



State of Florida
Division of Emergency Management

Recovery Plan



RECOVERY PLAN

RECOVERY ANNEX TO THE STATE COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

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RECOVERY PLAN

I. EXECUTIVE SUMMARY

This Recovery Plan ¹ describes the methods the state will use to conduct recovery activities. The Recovery Annex integrates the tenets of the National Incident Management System (NIMS) and the National Response Framework (NRF) in order to maximize the effectiveness of preparedness, response, recovery and mitigation activities. Recovery activities addressed in this plan include: the Federal Declaration and Assistance processes, Recovery Field Operations and programs, State Emergency Operations Center activities, Joint Field Office activities, and the roles and responsibilities of Recovery personnel.

II. INTRODUCTION

The State of Florida Recovery Plan addresses the consequences of any emergency or disaster in which there is a need for state recovery assistance. It is applicable to natural disasters such as hurricanes, floods, drought, and fires. It also becomes applicable should there be a technological or man-made emergency such as hazardous material release or other incidents requiring state assistance. The Recovery Plan utilizes other plans and standard operating guidelines, depending on the type of incident requiring recovery assistance and whether recovery activities are being initiated pre- or post-incident.

III. SITUATIONS AND ASSUMPTIONS

A. Situation

Florida, with a population of 18,680,367² residents, has the fourth largest population in the United States. Florida has 1,350³ miles of coastline in coastal counties; 17.3 million⁴ Floridians reside in these coastal counties. Given its large, primarily coastal population and high risk for tropical weather, Florida's primary

¹ The Bureau of Recovery Plan serves as the Recovery Annex to the State Comprehensive Emergency Management Plan.

² University of Florida, Bureau of Economic and Business Research, 11/01/2007

³ State of Florida State Library

⁴ U.S. Census Bureau, Facts for Features, release dated 05/22/2006

exposure is to hurricanes. However, Florida residents are also extremely vulnerable to floods, wildfires, tornadoes, and various man-made disasters, and the vulnerable population is increasing every year. Several of the most populated coastal counties have evacuation times of over 30 hours, and under a worst-case scenario, Florida has an estimated deficit of 324,639 shelter spaces.

In addition, Florida is one of the largest users and producers of hazardous materials. There are over 10,000 facilities in Florida that meet the federally established thresholds for hazardous materials. Approximately 4,000 or more of these facilities house extremely hazardous materials.

Given the vast number of hazards to which Floridians are susceptible, a disaster may occur with little or no warning. Such an event may escalate more rapidly than the ability of any single local response and recovery organization or jurisdiction is able to manage.

Florida experienced multiple disasters during 2004 with Hurricanes Charley, Frances, Jeanne and Ivan making landfall in a six week period and again in 2005 when Hurricanes Dennis, Katrina, Rita and Wilma ravaged the state.

B. Section 252.38

Under Section 252.38(1) in the Florida Statutes, the county emergency management office serves and has jurisdiction over the entire county and all municipal requests for emergency assistance must be coordinated with the county. As vulnerability increases, there is a corresponding decrease in the threshold at which the response capability of county emergency management will be overwhelmed. When this occurs, the county requests state assistance. It is vitally important that the state maintains a strong capability to provide this assistance in all four phases of emergency management: *Preparedness, Response, Recovery, and Mitigation*. This Plan addresses Recovery Operations.

C. Assumptions

This Plan assumes the occurrence of a major disaster, such as a hurricane. The level of activity portrayed in this Plan may be increased or decreased to meet the needs of the actual event at hand.

IV. PURPOSE

The purpose of this Plan is to describe the Recovery process as it occurs at the state level; it includes the organizational structure and operational responsibilities of Recovery team members. The Plan provides an overview of the Recovery purpose, process, and programs. This Plan addresses the short-term priority needs of disaster survivors and local damaged infrastructure through a daily Incident Action Plan. The long-term recovery priorities, as determined during the post-disaster workshops

and strategy sessions, are part of the Individual Assistance program and Public Assistance program in concert with the State's Hazard Mitigation program.

V. SCOPE

This Plan applies to all state departments that are tasked to provide recovery assistance. It describes state actions to be taken in providing short-term and long-term recovery assistance. The identified actions and activities in this Plan are based on existing state and federal statutory authorities or on specific functional mission assignments made under the provision of PL 93-288, as amended, and Chapter 252, as amended.

VI. REFERENCES AND AUTHORITY

A. Constitution of the State of Florida, Article IV, Section (1)(A)

B. Stafford Act

The Robert T. Stafford Act, P.L. 93-288, as amended June 2007 (FEMA 592)
http://www.fema.gov/pdf/about/stafford_act.pdf

C. Disaster Mitigation Act

The Disaster Mitigation Act, P.L. 106-390, October 30, 2000
<http://www.fema.gov/plan/mitplanning/dma.shtm>

D. National Response Framework

The National Response Framework, January 2008
<http://www.fema.gov/emergency/nrf/>

E. 44 CFR

Code of Federal Regulations Title 44, Vol. 1, Parts 13, 14, & 206 (Sub-Chapter D—Disaster Assistance: Federal Disaster Assistance)
www.gpoaccess.gov/ECFR/

F. Chapter 252

Florida Statutes, Title XVII, Chapter 252 (Emergency Management)
<http://www.leg.state.fl.us/statutes/>

G. Comprehensive Emergency Management Plan Overview

State of Florida, Comprehensive Emergency Management Plan, Response and Recovery Overview. Department of Community Affairs/Division of Emergency Management Brochure, January 2000

H. Handbook for Disaster Assistance

Division of Emergency Management Handbook for Disaster Assistance, 2004

VII. CONCEPT OF OPERATIONS

A. Phased Reaction

Preparedness, Response, Recovery and Mitigation are emergency management terms referring to phased reactions to a disaster event.

- Preparedness—involves actions taken prior to a disaster. Planning and staff training are major components of Preparedness.
- Response—refers to actions prior to impact such as evacuating coastal areas and opening shelters, and actions in the immediate aftermath to maintain order, repair essential services and meet human needs.
- Recovery—is concerned primarily with rebuilding the infrastructure and restoring the social and economic life of the community with the incorporation of mitigation measures as a major goal.
- Mitigation—concerns actions, which provide a long-term or perhaps permanent reduction in exposure to or probability of loss from a disaster.

B. Recovery Process

1. Priorities

- a. Short-Term Recovery begins immediately after the event and is the transition from response to recovery.
 - Provide for basic human needs—food, clothing, shelter and medical assistance
 - Restore critical infrastructure and facilities —power, communications, water, sewage and transportation
 - Meet societal needs—rule of law, crisis counseling
- b. Long-Term Recovery is a sustained period of recovery that may last for months or years depending on the nature of the event.
 - Promote economic recovery
 - Restore individual housing through repair, rebuilding and replacement
 - Repair and restore infrastructure and community facilities
 - Ensure unmet needs are addressed

2. *Emergency Operations Center and Recovery Coordination Center*

After an event takes place, the State Emergency Operations Center becomes the central coordinating point for state, federal and volunteer agency response activities; in general, these actions are initiated by Local/State Declarations of Emergency and the need for emergency response resources. However, even in the initial response phase of a disaster Recovery must begin to lay the foundation not just for restoring health and safety to affected communities but also for rebuilding and revitalizing those communities in the long-term. Many recovery operations are being coordinated from the SEOC in advance of and

immediately following an event so service can begin as soon as possible. Recovery operations in the SEOC include reviewing damage assessments, beginning the appropriate declaration process, determining sites for Disaster Recovery Centers and Community Response Teams. Other activities might include calling preliminary damage assessment teams together and providing sufficient personnel to operate the Recovery Desk before any deployment begins.

