

**CITY OF PORT ST. LUCIE,
FLORIDA**



**COMPREHENSIVE EMERGENCY MANAGEMENT
PLAN**

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Port St. Lucie, Florida Emergency Operations Plan

1.0 Introduction

1.1 Executive Summary

The Comprehensive Emergency Management Plan (CEMP) establishes the framework to ensure the City of Port St. Lucie will be adequately prepared to respond to and recover from any hazards that threaten the lives and property of residents and visitors of the City. The CEMP outlines the responsibilities and coordination mechanisms of the City, and its stakeholders during a disaster. The CEMP defines the organizations ("Who"), their responsibilities ("What"), and points to supporting documentation to detail how ("How") these responsibilities will be implemented.

The CEMP is the guiding document for the City's response to and recovery from a disaster. It is supported by additional plans and procedures including the Coordinating Procedures Annex, and Standard Operating Guides (SOG). Together, they provide the framework for all phases of emergency management.

The CEMP unifies the efforts of all agencies and organizations on the local, state, and federal levels of government by utilizing the National Incident Management System (NIMS). The use of NIMS is federally mandated for local, state, and federal government agencies, per Homeland Security Presidential Directive 5 (HSPD-5) and has been fully integrated into all response and recovery efforts. The City of Port St. Lucie uses the Incident Command System (ICS) framework to ensure that all lead and support agencies are assigned appropriate roles and responsibilities. ICS represents organizational "best practices" and, as an element of the Command and Management Component of NIMS, has become the standard for emergency management across the country. This CEMP parallels St. Lucie County's activities outlined in the County's CEMP, and State activities outlined in the State of Florida CEMP, and federal activities set forth in the National Response Framework (NRF). This CEMP complies with the latest criteria issued for CEMP revisions by the State of Florida Division of Emergency Management (FDEM) and as required by Florida Statute (F.S.) Chapter 252 and Florida Administrative Code (FAC) Rule 27P-6. The City Manager or their proxy is the designated individual empowered with the authority to execute the plan on behalf of the City.

1.2 Purpose

The purpose of this Comprehensive Emergency Management Plan, for the City of Port St. Lucie, Florida, ("City") is to provide the City with an effective emergency management plan and process by which to guide the City through the phases of emergency management: prevention, preparedness, mitigation, response, and recovery.

Florida Statutes, Chapter 252 (Emergency Management) identifies Emergency Management powers and responsibilities for political subdivisions in the State of Florida. A provision in the statute is that “legally constituted municipalities are authorized and encouraged to create municipal emergency management programs, coordinating their activities with their respective county.” Furthermore, Florida Administrative Code Rule 27P-6.0095 (Municipal Comprehensive Emergency Management Plans) provides the requirements, format, and standards required by this CEMP. Furthermore, Presidential Homeland Security Directives 5 & 8 require that state and local governments adopt the fundamental principles, language, and operational concepts in the NIMS and the NRF.

The CEMP describes the basic assumptions, strategies, operational goals and mechanisms through which the City will mobilize resources and conduct activities to guide and support emergency management efforts through prevention, preparedness, response, recovery, and mitigation. The CEMP establishes a comprehensive approach to reduce the effects of natural, manmade or technological disasters on the community.

The CEMP establishes uniform policies and procedures consistent with NIMS to pre-address the five mission areas of emergency management: prevention, preparedness, mitigation, response, and recovery. It parallels federal, state, and county plans and requirements set forth in the Federal Response Framework and State of Florida CEMP. Further, it describes how national, state, and regional resources will be coordinated to supplement county resources in response to a disaster.

The CEMP describes potential hazards and the vulnerable populations affected by the hazards. It validates the use of the emergency operations center and emergency management concepts during emergencies under a NIMS-compliant Incident Command System (ICS), and it describes the response and recovery activities of public, private, and volunteer agencies during disaster incidents.

1.3 Scope

The CEMP establishes an official emergency management policy for all city departments, in response to, and recovery from, emergencies and disasters within the city.

The CEMP allows for the flexibility and adaptability to provide the emergency organizational structure for all hazards, regardless of type or size, and identifies the roles, responsibilities, and lines of authority for that structure.

The CEMP was written with the provisions of Rule 27P-6, FAC, as authorized by Chapter 252, F.S., is supportive of the St. Lucie County CEMP and the State of Florida CEMP, and follows the guidance set forth by the National Response Framework and the National Incident Management Strategy.

1.4 Methodology

1.4.1 Formulation

The CEMP was drafted by the City of Port St. Lucie's Office of Emergency Management, in coordination with city departments and partner agencies. Partner agencies include St. Lucie County Public Safety, St. Lucie County's Fire District, the Department of Health, and area hospitals. This document will predominantly be used internally to guide City personnel assigned to the Emergency Operations Center (EOC). It is maintained by the Office of Emergency Management, in collaboration with the aforementioned partners.

1.4.1 Coordination

Upon activation of this plan, processes used to manage resources and missions will be adhered to as defined under Florida State Statute 252 and the Florida Administrative 27P-60095. Specific processes and procedures regarding mission and resource management will be covered thoroughly under Section III, Concept of Operations.

1.4.2 Participation

Developing this CEMP consisted of studying the City's practices and procedures from prior activations, standard operating procedures, current legislation and reading other jurisdictions CEMP's including, St. Lucie County's CEMP. Interviews were held with City management and personnel exploring emergency management practices used in former activations and introducing concepts and ideas from standard emergency management documents such as the Comprehensive Preparedness Guide 101, FEMA's National Planning Frameworks, the National Preparedness Goal, the Whole Community Doctrine and the National Incident Management System. This document was created through discussions with the aforementioned and using national guidance and the State of Florida's Division of Emergency Management's CEMP Crosswalk.

In compliance with Florida State Statute §252.38.2, this plan will be reviewed by St. Lucie County's Division of Emergency Management to ensure consistency with the St. Lucie County CEMP, after which time it will be presented to the City Manager for Promulgation followed by the City Council for approval under the City's Emergency Management Ordinance Title IX, Chapter 98.

To promote local participation in the emergency management program this document is shared upon with request with the partner agencies listed in section 1.4.1.

1.4.3 PROMULGATION STATEMENT

Submitted herein is the City of Port St. Lucie Comprehensive Emergency Management Plan (CEMP). This document is the framework for citywide prevention, preparedness, mitigation, response, and recovery. This plan provides a structure for standardizing plans citywide and facilitates interoperability between local, county, state, and federal governments.

This plan has been developed following the guidance of the State of Florida Comprehensive Emergency Management Plan, the National Response Framework, the National Incident Management System, and FEMA's *Comprehensive Preparedness Guide* (CPG) 101 (v. 2.0) – *Developing and Maintaining Emergency Operations Plans*. The efficient and effective implementation of this plan is the responsibility of the Emergency Management Administrator or their designee. A program entailing review and evaluation of this plan is essential to its overall effectiveness.

This plan is hereby promulgated as of the date signed below.

 11-15-2021

Russ Blackburn
City Manager, City of Port St. Lucie

Date

1.4.4 Distribution

An electronic copy of the CEMP is available to all EOC staff present during EOC activations, partnering agencies, St. Lucie County Public Safety, and others upon request. It will be available in WebEOC® as well as the Port St. Lucie public website for anyone desiring to electronically retain a copy of the document. In addition, printed copies shall be provided to the following: The City Council; The City Manager's Office; City Attorney; and the Public Information Officer (PIO).

1.4.5 Record of Changes

The CEMP is a dynamic document that adapts to changes in policy, priorities, and needs, and will be updated as needed and in compliance with Florida statutes. A change to the plan does not require ratification by the City Council unless there is a major change in policy. Authority for changes to this plan is delegated to the City of Port St. Lucie Emergency Management Administrator, who is responsible for the coordination of changes with affected agencies, and after concurrence, may make changes to this plan. A Record of Changes, displayed on the following page, is used to record all published changes. All major changes will be routed to plan holders within 90 days of the promulgation of the change.

RECORD OF CHANGES

Date	Description of Change	Location	Posted By
12/2022	Added in OEM SOGs as references throughout document		OEM

Table 1

1.4.6 AUTHORITIES AND REFERENCES

This plan is written in full compliance with Municipal, County, State and Federal Ordinances, Statutes, Laws and Legislation that governs the field of Emergency Management.

Authority	Chapter and Section	Synopsis
City Ordinance	Title IX, Chapter 98	State of Emergency Management Plan – rules governing emergency declaration, order of succession, powers during an emergency, freshwater usage, alcoholic beverage prohibition, price gouging, curfew, debris removal, hold harmless, city governance during state of emergency, termination of state of emergency, emergency response plan, solvability.
St Lucie County	Comprehensive Emergency Management Plan	Document providing framework for St. Lucie County government to provide direction and control during and emergency impacting the county.
Florida State Statute (F.S.S)	§252.35.8(b)	Municipalities adopting emergency management plans must comply with all standards and requirements applicable to county emergency management plans
F.S.S	§252.38.1(c)	Counties shall serve as liaison for and coordinator of municipalities’ requests for state and federal assistance during post-disaster emergency operations.
F.S.S.	§252.38.2	Legally constituted municipalities are encouraged to create municipal emergency management programs. Said emergency management programs must coordinate with their programs with their respective county and adhere to the laws, rules and, requirements a county emergency management agency does.
Florida Administrative Code	27P-6.0095	Municipal Comprehensive Emergency Management Plans must comply with all the standards and requirements applicable to County CEMP’s
Presidential Homeland Security Directive	5	Enhances the ability of the United States to manage domestic incidents by establishing a single, comprehensive national incident management system (NIMS)

Presidential Policy Directive	8	National Preparedness describes the way United States Federal agencies will prepare for an incident. It requires Department of Homeland Security to coordinate with other Federal agencies and with State, local, and Tribal governments to develop a National Preparedness Goal with Emergency management.
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Table 2

2.0 Situation

This section of the plan contains a hazard analysis of the City, geographic characteristics, economic profile, critical infrastructure and key resources (CIKR), demographic information, and planning assumptions.

