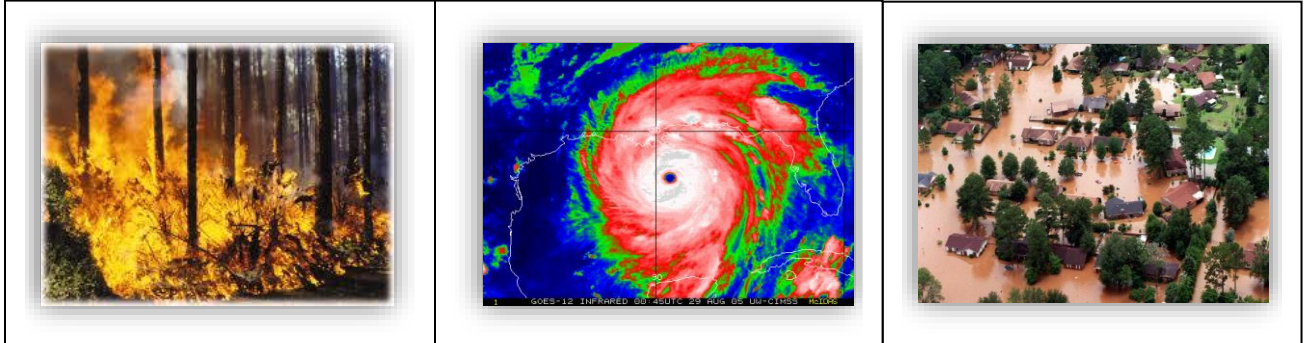


JACKSON COUNTY



Comprehensive Emergency Management Plan

Recovery Element

MARCH 2021

Jackson County Board of County Commissioners
Department of Emergency Management



TABLE OF CONENTS

I.	INTRODUCTION	4
II.	GENERAL	4
	A. Responsibility for Recovery Operations	4
	B. Lead and Support Agencies.....	4
	C. Concept of Operations.....	6
	1. Operations Section	7
	2. Planning Section	9
	3. Logistics Section.....	9
	4. Finance and Administration	9
	D. Securing State and Federal Assistance	10
	E. Non-Declared Disaster Events	11
	F. Municipal Coordination	12
	G. Recovery Priorities	14
	1. Short Term Priorities	14
	2. Long Term Priorities	14
III.	RECOVERY FUNCTIONS	15
	A. Damage Assessment Functions	15
	B. Disaster Recovery Centers (DRC).....	18
	C. Public Assistance Program Management	19
	1. Overall Public Assistance Management	19
	2. Potential Public Assistance Program Applicants	20
	3. Primary and Support Agencies for the Public Assistance Program.....	20
	4. Applicant Briefings.....	21
	5. Kick-Off Meetings	22
	6. Financial Responsibilities.....	23
	D. Debris Management	26
	E. Community Relations and Unmet Needs Activities (including housing).....	26
	1. Community Relations	26
	2. Unmet Needs.....	27
	3. Temporary Housing	27

4.	Special Populations.....	28
5.	Social Service Agencies.....	28
6.	Volunteer Coordination.....	29

List of Figures

Figure 1:	Recovery Lead and Support Agency Roles.....	5
Figure 2:	Jackson County ICS Recovery Organization.....	6
Figure 3:	Disaster Declaration Process.....	10
Figure 4:	Disaster Recovery Center Locations.....	199
Figure 5:	Jackson County Social Service Organizations.....	299

I. INTRODUCTION

In the aftermath of a disaster, there are many critical post-disaster concerns that must be addressed. Resolving these issues requires a coordinated response from all levels of the government as well as the private sector. Although resources are limited in Jackson County, recovery from small incidents is generally possible with little or no support from agencies outside of the county. However, medium and large-scale disasters may overwhelm local capabilities and require the mobilization of resources from regional, state, federal and non-profit organizations. This section of the Jackson County Comprehensive Emergency Management Plan (CEMP) provides a framework for managing recovery resources to allow the county to return to normal as soon as possible.

The focus during recovery is to address life safety concerns, assess property and infrastructure damage, assure continuity of government services, provide access to disaster areas by relief agencies, facilitate debris removal and ensure proper reconstruction of damaged structures. The Jackson County Emergency Management Agency (JCEMA) views the recovery process as one that should be tied closely to mitigation in order to reduce the severity of future disasters.

II. GENERAL

A. Responsibility for Recovery Operations

JCEMA, as directed by the Emergency Management Director or designee, is responsible for ensuring recovery activities are implemented in an orderly and efficient manner following a disaster event. The EM Director is responsible for activating the Jackson County Emergency Operations Center (EOC) for managing recovery activities with support from the Jackson County EM staff and county and municipal agencies. The city managers/mayors/president of councils for each municipality will serve as municipal recovery liaisons. It is important to note that given the rural nature of Jackson County, recovery resources are scarce, with many responsibilities falling on only a few agencies.

In order to support extensive, prolonged recovery operations, Jackson County will require additional resources from the state and federal government. The EM Director or designee will serve as the liaison with the Joint Field Office and state recovery staff assisting in recovery efforts.

B. Lead and Support Agencies

Each participating primary and supporting agency is responsible for carrying forth its role during the recovery phase of any disaster event. Please refer to Figure 1 for a list of lead and support agencies.

