			
6. Damage Assessments							
Residential	█	█	█	█	█	█	
Governmental	█	█	█	█	█	█	
Private businesses			█	█	█	█	
7. Human Needs Assessments							
Medical needs	█	█	█	█			
Basic needs	█	█	█	█			
Environmental needs	█	█	█	█			

Short-term recovery operations coordination will focus on:

- Detailed damage assessments to determine the need for supplemental State, Federal, and other outside assistance.
- Impact assessments to determine scope of support needed.
- Implementing Points of Distribution (PODS) to distribute emergency food, water, clothing, medical supplies, or other critical commodities.
- Utility restoration through prioritization.
- Expanded social, medical, and mental health services to deal with the immediate crisis.
- Re-establishment of mission essential government operations and functions.
- Restoration of transportation routes.
- Debris removal and clean-up operations.
- Building safety inspections.
- Abatement and demolition of hazardous structures.
- Short-term housing.
- Community outreach regarding available assistance.

Long-Term Recovery

Long-term recovery is the repair, reconstruction, and restoration of the impacted area and managing the psychological, demographic, economic, and political impacts of the incident. Public assistance is a process that takes place during the long-term recovery of a community. Long-term recovery relies on programs that are government funded, but also includes voluntary organizations that are a part of the community. Long-term recovery organizations may be established to work to promote recovery priorities.

Long-Term Priorities

Long-term recovery is the process of re-establishing community services and rebuilding the community to pre-disaster or improved standards. **Figure 3: Long-Term Priorities** delineates these priorities and provides an approximate timeline. The long-term recovery priorities for the City of Jacksonville are:

- Analyze post-disaster conditions.
- Maximize State and Federal assistance.
- Leverage State and Federal assistance.
- Repair and restore key facilities.
- Hazard abatement.
- Local business recovery.
- Housing recovery.
- Key economic facility recovery.
- Attract investment capital.
- Re-establish the tax base.

Figure 3: Long- Term Priorities

Long-term Priorities	Timeline			
	+ 1 month	+ 6 months	+ 1 year	+ 2 years
<p>Analyze post-disaster conditions Identify the physical, environmental, medical, personal, and basic needs of the community post-disaster to direct recovery efforts appropriately by utilizing the City of Jacksonville Damage Assessment Teams and Human Needs Assessment Teams.</p>				
<p>Maximize State and Federal assistance Assure that all parties eligible to receive State and Federal assistance are properly notified of the availability of funds and procedures for reimbursement by keeping an updated notification list, updated assistance opportunity list, and coordinating with the State and FEMA.</p>				
<p>Leverage State and Federal Assistance Take full advantage of available public assistance grants, specifically matching grants where local funds would increase the Federal grant amount.</p>				
<p>Repair/Restore Key Facilities Damage to key/critical facilities should be completed within 12 to 16 months of the disaster, to return day-to-day operations to normal.</p>				
<p>Hazard abatement Avoid post-disaster secondary hazards and implement hazard mitigation measures during repair and reconstruction of damaged facilities.</p>				
<p>Local business recovery Physical and financial recovery of local businesses to assure economic stability and sustainability in a post-disaster environment. Assure business and recovery through education, preparedness, and planning.</p>				
<p>Housing recovery Disseminate information to the community on homeowners and flood insurance, FEMA Individual Assistance Program opportunities, and other applicable local, State, Federal and private housing recovery and repair assistance programs. Identify alternative resources for home repair, temporary housing, and volunteer services.</p>				
<p>Key economic facility recovery Physical and financial recovery of key economic stakeholders to assure continued community employment stability, economic stability, and steady financial activity.</p>				
<p>Attract Investment Capital Formulate a post-disaster strategy to attract business and industry to the City of Jacksonville to assist with financial and economic recovery.</p>				

Long-term recovery may generally span from months to years depending on the incident. Coordination will focus on achieving the following:

- Appraisals and assessments of damage.
- Relaxing protective actions and coordinating access and re-entry to evacuated areas.
- Restoring essential public facilities and services.
- Coordinating Federal disaster assistance with special emphasis on the provision of emergency and temporary housing.
- Coordinating the identification, procurement, and distribution of emergency resources and materials.
- Coordinating volunteer organizations.
- Coordinating the dissemination of disaster relief information and instructions to the public.
- Identifying post-disaster hazard mitigation strategies and activities.
- Coordinating delivery of long-term social and health services.
- Improving land use planning and implementation.

