



**Policy  
Number  
O15**

## **Workforce Policy**

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| <b>Title:</b>    | Emergency Response and Disaster Recovery |
| <b>Type:</b>     | Operational                              |
| <b>Program:</b>  | Workforce Innovation and Opportunity Act |
| <b>Effective</b> | 08/21/2025                               |

### **I. PURPOSE AND SCOPE**

This policy outlines roles and responsibilities of the CareerSource Florida network before, during, and after disasters and states of emergency. It provides a framework for coordinating services with federal, state, and local partners, including the Florida Department of Commerce (FloridaCommerce) and local workforce development boards (LWDBs), Regional Planning Areas, and career centers and establishes guidance for LWDBs to administer Disaster Recovery Dislocated Worker Grants (DWGs), while ensuring compliance with the Workforce Innovation and Opportunity Act (WIOA), U.S. Department of Labor (USDOL) regulations and state requirements.

This policy applies to CareerSource Florida, FloridaCommerce and all LWDBs and regional planning areas.

### **II. KEY OBJECTIVES**

To provide clear guidance and support to LWDBs on operations and considerations during an emergency and outline clear expectations to guide data-based, responsive and comprehensive planning, response, and recovery in the event of a disaster or emergency, including expectations for the following:

1. Continuity of Operations Plans (COOP)
2. Activation and utilization of state and local Rapid Response Teams
3. Provision of services and supports.
4. Disaster Recovery Dislocated Worker Grant application and utilization
5. Emergency Response and Disaster training for staff

### **III. MEASURABLE PERFORMANCE OUTCOMES**

Measurable outcomes identified by activity are outlined below:

1. Continuity of Operations Plans (COOP) compliance
2. Disaster Recovery Dislocated Worker Grant
  - a. The negotiated primary indicators of performance for the WIOA Dislocated Worker program serve as the performance measures for participants receiving career or training services through the Disaster Recovery DWG program.
3. Provision of required services and support:
  - a. Use of mobile career center units or career center services support at community partner locations
  - b. Number and percentage of one-stop customers receiving services during a disaster, including those served in mobile units or at community partner locations.
  - c. Time to provision of requested support for one-stop customers during a disaster.
  - d. Percentage of participants enrolled in short-term training programs offered during disaster recovery.
  - e. Employer satisfaction and engagement with services provided during and after a disaster including satisfaction with Dislocated Worker Grant funded programs, layoff aversion, short-time compensation.

Note: Participants who only receive disaster-relief employment are excluded from WIOA performance indicators unless they also receive career or training services through the grant or are co-enrolled in another WIOA program with a common exit. For more information, refer to [Administrative Policy 115, Common Exit](#).

#### **IV. BACKGROUND**

The Florida Division of Emergency Management leads the State Emergency Response Team (SERT), which coordinates disaster response across state agencies, nonprofits, and federal partners. FloridaCommerce leads SERT's Emergency Support Function 18 (ESF 18), which helps businesses recover and stabilize the economy.

CareerSource Florida partners with FloridaCommerce, LWDBs, career centers, and WIOA combined planning partners to support job seekers and businesses during emergencies. Together, they coordinate office closures, assess workforce needs, and deliver services such as Disaster Dislocated Worker Grants. The goal is to ensure quick, easy access to services that help communities recover and people return to work.

#### **V. POLICIES AND PROCEDURES**

##### **A. CareerSource Florida Network Coordination**

CareerSource Florida and FloridaCommerce collaborate systematically to support activities and the workforce recovery needs of the state before, during, and after an emergency.

##### **B. Office Closures and Emergency Notifications**

Local governments manage emergency declarations and evacuations under section [252.38, Florida Statutes](#). Counties and municipalities coordinate emergency management plans, which guide office closure decisions. LWDBs must follow local directives and report closures exceeding two days to FloridaCommerce.

Each LWDB office or center must designate a contact person responsible for notifying

CareerSource Florida, FloridaCommerce, and the Local Emergency Operations Center of office closures. Updated contact details, including name, phone number, fax, and email, must be provided to FloridaCommerce and CareerSource Florida.