Figure 1: Recovery Lead and Support Agency Roles

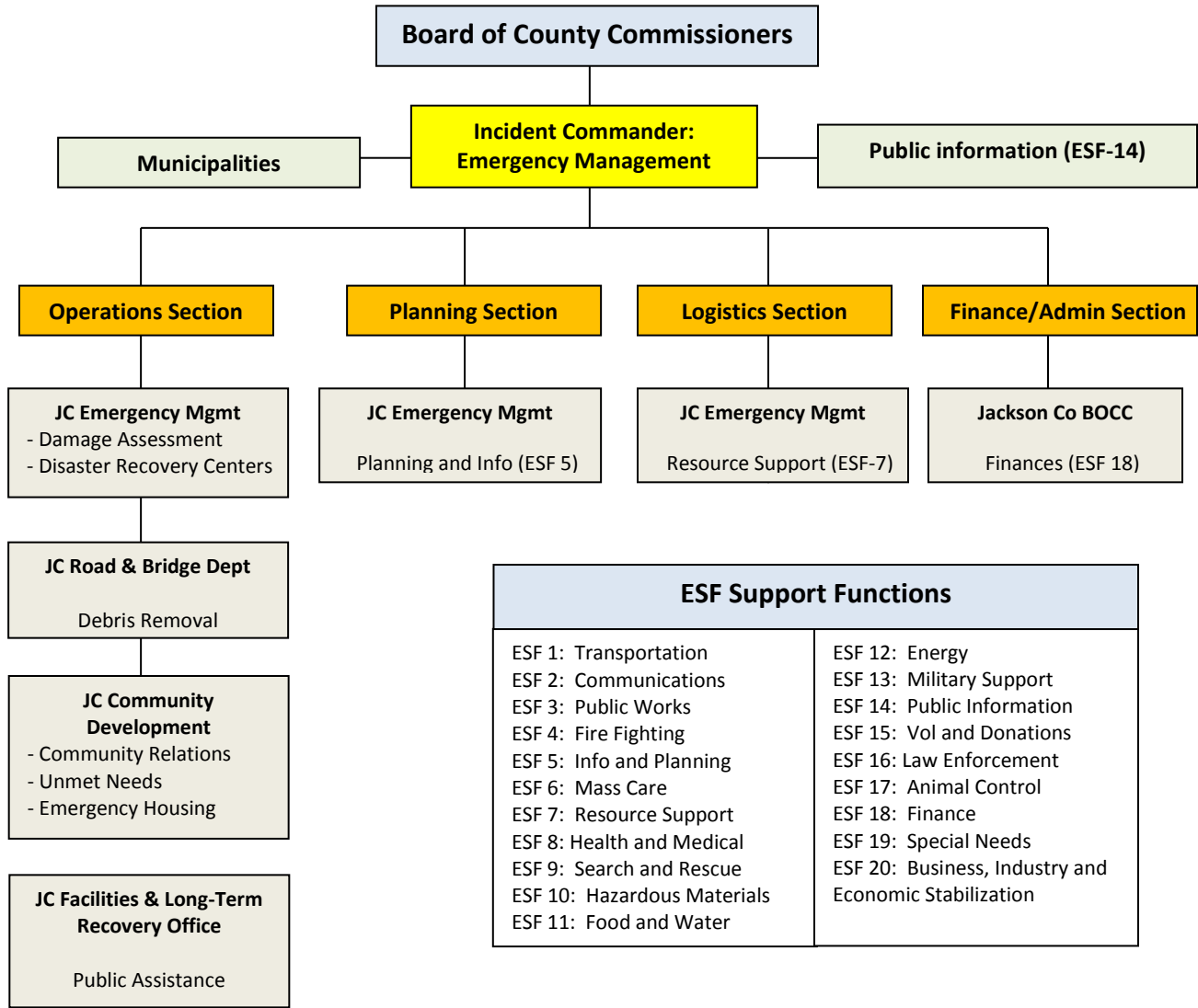
Recovery Functions →	IDA/PDA Damage Assessment	Debris Removal	Information & Planning	Resource Support	Community Relations	Unmet Needs	Emergency Housing	Disaster Recovery Center	Public Assistance Program	Business Continuity
American Red Cross	S			S	S	S	S	S		
Jackson County Churches						S				
Jackson County Chamber of Commerce										L
Jackson County Clerk of the Court	S	S	S	S		S	S	S	S	
Jackson County Community Development	S			S	L	L	L			
Jackson County Emergency Management	L	S	L	L	S	S	S	L	S	S
Jackson County Facilities & Long-Term Recovery									P	
Jackson County Fire Rescue	S	S		S					S	
Jackson County Property Appraiser	S								S	
Jackson County Road and Bridge	S	L		S					S	
Jackson County School Board	S			S			S		S	
Jackson County Sheriff's Office	S		S	S					S	
Municipal Police Departments	S							S	S	
Municipal Public Works	S								S	
North Florida Inland Long-Term Recovery Group					S	S	S			
Salvation Army						S				
Senior Citizen's Association					S	S			S	
Volunteer Fire Departments	S	S		S	S			S	S	

L = Lead S = Support

Because Jackson County is a small rural county, the JCEMA office is responsible for numerous functions during recovery operations including planning, resource support, disaster recovery centers and damage assessment. Other lead agencies involved in recovery activities include the Jackson County Community Development which plays a lead role in coordinating emergency housing activities, community relations and unmet needs, the Jackson County Road and Bridge Department (managing debris removal operations) and the Jackson County Facilities & Long-Term Recovery Office which is responsible for the public assistance program. The North Florida Inland Long-Term Recovery Group is a 501c3 organization which works to coordinate recovery services and build resiliency. They play a supportive but significant role in long-term recovery in Jackson County.

As recovery advances and situations return to non-emergency or day-to-day operations, the need for outside assistance from mutual aid is expected to diminish. The time frame for reduction of this need will depend on the magnitude and scope of the disaster as it relates to Jackson County.

Figure 2: Jackson County ICS Recovery Organization



C. Concept of Operations

This section of the plan provides an overview of the management of recovery operations in Jackson County. The purpose is to provide guidance for the implementation of critical actions necessary for Jackson County to recover from natural or technological disasters. It is critical to coordinate recovery activities in order to restore essential public, social and economic services following a disaster. Figure 2 depicts the organizational structure used during recovery operations in Jackson County. The four ICS Sections – Operations, Planning, Logistics and Finance Administration are described in detail in the following paragraphs.

1. Operations Section

Four agencies, the JCEMA, the Jackson County Road and Bridge Department, Jackson County Community Development and the Jackson County Facilities and Long-Term Recover Office staff the Operations Section during the recovery phase of a disaster.

a. Jackson County Emergency Management Agency

The primary local coordinating agency for requesting resources and relief supplies and support within the county is JCEMA. JCEMA will also coordinate its recovery functions with the Florida Division of Emergency Management on those functions requiring state assistance, i.e. Disaster Recovery Centers (DRCs), damage assessment, etc. This function will be performed from the County EOC.

(1) JCEMA has the primary responsibility for coordinating recovery efforts.

(2) All recovery activities are coordinated through the Emergency Management Director and begin during response and continue through the recovery phase with an evaluation of:

- situation reports;
- mission assignments logged and tracked;
- municipal status update reports received from local governments;
- EOC briefings;
- local conference calls;
- impact assessment data, as well as other impact information received from other sources; and
- damage reports received from citizens.

Information from these sources are reviewed and monitored to identify areas that should receive priority for damage assessment and human needs assessment. This gathering of intelligence sets the stage for the operational transition from response to recovery activities, which takes place after the event by the Emergency Management Director/Incident Commander.

(3) Disaster Recovery Centers

JCEMA is responsible for assisting in establishing and providing local support for disaster recovery centers. One building in the county has been identified that meets this need. JCEMA will work with FEMA to operate and staff the DRC.

(4) Damage Assessment

The JCEMA coordinates the post-disaster damage assessment process in coordination with Jackson County Community Development. Additional information is provided in the Damage Assessment Guide.

(6) Joint Field Office Liaisons

The EM Director will appoint the local liaison to the Joint Field Office (JFO) and state recovery staff, upon activation of the JFO, if needed. They will provide information pertinent to Jackson County to the JFO state and federal staff members. They will also provide a mechanism to coordinate JFO activities with JCEMA, and vice versa.

b. Jackson County Road and Bridge Department

The Jackson County Road and Bridge Department will determine if local resources are sufficient to manage debris removal operations. The County has identified three pre-qualified contractors to manage debris removal should the need arise. Additional information is available in the Debris Management Guide.

c. Jackson County Community Development

Jackson County Community Development is responsible for three primary activities during the recovery phase of a disaster. These include coordinating community relations, unmet needs and emergency housing.

(1) Community Relations

Jackson County Community Development is responsible for coordinating community relations following a disaster to ensure that critical recovery information is available for the benefit of the entire affected community. The community relations function also identifies human needs (food, water, shelter etc.) that must be addressed in the community following a disaster.