DECLARATION PROCESS

Local Declaration of Emergency

A State of Disaster Emergency may be declared by the Mayor of the City of Jacksonville if a disaster has occurred or if the occurrence or threat is imminent. The State of Emergency continues until the Mayor finds that the threat or danger has been dealt with to the extent that the emergency conditions no longer exist and State of Emergency is terminated by proclamation. No State of Emergency may continue for longer than 30 days unless renewed by the Mayor. At the same time of a declaration, the city government undergoes reorganization and the Mayor requests the City Council to convene in a special session to report all facts and circumstances concerning the disaster and recommended actions. The City Council by resolution may terminate a State of Disaster Emergency at any time, at which the Mayor then issues a proclamation ending the State of Emergency. The proclamation should include the nature of the disaster, the area, or areas threatened by it, the conditions by which have brought it about or make possible the termination. The proclamation will be disseminated by the means to bring attention to the general public including through media releases by the Public Information Officer. The proclamation is then promptly filed with the City Council Secretary. In the event of an exercise or training event where a mock disaster proclamation is signed, it is not necessary to convene the City Council.

Discretionary emergency measures may be taken whenever the Mayor declares that a State of Civil Emergency exists, as outlined in Section 674.302, Ordinance Code. These measures may include:

- Establishment of curfews including restrictions or prohibition of pedestrian and vehicular movement, standing and parking, utility emergency repairs and emergency calls by physicians.
- Prohibition of the sale or distribution of alcoholic beverage.
- Prohibition of the possession by any person in a public place of any portable container containing any alcoholic beverage.
- Closing of places of public assemblage with designated exceptions.
- Prohibition of the sale or other transfer or possession of gasoline or any other flammable or combustible liquids.

These procedures, formalities, and regulations pertain to:

- The performance of public works.
- Entering into contracts.
- Incurring obligations.

- Hiring permanent or temporary workers.
- Using volunteers.
- Securing rental equipment.
- The acquisition and distribution of supplies.
- The appropriation and expenditure of public funds.
- Price gouging.
- Transportation regulations.
- Resource management.

State of Emergency Declaration by the Governor

Once the Governor of the State of Florida determines the emergency or disaster is beyond its ability to fully respond, a State of Emergency can be declared by the Governor through an Executive Order or Proclamation.

The declaration of a State of Emergency by the Governor serves to:

- Activate the emergency response, recovery, and mitigation phases of the State and local emergency management plans.
- Provide authority for the mobilization and deployment of all resources to which the plans refer to Section 252.31-60, Florida Statutes, or any other provision of law relating to emergencies.

Request for Presidential Disaster Declaration

Pre-Disaster

The Governor for the State of Florida may request an Emergency Presidential Declaration in advance or anticipation of the impact of an incident that threatens such destruction that could result in a major disaster. The assistance would generally be for Category B, Emergency Protective Measures.

Post-Disaster

When the State of Florida and the City of Jacksonville resources are inadequate to fully respond to an emergency or major disaster, the Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 100-707, allows for Federal assistance through a Presidential Disaster Declaration. This assistance is requested by the Governor, if the situation meets the criteria for a declaration. The Governor submits a written request to the President of the United States, through the Federal Emergency Management Agency (FEMA), Region IV Office, in Atlanta. In this request the Governor certifies that the combined local, county, and State resources are insufficient and that the situation is beyond their recovery capabilities. Following a FEMA regional and national office review of the request and the findings of the preliminary damage assessment, FEMA provides the President an analysis of the situation and a recommended course of action. The disposition of the request is transmitted through FEMA Region IV back to the Governor.

Non-declared

In the event that an incident is not federally declared, the Governor may order State assistance to become available in the form of grants, technical assistance, personnel, and facilities. The Florida Division of Emergency Management (FDEM) will provide possible resources where available and offer assistance through their Recovery Bureau. Local and voluntary agencies, including Long-Term Recovery Organizations, will assist in the recovery of the individuals in the City of Jacksonville.

DAMAGE ASSESSMENT FUNCTIONS

Damage assessments must be completed to determine the impacts on individuals, businesses, and facilities in the City of Jacksonville. The assessment is designed to quantify the amount of damage in the City of Jacksonville.