**C. State-owned Facility Closures**

FloridaCommerce will close state-owned workforce facilities in affected counties during disaster or emergency situations based on the following criteria:

1. Local government decision to close offices
2. Mandatory evacuation orders
3. Declaration of a local state of emergency

When state-owned facilities are closed due to an emergency, employees assigned to those facilities will be released from duty and granted administrative leave for the duration of the closure. Employees required to remain on duty to provide essential services will receive special compensatory leave credits for hours worked during the closure. Essential services are normally considered to be services directly related to the preservation of life, health, or property.

**D. Non-State-Owned Facility Closures**

LWDBs and career centers must follow local and state emergency management directives and close offices accordingly.

LWDBs must notify FloridaCommerce of emergency office closures exceeding two days, unless a state of emergency has been declared for a specified period.

**E. Notification Protocols**

LWDBs must notify FloridaCommerce of office closures as soon as possible, and within 48 hours of the event, as feasible, using approved communication channels. Closure information will be posted and made available to the public.

**F. Operational Requirements**

LWDBs shall support business and jobseeker customers through a combination of activities, including but not limited to:

1. Providing access as available to career centers and dedicated staff through on-site, virtual, and electronic interactions.
2. Providing access to career center mobile units as directed and coordinated by CareerSource Florida and FloridaCommerce in consultation with federal and state partners.
3. Providing access to quality customer service and direct services to affected workers including:
  - a. job training services.
  - b. filing of reemployment assistance claims
  - c. resume preparation and job-readiness workshops.
  - d. job placement services.
  - e. career and skills assessment services
  - f. labor market information
  - g. referrals to community programs
  - h. information on the impacts of layoffs on health coverage and other benefits
  - i. community resource workshops
  - j. veterans' programs and services for those with barriers to employment

- k. supportive services<sup>1</sup>
- l. job fairs and other special events.

**a. Cybersecurity and Protection of Electronic Data**

Operational emergency planning must include cybersecurity measures consistent with guidance provided by FloridaCommerce and grantee-subgrantee agreements. A LWDB must notify Florida Commerce via the approved method when a cyberattack occurs and must have a local operating procedure (LOP) that includes the following:

1. Data protection
2. Authentication using MFA or passkeys.
3. Staff responsibilities
4. Incident response
5. Device management

The incident response plan should outline the steps to be taken during a breach in security. This plan must also include clear direction on roles and responsibilities of specific LWDB staff through access control measures, establish communication channels, and define escalation procedures.

LWDBs should conduct and document periodic cybersecurity assessments and audits to identify vulnerabilities and weaknesses that include penetration testing and vulnerability scanning to uncover potential flaws in the organization's systems. LWDBs should implement a strategy to ensure all systems receive OS, application, driver and firmware updates at a regular cadence and should ensure critical data and systems are recoverable in a manner consistent with their approved LOP for continuity of operations to ensure essential functions continue during and after a disruption or crisis.

LWDBs are required to take reasonable measures to protect and secure electronic data containing personal information. LWDBs must follow the requirements set forth in their agreements with FloridaCommerce regarding any breach of security and must follow the requirements in section [501.171, Florida Statutes](#), and FloridaCommerce's directions as specified in the agreement.<sup>2</sup>

**G. Disaster Recovery Jobs Portal**

LWDBs shall provide expedited access to individuals whose employment has been either lost or interrupted as a direct result of a major disaster and instruction on navigating the Disaster Recovery Jobs Portal linked from the Employ Florida website to find job opportunities or post disaster-related jobs to assist in rebuilding affected communities.

**H. Rapid Response and Layoff Aversion Activities and Short-Time Compensation**

LWDBs shall provide access to Rapid Response and Layoff Aversion activities authorized under WIOA and described in [CareerSource Florida Workforce Policy 2021.06.09.A.2 – Rapid Response and Layoff Aversion System](#) and [Training and Employment Guidance Letter No. 19-16](#), to assist employers and impacted workers prior to and immediately following announcement of layoff or natural or other disaster resulting in a mass job dislocation.

