

# COMPREHENSIVE EMERGENCY MANAGEMENT PLAN



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## Overview

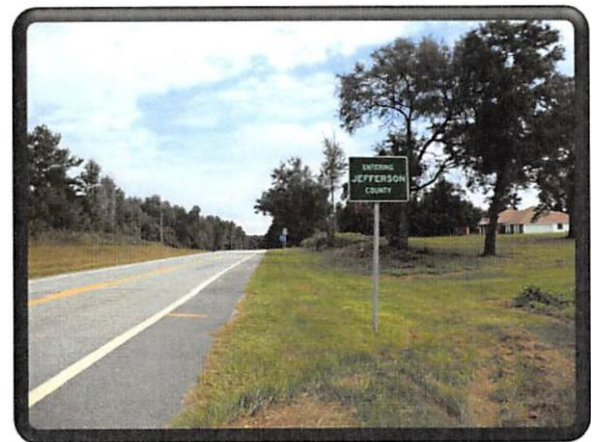
As Stated by FEMA..." *The elected and appointed leaders in each jurisdiction are responsible for ensuring that necessary and appropriate actions are taken to protect people and property from any threat or hazard. When threatened by any hazard, citizens expect elected or appointed leaders to take immediate action to help them resolve the problem.*

*Citizens expect the government to marshal its resources channel the efforts of the whole community-including voluntary organizations And the private sector and, if necessary, solicit Assistance from outside the jurisdiction. Residents and all sectors of the community have a critical role and shared responsibility to take appropriate actions to protect themselves their families and organizations, and their properties. Planning that includes the whole community builds a resilient community."*

The Basic Plan for the Jefferson County CEMP outlines the general purpose, scope and methodology and planning assumption of the plan. Specific hazards that present vulnerability for the jurisdictions within the county are analyzed and reported. Coordination, control and organizational structure; concept of operations, and responsibilities are defined for the agencies and resources mobilized by the county to assist in recovering from a disaster.

The CEMP enables the Jefferson County Board of County Commissioners to discharge their responsibility for providing direction and control during any large-scale disaster. The Basic Plan is divided into the following sections:

- Introduction
- Situation
- Concept of Operations
- Preparedness Activities
- Financial Management
- References and Authorities
- Direction and Control



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## Introduction

### I. INTRODUCTION

The introduction section of the CEMP describes the purpose, scope, methodology, and planning assumptions of the plan and provides a general content description. Information for preparedness, response, recovery and mitigation from all levels of disasters (i.e., minor, major, or catastrophic) will be discussed. Preparedness requires a unified approach to emergency management and incident response activities. Components of the National Incident Management System (NIMS) should be integrated within a jurisdiction's emergency management and incident response structure.

Jefferson County is vulnerable to a variety of hazards that threaten our population businesses and the environment. The Comprehensive Emergency Management Plan (CEMP) establishes the framework, as authorized by Chapter 252, Florida Statutes, to ensure that Jefferson County is prepared to respond to these hazards.

The CEMP emphasizes action within the four phases of the Emergency Management cycle:

- Preparedness
- Response
- Recovery
- Mitigation



The CEMP defines the functional roles and responsibilities of each government entity that partners in Jefferson County's disaster organization and their relationship to each other. In addition, the County's CEMP provides a comprehensive approach to reducing the effects of disasters on its population and physical environment.

The CEMP is both a planning and an operations-based document that provides guidance for all aspects of emergency management including disaster preparedness; evacuation and sheltering; warning and notification public education and information; resource management; mutual aid; Special Needs Program.

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Impact and damage assessment; debris management; training and exercises; and post-disaster recovery programs.

The CEMP provides the following by:

- a. Establishing the basic policies, assumptions and strategies for a comprehensive all-hazards county- wide emergency management program.
- b. Prioritizing the protection of citizens as a first priority, with the preservation and protection of property as being the second.
- c. Identifying it can be applicable to minor, major or catastrophic disasters. It is flexible and expandable, depending on the emergency situation and needs. Any part or section of the plan may be utilized separately if required by the situation.
- d. Establishing the procedures to coordinate with Local, Regional, State and Federal emergency management agencies, organizations and programs operating under the National Response Plan (NRP) and the National Incident Management System (NIMS).
- e. Providing a unified direction and control structure is described and identifies staff roles and resource allocation, as well as decision-making criteria. It delineates lines of authority, responsibilities and working relations of various entities.
- f. Bringing the County and municipal resources together in a unified approach to manage the disaster. In addition, it identifies a cooperative process for coordination of private sector and volunteer re- sources.
- g. Addressing management and prioritization of local resources and establishes the procedure to re-quest immediate assistance for resources, if needed. State and/or Federal resources will be re-quested and drawn from when local resources have been exhausted.
- h. Providing a format for the shift of focus of the EOC from Response to Recovery and Mitigation. Long-range recovery and mitigation is addressed by the ability of the EOC to continue operations in a modified form, after the response phase has been terminated.
- i. The CEMP establishes an effective format for emergency management by:
  1. Identifying the types of hazards that can occur within the County;
  2. Determining the County's vulnerability to various types of disasters, and identifying the most threatening so that appropriate preparedness, mitigation and planning steps can be taken.
  3. Addressing each phase of the emergency management cycle:



Preparedness Utilizes lessons learned from previous disasters, locally and elsewhere, to determine what is likely to occur during any particular type and intensity of disaster which would allow the community needs to be identified and prioritized. Adequate planning pre-determines the best utilization of resources in responding to needs. Identification and training of personnel for roles and responsibilities during the disaster is included in this phase. It involves working with the private sector residents and volunteer organizations to assist them in pre-disaster education and planning activities to lessen the impact of disasters.



Response: The implementation of the CEMP. Government responds to emergencies by activating its plan, incrementally increasing response as needed, giving direction and control to the emergency management effort and looking ahead to recovery. Individuals respond by implementing their own disaster plans, whether it means evacuating the area or remaining in place. Private businesses and volunteer organizations implement their plans to secure and protect their assets, and if capable, make available resources to help the community.



Recovery: Begins as soon as possible, sometimes during the response phase. The emergency management organization initiates procedures to assess needs and resources, establish priorities review state and federal aid criteria and coordinate with representatives from both levels of government. Once the extent of the recovery effort is determined, the appointed recovery team members determine how best to manage the specific activities what resources and personnel will be required and what other actions are needed to return the impacted areas to normal operations as quickly as possible. Assessment of both short and long- term mitigation measures takes place during this phase and the "after action" evaluation process is conducted.

[SEE ANNEX 3 Jefferson County Emergency Management Recovery Annex for more information.](#)



Mitigation: This phase involves identifying preventative and/or corrective measures and actions to prevent or limit bodily injury, loss of life or Property damage from disasters It includes policy issues as well as Structural projects within government and the private sector. The

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County Local Mitigation Strategy (LMS) serves as the guidance document for both pre-disaster mitigation planning and post-disaster recovery.



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**A. Purpose** • The CEMP establishes a framework for an effective system of comprehensive emergency management for:

- a. Reducing loss of life, injury and property damage and loss resulting from natural, man- made, or technological emergencies;
- b. Preparing for prompt and efficient response and recovery activities to protect lives and property impacted by emergencies;
- c. Responding to emergencies with the effective use of all relevant plans and resources deemed appropriate;
- d. Recovering from emergencies by providing for the rapid and orderly implementation of restoration and rehabilitation programs for persons and properties affected by emergencies; and
- e. Assisting in awareness, recognition, education, prevention and mitigation of emergencies that may be caused or aggravated by inadequate planning for, and regulation of, public and private facilities and land use.

**B. Scope**

The scope of the plan describes the types of emergencies that can occur within Jefferson County. These emergencies are situations that pose an immediate risk to health, life, property, or the environment. There are natural and technological hazards that pose a threat for the County.

The scope will address the tasks for response with direction and coordination between the municipal, county, state and federal agencies, and will outline the direction for recovery and mitigation efforts following a disaster.

The types of emergencies are:

*1. Natural Hazards*

A natural hazard can have a negative effect on people and/or the environment. The hazard events can be grouped into two broad categories (geophysical and biological hazards). The geo-physical hazard, which Jefferson County can experience, would be drought. The biological hazards can refer to a diverse array of disease and infestation. Other natural hazards such as floods, wildfires, hurricanes, tropical storms, high winds, tornadoes, disease, and hailstorms can result from a combination of geological, hydrological, and climatic factors.

Jefferson County can experience several natural hazards that would have moderate (or medium) to high vulnerability to the County. Specifics related to the vulnerability, probability, impact, extent, frequency of occurrence and costs (if available) are outlined in Situation 11, Hazard Analysis. Additional specific details relating to the hazard definition, historical data, statistics, previous occurrences, measurements, costs, etc., of the natural hazards are located in the County Local Mitigation Strategy (LMS) Plan.

For the scope identification, the natural hazards that affect the County are:

- 
- ▶ Flooding (Inland and Coastal), Heavy Rain
  - ▶ Sinkholes
  - ▶ Hurricanes/Tropical Storms
  - ▶ Storm Surge
  - ▶ Tornadoes
  - ▶ Thunderstorm/High Winds, Hailstorms
  - ▶ Wildfires
  - ▶ Drought/Heat Wave
  - ▶ Winter Storms/Freezing Temperatures

## 2. Technological Hazards

A technological hazard is one, which is a direct result of the failure of a manmade system or the exposure of the population to a hazardous material. There is the potential for specific technological hazards to affect a segment of the population and/or interfere with critical government, law enforcement, public works and public health/medical functions.

There is an even greater problem when this technological failure results in a direct health and safety risk to the population. A number of things can occur daily within the County, including hazardous material spills, failure of the electrical power grid, which could constitute a threat to the population or produce widespread unmet needs. Each of these potential hazards would require a coordinated and speedy response, as well as attention to the short and long term effects.

Jefferson County can experience a technological hazard that would have low to moderate vulnerability to the County. Specifics related to the vulnerability, probability, extent, impact, frequency of occurrence, and costs (*if available*) are outlined in Situation II, Hazard Analysis. For the scope identification, the technological hazard that could have an effect on the county is:

- ▶ Hazardous Material Spills

## 3. Human-caused Incidents

These incidents can rise from deliberate, intentional human actions to threaten or harm the well-being of others. The human-caused incidents profiled for Jefferson County reveal any incidents that could have a moderate to high vulnerability to the County. For the scope identification, the human-caused incident that could have an effect on the county is:

- ▶ Coastal Oil Spill

Jefferson County can experience a human-caused hazard that would have low to moderate vulnerability to the County. For the scope identification, the human-caused incidents that could have an effect on the county is

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► Exotic Pests and Disease

Specifics related to the vulnerability, probability, extent, impact, frequency of occurrence, and costs (*if Available*) are outlined in Situation 11, Hazard Analysis.

- C. Methodology** - The methodology provides the formulation of the plan, the planning process, and the dedicated team that contributed the details in producing the County CEMP. The State and Federal statutes, regulations and priorities guide in the improvement of the document.

The development of the CEMP requires involvement of representatives from the government, private and public sectors. The CEMP planning team analyzes and evaluates the specifics in each section of the previous CEMP.

Statistics and updated data collection were from the following sources:

The Jefferson County Sheriff's Office, the Jefferson County Emergency Management Department, the Jefferson County Clerk's Office, the Jefferson County Health Department, the Jefferson County Fire & Rescue, the Jefferson County Planning Department, the Jefferson County Road Department, the Jefferson County School District, the Jefferson County Solid Waste & Recycling Department, the Jefferson County Building Department, the Jefferson County Property Appraiser, the Jefferson County Extension, the City of Monticello Clerk, the City of Monticello Public Works, the Monticello Police Department, the Jefferson County Comprehensive Plan (COMP), the Jefferson County Land Development Code, The City Monticello Code of Ordinances.

The City of Monticello, the Jefferson County Chamber of Commerce, the Apalachee Regional Planning Council, the North West Florida Water Management District (NFWMD), the Suwannee River Water Management District (SRWMD), the Florida Chamber of Commerce, the Florida Department of Law Enforcement (FDLE), the Florida Highway and Safety Motor Vehicles (FLHSMV), the Florida Department of Agriculture and Consumer Services, , the Florida Department of Transportation (FDOT), the Florida Department of Environmental Protection (DEP), the Office of Economic & Demographic Research (EDR), the Florida Department of Children and Families, the University of Florida, the Florida Department of Corrections, the Department of Sociology and Anthropology, Florida State University, the US Census Bureau, the US Census of Agriculture, the US Geological Survey, the US Department of Agriculture, the Federal Emergency Management Agency (FEMA), the National Oceanic and Atmospheric Administration (NOAA), the National Climatic Data Center (NCDC), the National Weather Service (NWS), the Florida Forest Service, the Red Cross, the Volunteer Fire Departments in Jefferson County, Jefferson County's Flood Insurance Study (FIS), the Flood Insurance Rate Maps (FIRMs) for Jefferson County, Rand Corporation and numerous other sources.

Discussion, input, research and suggestions result in the rewriting and updating of the entire plan. References to other county planning documents were evaluated and are included in selected sections of the plan. Specifics relating to the natural, selected technological and human- caused hazards and the mitigation annex were referenced from Local Mitigation Strategy (LMS), the LMS Committee/Working Group Members and the approved LMS Jefferson County Plan.

The CEMP planning team includes the following agencies, departments, organizations (i.e., public, private

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and volunteers) that participated in the development of this plan.

The public and private entities participating in the development of this plan include:

- Jefferson County Board of County Commissioners
- Jefferson County Sheriff's Office
- Jefferson County Emergency Management
- Jefferson County Building Department
- Jefferson County Planning Department
- Jefferson County Road Department
- Jefferson County Extension
- Jefferson County Solid Waste & Recycling Department
- Jefferson County Economic Development
- Jefferson County Fire & Rescue Department
- Jefferson County Humane Society/Wolf Creek Adoption Center
- Jefferson County Clerk of Court
- Jefferson County Property Appraiser
- Jefferson County Health Department
- Jefferson County School Board
- Jefferson Somerset Charter School
- Jefferson County State Housing Initiatives Partnership (SHIP)
- City of Monticello
- City of Monticello Clerk of Court
- City of Monticello Public Works
- City of Monticello Police Department
- Volunteer Fire Departments

Other government entities furnishing input and information include:

- Florida Forest Service
- Jefferson Correctional Institution
- Office of Economic and Demographic Research/ National Weather Service

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Private Sector and volunteer organizations, which participated in creating this plan, include:

- American Red Cross
- Duke Energy
- Faith- Based Organizations
- Lake Talquin
- Northwest Florida Water Management District
- Salvation Army
- Suwannee River Water Management District
- The Apalachee Center
- The Monticello- Jefferson County Chamber of Commerce
- Tri- County Electric Cooperative

As a notation to ensure public participation, Florida has what is known as the "Sunshine Law." The Sunshine Law establishes a basic right to access to most meetings of boards, commissions and other governing bodies of state and local governmental agencies Or authorities.

The Jefferson County citizens have an opportunity to attend meetings and express their views and the public is encouraged to become involved with the CEMP plan. These citizens Can provide valuable information about the past, present, and future Conditions within the community.

The CEMP planning team does have participation from the public and private sector and assists in reference to several areas of the update in developing key aspects to the plan.

The CEMP is considered a living document that adapts to changes in policy, priorities and needs. The Jefferson County Emergency Management (EM) is responsible for maintaining and updating the CEMP.

The procedures or process to ensure that the plan is maintained, evaluated And reviewed with current and regular updates or changes and is distributed and documented for the local planning team are as follows:

- 
- A promulgation letter from the chairperson of the board displayed on page 121-124 (Appendix 1)
  - Signed concurrence acknowledging and accepting plan responsibilities displayed at the front of this document.
  - A distribution list of the CEMP planning team is displayed at the front of this document. This list is used to verify that all appropriate persons/offices are copied.
  - The Emergency Management Director is responsible for ensuring that all changes or revisions will be distributed to recipients of the CEMP.
  - A Record of Changes or Revisions Log, displayed at the front of this document is used to record all published changes as those holding copies of the CEMP receive them. The EM Department is responsible for making the appropriate changes and updating the Log.
  - Maintaining the CEMP is an ongoing process in which changes are periodically made to the plan by the County's emergency management staff and distributed to the Plan recipients for inclusion in their copy of the CEMP. Annually, or more frequently, if necessary agencies tasked with primary response roles will review their standard operating guidelines to ensure that they accurately reflect response procedures during an emergency situation.
  - A master copy of the CEMP, with a master Record of Changes or Revisions Log, is maintained in the Jefferson County Emergency Management office. A comparison of the master copy with any other will allow a determination to be made as to whether or not the copy in question has been posted to it with all appropriate changes.

## Situation

### II. SITUATION

This section of the CEMP describes the potential hazard considerations, geographic characteristic, support facilities land use patterns, economic profiles and demographics of Jefferson County. It also details specific planning assumptions regarding preparedness, response, recovery and mitigation that were taken into consideration during the development of this plan. Extensive information regarding the potential hazards that effect Jefferson County is located in the Local Mitigation Strategy (LMS) Plan.

#### A. Hazards Analysis

This section of the CEMP requires that the plan identify hazards that have not been covered in the Jefferson County LMS plan, and to specify which jurisdiction is vulnerable to the hazard. Before these hazards are identified and analyzed, it is important to review the specific natural hazards profiled in the LMS that can have significant impact on the county citizens. It can provide a quick reference in the specifics related to the vulnerability, probability, extent, impact, frequency of occurrence and costs (if available), which are outlined in Situation 11, Hazard Analysis.

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### *Type of Threats and Hazards*

According to FEMA... "Communities face a variety of threats and hazards. The three types of threats and hazards are:

- ▶ **Natural hazards** which result from acts of nature such as hurricanes, earthquakes, tornadoes, animal disease outbreak pandemics, or epidemics.
- ▶ **Technological hazards**, which result from accidents or the failures of systems and structures, such as hazardous materials spills or dam failures.
- ▶ **Human-caused incidents**, which result from the intentional actions of an adversary, such as a threatened or actual chemical attack, biological attack, or cyber incident."

#### **Natural Hazards** - *(medium or moderate to high vulnerability for the County and profiled in the LMS)*

These natural hazards identify details from the most recent and updated LMS plan that have *moderate to high vulnerability of the hazard's impact on the community and its vulnerable structures.*

Extensive information on the (i.e. historical data, occurrence statistics, probability, vulnerability assessments and measurement, extant and impact) on these hazards should be referenced from the LMS.

Table 1 reveals the vulnerability to the jurisdictions within Jefferson County. As noted, only the hazards that present moderate to high vulnerability are in this CEMP matrix. The other natural

Hazards (i.e. lightning, riverine erosion, dam/levee failure, etc.) are considered low vulnerability and details on these hazards are profiled in the LMS plan.

**Table 1 - Jefferson County - Natural Hazards Vulnerability Matrix**



<b>Natural Hazards</b>	<b>City of Monticello</b>	<b>Unincorporated Jefferson County</b>
Flooding{Coastal and Inland)	H	H
Sinkholes	H	H
Hurricane (Trop Storms)	H	H
Storm Surge	L	H
Tornadoes	M	M
Thunderstorms/ High wind/Hailstorms	H	H
Wildfires	M	H
Drought/ Heat Wave	H	H
Winter Storms/Freezing Temperatures	H	H
Disease and Pandemic Outbreak	M	UM

Key Code:

H = High - Likely to experience threat, effect, or reoccurrence of an event.

M = Medium -An average to better than average likelihood of experiencing threat, effect, or



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reoccurrence of an event.

L - Low - A less likely than average of experiencing a threat, effect, or reoccurrence of an event.

## **Flooding**

### *Vulnerability*

Vulnerability to flooding events can be defined as to the extent to which people will experience harm and property will be damaged from the natural hazard. Jefferson County is located on the northern part of the Florida Peninsula region known as the "Big Bend" for the arc of Gulf of Mexico shoreline where the panhandle meets the peninsula. Flooding occurs frequently along the creek and river systems, especially in the jurisdictions and county's low lying areas and near Wacissa and Aucilla.

Unincorporated Jefferson County is susceptible to riverine and coastal flooding, and the City of Monticello is more vulnerable to flooding from sheet rain and ponding. Also, Beasley Creek, Gulf of Mexico, Aucilla River, Raysor Creek, Ward Creek, Wolf Creek, are areas that were studied in the FIS and they have been identified as known flood hazard areas and areas of projected development and proposed construction.

### *Probability:*

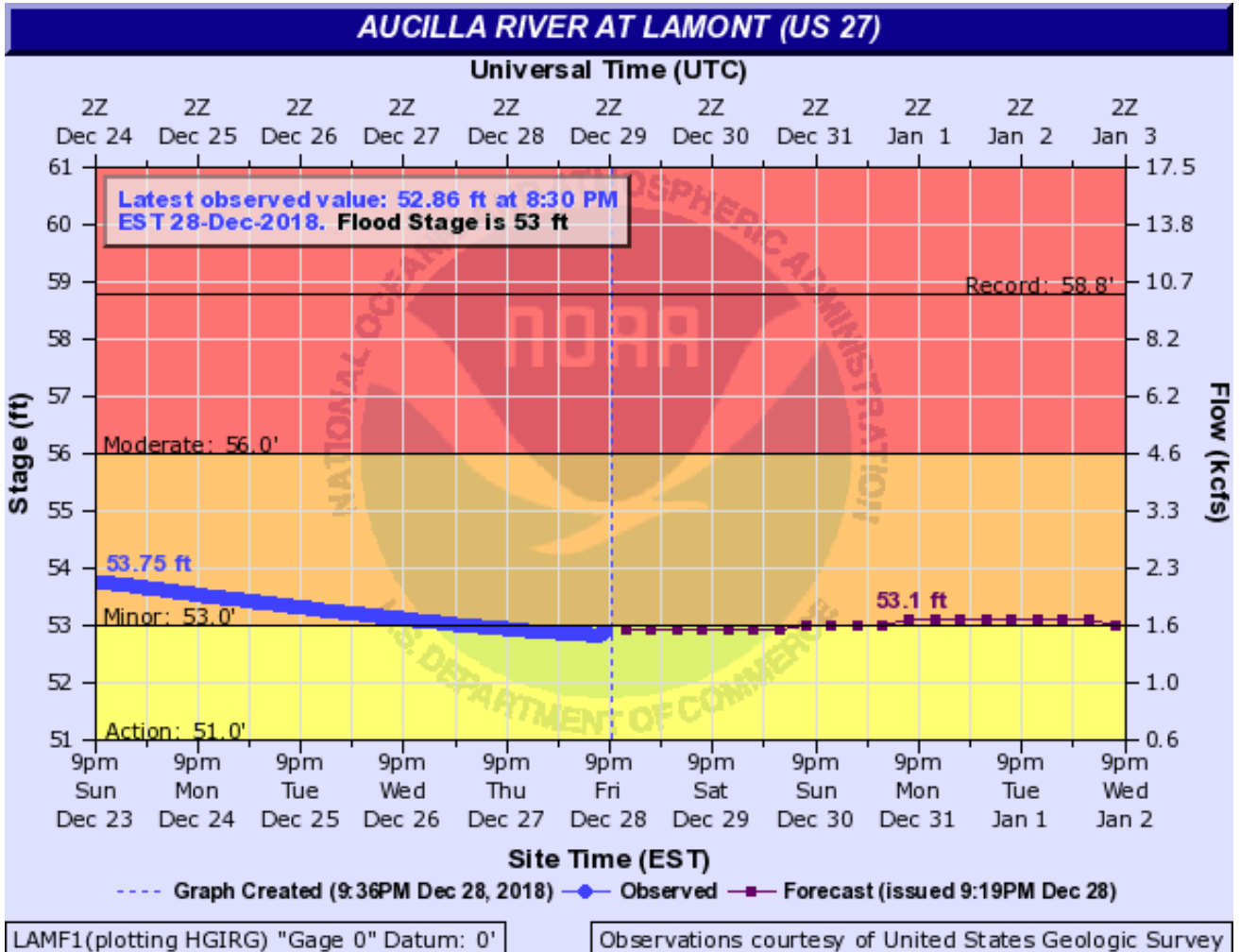
The probability for flooding is high for the entire county (at least one occurrence every year).

### *Extent:*

Riverine Flooding - the worst case scenario for riverine flooding in Jefferson County was the April 1973 Flood. Details note that the Aucilla River at Lamont reached a historical peak level of 59.47 (data obtained from flood marks). The flood stage level is 51.9 or 52, the river mile data suggests 59.7 was in the moderate flood stage level for the river. The data was not available as to the effect of the historical flood on property or possibly crop damage.

Coastal Flooding - the worst case scenario for coastal flooding in the county would have been from Hurricane Dennis in 2005 when the hurricane produced a storm surge of 7.5 feet at the mouth of the Aucilla River. High waves resulted in flooding and beach erosion with approximately 37 buildings sustained damage in the county. Exact details and costs as to the property damage were not noted in the summary information specifically for Jefferson County.

Most recent: Aucilla River in Lamont Report #2018-8003 12-28-18 Minor Lowland Flooding 53.75.



In addition, standing water after the flood has subsided can create ecological problems as well, including the spawning of mosquito larvae.

*Impact:*

The Jefferson County community, the residents, the structures, and the infrastructure suffered from the April 1973 flooding event. Although specific information was not available on property or crop damage, the Aucilla River reached a historical crest and this flood was recorded in the moderate flood stage category, which reveals that a few houses were probably impacted near US Hwy 27.

*Costs:*

Lack of individuals and businesses carrying flood insurance could result in large uninsured losses due to rising waters. Refer to the LMS plan for cost details on flooding events.

## **Sinkholes**

### *Vulnerability:*

Vulnerability to sinkhole events can be defined as to the extent to which people will experience harm and property will be damaged from the natural hazard. Jefferson County has a medium vulnerability as sinkholes have been noted in the county, but large diameter deep sinkholes could occur and cover-collapse sinkholes dominate in the northern area of the county.

### *Extent:*

The worst case scenario were the sinkholes that occurred in February 2004 with the approximate measurements of: 12 + ft. in length, 12 + ft. in width, and 60 ft. in depth, and the October 2010 sinkhole with the approximate measurements of: 12+ ft. in length, 75 ft. in width, and 30 ft. in depth from the ground surface down to the water surface.

### *Impact:*

A future sinkhole event example depending upon the location, the affects could be potentially disastrous as a significant sinkhole could affect roads, well water and sewer piping, telecommunication lines, electrical utilities and other infrastructure.

In addition, homes, businesses and other structures (i.e. churches, schools, commercial, etc...), as well as environmental impacts by providing direct access to the aquifer system for pollutants like gasoline and oil, fertilizers, pesticides and herbicides.

Long periods of drought (*especially in the month of October*) followed by heavy rains can exacerbate the formation of sinkholes. Their formation can also be aggravated and accelerated by humans through urbanization. Development increases the use of water, altering drainage pathways, redistributing ground soil, and overloading the surface. Urbanizing areas also increases the potential for sinkholes.

### *Costs:*

Refer to the LMS plan for cost details related to sinkhole events.

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## Hurricanes and Tropical Storms

### *Vulnerability:*

Vulnerability to hurricane and tropical storm events can be defined as to the extent to which people will experience harm and property will be damaged from the natural hazard. Jefferson County is located on the northern part of the Florida Peninsula region known as the "Big Bend" for the arc of Gulf of Mexico shoreline where the panhandle meets the peninsula. Previous hurricane and tropical storm events have occurred countywide and the county is very vulnerable to hurricane and tropical storm force winds and heavy rains are compounded by the high concentration of mobile home residents.

*Since September 2004, Jefferson County has had 12 disaster declarations that have required individual assistance, public assistance or both. Of which 11 of them were from hurricane and tropical storm events.*  
[SEE ANNEX 3 Jefferson County Emergency Management Recovery Annex for more information](#)

### *Probability:*

The probability for hurricanes and tropical storms are considered high (at least 1 occurrence every year).

### *Extent:*

The worst case scenario from a hurricane or tropical storm event would be a category 5 hurricane with winds of over 157 mph or higher, which could potentially cause catastrophic damage throughout the entire county. Mobile homes and a high percentage of framed homes will be destroyed, with total roof failure and wall collapse. Fallen trees and power poles will isolate residential areas. Power outages will last for weeks to possibly months. Most of the area will be uninhabitable for weeks or months. Although rare, a category 5 hurricane could prove to be even more devastating to the county residents, structures and infrastructure.

The county has experienced several hurricanes and tropical storm events over the last 49 years producing flooding from heavy rains, violent winds, powerful storm surges, shorefront erosion.

### *Impact:*

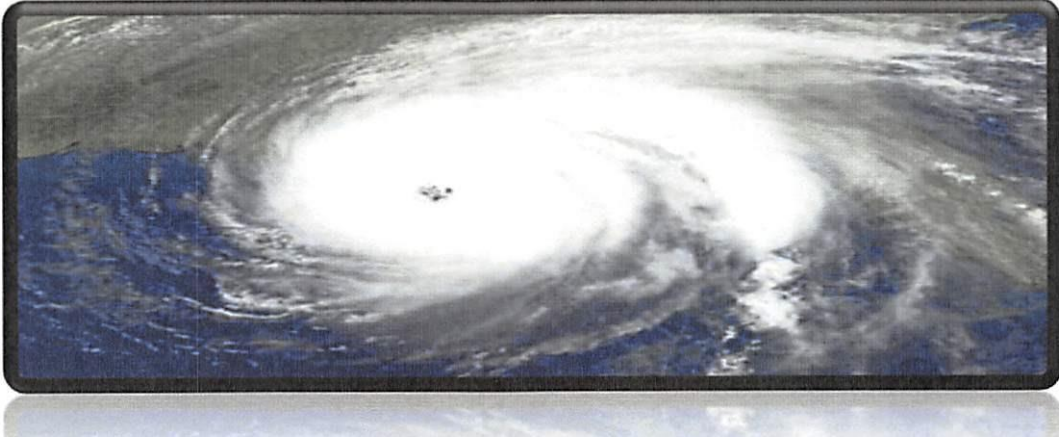
The Jefferson County community, the residents, the structures, the infrastructure can be severely impacted from hurricane or tropical storm event that can bring high winds, substantial rains, destructive flood levels and possibly a tornado. Details from the FEMA declarations state that Jefferson County has been impacted from the storm events receiving individual and public assistance or both.

### *Costs:*

Refer to the LMS plan for cost details related to hurricane/tropical storm events.

The Saffir-Simpson Hurricane Wind Scale is a 1 to 5 rating based on a hurricane's sustained wind speed. This scale estimates potential property damage. Hurricanes reaching Category 3 and higher are considered major hurricanes because of their potential for significant loss of life and damage. Category 1 and 2 storms are still dangerous, however, and require preventative measures. In the western North Pacific, the term "super typhoon" is used for tropical cyclones with sustained winds exceeding 150 mph. See Figure A, the Saffir-Simpson Hurricane Wind Scale for specifics on a hurricane's sustained wind speed.

**Figure A: Saffir-Simpson Hurricane Wind Scale**



Category	Sustained Winds	Types of Damage Due to Hurricane Winds
	74-95mph 64-82 kt 119-153km/h	<b>Very dangerous winds will produce some damage:</b> Well-constructed frame homes could have damage to roof, shingles, and vinyl siding and gutters. Large branches of trees will snap and shallowly rooted trees may be toppled. Extensive damage to power lines and poles likely will result in power outages that could last a few to several days.
2	96-110 mph 83-95kt 154-177 km/h	<b>Extremely dangerous winds will cause extensive damage:</b> Well-constructed frame homes could sustain major roof and siding damage. Many shallowly rooted trees will be snapped or uprooted and block numerous roads. Near-total power loss expected with outages that could last from several days to weeks.
3 (major)	111-129mph 96-112 kt 178-208 km/h	<b>Devastating damage will occur:</b> Well-built framed homes may incur major damage or removal of roof decking and gable ends. Many trees will be snapped or uprooted blocking numerous roads. Electricity and water will be unavailable for several days to weeks after the storm passes.
4 (major)	130-156 mph 113-136 kt 209-251 km/h	<b>Catastrophic damage will occur:</b> Well-built framed homes can sustain severe damage with loss of most of the roof structure and/or some exterior walls. Most trees will be snapped or uprooted and power poles downed. Fallen trees and power poles <b>will</b> isolate residential areas. Power outages will last weeks to possibly months. Most of

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		the area will be uninhabitable for weeks or months.
5 (major)	157mph or higher 137 kt or higher 252 km/h or higher	Catastrophic damage will occur: A high percentage of framed homes will be destroyed, with total roof failure and wall collapse. Fallen trees and power poles will isolate residential areas. Power outages will last for weeks to possibly months. Most of the area will be uninhabitable for weeks or months.

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## **Storm Surge**

### *Vulnerability:*

Vulnerability to storm surge events can be defined as to the extent to which people will experience harm and property will be damaged from the natural hazard. A very small area of Jefferson County is located on the coast of the Gulf of Mexico, consisting of wilderness, sanctuary, and therefore the vulnerability would be minimal for the residents in the county.

In addition, the mouth of the Aucilla River has some vulnerability and has been affected by high waves resulting in erosion and damage to buildings.

### *Probability:*

The probability for storm surge is low to medium for the unincorporated coastal area in the county (at least one occurrence every 5 years to possibly every 3 years).

### *Extent:*

The worst case scenario for storm surge would have been from Hurricane Michael, in 2018, which made landfall at Mexico Beach, in Gulf County, was the first Category 5 hurricane to strike the contiguous United States since Andrew in 1992. Total Fatalities 74, Damages \$25.10 billion Formed Oct 7, 2018 Dissipated Oct 16, 2018. Wind speeds 157mph.

### *Impact:*

The impact from a storm surge was 7.3 feet or higher at the mouth of the Aucilla River from high waves resulting in erosion and damage to structures.

### *Costs:*

Refer to the LMS plan for cost details related to storm surge events.

## **Tornado**

### *Vulnerability:*

The vulnerability to tornado events can be defined as to the extent to which people will experience harm and property will be damaged from the natural hazard. Jefferson County is vulnerable to these wind disasters due to a high concentration of the population residing in mobile homes, approximately 32%. Also, the poorly constructed homes and the infra-structure property damage could be extensive. Out of the 67 Counties in Florida, Jefferson County is ranked 60 for tornado occurrences over the last 63 years (1950-2019).

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*Probability:*

The probability for a tornado occurrence is medium for the entire county (at least one occurrence every 3 years).

*Extent:*

The worst case scenario would be an F5 tornado that could be spawned from a waterspout with destructive winds of 261 - 318 miles per hour, complete devastation of homes leveled off foundations and swept away, businesses, churches, schools, and government buildings and other structures demolished trees and power lines downed, the infrastructure destroyed resulting in a catastrophic storm event.

*Impact:*

The largest tornado in the **Jefferson County** area was an F3 in 2009 that caused 0 injuries and 0 deaths. \*Tornado risk is calculated from the destruction path that has occurred within 30 miles of the location. Risk Level: Moderate

The Most recent tornado in the **Jefferson County** area was F2 in 2019 that caused 0 injuries and 0 deaths. \* Tornado risk is calculated from the destruction path that has occurred within 30 miles of the location. Risk Level: Moderate

*Costs:*

Refer to the LMS plan for cost details related to tornado events.

### **Thunderstorms/High Winds/Hailstorms**

*Vulnerability:*

The vulnerability to thunderstorm/high winds, and hailstorm events can be defined as to the extent to which people will experience harm and property will be damaged from the natural hazard. Jefferson County is vulnerable to the disasters especially thunderstorm/wind events.

In the event of a strong wind and rain event, the potential for damage to mobile homes is significant. This potential increases with various factors, such as the proximity of the storm event to the structure, the age, and the construction quality.

*Probability:* The probability for thunderstorm/wind events is high for the entire county (at least one occurrence every year), and the probability for hailstorms is considered medium (at least one occurrence every 3 years).