The City of Port St. Lucie is susceptible to multiple hazards as presented in the following paragraph. Over the last two decades the City has been impacted by multiple hazards most notably, wildfires, tropical cyclones, and pandemic influenza impacting the City with a loss of life, public health and safety, and economic impacts that are still being felt. In 1999, 43 homes were destroyed and 33 severely damaged as a result of wildland fires infringing upon the city. The 2004 hurricane season was record-setting and brought Floridians four hurricanes (Charley, Frances, Ivan, and Jeanne) in just 44 days, causing over \$5 billion in property damage across the State. Hurricanes Frances and Jeanne both made landfall in Martin County, twenty-one days apart from each other. The northeast quadrant, historically the most destructive part of a hurricane, directly crossed the City during both storms. The following year Hurricane Wilma crossed through Port St. Lucie from the west as a category one storm, quickly accelerating to a Category 3 storm upon reaching the Atlantic, incurring over \$20 billion in damages to the state of Florida. Hurricane Irma struck Florida as a Category 4 storm on September 10, 2017 with initial landfall occurring in the Florida Keys making landfall again at Naples as a Category 3 storm. The storm then traversed the state from Naples, 320 miles north to the Florida/Georgia line. Hurricane Irma cost Florida \$50 billion dollars in damages and 34 lives were lost due to the storm. As of this writing, the Coronavirus (COVID-19) Pandemic continues to impact the City. To date, over 6,300 residents have been infected with the virus, and over 300 residents have lost their lives Countywide. This pandemic has adversely impacted the local economy by millions of dollars.

2.1 Hazard Analysis

This analysis has been written as a table for easy reference. For a more detailed hazard analysis, refer to [St Lucie County's Local Mitigation Strategy \(LMS\)](https://www.stlucieco.gov/departments-services/a-z/public-safety/disaster-preparedness/local-mitigation-strategy) (<https://www.stlucieco.gov/departments-services/a-z/public-safety/disaster-preparedness/local-mitigation-strategy>) The data compiled for column 4 is culled from the Center for Disease Control's Social Vulnerability Index (SVI). The SVI is used to identify vulnerable populations within the City Using the County's LMS and the CDC's SVI as a reference, the table below will list and rank the hazards which impact the City enabling the reader a brief overview of hazards and the associated risk. Using the following legend:

- 1) The first column contains the name of the hazard,
- 2) Column two ranks the probability a hazard will impact the city culled from the St. Lucie County LMS pages 170 – 179 using a 0-1 scale.
- 3) Column three ranks the severity measured in magnitude, scope or intensity of the hazard using a 0 -1 scale. Severity is calculated by number of projected impact factors identified on page 75 of the LMS attained per hazard divided by one. The higher the decimal the more severely the hazard is projected to impact the city.

- 4) Column 4 identifies the vulnerable population as follows using the Social Vulnerability Index created by the Centers for Disease Control. This index identifies vulnerable individuals on a scale of 0 – 1, zero being the lowest. The SVI is identified by Census tract and will be presented in map form on the following page, for the purposes of this chart the SVI will be averaged Citywide for each hazard.
- 5) Column 5 will identify the Frequency of Occurrence on average how many times the identified hazard has occurred, i.e. once every ten years.

Hazard Name	Probability of Occurrence	Severity of Occurrence	SVI	Frequency of Occurrence
Floods	1	.85	.55	Every 2 years
Tropical Storms	1	.95	.55	Every 5 years
Hurricanes Category 1 - 2	1	.95	.55	Every 5 – 10 years
Major Hurricanes Category 3 – 5	.89	.95	.55	Every 10 – 25 years
Tornadoes	.44	.35	.55	Every 1.6 years
Severe Thunderstorms	1	.55	.55	Annually
Wildland Fires	.66	.55	.55	Every 10 years
Extreme Temperatures	.66	.50	.55	Every 6 years
Erosion	1	.55	.55	Annually
Drought	NDA	.10	.55	NDA
Sea Level Rise	NDA	.10	.55	NDA
Agricultural Pests/Disease	NDA	.25	.55	NDA
Epidemics	.66	.20	.55	NDA
Radiological Accidents	.33	NDA	.55	NDA
Power Failures	.33	NDA	.55	Every 2 years
Hazardous Materials Accidents	.33	NDA	.55	NDA
Transportation System	.33	NDA	.55	NDA
Wellfield Contaminations	.33	NDA	.55	NDA
Communications Failures	.33	NDA	.55	NDA

Hazard Name	Probability of Occurrence	Severity of Occurrence	SVI	Frequency of Occurrence
Terrorism and Sabotage	.33	NDA	.55	NDA
Civil Disturbances	.33	NDA	.55	NDA
Immigration Crises	.33	NDA	.55	NDA

Table 3

2.2 Geographic Characteristics

The City of Port St. Lucie is in St. Lucie County, Florida and shares most of the County’s geographical characteristics. With the following exceptions, the City does not border the coastal Atlantic, swathes of the City border the North Fork of the St. Lucie River and the Indian River Lagoon. The City is zoned for housing, a small section of the city at the South-West corner is rural, the rest of the City is urban and populated. Of the County’s estimated 328,297 residents; 201,846 live in the City of Port St. Lucie. The city is 113.87 square miles and a water area of 1.62 square miles, with a population density of 1,811 people per square mile and is considered an urban area.

The City of Port St Lucie is located on the Atlantic along the south-central coast of Florida in the upper reaches of the South Florida geographic region. The City has two notable environmentally sensitive areas within the City Limits which include the North Fork of the St Lucie River and the Savannahs State Park. The North Fork of the St Lucie River is bounded on the North by Midway Rd. the northern most boundary of the City of Port St Lucie and to the south Coconut Point in Stuart, Martin County. The preserve is 15 miles long between the aforementioned boundaries. The Savannahs State Park runs along the eastern edge of the City from the Martin County line North to Midway Road. The park preserves and protects environmentally unique and irreplaceable lands associated with the North Fork of the St. Lucie River, freshwater basin marsh and sand pine scrub ridge characteristic of the southeast Florida coast.

The County is divided into three primary regions: the Atlantic Coastal Ridge (including the barrier islands), the Eastern Valley, and Osceola Plain. The mainland topography of St. Lucie County is generally low in elevation, without significant deviation. However, two ridges parallel the coast, one about 1 mile inland from the Indian River with elevations up to 30 feet, the other about 10 miles inland with similar elevations. The coastal barrier islands have typical dune topography with dune elevations of about 15 feet. The most populated area of the County is the Eastern Valley. The Valley extends from the Atlantic Coastal Ridge to the central part of the County.

The vast citrus and ranching areas of central and western St. Lucie County are contained within the areas known as the Sebastian/St. Lucie Flats, Allapattah Flats and Osceola Flats (the Osceola Plain). Except where drained for agricultural activities, these areas are characteristically pocketed with surface wetlands and have limited natural drainage. Elevations in this area are in the range of +30 to +60 feet above sea level, with the

general fall of the land being from northwest to the southeast. Drainage of this area is provided by the North Fork of the St. Lucie River and a network of manmade canals and ditches that are interconnected with main relief canals that drain into the Indian River Lagoon and the North Fork of the St. Lucie River.

The Atlantic Coastal Ridge forms the eastern border of the County and includes the coastal barrier islands North and South Hutchinson Island. Elevations range from sea level to about +15/+17 feet on the barrier island to as much as +60 feet along the western shorelines of the Indian River Lagoon. The western terminus of the Atlantic Coastal Ridge lies along the shoreline of the Indian River Lagoon south of Fort Pierce and along the U.S. Highway 1 right-of-way (eastern side) north of Fort Pierce.

The North Fork of the St. Lucie River is the single principal freshwater estuary in St. Lucie County. Secondary watercourses include the North Fork's two primary tributaries: Five Mile and Ten Mile Creeks. An unconnected freshwater marsh network, known as the Savannas, is located immediately to the west of the Atlantic Coastal Ridge. The Savannas represents a vanishing natural feature that was once found along the entire length of the Indian River Lagoon, from Volusia County to northern Palm Beach County. The key tracts of habitat that remain are situated in Port St. Lucie and northern St. Lucie County.

Lying between the western edges of the Atlantic Coastal Ridge and Hutchinson Island is Indian River Lagoon. This saltwater estuary is part of a larger ecosystem that extends 115 miles from Volusia County to northern Palm Beach County.

In addition to its inland estuary and isolated wetland network, St. Lucie County has 18 miles of Atlantic Ocean shoreline.

From a hazard perspective, especially in terms of flooding, drainage has been an important component in shaping overall development patterns within the County. Many canals and drainage ditches have been constructed throughout St. Lucie County. The primary canals include:

- C-23: Provides drainage for 168 square miles in southern St. Lucie, northern Martin, and eastern Okeechobee counties. C-23 and its structures remove excess water from the C-23 Basin, supply water to the basin (and, occasionally, to the C-24 Basin), and maintain ground water elevations west of S-48 to prevent saltwater intrusion into the local ground water.
- C-24: Provides drainage to 167 square miles in central St. Lucie and east central Okeechobee counties. C-24 and its control structures remove excess water from the C- 24 Basin, supply water to the basin, and maintain ground water table elevation west of S-49 adequate to prevent saltwater intrusion into the local ground water.
- C-25: Provides drainage to 165 square miles in northwest St. Lucie and eastern Okeechobee counties. C-25 control structures remove excess water from the C- 25 Basin,

supply water to the basin (and occasionally, to the C-24 Basin), and maintain ground water table elevation west of S-50 adequate to prevent saltwater intrusion into the local ground water.