**I. Business Damage Assessment Surveys**

Encouraging business owners to navigate [FloridaDisaster.biz](#) to obtain information about preparedness resources, current disaster updates, recovery programs, and to complete the Florida Business Damage Assessment Survey, which helps FloridaCommerce to determine

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<sup>1</sup> Supportive Services described in [20 CFR 680.900](#) for Adult and Dislocated Workers and [20 CFR 681.570](#) for Youth.

<sup>2</sup> [Grantee-Subgrantee Agreement](#)

damage related to disaster impacts, understand individual business needs, and to inform relief efforts.

**J. Local Operating Procedures and Continuity of Operation Plans (COOP)**

LWDBs, regional planning areas, and their career center staff shall consult with local government, chief local elected officials, and other stakeholders to develop streamlined strategies, policies, and a comprehensive Continuity of Operations Plan (COOP) that describes engagement in systematic processes that accomplish the following:

1. Creation of local board-led strategies and policies that ensure uninterrupted communication with federal, state, and local partners and designation of trained employees to communicate with state and local partners, leadership, and board members before, during, and after a state of emergency.
2. A published plan that ensures the safety and availability of staff, minimizes disruption of service delivery, and maximizes cooperation with all partners.
3. Includes emergency contacts, a disaster response checklist, and service delivery options that include virtual and mobile service delivery. Plans must outline how customer services will be provided within 24 hours, or as soon as practicably possible, of a disaster declaration. LWDBs must update and submit COOPs biennially to CareerSource Florida and FloridaCommerce. COOP plans may be included as part of WIOA local plans and two-year modifications.
4. Includes ongoing training of incumbent and new staff to ensure current and sufficient levels of awareness of operational activities before, during, and after a state of emergency.
5. Outlines outreach, including surveys of existing and potential business customers before and after states of emergency to obtain business intelligence and information about community business needs resulting from disasters and other emergencies.

**K. Use of Disaster Recovery Dislocated Worker Grants**

Pursuant to [Training and Employment Guidance Letter \(TEGL\) 09-24](#),<sup>3</sup> FloridaCommerce has the authority to apply for Disaster Recovery Dislocated Worker Grants (DWGs) to help communities affected by a natural disaster or emergency recovery from the impacts of these events and to help develop a workforce better equipped for resiliency to disaster events in the future

A LWDB shall administer and deliver services under the Disaster Recovery DWG funding associated with the Disaster/Emergency Declaration that impacts its area, including but not limited to the following:

1. Working with state and local governmental agencies to assess the need for temporary disaster-relief workers and developing worksite agreements to address these needs.
2. Working with local employers to address talent needs in the wake of the disaster/emergency; and
3. Conducting outreach and eligibility determination of individuals applying for workforce services and providing eligible participants appropriate grant services.

**a. Before Qualifying Events**

Disaster recovery efforts are primarily managed at the local level and, as the subrecipients of Disaster Recovery DWG funding, LWDBs play a pivotal role in supporting the economic and overall recovery of their region.

LWDBs shall participate in pre-disaster planning efforts organized by FloridaCommerce

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<sup>3</sup> [TEGL 09-24](#)

to:

- i. Identify existing recovery stakeholders (local agencies or organizations that would be critical to support the recovery process after a disaster).
- ii. Coordinate with existing recovery stakeholders and local government officials to develop communication plans and memorandums of understanding.
- iii. Develop public engagement strategies to effectively communicate Disaster Recovery DWG funding availability, flexibilities, and limitations.
- iv. Identify organizations, such as recovery stakeholders, who may operate as worksite sponsors and develop worksite agreements with such organizations.
- v. Prepare position descriptions that encompass anticipated cleanup and restoration activities and providing humanitarian assistance.
- vi. Identify training programs to help local businesses and their workers recover from the disaster.
- vii. Develop general processes and point people for managing Disaster Recovery DWGs; and
- viii. Train appropriate staff on Disaster Recovery DWG participant eligibility, worksite prioritization, and allowable costs.

**b. Determining a Need for a Disaster Recovery DWG**

FloridaCommerce will assess the need for disaster-relief employment, determine funding needs, decide whether to apply for a Disaster Recovery DWG, and will make Disaster Recovery DWG awards to impacted LWDBs.