*Extent:* The magnitude extent for the thunderstorm/wind occurrences was 60 kts (approximately 69.0467 miles per hour), which occurred in Drifton and Festus on 3/7/2008.

The magnitude extent for hailstorms was 2.00 inches (the dimensions are between a golf ball and a pool ball), which occurred on 3/29/1972. There was no event narrative on property damage



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*Impact:*

**Thunderstorm/High Wind/Hailstorms**

Monticello, Florida (population: 2506) had 1 hail reports within 10 miles of the city center located at (30.5452, -83.87016) in 2019. The largest report of hail in 2019 near Monticello was 1.00 inches about 6 months ago. The zip code with the highest number of damaging hail reports near Monticello in 2019 is 32344, with 1 reports.

Monticello, Florida (population: 2506) had 1 hail reports within 10 miles of the city center located at (30.5452, -83.87016) in 2013. The largest report of hail in 2013 near Monticello was 1.00 inches about 6 years ago. The zip code with the highest number of damaging hail reports near Monticello in 2013 is 32344, with 1 reports.

The impacts associated with strong thunderstorm/winds can be very destructive on the county residential (especially the mobile homes which account for 32% of the residential structures), buildings, as well as the critical infrastructure such as transportation, water, energy, and communication systems.

*Costs:*

Refer to the LMS plan for cost details related to thunderstorms/high winds and hailstorm occurrences.

**Wildfires**

*Vulnerability:*

Vulnerability to wildfire events can be defined as to the extent to which people will experience harm and property will be damaged from the natural hazard. With the fire awareness over the past several years within the state, the Florida Forest Service set forth measures, such as controlled burns, which decreases the threat of wildfires.

Details from the wildfires that swept throughout the state in 1998 burned many residences in areas where the urban environment intersected with large tracts of heavily wooded land. Some of the areas in Monticello have a similar urban wildland interface and are vulnerable to this hazard. Typically the county sees the greatest number of wildfires occurring during the months of April, May and June.

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*Probability:*

The probability for wildfire occurrences is medium too high for the entire county (at least one occurrence every 3 years to every year).

*Extent:*

The extent for wildfires could potentially be severe for the entire county. Based on the data from the Florida Forest Service wildfires for the past 15 years, the county recognizes that there would be at least 1,934+acres burned over the next 15 years. Approximately 36% of the wildfires that occurred in the county were debris burns (authorized and unauthorized). In referencing the wildfire risk assessment map

(*On the right*), there are several areas considered a high risk (*identified in red*) throughout the county.

*Impact:*

The Jefferson County community the residents, the structures, and the infrastructure could suffer from a wildfire event. The future impact of wildfire occurrences can be evaluated as to what the county could expect in in the future. The State has been impacted from significant wildfires over the last 35 years resulting in poor air quality, residential evacuations, and structural damage.

*Costs:*

Refer to the LMS plan for cost details on wildfire occurrences.

## **Drought/ Heat Wave**

*Vulnerability:*

The vulnerability to drought and heat wave events can be defined as to the extent to which people will experience harm and property will be damaged from the natural hazard. During the onset of a drought, which can occur about once in every three years in a given area, can result in elevated fire risk and de- creased crop growth which are the primary impacts to nature, while heat exhaustion and other heat- related illnesses are possible among vulnerable children, the sick and the elderly.

*Probability:*

The probability for drought or heat wave occurrences are high for the entire county (at least one occurrence every year).

*Extent:*

Drought

Based on the quantitative measurements for droughts the extent and worst case scenario for a drought event would be the drought from 1998- 2002. As stated by the USGS... "Lower than normal precipitation caused a severe statewide drought in Florida from 1998 to 2002. Based on precipitation and stream flow records dating to the early 1900's the drought was one of the worst ever to affect the State. In terms of severity, this drought was comparable to the drought of 1949-1975in duration and had record-setting low flows in several basins. The drought was particularly severe over the 5-year period in the northwest which included Jefferson County where rainfall deficits ranged from 38-40 inches below normal. Within

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These regions, the drought caused record-low stream flows in several river basins, increased freshwater withdrawal, and created hazardous conditions ripe for wildfires, and even the draining of lakes."



The highest recorded temperature in **Monticello Florida** was: **109°F** on **June 29, 1931**, the **hottest temperature recorded in Florida** although the relative humidity data was not available, the county is located in a humid subtropical climate zone and at the time, the humidity was probably high. Based on the fact that the average relative humidity for the month of June in Monticello is around 91%, chances are it was around that % point or maybe higher. An example of what the Heat Index might have been for this record temperature of 109.4°F, if the RH was only 40%, the Heat Index would have been 136°F based on the Heat Index Chart.

*Impact:*

Drought occurrences are a prolonged period where there is a precipitation deficit from normal values. The duration of below normal precipitation amounts and their impact can affect Jefferson County's water supply, present fire danger levels, and as noted drought could have a significant impact on the agricultural industry.

Jefferson County does have heat-related incidents (HRI) and the affects could be extensive for the poor, the elderly, the sick and the children in the county. According to the Jefferson County Department of Health, data related to emergency department incidents for HRI is not recorded.

*Costs:*

Refer to the LMS plan for cost details on drought/heat wave occurrences.

## **Winter Storms/Freezing Temperature**

*Vulnerability:*

The vulnerability to winter storms and freezing temperature events can be defined as to the extent to which people will experience harm and property will be damaged from the natural hazard. A severe winter storm or freeze can have a substantial impact on Jefferson County's communities utilities, transportation systems, telecommunications, and possibly result in loss of life due to accidents or hypothermia.

*Probability:*

The probability for winter storms events is medium for the entire county (at least one occurrence every 3 years). The probability for freezing temperature events is high for the entire county (at least one occurrence every year). However, the freezing temperature would only last a short period for one to two days.

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*Extent:*

The record low temperature recorded for Jefferson County 3 °F was in January 1924, and then

4 °F in January 1985. In addition, from 1950- 2019, there have been 60 freezing temperature events in January where the temperature was below freezing (32 °F or lower) according to the Weather Warehouse data.

*Impact:*

Winter storms and freezing temperatures can potentially have a destructive impact on the county's residents and the infrastructure. Winter storms can impede visibility, affecting driving conditions, and can have an impact on communications, electricity or other services. The risks to crops, vegetation, trees, and the general population are higher during these months than the rest of the year.

### **Disease and Pandemic Outbreaks**

Disease and pandemic outbreak was not profiled in the LMS plan, however, this hazard is considered a natural hazard and therefore will be profiled in this area for the CEMP.

According to WebMD... "A disease outbreak happens when a disease occurs in greater numbers than expected in a community or region or during a season. An outbreak may occur in one community or even extend to several countries. It can last from days to years. Sometimes a single case of a contagious disease is considered an outbreak. This may be true if it is an unknown disease, is new to a community, or has been absent from a population for a long time. An epidemic occurs when an infectious disease spreads rapidly to many people and a pandemic is a global disease outbreak.

While rare in occurrence, epidemics could impair emergency response agencies ability to carry out normal activities due to personnel illness as well as stressing medical treatment facilities due to the number of patients being treated.

The entire population of the Jefferson County residents could be affected by an epidemic outbreak. However, according to the Jefferson County Health Department, the current County Health Assessment report, Disease and Pandemic Outbreaks were not listed in the top health concerns for the Jefferson County residents.

Effective June 2019, practitioners of Jefferson County are required to report diseases and conditions to the local county health department. The details on the specific diseases are noted in Chart below. The details on specific diseases need to be forwarded to the Jefferson County Department of Health. Requiring details to be reported will improve the process on identifying specific epidemics and/or pandemic outbreaks that might occur within the county. It is important to note that the State Department of Health is working closely with practitioners in identifying all types of diseases and having reported data.

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## **Areas of Responsibility**

An acute disease is defined as a disease or disorder that lasts a short time, comes on rapidly, and is accompanied by distinct symptoms. Examples of acute diseases are influenza, salmonellosis, and hepatitis A. This is in comparison to chronic diseases with long durations such as cancer, heart disease, or diabetes.

The Surveillance Epidemiology section is responsible for collection and management of cases of acute diseases required to be reported by physicians and laboratories. These diseases have been deemed as having public health importance and may require intervention by the state or local health department.

In addition to the reportable diseases, the Surveillance Epidemiology section monitors several other diseases of public health importance including [influenza](#), [methicillin-resistant Staphylococcus aureus](#), and [respiratory syncytial virus](#). If you are a healthcare professional or laboratory worker and would like to report a case of disease, please visit the Reporting Diseases section for more information. You may also contact your local county health department using the Contact Information page. If you are unable to reach your local county health department, if this is a public health emergency, or if this is outside of regular business hours, please contact the Bureau of Epidemiology 24/7 at [\(850\) 245-4401](tel:850-245-4401).

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The Florida Department of Health works to prevent disease of environmental origin. Environmental health activities focus on prevention, preparedness, and education and are implemented through routine monitoring, education, surveillance and sampling of facilities and conditions that may contribute to the occurrence or transmission of disease.

## **Air**

- [Air Monitoring](#)
- [Carbon Monoxide](#)
- [Indoor Air Quality](#)
- [Mold](#)
- [Radon](#)

## **Water**

- [Aquatic Toxins](#)
- [Beach Water Quality](#)
- [Blue Green Algae](#)
- [Drinking Water](#)
- [Onsite Sewage Programs](#)
- [Private Well Testing](#)
- [Red Tide](#)
- [Public Swimming Pools](#)

## **Contaminants**

- [Biomedical Waste](#)
- [Drywall](#)
- [Hazardous Waste Sites](#)
- [Lead Poisoning](#)
- [Mercury Spills](#)
- [Pesticide Poisoning](#)
- [Radiation Control](#)
- 

## **Consumer Safety**

- [Black Henna](#)
- [Body Piercing](#)
- [Chemicals](#)
- [Fish Consumption Advisories](#)
- [Food Safety and Sanitation](#)
- [Microblading](#)
- [Mobile Home Parks](#)
- [Occupational Health](#)

- 
- Permanent Cosmetics
  - Recreational Diving
  - Tanning Facilities
  - Tattooing

### **Community**

- Built Environment
- Climate and Health
- EH Preparedness
- Geographic Information Systems
- Group Care Facilities
- Migrant Farmworker Housing
- Mosquito Prevention
- PACE-EH
- Rodents







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## Disease Occurrence Data

On 8/11/2015 Eastern Equine Encephalitis (EEE) was found in Jefferson County, FL with the status of "Information Only". Details reveal a new case in Jefferson County has been confirmed with EEE. The donkey, a 17- year old unvaccinated jack had not been off the property in 6 months. Clinical signs began July 25th and progressed until the donkey died of natural causes on July 28th. The case was confirmed positive by the Georgia Department of Agriculture on August 5th. This is the first confirmed case in Jefferson County and the 18th positive in Florida since the beginning of the year.

### *Vulnerability.*

The vulnerability for disease and pandemic outbreaks can be defined as to the extent to which people will experience harm from the natural hazard. As stated earlier, a disease outbreak happens when a disease occurs in greater numbers than expected in a community or region or during a season. An outbreak may occur in one community or even extend to several countries. It can last from days to years. Sometimes a single case of a contagious disease is considered an outbreak. This may be true if it is an unknown disease, is new to a community, or has been absent from a population for a long time. An epidemic occurs when an infectious disease spreads rapidly to many people. The vulnerability would be the greatest in the incorporated and populated areas of the county.

### *Probability:*

The probability of a disease is medium (at least one occurrence every three years). The probability of a pandemic outbreak is low (at least one occurrence every ten years).

### *Extent:*

The worst case scenario would be if over 50%+ of the population contracted a serious infectious disease that spread rapidly to many of the county citizens. In the case of a pandemic outbreak, an example would be influenza or HIV, occurred affecting most of the entire county population.

### *Impact:*

A surge in mass migration with a pandemic disease from lower income countries could have a significant impact on the Jefferson County residents, if there was a considerable increase in the population from the migration. The percentage of the community that could be affected would be 50% + or more of the population.

### *Costs:*

The costs relating to disease and pandemic outbreaks were not released in the Jefferson County Department of Health reports.

### *Frequency of Occurrence:*

Likely - between 10 and 100% probability in the next year, and at least one chance in the next 10 years.

## Technological Hazards

According to FEMA... "Technological hazards include hazardous materials incidents and nuclear power plant failures."

The hazard can stem from technological or industrial conditions and would include accidents, dangerous procedures, infrastructure deficiencies, and specific human activities that can cause death, injury, disease, or other health impacts, as well as jeopardize property, livelihood, and services, provoke social or economic disorder, and cause environmental damage. Also, technological hazard scan also result directly from the consequence of an event related to natural hazards.

The following technological hazards profiled are:

- ▶ *Hazardous Material Spills*
- ▶ *Commercial Nuclear Power Plant Incidents*
- ▶ *Critical Infrastructure Collapse (Bridges)*



Technological Hazards	City of Monticello	Unincorporated Jefferson County
Hazardous Material Spills	UM	L
Commercial Nuclear Power Plant Incidents	N/A	N/A

- ▶ *Major Transportation Incidents*

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**Table 2 • Jefferson County Technological Hazards Vulnerability Matrix**

Critical Infrastructure Collapse (Bridges)	UM	U M
Major Transportation Incidents	L	U M

Key Code:

H = High - Likely to experience threat, effect, or reoccurrence of an event.

M = Medium - An average to better than average likelihood of experiencing threat, effect, or re- occurrence of an event.

L - Low - A less likely than average of experiencing a threat, effect, or reoccurrence of an event.

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## Hazardous Material Spills

According to the <https://apps.floridadisaster.org/SWO/ArchiveNonAdmin.aspx> there were 6 recorded data on hazardous material accidents in Jefferson County.

Hazardous materials are chemical substances, which if released or misused can pose a threat to the environment or health. The use of these hazardous materials, such as chemicals or toxic substances, have become commonplace in both urban and rural communities and as many as 50,000 new chemicals are created annually. These chemicals are used in industry, agriculture, medicine, research and consumer goods. The hazardous materials come in the form of explosives, flammable and combustible substances, poisons, and radioactive materials. Transportation or chemical accidents are the most common methods of hazardous materials incidents.

According to the hazardous material spill data from the <https://apps.floridadisaster.org/SWO/ArchiveNonAdmin.aspx> ; there have been sixteen spill events in the City of Monticello in last 38 years from (1982-2019):

### City of Monticello:

Total number of incidents: 21  
Total number of reported fatalities: 2  
Total number of hospitalizations: 3  
Total number of reported injuries: 3  
Total number of people evacuated: 0  
Total reported property damage: \$0

### Types of Incidents:

Fixed site (i.e. at building): 2  
Continuous release: 0  
Storage tank or pipeline: 3  
Unknown: 0  
Mobile vehicle (plane, truck, train, etc.): 12  
Other or unknown: 3

### Top 5 dischargers for numbers of incidents:

Discharger left blank: 8  
J Wayne: 1  
Con-Way: 1  
Leon County: 1  
All Systems: 1  
J& L Tran: 1  
SWS: 1

### Types of substance for number of incidents:

Oils: diesel: 14  
Chlorine: 1  
Propane: 1  
Unknown: 1

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Left blank: 6

Last incident reported: 2019

*Extremely Hazardous Substances (EHS) Facility Data*

There are 11 hazardous material facilities in Jefferson County that use or store large quantities of EHS at their facilities. These facilities are located throughout the county with most of the locations in the City of Monticello, storing the EHS chemicals above the minimum threshold planning quantity designated by the US Environmental Protection Agency.

9 facilities are located in Monticello storing - sulfuric acid, chlorine, sulfur dioxide, fluoro- silicic acid, sodium hydroxide, sodium hypochlorite, phosphoric acid, and parquet dichloride, 1 facility in Lamont storing sulfuric acid, and 1 facility in Drifton storing sulfuric acid.

Chemical spills or releases in Jefferson County could occur at fixed facilities in the county or through various transportation methods, like tanker trucks and tractor trailers, or possibly railroad cars (which only go through Aucilla and Drifton). These transports may not have even originated Jefferson County but are merely passing through using the roadways to deliver their cargo to other places.

*Vulnerability.*

The vulnerability for hazardous material spills can vary from low to potentially medium based on historical spill data. Although the use of hazardous materials and chemicals, as well as their transportation to facilities, has increased through the years, the vulnerability is low for the general population in the county to exposure from an accidental release of hazardous materials.

*Probability.*

This hazard is applicable to all jurisdictions in the county. The probability of a hazardous material spills is low to possibly medium (at least one occurrence every 3 years).

*Extent*

This hazard is considered a low to possibly medium risk for the county, especially if a major incident occurred causing a large-scale evacuation throughout the county. Some of the county residents live within the hazardous material facilities that store the large quantities of EHS.

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. The percentage of the community that could be affected would be approximately over 50%, depending on the specific area that the spill occurred.

It is important to note that there are safety and security precautions in place at the facilities that store the EHS at their facilities. And, historical data reveals that incidents at the fixed facilities have rarely occurred and transportation related incidents have been small in scale and highly localized in impact.

*Impact:*

The impact of a minor to severe hazardous materials spill may range far beyond the individuals involved with the spill. These spills are easily capable of displacing communities for indefinite periods of time while experts work to mitigate the effects of the spill. The initial and possible lasting impacts may be any or all of the following:

- Environmental - toxic materials can have an invasive effect on the nearby streams, lakes, rivers and even pollute the water table;
- Direct contact with the toxic material - any type of direct contact with the chemical to the to the skin or possibly eyes, can result in possibly long-term damage with ongoing health complications;
- Inhaled contaminants - residents may come in contact with toxic gasses or fumes before they are alerted and this could prove to be fatal; and
- Displaced residents, the neighborhood or community can be displaced while experts work to mitigate the effects of the spill.

*Frequency of Occurrence:*

Possible, between 1 and 10% probability in the next year, and at least one chance in the next 100 years.

*Costs:*

Costs relating to the hazardous material spills were not available.

*Frequency of Occurrence:*

Possible, between 1 and 10% probability in the next year, and at least one chance in the next 100 years.

*Costs:*

Costs relating to the hazardous material spills were not available.

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## Commercial Nuclear Power Plant Incidents

Nuclear incidents are those resulting from the release of radioactive fallout from a fixed nuclear facility. The Nuclear Regulatory Commission and the Environmental Protection Agency concludes that it would be likely that any protective actions would be required beyond the 10-mile Emergency Planning Zone (EPZ) and the 50-mile EPZ includes the ingestion exposure pathway in which the population could see some effects resulting from the ingestion of contaminated food and water.

The entire county is not within the 50-mile EPZ of any of the nuclear power plants in Florida. At this time, there is no history of any nuclear accidents at these power stations and the probability is very low.

### *Vulnerability:*

The vulnerability for nuclear power plant incidents is very low for both jurisdictions within Jefferson County.

### *Probability:*

The probability is very low.

### *Extent*

The percentage of the community that could possibly be affected would be less than 1%.

### *Impact:*

The impact could be substantial "if there is a commercial nuclear power plant within 50 miles of the county, however, details for the impact would not apply.

### *Frequency of Occurrence:*

Unlikely, less than 1% probability in the next 100 years.

### *Costs:*

N/A



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## **Critical Infrastructure Collapse (Bridges in Jefferson County)**

The Florida Department of Transportation (FDOT) states.... "Our bridge program has a solid safety record. The Safety and Preservation of the State Highway System is the top priority of the Florida Department of Transportation. The FDOT staff involved with designing, constructing, inspecting and maintaining our bridge inventory is committed to ensuring these structures remain safe. While we are confident our bridges are safe, the FDOT bridge staff is always vigilant in maintaining safety and seeks to always improve our program. The State of Florida ranks among the lowest in the nation for percent of bridges that are considered structurally deficient. In Florida, this does not mean a bridge is unsafe. If a bridge is unsafe, we do not hesitate to close it immediately."

In 2017,2018,2019 the Florida Bridge Information was reported on all of the bridges within Jefferson County. The report provides the district, county, owner, bridge number, structure name, roadway, average daily traffic, facility crossed, year build, year reconstructed, last inspection, sufficiency rating, health index and National Bridge Inventory rating.

### Bridge Condition Terminology

The term "structurally deficient" means that the department believes a bridge should undergo a series of repairs or replacement within the next six years. The department's policy is to repair or replace all the structurally deficient state owned bridges during that time. The department also recommends that local governments follow the same schedule for their structurally deficient bridges.

The term "functionally obsolete" only means that a bridge does not meet current road design standards. For example, some bridges are "functionally obsolete" because they were built at a time when lane widths were narrower than the current standard.

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The health index is a tool that measures the overall condition of a bridge. The health index typically includes about 10 to 12 different elements that are evaluated by the department. A lower health index means that more work would be required to improve the bridge to an ideal condition. A health index below 85 generally indicates that some repairs are needed, although it doesn't mean the bridge is unsafe. A low health index may also indicate that it would be more economical to replace the bridge than to repair it.

The insufficiency rating is a tool that is used to help determine whether a bridge that is structurally deficient or functionally obsolete should be repaired or just replaced. The sufficiency rating considers a number of factors, only about half of which relate to the condition of the bridge itself. The sufficiency ratings for bridges are part of a formula used by the Federal Highway Administration when it allocates federal funds to the states for bridge replacement.

As of September 2019, Jefferson County had the following results:

- ▶ (4) - Structurally Deficient (SD) bridges. Three of the SD have a very low Sufficiency rating index - and the bridge would need either full replacement or significant repair: CR 259 - Lake Road built in 1901 Rebuilt 1960, and two bridges on CR 158 built in 1954 and 1974
- ▶ (4) - Functionally Obsolete bridges
- (62) - There were 62 bridges in the County that had a health index of over 58.9
- (70) - Bridges in Jefferson County - of the total number of bridges in the county, some of them would require some type of repair work, although it doesn't mean the bridge is unsafe.

The vulnerability for critical infrastructure collapse is low to medium for both jurisdictions within Jefferson County.

Probability:

The probability is low to medium for a critical infrastructure collapse for both jurisdictions in the county.

Extent

Based on the study, the FDOT has a solid safety record and if there was a critical infrastructure collapse, the department would have a strategy in place to restore and repair the bridges. Because the maintenance is performed and if a bridge is structurally deficient, it is identified for repairs. However, with 70 bridges, the potential magnitude would be catastrophic with more than 50% of the community would be affected if a critical infrastructure collapse occurred.

Impact:

A bridge collapse could have a major economic impact on the county depending on the bridge location and "if major traffic had to be directed on a different transportation path.

Frequency of Occurrence:

Possible, between 1 and 10% probability in the next year, and at least one chance in the next 100 years.

Costs:

Costs relating bridge repairs aren't in the FDOT study. Therefore, it would be hard to evaluate an estimated cost if the infrastructure collapsed.

**Major Transportation Incidents**

According to the *Traffic Incident Management Handbook* an incident is defined as "any non-recurring event that causes a reduction of roadway capacity or an abnormal increase in demand. Under this definition, events such as traffic crashes, disabled vehicles, spilled cargo, highway maintenance and reconstruction projects, and special non-emergency events that significantly affects roadway operations are classified as an incident."

As stated by the statistics from the National Transportation Safety Board, there are *no major recorded accident or incident reports* for Jefferson County on the following:

- ▶ *Railroad*
- ▶ *Aviation*
- ▶ *Highway/Major Roadways*
- ▶ *Railroad*



CSX is a Class I railroad and operates east west through Aucilla to Drifton in Jefferson County. CSX moves a wide variety of products essential to the U.S. economy ranging from steel and concrete to food and grain as well as hazardous materials.

Although the population for both towns Aucilla and Drifton are relatively small, the residents could be affected by a transportation accident involving

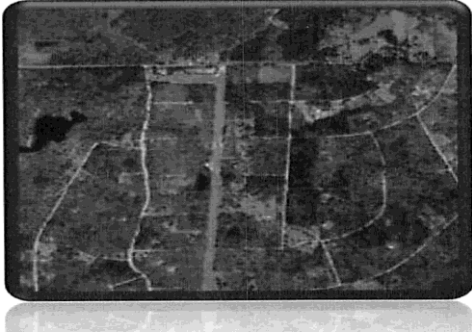
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HAZ-MAT.

### *Airports*

Jefferson County has two private airports located in Monticello, the Jefferson Landings Airport- 74FL, and

In Lamont the Turkey Scratch Plantation Airport - 4FL0. Both airports are for private use only.



#### *Jefferson Landings Airport*

Type: Airport, Status: Operational, Activation Date: 03/01/1991, Runways: 1, Land Area Covered by Airport: 14 acres, Ownership: Privately owned, Facility Use: Private, Site Number 03358."A, Location

ID: 74FL, Region: Southern, District Office: ORL, Aeronautical sectional chart: Jacksonville, Tie- in FSS: No, Tie-In FSS ID: GNV, Tie-In FSS Name: Gainesville, Tie-In FSS Toll-Free Number: 1-800-WX-BRIEF, Elevation 120 ft., Elevation determination method: Estimated, Air traffic control tower: No, Boundary ARTCC (FAA) computer ID: ZCJ, Boundary ARTCC ID: ZJX, Boundary ARTCC Name: Jacksonville Airspace Determination Conditional, NOTAM Service No, Inspection Group: Owner, Inspection Method: 5010-2 Private use mail out program.

According to the National Transportation Safety Board, there have been four recorded aviation accidents at the Jefferson Landings Airport in Monticello, Florida.

(1) Accident occurred Wednesday, January 13, 1982 in MONTICELLO, OFL Aircraft: GRUMMAN M 5B, registration: N28607  
Injuries: 1 Uninjured.

(2) Accident occurred Friday, April 15, 1988 in MONTICELLO, FL Aircraft: PIPER PA32300, registration: N5231S  
Injuries: 3 Uninjured

(3) Accident occurred Saturday, August 10, 1991 in MONTICELLO, FL Aircraft: CESSNA A 1888, registration: N21684  
Injuries: 1 Uninjured

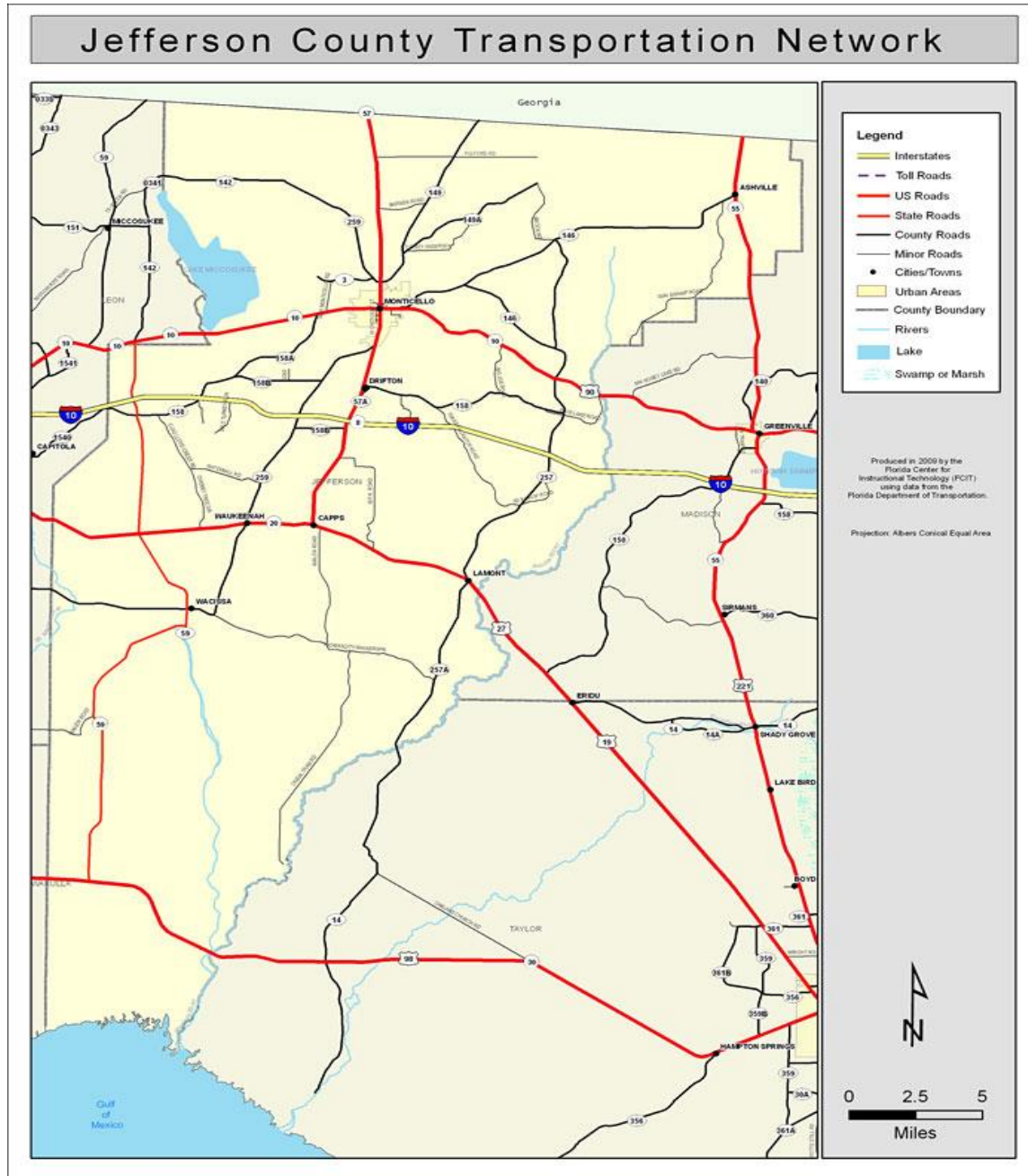
(4) Accident occurred Friday, December 19, 1997 in MONTICELLO, FL Aircraft: AmericanAA1, registration:

N5789L

Injuries: 1 Uninjured.

There were no recorded aviation accidents at the Turkey Scratch Plantation

Airport. The probability of an air crash or air incident is low for the county.



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### *Highway/Major Roadways*

*The Major interstate highway serving Jefferson County is Interstate 10, running west and east through the panhandle from Jacksonville east through the State. Interstate 10 contains three Interchanges within the county; SR 59 in Lloyd, US 19 in Drifton, and south of Aucilla at CR 257. There are several state roads and county roads that run throughout the county, however the main highways are the following:*

US 19 is the westernmost north-south US highway in the county. It enters from southwestern Madison County as the Georgia- Florida Parkway in a concurrency with US 27, then breaks away from US 27 in Capps to run straight north through Monticello where it encounters a traffic circle with US 90 around the historic Monticello Courthouse. North of the city it runs through the State of Georgia.

US 27 is another north-south US highway in the county. It enters from Madison County in a concurrency with US 19, but unlike US 19 breaks away at Capps and runs west toward Tallahassee.

US 90 is an east-west highway that enters the county from Leon County twice. One of the entry areas are from a causeway over the southern end of Lake Miccosukee that eventually enters Monticello in a traffic circle with US 19. East of the city, it curves southeast through rural Jefferson County, then passes north of Aucilla before crossing the Madison County Line at a bridge over the Aucilla River.

US 98 is the southernmost east-west route running through the conservation areas of county near the Gulf of Mexico from Wakulla to Taylor Counties. The major intersection is with SR 59.



US 221 is the easternmost US highway in the county, it runs south to north through the northeastern portion of Jefferson County, including Ashville before crossing the Georgia State Line.

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All major transportation systems in the county receive use by passenger and commercial traffic. These roadways pass through the county's populated areas as well as environmentally sensitive lands. Truckers can carry a wide variety of cargo including hazardous materials through the county on these routes.

The most commonly shipped chemicals are petroleum-related products including gasoline, diesel, and fuel oil and LP gas. Other commonly transported substances include a variety of acids, molten sulfur and chlorine. The major roadways serve as evacuation routes through the county.

Pursuant to Section 339.64(2), Florida Statutes, the Commission, as part of its work program review process, is required to annually assess the progress that the Florida Transportation Commission Department and its transportation partners have made in realizing the goals of economic development, improved mobility, and increased intermodal connectivity of the Strategic Intermodal System (SIS).

The major east-west highway serving Jefferson County is Interstate 10, which connects Tallahassee and Jacksonville, both approximately 80 - 90 + miles away. US 90, US 27, and US 19, provide quick links to Interstate 10. Several trucking lines service the county.

#### Non-Hazardous Materials Accidents

According to the Florida Department of Highway Safety and Motor Vehicles, the County Crash and Fatality Rates per 100 Million-Vehicle Miles Traveled report, Jefferson County's data on crashes/fatalities (nonhazardous materials) are as follows:

2019 Total Crashes = 313  
Fatalities= 7  
Injuries from All Crashes= 197  
Total Fatal Crashes= 5  
Total Injury Crashes= 120  
Bicycle Fatalities= 0  
Total Motorcycle Crashes= 6  
Total Motorcycle Fatalities =0  
Total Pedestrian Crashes= 2  
Total Pedestrian Fatalities =1

<https://www.flhsmv.gov/traffic-crash-reports/crash-dashboard/>

Compared to the population for Jefferson County, these numbers are relatively low number for the crash- es and fatalities for the two years.

The vulnerability, probability, extent, impact. Frequency of occurrence and costs for all identified major transportation (railroad, road and highways and airline incidents) are as follows:

#### Vulnerability

The vulnerability for the major transportation can vary for the different jurisdictions from low to medium. However, for railroad, and airline incidents the vulnerability is considered low for both jurisdictions. The road and highways vulnerability can vary from low for the City of Monticello to possibly medium for unincorporated areas of Jefferson County, especially any of the populated areas along 1-10, US 90, US 19, and US 27.

#### Probability

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The probability is low for both jurisdictions within Jefferson County.

Extent

The worst case scenario would be if there was trucking or railroad accident carrying hazardous chemicals in several tanker cars, the potential magnitude would be catastrophic with more than 33% of the community would be affected. However, it is important to note that there hasn't been any recorded rail tanker car accidents in over 40 plus years according to the data from the National Transportation Safety Board.

Impact

If a truck or railcar that was carrying hazardous materials and an accident occurred, the impact could be considerable to not only the immediate area, but the surrounding communities with contaminated materials that are released via airborne or seep into the water table that services the county residents.

Frequency of Occurrence

Unlikely, less than 1% probability in the next 100 years.

Costs

Costs relating to major transportation incidents were not available.



## Human-Caused Incidents

According to FEMA... “Hazards that arise from deliberate intentional human actions to threaten or harm the well-being of others.”

The following human-caused hazards are:

- ▶ *Civil Disturbance*
- ▶ *Mass Migration*
- ▶ *Coastal Oil Spill*
- ▶ *Terrorism*
- ▶ *Exotic Pest and Diseases*
- ▶ *Special Events*

**Table 4 - Jefferson County - Human-caused Incidents Vulnerability Matrix**

Human-caused Incidents	City of	
	Monticello	Unincorporated Jefferson County
Civil Disturbance	UM	L
Mass Migration	L	L
Coastal Oil Spill	M	MH
Terrorism	L	L

Exotic Pests and Disease	UM	UM
Special Events	UM	L

**Key Code:**

H = High - Likely to experience threat, effect, or reoccurrence of an event.

M = Medium or Moderate - An average to better than average likelihood of experiencing threat, effect, or reoccurrence of an event.

L - Low - A less likely than average of experiencing a threat, effect, or reoccurrence of an event.

**Civil Disturbance**

A civil disturbance can be identified as a civil unrest activity such as a demonstration, riot, or strike that disrupts a community and requires intervention to maintain public safety. While the county has had very few events of this nature excluding a few riots at the correctional institution and at the high school; changes in economic or political structures could lead to civil disorder or riots. The county must be prepared to protect the population and property from the effects of such events.

If a civil disorder or riots occurred, the Jefferson County Sheriff has the responsibility for coordinating outside assistance in response to the incident. It is anticipated that civil disorder or riots would affect only a small segment of the population, except for the inmates in the correctional institute.