Initial Damage Assessment (IDA)

Immediately following an incident, it will be necessary to quickly and as accurately as possible assess the damages and impacts. The Initial Damage Assessment (IDA) will focus on damages to residences, businesses, and public infrastructure and will provide information to emergency managers that enable them to support emergency response personnel and provide resources to the areas in most need. This assessment is conducted by City of Jacksonville officials and officials in City of Jacksonville Beach, City of Atlantic Beach, City of Neptune Beach, and the Town of Baldwin. The goal of this initial assessment is to determine the magnitude and severity of damage to structures and infrastructure and to identify the areas and populations most in need.

Vehicular or aerial surveys can be used to conduct the IDA as outlined in the **Damage Assessment Plan**. The Damage Assessment Unit, under the direction of the Planning Section Chief and Damage Assessment Unit Leader, is responsible for IDA activities. The lead agency for damage assessment is the Jacksonville Fire and Rescue Department.

Various other organizations will assist the JFRD including:

- City of Jacksonville Planning and Development – Building Inspections Division
- City of Jacksonville Neighborhoods Department – Environmental Quality Division
- City of Jacksonville Neighborhoods Department – Municipal Code Compliance Division
- City of Jacksonville Finance and Administration Department - Information Technologies Division
- City of Jacksonville Office of Economic Development
- City of Jacksonville Property Appraiser
- Visit Jacksonville
- Association of Contingency Planners
- Jacksonville Chamber of Commerce
- City of Jacksonville Beach
- City of Neptune Beach
- City of Atlantic Beach
- Town of Baldwin
- Other governmental entities as appropriate

The roles and responsibilities of the lead and assisting agencies are outlined in the **Damage Assessment Plan**. The purpose of an initial damage assessment is to obtain a general overview of as many homes, businesses, and public properties in the affected areas as possible, within the constraints of time and accessibility. Each structure's damage will be classified by damage levels as listed in **Table 1: Damage Level Summation**.

Table 1: Damage Level Summation

Affected	Structure has minimal damage and is habitable without repairs. Less than 3 inches of flooding in occupied spaces.
Minor	Structure has damage and is uninhabitable. Minor repairs to make structure habitable will take less than a month. 3 to 18 inches of flooding in occupied spaces. Structure is not safe to stay in.
Major	Structure has sustained structural or significant damage and is currently uninhabitable. Extensive repairs to make structure habitable would take more

	than a month. Over 18 inches of flooding or water covers electrical outlets. More than 40 percent of the living space of structure is un-inhabitable.
Destroyed	Structural damage or flooding is such that it is not economically feasible to rebuild. Structure is permanently uninhabitable. Structure is condemned by City of Jacksonville Neighborhoods Department, Municipal Code, and Compliance Division.

The data collected will provide a general overview of the most significantly impacted areas and establishes a prioritization mechanism for damage assessment team deployment, resource allocation, and disaster assistance. The Initial Damage Assessment data is reported to the City of Jacksonville EOC within 24 hours of the incident, by all field resources. The data collected from the Initial Damage Assessment will then be reported to the State Emergency Operations Center (SEOC). If outside assistance will be required, the initial damage assessment will be used, in part, as the basis for a local declaration of emergency.

Preliminary Damage Assessment

The Preliminary Damage Assessment (PDA) is a joint assessment used to determine the magnitude and impact of an event's damage. A FEMA, FDEM, U.S. Small Business Administration (SBA) and a City of Jacksonville Emergency Preparedness Division liaison will form a team that will, on a case-by-case basis, visit local applicants, and view damage first-hand to assess the scope of damage and estimate repair costs. The results of the Preliminary Damage Assessment determine if the situation is beyond the combined capabilities of the State and local resources and to verify the need for supplemental Federal assistance. The Preliminary Damage Assessment also identifies any unmet needs that may require immediate attention. **The State Emergency Response Team Pocket Guide for Individual Assistance** may be used to guide the steps of Preliminary Damage Assessment in the City of Jacksonville.

The Preliminary Damage Assessment begins as soon as possible after the incident, and determines whether more detailed damage assessments are necessary. The assessment also identifies those areas where further efforts should be concentrated.