(2) Unmet Needs

Jackson County Community Development is responsible for coordinating activities to address individual and community needs that remain after governmental assistance has been exhausted following a disaster.

(3) Emergency Housing

Jackson County Community Development with the support from JCEMA is responsible for providing, to the extent possible, for the provision of short-term emergency housing. Given the resource constraints that exist in Jackson County, the scope of this function is limited to the provision of temporary housing in the form of emergency shelters, hotels and motels and the identification of areas suitable for temporary placement of tents and manufactured homes by state and federal agencies. Additional information is available in the Emergency Housing Guide.

d. Jackson County Facilities and Long-Term Recovery Office

The Jackson County Facilities and Long-Term Recovery Office is responsible for coordinating activities associated with the Public Assistance Program following a disaster. The Public Assistance Program is a federal program that supports the efforts of local and state governments to repair and restore public facilities, infrastructure or services that have been damaged or destroyed. Local road, water, sewer and solid waste departments will provide support. Additional information is provided in the FEMA Public Assistance Program Guide.

2. Planning Section

The Planning Section (ESF 5), which is staffed by JCEMA, is responsible for coordinating planning activities necessary for meeting the needs created by a disaster.

3. Logistics Section

The Logistics Section (ESF 7) is responsible for logistical support for all lead and support agencies during all phases of disaster operations. This includes obtaining the equipment and personnel resources required to address local needs from public, private and non-profit organizations. JCEMA staffs the Logistics Section. The Jackson County Chamber of Commerce provides assistance by serving as a liaison with the business community.

4. Finance and Administration

The Finance and Administration Section is staffed by the Jackson County Board of County Commissioners. They are responsible for tracking expenditures, reimbursement and general administrative support.

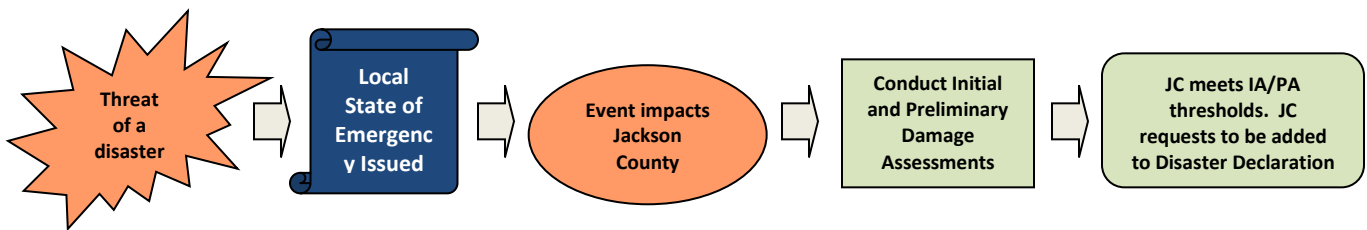
Regional, state and federal response entities are expected to be involved with the recovery efforts in varying capacities. They are to directly assist and provide expertise to the primary and supporting agencies as specified or identified in existing procedures. Primary and supporting agencies are required to coordinate with JCEMA and other recovery entities with regards to their needs for personnel, equipment and technology as recovery begins to occur. It is expected that those outside entities dealing with immediate care, rescue, or critical infrastructure repair will be either relieved of these responsibilities as recovery begins, or will have these responsibilities reassigned that are oriented more toward recovery rather than response. When these agencies recognize that fewer outside personnel are needed, or that local personnel can better complete and/or more thoroughly address the local situation through indigenous resources, the primary agency contact/ liaison shall be notified (either in the field if ICS is in place or to the EOC if activated) and information shall be provided to the EM Director or his or her designee. Once processed, the EOC, through the EM Director or designee, will make a

final determination as to whether the outside agency resources are needed at other locations in the county or if their operations may be terminated in Jackson County.

D. Securing State and Federal Assistance

Jackson County actively pursues any assistance available for the County after a disaster has impacted the community. JCEMA coordinates all of the activities leading up to a request for state and federal assistance. The following flow chart describes the process for Jackson County to seek state and federal assistance, to include being added to a Presidential Disaster Declaration.

Figure 3: Disaster Declaration Process



For noticed events, such as a hurricane, winter storm, or severe weather, Jackson County is able to identify the threat well in advance of its occurrence. In preparation for response and recovery operations, Jackson County BOCC will declare a local state of emergency. This declaration allows for certain waivers of normal day to day operations, and can expedite the purchase of needed emergency resources.

For no-noticed events, the Local State of Emergency may be issued after the event has occurred, such as a tornado, hazardous materials spill, terrorism event. In these circumstances, the BOCC, at the direction of the JCEMA, will declare a local state of emergency, if needed, to ensure the county can take advantage of all the local waiver provisions established by FS 252.38.

Following the disaster event, Jackson County will conduct an “Initial Damage Assessment” to determine the scale and magnitude of the impact to the County. The results of the IDA will be forwarded to the Florida Division of Emergency Management. The IDA will be coordinated by JCEMA, and will have representatives of the County’s damage assessment team. Based on the results of the IDA, JCEMA will request a joint Preliminary Damage Assessment (PDA) from the FDEM.

The PDA team will be composed of county, state, and federal members. The PDA will quantify the damages eligible under the Individual Assistance Program, and the Public Assistance Program.

Using the current per capita rate provided by FEMA and available here: <https://www.fema.gov/public-assistance-indicator-and-project-thresholds>, Jackson County will determine if the damage threshold is met. If Jackson County meets its infrastructure damage threshold, it will request that the County be added to the State's request for a Presidential Disaster Declaration (PDD). The threshold per capita changes periodically, the current threshold will be determined referencing the FEMA website. Also, if the County has significant numbers of residents who have been impacted by the event, the County may be able to request an Individual Assistance (IA) Declaration. In many cases, both the IA and Public Assistance (PA) declarations are granted together, but either can be granted independent of the other. There is no true threshold for an IA declaration. If the State has received a Presidential Disaster Declaration (PDD), and Jackson County meets the PA thresholds, it will request to be added to the State's PDD.

Administration of disaster declaration documentation will be made by JCEMA in cooperation with procedures and coordination with the Clerk of Court's offices. Funds will be processed and provided through the County Finance Office.

Costs for response and recovery are to be monitored and tracked by all participating agencies for future reimbursement. This may include time sheets, equipment rates, or any other eligible expense incurred as a result of the preparation for, response to, or recovery from the event. Except for municipalities, the County Finance Office will be responsible for overall financial management of disaster declaration issues. Municipalities, through their City Manager or City Clerk's offices, will be responsible for management of disaster declaration finances within their jurisdictions.

E. Non-Declared Disaster Events

The process for handling all disaster events are the same as identified in Figure 2. If a disaster event does not meet the thresholds established for Jackson County, it will not be able to secure state and federal public assistance funds. Also, if the County is not included under an Individual Assistance Declaration, it will also not receive state or federal assistance for individuals

If the County does not receive Public or Individual Assistance, It will then fall upon the County and municipalities to meet the unmet needs of the survivors of the event. This may include the use of local funds, competitive grant funds, or any supplemental funding provided by the State of Florida to recover from the event. The County, working through ESF-11 (Food and Water), and ESF-15 (Volunteers and Donations) and volunteer groups such as the American Red Cross, Salvation Army, local church organizations, will strive to supplement the unmet needs of the survivors in Jackson County.