In January 2015, a Florida lawmaker made a surprise visit to the Jefferson County Correctional Institute. The initial findings after touring the Suwannee Correctional and Jefferson Correctional Institutes were that the dormitories that had been abandoned because of leaking roofs. The facilities are dependent on community donations for supplies, and there are dangerously low staffing levels at the prisons.

Additional research in 2015 reveals that in November 2015 at the correctional institute an inmate was killed.

*Vulnerability*

The vulnerability for civil disturbance is considered a low to possibly medium risk for the City of Monticello (at the Jefferson Correctional Institution,) and a lower risk for the unincorporated area in Jefferson County.

*Probability*

The probability is low to possibly medium for the City of Monticello and a lower probability in the unincorporated areas within Jefferson County.

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Extent

The worst case scenario would be a large riot at the Jefferson County Correctional Institution. With dangerously low staffing at the prison, a significant disturbance could present a hazardous situation for the county.

Impact

The impact from a large riot could be significant with destruction to the facility and supplies, injury to the staff, and possible death could occur for some or many of the inmates.

Frequency of Occurrence:

Possible, between 1 and 10% probability in the next year, and at least one chance in the next 100 years.

Costs

Costs relating to civil disturbance incidents were not available.

**Mass Migration**

Mass migration can refer to of large groups of people from one geographical area to another. It is important to note that Jefferson County's population has actually slightly decreased.

According to the census data, July 1, 2014, the county is comprised of 62.1% White alone, 35.4% Black or African American alone, 0.4% American Indian and Alaska Native, 0.5% Asian alone, and 4.1% Hispanic or Latino. There isn't any representation of large groups of people relocating from one geographical area to Jefferson County.

If mass migration did occur within the county, assistance would come from the State and Federal levels.

Vulnerability

The vulnerability for mass migration is low for both jurisdictions throughout the county.

Probability

The probability is low for both jurisdictions within Jefferson County.

Extent

The worst case scenario would be if the Ebola virus surfaced in Central America or the Caribbean, there would be a stampede of people heading north from the Caribbean possibly into the State of Florida, and a similar circumstance from Central America where people would head across the Rio Grande into the Us.

Impact

There could potentially be an economic and social impact from massive mass migration to Jefferson County; however, an area in a larger county would probably be the likely area that people would relocate (I.e. Miami-Dade, Palm Beach, etc.).

Frequency of Occurrence

Unlikely, less than 1% probability in the next 100 years.

Costs

There is no data on costs relating to mass migrations for the county.

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## **Coastal Oil Spill**

An oil spill even if it is a relatively minor spill can cause significant harm to individual Organisms and entire populations. The continual oil release can last from days to years, or even decades for certain spill events.

The 2010 Gulf oil spill incident had an *impact on the Jefferson County businesses and residents* therefore; information and details on coastal oil spills will be discussed referencing this event.

On April 20, 2010, an explosion occurred at the Deepwater Horizon drilling platform in the Gulf of Mexico, resulting in 11 fatalities and significant release of oil. See photo to the right. According

To the federal government's estimate, the well released approximately 206 million gallons of oil before it was contained on July 15, 2010. The 2010 Gulf oil spill generated considerable interest in oil spill governance issues.

The governing framework for oil spills in the United States remains a combination of federal, state, and international authorities. Within this framework, several federal agencies have the authority to implement oil spill regulations. Agency responsibilities can be divided into two categories: (1) oil spill response/cleanup and (2) oil spill prevention/preparedness. Oil spill response authority is determined by the location of the spill: the U.S. Coast Guard has response authority in the U.S. coastal zone, and the Environmental Protection Agency covers the inland zone.

Jefferson County was impacted from this hazardous oil spill event. Details from an article on BP Oil Spill Claim Payment Statistics for the county note that 28 claims had been filed by June 2012, and estimates suggest that approximately 275 entities should file claims for loss. Several reports and data through the years have been recorded on the effects from this spill however, for this report the latest data on the response and cleanup will be noted.

### Vulnerability

The vulnerability in Jefferson County for oil spills increased after the 2010 Gulf Oil Spill. Before this spill the vulnerability was considered low for the jurisdictions in the county. However after this spill the vulnerability was adjusted to medium or moderate to high along the coastal region, the unincorporated areas of the county, and the City of Monticello.

### Probability

The probability is medium for entire area within Jefferson County.

### Severity or Extent

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The worst case scenario was the Deepwater Horizon Oil Spill, or 2010 Gulf Oil Spill. As of June 2012, it cost 28 Jefferson County businesses and individuals to file economic loss claims and 1 of the claims was paid for an approximate total of \$83,000. If all 28 claims were paid, and no additional claims were filed, the Jefferson County businesses will have received \$2,300,000. It is estimated that ¼ to 1/3 of all Jefferson County businesses suffered a measurable economic loss and there are many businesses that hadn't filed claims, which suggest that 275+ entities should have filed claims. In addition to the economic loss, the natural environment, nesting birds, sea turtles, marine wildlife and much more suffered greatly from the oil spill disaster.

Frequency of Occurrence

Possible, between 1 and 10% probability in the next year, and at least one chance in the next 100 years.

Costs

The final cost for this oil spill will not be available for years to come in the county



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### **Terrorism (including Cyberterrorism)**

As defined in the Homeland Security Act of 2002, activity that involves an act that is dangerous to human life or potentially destructive of critical infrastructure or key resources; is a violation of the criminal laws of the United States or of any State or other subdivision of the United States; and appears to be intended to intimidate or coerce a civilian population, to influence the policy of a government by intimidation or coercion, or to affect the conduct of a government by mass destruction, assassination, or kidnapping.

Homeland Security defines cyberterrorism as: The use of information technology by terrorist groups and individuals to further their agenda. This can include use of information technology to organize and execute attacks against networks, computer systems and telecommunications infrastructures, or for exchanging information or making threats electronically. Examples are hacking into computer systems, introducing viruses to vulnerable networks, website defacing, denial-of-service attacks, or terroristic threats made via electronic communication."

Historically, there have been few successful acts of terrorism committed in the state. However, with the heightened level of national terrorism events and cyberterrorism, and the number of facilities within the state associated with tourism, the military, government, cultural, academic, and transportation, the potential is considered to be high nationwide. Terrorist acts may also take the form of other hazards when the particular action induces such things as the release of hazardous and biological materials. While it is assumed that terrorists would target larger more high-density population areas, there is a possibility of an incident of domestic terrorism.

The county has identified the critical infrastructure facilities that have the potential for being targets for terrorist attacks with the intent of causing catastrophic levels of loss of life, injury, and property and environmental damage.

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The risks for potential threat elements and factors regarding the existence, capabilities motivations, targeting, and history of terrorist organizations in Jefferson County is low. There has been no recorded terrorism or cyberterrorism attacks in Jefferson County.

*Vulnerability*

There is a vulnerability for terrorism in both jurisdictions in the county.

There is vulnerability for cyberterrorism for the county as a whole could be at a low to potentially moderate level of risk for the sheriff, medical fire and rescue systems, however as noted above, the county does not have any large military bases, nuclear power plants, air traffic control, several large banking institutions, transportation centers, etc. where specific targeted networks, which would suffer from a direct attack.

*Probability*

There is probability for both jurisdictions within Jefferson County that a terrorist incident or cyberterrorism would likely occur.

*Extent:*

The worst-case scenario would be a terrorist or cyberterrorism attack at the Jefferson County Correctional Institution. However, it is important to note there has been no recorded terrorism attacks in the county.

*Frequency of Occurrence:*

Unlikely, less than 1% probability in the next 100 years.

*Costs:*

Costs relating to terrorism or cyberterrorism attacks are not applicable.

**Exotic Pest and Diseases**

Florida is vulnerable to exotic pests and diseases due to the geographic location, mild climate, and their reliance on tourism and international trade. With a temperate and tropical climate damaging pests and diseases can be found in the forest areas. With pests and diseases, the greatest single deterrent to population increase is the amount of available host material.

**Health Threat:**

Exotic pests and diseases can pose an economic or health threat and are a pervasive threat to the agricultural community. The possibility exists for the importation of pathogens that could have a widespread effect on the livestock industries.

According to the Florida Exotic Pest Plant Council, Florida Invasive Species Partnership, the following exotic pests and diseases have been found in Jefferson County:

Observation date: February 11, 2016

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► Exotic Pests

- Kudzu bug, *Megacopta cribraria*

According to the Florida Dept. of Agriculture and Consumer Services, Division of Industry, Pest Alert, and October 2014:

The perennial, low-growing shrub, *Ardisia crenata* Sims (Myrsinaceae,) has been added to the Florida Noxious Weed and Invasive Species List. This plant was proposed for listing and evidence was presented to the Noxious Weed Review Committee. Numerous ecological studies and weed assessments by the United States Department of Agriculture and the University of Florida provided information. *Ardisiacrenata* is also listed by the Florida Exotic Pest Plant Council as an invasive species that has altered natural plant communities.

The committee found that the species exhibited the following invasive characteristics:

- Shade tolerance, allowing the species to form dense stands in forest understories
- Seed dispersal; by birds and other animals over wide areas
- Cultivars selected for characteristics that increase the plant's invasive potential, such as increased fruit and seed
- Production along with denser leaves and branches that block sunlight from seedlings of other species
- Vigorous sprouting from starch-rich roots

*Vulnerability.*

The vulnerability for exotic pests and disease is low to moderate impact for the agricultural and forestry land especially the unincorporated areas of Jefferson County. As stated by the Florida Exotic Pest Plant Council, the Kudzu Bug, has made an impact on most of the Northwest and Central part of the State including Jefferson County and caused economic problems



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*Probability:*

The probability is low for the City of Monticello; however, it is moderate for the unincorporated area within Jefferson County.

*Extent*

Due to the large agricultural industry throughout the unincorporated county area, the worst-case scenario would be a huge and destructive exotic pest infestation that would cause considerable damage and disease to the agricultural industry (forestry and horticultural). The potential magnitude would be catastrophic and substantial economic loss with more than 65% of the community would be affected.

*Impact:*

The impact could be significant for the agricultural community with 617 farms, accounting for 129,520 acres of farmland, or approximately 32% of the total acreage area, an infestation of an exotic pest could destroy the market value of the products sold for Jefferson County which was \$48,306,000 in 2012.

*Frequency of Occurrence:*

Possible, between 1 and 10% probability in the next year, or at least one chance in the next 100 years.

*Costs:*

Costs relating to exotic pests and disease was not available according to the data recorded from the Florida Department of Agriculture and Consumer Services.

**Special Events (Tourists visiting Jefferson County)**

The Jefferson County Watermelon Festival is the largest event of the year for the county. Since 1949, the festival has taken place during the third weekend of June and is sponsored by the Chamber of Commerce. The festival attracts between 5,000 to 7,000 visitors annually, and features arts and crafts vendors, food vendors, pageants, watermelon seed spitting contest, talent car, and art shows and so much more.

*Vulnerability:*

The vulnerability is considered medium for the City of Monticello and surrounding unincorporated areas for the county for the festival weekend event. The city's population as of April 1, 2014 was 2,481. With the potential of 7,000+ visitors attending the festival, three times the population size of the city, the vulnerability increases for a possible civil disturbance

*Probability:*

The probability is medium for the City of Monticello and low to medium for the remaining jurisdictions within Jefferson County.

*Extent*

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The extent would be a large civil disturbance or riot at the Watermelon Festival. With the potential of 7,000 visitors attending the festival three times the population size of the city, the magnitude of an extensive civil disturbance issue could affect over 75% of the community.

It is important to note that over the past several years, there have been no recorded large disturbances during the festival over the last 66 years.

*Impact:*

Festivals and events have impacts that go well beyond what can be measured in economic terms. They attract visitors and build awareness of the county's resources, and they contribute to the quality of life by strengthening the community. The festivals create jobs and can be a great revenue source for the local businesses.

The impact could be disastrous if a riot broke out in the city. A comprehensive emergency plan should be set in place with detailed procedures for response.

*Frequency of Occurrence:* Possible, between 1 and 10% probability in the next year, or at least one chance in the next 100 years.

*Costs:*

Costs relating to special events were not available according to the Monticello Jefferson County Chamber of Commerce.

### **Geographic Information**

Jefferson County is in the northern part of the Florida Peninsula. The region known as the "Big Bend" for the arc of Gulf of Mexico shoreline where the panhandles meets the peninsula. It is bordered to the north by Georgia (Thomas county and Brooks County), to the northeast, Madison County to the east, Taylor County to the southeast, Leon County to the west, Wakulla County to the southwest, and to the south by the Gulf of Mexico. It is the 62<sup>nd</sup> most populous county with 0.1% of Florida's population.

The county is considered part of the Tallahassee, FL Metropolitan Statistical Area. Founded in 1827, the county seat is Monticello, and is the 62<sup>nd</sup> most populous county in the state. The total area of Jefferson County is 407,680 acres, or approximately 637 square miles, of which 598 square miles is land, and 38 square miles is water. It is about 39 miles from north to south and about 24 miles wide at the widest point and there are about six miles coastline.

#### **Topography**

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The county is known as the "Keystone County," identified by being the only county bordering Georgia and extending to the Gulf of Mexico. The Northern Highlands and the Coastal Lowlands in Jefferson County are the two of the major physiographic divisions and are separated by the Cody Scarp.

The county consists of uplands that are generally level to strongly sloping. Stream valleys are narrow, and heavily wooded areas exist along the broad, flat floodplains of the Aucilla River, with other swampy lowlands scattered throughout the county {U.S. Department of Agriculture, Soil Conservation Service, undated). The National Geodetic Vertical Datum of 1929 {NGVD) has an elevation of 235 feet above sea level located at the courthouse in Monticello as one of the highest points in Florida.

The southern third of the county is relatively flat coastal, poorly drained sands in commercial timber production. Jefferson County is located in the St. Marks and Aucilla River Basins and the wetlands in the county include acres of Lake Miccosukee along the northwest boundary shared with Leon County, over 80,000 acres in the Aucilla Wildlife Management Area, and the St. Marks National Wildlife Refuge.

The county can experience flooding and severe wind damage particularly to poorly constructed homes and mobile homes from hurricane/tropical storm or tornado events. Thunderstorms frequent the area with numerous storms and tornado watches and warnings. Flood plains have been identified and mapped and are maintained in the Emergency Management Office and in the Planning Department.

#### *Land Use*

The land use for the county is primarily agricultural and conservation. Most of the crop and livestock farming is on sandy loam soils and located in the northern region of the county. According to the 2012 Census of Agriculture there were 617 farms, accounting for 129,520 acres of farmland, or approximately 32% of the total acreage area. In 2012, the market value of the products sold for Jefferson County was \$48,306,000.



The top crop items are forage-land used for all hay and haulage, grass silage, and green chop, peanuts for nuts, cotton, upland cotton and pecans. The top livestock are cattle and calves, layers, horses and ponies, quail and goats. Jefferson County is ranked 2<sup>ND</sup> in the state for *pecans*.

#### *Future Land Use*

The Future Land Use (FLUM) Plan Map identifies the classification areas for Jefferson County; agriculture, conservation and environmentally sensitive, industrial residential lining, prison, mixed-use and commercial. The map reveals that the land use is predominately agricultural.

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## Drainage Patterns

### Details from the Florida Geological Survey

The county's general soils and drainage have much in common with the adjoining counties on the east (Madison) and west (Leon). Approximately 2/3 of the county, the northern portion consists of rolling red clay hill type while the southern area is more level land.

There are several lakes in the county with the largest in the northwest corner, Lake Miccosukee (see the lake in Figure H to the right). The lake drains through solution cavities into the porous limestone, which lies comparatively close to the surface through- out most of the county.

The Aucilla River located on the east in the county, and the Wacissa River located in the southern part of Jefferson County are the two largest streams. These rivers with their several tributary streams carry off the surface drainage.

Aside from the drainage by surface streams, the county also has a well-defined system of underground drainage. Lake Miccosukee will occasionally become dry resulting in the water passing off through the sink near the northwest corner. The principal surface outlet of the lake is through a small stream near the south end of the lake. This small stream enters a sink about 2 miles south of the lake. Mill Creek, which flows in from the south, disappears through a sink only a short distance from the one into which the stream from Lake Miccosukee drains. In periods of heavy rainfall when these sinks are unable to carry off all the water, the Aucilla and Wacissa Rivers overflow into the St. Marks River on the southwest.

## **FUNCTION: DAMAGE ASSESSMENT**

**I. Lead Agency:** Jefferson County Emergency Management Department  
Jefferson County Property Appraiser

**II. Support Agencies:** Capital Area Chapter American Red Cross  
Jefferson County Extension Service  
Jefferson County Community Water  
Jefferson County Planning and Building Department  
Volunteer Fire Departments  
City of Monticello /Utilities  
Jefferson County Solid Waste  
Jefferson County Fire/EMS  
Tri-County Electrical Cooperative  
Duke  
Jefferson County Environmental Services  
Jefferson County CERT  
G-Fast  
Jefferson County Road Department

### **III. Introduction**

Damage assessment is one of the first steps that must be completed for a jurisdiction to receive state and federal disaster assistance. The Jefferson County Emergency Management Department is the lead agency responsible for coordinating damage assessment and overall recovery operations. The Jefferson County Property Appraiser is the lead agency providing technical expertise regarding property values, damages and losses to properties as a result of a disaster. Many additional agencies are involved in damage assessment, especially in assessing damage to infrastructure.

#### **A. Purpose**

The purpose of damage assessment is to determine the extent to which the housing stock, businesses, and public infrastructure of Jefferson County have been impacted by a disaster.

#### **B. Scope**

Damage assessment personnel will evaluate damage to the public sector (infrastructure and public buildings) as well as to the private sector (homes and businesses). Damage assessment may be divided into as many as three separate components: Preliminary Local Damage Assessment, Detailed Local Damage Assessment, and a Joint Damage Assessment with state and federal representatives.

#### **C. Assumptions**

1. Damaged roads and bridges and floodwaters may impede the ability of emergency personnel to adequately evaluate damage in portions of the county.
2. Some damage to businesses and homes may not be plainly visible and may go unreported.
3. Damage assessment personnel may require assistance to get to the EOC from their homes.

### **IV. Concept of Operations**

Damage assessment may be divided into as many as three components:

- Preliminary Local Damage Assessment

- 
- Detailed Local Damage Assessment
  - Joint Local, State, and Federal Damage Assessment

#### **A. Preliminary Local Damage Assessment**

Preliminary damage assessment occurs immediately following a disaster and must provide an overview of the type and extent of damaged suffered by the community and the estimated costs associated with that damage. This is not a house-by-house assessment; rather, it is a broad overview of the extent of damage to both the public and private sectors. Many of the procedures for preliminary damage assessment are the same as those for the more involved joint damage assessment. The primary difference is the level of detail in the assessment. The EM Director or designee will provide specific direction regarding the level of detail required for the damage assessment process prior to the beginning of data collection. The preliminary damage assessment should be complete as soon as possible after the event.

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## **1. Agencies Involved in Preliminary Damage Assessment**

Jefferson County Property Appraiser's Office, Jefferson County Building and Planning Department, local volunteer fire departments, law enforcement agencies, and public works agencies as identified in section II.

## **2. Notification**

The Jefferson County Emergency Management Department will notify all agencies that are involved in the damage assessment function as soon as practicable that an emergency situation is at hand. In the case of a hurricane or tropical storm, agencies would receive notification between 24 and 48 hours prior to landfall. Twenty-four hours before landfall, the lead and support agencies are contacted by the EM Department and notified when and where they will meet to begin damage assessment operations.

## **3. Entry into Affected Areas**

Before damage assessment teams are allowed into areas that have been affected by the disaster, safety teams comprised of representatives from fire departments, public works departments, volunteers, and Duke Energy or Tri-County Electric will first ascertain if conditions are safe for re-entry. Downed power lines and unstable roadways are of primary concern.

## **4. Preliminary Damage Assessment Data Collection**

After impacted areas have been deemed safe for re-entry, a preliminary damage assessment will be conducted. The Jefferson County Property Appraiser's Office will supply teams with property information in the affected areas.

Damage assessment information for the PDA will be collected by Damage Assessment Teams comprised of members from the Jefferson County Property Appraiser's Office, Jefferson County Building and Planning Department, fire departments, local law enforcement agencies, volunteers, and public works crews, which will be in the field as soon as conditions allow.

The volunteers, fire departments and utilities crews conducting the re-entry safety inspections may complete much of the PDA, however data collected by drive-through assessments (and walk-through assessments where necessary) should be coordinated and documented for future assessments operations and must be reported back to the Jefferson County EOC.

The Jefferson County EM Department has an agreement with the G-Fast to conduct fly-overs following a disaster to provide a rapid description of the extent of damage throughout the county. Information from the fly-over will be reported back to the EOC as soon as possible following the fly-over.



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The EM Department will provide all damage assessment teams with a damage assessment kit. This kit includes damage assessment forms, maps, office supplies, and a disaster phone with camera. If time allows and the situation warrants, data will be collected on damage assessment forms provided by the EM Department and/or the Property Appraiser's Office. This information will be provided to the Jefferson County EOC for submission to the State EOC as soon as possible following the event.

## **5. Level of Detail for the PDA**

The focus of the PDA is on gaining a broad overview of the extent of damage throughout the County. The goals of the PDA are as follows:

- a. To provide a rough estimate of the gross number of homes and businesses that may be damaged;
- b. To provide the location of roads that are blocked and/or damaged;
- c. To provide an overview of the extent of utility outages; and
- d. To provide an overview of damage to water and wastewater treatment systems.

## **6. Coordination with the State**

As soon as possible following the completion of the PDA, data will be provided to the Florida Division of Emergency Management.

## **Detailed Local Damage Assessment**

Detailed local damage assessment occurs immediately following the completion of the PDA, assuming conditions in the field are safe for damage assessment teams. The goal of the detailed damage assessment is to identify, as accurately as possible given the limitations imposed by the event, the numbers of houses and businesses affected by the disaster and the extent and nature of damage to public infrastructure. The Property Appraiser or designee will provide specific direction regarding the level of detail required for the damage assessment process prior to the beginning of data collection.

### **1. Agencies Involved in Detailed Local Damage Assessment**

#### **a. Infrastructure Damage Assessment**

- b. Capital Area Chapter American Red Cross
- c. Jefferson County Extension Service
- d. Jefferson County Community Water

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- e. Jefferson County Planning and Building Department
  - f. Volunteer Fire Departments
  - g. City of Monticello /Utilities
  - h. Jefferson County Solid Waste
  - i. Jefferson County Fire/EMS
  - j. Tri-County Electrical Cooperative
  - k. Duke
  - l. Jefferson County Environmental Services
  - m. Jefferson County CERT
  - n. G-Fast
  - o. Jefferson County Road Department
  - p. Jefferson County Sheriff's Office
  - q. Monticello Police Department
  - r. Jefferson County Amateur Radio

**s. Home and Business Damage Assessment**

Capital Area Chapter of the American Red Cross, Volunteer Fire Departments

**2. Types of Damage to Assess**

**a. Infrastructure Damage Assessment**

Damage assessment must be conducted for public facilities as well as individuals because of the corresponding types of federal and state disaster assistance available. Public damages include damage incurred by a structure or facility owned by a public or private non-profit entity. Damage assessment data for public structures must be collected in the following seven basic categories:

- Category A – Debris Removal
- Category B – Emergency Protective Measures
- Category C – Road System
- Category D – Water Control Facilities
- Category E – Building and Equipment
- Category F – Public Utility System
- Category G – Other

**b. Home and Business Damage Assessment**

The purpose of individual damage assessment is to determine the extent to which individuals and private businesses have been impacted by a disaster. There are two basic categories of individual damage:

**i. Damage to Homes**

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Damage assessment teams will estimate the degree of damage suffered to homes. The Jefferson County Property Appraiser's Office and the Jefferson County Building and Planning Department with support from other county staff will jointly assess damage to homes and businesses. The teams will estimate damage using the criteria provided on the Florida DEM damage assessment forms ("minor", "major", and "destroyed"). They will also describe the type of home (single family, multi-family, or mobile home); attempt to determine if the structure is owner or renter occupied; insured or uninsured; and determine the habitability of the structure.

**ii. Damage to Businesses**

Privately owned businesses that were damaged are also eligible for disaster assistance. Damage to businesses is estimated using the same procedures and criteria discussed above.

**3. Outreach Activities Conducted in Conjunction with Damage Assessment**

For smaller scale disasters, the ARC may also perform additional outreach activities in conjunction with the detailed damage assessment. These outreach activities are intended to identify the human needs such as food, water, and housing, that exist in the areas impacted by the disaster. For larger scale disasters, these outreach activities will be conducted at an ARC Service Center or a Disaster Recovery Center that is easily accessible to individuals impacted by the disaster. [For more information on Disaster Housing go to Annex 2.](#)

**4. Method for Assessing Economic Damage**

When evaluating economic damage, several strategies will be employed. Damage assessment personnel will contact affected businesses and attempt to determine, with their assistance, the extent of damage they have suffered. The County will also seek input from the Chamber of Commerce regarding losses to businesses. Estimates of agricultural damage will be obtained from the County Extension Office and the Farm Services Agency. The County's engineering contractor will provide estimates of economic damage to infrastructure.

**5. Coordination with Municipalities**

The EM Director will be responsible for coordinating damage assessment with Monticello Damage assessment in the municipalities will be performed, in part, by the Property Appraiser and City Building and Planning Staff.

**C. Joint Local, State, and Federal Damage Assessment**

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The purpose of the joint local, state, and federal damage assessment process is to verify the extent of damage identified during the earlier detailed local damage assessment. A team consisting of representatives from FEMA, the State of Florida, and the local government usually conducts joint damage assessment. Unless instructed otherwise by the EM Director or designee, the procedures outlined above are applicable to joint local, state, and federal damage assessment.

### **1. Coordination with State and Federal Preliminary Damage Assessment Operations**

The joint damage assessment operation will be coordinated with state and federal representatives by the EM Director or designee. Assistance in the field will be provided by the supporting agencies as described above.

## **V. Roles and Responsibilities of Lead and Supporting Agencies**

### **Jefferson County Emergency Management Department**

The Jefferson County Emergency Management Department will serve as the lead coordinating agency for damage assessment operations. The EM Department will notify all necessary agencies to report for damage assessment, outline geographical responsibilities, and provide working timelines for damage assessment crews. The EM Department will be responsible for providing the Florida Division of Emergency Management with timely information describing the extent of damage in Jefferson County.

#### **B. Jefferson County Property Appraiser's Office**

The Jefferson County Property Appraiser is the lead agency providing technical expertise regarding property values, damages and losses to properties as a result of a disaster.

#### **C. Capital Area Chapter of the American Red Cross**

The Capital Area Chapter of the American Red Cross will provide personnel to conduct damage assessment for homes and businesses. The Disaster Services Director of the Capital Area Chapter of the ARC or his designee will work with the EM Director or his designee to ensure damage assessment activities are coordinated between the ARC and Jefferson County.

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## **C. Fire/EMS Departments /Volunteers**

**The volunteer fire departments will provide personnel for damage assessment in each of their respective geographic areas, countywide.**

Capital Area Chapter American Red Cross

Jefferson County Extension Service  
Jefferson County Community Water  
Jefferson County Planning and Building Department  
Volunteer Fire Departments  
City of Monticello /Utilities  
Jefferson County Solid Waste  
Jefferson County Fire/EMS  
Tri-County Electrical Cooperative  
Duke  
Jefferson County Environmental Services  
Jefferson County CERT  
G-Fast  
Jefferson County Road Department  
Jefferson County Sheriff's Office  
Monticello Police Department  
Jefferson County Amateur Radio

**Each of the agencies will support the damage assessment process with personnel, equipment and vehicles, or both, as needed.**

## **D. County Extension Service**

The County Extension Service will provide support determining the economic impact of the disaster on the agricultural industry.

## **VI. Damage Assessment Training**

Damage assessment training has been provided by the Florida DEM in the past and will be offered, as needed, in the future. Prior to damage assessment teams entering the field, refresher training is given to all personnel in the EOC.

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## VII. Inventory of Equipment and Vehicles used for Damage Assessment

### A. Vehicles

Vehicles used for damage assessment include city and county government vehicles, volunteer fire department vehicles. See Jefferson County Resource List in the EM Department.

### B. Equipment

Equipment provided by the EM Department and used for damage assessment includes: office supplies, maps, disposable cameras, and damage assessment forms. Other resources may be requested on an as needed basis through the EM Department

#### Damage Assessment Kit Supplies

1. Damage assessment forms
2. County road map
3. Office supplies - pens, pencils, legal pads, markers
4. Disposable or disaster phone with camera
5. Identification badges
6. Identification vests
7. Hard hat
8. Flashlight
9. PPE (i.e. raincoats, dust mask, gloves)
10. First Aid Kit
11. Duct Tape
12. Damage Assessment Guidelines
13. GPS
14. Small backpack

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## Environmentally Sensitive Areas

Environmentally sensitive lands: Areas of land or water which are determined necessary by the local government, based on locally determined criteria, to conserve or protect natural habitats and ecological systems (Rule 9-J-5 FAC).

As stated in the Jefferson County Comprehensive Plan, Policy Future Land Use (FLU) Element FLU-1-5: The county's land development regulations shall ensure protection of environmentally sensitive lands. Environmentally sensitive lands include areas designated as Conservation on the Future Land Use Map and may include other isolated areas identified on a site-by-site basis, based on the presence of poor soils, wetlands, flood prone areas, and habitat for threatened and endangered wildlife. All development is subject to site plan review, which is the primary means of ensuring protection. This process will include a review of the FIRM and Archaeological Sites Maps and for any major development a survey showing any critical areas on the site. Also refer to specific objectives and policies of the Conservation Element.

Conservation (C) Element Policy C-1.5.4 states: Wetlands, water bodies, springs, sinkholes, caves and habitat of endangered, threatened and species of special concern are designated as environmentally sensitive lands. These lands, when threatened by urban development shall be protected by land development regulations. In addition, protection shall also be extended to vegetative and wildlife habitats that are critical for designated species. The regulations shall establish performance standards for development in such environmentally sensitive areas. All environmentally sensitive lands designated for civil culture shall require the owner or operator to use the U.S. Forest Service's best management practices.

According to the Florida Natural Areas Inventory, Acres of Conservation Lands by county, November 2015, 32% of Jefferson County is conservation land, which includes public and some privately-owned lands managed for conservation of their natural resources.

The conservation lands include the following:

- Fanlew Preserve, 611.01 acres
- Aucilla Wildlife Management Area (Jefferson and Taylor counties), 46,261 acres
- St Marks River Preserve State Park (Jefferson and Leon counties), 2,589.67 acres Wacissa Conservation Area, 1066.73 acres
- Flint Rock Tract, 7950.34 acres
- Middle Aucilla Conservation Area (Jefferson, Madison and Taylor counties), 8,959.20 acres
- St. Marks National Wildlife Refuge (Jefferson, Taylor and Wakulla counties), 72,089.74 acres
- Jefferson County Coastline (St. Marks National Wildlife Refuge)

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Jefferson County has the state's shortest coastline consisting of five miles of wilderness, sanctuaries and salt marsh in the St. Marks Refuge.

According to the U.S. Fish & Wildlife Service, "the refuge was established in 1931 to provide wintering habitat for migratory birds. It is one of the oldest refuges in the National Wildlife Refuge System. It encompasses over 70,000 acres spread out between Wakulla, Jefferson, and Taylor counties, and includes about 43 miles along the Gulf Coast of northwest Florida."

### **Geographic Areas - *Impact of the Hazards Identified***

These geographic areas are expected to *suffer the impact* from the natural technological and human- caused hazards profiled that pose a medium or moderate to high vulnerable risk in the Hazard Analysis Section II. A.

Some geographic areas of the county are more vulnerable to impact from specific hazards than others. The following describes these areas and the types of hazards to which they are vulnerable.

#### *Coastal Area*

Several of the human-caused incidents profiled in the hazard analysis area of the basic plan were considered low to medium vulnerability for the county.

As noted above, Jefferson County's coastline is the shortest coastline in the state, however, coastal oil spills presented a medium to high vulnerability to Jefferson County due to results and impact from the Gulf Oil Spill in 2010. Psychological and economic data reveals that a significant hazard "like the Deepwater Horizon Oil Spill" can devastate a community. It can take many years to rebuild and reestablish... and some residents or tourists never return.

#### *Agricultural Industry*

The county is particularly vulnerable to the effects of the natural and human-caused hazards:

- flooding (inland and coastal)
- Hurricanes/Tropical Storms
- Hailstorms
- Thunderstorm/High Winds/Heavy Rain
- Wildfires



- 
- Drought
  - Freezing Temperatures
  - Exotic Pests and Diseases

Selected agricultural crops especially (i.e. pecans, tobacco and watermelons) could be impacted by these hazards. The Future Land Use Map outlines the agricultural area within Jefferson County especially near the environmentally sensitive bordered areas near the rivers would have the highest vulnerability to impact from the natural hazards. The human-caused hazard (exotic pests) could affect the entire agricultural/forested area in the county and possibly decimate the crops.

#### *Major Waterways*

Areas along the county's waterways are particularly vulnerable to the effects of the natural, human caused, and the technological hazard events:

- ▶ Flooding
- ▶ Hurricanes/tropical Storms
- ▶ Storm Surge
- ▶ Coastal Oil Spill
- ▶ Thunderstorms/High Winds/Heavy Rain
- ▶ Critical Infrastructure Collapse (Bridges)
- ▶ Hazardous Material Spills (space between this line and previous line)

Jefferson County is located in the northern part of the Florida Peninsula. The region known as the "Big Bend" for the arc of the Gulf of Mexico shoreline where the panhandle meets the peninsula of the state. The major waterways are located in the northwest corner of the county. Lake Miccosukee and the Aucilla River are on the east side. In the southern part of the county, the Wacissa River.

Jefferson County suffer the impact of the hazards the highest vulnerability for the major waterways specifically Lake Miccosukee and the Aucilla River. General flooding resulting from periods of intense heavy rainfall could cause ponding and sheet runoff in the low, poorly drained areas.

#### *Major Roadways*

The county's roadways are particularly vulnerable to the effects of the natural and technological hazard events:

- Flooding
- Sinkholes
- Hurricanes/ tropical Storms
- Thunderstorms/Heavy Rain
- Wildfires
- Winter Storms
- Hazardous Material Spills Critical Infrastructure Collapse (Bridges)
- Major Transportation Accidents

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### *Railroad Corridors*

The county's railway corridors are particularly vulnerable to the effects of the natural and technological hazard events:

- Flooding
- Sinkholes
- Wildfires
- Hazardous Material Spills
- Major Transportation Incidents

For the major roadways and railroad corridors, the Jefferson County Railway Network and Figure E, Jefferson County Road Network, to identify the geographic areas of the county to suffer the impact of the hazards identified in this plan and present the highest vulnerability.

Roadways: The City of Monticello and the towns of Drifton and Lamont would suffer the greatest impact.

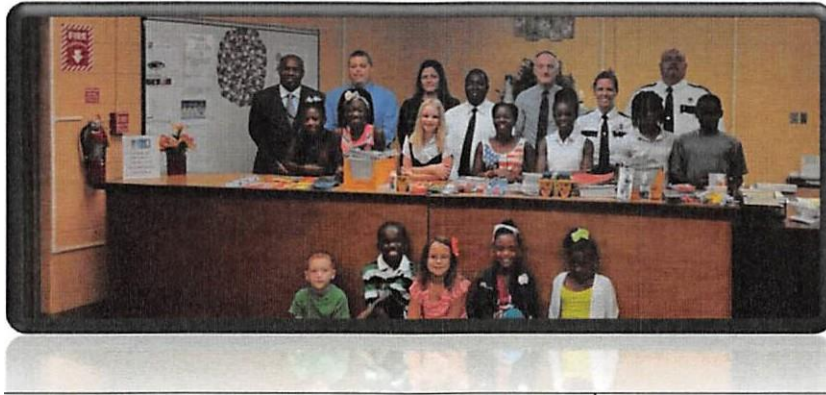
Railroads: The Cities of Drifton and Aucilla would suffer the greatest impact.