**c. Disaster Recovery DWG Application Submittal**

If a need for Disaster Recovery DWG funding is identified, FloridaCommerce will assist impacted LWDBs in submitting an application in accordance with [TEGL 09-24](#), which must include:

- i. An abstract that identifies impacts of the qualifying event, an overview of activities anticipated, type of participants to be enrolled, a list of project operators or subrecipients and any deliverables or expected outcomes.
- ii. A summary of emergency management agency coordination or anticipation of such activities.
- iii. A project overview to include the project's scope and priorities, as well as plans to identify, recruit, and enroll eligible participants.
- iv. A Community Needs Assessment for each project.
- v. Projected enrollment and cost breakdown by type of activity.
- vi. A project timeline that includes major goals and objectives over the period of performance; and
- vii. A line-item budget.

**d. Community Needs Assessment**

As a part of the application process, FloridaCommerce submits a Community Needs Assessment to USDOL. The assessment provides the context for the effects of the qualifying event and sets the scope of the planned response.

The Community Needs Assessment must describe:

- i. The impacts of the declared emergency or disaster event, including how the proposed grant will prioritize projects from communities and individuals most in need due to the effects of the declared disaster or emergency situation, or due to economic or other disadvantage.
- ii. How the proposed projects will address the cleanup, or humanitarian needs that

- stem from the impacts of the declared emergency or disaster.
- iii. How proposed disaster-relief employment projects will address the needs and help mitigate the effects of the declared emergency or disaster event, and promote community recovery, including through creating high-quality employment opportunities; and
  - iv. How Disaster Recovery DWG funds will provide opportunities for individuals to return to unsubsidized employment as a result of grant activities.

For emergencies or disasters of national significance, the Community Needs Assessment should also demonstrate that the declared emergency or disaster could result in the loss of at least 50 jobs in the area covered by the declaration.

For Disaster Recovery DWGs that include employment and training activities in addition to disaster-relief employment, the Community Needs Assessment must include:

- i. A description of the resulting economic impacts of the qualifying event as well as any broader or additional economic effects or challenges including secondary or related layoffs, increases in unemployment, or other factors where applicable, that impact the community or communities to be covered by the proposed projects.
- ii. An explanation of why existing formula and/or other funds are unable to meet the employment and training needs created by the qualifying event.
- iii. An overview of the current economic situation, layoff impacts or other challenges impacting the ability of the grant recipient and any subrecipients to effectively serve eligible dislocated workers; and
- iv. The identification of populations to be targeted for services, including those who had previous barriers to employment, such as the need for supportive services (to include childcare or transportation), to enable participants to successfully enroll, participate in, and complete grant-funded activities.

LWDBs and Regional Planning Areas affected by a declared disaster must coordinate with county and city emergency management offices and other agencies involved in disaster recovery in the affected areas<sup>4</sup>, to complete the Community Needs Assessment.

**e. Funding of Disaster Recovery DWGs**

USDOL issues its funding decision within 45 calendar days of receiving a valid application. If the application is approved, USDOL will issue Disaster Recovery DWG funds to FloridaCommerce in full or incrementally.

FloridaCommerce will use state and federal disaster declarations, the Business Damage Assessment Survey and local recovery stakeholder feedback to determine areas of the state that have significant disaster recovery needs. LWDBs are expected to use Disaster Recovery DWG funds when areas within their region demonstrate significant disaster recovery needs.

FloridaCommerce will distribute funds to participating LWDBs based on identified needs and availability of funds. Funds are released to LWDBs by FloridaCommerce through NFAs that describe special grant conditions.

Requests for additional funds must be submitted by LWDBs to FloridaCommerce when needed and must be supported by information that details enrollments, completion of

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<sup>4</sup> Such agencies will include FEMA, Small Business Administration, voluntary organizations active in disaster (VOAD) in the affected area, and others.

work goals, remaining program activities, and expenditures.