In order to ensure complete coordination, program coordinators co-locate in the Recovery Coordination Center to activate staff and plan for field operations. During this phase of operations the Recovery Coordination Center and Recovery Desk in the SEOC share information, request resources for deployment and work with Operations to determine what needs should be prioritized when transition occurs from the State Emergency Operations Center to the Joint Field Office.

For more information see the Recovery Operations for the Emergency Operations Center Standard Operating Guidelines.

3. *Non-Declared Events*

Disaster assistance is a bottom up process. The first response and recovery resources come from the local level: the County Emergency Management functions, local voluntary agencies, faith and community based organizations.

When County resources are overwhelmed, local authorities may declare a state of emergency and request State assistance. In a non-federally declared disaster, the Governor may order State assistance to become available in the form of grants, technical assistance, personnel and facilities. The role of State Recovery is to coordinate possible resources where available and offer assistance to the affected local government.

a. State Assistance

Specialists from Public Assistance may offer technical assistance to affected communities in non-declared disasters. This may range from advice on the state regulations for emergency protective measures and restoration work to help in identifying alternate sources of funding for such work. Individual Assistance may coordinate state resources and establish a Disaster Recovery Center to enable disaster survivors to gain access to non-federal aid. A field office may also become activated, operated jointly between State and Local officials .

b. Local and Voluntary Assistance

Local authorities play a vital role in the recovery process after a disaster. Utilizing local resources, such as force account equipment and labor, they can help speed the community on the road to recovery by restoring critical

infrastructure and resources. In addition to this, they also play an important role in identifying damages and vulnerable populations and coordinating information with the State and other aid organizations.

Voluntary agencies play an integral role in ensuring survivors' long and short-term recovery, offering aid to help survivors meeting basic needs. Depending on available resources, assistance from voluntary agencies may range from food and shelter to home rebuild projects.

Locally established Long Term Recovery Committees must be especially proactive in documenting assistance to survivors and ensuring that unmet needs are addressed and receive follow-up. While non-federally declared events limit the amount of funds available, all possible efforts are made to assist the recovery of individuals and communities.

4. *Federally Declared Events*

If an event overwhelms state resources, a Presidential declaration is requested by the State. Once fulfilled, federal resources become available for the recovery program, including the Individual Assistance and Public Assistance Programs. These resources augment state resources and are coordinated jointly between State and Federal partners. These newly activated assets require a central coordination point and the Joint Field Office serves this role.

a. *Transition to the Joint Field Office*

As response activities begin to wind down, the focus changes to Recovery operations and, in a presidentially declared disaster, the command and control of operations transfers to the Joint Field Office (JFO). Once the Joint Field Office is established, a transition of staff, responsibility and authority must take place. To support this transition, several steps are taken:

- First, the Deputy State Coordinating Officer at the Joint Field Office must be integrated into the Emergency Operations Center chain of command from the beginning of an event. This makes certain that Recovery activities are planned for in advance and enables critical event information to transfer from the response phase to the recovery phase. For this reason, the Deputy SCO at the Joint Field Office also serves as the Deputy State Emergency Response Team Chief before a Joint Field Office is established.
- Second, the field Incident Management Team (IMT) assists in the transition from the SEOC or temporary recovery location to the Joint Field Office.

- Third, the Deputy SCO, as directed by the SCO, establishes the Command and General staff for the Joint Field Office. Here, the Recovery Section at the Emergency Operations Center becomes the Operations Section at the Joint Field Office. Finance/Administration, Logistics and Planning staff travel to the Joint Field Office in support of Recovery-specific field personnel's needs for equipment and resources. This may result in a split staff until the Emergency Operations Center's General staff are stood down, however close coordination and phase-specific duties prevents the duplication of effort. See the EOC/JFO Transition Organizational Chart for more information.
- Fourth, all state personnel are responsible for liaising with their FEMA counterpart and the county representatives to ensure there is a free-flow of information within the operation and to ultimately ensure that survivors can begin the recovery process as soon as possible. Of particular importance in the transition period from the SEOC to the Joint Field Office is the continued flow of information to the chain of command and the Planning Branch at the SEOC.
- Finally, as the Emergency Operations Center stands down, Incident Command authority may be delegated to the Deputy State Coordinating Officer at the Joint Field Office.

b. Joint Field Office Operations

The Joint Field Office is a temporary federal multi-agency coordination center. It is established locally to facilitate field-level domestic incident management activities. The JFO provides a central location for coordination of federal, state, local, tribal, non-governmental and private sector organizations.⁵ The bulk of Recovery field operations during a declared event are coordinated through the Joint Field Office.

Unlike the SEOC, the Joint Field Office facility is determined by and under the authority of the Federal Emergency Management Agency. However, State Emergency Response Team personnel work alongside their FEMA counterparts to achieve mutual objectives.

For more information see the Recovery Operations for the Joint Field Office Standard Operating Guidelines.

5. Long-Term Recovery

⁵ Homeland Security Joint Field Office Activation and Operations—Interagency Integrated Standard Operating Procedure. Version 8.3, Interim Approval April, 2006. p. 5

After an affected community has met short-term recovery goals such as restoring critical infrastructure, services, and resources the journey of long-term recovery begins. The State, aided by both State and Federal resources in presidentially declared events, promotes the long-term recovery priorities listed above by administering the programs expanded upon in the Long Term Recovery Strategy.

Long-Term Recovery challenges the State to invest personnel and resources in a continuing coordinating effort. In a significant event, the programs administered by the State might face an expanded period of operations that must be kept active even as the State encounters additional events.

The process of long-term recovery involves mitigation components as well. Community leaders might use an event to change planning or zoning processes, participate in Hazard Mitigation opportunities, or conduct buyouts in flood-prone zones.

Long-term recovery not only relies on programs administered by the State, but by promoting the recovery process at the local community level. To this end, volunteer agencies and long-term recovery committees may be formed to work from within a community to promote recovery priorities. Long-term recovery may restore a community to its pre-disaster condition or it may encourage further redevelopment alongside restoration. The aims of restoring critical functions, infrastructure, services, programs, and resources are accomplished together with the goal of promoting economic recovery and revitalization of the affected community.