### **Demographics**

Jefferson County has seen a slight increase 0.62% in population growth from 2015 to 2018 and is currently ranked 62 out of 67 counties in Florida's population. It is important to note that the population figure is an estimate, which is based on other related data or change in this data recorded during 2018. A projection on data trends, calculated over a number of years, and is used to forecast or project future levels. Based on an assumption that that past trends are unchanged Details in Table 5 identify the statistical data of the county population.

**Table 5- Demographics for Jefferson County**

Jefferson County is the 63rd most populous county  
with 0.1% of Florida's population



2018 Estimate	14,7133
% change 2010- 2018	-0.2%
2020 Projection based on 2018 estimate	14,882
% change 2018- 2020	1.0%
2025 Projection based on 2018 estimate	15,163
% change 2020 - 2025	1.9%
Approximate number of residents within each jurisdiction (estimated data based on total population of 14,597 on 4/1/2014)	
City of Monticello	<u>2,402</u>
Unincorporated Jefferson Count	14,288

<i>Density- Person per Square Mile</i>		
2010		24.7
2018		<b>24.6</b>
<i>Distribution of Population by Age, percent 2017</i>		
Persons under 5 years		7.0%
Persons under 18 years		10.0%
Persons 65 years and over		20.1%
<i>Special Needs Population</i>		As of April 2017, there are approximately 50 special needs residents registered with the EM Department. This figure includes the Transportation disadvantaged.
According to the US Census, American Fact Finder, 2015 - 2018 American Community Survey 5-Year Estimates, Social Characteristics, the following data is identified:		
	Non-English-Speaking Population (including persons for whom English is not the first language)	There are 1,140 residents whose language spoken at home is other than English Based on the population 2015 estimate of 14,519.
According to the US Census, American Fact Finder, 2015-2018 American Community Survey 5-Year Estimates, Social Characteristics, the following data is identified:		
	Population with any disability status of the Civilian non-institutionalized population - age range under 18 to 65 and over estimated total.  Disability is defined as the following: with a hearing difficulty; with a vision difficulty; with a cognitive difficulty; with an ambulatory Difficulty; with a self-care difficulty; and with an independent living difficulty.	2,288 (approximately 16% of the total population)
<i>Farm Workers 2017</i>		
Hired Farm Labor - Workers		581
Total Migrant Workers		51

<p><i>Tourist Population - Jefferson County does get visitors throughout the year for the Annual Walk of Relay, the Southern Music Rising, the Martin Luther King Parade, the Downtown Christmas event, and the Bike Fest.</i></p> <p><i>However, the most visitors attend the Annual Water- melon Festival.</i></p>		<p>Over 8,300 + visitors come to Jefferson County on an annual basis to attend one of the many events and/or festivals.</p>	
	<p><i>The population of the City of Monticello can swell with a large attendance to the Watermelon festival with up to 7,000 + more residents occupying the city limits.</i></p>		
<p>According to the US Census, American Fact Finder, 2015-2018 American Community Survey 5-Year Estimates the following data is identified:</p>			
	<p>The civilian non-institutionalized population with a <i>hearing difficulty</i> ages under 5 years To 65 years and over.</p>	<p>644 (approximately 4% of the total population).</p>	
<p><i>Transient Population, 2017 - Data from the Department of Children and Families, Office on Homeless- ness</i></p>		<p>The data notes that there was no count for Jefferson County from 2008 to 2014.</p> <p>However, in 2007, records show that 56 were homeless in the county.</p>	
<p><b>Mobile Homes</b></p>		<p><b>2,382</b></p>	
	<p>According to the tax collector's office, there are 2,382 property records identified as mobile homes located throughout Jefferson County, approximately 32% of the residents live in mobile homes.</p>		
<p><i>Mobile Home Residents (see details below for further information)</i></p>			
<p>According to the US Census, American Fact Finder, 2009 - 2013 American Community Survey 5-Year Estimates the following data is identified:</p>		<p>Owner Occupied 3,582</p>	<p>Renter Occupied 1,039</p>
<p>Estimated total for owner and renter:</p>		<p>4,621 - approximately 32% of the total county population</p>	
<p><i>Inmate Population</i></p>			
<p>Jefferson Correctional Institution - total capacity:</p>		<p>2016: Prison population/ %</p>	

Main Unit- 1179	Capacity: January 2016: 942/80% February 2016: 990/ 84% March 2016: 990/ 84%
Jefferson County Jail- total capacity: 118	35- current inmate population as of April 2016, 30 % of the maximum capacity

The statistical characteristics of human populations as age or income is used to identify markets. Table 5 will review the specifics in reference to the population of Jefferson County, by geographical area. Expected to suffer the impact of the hazards identified in Section II A, Hazard Analysis.

As noted in Table 5, Jefferson County experienced a slight decrease -1.8% in population growth between 2015 and 2018. Approximately 17% of the population lives in and around the city of Monticello, with the remaining of the population living the unincorporated areas of the county. The population density is 24.3 persons per square mile.

*Special Needs*

Jefferson County informs the special need's residents in the event of a disaster on what to bring to the shelter for self-preservation for seven days.

Here is an overview:

In time of disaster it is important for residents to be informed of the provision of a special needs shelter. What is expected of the shelter. A special needs shelter is a last-resort refuge from a pending disaster. It is a safe place for those who need a more skilled level of care than a regular shelter can provide.

The important thing to remember is that the special needs shelter is a "lifeboat" rather than a "cruise ship." (It is not a requirement that a caregiver come to the shelter with a client. It is highly encouraged) The nursing and medical staff is present in the facility for the emergency and medical needs of the Jefferson County community. They will offer support to the caregivers, if needed.

Per the Jefferson County Strategic Disaster Housing Plan, the county has one designated special needs shelter located in Tallahassee for the county residents:

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- ▶ Special needs shelter is located at the Florida High School, 3000 Schoolhouse Road, Tallahassee, Florida, which can host approximately all of the special needs residents from the county.  
This special needs shelter is a regional shelter that also hosts other neighboring counties (i.e. Wakulla and Franklin).
  - ▶ Registration details and further information for the special needs residents should be done <https://snr.floridadisaster.org/Signin?client=jefferson>
  - ▶ According to the Emergency Management office, 57 residents have registered with the EM department on the special needs link. This figure is approximately is less than 1% of the total county population is identified as special needs, and this figure also includes the transportation disadvantaged. The data would need to be analyzed and each category within the "special needs" should be reviewed with the Department of Health and Emergency Management office as to exactly who would require assistance. Although the exact number isn't reported, in the event of a disaster, the hearing-impaired population would be contacted by the communications dispatch center through the TDD equipment.

Additional Shelter information for the non-special needs residents of Jefferson County is identified in the Disaster Housing Standard Operating Guidelines section of the CEMP.

#### *Mobile Home Residents*

According to the Tax Collector's Office, there are 2,382 property records identified as mobile homes located throughout Jefferson County. A large number of the mobile homes are located in the rural areas of Jefferson County.

As noted in the Table 5, the statistics reported from the American Community Survey, data collection on the mobile home residents (owner occupied or renter occupied) are recorded if the resident is living or staying more than 2 months.

#### *Inmate Population*

Jefferson County Sheriff's Office has a jail that houses approximately 118 inmates at capacity and the Jefferson County Correctional Institution houses 1,179.

#### **Population by Geographic Area • Impact from the Hazards**

The population of Jefferson County, by geographical area, that would suffer the greatest impact from the hazards identified would be the following:

- ▶ Natural Hazards  
Specifics relating to the natural hazards (i.e. vulnerability, probability, extent, impact, and frequency of occurrence) presented a moderate to medium or high vulnerability for the county was summarized in the hazard analysis area of the basic plan, however, further details related to the impact data for the natural hazards are discussed in the Jefferson County LMS plan.

► Technological Hazards

There were four technological hazards profiled in the hazard analysis area of the basic plan and three of the hazards presented a possible medium or moderate vulnerability for the county. Hazardous

Materials

In the City of Monticello: Hazardous Material Spills was considered a low to possibly medium or moderate vulnerability due to the number of fixed facilities (9) within the city limits and population location to the facilities.

The other unincorporated areas with possible moderate vulnerability are: (1) facility in Lamont and (1) located in Drifton.

Data reveals that approximately 37% + of the community within the City of Monticello that "could be" affected by a hazardous material spill and 13% of the unincorporated areas in the county. The impact data on the county population is revealed in Table 6.

**Table 6 - Impact from Hazardous Material Spill**

County Data	Approximate population	% of community that could be affected by hazardous material Spills (depending on the type of spill, etc.)	Estimated figure of the residents that could be affected by a hazardous material spill
City of Monticello	2,402	37%	917
Unincorporated Jefferson County	12,244	13%	1,564

\*\* It is important to note and evaluate the three different types of hazardous material spills that could affect Jefferson County:

- 1) If the hazardous material spill came from the rail car (CXS Railway): The communities that could experience an impact from the spill (i.e. Aucilla and Drifton - depending on where on the rail line the accident occurred). Rail data: There have been no recorded rail incidents in Jefferson County and CXS has a very strong safety record.
- 2) If the hazardous material spill were from the roads or highways: The communities that would experience an impact from the spill would be the City of Monticello, the towns of Lamont and Drifton.
- 3) If the hazardous material spills were from facilities: The City of Monticello, and the towns of Lamont and Drifton would have the greatest impact as these are the cities that have stored hazardous materials for the county.



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### Critical Infrastructure (Bridges)

In the unincorporated areas of the county: Critical Infrastructure Collapse (Bridges) there are two bridges located on US 19 and SR 57 that are functionally obsolete, and five bridges that are structurally deficient on the following county roads: CR 259 and Lake Road, CR 158, and CR 257. The impact to the population could be moderate with an average daily traffic of less than 1500 on these county roads.

### Human-Caused Incidents

Five human-caused incidents were profiled in the hazard analysis area of the basic plan. There were only two that could potentially present medium vulnerability for the county?

### Civil disturbance (Correctional Institute)

Civil disturbance in the City of Monticello is noted as low to moderate vulnerability for the inmates at the correctional institute due to the recent events over the past six months, and dangerously low staffing at the prison. The inmate population (March 2016) is: 990, or 84% capacity. It is estimated that at least ½ of the prison population could be affected by a civil riot or disturbance.

### **Economic Profile**

As stated by the Jefferson County Economic Development Council..." Experience the difference for your company's future. You've landed in the right place to learn about the many benefits of doing business – and building a life – in Jefferson County, Florida. We have a long history of rolling up our sleeves and working with businesses to get things done."

Jefferson County's major employers are in the agri-business, healthcare, and public sectors. Others include transportation, light manufacturing, financial services, and retail our local labor force is approximately 5,000, and our geographic location draws employees from several surrounding counties, including some in Georgia.

**Table 7 - Economic Profile Data**

<i>Number of Establishments, 2017 in Jefferson County</i>	310	<i>Percent of All Establishments, 2017 in Jefferson County</i>
Natural Resource & Mining	26	8.4%
Construction	36	11.6%
Manufacturing	4	1.3%
Trade, Transportation and Utilities	68	21.9%
Information	2	0.6%
Financial Activities	76	5.2%
Professional & Business Services	95	15.2%
Education & Health Services	99	9.0%
Leisure and Hospitality	101	9.0%
Other Services	64	8.4%
Government	73	8.7%

<i>industry</i>	<i>Net Job Creation</i>
Educational Services	195
Other Services (except Public Administration)	54
Construction	18
Wholesale Trade	14
Retail Trade	4

<b>Major Private Sector Employers according to the Florida Department of Transportation, January 2013</b>		
<i>Employer</i>	<i>Number of Employees</i>	
Brynwood Center	125	
Simpson Nurseries	100	
Crosslandings Heath and Rehab Center	90	
The First	60	
<b>Average Annual Wages</b>		
<i>Average Annual Employment, % of All Industries, 2017</i>		<i>Average Annual Wages, 2014</i>
All Industries	2,532	\$33,246
Natural Resource & Mining	9.8%	\$37,298
Construction	5.6%	\$35,623
Manufacturing	0.4%	\$7,641
Trade, Transportation and Utilities	20.9%	\$36,973
Information	0%	\$0
Financial Activities	4.3%	\$37,208
Professional & Business Services	5.8%	\$28,038
Education & Health Services	8.6%	\$35,309
Leisure and Hospitality	8.8%	\$15,811
Other Services	4.8%	\$19,938
Government	25.3%	\$36,104
<b>Income and Financial Health</b>		
<i>Per Capita Personal Income</i>		
2016; % change 2015- 2016	\$39,439; 4.8%	
2017; % change 2016- 2017	\$40,762; 3.4%	
<i>Median Income</i>		
Median Household Income	\$47,599	
Median Family Income	\$59,245	
<i>Percent in Poverty</i>		
All ages in poverty	17.7%	
Under age 18 in poverty	28.6%	
Ages 5 - 17 in families in poverty	27.6%	

<b><i>Ad Valorem Taxes from the Florida Department of Revenue Detail Report Fiscal Year Ended 2017</i></b>	
County Ad Valorem Taxes	\$4,714,746
<b><i>Average Property Values</i></b>	
<i>Average Property Value, 2017 -</i> (See details below on how the figure was determined)	\$111,450.00

The economic data came from the following sources: Office of Economic and Demographic Research; the Florida Department of Revenue; and the Florida Department of Transportation; Enterprise Florida; Florida Department of Economic Opportunity Labor Market Statistics Center.

#### *Ad Valorem Taxes*

The ad valorem taxes are a tax based on the assessed value of real estate or personal property. Ad valorem taxes can be property tax or even duty on imported items. Property ad valorem taxes are the major source of revenue for state and municipal governments. The details are from the Florida Department of Revenue Report from fiscal year ended 2017.

#### *Average Property Value*

In evaluating property values in real estate, it is important to recognize that it is an estimate of what a home or land is actually worth and is often referred to as the fair market value. Fair market value is the estimated price a buyer and seller could agree upon on if both were interested. The definition assumes that both parties have sufficient information about the market and the property, and that the property has been on the market for a reasonable period of time.

The most common method for determining property value is by the sales history of comparable properties, for example homes of a similar size and similar amenities, in comparable neighborhoods. Appraisers and assessors will use 3 months or up to a year of sales as the basis for the value of similar properties.

Another method to assessing value, appraisers may also estimate value by cost or income analysis. The cost method calculates property value on a building by figuring out what it would cost to build an identical structure at current prices. Income analysis is used to figure out the value of investment property by calculating how much money it brings in.

However, in working with the property appraiser's office it was determined that they best way to determine an "overall average property value for Jefferson countywide" was to use the just value of real property from the tax roll data and divide it by the number of real estate parcels.

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### **Potential Economic Impact - From the Hazards Profiled**

A significant natural, technological or human-caused hazard could have a substantial economic impact on the Jefferson county citizens, their programs and facilities. Under Florida Statutes, S.218.67 (1), Jefferson County is considered a fiscally constrained county and the revenue collected from the ad valorem taxes are a major source for the county.

Therefore, if considerable damage occurred, the consequences could result in a loss in employment, present high unemployment figures, and loss in tourism in the county events, decrease the property values throughout the county, and could present an overall decrease in income and financial health of the community.

Jefferson County has the capability to effectively organize its resources in a recovery stage and is committed to protect the citizens of the county. It is essential that an effective recovery and post disaster redevelopment program is in place and is carefully evaluated and reviewed by the leaders in the community.

### Concept of Operations

#### III. CONCEPT OF OPERATIONS

This section of the CEMP describes the methods for the management of emergency activities during the response recovery and mitigation phase of a disaster. The major elements of this section should include the structure of the organization, direction and control, resource management and those actions necessary under the four phases of emergency management (preparedness, response, recovery, and mitigation) to ensure an effective emergency management program. Also, this section should address organizational structures roles and responsibilities policies and protocols for providing emergency support. It should describe and define the scope of preparedness and incident management activities necessary for that jurisdiction. The Local CEMP should establish pre-designated jurisdictional and/or functional area representatives to the Incident Command or Unified Command whenever possible to facilitate responsive and collaborative incident management

a. The primary departments and agencies that have support roles and will be involved in recovery operations are the following:

- Emergency Management-Director
- Fire Department/Emergency Medical Services-Chief
- Sheriff's Office-Sheriff
- Property Appraiser-Property Appraiser
- School Board-Superintendent
- Road Department -Superintendent
- Building Department-Planner/Inspector
- Health Department-Administrator
- American Red Cross-Disaster Program Manager
- Municipality Departments-
- Voluntary Agencies Active in Disasters (VOAD)-Volunteers
- CERT-Program Manager
- AMATEUR RADIO TEAM-President
- MONTICELLO POLICE DEPARTMENT-Chief
- BOARD OF COUNTY COMMISSIONERS-Chairman
- CLERKS OFFICE-Clerk of Court

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*Emergency Management (EM) Division Daily Management Structure*

The Jefferson County Emergency Management Division serves as the headquarters for the services of emergency preparedness and planning and the Emergency Operations Center (EOC). Emergency management means the preparation for, the mitigation of, the response to, and the recovery from emergencies and disasters.

The goal of Emergency Management is to:

Protect and safeguard the safety, health and welfare of the people of Jefferson County; and to designate a county official to declare a local state of emergency in the event of a natural technological or manmade disaster or emergency or the imminent threat thereof and to authorize certain actions relating thereto, when a quorum of the Board of County Commissioners is unable to meet.

Specific day-to-day management structure and departmental responsibilities include, but are not limited to:

Reduction of vulnerability of people and communities to damage, injury, loss of life and property resulting from natural, technological, or man-made emergencies, catastrophes or hostile military or paramilitary action.

Preparation for prompt and efficient response and recovery to protect lives and property affected by emergencies, rescue, care and treatment of persons victimized or threatened by disasters.

Response to emergencies using all systems, plans, and resources necessary to preserve adequately the health, safety, and welfare of persons or property affected by the emergency.

Recovery from emergencies by providing for the rapid and orderly start of restoration and rehabilitation of persons and property affected by emergencies.

Provision of an emergency management system embodying all aspects of pre- emergency preparedness and post-emergency response and recovery, and mitigation.

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Assistance in anticipation, recognition appraisal prevention, and mitigation of emergencies which may be caused or aggravated by inadequate planning for and regulation of public and private facilities and land use.

### *Duties of the EM Director*

The Emergency Management Director is the staff for the Jefferson County EM Division.

The EM Director shall be responsible for the organization, administration and operation of the Division of Emergency Management, and coordinate all emergency activities, services and programs with the State Division of Emergency Management and other local agencies and organizations. (this last sentence should join with the first sentence.)

- The emergency management director shall implement, manage and report on all actions authorized.
- The duties of the emergency management director shall include the ongoing planning and coordination of those actions necessary to the creation and maintenance of an effective emergency response capability and to prepare for and manage emergency conditions.
- The director shall have the authority, duty, and responsibility to: Declare a state of emergency as provided for herein;
- To inform the Board of County Commissioners of the reasons for and status of events requiring a declaration and to recommend the declaration of a state of emergency
- Direct the creation, revision, and exercise of emergency response plans conforming to state and county emergency plans for the mitigation of, preparation of, response to, and recovery from emergencies
- Direct the efforts of the local hazard mitigation committee in the preparation for, response to, and recovery from emergency conditions;
- Recommend a budget for the creation and maintenance of an emergency response capability as provided herein;
- Promulgate emergency regulations necessary to the protection of life and property, establishment of public order, and control of adverse conditions affecting public welfare resulting from an emergency; and
- Maintain system of communications and warnings to ensure that emergency agencies are warned of developing emergency situations
- Can communicate emergency response decisions.
- Maintain all county EM plans and grant programs with state directives.
- Plan for and develop an emergency operations center to include equipment personnel and operational procedures necessary to the management
- Control of emergency conditions.

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- Staff and manage the EOC during activations.
  - Ensure lines of succession for key management positions are established to ensure continuous leadership and authority for emergency actions and decisions in emergency conditions.
  - Manage coordination with various emergency support functions within the county.
  - Coordinate the training and exercise programs to improve the ability of local emergency management personnel to prepare and implement emergency management plans and programs.
  
  - Develop and manage an ongoing emergency awareness and public information program.
  
  - Coordinate disaster preparedness, response recovery and mitigation efforts between the county agencies, departments and other disaster organizations.
  
  - Maintain all mutual aid agreements related to emergency management which have been approved
  - Authorized by the Board of County Commissioners.
  - Supervise the Community Emergency Response Team (CERT) volunteer organization. Maintain a current list of the trained and skilled personnel in the county.
  - Manage the special needs resident files for the county. Submit quarterly reports to FDEM.
  - Organizational charts for Jefferson County are located in Annex IV, Appendices.

#### *Declaration of State of Emergency*

In the event of an emergency, when a quorum of the Board of County Commissioners is unable to meet, the Chairman of the Board of County Commissioners, or in his or her absence, the Vice Chairman, or his or her designee in the absence of the Chairman and Vice-Chairman, is hereby designated and empowered to declare a local state of emergency whenever that person shall determine that a natural, technological manmade disaster of emergency has occurred or that the occurrence or threat of one is imminent and requires immediate and expeditious action.

▶ Any declaration of a state of emergency and all emergency regulations activated under the provisions of this chapter shall be confirmed by the Jefferson County Board of County Commissioners by resolution at the next regularly scheduled meeting of the county commission, whichever occurs first, unless the nature of the emergency renders a meeting of the commission impractical.

Confirmation of the emergency declaration shall disclose the reason for, anticipated impacts of, actions proposed and taken to manage the emergency, and other pertinent data relating to The emergency requiring such a declaration.

▶ The EM Director shall notify by telephone not less than two newspapers of general circulation within Jefferson County, and at least one television station and one radio station broadcasting in the Jefferson County area. When practicable the EM Director shall also cause the written notice to be published, in its entirety, each week in a newspaper of general circulation in the county until the state of emergency is declared to be terminated. [For more information on declared, and non declared emergencies please see annex 3](#)

▶ A declaration of a state of emergency shall activate the disaster emergency plans applicable to the county and shall be the authority and guidelines for emergency measures as well as authorize the use or distribution of any supplies, equipment materials, or facilities assembled or arranged to be made available pursuant to such plans.

▶ The EM Director, after approval by the BOCC, will do the following  
 Expend funds, make contracts, obtain and distribute equipment, materials, and supplies for



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emergency management purposes, provide for the health and safety of persons and property, including emergency assistance to the victims of an emergency and direct and coordinate the county comprehensive emergency management plan and all programs in accordance with the policies and plans set by the federal and state emergency management agencies;

[SEE ANNEX 3 Jefferson County Emergency Management Recovery Annex for more information](#)

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- Appoint, employ, remove or provide, with or without compensation, coordinators, rescue teams, fire and sheriff personnel, and other emergency management workers
  - Establish, as necessary, a primary and one or more secondary emergency operation centers to provide continuity of government and direction and control of emergency operations; Assign and make available for duty the offices and agencies of the county, including the employees, property or equipment thereof relating to firefighting, engineering, rescue, health, medical and related services, police, transportation, construction, and similar items that are services for emergency forces of the county for deployment within or outside the political limits of Jefferson County; and
  - Appoint and organize, subject to the Board of County Commissioners' approval, the county emergency response team (CERT) and the CERT supporting staff and ensure their active participation and training in the emergency management program. The basic responsibilities are manning the EOC or one of the county shelters.

*Note: As one of the mitigation projects for the Local Mitigation Strategy (LMS) Plan, it was determined that there needs to be a CERT class to revive the CERT group. Jefferson County has completed two rounds on the CERT training and educational updates and recertification will occur. Also, the county currently has six trained HAMM operators and another class will be held in 2016.*

► Emergency declarations shall include, but are not limited to the following subjects: Evacuation and sheltering; Curfews and declaration of restricted areas;

- Suspension or regulation of sale of alcoholic beverages, weapons, firearms, explosives or combustibles;
- Prohibiting the sale of merchandise, goods, or services at more than the normal average re- tail price;
- Water use restrictions;
- Suspension of local building regulations; Rationing of fuel, ice and other essentials; Emergency procurement procedures;
- Suspension of part or all county services, emergency and non-emergency; and prohibiting open fires and imposing other burn restrictions.

The county government officials share responsibility for the necessary planning needed to minimize losses and provide relief from disaster events. This shared responsibility includes the disaster preparedness and response capabilities of the Jefferson County government, municipal governments, volunteer agencies, and state and local government.

Initial response will provide for an immediate reaction to alleviate human suffering, prevent loss of life, protect property, and return the area to the best possible state of normalcy in the quickest amount of time. Goals and objectives are designed through operational plans to effectively reduce the effects from hazards and to bring long-range recovery efforts to distressed areas.

The Jefferson County Departments, under the BOCC perform the services for the residents in the unincorporated areas of the county and for the municipal residents. However, the municipality in the county is

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responsible for management of their own incorporated limits. The constitutional officers perform their functions on a countywide basis, in accordance with Florida Statutes.

Jefferson County lines of succession are maintained in the Emergency Management Division. When a state of emergency has been declared either locally, by the governor, or by the president, the Jefferson County Director of Emergency Management will assume overall direction and control under guidance from the Board of County Commissioners Chairman, or the Policy, Operations or Response Group which may be appointed by the BOCC.

Countywide incidents will be coordinated and directed by the Emergency Management Division from the Jefferson County EOC. If several incidents have occurred, each will have its own Incident or Unified Commander. An Area Command may be formed to manage multiple Incident Command structures in the field.

All field operations will utilize the Incident Command System (ICS) for the management of the incident. Incidents in which multiple jurisdictions are involved will use the Unified Command structure in the field. The EM Division will support the operations of the Incident Commander or Unified Command. In the case of localized incidents, the appropriate authority will manage these incidents.

#### Organization

Emergency Operations span three separate but contiguous phases: emergency response, recovery and mitigation phases of a disaster. For the purposes of this plan, this concept of operations will focus on emergency response and relief efforts and measures to be taken for a smooth transition into intermediate and long-term recovery from a major or catastrophic emergency.

Organizational charts show the county's responsibility and the coordination between local agencies and the ESF's. In addition, the scope of these operational concepts and response actions will include:

- Providing emergency notification and warning.
- Describing emergency mobilization procedures.
- Delineating emergency decision-making processes.
- Describing types and methods of implementation of emergency protective actions.
- Conducting rapid assessments of emergency impacts and immediate emergency resource needs.
- Providing security to the hardest hit areas.
- Coordinating information and instructions to the public.

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- Conducting emergency relief operations to ensure victims have been identified and that their needs are met.
  - Conducting preliminary damage assessments to determine the need for federal assistance
  - Summarizing procedures for requesting federal disaster assistance.
  - Relaxation of protective actions and coordination of reentry into evacuated areas.
  - Restoration of essential public facilities and services.
  - Preparing for federal disaster assistance (public and individual)
  - Coordination of resources and materials.
  - Coordination of volunteer organizations.
  - Dissemination of information and instructions to the public.
  - Restoration of public infrastructure damaged by the emergency.
  - The EOC serves as the central command and control point for emergency- related operations and activities and requests for deployment of resources.

The location of the EOC is:



**Primary:** Jefferson County Emergency Management 169 Industrial Park  
Monticello, FL 32344

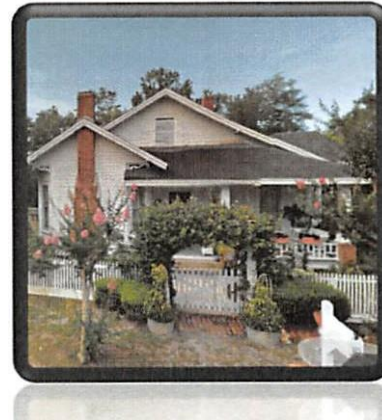
Latitude: 30.504220 Longitude -83.883861

In the event the EOC is threatened, an Alternate EOC is activated.

**Secondary Location:**

Jefferson County Property Appraiser's Office 480 W. Walnut Street  
Monticello, FL 32344

Latitude:30.544324 Longitude -83.874408



The county must be able to respond quickly and effectively to developing events. When an event or potential event is first detected, the EOC initiates Level III activation (monitoring). Communications is maintained between the EOC and the State Emergency Operations Center (SEOC).

While emergency response actions necessary to protect public health and safety are being implemented, the Policy Group will coordinate with the Emergency Management Director (EMO), who will work with the ESF's (EMERGENCY SUPPORT FUNCTIONS ESF #1 – Transportation ESF #2 – Communications ESF #3 – Public Works and Engineering ESF #4 – Firefighting ESF #5 – Information and Planning ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services ESF #7 – Resource Support ESF #8 – Health and Medical Services ESF #9 – Search and Rescue ESF #10 – Hazmat ESF #11 – Food and Water ESF #12 – Energy - ESF #13 – Military ESF #14 – Public Information ESF #15 – Volunteers and Donations ESF #16 Law Enforcement ESF #17 Animal Protection ESF #18 Business, Industry and Economic Stabilization) to make preparations to facilitate the rapid deployment of resources, activate the county's Emergency Operations Center if necessary and implement this plan.

Operations Staff in the EOC and ESF representatives will contact the designated emergency coordinators in affected municipalities to begin to identify needed and anticipated resources and contact persons. Resource requests which exceed the capability of the county, will be forwarded to the State EOC.

The goal for each ESF is to have at least three individuals who are fully trained and capable of performing their duties and responsibilities in the EOC. It is essential that we are able to staff three shifts per day in the EOC for each activated ESF. Realizing of course, that each situation is different and depending on the scope of the disaster/emergency to all ESF's may be activated or require 24-hour staffing. It is expected that due to the size of the county and availability of staff, outside resources would be necessary to conduct 24-hour staffing after 2-days in anything that are more than a minor disaster.

**Table 8 - Level of Disaster and Primary Response**

Level of Disaster	Primary Response	Additional Responsibilities
Minor	EMO- *	ESF-5, ESF-6, ESF-14
EMO in coordination	ESF-2	ESF-16, ESF-13, ESF-17

With respective ESF's will determine which ESF's require 24-hour operation.	ESF-3	ESF-1, ESF-7, ESF-12
	ESF-4	ESF-10, ESF-15
	ESF-9-**	ESF-8, ESF-11
	ESF-16	
<b>Minor to Major</b>  EMD in coordination with respective ESF's will determine which ESF's require 24-hour operation.	Chairperson and selected members of the Policy Group.	
	EMD-*	ESF-5, ESF-14
	Operations Off. - **	
	ESF-1	ESF-6, ESF-11
	ESF-2	ESF-17
	ESF-3	ESF-7, ESF-12
	ESF-4	ESF-10, ESF-15
	ESF-8	ESF-9
	ESF-16	ESF-13
<b>Major to Catastrophic</b>  EMD in coordination with respective ESF's will determine which ESF's require 24-hour operation.	Chairperson and mem- bers of the Policy Group - EMD-*	
	Shift 1 Op Off. - ** Shift 2 Op Off. - ** All ESF's with Supporting Agencies.	
* Primary Team Leader ** Alternate Team Leader		

### Assignment of Responsibilities

A department or agency may be designated as the Primary agency for an ESF for a number of reasons. The agency may have a statutory responsibility to perform that function, or through the agency may have developed the necessary expertise to lead the ESF. In some agencies, a portion of the agency's mission is very similar to the mission of the ESF; therefore, the skills to respond in a disaster can be immediately

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Translated from the daily business of that agency. Whatever the reason an agency is designated as the primary agency, that agency has the necessary contacts and expertise to coordinate the activities of that support function.

Because Jefferson County is a small county, there may be times in the incident management system used by the county, depending on the scope of the disaster, one agency may be responsible for several tasks, each represented by a different ESF in the State CEMP. This is a normal occurrence in small counties with limited resources; however, every attempt will be made to avoid assigning multiple functions to a single agency.

Upon activation of the EOC, the lead agencies for the ESF's will designate a representative in the EOC to coordinate that ESF. It is up to the primary agency's discretion as to how many, if any, support agencies they will require present with them. The support agencies should be closely coordinated with the EMD in the development of standard operating guidelines.

The primary department or agency for the ESF will be responsible for obtaining all information relating to ESF activities and requirements caused by the emergency and disaster response. This information gathering will frequently require the primary agency to step outside traditional information gathering protocols.

The county will respond to local requests for assistance through the ESF process. Within the EOC, requests for assistance will be tasked to the ESF's for completion. The primary agency will be responsible for coordinating the delivery of that assistance.

The EOC Operations Chief will issue mission assignments to the primary departments for each ESF based on the identified resource shortfall. Resource tasking will be accomplished through the ESF's on a mission assignment basis. The tasking on a mission assignment basis means that a local government's resource shortfall will be addressed through assigning a mission to address the shortfall rather than tasking specific pieces of equipment or personnel.

The primary department or agency for that ESF will be responsible for identifying the particular resource or resources that will accomplish the mission and coordinate the delivery of that resource to the local government.

#### Plan Activation

When a major or catastrophic emergency has occurred or is imminent, the Emergency Management Director (EMD) may advise the Chairperson of the Board of County Commissioners to declare a local state of emergency and issue a formal request for state assistance. If the Chairperson is unavailable, the line of succession will be the Vice-Chairperson, Senior Commissioner, then County Coordinator or the Chief Administrative Officer, followed by the Emergency Management Director. Such an action will activate immediately all portions of this plan. In the absence of a local state of emergency, the Emergency Management Director may activate portions of this plan in accordance with the appropriate levels of mobilization to facilitate response readiness or monitoring activities.

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## Warning and Dissemination

### *General*

The purpose of this section is to outline the systems available for warning the responsible government officials and the general public of the threat of an impending disaster or that an actual emergency situation is in progress in the county.

Warnings of impending or potential emergencies such as a hurricane, tornado, or severe weather, or a notification of a sudden incident such as a tornado touchdown, an airplane crash, a major hazardous materials release or any other significant event that may impact multiple jurisdictions or large numbers of people must be disseminated to responsible officials, emergency response agencies and to the public. The former notification is for the purpose of implementing emergency government and management procedures and reporting such actions to State emergency management agencies. The latter is for instructions on appropriate protective actions and preparedness and response measures to take.

### *County Warning Point*

The Jefferson County Sheriff's Office County Dispatch Center is designated as the official Warning Point for Jefferson County. The 911 System is housed in the County Dispatch Center at the Sheriff's Office. The Communications Dispatch Center Supervisor is designated as the Warning Officer for Jefferson County.

### *Significant Incidents*

Notifications of watches, warnings, or the occurrence of significant events will be received at the Warning Point through bulletins and advisories from the National Weather Service, the NOAA Weather Radio, local media, telephone, social media, and the general public. These significant incidents may include but are not limited to:

- ▶ any incident that may require a substantial evacuation and/or relocation of a given area.
- ▶ any event posing a potential threat for a mass casualty incident.
- ▶ any weather-related warning advisory.
- ▶ any formation of tropical weather systems.
- ▶ any incident, which closes, or significantly blocks major roadways within the county.
- ▶ any large or multiple structure fires.
- ▶ Any prolonged shutdown of public utilities.



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- ▶ any incident where public resources within Jefferson County are being deployed out of the county.
  - ▶ any event posing a major environmental threat.

#### *Alerting*

Upon the receipt of notification of any such significant event the Communications Supervisor or on-duty Communications personnel shall implement the procedure appropriate to the event (weather, fire, hazardous materials, mass casualty incidents, etc.) The Communications Director or designee will alert the Emergency Management Director as needed. The Director or designee may advise that one, or a combination of the following actions, be initiated by the Communications Supervisor or designee as the County Warning Officer:

- ▶ Notify one or more designated agencies of county government or political subdivision(s).
- ▶ Initiate a partial or full call-out-alert.