The City of Port St Lucie is an urban area with, using the available 2010 census data, 1,445 residents per square mile; during which time there were 164,603 residents living in the City limits. Over the last 10 years the population has grown to an estimated 215,000 under the 2020 census, creating an even more densely populated urban area. When assessing the City's vulnerability to the hazards listed on table three; population density and the topography play a role in how susceptible the City is to certain hazards. These factors make the city more susceptible to man-made hazards such as terrorism and sabotage and civil disturbances but less susceptible to hazards that are more likely to occur in rural areas such as wildland fires, erosion, agricultural pests and diseases and drought. Natural hazards that are not influenced by population or topography such as, hurricanes, tropical storms, severe thunderstorms or tornadoes would affect a greater number of citizens due to population density but are no more or less likely to occur in the City. Although a rare occurrence the City is vulnerable to radiological accidents due to its proximity to the Florida Power and Light Nuclear Power Plant located on Hutchinson Island, 2 miles away from the City. The map displayed in Figure one illustrates that proximity.

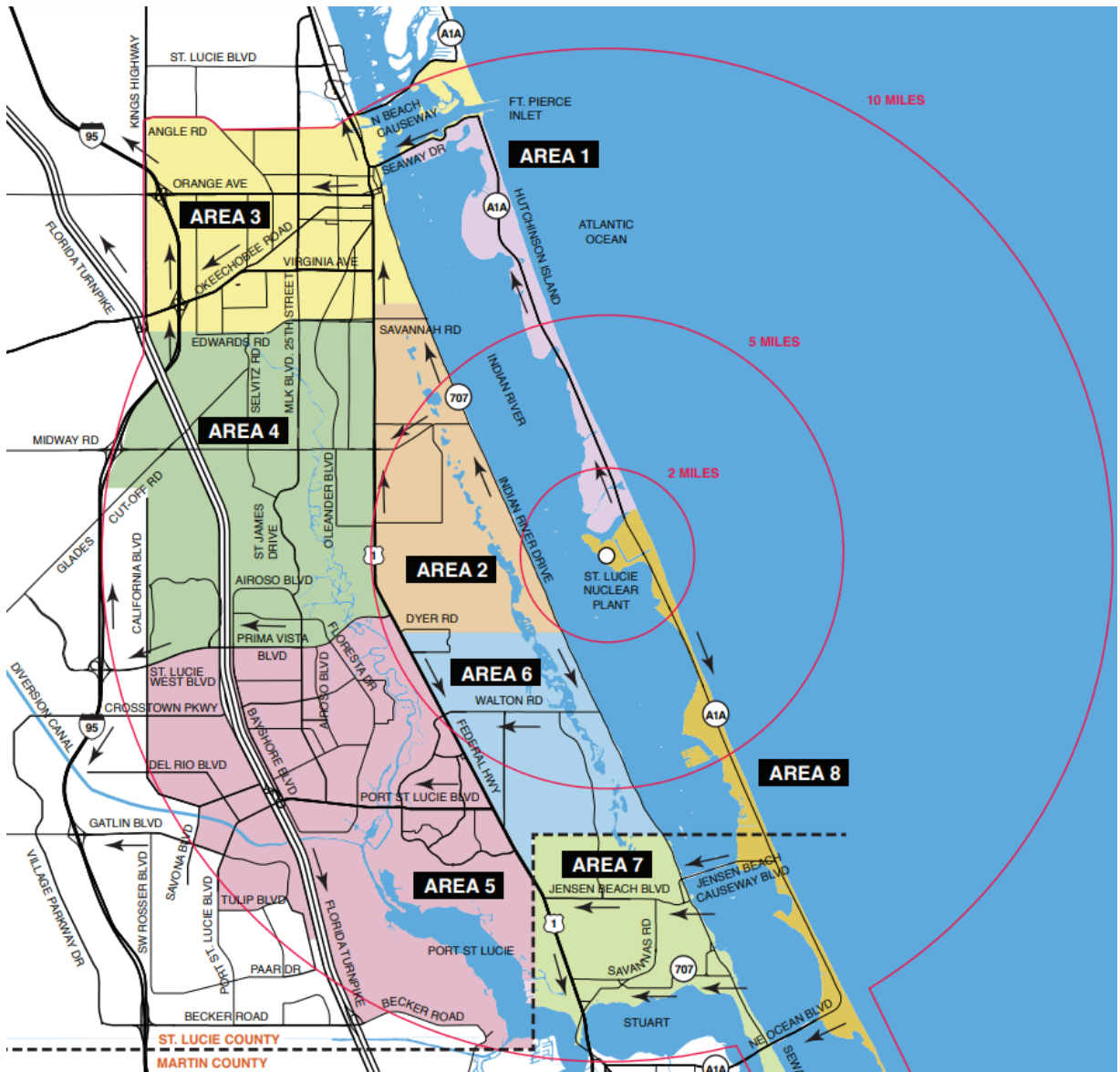


Figure 1

2.3 Economic Profile

Category	Measurement
Percentage Employed by Major Sector – Government	12%
Percentage Employed by Major Sector – Mining, Logging and Construction	8%
Percentage Employed by Major Sector – Manufacturing	4%
Percentage Employed by Major Sector – Trade, Transportation and Utilities	22.7%

Percentage Employed by Major Sector – Information	1%
Percentage Employed by Major Sector – Financial Activities	4%
Percentage Employed by Major Sector – Professional and Business Services	13%
Percentage Employed by Major Sector – Education and Health Services	18%
Percentage Employed by Major Sector – Leisure and Hospitality	13%
Percentage Employed by Major Sector – Other Services	1.2%
Percentage Employed by Agriculture Sector (farmworkers)	0.004%
Average Property Values	\$243,346
Economy – In civilian labor force, total, over 16 years old	58.5%
Economy – in civilian labor force, female, over 16 years old	54.0%
Economy – Total accommodation and food services sales (\$1,000)	180,590
Economy - Total healthcare and social assistance receipts/revenue (\$1,000)	694,951
Economy – Total manufacturer shipments (\$1,000)	332,300
Economy – Total merchant wholesaler sales (\$1,000)	148,133
Economy – Total retail sales (\$1,000)	2,257,577
Economy – Total retail sales per capita	\$13,381
Economy – Average property value	\$268,341
Income and Poverty – Median Household Income	\$57,113
Income and Poverty – Per capita income in past 12 months	\$25,947
Income and Poverty – persons in poverty	10.1%
Income and Poverty – Median Household Income	\$57,113
Income and Poverty – Per capita income in past 12 months	\$25,947

Table 4

2.4 Critical Infrastructure Key Resources

Critical Infrastructure Key Resources (CIKR) are defined by the Department of Homeland Security as assets of the United States essential to the nation’s security, public

health and safety, economic vitality and way of life. The City of Port St. Lucie has multiple CIKR demarked on the map below (*figure two*). For the purposes of Public Safety, they have not been identified but include, hospitals, police stations and, fire stations, Emergency Operations Centers, water treatment plants, schools, public shelters, government offices, flood control structures, and power stations/transformers.

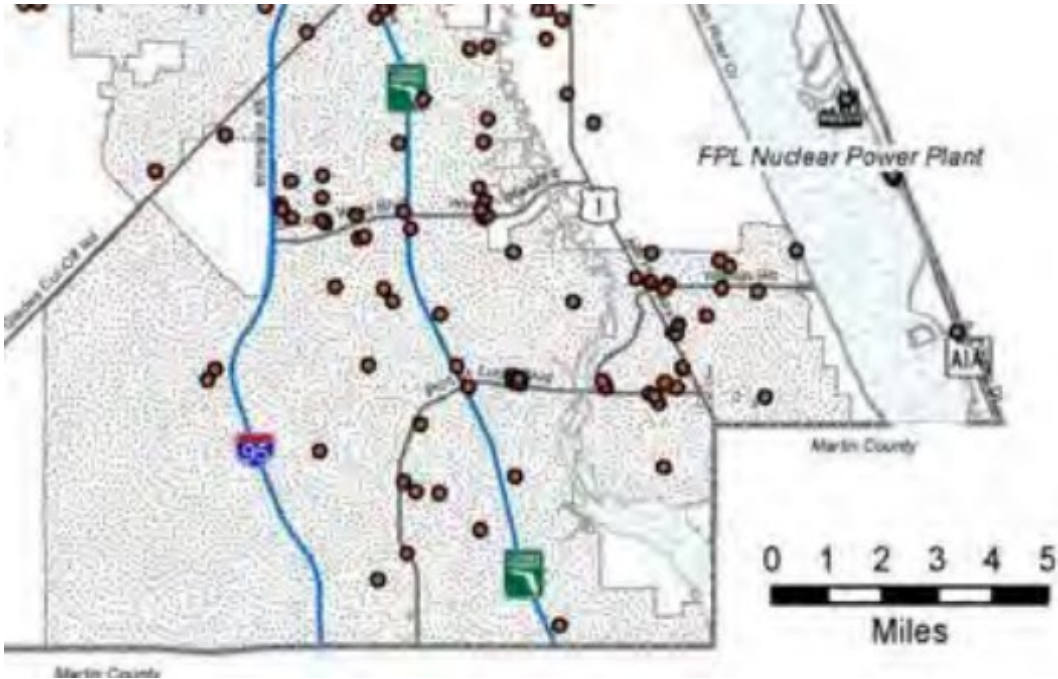


Figure 2

2.5 Demographic Information

Per the Census Bureau the City of Port St. Lucie has the following demographic information as of July 1, 2019:

Category	Measurement
Population	201,846
Age – Under 5	4.9%
Population Per Square Mile (2010 census)	1,445
Category	Measurement
Age – under 18	22%
Age – 65 and over	19.9%
Females	50.7%
Population Characteristics – Veterans	14,214
Population Characteristics –Foreign Born Persons	18.8%
Annual Visitors to Port St Lucie*	793,656
Annual Transient Population**	176

Mobile Home Parks	1
Mobile Home Park Population	4,473
Category	Measurement
Health – With a disability under 65 years old	9.3%
Health – Persons without health insurance, under 65 years old	16.3%
Health – Persons with hearing impairment or loss***	16%
Category	Measurement
Economy - Total healthcare and social assistance receipts/revenue (\$1,000)	\$694,951
Economy – Total manufacturer shipments (\$1,000)	\$332,300
Economy – Total merchant wholesaler sales (\$1,000)	\$148,133
Economy – Total retail sales (\$1,000)	\$2,257,577
Economy – Total retail sales per capita	\$13,381
Transportation – mean travel time to work (minutes)	28.6
Income and Poverty – Median Household Income	\$57,113
Income and Poverty – Per capita income in past 12 months	\$25,947
Income and Poverty – persons in poverty	10.1%

Table 5

*Data compiled from Visit St. Lucie, Visitor Tracking and Economic Impact Study

**Data compiled from Treasure Coast Homeless Services Council, Inc; 2021 Point in Time Homeless Count

*** Data compiled from “Making Contact with the Deaf and Hard of Hearing | Port St. Lucie Police Department”

2.6 Planning Assumptions

- A disaster may occur with little or no warning and may escalate rapidly.
- Disaster effects may extend beyond City boundaries, and many areas of the County and State may experience casualties, property loss, disruption of normal life support systems, and loss of regional, economic, physical, and social infrastructures.
- Disasters differ in character by magnitude, severity, duration, onset, distribution, area affected, frequency, and probability, increasing the difficulty of plan development.
- All organizations in the City of Port St. Lucie will continue to respond to disaster events utilizing SOGs of effective inter- and intra- organizational communications and/or internal resources until they are exhausted, necessitating mutual aid response requests.

- Disasters are managed locally. The Emergency Management command and control structure in Florida is based on a bottom-up approach of resource allocation; municipal to County EOC, to State Emergency Operations Center (SEOC), and to the federal government, escalating to each level as resources are exhausted.
- The City will communicate and collaborate with the County EOC throughout the disaster.
- The City EOC will fulfill resource and mission requests in a timely fashion.

3.0 CONCEPT OF OPERATIONS

3.1 Organization

3.1.1 Port St. Lucie's Organization

The City is led by a five-member elected Council, which sets policy and determines the long-term vision for the City. The Council appoints a City Manager to handle the daily business affairs, and a City Attorney to provide legal advice. This system is called a Council-Manager form of local government. Each Council member has one vote, including the Mayor, so legislative authority is equally spread among all five members.



Figure 3

The City Manager oversees all municipal employees under his authority including a Chief Assistant City Manager, an Assistant City Manager, a Chief Assistant to the City Manager for Land Development and two Deputy City Managers. Direct Reports to the City Manager also include the Chief of Police, the Director of Strategic Initiatives and Innovations and, the Community Redevelopment Director and General Finance Corporation Director.

Four departments report to the Chief Assistant City Manager that include Facilities, Public Works, Building, and Utility Systems. Five departments report to the Assistant City Manager including Information Technology, Communications, Parks and Recreation, the Business Navigator, and the Event Center. The Deputy City Manager oversees Financial Management, the City Clerk, Human Resources, Risk Management, and Emergency Management. The second Deputy City Manager oversees Planning and Zoning and Neighborhood Services. A consortium of the department's report to the Assistant to the Chief Assistant City Manager under the Land Development Functional Group.

3.1.1 Key Government Officials

The City of Port St. Lucie's Key Government Officials who reside on the upper levels of the City's organizational chart in *Figure Three* hold similar positions in the Emergency Operations Center (EOC) Organizational Chart. During a declaration of a State of Emergency the City Manager is the Incident Commander and the Chief Assistant City Manager is the Deputy Incident Commander. The City Attorney holds the position of Legal Advisor during a declaration. The Director of Financial Management shifts to the Finance Administration Section Chief during a declaration, the Director of Risk Management moves to the Planning Section Chief, the Director of Facilities moves to the Logistics Section Chief and the Assistant Director of Utilities moves to the Operations Section Chief. Branch Directors and Unit Leaders also hold key leadership positions in day to day operations.

Per City Ordinance § 98.03; During a State of Emergency, the order of succession is as follows: City Manager; Chief Assistant City Manager; Assistant City Manager; Emergency Management Administrator and Chief of Police.

3.1.2 Emergency Management Organization

This section of the plan reviews in detail, the City of Port St. Lucie's emergency management response posture including control and coordination, as well as transitional activation activities.

Event Escalation

A routine incident may quickly escalate to the point it advances beyond normal response capabilities triggering the need to activate the EOC and/or take other actions. The following trigger points are indicators that an event is escalating, and additional actions may need to be taken:

- Exhaustion of local resources and a request for mutual aid support is anticipated
- A sizeable evacuation is required
- Monetary damages caused by an event may reach thresholds for a State or Federally declared disaster

- The event exceeds the capabilities of local response agencies requiring inter-jurisdictional coordination
- A legal or statutory threshold has been reached which requires notification of outside agencies

Non-Declared Events

The City of Port St. Lucie’s Office of Emergency Management and all partner organizations are required to respond to all life-safety events regardless of the ability to attain financial reimbursement from State and/or Federal Government Agencies. The protection of the lives, and property of our citizens, is our highest priority.

Declaration of a Local State of Emergency

The Emergency Management Administrator may request and/or City Manager may declare a Local State of Emergency under any of the following circumstances:

- an event has occurred
- an event is anticipated to generate, or has generated major damage in the City of Port St. Lucie
- the health and safety of City residents are threatened
- an event is anticipated to escalate beyond current response capabilities
- St. Lucie County declares a Local State of Emergency
- The Governor has proclaimed a State of Emergency in an area that encompasses the City
- A Presidential Declaration of a Disaster in an area that encompasses the City
- Automatically on the proclamation of a state of war, the receipt of an attack warning or the observation of a nuclear detonation

The following will occur when a declaration is deemed necessary:

- The EM Administrator will notify the City Manager or Chief Assistant City Manager of the nature of the event, potential consequences, and the anticipated need to declare a Local State of Emergency
- The EOC will be activated
- An emergency council meeting will be convened within 12 hours of decision to declare
- The City’s “Battle Rhythm” will be posted on WebEOC® and adhered to
- The Public Information Officer will prepare and release appropriate press statements advising the public about the nature of the Local State of Emergency
- The Local State of Emergency will remain in effect until it expires or is extended by the City Manager

EOC Activation

When the Emergency Operations Center (EOC) is activated, the management system employed is the Incident Command System (ICS) under the National Incident Management System (NIMS). NIMS was developed under Homeland Security Presidential Directive-5 to provide a comprehensive all hazard national approach to incident management that is

applicable to all jurisdictions and crosses functional disciplines regardless of the cause, size, or complexity of the emergency. ICS is established by the NIMS as the standardized incident organizational structure for the management of all incidents. Used on a local level, ICS can expand its structure and organization to incorporate assistance and resources at the local, county, state, and federal level. The ICS system has several components working together that interactively provide the basis for effective operations, which include:

- Common Terminology
- Modular Organization
- Management by Objectives
- Reliance on an Incident Action Plan
- Manageable span of control (5-7 units)
- Pre-designated Emergency Operations Center and Command Posts
- Comprehensive Resource Management
- Integrated Communications
- Establishment and transfer of Command
- Chain of Command and Unity of Command
- Unified Command
- Accountability of Resources and Personnel
- Information and Intelligence Management

As ICS remains flexible and scalable to manage divergent levels of disaster so does the EOC's level of activation. The EOC has three levels of activation please refer to the figure four graphic for a description of each.

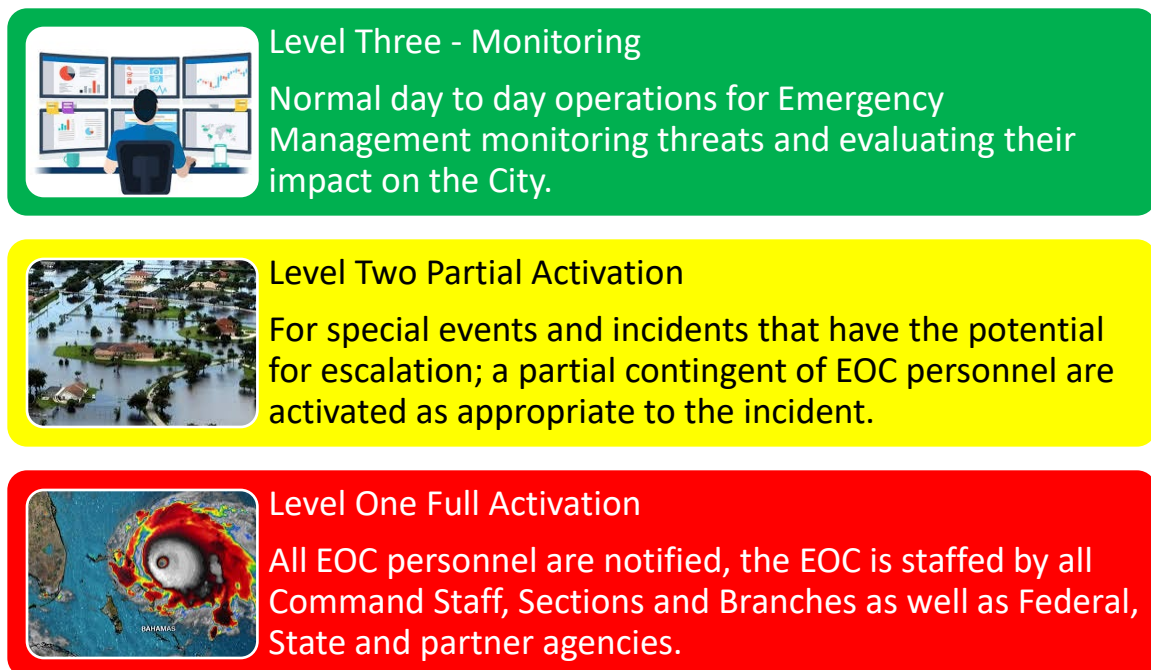


Figure 4

3.1.3 Lead Agency per Disaster Type

Different hazards require different skill sets, and different command structures. Hazards are broken into three major categories, natural, technological, and man-made. There are two types of command the City will employ; used most typically, a single Incident Commander or a Unified Command structure. During those hazards which require specialized decisions made at the command level a Unified Command will be employed; for hazards which do not require specialized decision making a single incident command structure will be employed. The table below defines the hazard type, command structure and lead agency for that incident. The hazards are listed in order, based on likelihood of occurrence, plus the severity of the damage done using the values from Table Three.