C. Recovery Programs

1. Individual Assistance

Once the President declares a disaster, funds are available through a series of disaster relief programs to assist in rebuilding communities within the disaster area. These programs are grouped under the title Individual Assistance and include the following:

- a. The Federal Emergency Management Agency's Individuals and Households Program, which provides eligible applicants with grant assistance for home and personal property damage. The two provisions include: Housing Assistance, which is 100% federally funded and covers rental assistance and home repair and replacement, and Other Needs Assistance that is 75% Federal and 25% State funded and covers essential personal property. Other Needs Assistance is Small Business Administration dependent, meaning that you must be denied a Small Business Administration loan in order to receive this grant.

- b. The Small Business Administration Emergency Loan Program is for creditworthy individuals or businesses who lack insurance or whose insurance is not sufficient to complete necessary rebuilding and replacement.
- c. The Crisis Counseling Program which provides short-term and long-term counseling services for disaster survivors. The program sends trained counselors to the field to aid disaster survivors who are operating under a great deal of stress to come to terms with their situation and function more effectively in their efforts to recover from their loss and continue their lives. This Crisis Counseling Program is coordinated under a joint grant with the Federal Emergency Management Agency and the Center for Mental Health Services.
- d. The Disaster Unemployment Assistance Program which provides unemployment assistance to disaster-affected individuals not covered by the regular unemployment assistance program.
- e. The National Emergency Grant (NEG) which provides funding for temporary, disaster-specific jobs to be filled by those who have been displaced from their permanent employment due to a disaster.
- f. The Job Training Partnership Act that provides funds for job training.
- g. Volunteer Organizations such as the Salvation Army, the Red Cross and religious charities which provide food, shelter, medical aid and other short-term assistance in coordination with ESF 15.
- h. Long-Term Assistance such as replacement low-income housing provided by state operated programs, i.e. the Community Development Block Grants Program, et al.

2. *Public Assistance*

The Federal Emergency Management Agency's Public Assistance Grant Program is designed to fully restore eligible applicants' uninsured facilities to pre-disaster conditions (or upgraded conditions in cases where ordinances governing repair or reconstruction require meeting a higher standard). Eligibility includes everything within the declared area, which is the legal responsibility of an eligible applicant and was damaged by the disaster. Each applicant is a *subgrantee* to the State of Florida, which is the *grantee to the Federal Emergency Management Agency*. Costs are normally shared with the Federal Emergency Management Agency at not less than 75% with the remaining 25% being split between the state and government applicants as specified in Florida Statute 252.37. The Governor's Authorized

Representative is the individual designated by the Governor to administer the Public Assistance Grant Program.

The following are aspects of the PA Program as defined by the Public Assistance Program Guide (FEMA 322) unless otherwise noted:

- a. **Eligible Applicants**—Eligible applicants include state governments, local governments and other political subdivisions, Indian Tribes, and certain private, non-profit organizations, which provide the general public with essential services of a governmental nature.
- b. **The Applicant Briefing**—Immediately after the Declaration, an Applicant Briefing will be held by the state to explain the Public Assistance process including application procedures, funding eligibility and administrative requirements. At the meeting, potential applicants will be asked to complete a Request for Public Assistance form, which includes points of contact and is the first required step for receiving Federal Disaster Assistance.
- c. **Kickoff Meeting**—Once the Requests for Public Assistance have been received, Federal/State Public Assistance Coordinators work areas and assignments are made. This is followed by a “Kickoff Meeting” with eligible applicants to identify damages and begin project formulations. Complete instructions as to how the Public Assistance Program functions and subsequent technical assistance is provided to all applicants.
- d. **Disaster Relief Funding Agreement**—A signed agreement between the state and the eligible applicant for assistance is now able to provide reimbursement for uninsured damage losses.
- e. **Project Worksheets**—Will be prepared for each site and in each Category A-G for all eligible damage in excess of \$1000. The Project Worksheets contain a description of the damage, a scope of work to repair or replace the damaged site and an actual or estimated cost for the project. The Project Worksheets are validated and when approved, funds are obligated to the state by the Federal Emergency Management Agency. Disagreements on Project Worksheets cost eligibility, etc. are grounds for appeals.
- f. **Mutual Aid Compensation**—Florida Statute Section 252.38(3) authorizes political subdivisions to enter into Mutual Aid Agreements, allowing entities to assist others during emergencies by providing needed resources, i.e. personnel, property or equipment. The cost of this aid, as provided by one of the Statewide Mutual Aid Agreement signatory participants, is reimbursable under Public Assistance in a declared event.

- g. **Obligation** —Once the Project Worksheets are approved, the Federal Emergency Management Agency notifies the state of the approved amount and the funds are electronically available to the designated state account for payment to the applicant.
 - h. **Small Projects**—For small projects, payment of the federal and state share is based on the estimate in the Project Worksheet and not the actual expenses. Small projects receive the entire federal and state share of the obligated amount. Small projects are defined by a cost threshold which is set in the by FEMA in the Federal Register Notice for each federal fiscal year (as required by Stafford Act, P.L. 93-288).
 - 1) **Closeout (Small Projects)**—When small projects are completed, the subgrantee notifies the state by letter, certifying that the projects have been completed in accordance with the approved scope of work. Final closeout is based on the certification of completion.
 - i. **Large Projects**—For large projects, the federal and state shares are paid out as a reimbursement of documented expenses. Large projects are defined by a cost threshold set in the same Federal Register Notice that sets the small project threshold.
 - 1) **Closeout (Large Projects)**—To close a large project, the state is notified of completion and a final inspection of the site and the documentation is scheduled to ensure compliance with the scope of work and actual eligible costs. Once compliance and costs have been established by the Federal Emergency Management Agency/State Inspection Team, a Project Worksheet version is prepared. When the Project Worksheet version is obligated and the applicant submits a Request for Reimbursement, the State forwards the final payment and the project is closed out. If the project is de-obligated or results in an under-run the applicant will owe the grantee (State) the overpaid amount before the project can be closed.
3. *Other Assistance*
 Assistance programs for individuals such as the State Housing Initiative Partnership (SHIP) Grant and Community Development Block Grants may also be activated to assist those who have been affected. The Small Business Administration may provide low-interest loans to eligible survivors for home repairs and small business recovery.
4. *Long Term Recovery*
 After short term recovery priorities have been met, the task of completing long-term goals begins. With the goal of assisting a community on its path to

return to pre-disaster condition, the long-term recovery process is mainly a coordination effort between all available Federal, State, and Local resources as well as those offered by non-governmental organizations.

The State administers several federally-funded grant programs that are available to assist in long-term recovery. Programs such as Public Assistance, Individual Assistance, and the Federal Highway Administration's Emergency Relief Program are administered through Florida state agencies and provide funding to eligible applicants for infrastructure repair, a priority in the long-term recovery process.

When faced with multiple long-term recovery efforts and the potential of future events, it may become necessary to expand the recovery efforts of the state in terms of both personnel and resources. The State's recovery efforts are scalable and are based upon these factors.

The Long-Term Recovery Strategy addresses the State's priorities, resources, and potential actions during the long-term recovery period.