#### *Call Out Alert*

The call-out alert when initiated will be made to county governmental staff and non-county EOC staff in accordance with the Emergency Notification Procedure utilizing telephone numbers maintained by the County Dispatch Center. It will be the responsibility of Primary Agencies/Departments for ESF's to notify their respective support agencies, division directors, and/or staff, under their span of control. In addition, the following actions may be initiated:

- ▶ An alert will be sent to all Public Safety Answering Points and they will in turn notify public safety agencies for which they are jurisdictionally responsible.
- ▶ Jefferson County political subdivisions, and other governmental and non-governmental agencies will be contacted and utilize their own internal procedures to notify their staff of the threat or emergency situation.
- ▶ Warning the public, whether via the Emergency Alert System (EAS) or other available means, will include instructions for any required actions, i.e., evacuation, keeping away from a disaster area, seeking cover from a threatened tornado.

#### *Agency Notification when County/911 Communications Center Procedures Are Not Implemented:*

Upon notification of an emergency or disaster situation, the Emergency Management Director is responsible for disseminating warnings to:

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- ▶ Selected County Administration personnel;
  - ▶ Mayor (or designee) of each municipality within the county;
  - ▶ The primary agency contact for each Emergency Support Function.

The EMD, will report to the EOC to supervise activation procedures for an actual or impending emergency. Key warning personnel will coordinate with adjacent jurisdictions using telephone, radio, courier, or any other means necessary and available. The mayor or their representative will alert the municipal services in his/her community and supervise the dissemination of warnings in their municipality. The primary agency contact for each ESF will contact all of the support agencies to the ESF. All agencies will notify their personnel to begin activation procedures as described in the ESF Annexes and implementing SOG's.

The County Emergency Operations Center will be activated under the following levels of activation:

*Levels of Activation - Additional information regarding activation is defined in the Emergency Operation Center Standard Operating Guidelines.*

**Level III - Monitoring Activation** - Monitoring will be implemented whenever Emergency Management receives notice of an incident, which may escalate to threaten public safety. During Level III activation, Emergency Management will disseminate information to the EOC team via facsimile, alpha paging, and radios.

**Level II - Hazard-Specific Activation** • Activation Level II may be implemented by the County Coordinator or the Chief Administrative Officer, Emergency Management Director, or Designee. Only those ESF's affected by the hazard or involved in the response will be represented at the EOC.

**Level I - Full Jefferson County Activation** - Activation Level I (Full County) may be implemented for a major event. All ESF's, the Command Staff, Liaison Group, and Support Staff will be staffed 24 hours a day.

#### *Warning to the General Public*

Jefferson County must provide the public with sufficient advance warning time for effective preparation and emergency plans to be implemented. Warning to the public is a major concern. Several radio stations cover Jefferson County. Notice must be coordinated with stations in Tallahassee for TV and radio broadcast of PSA's.

The following warning systems are available to disseminate warnings and warning information to the public:

Emergency Alert System (EAS) is a national public warning system that requires broad- casters, cable television systems, wireless cable systems, satellite digital audio radio service (SDARS) providers, and direct broadcast satellite (DBS) providers to provide the

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Communications capability to the President to address the American public during a national emergency.

**Everbridge- Nixie, Emergency Notification System**

The Sheriff's office encourages residents to register at [www.nixle.com](http://www.nixle.com) for text alerts in Jefferson County. The Nixle program provides public safety message alerts for severe weather, criminal activities, severe traffic, missing persons and local events. There is no charge for the program however message and data rates may apply depending on the resident's telephone service carrier.

Mass email communication.

NOAA Weather Alert Radio - the residents can listen to the NOAA weather alert or check out the NOAA website for the latest and updated information for the area.

Contact Number (during EOC activation): (850) 342-0211

Radio and TV Stations - the Jefferson residents can listen to the local radio or watch the local TV stations.

Cable providers have an information channel on cable, which can be accessed by residents and hotel/motel visitors. Telephone call notification can be accomplished by contacting motels/hotel, campgrounds and other businesses that cater to seasonal or transient populations.

Other warnings can include:

Public Displays - post a written notice of declaration at the Jefferson County Coordinator's Office the Jefferson County Planning Department office.

Social Media and local businesses Public Speaking Events  
Face-to-face Communications

Cable providers have an information channel on cable, which can be accessed by residents and hotel/motel visitors. Telephone call notification can be accomplished by contacting motels/hotels, campgrounds and other businesses that cater to seasonal or transient populations.

**Emergency Decision Making**

Two key elements that are essential for making sound emergency decisions is having the knowledge on the amount of time that is needed to respond to the emergency and the amount of resources that are

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needed and available. When making emergency action decisions the following general methodology will be used:

- ▶ In hurricanes or weather-related emergencies, pre-emergency hazard times are computed based on a hurricane-tracking program. These times therefore are based on the actual characteristics of the event (i.e., forward speed of the storm and the distance tropical storm conditions extend from the eye). Total evacuation times are the combination of the clearance and pre-emergency hazard times.
- ▶ The probabilities generated by the National Weather Service (NWS) will be considered when recommending protective measures. These probabilities are simple mathematical odds deduced from computer weather models.
- ▶ Pre-emergency hazard time is the amount of time between the onset of the event and the actual arrival of hazardous conditions.
- ▶ After determining the total pre-emergency time and the length of time before the arrival of hazardous conditions, a projection is made of when a decision must be reached. This is decision time.
- ▶ Decision time is the amount of time available before the issuance of protective actions to allow adequate response time for the threatened population.
- ▶ Execution time is the time available that allows for the completion of an emergency action before hazardous conditions are experienced. This would include a mobilization time.
- ▶ During the process of decision-making determination for the issuance of protective actions and furnishing of assistance will be based on the following priority:

Life-Threatening circumstances - A problem is directly linked to life threatening circumstances; such requests will receive first priority.

Protection of Property-A threat exists for large-scale damage to property.

- ▶ Operational responses to the above situations will be based upon the following:

Availability of Resources - ESF-7 must assess the availability of resources, consider anticipated problems and identify the most effective method of meeting the request.

Location of Resources - ESF-7 staff will identify the closest available resources.

Arrival Time - ESF-7 staff will estimate the time of arrival of resources.

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## Protective Actions

### *Evacuations*

Most evacuations will be local in scope and an emergency response incident commander will initiate actions. In such cases, the actions will be coordinated and administered by emergency response officials using local resources in accordance with operational procedures. During any county administered evacuation that does not require activation of the EOC, Emergency Management will provide assistance under the various county agencies' normal statutory authority through coordination. In the event of a multi-jurisdictional operation, the county Chairperson may issue a declaration of a local state of emergency and evacuation order in support of a municipality. This decision will include consultation with the Emergency Management Director and representatives of the jurisdictions involved.

All county assistance and support of such actions will be coordinated from the EOC under the direction of the Emergency Management Director. Decisions on issues, such as deploying and pre-deploying personnel; determining evacuation routes; directing people caught on evacuation routes to safe shelter; ensuring the sufficiency of fuel; and addressing any matters relative to the ordered protective actions will be made by the appropriate functional groups in the EOC.

Evacuation route maps are located in the EOC and available for use in an emergency. Maps of evacuation routes based on county commission districts and shelter locations are located at the EOC and will be released to the media by ESF-14 and the PIO upon activation. Local action for evacuation and reentry will be coordinated with ESF-1, ESF-3 and ESF-16. Regional Evacuation will be coordinated utilizing the existing Regional Hurricane Evacuation Procedure.

### *Sheltering*

The opening of general population shelters is a responsibility of ESF-6 and coordinated in the EOC with other ESF's that will be needed to support shelter operations. The opening of special needs shelters is the responsibility of ESF-8 in coordination with ESF-6 and further outlined in Recovery and the Special Needs Shelter Standard Operating Guideline.

The Superintendent of Schools may close some or all schools should the need arise. The Superintendent or designee will meet with the Policy Group or EMO to discuss the need for school shelters, the impact of closure on the school year and possible reopening dates. Any decisions to close schools will be made by the Superintendent in coordination with the Policy Group.

### Main Shelter

Jefferson County has identified the Middle/High School, an ARC 4496 compliant shelter for the county residents as the main shelter. This building can host approximately 809 people. The facility would offer the needed facilities (electric, water, sewer or bathroom) for a temporary shelter and is located in Monticello.

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## **Secondary and Third Shelter Options**

The 2<sup>ND</sup> option would be the First Baptist Church and the First Methodist Church, shelters that can host approximately 100 people each and are both located in Monticello.

## **Special Needs Shelter**

Further shelter details are available in the Jefferson Disaster Housing Standard Operating Guidelines.

Refuges of last resort will be used for temporary and minimal sheltering to evacuees who cannot be accommodated in public shelters. These shelters would not be expected to offer bedding, food/water, medical or other services. The evacuees should be self-supporting. Every attempt will be made to move these evacuees to public shelters as soon as possible. Sources of refuge would include church buildings, service club buildings, fire halls, community centers and possible individual homes if not needed. Unoccupied office, warehouse or other types of building may be utilized. A map of evacuation routes and shelter locations is located in Emergency Management and will be released to the media by ESF-14.

The decision to use any Jefferson County shelters will be based on the projected threat of the incident. In some cases, the threat may be sufficient to prohibit the opening of any public shelters within the county. In that case, regional sheltering will be coordinated with adjacent counties and the State EOC.

## **Relief Operations**

Once the emergency has passed, coordination of relief operations will begin such as search and rescue operations, mass casualty activities, provision of emergency supplies, preliminary damage assessment, emergency debris removal, and emergency restoration of utilities. The EOC will continue to direct management and coordination of all emergency response functions. Emergency relief agencies as well as all levels of government and the responding disaster relief organizations will be represented through various emergency support functions in the Emergency Operations Center.

The primary initial local coordinating agency for requesting resources and relief from State and Federal sources and allocating such supplies within the county will be the Emergency Operations Center. State and Federal Emergency Response Teams will be established and sent as soon as possible after the emergency. Ideally, these Emergency Response Teams will be located in Jefferson County at or near the Emergency Operations Center and will carry out all State coordination and assistance functions until the Federal Disaster Field Office (DFO) is established.

The municipality will make requests for immediate relief supplies and resources to the EOC. The EOC will consolidate all city requests into a county request for immediate relief resources. The county request for outside resources will be made to the State. Damage Assessment and Impact Assessment Guidelines outline specifics of these functions.

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### **Implementation of the National Response Framework**

When it becomes apparent that the anticipated magnitude, and extent of damages will be beyond the capabilities of the county and state, and that federal resources will be necessary to supplement local emergency response efforts, the Governor will contact the Director of the Federal Emergency Management Agency's (FEMA) Regional Office in Atlanta and request implementation of the National Response Framework. Activation of this plan authorizes the mobilization of federal resources necessary to augment State and local emergency efforts.

#### *FEMA's Advanced Emergency Response Team*

An advance element of the Emergency Response Team (ERT/A) is the initial group to respond in the field and serves as the nucleus for the full Emergency Response Team (ERT). The ERT/A is headed by a team leader from FEMA and is composed of FEMA program and support staff and representatives from selected federal agencies.

A part of the ERT/A will deploy to the EOC to work directly with the county to obtain information on the impacts of the emergency and to begin to identify specific requirements for federal assistance. Other members of the ERT/A will deploy directly to the most affected areas to identify an appropriate location for the Disaster Field Office (DFO); establish communications; and set up operations in the field.

#### *FEMA's Emergency Response Team*

The Federal Coordinating Officer (FCO) will head the full Emergency Response Team (ERT). The ERT is composed of the FCO, FEMA program and support staff, and representatives from each of the 12 federal ESF's. The responsibilities of the ERT include:

- ▶ Coordinating overall federal response and emergency response activities to the county.
- ▶ Working with the county and State to determine support requirements and to coordinate those requirements with the ESF's.
- ▶ Tasking the ESF's or any other federal agency to perform missions in support of the county. Upon their arrival, the team leader and ESF's will receive an operational briefing from the Emergency Management Director and be assigned space from which to conduct their activities. Once this is completed, federal ESF staff will establish contact with their counterparts on the county and State ESF's to coordinate the provision of federal assistance to meet resource needs, which exceed the capability of the State and affected local governments.

**Concept of Operations - Pre - and Post Disaster Mitigation Activities**

This section of the plan provides an overview of the management of the pre and post-disaster mitigation activities in Jefferson County. The purpose is to provide guidance for the activities necessary for Jefferson County to reduce the potential for damage and loss from future disasters affecting the county.

*Emergency Management Organization System Used During Mitigation*

The county operates under the IMS system( An **Incident Management System (IMS)** is an internationally recognized model for responding to **emergencies**. Having an **IMS** in place reduces harm and saves lives.) during emergency operations and has adopted NIMS. This system is especially effective for managing response and recovery operations that involve multiple agencies each working on different though interrelated tasks. The organization system employed during mitigation activities is streamlined in large part because Jefferson County Emergency Management has the primary responsibility for nearly all aspects of pre- and post-disaster mitigation. Although there are times when Emergency Management receives Assistance from supporting agencies, the vast majority of mitigation activities are carried out directly by Emergency Management staff. The organizational chart that follows shows the relationship between the Jefferson County Emergency Management and supporting agencies involved in mitigation operations.



**Table 9 - Agency Responsibilities for Hazard Mitigation Pre/Post Disaster**

Agencies	Pre-Disaster Mitigation	Post-Disaster Mitigation
Jefferson County Sheriff's Office/Jefferson County Emergency Management	P	P
Jefferson County Board of County Commissioners Jefferson County	P	P
Building Department	S	S
Jefferson County Planning Department	S	S
Jefferson County Fire & Rescue	S	S
Jefferson County Solid Waste & Recycling	S	S
Jefferson County Health Department	S	S
Jefferson County Extension	S	S
Jefferson County Property Appraiser	S	S
Jefferson County Clerk of Court	S	S
Jefferson County Economic Development	S	S



Jefferson County School Board	S	S
Jefferson County Humane Society	S	S
Jefferson County Correctional Institution	S	S
City of Monticello	S	S
City of Monticello Clerk of Court	S	S
City of Monticello Public Works	S	S
City of Monticello Police Department	S	S
Jefferson County SHIP	S	S
Jefferson County Volunteer Fire Department	S	S
Apalachee Regional Planning Council	S	S
Northwest Florida Water Management District	S	S
Suwannee River Water Management District	S	S
Florida Department of Transportation	S	S
Florida Division of Emergency Management	S	S
Monticello Jefferson County Chamber of Commerce	S	S
The Apalachee Center	S	S
Florida Forest Service	S	S
Public Utilities Representatives	S	S
American Red Cross	S	S
Salvation Army	S	S

Key Code:

P = Primary Agency/ S = Support Agency

*Notification and Coordination of Agency Participation in Mitigation Pre-Disaster Operations*

Mitigation activities in the pre-disaster environment are the responsibility of Emergency Management. Jefferson County Emergency Management through the Local Mitigation Strategy (LMS) process coordinates pre-disaster mitigation activities. The Jefferson County LMS identifies the hazards to which Jefferson County is vulnerable; assesses the facilities and structures that are most vulnerable to hazards; offers a prioritized list of mitigation projects or initiatives to take advantage of available funding; and coordinates the mitigation projects to these sources of funding.

Jefferson County Emergency Management is responsible for maintaining the Jefferson County LMS. The LMS will be evaluated and updated at least on an annual basis, after each major disaster, or as needed. Participation by local agencies will be coordinated by Jefferson County Emergency Management and will involve the supporting agencies listed.

The Jefferson County, FL Local Mitigation Strategy (LMS) Plan Update is in compliance with the Federal hazard mitigation planning requirements resulting from the Disaster Mitigation Act of 2000 as contained in 44 CFR 201.6. The plan is approved for a period of five (5) years from June 1, 2021 to June 1, 2026. The jurisdictions are approved under the Jefferson County, FL Local Mitigation Strategy Plan Update in accordance with the Program Administration by States (PAS) requirements.

*Notification and Coordination of Agency Participation in Mitigation Post-Disaster Operations*

Jefferson County Emergency Management is responsible for coordinating local agency participation in post-disaster mitigation activities. Local agencies involved in these operations will vary according to the specifics of each hazard occurrence. The EM Director will contact all agencies for post-disaster mitigation activities and notify them as to their role in these operations. Given the rural nature of the county and the relatively small number of agencies involved in mitigation activities, notifications can be made quickly via telephone or email.

*Coordination of Mitigation Activities with Municipalities and the State*

The Jefferson County Emergency Management Director or designee will be responsible for coordinating mitigation activities with the City of Monticello, Unincorporated Jefferson County and the State EOC. The Mayor of the City of Monticello or designee will be updated throughout the response, recovery and mitigation phases of the event. During hazard events, briefing meetings will be held daily. The Emergency Management Director or designee will coordinate on an as needed basis with the Bureau of Recovery and Mitigation at the Florida Division of Emergency Management.

*Mitigation Memoranda of Understanding, Mutual Aid Agreements, or Inter-local Agreements*

Jefferson County Emergency Management has a fuel agreement with Morris Petroleum and Grubbs Petroleum which are both located in the City of Monticello to supply petroleum products to assist in post-disaster mitigation activities.

*Local Government Status in the National Flood Insurance Program (NFIP)*

Jefferson County and the City of Monticello participate in the NFIP.

Table 10-Jefferson County NFIP

CID	Community Name	County	Initial Identified	FIRM EFFECT DATE	FLOOD HAZ BOUNDRY MAP	Date REVISION	Tribal
120331	Jefferson County	Jefferson County	12/2/1977	7/16/1991	NONE	NONE	No
120365	City of Monticello	Jefferson County	7/23/1976	6/3/1986	NONE	NONE	No

Jefferson County also participates in the Community Rating System (CRS):

Table 11 • Jefferson County CRS

CID	Community Name	CRS Entry Date	Current Effective Date	Current Class	%Dis- count for SFHA	%Dis• count for Non-SFHA	Status
120331	Jefferson County	10/1/1996	10/1/2011	8	10	5	C

In addition, the county does actively support public education regarding building policies in flood prone areas.

*Process for Identifying Mitigation Opportunities in the Post-Disaster Environment*

Jefferson County Emergency Management is responsible for coordinating all recovery operations in the county. As a result of this active role in the recovery process, Emergency Management is well poised to identify opportunities for future mitigation projects such as elevation and/or acquisition of flood prone structures, drainage improvement projects and infrastructure enhancement projects. Jefferson County Emergency Management works closely with the damage assessment teams in the field and the building inspectors for Jefferson County and the municipality to identify potential mitigation opportunities.

*Process to Manage Mitigation Assistance Funds*

All mitigation and recovery grants are applied for and administered by Jefferson County Emergency Management. Emergency Management has managed a variety of recovery and mitigation grants in the past including Hazard Mitigation Grant Program funds. Emergency Management is also the administrator for all emergency management grants involving the county. Funding sources including technical assistance funding from FEMA and the Flood Mitigation Assistance Programs are available. Additional re- sources are identified in the LMS, which has been updated.

*Pre-Disaster Mitigation Activities*

Pre-disaster hazard mitigation activities are described in detail in the Jefferson County LMS Plan. The LMS is a community-based plan to make the county and local communities safer and more resistant to natural hazards. The Jefferson County LMS is available from the Jefferson County Emergency Management.

*Post• Disaster Mitigation Functions*

*Planning Assumptions*

Personnel resources for daily operations in Jefferson County are limited. In the aftermath of a disaster, these resources are stretched even further. As a result, the county relies in large part on information generated by the Jefferson County and municipal Planning, Building, and Road Departments during the local damage assessment process, the prioritized project list from the Jefferson County LMS, and overall

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Guidance from the Emergency Management Director or Designee in determining specific mitigation priorities following a disaster.

#### *Lead Agency with Responsibility for Providing Mitigation Assessment*

Jefferson County Emergency Management is the primary agency charged with post-disaster mitigation assessment. The Emergency Management Director or designee has the primary responsibility for assessing mitigation needs in the post-disaster environments.

#### *Local Agencies with Supporting Roles in Mitigation Assessment*

The Jefferson County Property Appraiser, Jefferson County Road Department, Jefferson County Health Department, Jefferson County Building Department, the Jefferson County Planning Department, and the City of Monticello Public Works, are the supporting agencies that work closest with Jefferson County Emergency Management in post-disaster mitigation assessment. There are, however, a number of other local agencies that may indirectly support mitigation in Jefferson County.

#### *Roles and Responsibilities of Lead and Support Agencies*

##### *Jefferson County Emergency Management and the Sheriff's Office*

Jefferson County Emergency Management will serve as the coordinating organization for all post-disaster mitigation activities. Emergency Management will notify all supporting agencies required for mitigation assessment operations; coordinate all activities required to identify potential mitigation projects and initiatives, coordinate the application process for mitigation related grants; and may serve as the grant administrator for all mitigation grants.

The Emergency Management Director or designee also serves as the point of contact for providing information to residents of the county describing how they can minimize damage from future disasters.

##### *Jefferson County Property Appraiser*

The Jefferson County Property Appraiser will support the Jefferson County Emergency Management by providing technical expertise regarding property estimated values, dimensions (square footage), and the principal use of the building on the damaged properties as a result of a disaster.

##### *Jefferson County Planning & Building Departments*

The Jefferson County Planning and Building Departments would determine the estimated damage to the structures and if it was built in a SFHA and identify and enforce the county's flood ordinance on rebuilding.

Also, the department will provide support to Emergency Management in identifying mitigation activities that could reduce the vulnerability of public infrastructure, businesses and housing stock to damage and loss from natural and manmade disasters.

Guidance from the Emergency Management Director Designee in determining specific mitigation priorities following a disaster.

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*b. Lead Agency with Responsibility for Providing Mitigation Assessment*

Jefferson County Emergency Management is the primary agency charged with post-disaster mitigation assessment. The Emergency Management Director or designee has the primary responsibility for assessing mitigation needs in the post-disaster environments.

*c. Local Agencies with Supporting Roles in Mitigation Assessment*

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*d. Roles and Responsibilities of Lead and Support Agencies*

**Jefferson County Emergency Management and the Sheriff's Office**

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**Jefferson County Road Department, the Solid Waste/Recycling Department, and the City of Monticello Public Works**

The Jefferson County Road Department and the Solid Waste/Recycling Departments will assist the Emergency Management in identifying potential road, culvert and water and sewer mitigation projects.

*e Coordination Between Lead and Support Agencies*

Emergency Management will serve as the organization responsible for coordinating mitigation activities for lead and support agencies. The Jefferson County Emergency Management Director or designee is the person responsible for this task. The process of coordination is straightforward given the rural nature of the county and the small number of agencies actively involved in post-disaster mitigation activities.

In Jefferson County, much of the work involved in identifying opportunities for possible mitigation activities is carried out during the pre-disaster mitigation phase (e.g. during the mitigation project identification process carried out by the Jefferson County LMS Committee/Working Group.) Opportunities for mitigation are also discovered during the initial and preliminary damage assessments and throughout the public assistance processes the supporting agencies noted above document damage to public infrastructure, businesses and residences working in conjunction with Emergency Management. The Jefferson County LMS Committee/Working Group, along with input from supporting agencies then considers development trends, the information gathered during the recovery phase and determinations are made regarding potential mitigation projects

- i. The Jefferson County Emergency Management Director will be responsible for ensuring all equipment and resources necessary for mitigation assessment are available when needed.
- ii. Vehicles used for mitigation assessment include city and county government vehicles, fire department vehicles and personal vehicles.
- iii. The following equipment is provided by Emergency Management and used for mitigation assessment: office supplies, maps and other resources may be requested on an as needed basis through Emergency Management.
- iv. Equipment vehicles and supplies necessary for mitigation activity are located throughout the county either in stations assigned to individual personnel or readily accessible to department personnel.

*F. Training Procedures for Mitigation Personnel*

Personnel involved in mitigation activities will receive on-going training according to their individual needs. Jefferson County Emergency Management will work with all mitigation assessment team

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members to ensure that all training needs are met. The primary source for mitigation training is the Florida Division of Emergency Management

[ICS 100 – An Introduction to Incident Command System](#)

[ICS 200 – Basic Incident Command System for Initial Response](#)

[ICS 700 – An Introduction to the National Incident Management System](#)

[ICS 800 – National Response Framework, An Introduction](#)

FL-604: Procurement for Disaster Assistance under Federal Grants

FL-601: Preliminary Damage Assessment

TS 18 Mitigation Grant Application and Benefit Cost Analysis Development

Is 00276 a Benefit Cost Analysis Fundamentals

IS 00276 Benefit-Cost Analysis Fundamentals

IS 00277 Benefit-Cost Analysis BCA Entry Level

L959: NIMS ICS All-Hazards Operations Section Chief Train-the-Trainer

L-967: NIMS ICS All-Hazards Logistics Section Chief (LSC)

G-318: Mitigation Planning Workshop for Local Government

MIT-002: Moving Beyond Traditional Hazard Risk Analysis

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Jefferson County Emergency Management participates in providing information to the citizens of Jefferson County in ongoing public outreach activities. This includes the use of newspaper advertisements public services announcements radio spots, flyers, fairs, social Medias and conferences. Presentations are made at both public and private meetings to inform attendees of mitigation activities available. The county also actively supports public education regarding building policies in flood prone areas.

The Jefferson County LMS Committee/Working Group involves agencies of the county government, each jurisdiction within the county, members of the private industry, civic organizations trade groups, water management district, Florida Forest Service, non-profit organizations and the community in mitigation activities. This civic involvement provides a meeting ground for resource and information sharing regarding mitigation problems and opportunities in the community.

*Potential Funding Sources for Mitigation Activities/Projects*

Depending on project characteristics, Jefferson County may have a variety of funding outlets available for mitigation measures. These include, but are not limited to:

- FEMA Hazard Mitigation Grant Program (HMGP)
- Community Development Block Grant (CDBG) Special
- Event Specific Appropriations and Grants
- Mitigation Measures in Conjunction with Repair/Restoration under
- FEMA Public Assistance
- Florida Communities Trust (acquisition/open space)
- Florida Coastal Management Program
- Direct Congressional Appropriation Direct
- Legislative Appropriate
- Local Capital Improvement Budgets

An additional list of other potential funding sources is located in the county's current LMS Plan.



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## **Preparedness Activities**

### **IV. Preparedness Activities**

The preparedness section of the CEMP outlines those activities the county will undertake to prepare for response recovery, and mitigation efforts. This section will address the jurisdiction's programs to fulfill the requirements for each step of the preparedness cycle (planning, training, equipping, exercising evaluating, and taking action to correct and mitigate.) These programs should adopt relevant NIMS standards, guidelines, processes and protocols

#### *General*

The EM Director is responsible for research development and maintenance of the CEMP. The EMD will ensure that all necessary revisions to the plan are prepared coordinated published and distributed to the recipients of the CEMP. The distribution list, which is displayed at the front of this document is used to verify that all appropriate persons offices are copied as required

The EMD is also responsible for the preservation of vital records or documents deemed essential for continuing government functions and conducting post-disaster operations in Jefferson County.

#### *Special Needs*

On the Jefferson County Emergency Management website, the EM department encourages the special needs citizens to register in advance of an emergency situation. There are approximately 57 special needs residents registered (including transportation disadvantaged residents. Specifics on eligibility, health medical admission criteria, shelters and supplemental shelters are identified, a special needs registration form, and what to bring to a special needs shelter. Once the registration form is completed at the EM department, a specific file is set up for the special needs citizen and kept with other special needs registrations

*To register go to: <https://snr.floridadisaster.org>*

### **Training and Exercises**

This section will outline a training and exercise program that will ensure that emergency responders and the public fully understand the overall concept of Emergency Management and their responsibilities before, during and after an emergency disaster. All response agencies (ESFs) participate and attend training and exercises conducted in Jefferson County.

Jefferson County Emergency Management Director serves as the coordinator for first responder training and exercises within the county and has prepared a training and exercise program to provide guidance for local governments to improve their capability for mitigation activities as well as to prepare for, respond effectively to and recover from an emergency or disaster. All training classes and exercises are listed on the County Multi-Year Training& Exercise Plan (MYTEP) and are rolled up into the Regional and State MYTEP documents

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## **Concepts of Operations**

### *General- Training*

The objectives of training are to develop team skills for the Jefferson County Emergency Operations Center; field operations; information systems; technical information related to hazard mitigation, preparedness, response and recovery; and roles and responsibilities of all levels of government and the private sector in the face of emergencies or disasters.

County Departments designate Emergency Coordinators who will participate in training to better prepare their organizations to serve as a first responder in the event of a disaster. Needs assessments will be conducted to identify and produce a gap analysis on training deficiencies. Department Coordinators will then submit their training needs to include on the countywide MYTEP.

With budget limitations, emergency management is not solely responsible for paying for all training classes within the county. All departments and agencies are encouraged to budget for training classes identified on their gap analysis. The Emergency Management Institute (EMI), Federal Emergency Management Agency (FEMA) and the Florida Division of Emergency Management (FDEM) provides on-line and on-site training opportunities for law enforcement, medical, fire services, utilities, local officials and emergency management personnel on a yearly basis. SERT TRAC is the on-line training calendar housed at FDEM listing statewide training opportunities for government and private agencies.

Emergency Management offers yearly training on the concepts of operations within the EOC. Group training involving various disciplines is encouraged for policy makers, public information officers, emergency coordinators, human needs assessment teams, school board personnel, medical health, volunteers and communication/dispatchers. Training on EOC Operations and the CEMP are essential with ensuring emergency procedures in place are known by all ESFs.

Evaluation forms are completed at the conclusion of all training classes to obtain students' observations of the class to make adjustments for classes to be held in the future to better meet expectations and outcomes.

### *General - Exercises*

"Exercising is the primary way to activate, test and evaluate the components of the various plans and procedures within Jefferson County and to determine if the plans in place will work in an actual emergency/disaster situation.

All exercises are conducted utilizing the Homeland Security Exercise Evaluation Program (HSEEP) serves as a national model built for implementation at the State and local levels. The HSEEP doctrine is designed to implement a capabilities-based training and exercise program that includes a cycle, mix, and range of exercise activities of varying degrees of complexity and interaction.

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Several Jefferson County organizations participate in the various levels of exercises the government and private agencies are as follows:

- Sheriff's Department
- Emergency Management Department
- Board of County Commissioners
- Health Department
- Fire & Rescue Department
- Building Department
- Planning Department
- Police Department
- Public Works Department
- Solid Waste Department
- Road Department
- Property Appraisers Office
- Apalachee Center
- Red Cross
- Salvation Army

**Exercise Types:**

▶ **Table Top Exercises**

Focuses on senior staff, elected officials or other key personnel in an informal setting Designed to stimulate discussion of issues  
Used to assess plans, policies and procedures

Attributes may include:

- Practicing group problem solving
- Conducting a specific case study
- Examining personnel issues
- Assessing interagency coordination
- Achieving limited or specific objectives

▶ **Functional Exercises**

Tests and evaluates individual capabilities, multiple functions or interdependent groups of functions  
Includes command post exercises  
Events projected through an exercise scenario with event updates that drive activity at the management level

- Evaluating functions
- Evaluating emergency operations centers
- Examining inter-jurisdictional relationships

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► **Full Scale Exercises**

Mobilizes and deploys prevention and response elements Tests major portions of operations plans under field conditions Largest and most complex exercise type

The City of Monticello and Jefferson County are responsible by law for the safety and welfare of its citizens. Training and exercises involve the utilization of the City of Monticello as well as the County capabilities in a coordinated effort in accordance with individual plans and Standard Operating Guidelines (SOG's). Prior to the hurricane season Emergency Management conducts an annual tabletop exercise incorporating the participation of all ESFs that serve in the EOG along with the county and municipal agencies, which do not have an active role.

Additional exercises are held according to the needs assessment conducted yearly.

After every exercise or activation an After Action Report (AAR) and Improvement Plan (IP) will be completed. AARs and IPs are formal documents intended to serve as aids to performance evaluation and improvement, by registering situation-response interactions, analyzing critical procedures, determining their effectiveness and efficiency and proposing adjustments and recommendations.

AARs and IPs have three central objectives

Identifying problematic issues and needs for improvement Proposing measures to counteract problematic elements obtaining "lessons learned"

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## Financial Management

### V. Financial Management

Local government through the emergency management office should provide training and guidance in basic financial management to all departments and agencies that respond under the provisions of the local CEMP. This would include assistance provided under the Statewide Mutual Aid Agreement and under the Emergency Management Assistance Compact (EMAC). They should identify the primary agency responsible for the collection and processing of data used to document expenses and claim reimbursement. Agencies secondary to financial management such as Risk Management, Grant Management and Engineers Architects need to be identified. Appropriate policies, regulations, and standards need to be identified.

It is the intent of this policy to provide guidance for basic financial management to all departments and agencies responding under the provisions of the plan. Additionally, to ensure those funds are provided expeditiously and those financial operations are conducted in accordance with appropriate Jefferson County policies, regulations and standards

#### *Assumptions*

- ▶ Due to the nature of most emergency situations, finance operations will often be carried out with compressed time frames and other pressures necessitating the use of non-routine procedures. This, in no way, lessens the requirements of sound financial management and accountability.
- ▶ A Presidential disaster or emergency declaration will permit funding from the Federal Disaster Relief Fund under the provisions of the Stafford Act in addition to the financial resources initiated at the local and state levels. [For more information on the process of state and federal disaster assistance please see annex 3](#)

#### *Financial Management*

Financial management during a disaster is **the responsibility of the Jefferson County Clerk's Office**. The Emergency Management Office will work with the Clerk's Office to ensure that proper procedures are followed regarding record collection for all expenditures associated with the disaster and under the Florida Statewide Mutual Aid Agreement and will use this document to simplify reimbursement issues.

In addition, the Clerk's Office will determine financial management training needs and will coordinate all necessary training.

#### *Documentation Process*

The Emergency Management Director from the Division of Emergency Management, Sheriff's Office, is the designated and the ultimate recipient of all documentation pertaining to expenditures, obligations for manpower, equipment and materials. Each county department and constitutional office is responsible for collecting and forwarding appropriate information to the EM Director who then reports to the Jefferson

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County BOCC.

Municipalities are responsible for collecting and compiling their own documentation regarding disaster actions and expenditures. Municipalities will be offered the same opportunities as the county for training related to record keeping and reimbursement.

#### *Expenditure of Funds*

Timely financial support of any extensive response activity could be crucial to saving lives and property. While innovative means of procurement may be called for during times of emergencies, it is still mandatory that good accounting principles and practices be employed in order to safeguard the use of public funds from the potential of fraud, waste and abuse. Expenditures of up to \$10,000 may be approved by the Emergency Management Director or the County Coordinator (i.e. the Chief Administrative Officer) for supporting preparedness, response recovery and mitigation operations. Any expenditure that is over \$10,000 must be approved by the Board of County Commissioners unless they cannot convene and then the Chairperson can approve the expenditure.

- ▶ in compliance with federal guidelines officials of the primary and support agencies will give approval for expenditure of funds for response operations. Each agency is responsible for establishing effective administrative controls of funds and segregation of duties for proper internal controls, and To ensure that actions taken and costs incurred are consistent with the missions identified in this plan.
- ▶ Extreme care and attention to detail must be taken throughout the emergency response period to maintain logs, formal records and file copies of all expenditures (including personnel time sheets) in order to provide clear and reasonable accountability and justification for future reimbursement requests. Reimbursement is NOT an automatic "given," so, as much deliberative prudence as time and circumstances allow should be used.
- ▶ All funding and financial actions will be coordinated with the Clerk of the Court (i.e. the Chief Financial Officer) for Jefferson County. On a day-to-day, non-emergency basis, the Emergency Management Director will coordinate a training schedule for emergency event financial reporting and records maintenance requirements to coincide with the Emergency Management annual training and exercise schedule.
- ▶ 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 Statute, 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.