Hazard	Hazard Type	Command System	Lead Agency
Tropical Storms	Natural	Incident Commander	City Manager's Office
Hurricanes Category 1 -2	Natural	Incident Commander	City Manager's Office
Floods	Natural	Incident Commander	City Manager's Office
Major Hurricanes Category 3 – 5	Natural	Incident Commander	City Manager's Office
Severe Thunderstorms	Natural	Incident Commander	City Manager's Office
Wildland Fires	Natural	Unified Command	City Manager's Office, SLCFD, Dept of Forestry
Extreme Temperatures	Natural	Incident Commander	City Manager's Office
Epidemics	Natural	Unified Command	City Manager's Office, Public Health
Tornadoes	Natural	Incident Commander	City Manager's Office
Radiological Accidents	Technological	Unified Command	City Manager's Office, FEMA, Dept. of Energy
Power Failures	Technological	Incident Commander	City Manager's Office
Hazardous Materials Accidents	Technological	Unified Command	City Manager's Office, SLCFD
Transportation System	Technological	Unified Command	City Manager's Office; PSLPD; DOT; FHP
Wellfield Contamination	Technological	Unified Command	City Manager's Office; FDEP;

Communications Failures	Technological	Unified Command	City Manager's Office; Private Sector Partners
Terrorism and Sabotage	Man-made	Unified Command	City Manager's Office; PSLPD; FDLE; DHS; FBI
Civil Disturbances	Man-made	Unified Command	City Manager's Office; PSLPD
Immigration Crises	Man-made	Unified Command	City Manager's Office; PSLPD, DHS
Drought	Natural	Incident Commander	City Manager's Office
Sea Level Rise	Natural	Incident Commander	City Manager's Office

Table 6

3.1.4 Emergency Management Functions

As described in Section 3.1.2.4 the City of Port St. Lucie manages activations using the Incident Command System. The ICS system has five functional areas; Command (either a single Incident Commander (IC) or a Unified Command (UC)) and the General Staff; Operations, Logistics, Planning, and Finance/Administration. A sixth area, (Intelligence) may be added. Large scale incidents usually require that general staff functions are staffed. Each section can expand to meet the demands of the situation (Reference: OEM SOG #2).

Command- The Incident Commander (IC) or Unified Command (UC) is the individual or joint individuals responsible for the overall incident. Command must be staffed on all incidents. The IC/UC is responsible for all on scene management. If functions are not staffed, the IC is responsible for that responsibility or function.

The IC/UC is responsible for developing an incident action plan (for specific time frames) reflecting the objectives and strategies, which may need to be changed as the incident progresses. For small incidents, the plan may not need to be written. Large scale incidents need a written plan reflecting the priorities, objectives, and needs of all agencies. The IC will base the decision to expand or contract the ICS organization based on three incident priorities:

1. Life Safety - The first priority of the IC/UC is the safety of the emergency workers and the public.
2. Incident stability - The IC/UC is responsible for determining strategy that will minimize the effect the incident has on the surroundings and to maximize the response effort while using resources effectively.
3. Property/environmental conservation - The IC/UC is responsible for minimizing the damage to property and the environment while achieving the incident objectives.

General Staff Functions:

- Operations - The operations section, when staffed, is responsible for managing the tactical operations which include all activities toward reducing the immediate hazard, establishing control, and restoring normal operations. Agencies or departments within this section may include Law Enforcement, Fire Department, Public Works, Electric, Human Services, or functional areas such as Hazardous Materials, EMS, Fire, Rescue, etc.
- Planning - The planning section, when staffed, is responsible for collecting, evaluating, and disseminating information about the incident and assisting the IC/UC in developing the incident action plan and the situation report. It is also used to forecast needs for personnel and equipment needs.
- Logistics - Logistics, when staffed, is responsible for providing all support to the incident which may include food, facilities, transportation, supplies, equipment, maintenance, fuel, etc.
- Finance/Administration - The Finance/Administration section is staffed when needed and is responsible for cost analysis and other financial responsibilities.
- Information/Intelligence - If staffed provides analysis and sharing of information and intelligence during an incident. Information may involve national security or may include operational information such as risk assessment.

The organizational chart displayed in figure five below provides a visual depiction of a level one activation staffing regimen. Note, this organization may expand or contract to meet the needs of the incident. Detailed position descriptions and job aids are available in Appendix A. As noted in Appendix A, all EOC positions align with Emergency Support Functions (ESF's) used by the County and the State.

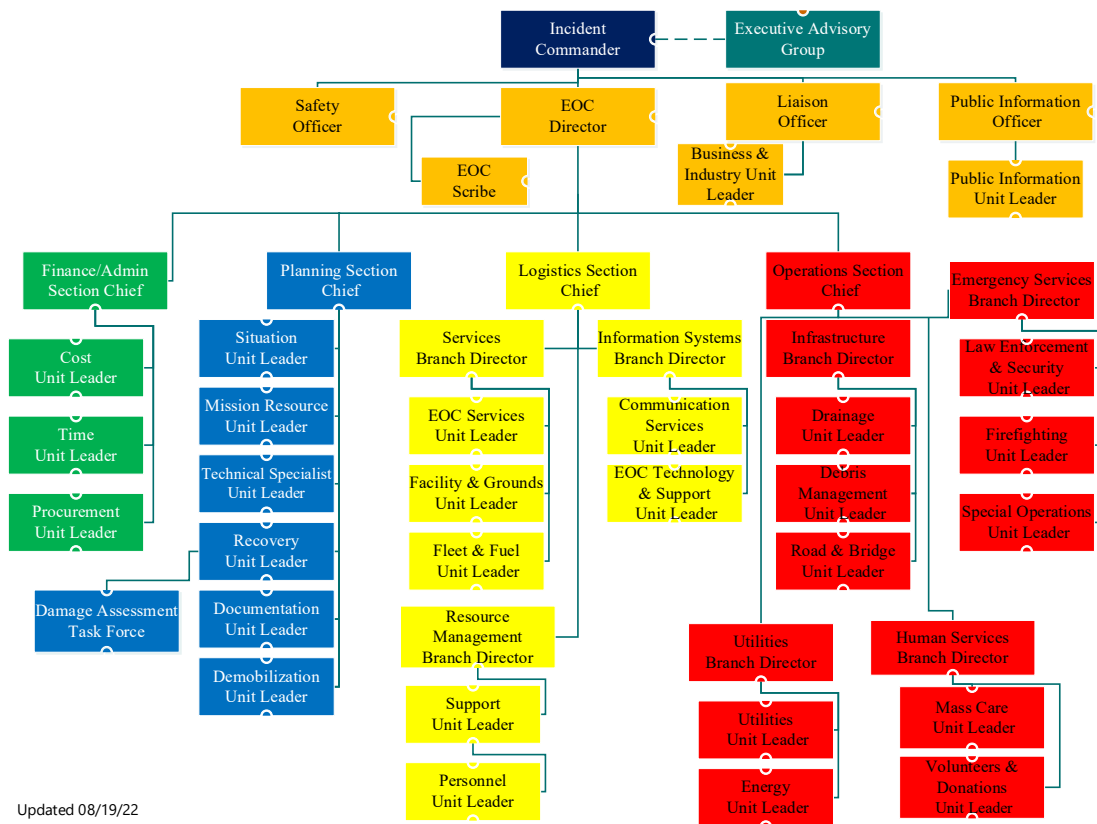


Figure 5

3.2 Preparedness Activities

3.2.1 Plan Maintenance

Office of Emergency Management staff, specifically the Emergency Management Administrator, coordinates the development and maintenance of the City’s Comprehensive Emergency Management Plan. The CEMP will be reviewed on an annual basis, and revised as necessary to incorporate new Presidential directives, legislative changes, and changes to policies or procedures as a result from lessons learned from activations or exercise (as documented in After Action Reports). Changes may be administrative (small edits that do not impact the Emergency Management Program processes and/or roles and responsibilities), or substantive (larger modifications to processes and/or roles and responsibilities). Administrative changes do not require signature and promulgation from the City Manager but must be approved by the Emergency Management Administrator. All substantive changes will be briefed to the City Manager and EOC Staff who may have a part in emergency response. The Office of Emergency Management will document changes in the CEMP’s Record of Changes found in section 1.4.5.

The CEMP will undergo a complete review and update at least every five (5) years. As part of that process, the revised CEMP will be submitted to the St. Lucie County Division

of Emergency Management for review, and to the City Manager or their proxy for review and approval for adoption. The City of Port St. Lucie’s CEMP, and any amendments thereto, shall be effective when formally approved and adopted by the City Council (Reference: OEM SOG #3).