Long-Term Recovery Strategy

D. Recovery Field Operations

In the aftermath of a disaster, with or without a Presidential Declaration, the State Emergency Response Team may deploy several specialized Recovery teams into the disaster area, including: Preliminary Damage Assessment Teams, Community Response Teams, and Disaster Recovery Centers.

1. Recovery Liaison

Upon warning of an imminent event, Recovery Liaisons may be deployed to counties which will potentially be impacted. The Recovery Liaisons help to facilitate post-event recovery missions and ensure a smooth transition from response to recovery.

2. Preliminary Damage Assessment

After an event, trained municipal employees coordinated by the county emergency management staff will conduct an Initial Damage Assessment. The information (Elements of Essential Information) is forwarded to the State Emergency Operations Center in the Division of Emergency Management and, if warranted, the county will forward a request to the Division of Emergency Management for a Joint Preliminary Damage Assessment. These teams will include personnel from the state, the Federal Emergency Management Agency, the Small Business Administration and the local community.

The purpose of the Preliminary Damage Assessment is to verify the information provided by the county emergency management office with emphasis on the area of impact, the magnitude of damage and the resulting

unmet needs of individuals, businesses and the public sector. This assessment is used to manage the disaster and, in a major event, to support a Governor's request to the President for federal assistance. Once complete, the assessments are combined into a single document and forwarded to the Governor with a recommendation to request federal assistance. The request is submitted through the Federal Emergency Management Agency Regional Director who will attach a recommendation before it goes to the President.

3. *Community Response Team*

A Community Response Team is a joint federal, state, and local team that is deployed to collect data and disseminate information to aid disaster-affected communities and individuals in receiving assistance. The primary function of Community Response is to inform disaster survivors of the assistance programs available and the registration process they will experience. Community Response also acts to identify and report survivors' unmet needs.

At the beginning of an event, Community Response Teams will assess Human Needs at the local level. In this function, Community Response Teams also determine what areas within the disaster area received the most damage and where the priority of effort should be from a human needs perspective. The teams will provide a "ground truth" assessment for the decision-makers at the State Emergency Operations Center. Mission time will depend upon severity and extent of the area to be surveyed but should be between one-half to two days.

See the Community Response Activation Plan for detailed information about the mobilization, procedures, and demobilization of Community Response Teams. Additionally, a Community Response Plans and Field Guide provide specific program duties.

4. *Disaster Recovery Center*

A Disaster Recovery Center is a facility that is set up in a disaster area to provide specific information on the complete range of disaster assistance that is available. Disaster Recovery Centers pool together a group of program "experts" in one location so that survivors may ask questions and determine what programs they may be eligible for and how to go about applying. The responsibility for managing these centers is jointly shared by the State, the Federal Emergency Management Agency (FEMA), and the County where the center is located. See Disaster Recovery Center Operations Plan for more detailed information on Disaster Recovery Center field operations, roles and procedures.

5. *Disaster Reservist Program*

The Disaster Reservist Program provides trained personnel to serve in Recovery functions immediately after an event takes place. Reservists are

Other Personnel Services (OPS) employees working on a temporary, intermittent basis. Reservists are a flexible pool of disaster staff that can function in many roles; however, their primary functions in the past have been serving within Disaster Recovery Centers and Community Response Field Teams due to short term, non-specialized nature of these programs' related tasks. Disaster Reservists are required to complete several FEMA independent study courses in order to have a working knowledge of the Incident Command System. These courses include, but are not limited to: IS-7, IS-100, IS-200, IS-700 and IS-800.

6. **Unmet Needs Coordination**

The Unmet Needs Coordination Program administers the Other Needs Assistance Program. This position also identifies and provides supplementary assistance to augment federal or state assistance, assists survivors that have been denied assistance from other programs, and explores alternative avenues of acquiring disaster resources or funding for survivors.

7. **Long Term Recovery Committee**

A committee that helps identify unmet needs and possible assistance. Such committees are comprised of voluntary agencies, private sector representatives, governmental agencies and faith-based organizations. Because of their specialized composition, Long Term Recovery Committees are often able to provide immediate assistance and discern the follow-up necessary to ensure the community can continue to recover.

8. ***Public Assistance Activities***

A Presidential Disaster Declaration initiates a process that begins with applicants filing a Request for Public Assistance at an Applicant Briefing. These briefings are publicized through the media and through notifications to County Emergency Management Directors in accordance with 44 C.F.R. 206 Subpart G & H. Additionally:

- Project worksheets are prepared for eligible emergency costs and eligible costs for restoration of damaged facilities.
- Pursuant to Florida Statute 252.37(5) & (6), relative to the Federal Public Assistance Program, the state shall provide the entire amount of any required matching funds for state agencies and one-half of any required match for grants to local governments. The affected local government shall provide the other one-half. A waiver provision is provided to the local governments through the Office of the Governor.

- The eligible sub-grantee recipient, prior to the receipt of the federal funds, shall provide any matching funds required under the federal Hazard Mitigation Assistance Grant Program in full.
- The federal share for reimbursement under most federal declarations is 75%. The 25% non-federal share is normally provided from a combination of state and local sources in accordance with policies established by the Office of the Governor and the Florida Legislature. In addition, the federal government does provide for an administrative cost allowance for each eligible project.
- The state serves as the Grantee and eligible applicants are Sub-grantees under the Federal Disaster Assistance Program. Contractual agreements with the Florida Division of Emergency Management are executed with applicants with all reimbursement coming through the Division.
- Documentation, record keeping, inspections and final closeouts are overseen and approved by the Division of Emergency Management.
- The Governor and the State Legislature may authorize other assistance to a local government based upon a declared emergency.

9. *Individual Assistance Activities*

Once a Presidential Declaration has been issued that authorizes Individual Assistance, the State Individual Assistance Branch Director will coordinate with a federal counterpart on all related individual assistance programs, as defined and prescribed in Title 44 C.F.R., Part 206, Subparts D, E and F.

The primary means of applying for Individual Assistance is through a National tele-registration toll-free number.

VIII. ROLES AND RESPONSIBILITIES

A. Governor's Activation Role

When the Emergency Operations Center is activated in response to an emergency/disaster, the Governor issues an Executive Order declaring a state of emergency and implementing the State of Florida Comprehensive Emergency Management Plan. By Florida Statute, 252, the Governor has command of all operations. The Governor appoints a State Coordinating Officer in a federal disaster declaration, to complement and work with the Federal Coordinating Officer. This position is normally filled by the Director of the Division of Emergency Management, working in close consultation with the Governor. In addition, a Governor's Authorized Representative is designated in the Federal Emergency Management Agency-State Agreement and is responsible for

compliance with that Agreement. This person is normally the Director of the Division of Emergency Management.