Disaster Assistance Criteria

FEMA assesses a number of factors to determine the severity, magnitude, and impact of an incident. In evaluating the Governor's request for a major disaster declaration, a number of primary factors, along with other relevant information, are considered in developing a recommendation to the President for supplemental Federal disaster assistance. Primary factors considered include:

- Amount and type of damage (number of homes or businesses destroyed or with major damage).
- Impact on the infrastructure of affected areas or critical facilities.
- Imminent threats to public health and safety.
- Impacts to essential government services and functions.
- Unique capability of Federal government.
- Dispersion or concentration of damage.
- Level of insurance coverage in place for homeowners, businesses owners, and public facilities.
- Emphasis on underinsured or structures that have no insurance.
- Assistance available from other sources State and local resource commitments from previous, undeclared events.
- Frequency of disaster events over time.

The very nature of disasters, their unique circumstances, the unexpected timing, and varied impacts precludes a complete listing of factors considered when evaluating disaster declaration requests. The list above addresses the primary considerations.

PUBLIC ASSISTANCE AND INDIVIDUAL ASSISTANCE

Public Assistance (PA)

The Public Assistance (PA) Program is a grant program used to provide assistance to State, tribal, local, and certain private non-profit organizations that enable communities to quickly recover from federally declared incidents. Programs include providing assistance with debris removal, emergency protective measures, and restoration of infrastructure.

Categories of Work

Emergency or temporary work is performed to reduce or eliminate the threat to life, protect health and safety, and to protect improved property that is threatened. The permanent work is required to restore a damaged facility, through repair or restoration to its pre-disaster design, function, and capacity in accordance with applicable codes or standards. More information about types and categories can be found in the **State Emergency Response Team Preliminary Damage Assessment Team Pocket Guide for Public Assistance**.

The PA program has damage cost thresholds that should be reached to increase the chance of receiving a Presidential Disaster Declaration. The City of Jacksonville threshold for the PA is based on the Consumer Price Index for All Urban Consumers published by the Department of Labor. As of October 1, 2016, the financial estimate of damage in the City of Jacksonville must be \$3.61 per person or \$3,215,654.43 total damage based on estimated 2015 population (890,763) according to the U.S. Census Bureau, to receive a Federal declaration for an incident.

Eligible applicants to the PA program are State, local, tribal governments, and other certain private and non-profit organizations which provide the general public with essential services of a governmental nature. The potential applicants are determined based on severity and restoration importance of the property. These pre-identified applicants and new applicants will be informed of applicant briefings through press releases to the news media, social media posting, website updates, and notifications handed out, door to door, in impacted areas. Applicants attend an applicant briefing following a declaration. FEMA is responsible for the notification of potential applicants. The applicant briefing will be held by the State of Florida in coordination with staff from the Emergency Preparedness Division. They will explain the PA process including the application procedures, funding eligibility, and administrative requirements. Multiple briefings may be held depending on the size of the impacted area and number of applicants. To be eligible for the program, the applicants will complete a Request for Public Assistance (RPA), FEMA Form 90-49. Eligible applicants will submit RPA Forms to the Emergency Preparedness Division for submittal to the Region IV FEMA Regional Director, within 30 days of the Presidential Disaster Declaration.

Once the RPAs are received, FEMA and the State assign PA Coordinators and a Kick-Off Meeting is held with eligible applicants to identify damages and begin project formulations. Technical assistance and instructions on how the program functions are provided to the applicants. This may include special considerations such as insurance, hazard mitigation opportunities, compliance with environmental and historic preservation laws, that can potentially affect the type and amount of assistance available and documentation needed.

Projects are formulated by identifying the eligible scope of work and estimating the costs associated with each project. There are two types of projects: small and large. The type of project is based on the monetary threshold established in Section 422 of the Stafford Act. Small projects are those projects below the threshold and large projects are those that are at or above the threshold. The thresholds are subject to change to account for inflation and are published yearly in the Federal Register. The current

2017 threshold is up to \$123,100 for a small project. Projects exceeding that amount are classified as large projects.

A Project Worksheet (PW) is used to document the location, damage description, dimensions, scope of work, and cost estimate for each project. PWs may be created for small projects; however, they are required for large projects or anything over \$1000. A PW will be prepared for each site and in each of the seven categories of work as identified in the **State Emergency Response Team Preliminary Damage Assessment Team Pocket Guide for Public Assistance** for all eligible damage. A FEMA Project Specialist is assigned to the applicant to prepare the PW. The applicant working along with the Emergency Preparedness Division staff is responsible for requesting inspections and any changes to the PW in the process. Once the PWs are validated and approved, the funds are obligated to the State of Florida for disbursement to the City of Jacksonville. Disagreements on PW cost eligibility can be appealed.