All revisions to the CEMP will be published and distributed to all City staff and be made publicly available via the City of Port St. Lucie’s website.

3.2.2 Records Maintenance

The City Clerk shall be responsible for the identification, development, and implementation of procedures for the preservation and protection of records essential to the effective operation of City government and post-disaster operations before, during, and after a disaster and/or an emergency event.

3.2.3 Public Notification

Disaster and emergency events can impact the City with little to no advanced warning. To better educate and inform the public of protective measures during the period before a disaster is imminent, in an actual or threatening emergency situation, and in the post-emergency recovery period, public information and education methods are crucial.

Pre-disaster education and awareness programs serve to increase awareness of Emergency Management programs, educate the public on ways to protect life and property, and inform the public on the availability of assistance and information. This is facilitated through outreach events such as the annual Hurricane Expo hosted by the City and numerous educational events where Emergency Management personnel venture into the community to educate the public.

During an event, regularly scheduled press briefings will be announced in coordination with St. Lucie County. Press conferences will be held at the following locations:

County Emergency Operations Center
15305 W Midway Rd,
Fort Pierce, FL 34945

City of Port St. Lucie Emergency Operations Center
121 SW Port St. Lucie Blvd
Bldg. B
Port St. Lucie, FL 34984

The following radio and television stations have agreed to disseminate emergency information and participate in the local public emergency notification system in accordance with the **Region 10** Emergency Alert System (EAS) Plan:

a. RADIO STATIONS

- (1) WQCS 88.9 FM
- (2) WIRA 1400 AM

- (3) WJNX 1330 AM
- (4) WGYL 93.5
- (5) WKGR 98.7 FM
- (6) WAVW 92.7 FM
- (7) WZZR 94.3 FM
- (8) WHLG 101.3 FM
- (9) WPSL 1590 AM
- (10) WQOL 103.7 FM
- (11) WILD 95.5 FM
- (12) WFLM 104.7 FM
- (13) WOSN 97.1 FM
- (14) WCZR 101.7 FM

b. TELEVISION STATIONS

- (1) WPTV (NBC) Channel 5
- (2) WPEC (CBS) Channel 12
- (3) WPBF (ABC) Channel 25
- (4) WFLX (FOX) Channel 29

A series of Public Safety Announcements have been developed and are available for the Public Information Officer (PIO). These pre-scripted messages are maintained on file at the Office of Emergency Management.

Social media, as well as other digital media platforms, are utilized to disseminate timely and routine public safety announcements. These announcements include, but are not limited to, emergency notifications, general preparedness information, educational content, hazard awareness information, and public assistance information.

“Alert St. Lucie” is a system that enables the St. Lucie County Public Safety Department to alert the community about emergencies and other important community news, such as severe weather, unexpected road closures, missing persons and evacuations of buildings or neighborhoods. Residents can sign up to receive messages. City emergency management staff involved in emergency operations have access to this system and can set up distribution lists to key stakeholders and emergency responders to alert them and communicate critical information regarding emergencies at the web address to access the system is www.stlucieco.gov/alert (Reference: OEM SOG #1).

3.2.4 Evacuation Zones and routes

The authority to make decisions regarding the evacuation of the City of Port St. Lucie, or any of its neighborhoods, subdivisions, or areas, and reentry into evacuated areas, falls to the St. Lucie County Department of Public Safety’s, Public Safety Director. The City of Port St. Lucie Division of Emergency Management will coordinate with and support St.

Lucie County in all evacuation and reentry policies, processes, and procedures affecting the City.

Figure 6 is a screenshot of a St Lucie County map, “St Lucie County Evacuation Zones and Routes Interactive Map” depicting the City of Port St. Lucie’s hurricane evacuation zones and evacuation routes within the City’s limits (<https://slcem.maps.arcgis.com/apps/webappviewer/index.html?id=864f08ec158e4c2f8f0143a58551f539>). Zone A shaded in red is the first zone called to be evacuated. Although not depicted on the map; mobile and modular homeowners and homeowners living in wood frame houses may also be asked to evacuate. Zone B shaded in orange is the second zone to be called to evacuate. Decisions regarding evacuation will be made by the County and disseminated through the Public Information Channels cited in section 3.2.3 of this plan.

Evacuation brochures with routes and shelter locations are provided by the County and available at information kiosks throughout the City. Digital copies are available for download on the City and County’s website.

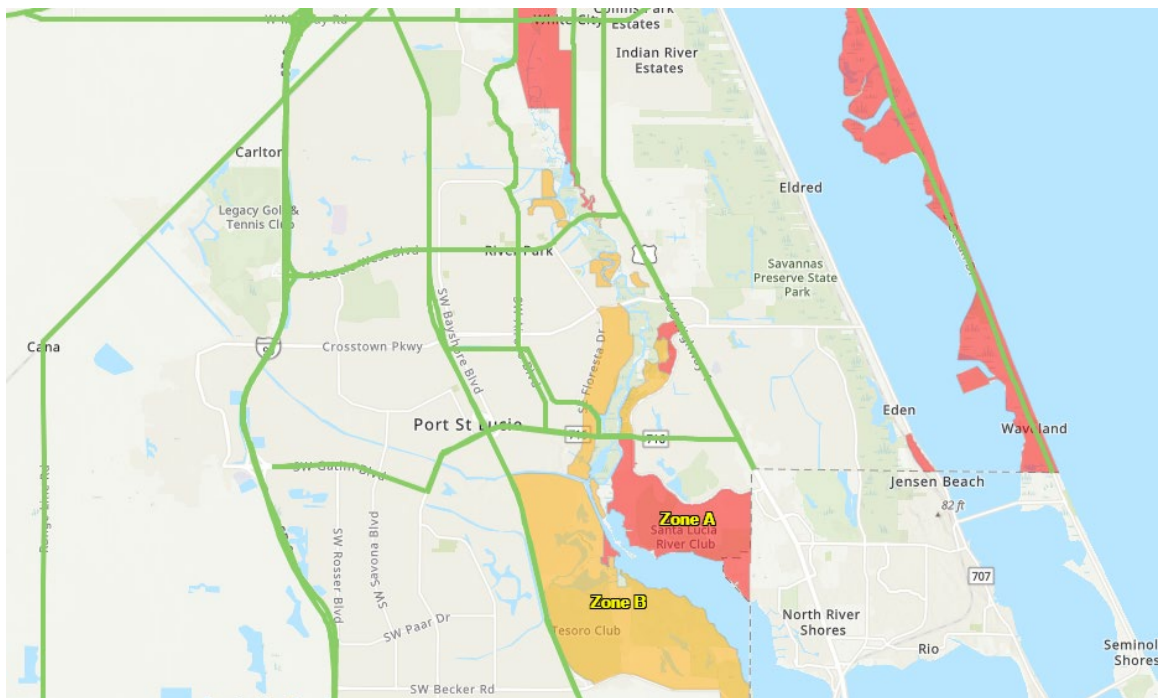


Figure 6

3.2.5 Sheltering

As with emergency opening and closing risk shelters for the general population and for residents with Special Needs are also coordinated by the County’s Department of Public Safety’s Director.

3.2.6 Exercise

The Training & Exercise Program addresses the overall emergency management training and exercise needs for EM staff, City of Port St. Lucie personnel, and EM partners and stakeholders. Participation in the City’s training and exercise opportunities, for both

government and private agencies, vary depending on the subject matter being addressed. The training and exercise program serves City staff, partner agencies, and organizations involved in EOC training, exercises, and activations.

Exercise and training timetables are provided in the City of Port St Lucie OEM's Outreach Plan.

Provisions are created to integrate the Whole Community into the City's exercise program by providing exercise injects which incorporate outside agencies into the exercise. OEM also provides workshops and seminars to outside agencies to familiarize them with their roles and responsibilities during a disaster.

Exercises consist of workshops, tabletops, drills, functional, and full-scale exercises. They are designed to validate current plans and procedures, pinpoint areas needing improvement, and highlight what works well. The exercise program follows the Homeland Security Exercise and Evaluation Program (HSEEP) building-block approach in which exercises build on one another depending on the level of enhancement needed to strengthen core capabilities. Exercises will adhere to HSEEP principles and procedures, including the HSEEP cycle (i.e., design and development → conduct → evaluation → improvement planning).

3.2.7 Evaluation, After Action Reports, Improvement Plans, & Corrective Action Programs

After Action Reports (AAR) provide a description of what occurred during an event or exercise, issues that need to be addressed, and recommendations for improvement. The AAR will include information that is compiled from event/exercise participant surveys, notes from scribes, as well as an after action "hot wash," a meeting of participants and facilitators that provide feedback immediately following the conclusion of the event/exercise.

The Improvement Plan (IP) is how opportunities to improve are turned into concrete, measurable items to conduct in the agency's Corrective Action Program (CAP). The IP is included in the AAR. When complete, the IP specifically details what actions will be taken to address each recommendation presented in the AAR, who will be responsible for taking the action, and the timeline for completion.

The Corrective Action Program (CAP) includes actions taken to incorporate recommendations outlined in the AAR/IP. These corrective actions include objectives and attainable benchmarks with specific deadlines that are tracked to allow measured progress towards implementation of the items stated in the IP.

The overall management of the CAP is the responsibility of the Emergency Management Administrator, or his/her designee. After an exercise is conducted or an incident is experienced, the Emergency Management Administrator tracks improvement actions mentioned in After-Action Reports/Improvement Plans and reports their status on a regular

basis to the City Manager, Section Chiefs, and other senior management staff until all items are addressed.

3.2.8 Training – Program Maintenance

The Emergency Management training program will be developed and maintained by the Emergency Operations/CRS Manager.