B. Governor's Authorized Representative

The Governor's Authorized Representative executes any other necessary documents on behalf of the state and administers federal disaster assistance programs on behalf of the Governor in fiscal matters relating to grants and funding for disaster relief. Generally, the Governor's Authorized Representative is responsible for the following activities:

- Interacting with the Federal Disaster Recovery Manager
- Implementing the State's Comprehensive Emergency Management Plan
- Activating state agencies with emergency management responsibilities
- Executing the Governor's emergency decisions
- Directing the activities of the State Coordinating Officer
- Establishing response and recovery strategies
- Ensuring the state maintains control

C. State Coordinating Officer

Some of the duties of the State Coordinating Officer include:

- Ensuring that the Federal/State Disaster Agreement is prepared and signed by the Governor
- Establishing priorities
- Meeting and briefing state and local officials
- Meeting regularly with the Federal Coordinating Officer on major policy issues and decisions
- Making final decisions for the state on major policy issues
- Assigning personnel including a Deputy State Coordinating Officer
- Briefing the Governor, Chief of Staff and Governor's Authorized Representative
- The State Coordinating Officer serves as the Incident Commander. The Incident Commander is individual responsible for incident response activities, including the development of strategies and tactics and the ordering and release of resources at the incident site.
- The SCO can delegate the authority of Incident Command. Once the response phase begins the transition to recovery, the SCO may delegate the Incident Command authority to the Deputy SCO. Whomever has the delegated authority of Incident Commander still reports directly to the SCO.

D. State Emergency Response Team Chief

The State Emergency Response Team (SERT) Chief is responsible for the direction and control of the State Emergency Operations Center (SEOC). The SERT Chief coordinates the primary sections operating in the SEOC: Operations,

Logistics, Finance and Administration, Planning, and Recovery. The SERT Chief also has a command staff at his/her disposal to effectively achieve this coordination across all elements. Once transition to the Joint Field Office takes place, these sections report to the Deputy State Coordinating Officer.

E. Deputy State Coordinating Officer

During the Response Phase, The Deputy State Coordinating Officer (SCO) serves as the Deputy SERT Chief in the SEOC. Responsibilities during this phase include assessing the situation and determining the types of assistance needed, coordinating with FEMA to establish Disaster Recovery Centers and the Joint Field Office, and coordinating with local, state, and federal agencies to assist impacted communities. The DSCO serves as the Deputy SERT Chief in order to maintain situational awareness of the event and determine what will be required once the state transitions from a response to recovery phase of emergency operations.

The Deputy State Coordinating Officer is the representative of the State Coordinating Officer in the Joint Field Office and by extension, the Governor of Florida. This position is responsible for the establishment and management of state operations in the Joint Field Office as well as coordination between state and federal programs. The Deputy SCO approves mobilizations and demobilization of staff and resources and resolves issues as they arise. The function is maintained from the planning stage through closing of the Joint Field Office.

F. Operations Section Chief

Emergency Operations Center: Recovery Section Chief

Prior to the Joint Field Office being established, the Operations Section Chief serves as the Recovery Section Chief in the SEOC. The priorities in this early stage are: implementing the Preliminary Damage Assessment, documenting the request for a Presidential Declaration, initiating the Community Response effort, establishing Disaster Recovery Centers, determining the extent of damage and the probable impact on the recovery effort, and preparations for the move to the Joint Field Office in the event of a Declaration.

For more information see the [Recovery Section Chief Checklist](#)

Once the response phase is over, the transition of recovery operations oversight moves to the Joint Field Office. The Recovery Section Chief assumes the title of Operations Section Chief and assists the Deputy State Coordinating Officer in all matters relating to tactical operations. The Operations Section Chief also carries out the Comprehensive Emergency Management Plan and the Recovery Plan, develops the tactical objectives, and organizes and directs all resources and field staff within the Joint Field Office.

1. Recovery Desk Lead Planner

The Recovery Desk Planner in the State Emergency Operations Center is responsible to the Recovery Section Chief and the Deputy SERT Chief for developing daily Recovery Incident Action Plans, Recovery Situation Reports, responding to Recovery related EM Constellation Mission requests and providing Recovery related information to the State Emergency Response Team and other interested parties. If necessary, an additional Planner role may be added to assist in accomplishing these tasks.

G. Finance and Administration Section Chief

The Finance and Administration Section Chief assists the Deputy State Coordinating Officer in all matters pertaining to costs related to the incident, provides accounting, procurement, time recording and cost analysis within the Joint Field Office. Coordination with the Federal General Services Administration is an essential part of this function. Specific responsibilities include the following:

- Maintenance and issuance of the Joint Field Office Go Kit
- Processing travel requests/vouchers, time sheets and pay
- Arranging vehicles and lodging
- Providing training on and issuing purchasing cards (P-cards) to staff and securing advances where necessary
- Processing communications requests and issuing mobile equipment (cellular phones and beepers)
- Processing new hires for the Joint Field Office
- Establishing a local open purchase order for office supplies
- Developing purchase orders for motels or other lodging
- Coordinating with the purchasing office of the Division of Emergency Management Finance and Logistics
- Arranging for courier service between the Joint Field Office and the State Emergency Operations Center

For more information see the [Division of Emergency Management Fiscal Operations Standard Operating Procedure](#)

H. Planning Section Chief

The Planning Section Chief is responsible to the Deputy State Coordinating Officer for developing the action plan to accomplish the objectives, collecting and evaluating information, provides situation reports and maintains a staffing log of all staff in the theater of operations, to include current contact and lodging information.

I. Logistics Section Chief

The Logistics Section Chief is responsible to the Deputy State Coordinating Officer for managing the process of planning, preparing, implementing, and evaluating all logistical functions that support recovery operations after transition to the Joint Field Office. For information on logistics support and resources utilized in Recovery Operations, see Annex 12 to the State Comprehensive Emergency Management Plan, Property Management Procedures and Operations Guidance.

J. Recovery Logistics Officer

The Recovery Logistics Officer reports to the Recovery Section Chief and ensures travel arrangements have been secured for personnel with field assignments. They will interface with Federal Emergency Management Agency counterparts in the selection of the Joint Field Office facility and negotiate with the Federal Emergency Management Agency for sufficient space within the Joint Field Office to support state operations. The Recovery Logistics Officer completes an initial floor plan for each state activity. And with the assistance of the Recovery Logistics Team, the Recovery Logistics Officer initiates the local logistical arrangements in preparation for the arrival of the Joint Field Office team. The Recovery Logistics Officer is also responsible for the tracking and of all equipment issued during recovery operations, in coordination with the Logistics Chief.

K. Recovery Liaison Coordinator

The Recovery Liaison Coordinator is responsible to the Recovery Section Chief for scheduling the deployment of Recovery Liaisons to assist the local areas through the recovery process from the onset of an event. The Recovery Liaison Coordinator is also responsible for compiling and disseminating the Recovery Liaison reports. These reports include situational information, recovery progress and problems in the process that may arise. The compiled report is distributed to the Incident Commander, Recovery Section Chief, Operations Chief and Plans Chief. Although the Recovery Liaison Coordinator reports directly to the Public Assistance Branch Director, Recovery Liaisons must have broader knowledge of the Recovery process as a whole.