If the City of Jacksonville utilizes the Statewide Mutual Aid Agreement resources, the cost of the aid is reimbursable under Public Assistance in a federally declared event. For small projects, payment is based on the estimate in the PW not on actual expenses. Small projects receive the entire Federal and State share of the obligated amount and final closeout is based on certification of the completion. Large projects are paid as a reimbursement to documented expenses. Closeout of large project requires State notification, final inspection, and submittal of a Request for Reimbursement. If the project is de-obligated, the applicant will owe the State of Florida the overpaid amount and is required to repay the amount prior the project being closed.

Roles and Responsibilities

Under the PA, FEMA is responsible for management of the program including approving grants and providing technical assistance. The State of Florida acts as the grantee. The City of Jacksonville is the sub-grantee. The City of Jacksonville Emergency Preparedness Division is responsible for managing the projects funded under the program including project formulation, grant management, managing projects, and grant closeout. The Emergency Preparedness Division works with FDEM and the applicants to complete PWs and grant closeout. The City of Jacksonville Procurement Division is responsible for performing necessary procurement for purchases and bids in compliance with 2 CFR Part 200 for eligible work. The City of Jacksonville Public Works Department manages debris removal and maintains accurate records of work performed. The Public Buildings Division performs the assessment to public facilities, roads, bridges, and other publicly owned assets for inclusion in the PA when eligible. Public Works also gathers estimates and quotes for recovery work and performs the management of those projects.

The City of Jacksonville Parks, Recreation, and Community Services Department performs the assessment of damage to public parks and related assets for inclusion in the PA program. City of Jacksonville Sports and Entertainment Office is responsible for performing the assessment of damage to sports and entertainment facilities and related assets for inclusion in the PA program. The City of Jacksonville Risk Management Division is responsible for obtaining and managing adequate insurance coverage for all City of Jacksonville assets. They report all proceeds from insurance policies for damaged infrastructure in according with the PA guidelines. The City of Jacksonville Office of General Counsel is responsible for assisting in determining the legal responsibility for the City of Jacksonville to perform recovery work when authority is not clearly defined. This may include the determination of navigable versus unnavigable waterways with debris and ownership of property.

Debris Removal and Management

Debris removal and management is a major component of the PA program and the recovery process. The City of Jacksonville Public Works Department is responsible for the debris removal and management. The assisting organizations include the Jacksonville Fire and Rescue Department; City of Jacksonville Parks, Recreation, and Community Services Department; JEA; City of Jacksonville

Information Technologies Department; City of Jacksonville Office of General Counsel; and City of Jacksonville Finance and Administration Department. The debris management operations process is outlined in the **Debris Management Plan**. This includes a list of landfills, temporary debris storage and debris reduction sites, and the method for estimating the amount of debris. All legal issues and concerns regarding debris removal and management are handled by the City of Jacksonville Public Works and City of Jacksonville Office of General Counsel. Environmental concerns regarding debris removal and management will be addressed through the City of Jacksonville Neighborhoods Department, Environmental Quality Division.

The debris removal priorities are as follows, in number order:

1. Evacuation routes.
2. Routes that support search and rescue.
3. Routes to key facilities such as hospitals, shelters, JEA facilities.
4. Major and secondary arterial roads.
5. Collector roads.
6. Local streets.

Debris is classified into the following categories:

- **Burnable Materials:** Burnable materials will be of two types – vegetative, constructive and demolition, but only vegetative is anticipated to be burned.
- **Burnable Debris:** Burnable debris includes, but is not limited to, damaged and disturbed trees; bushes and shrubs; broken, partially broken, and severed tree limbs; and bushes. Burnable debris consists predominately of trees and vegetation. Burnable debris does not include garbage or construction and demolition material.
- **Burnable Construction Debris:** Burnable construction and demolition debris consists of non-creosote structural timber, wood products, and other materials designated by the coordinating agency representative.
- **Non-burnable Debris:** Non-burnable construction and demolition debris includes, but is not limited to, creosote timber, plastic, glass, rubber and metal products, sheet rock, roofing shingles, carpet, tires, and other materials as may be designated by the coordinating agency. Garbage will be considered non-burnable debris.
- **Stumps:** Stumps are defined as tree remnants exceeding 24 inches in diameter; but no taller than 24 inches above grade, to include the stump ball. Any questionable stumps shall be referred to the Public Works Department representative for determination of its disposition. Only stumps that are deemed hazardous are considered as eligible debris.
- **Ineligible Debris:** Ineligible debris to remain in place includes, but is not limited to, chemicals, petroleum products, paint products, asbestos, and power transformers.