3.2.9 Training – Emergency Management Training Requirements

To ensure effective operations, emergency management training is aligned with the National Incident Management System (NIMS) standards provided by the Federal Emergency Management Agency (FEMA). The overarching goal is that if we incur a catastrophic disaster where we need to invoke Mutual Aid from another agency, our procedures are aligned with those used nationally.

MANAGEMENT DIRECTED POLICY #21-02 applies to all staff assigned to the Emergency Operations Center when a Local State of Emergency is declared and/or when the EOC is activated.

Employees assigned to the Emergency Operations Center during emergencies are required to work outside of the scope of their day-to-day duties. Many of the activities performed, and duties carried out by these personnel are related to life safety issues, and the preservation of property and the environment. Due to the high level of responsibility placed upon these employees, they must adhere to the training standards outlined in Management Directed Policy #21-02 (see Annex A SOG's).

3.2.10 Mutual Aid Agreements and MOU's – Requests

Mutual aid is activated when a city becomes affected by a disaster or emergency and deems its resources inadequate to cope with the disaster or emergency. The City may request mutual aid and resources by communicating the request to St Lucie County, and forwarding it to the intended recipient, indicating the request is being made.

3.2.11 Mutual Aid Agreements and MOU's – Response

Conversely other jurisdictions may request Mutual Aid from the City of Port St. Lucie. All requests for mutual from the City must be approved by the employee's Section Chief, and ultimately Incident Commander, during an activation of the EOC. Should a request come forth during a non EOC activation time, the request must be approved by their direct supervisor and/or department head, and ultimately the City Manager.

3.3 Financial Management

3.3.1 Responsibility

The Director of Financial Management or their designee will serve as the City's lead

for all financial and procurement support for supplies, facilities, and equipment needed by City agencies. Items include but are not limited to, meals for emergency workers, repair parts, construction materials, sanitary supplies, and rental equipment.

3.3.2 Training

In cooperation with the City of Port St. Lucie’s Department of Financial Management, each department, is responsible for providing guidance and training for their representatives as well as maintaining the appropriate financial records to meet requirements for internal regulations and state or federal financial assistance. Costs should be project-oriented: all labor, overtime, equipment, and supply costs for each specific project within the reimbursement category should be detailed. Such records should be compiled constantly as the operation progresses

3.3.3 Reimbursement Procedures

Reimbursement considerations must be considered prior to declaring a state of emergency or activating the Emergency Operations Center. Once a state of emergency is declared and/or the Emergency Operations Center is Activated the Finance/Administration Section Chief and/or the Director of the Department of Financial Management will deliver guidance to all Sections under the EOC or under all Departments under the City Manager’s office as to how to track expenditures. Throughout activation the Cost Unit in cooperation with the Finance/Administration Section will guide other units on the reimbursement process, filling out the appropriate forms and collecting them during and after the activation. During the Recovery Period the Financial Management Department will

3.3.4 Provision of Mutual Aid Processes

The method to request mutual aid for City or for the City to request Mutual Aid from an outside agency are both made through the WebEOC’s Resource Request/Task Assignment board. Incoming Mutual Aid requests will be passed through to the Resource Management Branch Director who will push the request for Mutual Aid to the County’s EOC (see the attached document titled, “ResourceRequest_TaskAssignment_ProcessFlow.” and advising the Finance/Administration and Logistics Section Chiefs as well as the EOC Director and the Incident Commander. This request would then be forwarded to Saint Lucie County indicating the request is being made pursuant to the Statewide Mutual Aid Agreement (SMAA). The request shall be followed as soon as practical by a written confirmation of the request including a transmission of a declaration of a local state of emergency under the Emergency Management Act.

3.3.5 Authorizations

The Incident Commander, the Finance Administration Section Chief and the Procurement Unit Leader in collaboration with the Legal Advisor are authorized to execute funding agreements with other legal entities on behalf of the City.

3.3.6 Funding Sources for Financial Assistance

Post Disaster Financial Assistance predominantly stems from the State and Federal Governments. These assistance programs are either provided directly from the Federal Government to the City or from the Federal Government through the State to the City. The City is responsible to coordinate with the aforementioned agencies providing assistance.

4.0 Federal Disaster Assistance Programs

This resource summarizes the key federal disaster assistance programs that are available for recovery operations. These programs and eligibility criteria change from time to time, so personnel should directly refer to FEMA (www.fema.gov) or the State Coordinating Officer for the most current information about assistance program eligibility and rules.

FEMA disaster assistance is divided into three forms: (1) individual assistance, (2) public assistance, and (3) hazard mitigation. *Individual assistance* consists of services provided to individuals and businesses while *public assistance* provides assistance to government entities and certain not-for-profit organizations. *Hazard mitigation* provides funding for State and local communities to help prevent future damage. These programs, which are only available after an Emergency or Major Disaster Declaration, are jointly managed by the State of Florida and the Federal Emergency Management Agency (FEMA), and coordinated with the City of Port Saint Lucie's Office of Emergency Management and Finance Department (Reference: OEM SOG #6, #7, and #12).

The City's request(s) for Individual Assistance, Public Assistance and Mitigation Assistance will all be communicated to the County throughout the process.

4.1 Individual Assistance

FEMA Individual Assistance is comprised of five programs that provide cash awards or direct assistance to individuals and families in an area where property has been damaged or destroyed and whose losses are not covered by insurance. It is meant to help those with critical expenses that cannot be covered by any other means (NOTE: this assistance is not intended to restore damaged property to its condition before the disaster). These programs also award grants to a State or other Federal agency to provide essential services in the disaster-impacted community or communities. The following FEMA Programs are available by calling the FEMA registration line (800-745-0243; TTY users contact TRS for a connection) or online at <http://www.fema.gov/assistance/register>.

4.1.1 Individuals and Households Program

Replacement. Money is available to homeowners to help with replacement of their home if destroyed in the disaster and not covered by insurance. The goal is to help the homeowner with the cost of replacing their destroyed home.

Other than Housing Needs. Money is available for necessary expenses and serious needs caused by a disaster. This includes disaster-related medical and dental costs, disaster-related funeral and burial costs, clothing, essential household items (room furnishings, appliances), tools (specialized or protective clothing and equipment) required for citizens' jobs, necessary educational materials (computers, school books, supplies), fuels for primary heat sources (heating oil, gas, firewood), cleanup items (wet/dry vacuum, air purifier, dehumidifier), repair to disaster damaged vehicles, moving and storage expenses related to the disaster (moving and storing property to avoid additional disaster damage while disaster-related repairs are being made to the home), other necessary expenses, or serious needs as determined by FEMA and the State.

Legal Services. FEMA, through an agreement with the Young Lawyers Division of the American Bar Association, provides free legal assistance to low-income disaster survivors.

Crisis Counseling. The Crisis Counseling Assistance and Training Program (CCP) is designed to provide supplemental funding to states for short-term crisis counseling services to people affected by major disasters. The program consists of two grant programs: Immediate Services and Regular Services. The State must apply for, and justify the need for, each program.

Disaster Case Management. Like Crisis Counseling, the State must apply for, and justify the need for, the program and, if approved, a grant will be made to the State.

4.2 Public Assistance Programs

The objective of the FEMA Public Assistance (PA) Grant Program is to provide assistance to states, local governments, and certain nonprofit organizations through supplemental federal disaster grant for the cost of emergency operations and the repair, replacement, or restoration of disaster-damaged publicly owned facilities and the facilities of certain Private Nonprofit (PNP) organizations. This is a cost-share program where the federal share of assistance is not less than 75% of the eligible cost for the emergency measures and permanent restoration. The grantee (the State of Florida) determines how the non-federal share (up to 25%) is split with the sub grantees (eligible applicants- St. Lucie County) (Reference: OEM SOG #8 & #12).

4.2.1 Hazard Mitigation. Following a Presidential Disaster Declaration, the Governor needs to request the activation of the Hazard Mitigation Grant Program

(HMGP). The program’s purpose is to fund projects which are cost-effective, and which substantially reduce the risk of future damage, hardship, loss, or suffering resulting from a major natural disaster throughout the state. The HMGP fund represents up to 15% of the estimated disaster expenditures. The federal contribution can be up to 75% of the cost of the hazard mitigation project approved for funding, with applicants providing match funding through a combination of either state, local or private sources. Section 404 and 406 funding may not be used to fund any mitigation project that might be eligible under public assistance or other federal programs, although it might be used to complement or enhance mitigation funded under individual or public assistance.

4.2.2 Community Disaster Loan. A Community Disaster Loan (CDL) is available to provide funds to any eligible jurisdiction in a designated disaster area that has suffered a substantial loss of tax and other revenue. The jurisdiction must demonstrate a need for financial assistance to perform its governmental functions. Loans are up to 25% of the local government’s annual operating budget for the fiscal year in which the major disaster occurs, up to a maximum of \$5 million. A CDL has no cost-sharing requirement. Reference: <https://www.fema.gov/community-disaster-loan-program>.

4.2.3 Small Business Administration Disaster Loans. The U.S. Small Business Administration (SBA) can make federally subsidized loans to repair or replace homes, personal property, or businesses that sustained damages not covered by insurance. Reference: <http://www.sba.gov/category/navigation-structure/loans-grants/small-business-loans/disaster-loans>. The Small Business Administration can provide three types of disaster loans to qualified homeowners and businesses:

- *Home disaster loans* to homeowners and renters to repair or replace disaster-related damages to home or personal property.
- *Business physical disaster loans* to business owners to repair or replace disaster-damaged property, including inventory, and supplies.
- *Economic injury disaster loans* to small businesses and to small agricultural cooperatives to assist them through the disaster recovery period.

4.2.4 Federal Highway Administration Highway Repair, Title 23. This program is implemented when the Administrator of the Federal Highway Administration (FHWA) concurs that a natural disaster or catastrophic failure has caused widespread damage to highways on the Federal Aid System. This program, commonly referred to as the emergency relief or ER program, supplements the commitment of resources by States, their political subdivisions, or other Federal

agencies to help pay for unusually heavy expenses resulting from extraordinary conditions.