L. Public Assistance Branch Director

The Public Assistance Branch Director is responsible to the Deputy Incident Commander and coordinates all State Public Assistance activities emanating from the Joint Field Office. These activities may include ensuring adequate Public Assistance personnel are available, scheduling and conducting Applicant Briefings and Kickoff Meetings, coordinating information required from applicants, and managing information retrieval systems (i.e., floridapa.org and Florida PAPERS). This position manages the total Public Assistance program, including personnel (grants management and technical staff), and coordinates with the Federal Emergency Management Agency's Public Assistance Officer and program personnel.

1. Grants Specialist Coordinator

The Grants Specialist Coordinator is responsible to the Public Assistance Branch Director for grants management organization and operation under the Public Assistance Program. Specific responsibilities include:

- a. Assessing resource and staffing requirements for the Public Assistance Grant Management Program and make recommendations to the Public Assistance Officer.
- b. Conducting grants management training as necessary.
- c. Overseeing the operation of the Grants Specialist Section.
- d. Ensuring that the Public Assistance Branch Director has current and accurate statistics regarding Public Assistance involvement of applicants from previous declarations.
- e. Notifying the Public Assistance Branch Director of current or projected problems.

2. *Debris Coordinator*

The State Debris Coordinator is responsible for monitoring debris operations statewide, beginning in the response phase of operations and continuing through the recovery phase. Heading up a team of debris specialists, this position includes the following responsibilities:

- a. Offering technical assistance to local governments based on State regulations regarding the removal and disposal of debris.
- b. Monitoring compliance with debris guidelines under the Public Assistance Program (FEMA Debris Management Guide, 325).
- c. Coordinating technical assistance provided by other resources (FEMA, USACE) throughout the state.

3. *Environmental and Historic Preservation Coordinator*

The State Environmental and Historic Preservation Coordinator offers invaluable technical assistance under the Public Assistance Program. Along with a team of environmental scientists, the Environmental Coordinator coordinates with FEMA Environmental and Historic Preservation as well as fulfills the following responsibilities:

- a. Provides technical assistance to local governments and other applicants regarding environmental guidelines under the Public Assistance Program.
- b. Monitors National Environmental Policy Act (NEPA) compliance as well as Historic Preservation considerations.
- c. Offers expertise on Federal and State environmental and historic preservation laws, regulations, and guidance.

M. Individual Assistance Branch Director

The Individual Assistance Branch Director is responsible to the Deputy Incident Commander. This position coordinates all state Individual Assistance activities

including overall supervision of the Individual Assistance Preliminary Damage Assessment, Community Response Program, and Disaster Recovery Center sites, staffing, operation and logistics, oversight of the Federal Emergency Management Agency Federal Assistance to Individuals and Households, the Crisis Counseling Program and coordination with local voluntary agencies in meeting unmet needs.

1. *Preliminary Damage Assessment Coordinator*

Collects and compiles data on Individual Assistance (homes and businesses) and on Public Assistance (debris removal, roads, bridges, public buildings, etc.) and reports to the Individual Assistance Branch Director, the Public Assistance Branch Director, Recovery Section Chief, and the Deputy SERT Chief. The Coordinator's responsibilities include assigning and briefing personnel assigned for damage assessment and developing a county-by-county schedule for completing the Preliminary Damage Assessment. The Coordinator is responsible for notifying the same supervisors of current or projected problems and is responsible for full dissemination of reports once they have been reviewed and approved by the Recovery Section Chief.

2. *Disaster Recovery Center Coordinator*

The Disaster Recovery Center Coordinator is directly responsible to the Individual Assistance Branch Director for the staffing, training, operations, logistics and demobilization of Disaster Recovery Centers to include the following:

- a. Coordinate with County Emergency Management Directors on location for Disaster Recovery Centers within the declared counties.
- b. Coordinate Disaster Recovery Center staffing, logistics and training.
- c. Ensure that all Disaster Recovery Center resources are tracked and returned or released at the time of Disaster Recovery Center closure.
- d. Establish a contingency plan for mass evacuation and the quick rebuild of each Disaster Recovery Center in the event of inclement weather or an unusual occurrence.
- e. Assist the Individual Assistance Branch Director with applicant inquiries after the Disaster Recovery Centers are closed.

3. *Community Response Coordinator*

The Community Response Coordinator reports to the Individual Assistance Branch Director and is responsible for collecting and disseminating information to the communities affected by the disaster. Specific responsibilities include:

- a. Overseeing the establishment of outreach functions.
- b. Briefing the Individual Assistance Branch Director and the Deputy Federal Coordinating Officer for Recovery on the status of the outreach and community concerns.

- c. Coordinates with the Speaker's Bureau.
- d. Liaising with local officials.
- e. Liaising with the External Affairs Officer.

4. *Voluntary Agency Officer*

The Voluntary Agencies Officer coordinates with the Individual Assistance Branch Director for coordination of Recovery activities involving the American Red Cross, the Salvation Army and the other state and local voluntary agencies. A key activity is monitoring the assisting, where necessary, in the formation and operation of the local Long Term Recovery Committees.

For more information see the [Emergency Support Function 15 Standard Operating Guide](#)

5. *Disaster Housing Coordinator*

The Disaster Housing Coordinator reports to the Individual Assistance Branch Director and prior to impact is responsible for preparing and disseminating a projection of displaced families and maintaining liaison with community housing authorities and agencies. The Disaster Housing Coordinator shall also be the contact for the Federal Emergency Management Agency Housing Officer in the event of a Presidential declaration.

N. Unmet Needs Coordinator

The Unmet Needs Coordinator identifies survivor needs and coordinates resources, funding, and other kinds of assistance to fill gaps not covered under other priorities in addition to administering the Other Needs Assistance of FEMA's Individuals and Households Program. State and Local Unmet Needs Coordinator closely with the Long-Term Recovery Committees to address survivor's continuing recovery needs.

O. External Affairs Officer

The External Affairs Officer reports to the Deputy State Coordinating Officer and is responsible for all communications regarding the overall management of the emergency, Joint Field Office operations and local issues.

P. Public Information Officer

The Public Information Officer is responsible to the External Affairs Officer for all media contacts, press releases, public information announcements and other disaster-related information released through the Joint Field Office. The Public Information Officer works closely with the Federal and County Public Information Officers to develop joint press releases to both general and specific target audiences. The Public Information Officer also coordinates with the Federal Emergency Management Agency and County Public Information Officers

if a “Joint Information Center” is established. Related duties include the following:

- Coordinating press briefings and press releases with the Federal Public Information Officer at the Joint Field Office
- Preparing press releases and responding to media inquiries
- Arranging media interviews and supporting local media efforts

Q. Congressional Affairs Coordinator

The Congressional Affairs Coordinator reports directly to the External Affairs Officer and is the primary point of contact for congressional and legislative inquiries. The Coordinator acts as liaison for congressional and legislative field activities and any other VIP visits. The Coordinator responds to congressional and legislative inquiries on constituents’ behalf. The Congressional Affairs Coordinator monitors legislation that may be developed as a result of the disaster and works closely with the State Public Affairs Officer and the Federal Emergency Management Agency Congressional Relations and Governmental Affairs persons.