FloridaCommerce is responsible for ensuring that funds are expended in compliance with Disaster Recovery DWG requirements and for the de-obligation and re-obligation of funds to meet ongoing needs. Failure to meet planned Disaster Recovery DWG enrollments and/or expenditures may result in sanctions for LWDB failure to meet federal and state standards.<sup>5</sup>

**f. Participant Eligibility**

LWDBs must ensure that individuals receiving services funded by a Disaster Recovery DWG meet at least one of the following eligibility requirements:

- i. Temporarily or permanently laid off as a consequence of the emergency or disaster;<sup>6</sup>
- ii. A dislocated worker as defined in WIOA Section 3(15), including displaced homemakers as defined in WIOA Section 3(16).
- iii. A long-term unemployed individual;<sup>7</sup> or
- iv. A self-employed individual who became unemployed or significantly underemployed<sup>8</sup> as a result of the emergency or disaster.

**g. Eligibility Documentation**

LWDBs must document eligibility in the participant's Employ Florida program application, including, but not limited to the participant's:

- i. Verification of Work Authorization Status<sup>9</sup>
- ii. Citizenship or right to work;<sup>10</sup>
- iii. Compliance with the Selective Service Act; and
- iv. Status as one of the four grant-specific eligibility categories listed above.<sup>11</sup>

Each LWDB is required to collect supporting eligibility documentation used to determine eligibility and retain such documentation in the participants' electronic and/or hard-copy case files, in accordance with local operating procedures, and upload this documentation into Employ Florida, as soon as is practicably possible. Additionally, LWDBs must obtain and maintain documentation that supports the determination for eligibility and continued participation, including utilizing the E-Verify system pursuant to [Section 448.095, F.S.](#)

Circumstances surrounding the disaster may make documentation of eligibility difficult for

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<sup>5</sup> [Workforce Policy 104 – Sanctions for Local Workforce Development Boards' Failure to Meet Federal and State Standards](#)

<sup>6</sup> The term "laid off as a consequence of the emergency or disaster" includes any job separation that can be reasonably linked, directly or indirectly, to the disaster or emergency. May include individuals who were forced to leave their employment following the disaster due to reductions in time or wages, as well as external circumstances caused by the disaster that prevents them from remaining at their pre-disaster job. For example, a worker may have to leave a job to take care of problems caused by the emergency or disaster, to take care of themselves or a relative during the emergency or disaster or dealing with temporary or permanent homelessness due to the emergency or disaster. May include individuals whose offers of employment were rescinded or whose ability to work was delayed or canceled due to the disaster.

<sup>7</sup> A Long-term Unemployed Individual has been unemployed for six (6) out of the last 13 weeks. An individual is considered unemployed if they were not employed during the weeks in question or were employed in irregular jobs, such as day labor, or in part-time positions, (i.e., an average of 20 hours or less for the six weeks).

<sup>8</sup> An individual is significantly underemployed when their income from self-employment is no longer adequate to maintain self-sufficiency or meet living expenses.

<sup>9</sup> [TEGL 10-23, Change 2](#)

<sup>10</sup> A copy of the completed Form I-9 and E-Verify documentation must be maintained in the file of a participant placed into a temporary disaster-relief position.

<sup>11</sup> Such documentation may include a notice of separation from previous employer; documentation of Reemployment Assistance benefits or other unemployment compensation; federal income tax returns; business ledgers; and client information for self-employed individuals.



participants to obtain during the initial stages following the disaster. Self-attestation is an allowable method for documenting employment-related eligibility requirements when other documentation is not available. If the LWDB subsequently discovers through monitoring that it has served an ineligible participant, the participant must be terminated from the program and a case note must be recorded in Employ Florida describing the review process and subsequent determination of ineligibility. This situation will not result in disallowed costs.

**h. Veterans and Eligible Spouse Priority of Service**

As covered persons, veterans and eligible spouses determined eligible for services under a Disaster Recovery DWG must receive priority over non-covered persons in accordance with [Workforce Policy 111, Priority of Service for Veterans and Eligible Spouses](#).

**i. Allowable Activities**

In most cases, Disaster Recovery DWG projects must include a disaster-relief employment component.<sup>12</sup> Participants may be enrolled in disaster-relief employment activities, as well as employment and training activities, concurrently, sequentially, or as stand-alone services. However, certain Disaster Recovery DWG awards may limit the availability of certain activities as specified within the accompanying NFA.

Prioritization of types of services must be determined in coordination with local emergency planning and recovery agencies as further discussed in Section V.K.x. of this policy. Please see Attachment for additional information on allowable activities.