The County Finance Office is responsible for the overall management of documentation of the costs of a non-declared disaster with reports submitted ultimately to the Board of County Commissioners for budget and finance approval of local dollars.

F. Municipal Coordination

Jackson County has the responsibility of recognizing the sovereignty of municipalities and their local government programs; however, Jackson County has the lead role under Chapter 252 Florida Statutes in ensuring the overall safety, response and recovery activities on behalf of the State of Florida. Jackson County is fully supportive of the economic, recreational, and social service programs within each municipality, and is equally supportive of cooperative efforts regarding emergency management issues involving preparedness, response, recovery and mitigation. JCEMA will serve as the overall liaison between Jackson County and its municipalities in recovery functions.

General descriptions below provide a synopsis of what needs for recovery might be expected within each municipality:

Marianna - Of the 11 municipalities, the City of Marianna, as the county seat and the largest commercial and employment center within the County, is expected to have the greatest immediate need for coordination to ensure its infrastructure, law enforcement, fire and municipal governmental operations remain functional. The city is geographically located in the center of the county close to Interstate 10 and at the crossroads of State Roads 71 and 73 and US 90. The lead contacts for coordination of activities for recovery will be the JCEMA Director or designee through the Jackson County EOC. Coordination is expected to ensure that roads are cleared in the area, water and sewer systems are operational, and security (i.e. fire, police) are able to function to as normal a level as possible. In addition, there are seven school facilities located in Marianna. Needs of the municipality are expected to be forwarded from city officials to the Jackson County EOC for inclusion in the emergency management recovery system.

Cottdale – Located in the western part of the county, Cottdale serves as a localized hub for a large amount commercial and residential traffic for Jackson County. Of significant importance is the crossroads nature of the community where US 231 (a direct route north from Panama City Beach into Alabama), US 90, Interstate 10, and two (2) major railroad lines (CSX and Bayline) converge. Two schools (the high school is of new construction but is not an EHPA approved shelter) are also located in the city. Cottdale provides law enforcement services to the community and a volunteer fire department is in place. The City provides water and sewer services to the community. Needs of the municipality are expected to be forwarded from city officials to the Jackson County EOC for inclusion in the emergency management recovery system.

Sneads - Sneads is located in the eastern part of the county, on US 90 north of I-10. The town is located near the Apalachicola River and Lake Seminole area. There are no businesses at the interstate interchange, however; there are several convenience stores, small restaurants and a grocery outlet located within the community. Sneads provides law enforcement services to the community and a volunteer fire department is in place. There is an EMS station located within city limits and the town provides water and wastewater

treatment services to the community. Needs of the municipality are expected to be forwarded from the city officials to the Jackson County EOC for inclusion in the emergency management recovery system. The city has two public schools located in the city limits.

Grand Ridge – Located approximately fifteen miles east of Marianna in the eastern part of the county, Grand Ridge is a crossroads community where SR 69 intersects with US 90. The city of Grand Ridge is mostly a residential community with several small stores. There is one school located in the community. Grand Ridge provides no law enforcement services. A volunteer fire department is in place. The Town provides water and wastewater services to the community. Needs of the municipality are expected to be forwarded from city officials to the Jackson County EOC.

Malone - Malone is located at the junction of SR 2 and SR 71 north of Marianna in the north central area of the county. It is mostly residential community with several small stores. There are no municipal law enforcement officers. The Town provides water and wastewater services to the community. A volunteer fire department serves the community. There is one school located in the city limits. Needs of the municipality are expected to be forwarded from city officials to the Jackson County EOC.

Greenwood – Located at the junction of Hwy 162 and SR 71 north of Marianna, Greenwood is a mostly residential community with several small stores. There are no municipal law enforcement officers. Needs of the municipality are expected to be forwarded from city officials to the Jackson County EOC.

Campbellton – This small town is located at the junction of SR 2 and Hwy 231 north of Marianna in the northwestern area of the county. It is a mostly residential community with several small stores and no municipal law enforcement. The Town provides water and wastewater services to the community. A volunteer fire department serves the community. An EMS station is located within the city limits. Needs of the municipality are expected to be forwarded from city officials to the Jackson County EOC.

Graceville - Graceville is located at the junction of SR 2 and SR 77 west of Campbellton in the northwestern area of the county. It is the second largest community in the County with a post office, many businesses, and the Vanity Fair Outlet Mall. There are two schools located in Graceville. The City provides law enforcement support to the community. The Town provides water and wastewater services, and has a volunteer fire department that serves the community. Needs of the municipality are expected to be forwarded from city officials to the Jackson County EOC.

Alford – Located south of Cottdale in the southwestern area of the county Alford is a mostly residential community with several small stores. There are no municipal law enforcement officers; however, the Town provides water and wastewater services to the community. A volunteer fire department serves the community and an EMS station is located within the city limits. Needs of the municipality are expected to be forwarded from

city officials to the Jackson County EOC for inclusion into the emergency management recovery system.

Jacob – Jacob is located on Jacob Road north of Marianna in the northwestern area of the county. It is a mostly residential community with no municipal law enforcement officers. Needs of the municipality are expected to be forwarded from city officials to the Jackson County EOC for inclusion into the emergency management recovery system.

Bascom – Bascom is located on Basswood Road north of Marianna in the northeastern area of the county. It is a mostly residential community with no municipal law enforcement officers. There are several businesses located within the city. The needs of the municipality are expected to be forwarded from city officials to the Jackson County EOC.

G. Recovery Priorities

Jackson County has very straight forward recovery priorities that reflect the desire to ensure the citizens of the county are taken care of; the infrastructure is replaced or repaired, and businesses recovery quickly.

1. Short Term Priorities

1. Determine the impacts from any hazard taken place in Jackson County. This information will be provided from conducting Initial Damage Assessments, followed by Preliminary Damage Assessments.
2. Immediately assess the impacts on the citizens of Jackson County. This will be done by conducting of an Individual Assistance and PDA process.
3. Request assistance from state and federal resources if Jackson County is in need of recovery assistance. This will be in the form requesting to be added to a Presidential Disaster Declaration, seeking a Small Business Administration declaration for businesses, seeking an Agricultural declaration for farmers, etc.
4. Return to pre-disaster conditions as quickly as possible.

2. Long Term Priorities

1. Determine what the long term recovery priorities will be in cooperation with the Jackson County Development Council, Community Development Department, Chamber of Commerce, local businesses, and other stakeholders, as necessary.
2. Engage in the long term recovery process.

III. RECOVERY FUNCTIONS

A. Damage Assessment Functions

The Director of JCEMA is in charge of coordinating all initial and preliminary damage assessments following a disaster event. Major support for conducting damage assessments will be provided by Jackson County Road & Bridge Department, and the Building Inspector's Office, and others referenced in Figure 1. ESFs 1, 3, 9, 11 and 15, as well as identified support agencies for damage assessment functions will be involved. Please refer to the Jackson County Damage Assessment Standard Operating Guidelines for details on the makeup, roles and responsibilities of the Damage Assessment Teams. It is likely that these entities will be easily overwhelmed in a major or catastrophic event.