IX. PLAN MAINTENANCE

The Recovery Plan will be updated on an annual basis and in a timely manner, following major incidents.



**BUREAU OF RECOVERY
RECOVERY OPERATIONS IN THE
EMERGENCY SUPPORT FUNCTION MATRIX**

EMERGENCY SUPPORT FUNCTION MATRIX- PRIMARY AND SUPPORT AGENCIES																		
STATE AGENCIES/SPECIAL DISTRICTS/OTHER ORGANIZATIONS	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15	ESF 16	ESF 17	ESF 18
AGENCY FOR HEALTH CARE ADMIN								S										
AGENCY FOR WORKFORCE INN			S			S								S				S
CIVIL AIR PATROL- FL WING	S	S						S	S									
ENTERPRISE FLORIDA																		P
FL DEPT AG & CONSUMER SVCS	S	S	S	S		S	S	S		S	P					S	P	S
FL BOARD OF REGENTS							S											
FL DEPT OF BUSINESS & PROF REGULATION						P		S						S		S		S
FL DEPT OF CHILDREN & FAMILIES						S		S										
FL DEPT OF COMMUNITY AFFAIRS	S	S	S		P		S			S				P				
FL DEPT OF CORRECTIONS	S		S				S				S			S		S		
FL DEPT OF EDUCATION						S					S							

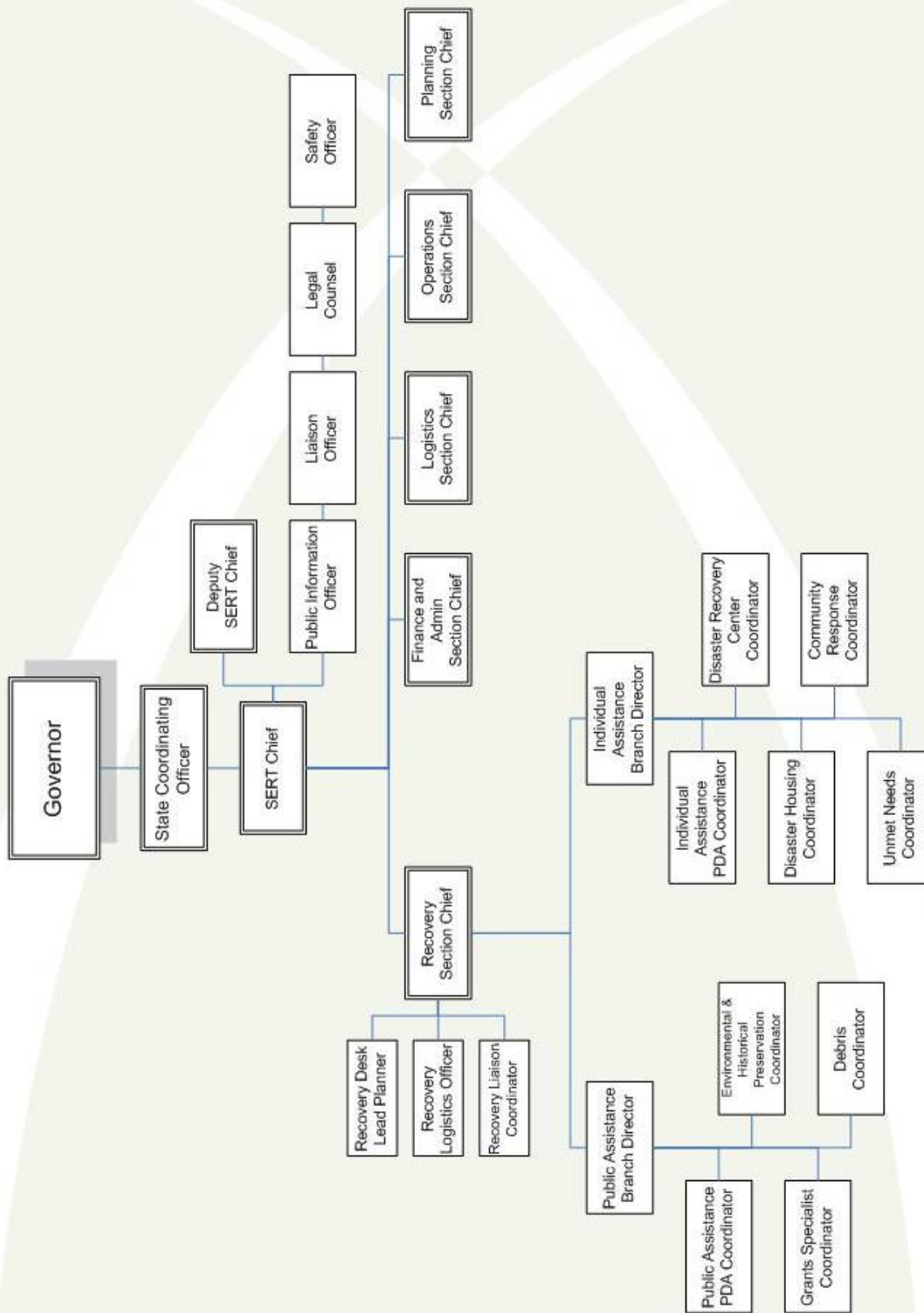
STATE AGENCIES/SPECIAL DISTRICTS/OTHER ORGANIZATIONS	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15	ESF 16	ESF 17	ESF 18
FL DEPT OF ELDER AFFAIRS						S		S			S			S	S			
FL DEPT OF ENVIRONMENTAL PROTECTION	S		S					S		P				S		S	S	
FL FISH & WILDLIFE CONSERVATION COMMISSION									S	S						S	S	
FL DEPT OF HEALTH			S					P		S	S	S		S			S	
FL DEPT OF FINANCIAL SERVICES				P					P									S
FL DEPT OF LAW ENFORCEMENT	S	S					S	S		S				S		P		
FL DEPT OF LOTTERY																S		
FL DEPT OF MANAGEMENT SERVICES	S	P	S				P							S			S	
FL DEPT OF MILITARY AFFAIRS	S	S	S		S	S	S	S		S	S		P			S		
FL DEPT OF TRANSPORTATION	P		P				S			S				S		S		
FL DEPT HWY SFTY & MOTOR VEHICLE	S									S						S		
GOVERNOR'S OFFICE							S			S				S				P
PUBLIC SERVICE COMMISSION		S	S				S					P						
SCHOOL BOARD DISTRICTS											S							
WATER MANAGEMENT DISTRICTS	S		S															
ADVENTIST COMM. SERVICE															S			
AMERICAN RED CROSS						S		S			S				S			
ARES/RACES NETWORK		S																
ASSOCIATED INDUSTRIES															S			
BUILDING OFFICIALS ASSOC OF FL																		