**j. Disallowed Activities**

The following are not allowable uses of Disaster Recovery DWG funds:

- i. Activities that are in preparation for future disasters;<sup>13</sup>
- ii. Incumbent Worker Training (IWT)<sup>14</sup> and Customized Training for employed workers.
- iii. Purchasing humanitarian supplies such as food, clothing, and hygiene products;<sup>15</sup>
- iv. Purchasing materials to do repairs.
- v. Matching FEMA funds.
- vi. Membership dues for local economic development organizations; and
- vii. Paying for LWDB staff education not directly related to the performance of their job duties in managing the Disaster Recovery DWG.

**k. Disaster-Relief Employment**

LWDBs must demonstrate that disaster-relief employment created under a Disaster Recovery DWG aligns with the following categories:

- i. Cleanup and recovery efforts; or
- ii. Delivery of appropriate humanitarian assistance in the aftermath of the

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<sup>12</sup> Disaster Recovery DWGs awarded due to an influx of individuals relocated from a disaster-affected area to another geographic area may not require a temporary disaster-relief employment component.

<sup>13</sup> DWG activities must be designed to mitigate the effects of the current declared disaster for which the grant was awarded; activities that may prevent future disasters or their impacts are permissible only where such activities are incidental to addressing the impacts of the current disaster or emergency.

<sup>14</sup> IWT is generally not allowable for DWGs but may be made available for certain specified funding opportunities.

<sup>15</sup> For example, Disaster Recovery DWG funding could be used to support food delivery workers through disaster-relief employment at food shelters but not to purchase the food itself.

emergency or disaster.

Post-disaster response and recovery activities address needs associated with mass care/sheltering, public health and health care, (re)housing, debris/infrastructure removal and repair, support to business owners, emotional/psychological support, public health and health care, and mitigation activities that are directed at correcting existing damage.

Humanitarian assistance provided by temporary disaster-relief workers generally includes actions designed to alleviate suffering and maintain human dignity in the aftermath<sup>16</sup> of disasters. The humanitarian assistance provided by disaster-relief workers must relate directly to needs created by the disaster or emergency, and physical, emotional, and economic consequences of the disaster or emergency.

#### **I. Disaster-Relief Employment Duration**

Eligible participants may be enrolled into disaster-relief employment under a Disaster Recovery DWG for up to 12 months or 2,080 hours (whichever is longer).

USDOL may approve an extension for up to an additional 12 months/2,080 hours through a grant modification. When an extension is granted, FloridaCommerce will notify the impacted LWDBs by modifying the NFAs to reflect the extension.

#### **m. Participant Wages and Fringe Benefits**

In accordance with WIOA Section 181(a)(1)(A), participants must be compensated at the same rates, including periodic increases, as employees who are similarly situated in similar occupations doing the same type of work, and who have similar training, experience, and skills.

However, in cases where the worksite does not have employees doing the same or similar work and with similar training, experience, and skills, LWDBs must ensure that the wages paid to participants:

- i. Are in line with the industry standard for that type of work in the area where the work is to be performed, supported by documentation; or
- ii. Are paid at least \$15 per hour in the absence of a determinable industry standards for the area where the type of work is to be performed.<sup>17</sup>

Where applicable, fringe benefits must be paid in accordance with the policies of the Disaster-Relief Employer.<sup>18</sup> If employees at the worksite are doing similar work and receiving hazard pay, disaster-relief workers may also be paid hazard pay rates for their work.<sup>19</sup>

#### **n. Training and Pre-vocational Activities**

To meet the disaster-recovery needs of affected areas, LWDBs may provide short-term training and pre-vocational activities that allow a disaster-relief worker to obtain the skills

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<sup>16</sup> The aftermath involves time and causality. With every declared disaster, there will be physical damage which results in the dislocation of individuals, families, and businesses, as well as economic and emotional damage. Temporary disaster-relief workers may be provided to help deal with these crises since they are the consequence of the disaster for the time necessary to help affected individuals recover.

<sup>17</sup> [TEGL 09-24](#)

<sup>18</sup> Disaster-Relief Employers are entities designated by FloridaCommerce or LWDBs to carry out day-to-day human resources and payroll activities of a Disaster Recovery DWG. The role of the Disaster-Relief Employer is described in Section V.K.q-r.