Initial Damage Assessment

The purpose of Impact Assessment is the process undertaken by representatives of Jackson County to gather information for the following purposes:

1. To provide immediate information regarding the impact to human life;
2. To describe and document the type, extent, and location of impact for emergency decision making purposes at all levels of government;
3. To establish damage assessment and disaster recovery priorities and the type and quantity of resources and personnel required during recovery; and,
4. To gain immediate information on the extent of the impact of a disaster in the event State and / or Federal disaster assistance resources are needed to protect the lives of Jackson County citizens and prevent additional impact to public infrastructure.

One of the most important functions for emergency service personnel following a disaster is the need to evaluate the impact that the disaster has had upon departmental resources and jurisdictional responsibilities. This assessment may include:

- Observations of structural damages;
- Identification of injuries (both to emergency personnel and citizens);
- Status of critical infrastructure such as roads and electrical systems;
- Status of critical facilities such as hospitals;
- Status of operational capabilities of emergency departments and other county resources; and, if needed, assistance in emergency life-saving response to citizens.

Initial Impact Assessment is the first step in the damage assessment process and is used to quickly evaluate the ability of the county to swiftly mobilize and sustain largescale response operations following a disaster by assessing impact to the following county infrastructure elements and private sector entities:

- Roads and bridges, local communications, health care facilities, water and electric power distribution systems, and other important infrastructure facilities and capabilities; and,
- Private homes and businesses in the affected area. Initial Impact Assessment information is used to direct data input to the County Situation Report and Incident Action Plan.

The Director of JCEMA is in charge of coordinating all Initial and Joint Preliminary Damage Assessments following a disaster event. Major support for conducting damage assessments will be provided by Jackson County Building Inspection Department and others agencies and organizations as deemed appropriate. It is likely that these entities will be easily overwhelmed in a major or catastrophic event.

Jackson County will track the economic impact to the community through the Jackson County Community Development Office. Agricultural losses will be tracked through the Jackson County Cooperative Extension Service Reports. Jackson County anticipates a need for outside assistance for economic impact assessment.

Damage assessment will focus primarily on infrastructure. However, the Building Inspections Office can take information received from the Damage Assessment Teams and provide declarations of percentage of damage and value loss as it relates to the assessment. The primary purpose of the Damage Assessment Teams is to ascertain the need to respond and recover from damage to bridges, water, sewer, communications systems, and other critical infrastructure in the county. The Jackson County Building Inspections Office, in concert with other identified Damage Assessment Teams, can meet the local damage assessment needs in minor disasters. In major and catastrophic disasters, the Jackson County Building Inspections Office will likely be overwhelmed and will need state assistance to complete an assessment of damage to private structures.

Initial Damage Assessment Teams will be preassigned to a specific geographic district, if possible, and pre-staged to facilitate quick activation following an event. Maps (highway and topographic) of the impacted areas are provided in each Team's equipment. Following a major event, recognizable landmarks may be gone and locations may be identifiable only by GPS unit.

JCEMA uses the FEMA criteria for damage assessment as found in "Damage Assessment Operations Manual – A Guide to Assessing Damage and Impact", 2016 or the latest version, for both Initial and Preliminary Damage Assessments. The forms will be provided to Initial Damage Assessment Teams, as well as other members performing these functions, for compilation and submittal to the state and/or federal government. JCEMA will be responsible for compiling and submitting completed reports on WebEOC.

At the completion of the initial damage assessment, the combined estimates of loss will be sent to the FDEM via the WebEOC system. If the damages appear to meet or exceed the

County's threshold amounts, JCEMA will request that a Joint Preliminary Damage Assessment be conducted. This request will be made via WebEOC.

Joint FEMA/State Preliminary Damage Assessment (PDA)

The purpose of the Joint FEMA/State PDA Team is to provide validation that the county and state has met federal damage cost thresholds supporting a gubernatorial request for a federal Major Disaster Declaration. The FEMA and State PDA team leader oversees the PDA team's efforts.

State PDA team members and inspectors accompany the Federal PDA team members and work together to ensure an effective, accurate, and timely assessment of damages. PDA team members perform the PDA to obtain the information (reconciling findings where necessary) and submit it to the PA PDA Coordinator.

The FEMA and State PDA Coordinators are responsible for developing text and tables contained in the Regional Summary and Regional Analysis and Recommendation. Damage will be documented using FEMA and FDEM damage assessment guidelines which can be found here: https://www.fema.gov/media-library-data/1590686343169-3e382d1466ac2d0bb150d994ddce48e9/Preliminary_Damage_Assessment_Guide_5_26.pdf

The responsibility for the conduct of the Joint FEMA/State Preliminary Damage Assessment (PDA) is shared between federal (FEMA Region IV), state (FDEM) and Jackson County.

JCEMA will coordinate an entry meeting with the Joint FEMA/State PDA Teams. During this meeting, JCEMA Director will provide the Joint FEMA/State PDA team with the following information:

- Description of the impacted of the damage to Jackson County's: structural, economic, fiscal, population, etc.
- The damage sites and how to get to them.
- The priorities.
- The owner/responsible party for the damaged site.
- Local issues, concerns, unique aspects
- Who to contact for insurance coverage, assessments, etc.
- The process for keeping elected officials and administrators informed
- The process for keeping county informed
- Maps (highway and topographic) of the assigned district are provided in each Team's equipment. Following a major event, recognizable landmarks may be gone and locations may be identifiable only by GPS unit.

After the entry meeting occurs, PDA Teams will conduct field assessments. Field assessments will be completed and reviewed, and then communicated to PDA Coordinators twice daily. The FEMA and State PDA coordinators gathers information from the different

program PDA coordinators and finalizes the write-up estimating the extent of the disaster and its impact on individuals and public facilities.

Once field assessments are completed, an exit briefing will occur with Jackson County to review findings and conclusions, and address any unresolved issues.

Jackson County's Joint PDA is merged with all impacted county assessments and compiled into a single report with a recommendation on making a request for a Presidential Disaster Declaration. This report is submitted to the Governor.

B. Disaster Recovery Centers (DRC)

Establishment of the Disaster Recovery Center is considered to be a state-driven process implemented by the identified need as communicated by the county to the State EOC. It is expected that the State EOC will communicate and coordinate with JCEMA as to the location of the DRC, if one is needed in Jackson County, and when the DRC will be opened. The EM Director or designee is responsible for notifying all primary and supporting agencies (such as the Jackson County offices, American Red Cross, Department of Health, Schools, Chamber of Commerce, Jackson County Development Council, Agriculture Extension Service and Media Outlets), preparing flyers and press releases announcing DRC opening and availability, and referring individuals and businesses in the local area as appropriate. As a signatory to the Statewide Mutual Aid Agreement, Jackson County may rely on unimpacted surrounding counties to support DRC operations. Closure of a DRC is expected to be coordinated with JCEMA to ensure the primary and supporting agencies and public are informed that a closure date exists for any work in the area with DRC staffers.