Private Property Debris Removal

The City of Jacksonville Public Works Department is responsible for coordinating debris removal operations, including from private property, when the debris poses an immediate threat to life, public health and safety, or to the welfare of the community, pursuant to Chapter 674, Ordinance Code.

Waterway Debris Removal

The City of Jacksonville works with various entities in regards to debris in the waterways. The City of Jacksonville is responsible for retaining a vessel registration fee which may be used to remove derelict vessels, debris that impedes boat access, and vessels and floating structures deemed a hazard to public safety and health for failure to comply with Marine Sanitation as outlined in Florida Statute 327 and 328. Further, the City of Jacksonville is responsible for determining ownership of recoverable waterway debris.

The City of Jacksonville Emergency Preparedness Division will coordinate waterway debris removal prioritization following a Stafford Act declaration and facilitating the process to receive PA funds for waterway debris removal. The U.S. Army Corps of Engineers, U.S. Coast Guard Sector Jacksonville, Florida Fish and Wildlife Conservation Commission, and Florida Department of Environmental Protection all have roles and responsibilities in addition to the City of Jacksonville. The U.S. Army Corps of Engineers is responsible for removing debris from federally designated, navigable channels and turning basins. The U.S. Coast Guard will warn boaters of wrecked vessels obstructing waterways or creating hazards to navigation within the Intracoastal Waterway and other primary navigable waterways. The Florida Fish and Wildlife Conservation Commission, in coordination with the City of Jacksonville will oversee the investigative and legal process for lost and abandoned vessels located at or below the high water mark within Florida waters. Derelict vessels located in State waters will be processed according to procedures adopted by the State of Florida. This includes the identification and returning of lost boats, and the legal processing, salvaging, and disposing of abandoned and derelict boats. The Florida Department of Environmental Protection is responsible for approval of the debris staging areas and assistance with cleaning up of hazardous materials that pose threats to the environment.

The Florida Department of Environmental Protections works closely with the City of Jacksonville Neighborhoods Department, Environmental Quality Division. Lost and abandoned vessels located on private property are the responsibility of the property owners to reclaim and remove. Private property owners are responsible for removing debris from their own property, whether upland or wetland.

Individual Assistance (IA)

The Individual Assistance Program (IA) focuses on the needs of individuals and businesses. The disaster relief programs under Individual Assistance focus on rebuilding the community in the impacted area.

The Individual Assistance Program does not have a specific threshold for a Presidential Disaster Declaration. The decision, as listed in 44 Code of Federal Regulations (CFR) 206.48(b), is based upon but not limited to:

- Extent of the damages – number of uninsured, major damaged or destroyed.
- Concentration of damages – high concentration of damages in small area.
- Trauma – deaths, injuries, large scale disruption of community services.
- Special populations – elderly, low-income, persons with disabilities, unemployed.
- Other assistance available – insurance and voluntary agencies.
- Recent multiple disasters – disaster history within preceding 12 months.

Individual Assistance Programs include:

- Individuals and Households Program – provides eligible applicants with grant assistance for home and personal property damage. Housing assistance covers rental assistance and home repair and replacement. Other needs assistance covers essential personal property but is dependent on a denial from the Small Business Administration (SBA).
- SBA Emergency Loan Program – Federally subsidized loan program to repair or replace homes, personal property or businesses that sustained damages not covered by insurance.
- Disaster Legal Services – the Young Lawyers Division of the American Bar Association provides free legal assistance to disaster survivors and may include assistance with insurance claims, landlord tenant problems, consumer protection, home repair contracts, powers of attorney, and replacement of wills and other documents.
- Crisis Counseling Program – provides relief to survivors and first responders who may be experiencing mental health problems, stress, or grief caused or aggravated by the disaster or its aftermath.

- Disaster Unemployment Assistance Program – provides unemployment benefits and re-employment services to individuals who may have become unemployed as a result of the incident.
- National Emergency Grant – provides funding for temporary, disaster specific jobs to be filled by those who have been displaced by their permanent employment due to the incident.
- Job Training Partnership Act – provides funds for job training.
- Voluntary Organizations – Organizations such as The Salvation Army, American Red Cross and faith based organizations may provide food, shelter, medical aid, and short-term assistance.
- Long-term Other Needs Assistance – is funding for medical, dental, funeral, personal property, transportation, moving and storage, and other expenses incurred during a disaster may be funded when the SBA determines that the applicant cannot otherwise afford a loan.