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- The County and Municipal Finance Departments
  - The *Handbook for Disaster Assistance*, Florida Division of Emergency Management has been prepared to provide basic information and instructions. This handbook can be obtained from Jefferson 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 Jefferson 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 reinforced vault to insure the preservation of vital records pre and post disaster
- ▶ The Clerk of the Court (Chief Financial Officer) is responsible for implementing, maintaining and tracking all financial projects and matters during and after a disaster.
- ▶ Funding sources for day-to-day emergency management activities and operations are available and include the following:

Emergency Management Preparedness and Assistance Trust Fund (EMPATF); County Base Grant Program, Emergency Management Competitive Grant Program Municipal Competitive Grant Program, Emergency Management Performance Grant (State Homeland Security Grant Program.)

Pre-Disaster Funding Sources are available through the following; Pre-Disaster Mitigation Program, Flood Mitigation Assistance.

Post Disaster Funding Sources are available through the following: FEMA Public Assistance Program, Hazardous Mitigation Grant Program (HMGP).

▶ Mutual Aid Requests

Mutual Aid requests for Jefferson County are coordinated through Jefferson County Emergency Management as referenced in the State Wide Mutual Aid Agreement. In addition, any request from outside Jefferson County will be coordinated through Jefferson County Emergency Management as referenced in the State Wide Mutual Aid Agreement. The Clerk of the Court will maintain original agreements with working copies at the department level. Jefferson County and the City of Monticello are signatories to State Wide Mutual Aid Agreement. The Emergency Management Director has responsibility for overseeing the mutual aid process in a disaster.

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► Authorization

The Jefferson County Board of County Commissioners has the authorization to execute funding agreements with other legal entities on behalf the County.



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## Reference and Authorities

### VI. Reference and Authorities

Ultimate responsibility for the protection of life and property and the preservation of public peace, health and safety lies with local governments. The authority for local governments to respond to situations and take actions necessary to safeguard the life and property of its citizens is set forth in the following regulations.

#### Jefferson County

1. Chapter 252.38, Florida Statutes delineates the emergency management responsibilities of political subdivisions in safeguarding the life and property of citizens and other persons within the political subdivision. Key points within the statutes are listed below.
  - ▶ Jefferson County shall perform emergency management functions within the territorial limits of Jefferson County and conduct those activities pursuant to 252.31 - 252.91, and in accordance with state and county emergency management plans and mutual aid agreements. Jefferson County has the authority to establish, as Necessary, a primary and one or more secondary emergency operating centers (EOC's) to provide continuity of government, and direction and control of emergency operations
  - ▶ Jefferson County has the power to appropriate and expend funds; make contracts obtain and distribute equipment materials and supplies for emergency management purpose; provide for the health and safety of persons and property, including Assistance to victims of any emergency and direct and coordinate the development of emergency management plans and programs in accordance with the policies and plans set forth by federal and state emergency management agencies.
  - ▶ Jefferson County has the authority to request state assistance or invoke emergency related mutual aid assistance by declaring a local state of emergency. The duration of the local state of emergency shall be limited to 7 days, and it may be extended as necessary in 7-day increments. Jefferson County participates in the Statewide Mutual Aid Agreements in existence. The county also has the power and authority to waive the procedures and formalities otherwise required of Jefferson County by law, pertaining to:
    - Performance of public work and taking whatever prudent action is necessary to ensure the health, safety and welfare of the community.
    - Entering into contracts and incurring obligations
    - Employment of permanent and temporary workers.

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- Utilization of volunteers.
  - Rental of equipment.
  - Acquisition and distribution with or without compensation, of supplies materials and facilities.
  - Appropriation and expenditure of public funds.
- ▶ Jefferson County recognizes the right of the municipality within the County to establish their own emergency management plans and programs. The municipality establishing emergency management programs will coordinate their activities and programs with Jefferson County Emergency Management in accordance with 252.38 (2) Florida Statutes
2. Jefferson County Emergency Management serves the entire county. It is the responsibility of Jefferson County to establish and maintain an emergency management office, develop a comprehensive emergency management plan and program that are consistent with the state comprehensive emergency management plan and program.
  3. Jefferson County Emergency Management shall review emergency management plans required of external agencies and institutions.
  4. Jefferson County School Board shall, during a declared local state of emergency and upon the request of the Emergency Management Director participate by providing facilities and personnel to staff those facilities. Jefferson County School Board shall when providing transportation assistance, coordinate the use of vehicles and personnel with Emergency Support Function 1, Transportation.

#### **Ordinances and Administrative Rules**

1. The following ordinances and administrative rules apply to Jefferson County Emergency Management activities.

#### *State of Florida Statutes*

- Chapter 1, Definitions
- Chapter 7, County Boundaries.
- Chapter 14, Title IV, Executive Branch, Governor
- Chapter 22, Emergency Continuity of Government.
- Chapter 23, Florida Statute, as amended by Chapter 93-211, Laws of Florida.
- Chapter 30, Sheriffs
- Chapter 73, Eminent Domain
- Chapter 74, Proceedings Supplemental to Eminent Domain
- Chapter 119, Public Records Exemptions

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- Chapter 125, County Government; Chapter 162, County or Municipal Code Enforcement; Chapter 165, Title XII, Municipalities, Formation of Local Governments; Chapter 166, Municipalities; and Chapter 553, Building Construction Standards.
  - Chapter 154, Public Health Facilities
  - Chapter 163, Intergovernmental Programs Part I, Miscellaneous Programs
  - Chapter 166, Municipalities
  - Chapter 187, State Comprehensive Plan.
  - Chapter 252, Emergency Management.
  - Chapter 321, Highway Patrol
  - Chapter 380, Land and Water Development.
  - Chapter 381, Title **XXIX**, Public Health.
  - Chapter 401, Medical Telecommunications and Transportation.
  - Chapter 403, Environmental Control.
  - Chapter 404, Radiation.
  - Chapter 406, Medical Examiners.
  - Chapter 409, Title, Social Welfare.
  - Chapter 427, Transportation Services.
  - Chapter 768, Good Samaritan Act.
  - Chapter 870, Affrays, Riots, Routs and unlawful assemblies
  - Chapter 943, Domestic Security

*Federal*

- ▶ Public Law 106.390, as amended which provides authority for response assistance under the National Response Plan aka Federal Response Plan, and which empowers the President to direct any federal agency to utilize its authorities and resources in support of state and local assistance efforts.
- ▶ Public Law 93-234, Flood Disaster Protection Act of 1973, as amended, provides insurance coverage for all types of buildings.
- ▶ Public Law 81-290, the Federal Civil Defense Act of 1950, as amended provides a system for joint capability building at the federal, state and local levels for all types of hazards.
- ▶ Public Law 99-499, Superfund Amendments and Reauthorization Act of 1986, which governs hazardous materials planning and right-to-know
- ▶ Public Law 101-61, Hazardous Materials Transportation Uniform Safety Act (HMTUSA), which provides funding to improve capability to respond to hazardous materials incidents.
- ▶ Public Law 95-510, Comprehensive Environmental Response, Compensation and Liability Act of 1980 (CERCLA) as amended which requires facilities to notify authorities of

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Accidental releases of hazardous materials

- ▶ Public Law 101-549, Clean Air Amendments of 1990, which provides for reductions in pollutants
- ▶ Public Law 85-256, Price-Anderson Act, which provides for a system of compensating the public for harm caused by a nuclear accident.
- ▶ Public Law 84-99 (33 USC 701n), Flood Emergencies authorizing an emergency fund for flood emergency preparation, flood fighting and rescue operations, or repair and restoration of flood control works threatened or destroyed by flood.
- ▶ Public Law 91-671, Food Stamp Act of 1964, in conjunction with section 412 of the Stafford Act, relating to food stamp distributions after a major disaster.
- ▶ Public Law 89-665 (16 USC 470 et seq), National Historic Preservation Act, relating to the preservation of historic resources damaged as a result of disasters.
- ▶ Stewart B. McKinney Homeless Assistance Act, 42 USC 11331-113,5F2 federal Emergency Management and Shelter Program.
- ▶ National Flood Insurance Act of 1968, 42 USC 4001 et seq. CFR 44 Parts 59-76, National Flood Insurance Program and related programs.
- ▶ CFR 44 Part 13 (The Common Rule), Uniform Administrative Requirements for Grants and Cooperative Agreements.
- ▶ CFR 44 Part 206, Federal Disaster Assistance for Disasters Declared after November 23, 1988.
- ▶ CFR 44 Part 10, Environmental Conditions
- ▶ CFR 44 Part 14, Audits of State and Local Governments.
- ▶ Presidential Directive HSPD-5 dated February 28, 2003.
- ▶ Presidential Directive HSPD-7
- ▶ Presidential Directive HSPD-8 National Response Plan.
- ▶ National Response Plan (NRP.)
- ▶ National Incident Management System (NIMS).
- ▶ National Incident Management Capability Assessment Tool (NIMCAST)

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### *Administrative Rules State of Florida*

- Florida Department of Community Affairs Administrative Rules 9G2, 6, 11, 12, 14, 16, 17, 19 and 20.
- Florida Department of Community Affairs Administrative Rules 9J2 and 5.
- State of Florida Uniform Accounting System (2000)

### *Jefferson County*

- Jefferson County Code, Emergency Management
- Jefferson County Comprehensive Plan, as amended
- Jefferson County Resolution to adopt the CEMP
- Related Municipal Resolutions
- Declaration of a Local State of Emergency
- A sample copy of a local resolution for declaring a Local State of Emergency
- Current Local Mitigation Strategy
- Current Statewide Mutual Aid Agreement
- Jefferson County Purchasing Policy

*Jefferson County has standing orders and protocols to address other situations that may occur but not limited to this list:*

- ▶ Fires and/or Hazardous Materials Incident
- ▶ Major Transportation Incident (i.e. Aviation, Railroad or Highway Incident)
- ▶ Severe Weather
- ▶ Mutual Aid
- ▶ Water Accidents
- ▶ Missing Person
- ▶ Bomb Threats
- ▶ Employee or Volunteer injured or killed

*Jefferson County Fire and Rescue Department Response Protocols cover response to major spills or leaks involving hazardous materials and airport.*

Other reference documents include the following

- Jefferson County Continuity of Operations Plan
- Jefferson County Local Disaster Housing Plan
- Jefferson County Damage Assessment Standard Operating Guidelines
- Jefferson County Debris Management Plan
- Jefferson County Points of Distribution (POD) Plan
- Jefferson County Health Department Points of Dispensing (POD) Plan
- Jefferson County Emergency Notification Guidelines
- Jefferson County Emergency Operations Center Standard Operating Guidelines
- Jefferson County Impact Assessment Standard Operating Guidelines

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- Jefferson County Local Mitigation Strategy and Standing Rules
  - Jefferson County Local Terrorism Incident Response Annex
  - Northwest Florida Regional Evacuation Coordination Procedure
  - Jefferson County Emergency Management Resource Directory
  - Jefferson County Emergency Management Reentry Standard Operating Guidelines
  - Locator Books for each ESF

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## Direction and Control

### VII. Direction and Control

#### *Governor*

Under the provisions of Section 252.36, Florida Statutes the Governor is responsible for meeting the dangers presented to the state and its people by emergencies. In the event of an emergency beyond the control or capability of local governments, the Governor may assume direct operational control over all or any part of the emergency management functions within the state. Pursuant to the authority vested in that position under Section 252.36, the Governor may:

- ▶ Declare a State of Emergency to exist through the issuance of an Executive Order or Proclamation.
- ▶ Activate the response, recovery and mitigation components of existing State and local emergency plans.
- ▶ Serve as Commander in Chief of the organized and voluntary militia and of all other forces available for emergency duty.
- ▶ Authorize the deployment and use of any forces, supplies, materials, equipment and facilities necessary to implement emergency plans.
- ▶ Suspend the provisions of any regulation statute order or rule prescribing the procedures for conducting government business if compliance would in any way hinder or delay necessary emergency actions.
- ▶ Utilize all available resources of the state and local governments, as reasonably necessary to cope with the emergency.
- ▶ Transfer the direction, personnel and functions of state agencies to assist in emergency operations.
- ▶ Commandeer or utilize any private property necessary to cope with the emergency.
- ▶ Direct and compel the evacuation of all or part of the population from any threatened or stricken area.
- ▶ Prescribe routes, modes of transportation, and destinations for evacuees.
- ▶ Control ingress and egress to and from an emergency area, the movement of persons within the area, and occupancy of premises therein.
- ▶ Suspend or limit the sale, dispensing or transportation of alcoholic beverages, firearms,

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Explosives or combustibles.

- ▶ Make provisions for the availability of temporary emergency housing.

*Governor's Authorized Representative (GAR)*

Section 252.36, Florida Statutes, authorizes the Governor to delegate or otherwise assign his command authority and emergency powers as deemed prudent. The Governor has appointed the State Coordinating Officer (State Director of Emergency Management) as his authorized representative to act on his behalf in carrying out the provisions of Chapter 252, Florida Statutes.

*Board of County Commissioners (BOGG)*

Under the provisions of Section 252.38, Florida Statutes, the Board of County Commissioners is responsible for safeguarding the life and property of the citizens of Jefferson County, and to provide for the effective and orderly governmental control and coordination of emergency operations. For the purpose of effectively carrying out these emergency responsibilities the Board has delegated these authorities to the Emergency Management Director and/or their designee.

*Emergency Management Director*

Section 252.38, Florida Statutes directs each county to establish an Emergency Management Office and appoint a Director to carry out the provisions of section 252.31 - 252.60. The Jefferson County Emergency Management Director is the designated Emergency Manager for the County. In this capacity, the Director is directly and solely responsible for:

- Organization, administration and operation of Emergency Management the County Emergency Operations Center and other related operational facilities.
- Serves in the capacity of advisor to the Board of County Commissioners during emergency or disaster operations.
- Coordinator of activities services and programs to emergency planning and emergency response throughout Jefferson County.
- Maintaining liaison with State, Federal and other local Emergency Management Agencies.
- Development and maintenance of operational planning for emergency responses.
- Instituting training programs and public information programs.



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- Ascertaining the requirements of the County in order to implement emergency response operations
  - Taking all preparatory steps necessary, including the partial or full emergency mobilization of

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Agencies of county and municipal governments in advance.

- Cooperating with the Governor's Authorized Representative, the State Division of Emergency Management and all other Federal and relief agencies in matters pertaining to Emergency Management.
- Taking measures to carry into effect any request from municipalities, agencies, the State Division of Emergency Management, or Federal agencies for any appropriate Emergency Management activity.
- Carry out any implemented actions deemed necessary by the Chairperson of the Board of County Commissioners
- The Emergency Management Coordinator will serve as the Operations Officer at the EOC unless tasked to function as the EMO should the EMO be unable to serve.

#### *Direction and Control Day-to-Day Operations*

The Jefferson County Emergency Management Director, during normal operations will not report directly to the Sheriff, and will oversee the normal day-to-day operations of Emergency Management.

#### *Additional Direction and Control Policies*

- ▶ The Chairperson of the Jefferson County Board of County Commissioners and City Mayor of The incorporated jurisdiction have the responsibility and authority to direct and control emergency/disaster operations in their jurisdictions

Municipalities pursuant to F.S. Chapter 252.38, legally constituted, *may* establish emergency management programs and develop emergency management plans in conformance with Federal, State and County plans. The other municipalities' command and control operative will be supported by the County Emergency Operations Center.

- ▶ The Policy Group will assist the Chair or Vice Chair of the Board of County Commissioners during a declared emergency and includes the County Attorney, the County Coordinator (i.e. the Chief Administrative Officer), the Sheriff, Property Appraiser, Superintendent of Schools, the Supervisor of Elections, the tax Collector the Fire Chief, the Clerk of the Court, the City Mayor the Road Department Superintendent and the Emergency Management Director. The Chair of the Board of County Commissioners chairs the Policy Group. The Group provides policy and operational guidance and makes recommendations to the Chair of the Board of County Commissioners.
- ▶ The public officials in other incorporated cities of Jefferson County are responsible to provide policy guidance in the administration of emergency management programs in their respective jurisdictions.
- ▶ The Emergency Management Director will serve as senior liaison officer for Jefferson County

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When coordinating with the Florida Division of Emergency Management, Florida Military forces and Federal Military forces.

- ▶ When the provisions of this are in effect, centralized direction and control of all emergency/disaster operations will be coordinated through the Jefferson County Emergency Operations Center.
- ▶ The Emergency Management Director when required to ensure quick response to an actual or impending emergency/disaster will activate appropriate portions of this plan.
- ▶ The Jefferson County Board of County Commissioners (BOCC) is responsible for making decisions regarding the governance of the county. Each county department reports to the County Coordinator (i.e. Chief Administrative Officer). Within this structure, Jefferson County Emergency Management is responsible for all aspects of emergency management including preparedness Response, recovery and mitigation
- ▶ The State Wide Mutual Aid Agreement is signed and Jefferson County relies on the mutual aid available therein and commits to providing mutual aid as needed First Response Agreements with the municipalities are in existence. A Memorandum of Understanding is signed with the American Red Cross and Salvation Army.

SEE ANNEX 3 Jefferson County Emergency Management Recovery Annex for more information.

#### *Jefferson County Response Team Organization*

In order to facilitate the use of the ESF Concept, the organizational structure has been designed to match the Incident Management System (IMS). The Chairperson of the Board of County Commissioners through their designee the Emergency Management Director, may be the Incident Commander during most emergency situations.

The organizational structure is established to ensure the effective coordination of county resources during emergency response operations and collectively represents the Jefferson County Emergency Response Team. Each section within the IMS contains functional responsibilities that can be matched with corresponding Emergency Support Functions in the State CEMP. In the IMS used by Jefferson County, depending on the scope of the disaster one agency may be responsible for several tasks, each represented by a different ESF in the State CEMP. For example the Jefferson County Sheriff's Office is responsible for search and rescue and law enforcement operations. The Jefferson County Sheriff's Office also provides support for several other agencies during emergency operations.

SEE ANNEX 2 Jefferson County Disaster Housing Standard Operating Guidelines

To ensure continuous leadership authority and responsibility during emergency situations, a Line of Succession has been established.

#### *Jefferson County NIMS Integration*

**NIMS was adopted by the Board of County Commissioners as the standard for incident management in Jefferson County on September 15, 2005.**

In order to facilitate the integration to the National Response Framework (NRF) and National Incident Management System (NIMS), Jefferson County incorporates the NIMS structure into all response and

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Incident plans prior to the deadline set by the federal government for compliance.

NIMS compliance is mandated for federal, state and local jurisdictions by the following directives Homeland Security Act of 2002; HSPD-5 Management of Domestic Incidents; HSPD-8 National Preparedness and the National Response Plan or NRP.

The NIMS establishes a uniform system for incident management and emphasizes the importance of maintaining accurate and up-to-date information on resource management and use as a critical component of domestic incident management. It also utilizes Multi-agency Coordination Systems (MACS) as a common framework for coordinating and supporting incident management. MACS may be required on large or wide scale emergencies that require higher-level resource management or information management. Resources may include facilities equipment personnel procedures and communications Primary functions are to support incident management policies and priorities facilitate logistics support and resource tracking, make resource allocation decision based on incident management priorities, coordinate incident-related information and coordinate interagency and intergovernmental issues regarding incident management policies, priorities and strategies.

The NRF serves as the core operational plan for national incident management establishing national-level coordinating structures, processes, and protocols that must be incorporated into existing Federal interagency incident plans.

The NRF details its reliance on NIMS operating principles and protocols in applying Federal support to incidents of national significance. Together the NRF and the NIMS integrate the resources of jurisdictions, incident management and emergency response disciplines nongovernmental organizations, and the private sector into a seamless national framework for domestic incident response. NIMS recommends variations in incident management through the use of Unified Command and Area Command.

Unified Command is utilized when more than one responding agency has responsibility for the incident or when the incident crosses political jurisdictions. Unified Command allows agencies to work together to analyze intelligence information and establish a common set of objectives and strategies for a single Incident Action Plan or IAP allowing agencies with responsibility to participate in the decision making process and does not change any of the other features of ICS.

Area Command oversees the management of multiple incidents each being managed by an ICS organization or public health emergencies because these emergencies are usually not site specific, not immediately identifiable and may be geographically dispersed and evolve over time. Area Command is responsible for setting overall strategy and priorities allocating critical resources ensuring incidents are properly managed; ensuring that objectives are met; and ensuring that strategies are being followed.

The Public Information Officer or PIO will operate within the parameters for the Joint Information System or JIS which provides an organized integrated and coordinated mechanism for providing information to the public during an emergency to ensure that decision makers and the public are fully informed throughout a domestic incident response The Joint Information Center or JIC is the physical location where public

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information staff involved in incident management activities can locate to perform critical emergency information, crisis communications and public affairs functions.

*Incident Management Communication*

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Preparedness organizations must ensure that effective communication processes and systems exist to support a complete spectrum of incident management activities. The following principles apply:

### **Individual Jurisdiction**

These will be required to comply with national interoperable communications standards, once such standards are developed. Standards appropriate for NIMS users will be designated by the NIMS Integration Center in partnership with recognized standards development organizations

### **Incident Communications**

These will follow the standards called for under the ICS. The IC manages communications at an incident, using a common communications plan and an incident-based communications center established solely for use by the command tactical and support resources assigned to the incident. All entities involved in managing the incident will utilize common terminology, prescribed by the NIMS, for communications

In compliance with NIMS criteria, preparedness organizations and personnel at all levels of government, and within the private sector and nongovernmental organizations must be appropriately trained in order to improve all-hazards incident management capability nationwide Incident management organizations and personnel must also participate in realistic exercises-including multi-disciplinary and multi- jurisdictional events, and private sector and nongovernmental organization interaction- in order to improve integration and interoperability.

### *Incident Management Training*

Jefferson County will comply with all applicable requirements for NIMS training. Incident management organizations and personnel at all levels of government, and within the private sector and nongovernmental organizations, must be appropriately trained in order to improve all-hazards incident management capability nationwide Incident management organizations and personnel must also participate in realistic exercises-including multi-disciplinary and multi-jurisdictional events and private sector and nongovernmental organization interaction- in order to improve integration and interoperability. Training involving standard courses on incident command and management, incident management structure operational coordination processes and systems-together with courses focused on discipline-specified agency- specific subject matter expertise-helps ensure that personnel at all jurisdictional levels and across disciplines can function effectively together during an incident.

The Secretary of Homeland Security has outlined a series of steps that must be taken to become compliant with the NIMS. Specifically, each state, territorial, tribal and local level jurisdiction should support NIMS implementation by completing the NIMS awareness course (IS-700.) This independent study course explains the purpose, principles key components and benefits of NIMS. In addition, all emergency personnel with a direct role in emergency preparedness incident management or response should have taken the NIMS course as well as ICS-100 Introduction to ICS. These online courses can be taken via online.

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To access all the courses, all of the materials are there along with the online test, simply go to <http://trainign.fema.gov/Ev MIWeb>

## **STANDARD OPERATING GUIDELINE**

### **FUNCTION: UNMET NEEDS COORDINATION**

**I. Lead Agency:** **Capital Area Chapter, American Red Cross**

**II. Supporting Agencies:** Jefferson County Faith Based Organizations  
Jefferson County CERT  
Jefferson County Rotary  
Jefferson County Senior Citizen's Center  
Jefferson County Emergency Management  
Florida Cares  
Florida Baptist Disaster Relief  
G-Fast  
Rainbows Edge Rescue  
Salvation Army  
Second Harvest

### **III. Introduction**

#### **A. Purpose**

The unmet needs function seeks to coordinate the activities of volunteer organizations that are donating goods and services to assist individuals and families impacted by a disaster.

#### **B. Scope**

This guideline provides guidance for coordinating the efforts of individuals and organizations in Jefferson County seeking to assist individuals and families impacted by a disaster. The unmet needs function focuses on meeting human needs prior to the arrival of governmental assistance and addressing needs that remain after governmental assistance has been exhausted.

#### **C. Assumptions**

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1. Jefferson County has been impacted by a disaster that exceeds the response capabilities of the local government.
  2. Donations of goods and services from non-governmental organizations are needed to augment the resources provided by government to meet the needs of disaster victims.

Emergency Operations Center Jefferson County and Jefferson County School Board agree that: In the event of a catastrophic medical emergency in Jefferson County, resources will be quickly committed to providing the necessary healthcare services. Such an event may require a facility to support the activation of an Alternate Care Site. The Alternate Care Site will serve as a site where patient care can be provided to individuals impacted by a large-scale catastrophic emergency.

1. **Facility Space:** Jefferson County Emergency Operations Center accepts designation of Jefferson County Old High School located at 575 Water St, Monticello, Florida 32344 as a Distribution Site, in the event the need arises.
- 3.

## **IV. Concept of Operations**

### **A. Unmet Needs Coordinator**

Jefferson County has appointed the Capital Area Chapter of the American Red Cross (ARC) to coordinate the unmet needs recovery function. The Disaster Services Director of the Capital Area Chapter of the ARC or her designee will serve as the Unmet Needs Coordinator for Jefferson County following a disaster.

This activity is part of the Operations Section of the county's Emergency Operations Center. The county's EOC utilizes the ICS structure during all activations.

### **B. Supporting Resources**

Support for the unmet needs function will come from the Jefferson County EM Department and from local churches and not-for-profit organizations. The Community Emergency Response Team (CERT) volunteers will be utilized as support for the un-met needs of Jefferson County citizens.

### **C. Roles and Responsibilities of the Unmet Needs Coordinator**

1. Coordinate with the Community Relations Coordinator to identify existing unmet needs in the community;



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2. Attempt to identify sources of assistance from volunteer organizations for individuals with unmet needs; and
  3. Coordinate the actions of local volunteer organizations to address unmet needs in Jefferson County and eliminate wasteful duplication of services.

#### **D. Coordination with Municipalities on Unmet Needs**

The Unmet Needs Coordinator will work with the City Clerks and with agencies serving these communities to ensure that the Coordinator is aware of unmet needs that may exist in the municipalities. Unmet needs will be documented and tracked to ensure against duplication of efforts or benefits.

#### **E. Unmet Needs Committee**

Should the need arise the Jefferson County LMS Steering Committee will function as the local unmet needs committee.

#### **F. Process for Identifying Local Unmet Needs**

1. Unmet needs may be brought to the attention of the Unmet Needs Coordinator by the Community Relations Coordinator (Dianna Bullock). The Community Relations Coordinator, Jefferson Big Bend Disaster Task Force(COAD-Long term recovery group),working with local governmental agencies, local churches, volunteer fire departments, not-for-profit organizations, and civic groups, will facilitate the exchange of information regarding community needs throughout the county.
2. Unmet needs may be identified by American Red Cross Family Services working as part of an Integrated Service Delivery (ISD) team. The ISD team will include Damage Assessment personnel, Family Services personnel, and Health Services personnel. The ISD team will identify human services needs such as food, clothing, medicine, and temporary housing. [For more information on Disaster house please go to Annex 2](#)

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3. Unmet needs may be identified by volunteer organizations active in the community. These could include volunteer fire departments, civic organizations, and churches.

## **G. Process for Addressing Unmet Needs**

Needs that are unmet either before the arrival of assistance from the state and federal government or after exhausting available assistance and must be addressed on a case-by-case basis. The American Red Cross can provide assistance with food, clothing, and temporary shelter. The ARC can also assist by providing community referrals to other organizations (churches, service organizations, ad-hoc volunteer groups, and businesses) that may be able to work with victims to address their unmet needs.

## **H. Training**

The Jefferson County EM Department coordinates or supports regularly scheduled training on a variety of emergency management issues. Staff recently attended National Disaster Recovery Framework, Shelter training, FEPA Recovery Exercise, Damage assessment, Effective communications, Developing and management of volunteers training course. Should additional training become necessary to fulfill the responsibilities of the unmet needs function, the EM Director or designee will arrange for such training.

## **V. Roles and Responsibilities of Lead and Supporting Agencies**

### **A. Capital Area Chapter, American Red Cross**

The Capital Area Chapter of the ARC will serve as the coordinating organization for addressing unmet needs in Jefferson County. The ARC Disaster Service Director or her designee will serve as the Unmet Needs Coordinator. The roles and responsibilities associated with this position were discussed in section IV.C.

### **B. Jefferson County Churches**

Area churches have historically worked in concert and on their own to provide assistance to individuals affected by disasters in Jefferson County. Assistance has included clothing, food, and basic home repairs.

### **C. Jefferson County Senior Citizen's Center, Inc.**

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The Jefferson County Senior Citizen's Center will provide assistance transporting and feeding the elderly.

**D. Jefferson County Emergency Management**

The Jefferson County EM Department will provide whatever assistance is required by the Capital Area Chapter of the ARC to facilitate addressing unmet needs in Jefferson County. Emergency Management has a CERT volunteer unit that can be utilized for various unmet needs. They work with the non-profits to help accomplish those needs.

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- *First Level Supervision* - Agency and organization management after the entry level; personnel who fill ICS roles as First Line Supervisors, Single Resource Leaders Field Supervisors and other emergency management Response personnel that require a higher level of ICS/NIMS training should in addition to the requirements for entry level, should take the ICS 200 Basic ICS course or equivalent.
  - *Managerial Level* - Agency and organization management between the executive level and first level supervision; personnel who fill ICS roles as Branch Directors, Division/Group Supervisors, Unit Leader , technical specialists, strike team and task force leaders, single resource leaders and field supervisors; midlevel Multi-Agency Coordination System personnel EOC Section Chiefs, Branch Directors, Unit Leaders and others. These personnel should take the IS-800 National Response Plan and ICS-300 or Intermediate ICS or equivalent in addition to the requirements of the First Level Supervision Level.
  - *Executive Level* - Political and government leaders, agency and organization administrators and department heads; personnel that fill ICS roles as Unified Commanders, Incident Commanders, Command Staff, General Staff in either Area Command or single incidents; senior level Multi-Agency Coordination System personnel senior emergency managers and Emergency Operations Center Command or General Staff. These personnel should take the ICS-400 or Advanced ICS or equivalent in addition to the requirements of the Managerial Level

**Jefferson County Sheriff's Office  
Division of Emergency Management**



169 Industrial Park  
Monticello, FL 32344  
(850) 342-0211  
"We're Caring & Preparing"



David C. Hobbs, Sheriff

Carol Ellerbe, Director

December 20, 2016

**REFERENCE:** 1) Adoption by Resolution Jefferson County Comprehensive Emergency Management Plan (CEMP)  
2) Letter of Promulgation

**ATTACHMENTS:** FDEM Compliance Letter  
Letter of Promulgation for BOCC Chairperson Signature  
Resolution for BOCC Signature

Commissioners,

In accordance with the provisions of Rule Chapter 27P-6 Florida Administrative Code (FAC) at a minimum of every four (4) years Jefferson County has to submit to the State of Florida Division of Emergency Management their Comprehensive Emergency Management Plan (CEMP) for review. This review determines if our plan meets the CEMP compliance criteria. We had many discussions and comments with the review team, all county departments and other various agencies on updating the plan. The FDEM review team has determined that our plan meets the CEMP compliance criteria.

In accordance with Rule 27P-6.006(11) FAC the approved plan must now be adopted by resolution by you the Board of County Commissioners. Once the resolution has been adopted a copy along with an electronic copy of the adopted plan will be forward to Florida Division of Emergency Management (FDEM) to complete compliance.

Sincerely,

Carol Ellerbe, Director  
Jefferson County Sheriff's Office,  
Division of Emergency Management



STATE OF FLORIDA  
**DIVISION OF EMERGENCY MANAGEMENT**

RICK SCOTT  
Governor

BRYAN W. KOON  
Director

November 4, 2016

Ms. Carol Ellerbe, Director  
Jefferson County Department of Emergency Management  
169 Industrial Park Blvd  
Monticello, FL 32344

**CERTIFIED MAIL – RETURN RECEIPT REQUESTED**

Dear Director Ellerbe:

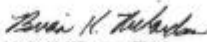
In accordance with the provisions of Rule Chapter 27P-6 Florida Administrative Code (FAC), the Florida Division of Emergency Management (FDEM) has completed its review of the Jefferson County Comprehensive Emergency Management Plan (CEMP). The review team has determined that your plan meets the CEMP compliance criteria. We hope that the comments and discussions the review team had with you and your staff during the review will assist you in future planning efforts and enhance the update of your CEMP.

**The approved plan must now be adopted by resolution by the governing body of the jurisdiction within 90 days in accordance with Rule 27P-6.006(11) FAC. You must forward a copy of the adoption resolution and an electronic copy of the adopted plan to FDEM to complete compliance. Failure to adopt the plan by resolution within 90 days will result in a letter of non-compliance unless an adoption extension is requested in accordance with Rule 27P-6.006(11) FAC.**

Ms. Carol Elerbe  
November 4, 2016  
Page Two

If you have any questions or need additional information regarding the plan's approval, please contact your review team leader, Nicole Neal, at (850) 413-9019 or by email: nicole.neal@em.myflorida.com.

Sincerely,

  
f- Linda McWhorter, Chief  
Bureau of Preparedness

LM/n/md

cc: Stephen Walker, Chairperson of BOCC, Jefferson County  
Jim Roberts, DEM - Regional Coordination Team Manager  
Brian Bradshaw, DEM - Regional Coordinator  
Chris Rietow, RPC Representative  
Evan Rosenberg, DEM - Recovery  
Miles Anderson, DEM - Mitigation  
Nicole Neal, DEM - CEMP Planner

**27P-6.006 County Comprehensive Emergency Management Plans - Review by Division.**

- (1) The provisions of this section shall apply to the Division's initial review of County Comprehensive Emergency Management Plans, and review of plans revised as a result of a determination by the Division that a county comprehensive emergency management plan is not in compliance with the terms of this chapter.
- (2) The Division shall review each county comprehensive emergency management plan at a minimum of every four years and shall offer the affected regional planning council an opportunity to participate in the review. The Division shall review the county plan in accordance with the criteria CEMP-001 and CEMP-002. The Division shall provide notice of its intent to review a County Comprehensive Emergency Management Plan via certified mail. Within 60 days of receipt of this notification the county shall provide to the Division a copy of the plan to be reviewed with a copy of the completed compliance criteria. Upon receiving notification of the intent to review, the county and the Division shall coordinate to finalize the Capabilities Assessment prior to the date of adoption of the plan by the governing body of the jurisdiction. The Division will provide the county with the results of its review and its finding as to the compliance of the plan within 60 days of its initial review. If the Division finds the county plan meets the requirements of this chapter, it shall issue a notice of compliance.
- (3) If the Division finds that a county plan does not meet all of the criteria established in this chapter the Division shall withhold a notice of compliance and issue a notification by the Division specifically stating the reasons the plan does not meet the criteria. Upon receipt of the notification by the Division, the county shall either:
- (a) Revise its plan by the date agreed upon by the Division and the county and make the changes available to the Division for review by the date agreed upon by the Division and the county; or
  - (b) Develop a workplan to be approved by the Division which addresses all changes necessary for compliance and a timetable for completion by the date agreed upon by the Division and the county; or
  - (c) In accordance with Section 120.57, F.S., request an administrative proceeding regarding the Division's withholding of a notice of non-compliance within 21 days of receipt of the determination.
- (4) If the county does not submit a revised plan, or a workplan by the agreed upon date after the receipt of the notification by the Division or request an administrative hearing the Division shall issue a notice of non-compliance via certified mail specifically stating the reasons for non-compliance. Upon receipt of the notice of non-compliance the county shall either:
- (a) Within 60 days revise the plan and make the changes available to the Division for review; or
  - (b) In accordance with Section 120.57, F.S., request an administrative proceeding regarding the Division's notice of non-compliance within 21 days of receipt of same.
- (5) If upon the submittal of the revised plan, either after the date agreed upon by the Division and the county or upon completion of the workplan, the Division finds that the revised plan is not in compliance, the Division shall withhold a notice of compliance and issue notification specifically stating the reasons the plan does not meet the criteria. Upon receipt of the notification the county shall either:
- (a) Revise the plan by the date agreed upon by the Division and the county and make the changes available to the Division for review; or
  - (b) In accordance with Section 120.57, F.S., request an administrative proceeding regarding the Division's notice of non-compliance within 21 days of receipt of the determination.
- (6) If the tasks laid out in the workplan are not completed in the time frame established in the workplan, the Division shall issue a notice of non-compliance via certified mail specifically stating the reasons for non-compliance. Upon receipt of the notice of non-compliance, the county shall either:
- (a) Within 90 days revise the plan and make the changes available to the Division for review; or
  - (b) In accordance with Section 120.57, F.S., request an administrative proceeding regarding the Division's notice of non-compliance within 21 days of receipt of the determination.
- (7) All requests for an administrative proceeding shall be filed in accordance with Section 120.57, F.S., and Rule Section 28-106.201, F.A.C. Failure to request an administrative proceeding within the time frames noted above and failure to request an administrative proceeding in accordance with this chapter shall constitute a waiver of the opportunity to contest the notice of non-compliance.
- (8) If the Division is unable, for any reason, to provide notice to the county regarding the results of its review within 60 days, it will forward a notice to the county stating its intent to extend the review period a length of time up to 90 days.
- (9) If the county is unable, for any reason, to provide a copy of their plan within 60 days of receipt of the intent to review

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notification, it will request an extension to the Division to extend the deadline for turning in their plan stating just cause. Upon approval by the Division, the extension will allow 90 days for the county to submit a copy of their plan. If after the extension the county is still unable to submit their plan, the county must develop a workplan which is approved by the Division.