Funds for the ER program are authorized annually under 23 U.S.C. 125. Congress has periodically provided additional funds for the ER program through supplemental appropriations. Approved ER funds are available at the pro-rata share that would normally apply to the Federal-aid facility damaged. For Interstate highways, the Federal share is 90%. For all other highways, the Federal share is 80%. Emergency repair work to restore essential travel, minimize the extent of damage, or protect the remaining facilities, accomplished in the first 180 days after the disaster occurs, may be reimbursed at 100% Federal share.

It is the responsibility of individual States to request ER funds. A notice of intent to request ER funds filed by the State Department of Transportation with the FHWA Division Office located in the State will initiate the ER application process. States are required to submit an application for ER funding to FHWA within two calendar years of the date of the disaster. The application must include a comprehensive list of all eligible project sites and repair costs.

Reference: <http://www.fhwa.dot.gov/programadmin/erelief.cfm>

4.2.5 Department of Housing and Urban Development Community Development Block Grant – Disaster Recovery Program. HUD provides flexible grants to help cities, counties, and states recover from Presidentially declared disasters, especially in low-income areas, subject to availability of supplemental appropriations. In response to Presidentially declared disasters, Congress may appropriate additional funding for the Community Development Block Grant (CDBG) program as Disaster Recovery grants to rebuild the affected areas and provide crucial seed money to start the recovery process. Since CDBG Disaster Recovery (CDBG-DR) assistance may fund a broad range of recovery activities, HUD can help communities and neighborhoods that otherwise might not recover due to limited resources. HOME Disaster Recovery grants also can provide an important resource for providing affordable housing to disaster victims.

CDBG-DR funds are made available to states, units of general local governments, Indian tribes, and insular areas designated by the President of the United States as disaster areas. These communities must have significant unmet recovery needs and the capacity to carry out a disaster recovery program (usually these are governments that already receive HOME or CDBG allocations). Grantees may use CDBG-DR funds for recovery efforts involving housing, economic development, infrastructure, and the prevention of further damage to affected areas. Use of CDBG-DR funding cannot duplicate funding available from the Federal Emergency Management Agency, the Small Business Administration, and the US Army Corps of Engineers.

Eligible activities must meet at least one of three program national objectives: (1) benefit persons of low and moderate income; (2) aid in the prevention or elimination of slums or blight; or (3) meet other urgent community development needs because

existing conditions pose a serious and immediate threat to the health and welfare of the community where other financial resources are not available. CDBG-DR grants primarily benefit low-income residents in and around communities that have experienced a natural disaster. Generally, grantees must use at least half of Disaster Recovery funds for activities that principally benefit low-and moderate-income persons. HUD does not provide CDBG-DR funding directly to individuals or organizations.

Reference: <https://www.hudexchange.info/cdbg-dr/>

4.2.6 U.S. Army Corps of Engineers (USACE) Public Law 84-99 (Section 5 of the Flood Control Act of 1941) (PL 84-99). Under PL 84-99, the USACE provides assistance for emergency preparation, flood fighting and rescue operations, and restoration of flood control works. Relevant recovery programs include:

- The *Disaster Preparedness Program* which includes coordination, planning, training, and exercises with key local, state, Tribal, and Federal stakeholders/partners under USACE statutory authorities and in support of the Federal Emergency Management Agency. It provides for the purchase and stockpiling of critical supplies and equipment for flood fighting efforts and the inspection of levees and other flood risk management projects to ensure they are providing reliable flood risk management reduction.
- The *Rehabilitation Program* provides for the inspection and rehabilitation of Federal and non-Federal flood risk management projects damaged or destroyed by floods and coastal storms.
- The *Restoration Program* provides for the inspection and restoration of Federal Coastal Storm Damage Reduction projects damaged or destroyed by floods and coastal storms.
- The *Drought Assistance Program* may provide assistance to drought distressed areas. Drought assistance includes technical assistance, well drilling in limited circumstances, and transportation (but not purchase) of water to drought-distressed areas to make up for inadequate supplies of water.
- The *Emergency Water Assistance Program* may be provided when a locality is confronted with a source of contaminated water causing or likely to cause a substantial threat to the public health and welfare of the local inhabitants. This program includes technical assistance, purchase of water, transport of water to local water points, delivery of bulk or bottled water to community-level distribution points, temporary connection of a new water supply to the existing distribution system, and installation of temporary filtration. Reference:

<http://www.usace.army.mil/Media/FactSheets/FactSheetArticleView/tabid/219/Article/475476/emergency-response.aspx>

4.2.7 Other Non-Disaster Specific Programs

The above entities have programs specifically called up or funded during disasters. The programs listed below are examples of programs that may be leveraged at any time should the eligibility criteria be met. These programs may provide financial or technical assistance. Existing State and Federal programs should be considered (by pursuing existing funding OR requesting special appropriations) when looking to leverage the impacts or provide additional assistance after a disaster event. (NOTE: these programs will not fund projects already funded by the entities above, however they could be used to compliment traditional disaster funding or fund projects or initiatives ineligible for the usual disaster assistance programs).

Because there are so many federal and state funding sources, the best way to find these possible opportunities is to engage all the Federal, State, and local departments and other partners. Those who currently participate or benefit from existing programs are an excellent source of information. As noted below these sources could be leveraged through normal grant pathways or by engaging political mechanisms to request special or additional appropriations.

4.2.8 Department of Commerce, Economic Development

Administration. Disaster recovery: <http://www.eda.gov/about/disaster-recovery.htm> Investment Programs: <http://www.eda.gov/about/investment-programs.htm>

- **Public Works:** Empowers distressed communities to revitalize, expand, and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term private sector jobs and investment.
- **Economic Adjustment:** Assists state and local interests in designing and implementing strategies to adjust or bring about change to an economy. The program focuses on areas that have experienced or are under threat of serious structural damage to the underlying economic base. Under Economic Adjustment, EDA administers its Revolving Loan Fund (RLF) Program, which supplies small businesses and entrepreneurs with the gap financing needed to start or expand their business.
- **Partnership Planning:** Supports local organizations (Economic Development Districts, Indian Tribes, and other eligible areas) with long-term planning efforts.

4.2.9 University Centers: A partnership of the federal government and academia that makes the varied and vast resources of universities available to the economic development community.

4.2.10 Local Technical Assistance: Helps fill the knowledge and information gaps that may prevent leaders in the public and nonprofit sectors in distressed areas from making optimal decisions on local economic development issues.

4.2.11 Department of Commerce, National Oceanic and Atmospheric Administration (NOAA). Under the Magnuson-Stevens Fishery Conservation and Management Act, the Commerce Secretary can declare a fishery disaster, which makes it possible for Congress to appropriate funds to provide economic assistance to fishing businesses and communities, including fishermen, affected by a disaster and to support other activities addressing the disaster. Funding example:
http://www.noaanews.noaa.gov/stories2014/20140226_disasterfunding_fish.html

4.2.12 Environmental Protection Agency (EPA). EPA’s Drinking Water State Revolving Fund (SRF) programs provide grants to States to capitalize State loan funds, which States use to provide loans to communities to support infrastructure projects that protect water quality or provide safe drinking water.

Reference:

http://www.epa.gov/ogwdw/dwsrf/pdfs/manual_dwsrf_programoperationalmanual.pdf

Federal Initiatives

Examples of Federal entities that are addressing disaster impacts through their own initiatives:

- The **U.S. Fish and Wildlife Service** is working with The Nature Conservancy to repair extensive shoreline erosion by using natural materials and “living shoreline” techniques, making this important salt marsh better able to withstand future storm impacts.
- **Federal Housing Administration (FHA) and Federal Housing Finance Agency (FHFA)** introduced consistent and coordinated policies to institute a moratorium on foreclosures of government-backed loans in disaster-affected areas. FHA and FHFA offered those with Federally-backed mortgages a forbearance period of up to 12 months, the ability to modify their mortgages, and, in many cases, the opportunity to obtain streamlined mortgage refinancing through FHA’s Streamline Refinance program. To address the issue of delayed disbursement of insurance funds, FHFA and FHA established a working group of lenders to review and propose unified policies and processes that could be adopted by the lenders and financial institutions for approving the release of insurance claim funds.

- **SBA Small Business Development Centers (SBDCs)** provide a vast array of technical assistance to small businesses and aspiring entrepreneurs through professional business advisors. Services provided by SBDCs help small businesses thrive. They include the development of business plans, manufacturing assistance, financial packaging and lending assistance, and procurement and contracting aid.
- **Department of Treasury** has encouraged and facilitated steps by grantees and other funders to support Community Development Financial Institutions (CDFIs). CDFIs have the ability to leverage significant private resources to support small businesses and reach vulnerable populations.
- **Department of Labor (DOL)**'s Employment and Training Administration (ETA) regularly shares best practices with other States, including New Jersey's Talent Network efforts. ETA's regional office also will share best practices relating to Hurricane Sandy rebuilding with other States.

4.2.13 Public Assistance Processes

The City of Port St. Lucie's Department of Financial Management takes the lead in coordinating and implementing the City's Public Assistance Process. This portion of the plan can be found in Standard Operating Guideline #008, titled, "Public Assistance Process" under Annex A

4.2.14 Interagency Agreements

Currently the City holds the following interagency agreements outlined below.

Date Executed	Agency	Overview
8/28/2020	St Lucie County	Agreement to open the Community Center as a Special Needs Shelter as necessitated by disasters.

Table 7

5.0 Annexes Attachment (A)

- A. Management Directed Policy 21-20
- B. Resource Request/Task Assignment Process – City to County/County to City

C. Post Disaster Public Assistance Reimbursement Process