JCEMA is the agency responsible for notifying the state of a need for a DRC. Using WebEOC, JCEMA (Director or EM Coordinator) will notify the state that a DRC is needed based on the need. JCEMA will coordinate with the state on the location where a DRC should be located. City halls, county buildings, or public schools will be considered, but are not mutually exclusive. DRC locations should be based on structural integrity, availability of office resources (electricity, lighting, phones, tables, chairs, restrooms, disability accommodations), and their proximity to impacted communities.

Two facilities, the Jackson County Agricultural Center and Jackson County Parks/Recycling, (see figure 4), have been identified and designated for use as DRC locations. Jackson County is responsible for building maintenance of the two locations. The Jackson County Sheriff's Office will provide security at both locations. JCEMA is responsible for communications support at each location.

Sharing centers with neighboring counties is considered acceptable as long as the DRC is located near to the impact area. Low-income individuals and the number of people without transportation in the county indicate that such centers be located close to the impacted community. JCEMA will request that the state consider meeting the needs of Jackson County before a decision is made to locate a DRC outside of the County.

Jackson County will not have sufficient personnel to staff a DRC given the number of responsibilities on EM. Federal, state or other personnel resources available from mutual aid will likely be required. Jackson County will be dependent upon the state for the establishment, staffing and closure of DRC's. Through ESF 5 and 14, the county will assist the state in providing press releases, flyers, and any other appropriate forms of notification regarding DRC's. Physical resources such as chairs and tables will be provided by the facility being used, or with assistance of the Road and Bridge Department.

JCEMA (Coordinator) maintains the list of potential sites to be considered for use as a DRC. This includes:

Figure 4: Disaster Recovery Center Locations

Location Name	Address or Community Location
Jackson County Agricultural Center	3631 Highway 90 Marianna, FL 32448
Jackson County Parks/ Recycling	3530 Wiley Dr Marianna, FL 32446
Jackson County Agriculture Conference Center	2741 Penn Avenue, Suite 3 Marianna, FL 32448

C. Public Assistance Program Management

1. Overall Public Assistance Management

The Jackson County Long-Term Recovery Offices in concert with the Administrator's Office, Jackson County Community Development, and the Jackson County Finance Office, is responsible for the overall management of the public assistance (PA) program in the county. The JCEMA will support the PA process serving as a liaison between state/federal officials. JCEMA can provide assistance regarding requests for information and document expenses that are eligible for reimbursement and may be responsible for day to day management of PA on behalf of the County Administrator's Office through ESF 18. Municipalities are responsible for their own PA management through their identified offices; however, the County may provide assistance upon request.

Guidance from FEMA or state representatives shall be followed with regards to obtaining, managing and requesting reimbursements. Such guidance shall apply to all agencies involved in response, recovery and mitigation activities, mutual aid resources, etc., and can serve as a guide for municipalities per their local decisions. Guidance on the process should include details on financial transactions (documenting the emergency response and recovery need for the transaction), time sheets, and file management. Public Works, Road and Bridge Department, City Managers/Mayors, Emergency Management, Clerk's Office and other related offices will be invited to the

kick-off meetings when scheduled. For further details please refer to the Public Assistance Standard Operating Guidelines.

2. Potential Public Assistance Program Applicants

The following is a list of pre-identified potential applicants for the public assistance program based on past events. Some private non-profit organizations are active in Jackson County, and would apply independent of the County. During non-disaster periods, this kind of data is maintained by Jackson County Emergency Management and will be sorted at the time of need by the County. Each of these entities will be notified by telephone, email, or other available media outlets.

- Jackson County Board of County Commissioners (covers all County agencies, VFDs)
- Jackson County Sheriff's Office
- Jackson County School Board
- Jackson County Tax Collectors Office
- Jackson County Property Appraisers Office
- Jackson County Chamber of Commerce
- All Jackson County Municipalities
- Jackson County Soil and Conservation District
- The Salvation Army
- American Red Cross
- Other not-for-profit organizations

3. Primary and Support Agencies for the Public Assistance Program

a. Jackson County Facilities and Long-Term Recovery Office (Primary)

Responsible for overseeing the Public Assistance Program, in coordination with JCEMA and the Finance Office. Signs the County Funding Agreement obligating Jackson County to the binding requirements of the Public Assistance Program.

b. Jackson County Administrator (Support)

Responsible for overseeing the Public Assistance Program, in coordination with JCEMA and the Finance Office. Signs the County Funding Agreement obligating Jackson County to the binding requirements of the Public Assistance Program.

b. Jackson County Community Development Department (Support)

Responsible for management of the Public Assistance Program on a day to day basis. Maintains procedures for the PA program. Assist in setting up Kick-Off Meetings, Applicants Briefings, etc.

c. Jackson County EMA (Support)

Responsible for supporting the County Administrator and Community Development Department in the management of the PA Program. Acts as liaison between FEMA and the County for the PA program.

c. Jackson County Road and Bridge Department (Support)

Besides providing critical information on all damaged infrastructure in the County, oversees the debris removal process (Category A). Works with the debris removal contractors to ensure eligible debris removal work is conducted in accordance with PA guidance.

d. Jackson County Board of County Commissioners (Primary)

Responsible for all financial applications in the Public Assistance Program as implemented in Jackson County. Coordinates with the County Administrator on making payments for recovery efforts. Assists all County Agencies in the documentation process needed to ensure PA reimbursements can be validated to FEMA.

e. Jackson County Clerk of Courts (Support)

Jackson County self-insures all public facilities with the Clerk of Court functioning as the **Insurance/Risk Management Coordinator**. The Clerk of Court determines the insurance adjustments on any county infrastructure damages eligible for the PA program. Works closely with the Public Assistance Coordinators who will be assigned to Jackson County to determine eligible reimbursements minus insurance adjustments.

f. Legal Staff

Provides legal advice throughout the PA process in Jackson County. Assists in determining rightful ownership of damaged infrastructure.

g. All Other Jackson County Agencies

All Departments in Jackson County, who experience damages after a declared disaster will have to participate in the PA process to determine damages, assist in the preparation of Project Worksheets, estimate damage cost and repairs, and more.

4. Applicant Briefings

The State Public Assistance Officer (PAO) will work through the County PAO to schedule an applicant briefing to advise potential eligible applicants (municipalities, county agencies, constitution offices, and private non-profit entities) of the availability and requirements of state and federal assistance. Each potential applicant will be asked to complete and return a Request for Public Assistance (RPA) form. Damages suffered by

each potential applicant are reported on the RPA and is used by the FCO and State PAO to determine the number of Public Assistance Coordinators and teams.

Once the eligible county/municipal applicants have completed their RPA, they will be eventually submitted to the Federal Coordinating Officer (FCO) for each potential applicant. If the RPA is denied by the FCO, the State PAO will notify the potential applicant in writing, explaining the specific reason(s) for denial and providing information on appeal procedures.

Potential county/municipal applicants will also be requested to complete and return a "Designation of Sub-grantee's Agent" form that designates the official authorized to sign the funding agreement and execute relevant public assistance documents. For Jackson County, the County Administrator, or their designee, will sign the funding agreements. The head of each constitutional office will likewise sign for their agencies. Before any public assistance funds are released, the State (Grantee) and Applicant (Sub-Grantee) must enter into a disaster relief funding agreement. Much of the information and materials needed to complete and track these transactions are available on line at www.floridapa.org.