STATE AGENCIES/SPECIAL DISTRICTS/OTHER ORGANIZATIONS	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15	ESF 16	ESF 17	ESF 18
CHRISTIAN DISASTER RESPONSE															S			
CHURCH WORLD SERVICE															S			
FL ASSOC OF BROADCASTERS														S				
FL ASSOC OF SAR									S									
FL ASSOC OF VOLUNTEER CENTERS															S			
FL SHERIFF'S ASSOCIATION																S		
FL COMMISSION ON COMM. SERV.															P			
FL RELIABILITY COORD COUNCIL												S						
FL FIRE CHIEFS ASSOCIATION				S					S									
FL FUNERAL DIRECTORS ASSOC								S							S			
FLORIDA JAYCEES															S			
FLORIDA VOAD						S									S			
IND TRADE GROUPS & ASSOC												S						
INTERFAITH COALITION															S			
PETROLEUM COUNCIL												S						
THE SALVATION ARMY						S					S				S			
SECOND HARVEST											S				S			
UNITED WAY															S			
WORKFORCE FLORIDA, INC.																		S
VISIT FLORIDA																		S
UNIVERSITY OF FLORIDA (IFAS)																	S	

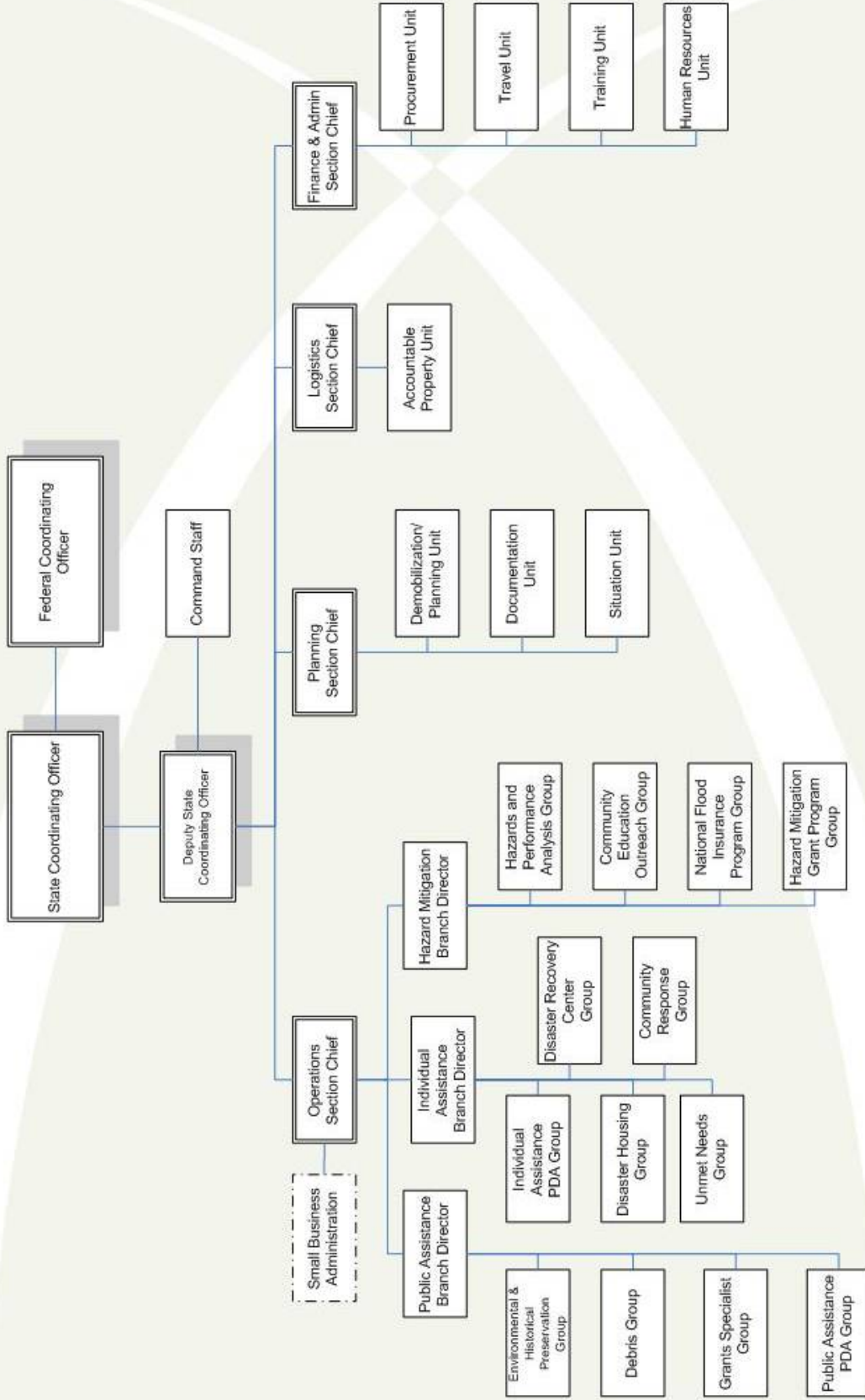
P = Primary

S = Support

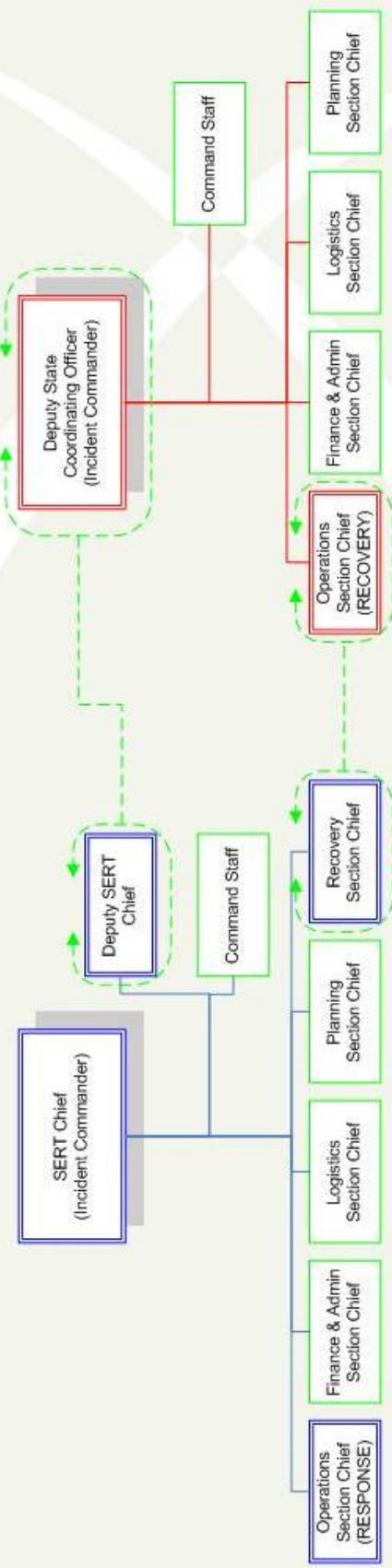
Recovery Emergency Operations Center Organizational Chart



Joint Field Office Organizational Chart



State Emergency Operations Center to Joint Field Office Transition Chart



Blue	SEOC title
Red	JFO titles
Green	Both SEOC and JFO
 Position transfers to different title and/or responsibility from SEOC to JFO	