Disaster Recovery Centers

A Disaster Recovery Center (DRC) is a FEMA facility that is established near or in an impact area to provide specific information on a complete range of disaster assistance that is available to survivors. Having the program experts in one location allows survivors to get questions answered and determine what programs they may be eligible for and how to apply. The City of Jacksonville Emergency Preparedness Division is responsible for executing the request and assisting with resources for the DRC. The Chief, Emergency Preparedness Division may request that FEMA establish a DRC, through FDEM, depending on the size and complexity of the incident and the demographics of the impacted population. The DRC will be established, if warranted and IA is declared. The DRC is jointly managed by the City of Jacksonville, State of Florida, and FEMA. Assistance and resources from all levels of government and non-governmental organizations will be provided at the DRC. The City of Jacksonville Public Works Department Public Buildings Division is responsible for assisting with the establishment of the DRC including pre-identifying buildings for use and janitorial services.

The Chief, Public Buildings is responsible for maintaining the list of government-owned facilities that meet federal site requirements for the DRC. Support to the DRC may also be provided from the Parks, Recreation, and Community Services Department, Jacksonville Sheriff's Office, and City of Jacksonville Public Affairs Office. The Parks, Recreation, and Community Services Department may provide facilities or other services as needed. The Jacksonville Sheriff's Office will provide security to the DRC. The Public Affairs Office will disseminate important information regarding the DRC through press releases, social media postings, website updates, and notifications handed out door to door by damage assessment teams. Information will also be provided to the customer service representatives at the 630-CITY Call Center for dissemination to individuals requesting information. The Salvation Army, American Red Cross Northeast Florida Chapter, United Way of Northeast Florida, and other non-governmental organization may assist with services at the DRC including providing snacks, mental health, and referral services.

Joint Field Office (JFO)

The Joint Field Office (JFO) is a temporary FEMA multi-agency coordination center. Recovery field operations during a declared event are coordinated through the JFO. The City of Jacksonville may be asked to send a representative to the JFO. This person will be designated by the Chief, Emergency Preparedness Division to serve as the JFO Liaison. They will coordinate with JFO staff from both the State of Florida and the Federal Government.

COMMUNITY RESPONSE

Community Redevelopment

Community Redevelopment is not addressed in this plan but will be referenced to illustrate the continuity of processes to restore and rebuild a community after a major disaster. Community Redevelopment will be implemented to revive the community through new economic development, improved infrastructure, and long-term mitigation measures. Community Redevelopment will generally be a long-term initiative.

Unmet Needs Coordination

Unmet needs are any disaster-related losses experienced by the survivor that cannot be provided for by the programs available from local, State, or Federal government agencies due to the survivor's ineligibility for such services or the unavailability of the goods or services. During the recovery phase, a collaborative effort is established between government and the private non-profit community to address unmet needs.

All unmet needs will be forwarded to the Human Services Branch. The Human Services Branch in the EOC will perform a human needs assessments. The Human Needs Assessment Teams will follow the procedures outlined in the **Human Needs Assessment Team Plan**, under the direction of the Human Services Branch Director. Team members will consist of staff from various appropriate Divisions of the City of Jacksonville Neighborhoods Department, Jacksonville Sheriff's Office, Jacksonville Fire and Rescue Department, Parks, Recreation and Community Services Department, and Florida Department of Health in Duval County. The Salvation Army and American Red Cross Northeast Florida Chapter may also provide support for the Human Needs Assessment Teams. These departments and organizations will work with the State Disaster Survivor Assistance Teams to capture the unmet needs as they work to register survivors. The Human Services Branch Director will serve as a liaison to the State of Florida Disaster Survivor Assistance Team Coordinator. The FEMA Disaster Survivor Assistance Team Coordinator will work closely with the City of Jacksonville Human Services Branch Director and the State of Florida Disaster Survivor Assistance Team Coordinator, when there is a Stafford Act declaration.