Those attending the County applicant's briefing will include the County Administrator, Director of Emergency Management, and all Department representatives. Constitutional Officers and all municipalities will also be invited to attend the Applicants Briefing, as well as the private non-profit organizations active in Jackson County i.e. Jackson County American Red Cross, The Salvation Army.

5. Kick-Off Meetings

Once the RPAs are submitted and approved, the County PAO will coordinate with the State PAO to schedule a "Kick-Off" meeting for each applicant. A State Public Assistance Coordinator (PAC) and FEMA PAC will explain the public assistance program in detail with the eligible applicant. The applicant project worksheets cannot be processed prior to an applicant Kick-Off Meeting. Each County applicant will have a kick-off meeting, and will be attended by the Finance Office.

For the County Kick-Off Meeting, all County Departments will have representatives in attendance. The County will act as one singular applicant for all the County Departments. Constitutional Offices i.e. School Board, Sheriff's Office, Tax Collector etc., will have their individual kick-off meeting if they choose, or can be represented under the county's umbrella. They will have representatives in attendance either at the County's Kick Off meeting, or their individual Kick Off meeting, if they decide to act independent of the County. Each municipality will have kick off meetings, attended by any city department that experienced damages. The Funding Agreement that must be entered into between the applicant and the Grantee (State of Florida) is explained. The

applicant must enter into a funding agreement prior to the execution of any repair or recovery work.

6. Financial Responsibilities

a. Overview

Jackson County engages in a robust financial management and procurement process prior to, during and after a disaster. The County Finance Officer, serves as the accountant, auditor, and custodian of county funds. The Finance Office uses the same financial and procurement procedures established in State Statutes.

b. Pre-Disaster Financial Management

Prior to a disaster, the Clerk's Office will manager of the all funds received by Jackson County for use by the JCEMA. This is to include funds from state and federal grants. In addition, any general revenue funds allocated for Jackson County Emergency Management is processed by the Clerk's Finance Office. This is a function of the county budget developed annually by the Clerk's Office in coordination with the Jackson County Board of County Commissioners and JCEMA.

Jackson County receives funds from the State of Florida (Emergency Management Preparedness and Assistance Trust Fund) and federal funds via the Florida Division of Emergency Management (Emergency Management Performance Grant). Jackson County, on occasion, will also receive funding from other Federal sources for specific uses. These are all processed and managed through the Clerk's Office using the same procedures as those used by the State of Florida. Jackson County Clerk's Office uses the procurement procedures outlined in Chapter 287, Florida Statutes. Jackson County does not have a separate procurement policy or procedure.

c. Streamlining Expenditure of County Funds during a Disaster

Preparing for, and responding to an impending disaster is financially managed by the Finance Office, the Board of County Commissioners, with input and support from JCEMA. If the County declares a local state of emergency sanctioned by Chapter 252, Florida Statutes, normal procurement procedures can be waived in order to streamline the securing of needed resources in an expeditious manner. This waiver of normal procurement procedures can be initiated by the Finance Officer, in consultation with the County Administrator. This waiver can include:

- The performance of public work and taking whatever prudent action is necessary to ensure the health, safety and welfare of the County;
- Entering into contracts pertaining to the emergency at hand
- Incurring of obligations
- Employment of permanent and temporary workers

- Use of volunteer workers
- Rental of Equipment
- Acquisition and distribution of supplies, materials, and facilities
- Appropriation and expenditure of public funds.

All agencies within Jackson County who need to expend funds on an emergency basis during a state of local emergency (per Chapter 252, F.S.) will submit their expedited requests to the representative from the Clerk's Office in the Jackson County Emergency Operations Center. This is only done when a local state of emergency is declared by the Jackson County BOCC. Once the request to expend funds is submitted to the Clerk's Office, the resources will be secured in the most expeditious method available. Approval of such expenditures will be granted by the County Administrator. The Clerk's Office will determine which budget category to use to purchase the needed resources, and set aside those funds for that purpose.

If the Jackson County Emergency Operations Center is activated, a representative from the Clerk's Finance Office will explain this policy to all agencies present to ensure this policy is properly executed. The Clerk's Finance Office will work directly with any agency requesting the expenditure of emergency funds at the time they are needed.

When such funds are expended, it is required that the county agency expending the funds document all costs in a manner that will satisfy the requirements of any future reimbursement granted under the Federal/State Public Assistance Program; IF Jackson County is added to the State's Presidential Disaster Declaration. The Jackson County Board of County Commissioners will expend funds in a manner that does not slow down, or hamper the resources needed to support the County's overall response and recovery process. Emergency expenditures of funds will be overseen by the Finance Officer and the County Administrator with the appropriate Department Heads. The County Administrator will keep the Board informed of all financial matters impacting the County.

d. Post Disaster Financial Management

If Jackson County is added to the State's Presidential Disaster Declaration, it will receive funds from the Federal Emergency Management Agency under the Public Assistance Program.

These funds are intended for the repair, or replacement of eligible damaged infrastructure and those eligible costs associated with emergency protective measures and debris removal. These funds come with a 12.5% non-federal match requirement (75% FEMA, 12.5% State of Florida, and 12.5% Jackson County). Jackson County's share is identified by the Finance Office in consultation with the County Administrator/Board of County Commissioners and the Jackson County

Facilities and Long-Term Recovery Office. If the County cannot provide the full match requirement for the Federal and state funds, the Clerk can petition the Governor's Office of Planning and Budget for a non-federal share waiver. If one is granted, the State of Florida picks up the additional 12.5% local share, or some portion of it, depending on the financial status of the County. Again, the Finance Office would prepare such a waiver request if it meets the State's requirements.

In addition, the County will also receive Federal funds for mitigation projects through the Federal Hazard Mitigation Grant Program. The County will be eligible for a sum equivalent to a formula calculated by multiplying the total amount of infrastructure damage eligible under the Public Assistance Program, plus the amount expended under the Federal Individual Assistance Program, plus the total sum of all funds given to businesses through the Small Business Administration - times 20%. This additional amount is provided to the County to fund eligible mitigation projects as long as the County can provide for the 25% non-federal share match requirement. Both the management of the incoming HMGP funds, and the identification and allocation of the non-federal 25% match requirement is managed by the Finance Officer cooperation with the County Administrator/Board of County Commissioners, with support from the JCEMA.

For those non-declared disasters where state and federal reimbursement funds will not be available, Jackson County will work closely with ESF-15 (Volunteers and Donations) to determine what resources can be applied to the situation. If the County decides to expend county funds on the non-declared disaster, the funds will be identified by the Finance Office, in coordination with the County Administrator and BOCC.

e. Financial Compliance with State and Federal Requirements

All records relating to the allocation and disbursement of funds pertaining to activities and elements covered in this plan must be maintained, as applicable, in compliance with:

- The Code of Federal Regulations - Title 44 Emergency Management and Assistance (CFR 44); relevant Circulars and Federal Statutes, in a manner consistent with provisions of the Federal Stafford Act;
- Chapter 252, Florida Statutes, relating specifically to emergency management powers and responsibilities of local government.
- The County and Municipal Finance Departments.
- The *Handbook for Disaster Assistance*, Office of the Governor, State Division of Emergency Management has been prepared to provide basic information and

instructions. This handbook can be obtained from Jackson County Emergency Management.