(10) In order to ensure that County and Municipal Comprehensive Emergency Management Plans can be implemented in the event of a disaster or emergency, each agency assigned responsibility in the plan must coordinate the development of implementation procedures. The jurisdiction promulgating the plan shall document this coordination.

(11) After a determination that a County Comprehensive Emergency Management Plan is in compliance with the terms of this chapter the approved plan must be adopted by resolution of the governing body of the jurisdiction within 90 days of receiving notification of compliance from the Division before it becomes the Comprehensive Emergency Management Plan for such local government. If the county is unable to adopt the plan within 90 days the county may request in writing to the Division, stating just cause, an extension of no more than an additional 90 days to adopt the plan. Adoption must occur, at a minimum, every four years. Notification of the date of adoption shall be sent to the Division. Failure to adopt, to notify the Division of an adoption date or make available for review a revised plan and resolution will constitute non-compliance. Upon adoption of the plan, the county shall submit a copy of the adopted plan and resolution to the Division.

*Rulemaking Authority 120.57, 252.35(2)(b), (c) FS. Law Implemented 120.57, 252.35(1), (2)(a), (b), (c), (d) FS. History-New 1-18-01, Amended 2-24-85, Formerly 9G-6.006, Amended 2-5-91, 5-11-95, 2-11-01, Formerly 9G-6.006, Amended 7-18-13.*





STATE OF FLORIDA

**DIVISION OF EMERGENCY MANAGEMENT**

Ron DeSantis  
Governor

Kevin Guthrie  
Director

July 19, 2021

Director Paula Carroll  
Jefferson County Emergency Management  
169 Industrial Park,  
Monticello, Florida 32344

**CERTIFIED MAIL – RETURN RECEIPT REQUESTED**

Dear Director Carroll:

In accordance with the provisions of Rule Chapter 27P-6 Florida Administrative Code (FAC), the Florida Division of Emergency Management (FDEM) has completed its review of the Jefferson County Comprehensive Emergency Management Plan (CEMP). The review team has determined that your plan meets the CEMP compliance criteria. We hope that the comments and discussions the review team had with you and your staff during the review will assist you in future planning efforts and enhance the update of your CEMP.

**The approved plan must now be adopted by resolution by the governing body of the jurisdiction within 90 days in accordance with Rule 27P-6.006(11) FAC. You must forward an electronic copy of the adopted plan to FDEM to complete compliance. Failure to adopt the plan by resolution within 90 days will result in a letter of non-compliance unless an adoption extension is requested in accordance with Rule 27P-6.006(11) FAC.**

RESOLUTION 202108041

A RESOLUTION OF THE BOARD OF COUNTY COMMISSIONERS OF  
JEFFERSON COUNTY, FLORIDA, APPROVING AND ADOPTING THE  
COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN, AND  
PROVIDING AN EFFECTIVE DATE.

**WHEREAS**, Chapter 252, Florida Statutes, assigns to the Board of County Commissioners responsibility for emergency and disaster preparedness, response, recovery and mitigation; and

**WHEREAS**, being prepared for emergencies and disasters means being ready to respond promptly in danger situations, to save life and protect property and to provide relief from suffering and distress; and

**WHEREAS**, local services may be overwhelmed or inadequate and local government will have to operate effectively in different ways than in normal times to provide timely relief and minimize hardships in the event of natural and technological emergencies and disasters in Jefferson County; and

**WHEREAS**, many populated areas and parts of communities may require evacuation, shelter and food until the emergency and/or disaster ends, services are restored and needed supplies and materials are available; and

**WHEREAS**, this plan is intended to provide the framework for the development of detailed operating procedures for all County personnel charged with responsibility of protecting the public's health and safety from natural and technological emergency and/or disaster; and

**WHEREAS**, Florida Administrative Code Chapter 21F-6 requires each County to develop a Comprehensive Emergency Management Plan; and

**WHEREAS**, Chapter 30-6, Florida Administrative Code, furthermore, requires the governing bodies within Jefferson County to adopt by resolution, the Jefferson County Comprehensive Emergency Management Plan.

**NOW, THEREFORE, BE IT RESOLVED BY THE JEFFERSON COUNTY BOARD OF COUNTY COMMISSIONERS AS FOLLOWS:**

The Jefferson County Comprehensive Emergency Management Plan is hereby approved and adopted.

Page 1 of 1

This Resolution shall become effective immediately upon adoption and shall remain in effect until revoked, terminated, or superseded by the Board of County Commissioners.

ADOPTED in Regular Session This 04<sup>th</sup> day of August, 2021.

BY:   
Stephen Walker, Chairman of the Board  
Of County Commissioners

ATTEST:   
Clerk of Court

  
STATE OF FLORIDA  
**DIVISION OF EMERGENCY MANAGEMENT**

Ben Galbreath  
Director Nancy Guthrie  
Director

July 10, 2021

Director Paula Carroll  
Jefferson County Emergency Management  
108 Industrial Park,  
Monticello, Florida 32344

**CERTIFIED MAIL – RETURN RECEIPT REQUESTED**

Dear Director Carroll:

In accordance with the provisions of Rule Chapter 27P-6 Florida Administrative Code (FAC), the Florida Division of Emergency Management (FDEM) has completed its review of the Jefferson County Comprehensive Emergency Management Plan (CEMP). The review team has determined that your plan meets the CEMP compliance criteria. We hope that the comments and discussions the review team had with you and your staff during the review will assist you in future planning efforts and enhance the update of your CEMP.

The approved plan must now be adopted by resolution by the governing body of the jurisdiction within 90 days in accordance with Rule 27P-6.006(11) FAC. You must forward an electronic copy of the adopted plan to FDEM to complete compliance. Failure to adopt the plan by resolution within 90 days will result in a letter of non-compliance unless an adoption extension is requested in accordance with Rule 27P-6.006(11) FAC.

RECEIVED BY REGISTERED MAIL  
1015 SHAWNEE CIRCLE  
TALLAHASSEE, FL 32310-1100 POSTAGE WILL BE PAID BY ADDRESSEE FLORIDA DIVISION OF EMERGENCY MANAGEMENT  
2100 SHAWNEE CIRCLE  
TALLAHASSEE, FL 32310-1100

Dir. Paula Carroll  
July 10, 2021  
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If you have any questions or need additional information regarding the plan's approval, please contact your review team leader, Glen Hammons, at (904) 991-6947 or by email: [Glen.Hammons@dem.fl.gov](mailto:Glen.Hammons@dem.fl.gov).

Sincerely,

  
Ryan Lock,  
Emergency-Plans Manager

RL/gh

cc: Stephen Vukobrat, Chair, Jefferson County BOCC  
Brian Bradshaw, DEM Regional Coordinator  
Zach Annet, RPC Representative  
Melissa Strick, DEM - Recovery  
Miles Anderson, DEM - Mitigation  
Glen Hammons, DEM - CEMP Planner

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Dir. Paula Carroll  
July 19, 2021  
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If you have any questions or need additional information regarding the plan's approval, please contact your review team leader, Glen Hammers, at (850) 591-9947 or by email: [Glen.Hammers@em.myflorida.com](mailto:Glen.Hammers@em.myflorida.com).

Sincerely,

  
Ryan Lock,  
Preparedness- Plans Manager

RL/gh/

cc: Stephen Walker, Chair, Jefferson County BOCC  
Brian Bradshaw, DEM Regional Coordinator  
Zach Annett, RPC Representative  
Melissa Shirah, DEM - Recovery  
Miles Anderson, DEM - Mitigation  
Glen Hammers, DEM – CEMP Planner

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## ANNEX 2

### **Jefferson County Emergency Management Disaster Housing Standard Operating Guidelines (SOG)**

Jefferson County's Taskforce Members represent a broad spectrum of organizations from internal (i.e. elected officials, county and city administrators, sheriff, fire, road, water and solid waste departments, appraiser's office, county school district, etc.) to external (i.e. nonprofit organizations, chamber of commerce, faith based groups, red cross, financial institutions, hospital, local business owners, etc.). Their technical expertise and leadership provide the needed guidance for the disaster-housing mission.

#### *Jefferson County Local Disaster Housing Taskforce*

- Jefferson County Sheriff's Office (Sherriff)
- Jefferson County Division of Emergency Management (Director)
- Jefferson County SHIP Program (Coordinator)
- Jefferson County Board of County Commissioners (Chair and County Coordinator)
- City of Monticello (Chair and/or Mayor)
- Jefferson Correctional Institution (Warden)
- Jefferson County Health Department (Director)
- Jefferson County Property Appraiser (Property Appraiser)
- Jefferson County Building Department (Official)
- Jefferson County Planning Department (Official)
- Jefferson County Road Department (Supervisor)
- Jefferson County School Board (Superintendent)
- Jefferson County Humane Society (Director)
- Jefferson County Solid Waste & Recycling (Director)
- Jefferson County Fire Rescue Department (Chief)
- Jefferson County Clerk of Court (Clerk)
- Jefferson County Extension (Director)
- City of Monticello Clerk of Court (Clerk)
- City of Monticello Police Department (Chief)
- City of Monticello Public Works Department (Director)
- The Apalachee Center (Administrator)
- Volunteer Fire Departments (Representatives)
- Jefferson County Recreation (Manager)
- The Monticello -Jefferson County Chamber of Commerce (Director)
- Florida Forest Service (Local Representative)
- Faith Based (Pastor)
- American Red Cross (Regional Representative)
- Salvation Army (Regional Representative)
- Northwest Florida Water Management District (Local Representative)

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- Suwannee River Water Management District (Local Representative)
  - Duke Energy (Local Representative)
  - Tri-County Electric Cooperative (Local Representative)
  - The First Bank (Officer)
  - Farm Credit of Northwest Florida (Officer)
  - Capital City Bank (Officer)

Jefferson County’s housing plan outlines the specifics in reference to the housing strategies, the process to expedite permits, and direction on temporary housing after a hazard event.

### **Housing Strategies**

It is vital to transition displaced families to a more stable and secure housing alternative in the aftermath of the disaster. As disaster situations improve, all internal and external partners will focus their efforts on transitioning displaced residents back to their pre-disaster dwellings or, if those dwellings cannot be re-inhabited, other permanent housing options.

The phases for the housing strategies include:

- ✓✓ Emergency Shelter Operations
- ✓✓ Transitional Shelters
- ✓✓ Hotel, Motel, Bed and Breakfast Placement
- ✓✓ Interim Housing Programs
- ✓✓ Direct Housing
- ✓✓ Catastrophic Events

#### **A. 1<sup>st</sup> phase: Emergency Shelter Operations (0 – 21 days)**

*Jefferson County has emergency shelter operations available for the county residents in the immediate need after a storm event. There are a limited number of spaces available and if more spaces were needed, residents would need to evacuate and move to neighboring counties for additional emergency shelter operations.*

#### **Main Shelter**

Jefferson County has identified the Jefferson Somerset School as the primary risk (or main) shelter for the county residents. This building can host approximately 1245 people. The facility would offer the needed facilities (electric, water, sewer or bathroom) for a temporary shelter and is located in the City of Monticello.

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### *Additional Host Shelters*

The 2<sup>nd</sup> host shelter would be the First Baptist Church and the 3<sup>rd</sup> host shelter would be the First Methodist Church (both are located in the City of Monticello and can host approximately 100 residents each).

### **Special Needs Shelter**

The special needs shelter is located in a neighboring county, Leon County, at the Florida High School, 3000 Schoolhouse Road, Tallahassee, Florida. This shelter can host all of the special needs residents from the county. In addition, this special needs shelter is a regional shelter that also hosts other neighboring counties (i.e. Madison, Wakulla and Franklin).

### **Refuges**

Refuges of last resort will be used for temporary and minimal sheltering to evacuees who cannot be accommodated in public shelters. These shelters would not be expected to offer bedding, food/water, medical or other services. The evacuees should be self-supporting. Every attempt will be made to move these evacuees to public shelters as soon as possible. Sources of refuge would include church buildings, service club buildings, fire halls, community centers and possible individual homes if not needed. Unoccupied office, warehouse or other types of building may be utilized.

### **B. 2<sup>nd</sup> phase: Transitional Shelters (10 – 60 days)**

When traditional interim housing is not yet available, communities may use hotels, motels or facilities such as community centers, or vacant commercial buildings may be altered to provide the additional space and privacy.

These locations may be beneficial for short-term solutions, but generally do not provide a suitable long term housing solution for families. The interim housing solutions should immediately refocus on strategies that provide safe, sanitary, and functional housing for individuals up to eighteen months. This may include the use of all of the options listed in the following sections.

#### Warehouses (Congregate shelters)

Vacant warehouses may serve a number of purposes in the aftermath of a disaster including disaster housing. Through the customization of prefabricated pods, aluminum framing systems, and structural insulated panels, it is possible to transform the existing infrastructure into a personalized interim home.

*Note: Currently, there isn't warehouse space for lease in Jefferson County. Details on warehouse space should be evaluated on an annual basis for a possible transitional shelter in the future.*

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### C. 3<sup>rd</sup> phase: Hotel, Motel, and Bed and Breakfast Placement (30 days – 18 months)

Evaluation on room accommodations should be researched and reviewed on an annual basis.

Placement of survivors in hotel and motel accommodations is the preferred and most immediate transient housing solution. **The Jefferson County Community has 6 hotels/motels/bed and breakfast inns in Monticello.** The hotel, motel, and bed and breakfast placement for the county residents could possibly apply for a small group of displaced residents.

*Other hotel, motel, and Bed and Breakfast options:*

There are 83 hotels in Tallahassee, Florida, (with a nationwide average of approximately 114 rooms per hotel, the estimated number of hotel rooms would be over 7,500 rooms, (the 7,500 is based on estimations figured in with the smaller hotel properties with less than 114 rooms per hotel). The city of Tallahassee is approximately a 40-minute drive from the City of Monticello. There are also neighboring communities like Thomasville, Georgia, which is less than a 30-minute drive from Monticello and has 14 hotel properties.

As part of the Damage Assessment, the Department of Emergency Management will work with the hotel/motel management to determine their damage status and the availability of rooms available for disaster survivors, emergency response workers or disaster volunteers.

The American Red Cross will offer congregate shelters until the Stafford Act's Individual Assistance Program under FEMA is activated. Funds are then transferred directly to the survivor. Direct payment by FEMA to a hotel may be possible but is less likely.

Throughout the placement process it is vital to consider the functional needs of the survivors. The American Red Cross will to the greatest extent feasible follow FEMA's Functional Needs Support Service (FNSS) guidance for sheltering persons with disabilities. Priority placement of persons with disabilities and special needs clients should be given to handicap accessible units within hotels and motels when possible. Similarly, survivors may also have to accommodate their pets. The State Tourism Department maintains a list of hotels that will accept pets. Hotels and motels may also choose to temporarily waive prohibitions against pets during the initial disaster period. The Department of Emergency Management should determine this when contact is made regarding status and room availability.

The initial payment for the survivor's occupancy for the hotels and motels stay will typically be made by the American Red Cross until the Stafford Act's Individual Assistance Program under



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FEMA is activated. Funds are then transferred directly to the survivor. Direct payment by FEMA to the hotel may be possible but is less likely.

#### **D. 4<sup>th</sup> phase: Interim Housing Programs**

Emergency Repair Program: Temporary Roofing Program/Blue Roof

The Jefferson County Community's Temporary Roofing Program is under the authority of the County Coordinator. The USACE liaison and its' trained contract staff will report directly to the EM Director who will activate the blue roof mission for the Community.

Under this program, the USACE provides temporary roof coverings (i.e. blue tarps) to cover damaged roofs of private homes. The work performed on the temporary roof coverings are applied directly to the damaged roofs by USACE contracted personnel. Following is a list of actions, which must be performed to implement the Blue Roof Mission:

- Identify and Prioritize: Upon completion of the initial damage assessment process, teams will identify and prioritize severely impacted geographic regions within the Jefferson County Community.
- Installation: Personnel will be tasked to apply the tarps to damaged roofs in the most severely impacted areas first on single and multifamily homes with asphalt or shingle type of roof covering. Metal roofs, tile roofs, and mobile homes are not eligible.
- Right of Entry: In order to install tarps, homeowners must complete a right of entry form.
- Information Coordination: A daily briefing will be conducted providing a status update of the number and location of temporary roof installations conducted.
- Staffing: The USACE also teams with local partners to assist in the blue roof mission. The Division of Community Services, working with Emergency Support Function (ESF) Volunteers and donations may identify and train volunteers to support the temporary roofing/Blue Roof mission.
- Bulk Distribution: If necessary, the EOC may decide to distribute temporary roof coverings to citizens with significant roof damage after a large-scale disaster. If the roof coverings are provided to the Community for distribution from state and or Federal resources, then the supplies will be received at the Community Staging Area and distributed to local Points of Distribution throughout the Community, as supplies are available. Residents will be able to pick these state/Federal-supplied resources at their closest point of distribution.

Additional Emergency Repair Program

## Private Rental Properties

Based upon available vacancy rates, and affordability, rental properties may be available to provide survivors Interim Housing options. The amount of rental assistance is based on the fair market rate as determined by Housing and Urban Development (HUD) and may be viewed at [http://portal.hud.gov/app\\_nhls](http://portal.hud.gov/app_nhls) on the National Housing Locator (NHL), which is also a searchable, web-based clearinghouse of available rental housing nation-wide after a disaster.



### FY 2021 FAIR MARKET RENT DOCUMENTATION SYSTEM

#### The FY 2021 Tallahassee, FL HUD Metro FMR Area FMRs for All Bedroom Sizes

Final FY 2021 & Final FY 2020 FMRs By Unit Bedrooms					
Year	<a href="#">Efficiency</a>	<a href="#">One-Bedroom</a>	<a href="#">Two-Bedroom</a>	<a href="#">Three-Bedroom</a>	<a href="#">Four-Bedroom</a>
FY 2021 FMR	\$778	\$843	\$1,024	\$1,361	\$1,484
<a href="#">FY 2020 FMR</a>	\$771	\$829	\$1,019	\$1,361	\$1,478

Jefferson County, FL is part of the Tallahassee, FL HUD Metro FMR Area, which consists of the following counties: Gadsden County, FL; Jefferson County, FL; and Leon County, FL. All information here applies to the entirety of the Tallahassee, FL HUD Metro FMR Area.

#### Fair Market Rent Calculation Methodology

[Show/Hide Methodology Narrative](#)

Fair Market Rents for metropolitan areas and non-metropolitan FMR areas are developed as follows:

1. 2014-2018 5-year American Community Survey (ACS) estimates of 2-bedroom adjusted standard quality gross rents calculated for each FMR area are used as the new basis for FY2021 provided the estimate is statistically reliable. For FY2021, the test for reliability is whether the margin of error for the estimate is less than 50% of the estimate itself and whether the ACS estimate is based on at least 100 survey cases. HUD does not receive the exact number of survey cases, but rather a categorical variable known as the count indicator indicating a range of cases. An estimate based on at least 100 cases corresponds to a count indicator of 4 or higher.

If an area does not have a reliable 2014-2018 5-year, HUD checks whether the area has had at least minimally reliable estimate in any of the past 3 years, or estimates that meet the 50% margin of error test described above. If so, the FY2021 base rent is the average of the inflated ACS estimates.

If an area has not had a minimally reliable estimate in the past 3 years, the estimate State for the area's corresponding metropolitan area (if applicable) or State non-metropolitan area is used as the basis for FY2021.

2. HUD calculates a recent mover adjustment factor by comparing a 2018 1-year 40th percentile recent mover 2-bedroom rent to the 2014-2018 5-year 40th percentile adjusted standard quality gross rent. If either the recent mover and non-recent mover rent estimates are not reliable, HUD uses the recent mover adjustment for a larger geography. For metropolitan areas, the order of geographies examined is: FMR Area, Entire Metropolitan Area (for Metropolitan Sub-Areas), State Metropolitan Portion, Entire State, and Entire US; for non-metropolitan areas, the order of geographies examined is: FMR Area, State Non-Metropolitan Portion, Entire State, and Entire US. The recent mover adjustment factor is floored at one.

3. HUD calculates the appropriate recent mover adjustment factor between the 5-year data and the 1-year data and applies this to the 5-year

Source: [https://www.huduser.gov/portal/datasets/fmr/fmrs/FY2021\\_code/2021summary.odn](https://www.huduser.gov/portal/datasets/fmr/fmrs/FY2021_code/2021summary.odn)

## Properties in Foreclosure

Jefferson County is committed to identifying and exploring all potential disaster housing options

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regardless of whether they are ultimately employed by decision makers in the aftermath of the disaster. The utilization of vacant homes, which are currently in foreclosure is highly controversial

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And may not be viewed favorably by the financial industry. There are many potential legal, financial, and long-term economic implications of tapping into the foreclosure real estate assets as disaster housing options in Jefferson County.

The Jefferson County Community, FEMA, and the State of Florida would not typically provide programs or services associated with subsidized post-disaster housing programs with single-family homes currently in some level of foreclosure. The utilization of foreclosed property would be established, as a last resort, only as a referral program by Jefferson County Community placing disaster survivors in contact with property owners, banks, or property manager who might offer the property for rental. The issues of property condition, unpaid liens, rental arrangements, etc. would be too manpower intensive to address as a primary resource for temporary post-disaster housing.

The foreclosure process entails a multitude of steps, which may last in excess of two years. Post-Disaster, some homes may be vacant while others may be occupied. Ideally, the Federal, state, and local partners would work cooperatively to identify vacant homes where the lender has already officially filed a Lis Pen dens. Some homes may require repairs while others would be available for immediate occupancy if permission were granted. Under these circumstances, the lender has the ultimate decision whether the home may be leased to disaster survivors.

*At this time, Jefferson County would not utilize “foreclosed properties” within the county as a temporary or permanent housing solution.*

#### **E. 5<sup>th</sup> phase – Direct Housing**

The primary method of providing direct housing assistance is to install a mobile housing unit on an applicant’s private lot or driveway and temporarily connect it to existing utilities. This allows homeowners to remain within close vicinity of their home during the repair process, allows children to remain within their existing schools/daycare centers, and provides survivor’s access to their customary social setting, existing medical services, and retailers. Furthermore, this strategy takes advantage of the existing infrastructure capacities for the community. The Disaster Housing Strategy’s goal is to place up to 42% of the direct housing mission on survivors’ private property.

However, there may be environmental and regulatory obstacles that may hinder the implementation of this strategy. Some communities lie within flood zones; therefore, placement of mobile units is generally not recommended unless catastrophic level conditions mandate extreme measures. Lastly, there might be other options in Jefferson County and should be explored to placing FEMA trailers onsite including open areas and parking lots, if available.

Following are the basic steps that should be followed when requesting a mobile unit for a private lot:

- Jefferson County EM Director or designee notifies Joint Housing Operations Command and requests a mobile housing unit for a private site.

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- Contractor provides a unit tracking form with an identification number for the unit.
  - Contractor sends an inspector to check private site for debris, utilities, and size and determines necessary permits.
  - If site is approved, then the inspector notifies the Contractor and provides the field coordinate units (GPS) to the Contractor.
  - Contractor determines if permits are necessary and works with Jefferson County EM apply for any necessary site permits.
  - Once the necessary permits are received, the Contractor's logistics structure is notified and a unit is assigned to the site from a staging area. The unit's serial number is assigned to the unit tracking form.
  - Unit leaves the staging area site and meets the inspector making the initial assessment of the site and assures that the following set up steps are taken:
    - Blocking
    - Skirting
    - Anchors
    - Access built
    - Clean up and ready for occupancy
    - Once site is approved, the unit tracking form is completed with the address and serial number of the unit, as well as a picture of the unit on site.

#### Direct Housing on Business and Commercially-Owned Property

Economic redevelopment is vital to community restoration in the aftermath of a large-scale disaster. The business community must immediately resume activities in order to provide necessary goods and services to the residents. When feasible, business owners may choose to place temporary mobile units on their commercial property in order to permit employees and their families to continue to work. While it is preferable to place all mobile units on privately-owned residential lots, many employees may not have this option because they do not own a residential lot, they do not have the ability to safely access their home or business site, or other public safety or utility challenges preclude this option.

On a case-by-case basis, Jefferson County may choose to temporarily waive zoning restrictions on business and commercial property to temporarily allow disaster-housing options.

Various commercial or industrial structures may be suitable for conversion to temporary housing in a worst-case scenario in which all other temporary housing resources are exhausted. In addition, some partially developed or undeveloped commercial/industrial properties may be suitable for setting mobile homes or travel trailers. In addition, vacant office space in surrounding businesses

May serve as appropriate means for temporarily house individuals if mobile homes or travel trailers prove to be overly problematic. Jefferson County will make every effort to consider these options in their housing strategy.

**Direct Housing on Existing Mobile Home Parks & Recreational Vehicle (RV) Sites**

Jefferson County is fortunate to have access to existing camping sites located throughout the county. *Specific details on the RV parks or sites are identified in table 1.*

Mobile home parks have existing utility hook-ups, infrastructure, and available community services. In parks where there are vacancies, FEMA may lease the pad and install the housing unit. These mobile home parks may become an important immediate housing alternative until group sites can be established.

In the event of a significant wind event, a large portion of the Community’s existing mobile home and recreational vehicle stock could be destroyed or otherwise rendered uninhabitable.

Once the debris of the former housing units has been cleared, additional vacant spaces over the current estimated number may become available. However, in all likelihood, any spaces, which become available due to the destruction of units, will be utilized by the former resident households of the space for the location of a new housing unit. Therefore, the number of spaces, which would be available to disaster survivors who are not currently mobile home or Recreational Vehicle Park residents, should be estimated at the current vacant number. When possible, it may be advantageous to expand existing mobile home parks and travel trailer parks on a temporary basis in order to increase the total number of mobile units at the site.

Mobile home parks remain politically and socially controversial in the State of Florida. Mobile homes represent a low cost housing alternative and are largely occupied by elderly populations and low-income residents. These populations are particularly vulnerable in the post-disaster environment. When evaluating the use and/or expansion of existing parks, the stress factor that this places on the existing population must be considered as well. Compromises to unit spacing and overall size should be considered. Additionally, mobile home parks may have age restrictions in place, which would restrict placement options. For additional information related to regulatory requirements, see the section below.

**Table 1 – RV and Mobile Home Parks In Jefferson County**

<b>Name</b>	<b>Address</b>	<b>City</b>	<b>Zip</b>
A Camper's World	397 Campground Road	Lamont	32336
A Stone's Throw RV Park	97 Cumberland Drive	Lamont	32336
Tallahassee East	346 Koa Road	Monticello	32344

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## Establishing New Disaster Housing Group Sites

As a last resort, Jefferson County in partnership with state and Federal agencies, may decide that the development of group sites may be the best available option to meet the needs of displaced renters or homeowners who cannot place a mobile housing unit on their private property.

The following factors must be considered:

a. Preliminary List of Public/Private Land

Jefferson County has a list of possible public and private owned properties, which may be evaluated for use as group sites in the aftermath of a disaster. As funds and resources permit, Jefferson County will conduct preliminary evaluation based upon the criteria listed below and rank the properties most likely to be used in the aftermath of a disaster. Jefferson County understands that the final selection of actual group site location will be based upon the magnitude of the disaster, the geographic location of the most severely impacted areas, and economic and political considerations in the immediate post-disaster environment.

The Housing Task Force has identified a school board-owned 49.99-acre parcel that could be a potential location for the Group Site, see Figure C:

- Address: South Water and West Washington Street, Monticello, Florida
- Parcel Number: 25-2N-4E-0000-0500-0000
- Acreage: 49.99 acres
- The parcel has several buildings, an auditorium, baseball, track and football fields at this location and plenty of open land space. In addition, city electric, water, and sewer services hook up; or temporary services could be brought in and located on the parcel to provide the needed utilities for the county residents.
- The location is close to several community services

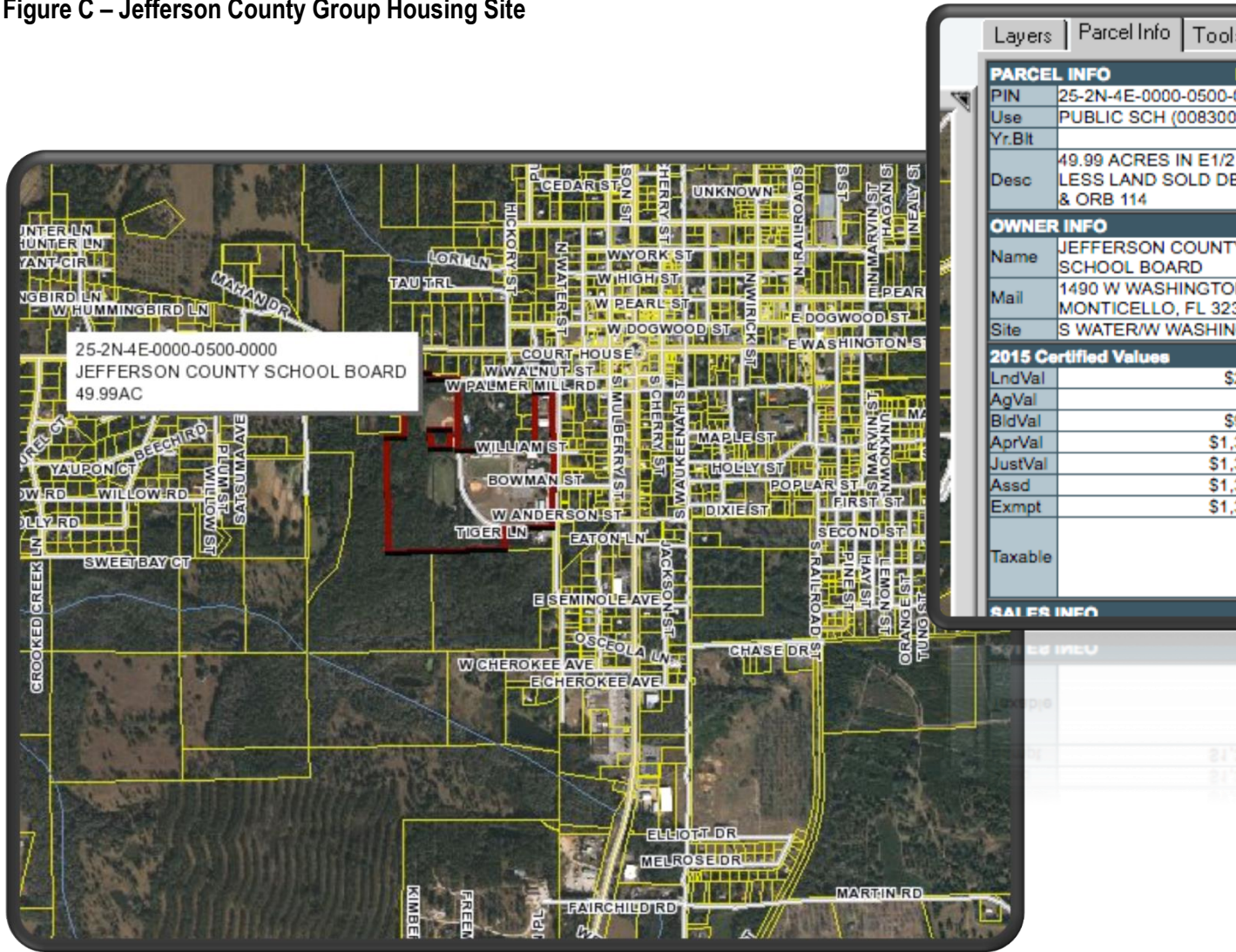
- 
- Owner – Jefferson County School Board
  - Entrance for the group site would be just South of 575 South Water Street

**Figure B – Parcel details for the Group Housing Site**

Specifics in Figure B - the pin number, property description, owner details, and other property information for the group housing site.



Figure C – Jefferson County Group Housing Site



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On an annual basis, Jefferson County, in partnership with other agencies, should consider the evaluation of potential properties, which could be used as group sites in the aftermath of a disaster.

The following organizations have information to support the property inventory:

- Real Estate Services, Property Appraiser, School Board District, and the Recreation Department.

b. Recommended Site Criteria

✓✓ Size: It is less desirable to place a large disaster-housing site on a single large piece of property. Smaller sites of about 4 to 5 acres each are preferable. The preferred manufactured home size is 14' X 60". Six to ten units can be planned per acre. Trailer emergency group sites can consider using 8' X 32' trailers and should plan five acres per 100 trailers.

✓✓ Location: Sites should preferably be located near their pre-disaster home neighborhoods and accessible to human support services such as grocery stores, schools and daycare centers, transportation routes, medical services, etc.

✓✓ Topography: The existing topography of the area will impact unit placement, drainage and other factors.

✓✓ Ownership: Land that is in public ownership will be under the direct control of the governing body. Many useable lands may be owned by the School Board and considered in their long term-term development. Privately owned lands should only be used with the permission of the landowner and will require lease agreements and payment among other legal issues. Private property that has been previously cleared and prepped for planned construction, or sites on regularly maintained grass lawn are preferred. Examples may include land being held for future development for housing, shopping centers, business parks, and agricultural fields.

✓✓ Environmental Impacts: Group site locations are evaluated for environmental impacts including contamination (Brownfields), floodplain and wetland rules and restrictions, protected habitats and endangered species requirements.

✓✓ Hazardous Materials: Contamination could be prevalent in areas located in a commercial and industrial areas or property around compromised utilities (wastewater/ solid waste disposal). The sites should also be evaluated whether there are aboveground or underground storage tanks in the vicinity, which could cause contamination. Adjoining land uses including industrial uses, agricultural uses, and others could introduce the potential for hazardous materials in air (smokestacks, pesticides/herbicides), water (industrial sewage, wastewater, disease), or land(contaminated soil, gas tank leaks, superfund sites, Brownfield sites) that could affect the health of future residents.

✓✓ FEMA Flood Zone: The location with a FEMA Flood Zone and/or surge zone could impact the safety of this site selection. Sites outside of the 100-year floodplain that have adequate storm water drainage systems would be preferable.

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∕∕ Open water and wetlands: Open water bodies could be a source of water-borne disease, child safety, and other hazards, and can often create costly construction difficulties.

∕∕ Compatibility of Surrounding Uses: The uses that surround the site may also impact the feasibility for a disaster-housing site.