The Human Needs Assessment Teams will assess immediate community needs, environmental hazards, animal issues, and labor issues by going into the community and conducting an assessment. The Human Services Branch Director will provide assessment data to the Planning Section in the EOC to determine an action plan for community needs. A summary of community needs based on impacted areas will then be provided to the Recovery Task Force along with an action plan for meeting the community needs for short- and long-term recovery. With assistance from the volunteer groups, the Human Services Branch will utilize existing lists of community service providers, local faith-based organizations, community outreach programs, and City of Jacksonville jurisdictions to fulfill all requests for unmet needs. United Way of Northeast Florida, American Red Cross Northeast Florida Chapter, and The Salvation Army, and others, may assist with any unmet needs. In the event that the incident is not declared by the Stafford Act, the unmet needs of the community may be greater than anticipated and the non-governmental organizations may play a larger role. Based on the impact of an incident, the Emergency Preparedness Division may forward the unmet needs to a long-term recovery organization (LTRO). LTROs often form following a major incident to ensure that community needs are met. A liaison from the Human Services Branch will work with those organizations as a liaison to avoid any duplication of effort.

Emergency Temporary Housing

The Human Services Branch Director will facilitate the City of Jacksonville **Temporary Housing Plan** in the event that temporary housing assistance is needed due to a housing shortage following an incident. The plan addresses how both short-term and long-term housing tasks will be accomplished and

overseen by the Recovery Task Force. This includes the Temporary Roof Program, financial options, and potential temporary housing sites. The lead agency is the Neighborhoods Department Housing and Community Development Division, which will establish and serve as the lead agency for the Local Disaster Housing Task Force along with the appropriate assisting agencies according to the type and severity of the incident. Assisting agencies may include City of Jacksonville Planning and Development Department, Jacksonville Sheriff's Office, City of Jacksonville Emergency Preparedness Division, Duval County Public Schools, City of Jacksonville Public Works Department, City of Jacksonville Property Appraisers Office, Visit Jacksonville, Florida Department of Children and Families, American Red Cross Northeast Florida Chapter, United Way of Northeast Florida, Changing Homelessness, and Jacksonville Housing Authority. The members of the Task Force will depend on the severity and area impacted. The Disaster Housing Group will work to meet the housing needs of the residents of the City of Jacksonville.

A disaster housing mission will be implemented, following the **Post Disaster Redevelopment Plan**. In the wake of impending disaster, the City of Jacksonville Housing and Community Development Division (HCDD) ascertains the number of available vacant housing units from projects previously funded developers. The HCDD Finance Team determines if there is any unencumbered funding that can be used. The Housing Team then places three individuals on standby in the event that the Director of the Neighborhoods Department receives a request for assistance. Assistance is then provided based on the needs and the availability of the resources.

REFERENCES AND AUTHORITIES

The following laws, ordinances, and administrative rules apply to the City of Jacksonville emergency management activities:

State of Florida Statutes

- Chapter 252, Emergency Management

Federal Statutes

- Public Law 93-288, Robert T. Stafford Disaster Relief and Emergency Assistance Act

Administrative Rules, State of Florida

- Florida Executive Office of the Governor Administrative Rules 27P 20

Administrative Rules, Federal

- CFR 44 Part 206, Federal Disaster Assistance for Disasters Declared after November 23, 1988
- 2 CFR Part 200

Presidential Directives, Federal

- Homeland Security Presidential Directive 5 (HSPD-5)
- Homeland Security Presidential Directive 7 (HSPD-7)
- Homeland Security Presidential Directive 8 (HSPD-8)



City of Jacksonville Ordinances

- Article 1, Charter
- Chapter 674, Ordinance Code

References

- Florida Incident Waterway Debris Response Guide: Comprehensive Guidance Document – NOAA Marine Debris Program, June 2016
- Request for Public Assistance Form 90-49 – Federal Emergency Management Agency
- State Emergency Response Team Preliminary Damage Assessment Team Pocket Guide for Public Assistance – Florida Division of Emergency Management, November 2015
- State Emergency Response Team Preliminary Damage Assessment Team Pocket Guide for Individual Assistance – Florida Division of Emergency Management, September 2015
- Department of Labor Consumer Price Index for all Urban Communities, October 2016

RECORD OF REVISIONS

DATE	DESCRIPTION	SIGNATURE OF APPROVAL
April 2017	Complete update of plan	
October 2017	Updated Org Chart	

SIGNATURE PAGE

I hereby certify that the **City of Jacksonville 2017 Recovery Plan** has been reviewed and approved for distribution and use. All future revisions shall be recorded and approved on the following page, "Record of Revisions."



Director, Emergency Preparedness Division

10.10.2017

Date