- The *Public Assistance Policy Digest*, Federal Emergency Management Agency, defining policies and procedures for the Public Assistance Program. This handbook can be obtained from Jackson County Emergency Management.
- The preservation of vital records for the continuation of government will be the responsibility of the Department Heads and Constitutional Officers. County court records are stored in a secured environment to insure the preservation of vital records pre and post disaster.

D. Debris Management

If the disaster is not federally declared debris management will be completed by the Jackson County Road and Bridge Department. It is responsible for both removal and disposal of debris on all county roadways and public properties.

If the event is federally declared, Jackson County has contracted with Crowder Gulf (Primary), Ceres (Secondary), DRC (Tertiary), for both the removal and disposal of all debris on all county roadways and public properties after a federally declared disaster event. The contractor will be responsible for the safe removal, temporary storage and processing and disposal of all debris following applicable regulatory issues. Invoices will be submitted to the Jackson County Finance Office for processing. The county will be directly responsible for paying for debris clearance and removal. Grant funds will be sought by the county under the Public Assistance Program per the procedures defined in the Debris Management Plan and in Section C above. All of the financial management for debris management will be handled as part of the Public Assistance Program. All policies and procedures listed in Section C apply to debris management.

E. Community Relations and Unmet Needs Activities (including housing)

Community needs often manifest themselves distinctly in the response phase. This often occurs when information is received within the EOC during efforts to conduct damage assessment, during request for medical assistance or other instances that manifest themselves. However, as recovery and long-term recovery phases begin and are established, these needs may not be as evident.

1. Community Relations

The Jackson County Emergency Management Director or designee is responsible for serving as a liaison between Jackson County and the State's Community Response Coordinator. The JCEMA will ensure coordination with the county PIO to inform the public, and identified news agencies, of services and resources available after a disaster

event. Additionally, they will provide information to those identified agencies such as the Salvation Army and the American Red Cross of the need of required services for the community. Jackson County does not have a Community Response Team, but would depend on those members of the State and FEMA to provide community relations outreach following a disaster.

The initial assessment of unmet needs will come from the Damage Assessment Teams. This will help determine the most critically damaged or impacted areas for the FEMA/State Team to focus on. This will include:

1. The residents who have signed up on the Jackson County Special Needs list (addresses maintained by JCEMA)
2. The residents of the congregate care facilities in Jackson County i.e. (nursing home/rehab center).
3. Non-English speaking residents,
4. A list of local churches (address, point of contact) is maintained by JCEMA as a source of information and location of the elderly population (or any other special need group) who may need assistance.

2. Unmet Needs

Unmet needs are the responsibility of the EM Director and agencies such as the American Red Cross North Florida, the Salvation Army and local church organizations. They will be instrumental in providing the necessary resources to meet these requirements. Communications will be maintained with elected officials and community leaders to establish community needs and requirements.

The EM Director or designee will maintain a list of key community leaders and officials who will be contacted regarding community needs after an emergency incident. Once it is determined that Jackson County will not get outside assistance from the State or FEMA, the EM Director will coordinate with ESF-15 to determine the scope of the unmet needs, and how they can be filled, and by which organization or group. Representatives from municipalities located in the Jackson County EOC will report on conditions in their jurisdiction and will receive information at that time. JCEMA will provide basic coordination for organizations providing services and resources to meet the unmet needs in Jackson County to ensure as many needs as possible can be met.

3. Temporary Housing

The Director of the JCEMA will serve as the coordinator, with their State counterpart, to provide sites (existing homeowners' property if available) for emergency housing. The County will rely heavily on state and federal assistance for temporary or emergency housing. JCEMA along with the American Red Cross, the Jackson County Together Everyone Achieves Recovery Committee, Schools, and Board of Realtors serves as a disaster housing task force.

Based on there being limited emergency housing available in Jackson County, American Red Cross of North Florida will be contacted to assist in establishing facilities for those affected by the disaster. Additionally, assistance will be sought from local private entities for use of properties that are either rentable or have been placed for sale. These properties include large structures that may be used to house numerous families until permanent housing can be established. Jackson County also has mobile home parks that may be able to accommodate additional temporary placement of travel trailers or mobile homes. JCEMA has an agreement with the JC Board of Realtors to help identify any open spaces available to relocate displaced survivors in Jackson County.

If the disaster exceeds the Red Cross capability, assistance from FEMA, coordinated through the SEOC, will be required and sought. Areas will be designated and identified for placement of temporary facilities requested through FEMA for housing of displaced citizens. Jackson County Building Department, who issues permits, will provide for an expedited permit process once a temporary site has been located for use.

Other agencies, such as the local building department, can assist in the obtainment of information and coordination of repair or replacement of homes damaged or destroyed. Additionally, volunteer agencies will also be requested for provided construction assistance to local individuals in need of these type services.

4. Special Populations

Special populations in the community include a number of low-income individuals and those living in mobile homes. There is also a seasonal migrant farmer population (primarily Hispanic) that resides in the county during the summer harvesting season. JCEMA will work with the appropriate social service or church organization to ensure these special populations, who may have other languages than English as their primary language, are cared for.

5. Social Service Agencies

The North Florida Inland Long-Term Recovery Group is a 501c3 organization formed after Hurricane Michael. It is made up of various social service agencies that support long-term recovery. Additionally, JCEMA maintains a list of local social service and/or community agencies that specialize in areas of meeting human needs in the community. This list is provided below and includes a number of church programs in the county. However, members of local groups may be victims themselves in the event of a disaster of widespread impact. Members of these groups may not be immediately available for community services and may, in fact, need emergency relief services themselves.

Figure 5: Jackson County Social Service Organizations

Name	Phone Number
North Florida Inland Long-Term Recovery Group	850-724-1120
Chipola Family Ministry Center	850-482-6407
Chipola Florida Baptist Association	850-526-4050
The Salvation Army	850-482-1075
Children & Families	850-718-0527
Adult Services	850-718-0529
Jackson County Senior Citizens	850-482-5028
American Red Cross	800-272-7206

6. Volunteer Coordination

Volunteer coordination is the responsibility of ESFs 6/11/15. It is assumed a wide variety of volunteer resources, including human resources, equipment and donated goods will arrive from various sources, into the county. Additionally, these resources can be requested from well-organized groups that have been identified by the state and federal governments. ESFs 6/11/15 will be responsible for coordinating with other ESF’s and the EM Director or designee with regards to needs of the community that may be served by volunteer services and donations. Mutual support agreements have been established with specific agencies to provide clothing and canned goods. If required, additional supplies, requested through ESFs 6/11/15, and channeled through these identified agencies, will be provided.

Although the American Red Cross of North Florida is the primary agency for ESFs 6, 11 and 15, it is anticipated that additional supporting volunteer agencies will be needed. JCEMA, through ESF 5 will make requests to the state based upon these extra requests of ESFs 6, 11 and/or 15. These types of support will be administered by the previously identified agencies.