∕∕ Utilities: Adequate utilities are essential and an evaluation must be made as to whether the utilities should be installed above ground or below the ground. If an event is large enough to mandate that infrastructure be installed into the ground, "Class A" permanent infrastructure at an appropriate density for permanent housing after the disaster is over should be used. An evaluation must also be made whether sufficient capacity exists in the utility infrastructure.

∕∕ Livability: The overall evaluation should also include a consideration of the likelihood that applicants will want to live at the group sites and the surrounding land uses. If the location is too undesirable, then survivors may choose alternatives.

∕∕ Ingress and Egress: Transportation resources must have adequate capacity on the roadway, as well as safe ingress and egress.

∕∕ Site Set-up: Following is a list of the basic step to set-up a group site:

- Site Selection
- Site Design, Inspection and Approval
- Site Preparation
- Utility Installation
- Unit Arrival
- Set-up Completion
- Blocking
- Skirting
- Anchors
- Access construction
- Furniture installation
- Occupancy
- Site Clean up
- Certificate of Completion

### c. Wrap-around Services

Beyond basic housing, residents may require extensive human support services in the immediate aftermath of a disaster including public transportation assistance, official document replacement, job counseling, mental health services, mail services, first response for fire and medical services, activities for children, storage, trash collection, security, outdoor recreation, and mail collection.

As much as possible, shopping, transportation, consumer services, and utilities should be provided by existing systems. Remote locations may require supplementary public transportation to schools, jobs, and shopping. If retail trade is seriously affected, mobile services may be required to deliver food and other goods. If site residents have lost much of their clothing, remaining items will have to

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be laundered more frequently. Laundry facilities must be accessible. Additional on-site facilities, such as recreation and communal spaces, should be provided within all but small sites. Recreation and social services such as day-care should be available.

FEMA, the State of Florida, local jurisdictions and the non-profits and volunteer agencies should be ready to respond to requests for wrap-around services for temporary housing residents in the following areas, working in collaboration with the State and local jurisdictions.

- Site, Security and Safety – Public Safety, Site Security, Traffic Redirection and Restoration of Access
- Infrastructure to Support Site – Public Utilities/Public Works, Public Transportation, Recycling and Solid Waste
- Centralized Services/Red Cross – Access to Healthcare/Medical Service, Counseling, Employment, Business and Legal Services, Food Availability, Laundry Facilities, Retail
- Community and Family Supports – Community Services, Childcare, Playgrounds/Pet Area Site

#### Plans

Maintenance: Maintenance of the travel trailers and mobile home units will be provided by the USACE designated contractors for the first thirty days.

Recertification: Recertification begins one month after a unit is occupied and continues on a monthly basis until the applicant locates other housing or repairs are complete.

#### State or Private Land State

##### Land

It is beneficial if these lands are located in close vicinity to transportation corridors, have potential access to basic utility services, and are in close proximity to other community services.

##### Private Land

For those that are privately owned, there may be significant incentives for private land developers to work with the community, state, and FEMA officials to utilize these properties for disaster housing. FEMA may be willing to install permanent infrastructure or improve the land to make it habitable if the formula is sufficiently cost effective for disaster housing purposes. Private landowners may be willing to consider an agreement or Memorandum of Understanding (MOU).

Some vacant development/subdivisions may also be in the state of foreclosure and have

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Outstanding bonds in place for the development of infrastructure. In the post –disaster environment, these properties could become attractive for use as disaster housing sites. The U.S. Army Corps of Engineers may be willing to install infrastructure components in order to make the land viable for disaster housing use.

#### **F. 6<sup>th</sup> phase – Catastrophic Events**

In the aftermath of a catastrophic incident, the challenges for disaster housing and community redevelopment are significantly increased. Policy choices, which may seem unacceptable during sunny day operations, may begin to increase in acceptability when community homes and infrastructure are largely destroyed. All segments of the community, including businesses and government agencies, must return to the impacted area in order to rebuild the community and ensure long-term viability. The magnitude and severity of a catastrophic disaster will mandate that a portion of the survivors relocate to host communities for a period of time until infrastructure systems can again sustain habitability.

Disaster housing strategies must remain flexible and creative to support the community’s long-term viability.

Soft sided Shelter Options: Tents: In the aftermath of a catastrophic disaster, if persons displaced from their homes by a disaster cannot be accommodated in existing shelters and/or vacant residential units, the State DEM may request that FEMA establish tent cities or temporary mobile home parks to meet temporary disaster housing needs. A tent city is a self-contained community within which all basic human needs can be met. Facilities may include potable water trucks, restroom trailers, shower trailers, laundry trailers, a recreation/school structure, and an administrative structure. Other items such as telephone banks, ATM machines, a convenience store, and a post office could also be provided on-site. Law enforcement and fire-rescue services would be provided on a 24-hour basis by local government or through mutual aid.

Depending on the magnitude of demand for housing units and the amenities furnished, tent cities can require up to 46 acres of open space. Regardless of the size, the site must be characterized by a hard surface or well-drained soils. If the site were characterized by loose soils, a 4" layer of large gravel would be required for drainage base.

*Jefferson County would set up tents either at the group site housing or the identified spaces at the RV or State parks.*

Due to Jefferson County Community’s vulnerability to disaster impacts, (such as multiple storm events (i.e. severe thunderstorms, flooding, heavy rains, etc. within the same season), it is preferable to identify temporary disaster housing options, which continue to provide the highest degree of public safety as possible. Many soft-sided options may not have high wind load thresholds.

Large prefabricated, clear-span, aluminum and specialized fabric structures may be available that

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Provide an increased level of wind loading capability and public safety protection. This is the preferred option in Jefferson County. Similarly, it is preferable to provide air-conditioned tents, individual 12' by 12' walled units with single doors for each resident household with privacy.

Based on American Red Cross guidelines for long-term housing, this would provide 240 square feet per household, or 60 square feet per person for a household of four persons. The complete tent city should be ready for occupancy by disaster survivors within three to six weeks from time of activation.

All large quantity of tent components are available from vendor inventories, and, in most cases, are deliverable within 72 hours. Although a tent city will adequately provide for all basic housing-related needs, it is generally recognized as the least desirable temporary housing alternative, and that it would be employed only in a disaster of tremendous magnitude that resulted in temporary housing needs exceeding the capacity of all other feasible alternatives.

#### *Expedited Permitting Process*

The close coordination between Jefferson County Building Department, the County Health Department, and FEMA is needed to expedite all related permitting issues related to implementation of the disaster-housing mission.

Regardless of the type of mobile unit or the location of the mobile unit, rapid and effective intergovernmental coordination is essential. Existing Mobile Home Parks that are being expanded as well as new disaster housing group sites must be inspected and permitted by the local building department, the local health department, and a FEMA representative. All parties may agree to a modified permitting process to ensure new parks have all the necessary requirements and existing parks can handle any increases in capacity through the proposed FEMA mobile homes.

Whenever possible, the Jefferson County Health Department may fast track the mobile home park permitting process to allow a speedy set up of the FEMA mobile homes. The County Health Department requires access to the state's online permit tracking system in order to issue a permit. This system is only accessible at a limited number of locations within Jefferson County, which could house the single permitting location. Advance coordination for electronic access will be essential.

For infill sites, conduct a life safety inspection to include the following elements:

- Resident name, address, phone, and FEMA registration number
- Electric and, if necessary, gas
- Setback requirements from one trailer to another, exposure distances
- Sanitary services
- Water services
- Other services which will be determined

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For new sites, the following items must be evaluated and implemented among disaster housing support agencies. Some of the sites may be pre-identified, while others are not pre-identified.

- Life safety inspection (same details as above)
- Infrastructure design
- Waterlines
- Master electrical distribution
- Feeding each trailer
- Fire protection
- Sewerlines
- A Development Review Committee review is also required

*Mobile Home Data in Jefferson County*

According to the Jefferson County Property Appraisers office, there are 2,382 mobile home property records identified throughout the county. Approximately 32% of the total county population (4,621) lives in mobile homes.

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## **ANNEX 3**

### **Jefferson County Emergency Management Recovery Annex**

#### **I. INTRODUCTION**

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

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

#### **II. GENERAL**

In the post impact phase of a disaster the Emergency Operations Centers (EOC) will be established to manage, coordinate, control and direct the response and recovery efforts. The EOC Org Chart defines the assumptions and functions associated with the EOC. The EOC will serve as the coordination point for establishing the Rapid Impact Assessment Teams (RIAT's), staging areas and other sites for coordinated assistance. The EOC will be manned by representatives from each ESF and other agencies involved in the recovery process. The EOC will be organized along the same lines of responsibility as the state and federal response and recovery systems.

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

- Establishment of an inter-county recovery network designed to provide the support for movement of response actions, relief supplies and services into the county.
- Acquisition, allocation and administration of the distribution of emergency supplies including food, water, ice and medications.
- Managing post-event sheltering operations.
- Initiating preliminary damage assessment (airborne and ground), debris removal and the restoration of utilities.

The primary agency responsible for coordinating recovery resources, relief supplies and support within the county is Emergency Management. This function will be performed from the EOC under the direction of the Emergency Management Director. If necessary, the



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EOC may be moved to an alternate EOC facility identified during the impact assessment to provide access to functional equipment or meet space requirements. This transfer to an alternate EOC will only take place when there is sufficient evidence that sustainment of operation is achievable and immediate danger has passed allowing recovery efforts to be initiated safely.

2. The Jefferson County Emergency Management Director has the primary responsibility for coordinating recovery efforts and her or her designee will serve as the local liaison to the Joint Field Office (JFO), Disaster Recovery Center (DRC) and State Recovery Staff.
3. Individual ESF's in the EOC will coordinate with their state counterparts during response and recovery operations. In order to assure the flow of accurate and timely recovery information, and to coordinate relief and recovery efforts, state and federal agencies will coordinate with the Liaison Officer in the EOC.
  - a. The Emergency Management Director or her designee will serve as the liaison to coordinate recovery activities with the municipalities. Individual ESF's in the EOC will coordinate with their municipal counterparts during response and recovery operations. In order to assure the flow of accurate and timely recovery information and to coordinate relief and recovery efforts, municipalities will be encouraged to have liaisons in the EOC.
  - b. All recovery activities are coordinated through the Emergency Management Director and begin during the response 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.

These information sources are reviewed and monitored to start the identification of areas that should receive priority for damage assessment and human needs assessment. This gathering of intelligence sets the stage for the operational transition from response to recovery activities, which takes place after the event.

- c. ESF-14 is responsible for providing public information and education programs regarding the recovery effort and available local, state and federal assistance. The Public Information Officer will follow procedures established in ESF-14 for the dissemination of information.

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Public information programs will use all available resources in reaching the population in Jefferson County. Special efforts will be made to reach the hearing/sight impaired; non-English speaking or those not in touch with traditional communications outlets.

- d. The Emergency Management Director is responsible for the overall coordination and establishment of a DRC for the affected area. The Director or her designee will serve as the County Recovery Center Coordinator to coordinate with state and federal individual assistance officers in the establishment of a DRC.
- e. The Emergency Management Director is responsible for the following items in support of the State of Florida Rapid Impact Assessment Teams (RIAT's).

Pre-designation of helicopter landing zones for RIAT aviation support. Landing zone locations (GPS coordinates) are listed in the Critical Facilities Inventory and have been transmitted to State of Florida Division of Emergency Management (FDEM).

Pre-designation of staging areas and sites for RIAT operations (GPS coordinates) have been transmitted to FDEM.

- f. The county utilizes the established process under the Stafford Act for obtaining and administering state and federal disaster assistance. When the President issues a disaster declaration that includes Jefferson County, the County will receive notice from the State directly. The Emergency Management Director will ensure that this information is transmitted to the Policy Group and all Sections and ESF's for coordination of financial reimbursement with county agencies while maintaining compliance procedures for financial transaction, accurate accounting, grants management, document tracking and payroll procedures. Each County agency is responsible for the collection and documentation of reimbursement information, identification of public assistance projects, and submission to the Clerk for countywide consolidation and submission to FEMA. It is the responsibility of Clerk of the Court to acquire additional staffing to implement the public assistance program.

The Emergency Management Director will transmit disaster declaration, recovery assistance information and technical assistance resources to the municipalities, special taxing districts and not-for-profit organizations whom perform essential governmental type services, as described in FEMA regulations.

- g. During a disaster event the county recovery activities outlined in this section are the same for declared and non-declared disasters with the

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Exception of available federal and/or state resources. Without a federal disaster declaration, financial assistance for victims is limited and heavy reliance is placed on the American Red Cross, Salvation Army, charitable agencies, volunteer donations and insurance coverage. Businesses must depend on insurance coverage or obtain loans/refinancing for recovery. The County and municipal governments must meet infrastructure recovery needs through existing operating funds and insurance or resort to bond issues to fund disaster recovery.

h. The primary departments and agencies that have support roles and will be involved in recovery operations are the following:

- Emergency Management-Director
- Fire Department-Chief
- Emergency Medical Services-Chief
- Sheriff's Office-Sheriff
- Property Appraiser-Property Appraiser
- School Board-Superintendent
- Road Department -Superintendent
- Building Department-Planner/Inspector
- Health Department-Administrator
- American Red Cross-Disaster Program Manager
- Municipality Departments-
- Voluntary Agencies Active in Disasters (VOAD)-Volunteers
- CERT-Program Manager
- AMATEUR RADIO TEAM-President
- MONTICELLO POLICE DEPARTMENT-Chief
- BOARD OF COUNTY COMMISSIONERS-Chairman
- CLERKS OFFICE-Clerk of Court
- All ESFs

### **III. RECOVERY FUNCTION**

#### **Damage Assessment Function**

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

Damage assessment has a two-fold mission:

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

#### **A. General**

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Once emergency conditions subside, rapid and thorough assessments must be conducted to assess the overall damage to homes and businesses within the

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Affected areas; to assess the overall damage to critical public facilities and services; and to determine whether those damages are sufficient to warrant supplemental federal disaster assistance.

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

## **B. Responsibilities**

### **Emergency Management**

- Provides damage assessment training.
- Collects and consolidates initial damage assessment reports.
- Transmits damage assessment information to the State Warning Point and through EM Constellations.
- Requests technical assistance if damage assessment is beyond county capabilities.
- Coordinates with state, federal and other damage assessment teams.
- Contacts Damage Assessment Coordinator to report to EOC.
- Develops public/private damage assessment standard operating guidelines and checklists.

### **Property Appraiser's Office/Planning Dept. (Building Inspector)**

- Ensures damage assessment teams are properly trained and equipped.
- Contacts Damage Assessment Team members to report to Staging Area for deployment.
- Coordinates damage assessment information received from private property and businesses.
- Assigns damage assessment teams to impact areas.
- Monitors threshold amounts for minor, major and destroyed properties.
- Provides residents with information regarding recovery assistance, informing residents of available services, location of the Disaster Recovery Center, handing out brochures, etc.
- Obtains property assessment information for team members.
- Assists in determining damage assessment values for private property.

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

In the immediate aftermath of the disaster, Jefferson County will conduct a countywide local impact assessment. The goal of this assessment is to determine the magnitude and severity of damage to structures and infrastructure; and, in the event of a severe rainfall event, determine the level of flooding damage.

All impact assessment team members must report impact assessment results through their designated chain of command to ESF-5 in the EOC within hours of disaster impact. The results are mapped on a Geographic Information System map with color-coded categories.

The impact assessment data provides a countywide general overview of the most significantly impacted areas and, therefore establishes a prioritization mechanism for damage assessment team deployment, resource allocation, and disaster assistance.

If outside assistance will be required, the initial damage assessment will be used as the basis for a local declaration of emergency.

### **D. County Damage Assessment and Preliminary Damage Assessment**

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

ESF-5 is the county's single point for receiving damage assessment reports and determining the disaster magnitude. The Jefferson County Property Appraisers Office/Building Inspector provides analysis support for damage assessment. This agency can provide a graphic depiction of damage levels as well as monetary damage assessments.

As information is received, the Property Appraiser uses computer analysis to determine dollar cost damage and mapping. This information can provide complete damage analysis support for the county. The Jefferson County Damage Assessment Coordinator assigns teams, backed-up with out-of-county mutual aid, to perform a "structure by structure" damage assessment.

ESF-5 produces a preliminary damage assessment for the state EOC Situation Report and other government agencies.

The initial damage assessment begins immediately after the incident occurs. This damage assessment determines whether more detailed damage assessments are necessary and identifies those areas where further efforts should be concentrated. The damage assessment data is reported to the Jefferson County Emergency

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Operations Center within twelve hours of the emergency occurrence by all County departments, municipalities and eligible private non-profit agencies.

From the damage assessments, a "quick dollar estimate" of the damages will be derived based on certain presumptions and assumptions predetermined by the recovery team in the Jefferson EOC.

In order to confirm that the impact from disasters meets disaster assistance thresholds, a Preliminary Damage Assessment (PDA) is requested by the EMD as soon as possible after damage assessment date is compiled, or if the magnitude of the event overwhelms the ability of the county to conduct its own damage assessment. The PDA will inspect impacted areas in coordination with the County EOC.

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

Information is collected and evaluated, using State Damage Assessment Forms, Situation Reports, Essential Elements of Information (EEI) and other means and is shared with State and Federal officials as needed. This prevents duplication of effort and verifies incomplete information.

ESF-5 is the single point to consolidate and evaluate damage assessment information. This assessment is formatted using State Damage Assessment Forms to facilitate rapid dissemination of information. Jefferson County agencies document and insure damage assessment procedures are standardized.

#### **E. State of Florida Rapid Impact Assessment Team (RIAT)**

Following any major or catastrophic disaster, a rapid assessment of local damage and victim needs is essential in determining the critical resources needed to support disaster victims. To accomplish this, the State will deploy a Rapid Impact Assessment Team(s) (RIAT) immediately following a catastrophic emergency or disaster in Jefferson County that requires immediate damage assessment to provide local officials full understanding as to the extent and impact of the emergency or disaster.

##### **1. RIAT Composition and Support**

Objective: To augment and assist Jefferson County officials with an accurate assessment of damage to local infrastructure (particularly roads and communications) and determine the immediate needs of the victim population in the affected area through coordinated use of the RIAT resources.

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Team Composition: The RIAT is a small group of civilian and military personnel experienced in conducting rapid assessment surveys following a catastrophic emergency or disaster. The RIAT will conduct assessments in coordination with officials from Jefferson County and affected municipalities. If required organizations are unable to assist the RIAT in this operation due to the level of disaster damage, the RIAT is prepared to conduct assessments independently.

Deployment: Florida Division of Emergency Management will initiate RIAT deployment following procedures specified in FLNG-RIAT. The RIAT team leader will coordinate assessment activity with the Jefferson County Emergency Management Director or designee. Jefferson County officials required to assist RIAT operations will immediately report to the Emergency Operations Center (EOC) when advised of RIAT arrival in Jefferson County.

Supporting Plans: All Jefferson County organizations and local municipalities tasked in this plan will prepare supporting plans or operating procedures applicable to their area of responsibility or support.

## **2. Key Assumptions**

RIAT will be available for deployment immediately following a catastrophic emergency or disaster in Jefferson County. Local road systems or helicopter landing zones will permit timely arrival and operation of RIAT.

## **3. Jefferson County Support Agencies.**

Emergency Management - Coordinate RIAT activity and support requirements with local support agencies and organizations. Serve as Public Assistance Officer (PAO).

Jefferson County Property Appraiser's Office/Building Inspector - Coordinate overall damage assessment operations; determine eligibility of public and private damage. Provide field officers to assist in facility (homes, businesses and public buildings) damage assessment.

Jefferson County Maintenance Department – Coordinates assessment of damage to county buildings, facilities and recreational sites.

Jefferson County Road Department - Assist in evaluating the damage to utilities and traffic control systems; roads and flood control facilities; and transportation resources.

American Red Cross - Identification of immediate personal, disaster relief needs for individuals affected by the event.



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Victim mass care requirements - food, water, clothing, shelter/housing, medical needs, etc.

Jefferson County School Board - Damage to school buildings and property.

All support agencies above and municipal agencies below will be notified of the kick off meeting as potential applicants.

#### **4. Municipal Damage Assessment**

Jefferson County Damage Assessment Teams will conduct assessments throughout the whole county, including the municipalities. If available, officials from each municipality will assist with the assessments within their jurisdictions.

#### **5. Damage Assessment Operations**

Deployed when directed by the State EOC, the RIAT with supporting Ground Support Team (GST) will move to the Jefferson County EOC or designated landing zone to establish a base of operations. Following arrival of the RIAT, the Emergency Management Director and the RIAT Team Leader will conduct a situation briefing to ensure both RIAT team members and local officials have the same initial assessment information. Following this briefing, team members and their local counterparts will conduct the assessments in accordance with the applicable state agency checklists (FLNG-RIAT).

Assessment Methods - Damage assessment can be conducted using several different methods depending on the availability of resources and extent of damage to local transportation system and facilities.

- Aerial Reconnaissance -- conducted when there may be no other way to enter an area; when the damaged area is so large that this method provides the best opportunity to identify specific areas. When the damage is so extensive and catastrophic that the need for detailed damage assessment may not be considered, the Civil Air Patrol will provide resources to assist with aerial reconnaissance.
- Windshield Survey -- used to assess a large area in a relatively short period of time. It may be utilized when areas are inaccessible on foot and a general overview of the area is all that may be required. A windshield survey provides the opportunity for team members to exchange views as they assess the area together. This process allows for the team to quickly record the

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Number of homes and businesses destroyed or damaged. The raw figures acquired by this method can be extrapolated to give a good overview of the extent of the disaster.

- Walk Through -- the most effective, thorough and time-consuming method for damage assessment. This method is most often used when the assessment needs to be very detailed and specific. In a marginal situation, detailed information needs to be gathered in order to assess the extent to which the jurisdiction is eligible for state or federal disaster assistance.

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

Individual and business preliminary damage assessment is essential to gauge the overall effects of the emergency or disaster, the economic damage and short and long recovery priorities. This information is vital in supporting requests for federal disaster assistance. When conducting a preliminary damage assessment of public facilities, information on the extent of damages will be essential in applying for and obtaining federal disaster assistance. Some of the information needed may not be readily available during the actual preliminary assessment, and may need to be collected in follow-up damage assessment and project worksheet processes. Damage Assessment Forms are available for Individual, Business and Public Assistance. Preliminary damage impact assessment teams will assess and record damages to the following public facilities and services to determine the severity of the disaster and determine immediate public needs.

Teams should make the following determinations:

### **1. Private Residences and Businesses**

- Primary versus secondary residences -- secondary homes are not eligible for disaster assistance.
- Homeowner or rental property -- homeowners are eligible for assistance for losses to both property and contents, whereas renters may only be eligible for losses to contents.
- Extent of damage -- damage less than 10% of the fair market value is considered minimal; major damage (structural damage to foundations, walls, roofs, etc.) falls within the range of 11 - 74% of fair market value; and structures damaged in excess of 74% of the fair market value are considered to be destroyed.
- Insured versus uninsured damage -- insured damages and losses are not eligible for disaster assistance.
- Tenant versus owner -- homeowners may be eligible for assistance in repairing or replacing losses to property and contents; whereas renters may be eligible for assistance to cover content losses only.

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- Estimated days out of operation -- this information is needed to estimate the total dollar loss to a business.
  - Number of employees -- used to estimate the amount of disaster unemployment for a business.
  - Replacement costs -- replacement costs of land, structures and content are eligible for disaster assistance.
  - Number of uninhabitable structures -- may indicate the need for temporary housing.

## **2. Public Facilities and Services**

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

## **3. Assessing Economic Injury**

Two methods exist to assess economic injury. The first extrapolates actual damage against existing studies. An actual survey of recovered business and receipts is the second.

### **F. Short and Long-Term Recovery Priorities**

The recovery process consists of short and long-term operations. The short-term recovery restores the vital services, such as electrical power, water, and sewer systems, clear roads in affected areas, and provide emergency assistance to disaster survivors. The disaster relief programs are managed by non-profit disaster relief and charitable organizations, local, state, and federal staff and provide assistance in restoring the personal, social, and economic well-being of private citizens.

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The long-term recovery focuses on restoring communities to a state of normality. This can be accomplished by assisting property owners in repairing or rebuilding their homes and businesses and assisting local governments, school districts, and other public non-profit agencies in restoring or reconstructing damaged infrastructure. State, local and non-government organizations manage the provisions of federal and state disaster relief funds to provide for restoration and recovery of vital facilities.

During emergency operations, state and local emergency responders are authorized by state law and executive order with the responsibility of executing direction and control of multi-agency state response and recovery operations. These key officials are responsible for determining response and/or recovery priorities. They have the authority to approve expenditures of state funds and commit state resources necessary and reasonable to satisfy those prioritized needs, and likewise, are provided with the authority to request assistance from the federal government.

One way to improve on the method for the prioritization of the recovery process is to participate in short and long-term economic recovery planning activities involving state and federal agencies. Planning ahead and participating with the local and regional economic development partners, tourism, the workforce development groups, and other business support organizations in such efforts at the local level will help streamline and guide the recovery process.

## **G. Human Services**

- 1. Disaster Recovery Center (DRC):** Registration through the website or telephone is the planned primary mechanism for affected citizens and persons impacted by a disaster. A Disaster Recovery Center may be established in the immediate area to provide “one-stop shopping” for information and registration. The Emergency Management Director will work closely with the ESF’s to ensure the selected facilities or locations are capable of supporting DRC operations for extended periods. It is anticipated that the Center will be located close to the impacted area. The concept is to have only one center open. Possible locations for a DRC will be coordinated with the Emergency Management Director, the Sheriff, the School Board, Chamber of Commerce and other property management interests. The Emergency Manager will keep a listing of government owned facilities that meet the federal site requirements and can be used as potential DRCs.

The location will be determined depending on the disaster. The EM Director or her liaison will serve as the DRC Coordinator and will provide the state and federal agencies with a list of locations identified in the pre- event planning stage and that have been inspected by preliminary damage assessment teams and found safe. The DRC Coordinator will

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Ensure Memoranda of Understanding are completed for each non-county facility selected for use as a DRC. Once DRC sites have been confirmed, the locations will be released to the PIO, and a press release will be provided to all available media sources indicating the DRC location(s). FEMA has established guidelines for determining if a building is suitable for use as a Recovery Center.

Workers for the DRC will be contacted and a briefing will be held. Request is made through EM Constellations.

2. **The County Recovery Center Coordinator** -- will work closely with ESF-2, ESF 3, ESF-6, ESF-7 and ESF-16 to ensure each DRC has the necessary utilities, supplies and materials to conduct operations. Once DRC sites and locations have been confirmed, county, state and federal PIO's will prepare a coordinated press release to advise persons affected by the disaster of the location of DRC's, assistance available and any documentation they may require to support their claims for assistance.
  - a. **Staffing** – DRC's will be staffed with representatives from appropriate federal, state and county agencies, private relief organizations and other organizations capable of providing disaster related information to individuals and businesses. Recovery Center staffing includes representatives from the organizations listed below. Additional agencies and staff may be located at the Recovery Center as required.

### Federal Agencies

- i. Applicant Services Specialist
- ii. Small Business Administration
- iii. National Flood Insurance Program
- iv. Disaster Unemployment Assistance
- v. Disaster Legal Services
- vi. Individual & Households Program

### State Agencies

- vii. Department of Children & Families
- viii. Agency for Workforce Innovation
- ix. Department of Elder Affairs
- x. Department of Veteran Affairs
- xi. FDEM – Mitigation
- xii. Department of Highway Safety & Motor Vehicles
- xiii. Department of Agriculture
- xiv. Department of Health
- xv. Department of Financial Services

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## Local Agencies

- xvi. Utilities
- xvii. Building Department

## Volunteer Agencies

- xviii. Faith Based Organizations
- xix. American Red Cross
- xx. CERT
- xxi. Goodwill

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

ESF 6 and ESF 11 will serve as the coordinating agencies for feeding distribution sites and temporary living areas. The American Red Cross will serve as a support agency to both ESFs. The American Red Cross (ARC) will coordinate with the Operations Officer for the placement of feeding, distribution and temporary living sites. The ARC will provide Emergency Management with copies of any Memoranda of Understanding for any site utilized that does not appear in the county database as a pre-approved location.

### 4. Infrastructure

#### Direction and Control of Recovery Operations

The Emergency Management Director or her liaison will serve as the Public Assistance Officer (PAO) who will be responsible for coordinating all activities related to federal reimbursement to local government and eligible private non-profit organizations, for their eligible costs incurred as a result of the event. The County PAO will also be responsible for staffing a Public Assistance Section at the Disaster Recovery Center (DRC). Each municipality and non-profit must have their own separate application with FEMA and will be required to file their own Request for Public Assistance (RPA). The County PAO will work closely with ESF-14 to notify all eligible governments and private non-profit organizations of the availability of federal public assistance funds. Potential eligible applicants will be notified of the date, time and location of the scheduled applicants briefing. The State has the responsibility to conduct the Applicant's Briefing.

#### Debris Disposal Procedures

ESF-3 has the responsibility for the overall coordination of debris removal efforts to include securing all required state and federal agency environmental permits. Emergency debris removal efforts will focus on clearing major transportation arteries in an effort to allow the movement of emergency vehicles, supplies, resources and traffic. After the restoration of

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The major transportation arteries has been completed, debris will then be removed from collector roadways, residential/local roadways, and public parks.

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

It is anticipated that significant numbers of personnel with engineering and construction skills, along with construction equipment and materials, will be required from state and federal agencies and from sources located outside of the affected area(s). The acquisition and deployment of these resources will be coordinated with ESF-7 and ESF-3.

ESF-7 is responsible for other emergency period contracts. ESF-3 is responsible for working with the current competitively bid debris removal contractor for all facets of debris management and documentation.

### **Insurance Coordination Procedures**

Most Public Assistance Grants will not be processed until insurance coordination with the appropriate carrier has been completed. County and local government Risk Managers must ensure early turnaround of insurance documents and documentation. Administrative staff will be responsible for providing technical assistance to eligible applicants and sub-grantees and for maintaining and submitting all documents and paperwork necessary to obligate and disburse public assistance funds. This includes establishing a system for the processing of payments and establishing and maintaining accounting records.

## **5. Administrative Procedures**

Although each local agency may be a separate applicant and eventual sub-grantee, Emergency Management will coordinate the process with state and federal officials.

### Applicant Briefing (Kick-off meeting)

An applicant briefing will be scheduled to advise potential eligible applicants (municipalities, county government and private non-profit entities) of the availability and requirements of federal assistance. Each potential applicant will be asked to complete and return a Request for Public Assistance (RPA) form. Damages suffered by each potential applicant are reported on the RPA and is used to determine the number of damage survey and inspection teams.

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

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

### Damage Surveys and Reports

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

The State Public Assistance Officer will coordinate with each applicant to arrange the survey and inspection schedules, ensure participation by appropriate local officials and ensure necessary records and documentation are available. The inspection team will prepare Project Worksheets (PW) for each project, identifying activity descriptions, scopes of work and cost estimates. Each PW undergoes two levels of review before approval by the FCO. This approval must occur within 45 days of the date of first inspection. The first review, performed jointly by the state/federal damage survey and inspection team, is for concurrence on the PW. If state and federal inspectors concur, the PW goes to the FCO for approval. If there is a disagreement on the PW, it is returned to the applicant for resolution of the discrepancy. The second review, conducted by FEMA staff, is done before final approval of the FCO. If the PW is approved, it is forwarded to the FCO for approval. If there is a discrepancy, it is returned to the survey and inspection team for resolution of the discrepancy.

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



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## Program Assistance and Management

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

## Final Inspections

When all PWs in any project application have been completed, a project summary must be submitted by the Sub-grantee to the State. State and federal inspectors will conduct a final inspection of the project to verify the project's completion. Final inspection documents will then be prepared and forwarded to the FCO for the preparation of any closing supplements.

## **Habitability Certification**

Once structures, buildings and homes have been severely damaged, and/or had power cut off in impacted areas, power cannot be restored until inspected by a certified electrician. The Jefferson County Building Department will notify utility suppliers in the County of reinstatement of electrical service. All buildings damaged must be permitted for rebuilding or restoration and all new work must be up to current codes. If building is more than 50% damaged, then it will be brought up to current codes. Condemnation of severely damaged buildings and structures will be accomplished when they become public safety issues. These are legal responsibilities of all jurisdictions within the county.

## **Emergency Housing**

In the aftermath of natural or manmade disasters, community members may be displaced for a short period of time or in some cases permanently due to loss of residential structures, environmental contamination, or other environmental factors.

The Jefferson County SHIP Coordinator will serve as the coordinating agency with their State counterpart to provide site(s) (existing homeowners' property if available) for emergency housing. The County will rely heavily on state and federal assistance for temporary or emergency housing.

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The goal is to provide safe, sanitary, functional, and accessible temporary housing options for displaced residents in order to expedite long-term community recovery. Within the broader recovery framework, this strategy primarily addresses the interim housing solutions for residents.

Based upon the results of the Preliminary Damage Assessment Reports, emergency housing efforts will begin. The Coordinator may draw resources and program support primarily on land use, expediting emergency permitting, site availability and code issues. Timely communication of mission-critical information and issues between all levels of government, the private sector and with the VOAD through ESF 15 will prove critical. A Client Management System will be activated on an as-needed basis as human service support needs escalate.

The Coordinator will also address long-term permanent housing issues; land use, non-conforming uses, elevation retrofit, and new construction issues that arise as a result of the disaster incident.

Determining the community need for emergency housing in the aftermath of a disaster is a challenging formula. However, an initial determination must be made in order to position the resources needed to implement the Disaster Housing mission. While the numbers will likely change as better data is received, the following informational components are needed to quantify the disaster housing need:

- Total number of residential structures (by type) with major damage, destroyed, or are deemed uninhabitable,
- The estimated number of residential structures which might be made habitable with minimal repairs,
- The status of hotel and motel units and vacancy,
- Available public housing units,
- Available inventory of manufactured housing or other fabricated dwellings which could be used for disaster housing,
- Available useable land meeting the suitability criteria for emergency group sites, including existing mobile home parks,
- Status of restoration of utilities,
- Availability of community services including Fire, EMS, Law Enforcement, Healthcare, Schools, etc.

### **Unmet Needs Coordination**

During a long-term recovery phase all unmet needs will be forwarded to ESF-15. With assistance from the volunteer groups including VOAD, ESF- 15 will utilize existing lists of community service providers, local churches, community outreach programs and municipalities to fulfill all requests consistent with Volunteer Florida's Unmet Needs Coalition Guidance (adopted by reference). Human Needs Assessment Teams, municipalities and local officials will meet to help identify unmet needs.

Training for ESF-15 members and local community groups is conducted periodically on an as needed basis. Training may include emergency home repair, debris removal, and donation warehouse management, processing centers, crisis counseling and other needed assistance.

### **Community Relations**

The Jefferson County Emergency Management Director or designee will act as the County Community Relations Coordinator. Trained volunteers will assist the Community Relations Coordinator in this capacity. This team will function as the liaison with the FEMA/State Team. The Community Relations Team in conjunction with the Damage Assessment Team will determine the most critically damaged or impacted areas for the FEMA/State Team to focus on. The Salvation Army as the lead agency of Un-Met Needs will be contacted to assist in assessing the community needs. In addition, ESF-8 lead and support agencies will be used to identify Special Needs or special concerns that need to be addressed. The Community Relations Team will conduct the following activities:

- Disseminate and collect information vital to the disaster victims in order for them to recover from the declared disaster. Flyers and applicant guides will be provided to the disaster victims on instructions on how to register for assistance.
- Report any disaster victims unmet needs to The Salvation Army.
- Provide the disaster victim with an opportunity to tell their story to a responsive Community Relations Team member.
- Maintain on-going communications with Community leaders/Organizations and Local Government officials regarding disaster issues and the disaster application process.