<sup>19</sup> Overtime is allowable.

needed to conduct the disaster-relief work.<sup>20</sup> For example, this may include training in the use of heavy equipment. During involvement in these activities, for a participant who has been hired in a disaster-relief position that requires attainment of specific skills, the participant may receive wages under the Disaster Recovery DWG.

**o. Employment and Training Activities**

Pursuant to WIOA Section 170(d)(1)(C), LWDBs may use Disaster Recovery DWG funding to provide employment and training activities to participants to help them obtain (re)employment that leads to self-sufficiency when they are unlikely to return to their prior employment. These services may include job search/job readiness activities, literacy instruction, including English as a Second Language (ESL) instruction, and occupational skills training and/or work-based training for career pathways that lead to high-demand jobs in high-growth industries.

An Individual Employability Plan must be developed in Employ Florida, detailing the need for training services as well as certain individualized career services such as work experiences, literacy/GED prep/ESL instruction, short-term pre-vocational services, and out-of-area job searches/relocation.

**p. Supportive Services**

LWDBs must provide supportive services when needed to enable individuals to participate in disaster-relief employment and employment and training activities. Supportive services provided to participants in disaster-relief employment must be designed to enable the participant to safely and effectively carry out the job for which they have been hired. Any supportive service provided must enable the individuals to participate in grant-funded employment and training activities. Any supportive services provided must be consistent with WIOA and applicable regulations, as well as [Workforce Policy 109, Supportive Services and Needs Related Payments](#). LWDBs must ensure their local operating procedures governing supportive services and needs-related payments include the provision of such services to individuals participating in disaster-relief employment and employment and training activities.

Note: Participants who receive wages from disaster-relief employment are not eligible for needs-related payments.

**q. Disaster-Relief Employers and Worksites**

LWDBs must identify appropriate Disaster-Relief Employers based on the nature and scope of the disaster or emergency and the types of disaster-relief activities that projects will be carrying out. LWDBs must have contracts or agreements in place with Disaster-Relief Employers to ensure that they comply with all Disaster Recovery DWG and other relevant rules and requirements, including with regard to employment activities, participant eligibility, participant safety and health (including Occupational Safety and Health Administration (OSHA) safety and work condition standards), supervision and attendance, and any other worksite requirements.

Similarly, LWDBs must identify appropriate Worksite Sponsors based on the nature and scope of the disaster or emergency and the types of disaster-relief activities that projects will be carrying out. Worksite Sponsors are entities<sup>21</sup> that preferably have experience in disaster recovery and enter into worksite agreements with LWDBs to

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<sup>20</sup> Such training is not required to be included in state or local eligible training provider/program list, nor is the occupation required to be on the local targeted occupation list.

<sup>21</sup> Worksite Sponsors are entities with which participants are placed to engage in disaster-relief employment and are often governmental or nonprofit entities to avoid potential conflicts of interest.

develop position descriptions and to support participant placement on worksites. LWDBs must ensure that the Worksite Sponsor complies with all Disaster Recovery DWG and other relevant rules and requirements.

**r. Eligible Disaster-Relief Employers**

Each disaster-relief worker must have an employer of record, referred to as the Disaster-Relief Employer. There is no limitation on what type of entity or organization may be a Disaster-Relief Employer. The LWDB, a staffing agency, or another entity may be the Disaster-Relief Employer. The Disaster-Relief Employer is responsible for maintaining all personnel and payroll records related to the employment of disaster-relief workers, including employer and employee withholdings and other benefits, if applicable. The Disaster-Relief Employer may be responsible for unemployment claims filed by temporary disaster-relief workers when their assignment ends.

**s. Worksite Selection**

Disaster-relief worksites must be in the geographic area covered by the qualifying event for the Disaster Recovery DWG and within the LWDB's jurisdiction.<sup>22</sup> LWDBs must give the highest priority to cleanup of the disaster area's most severely damaged public communities, facilities, and property, and to the cleanup of and provision of humanitarian assistance to economically disadvantaged portions of the disaster area.

The administration of Disaster Recovery DWG funds must be in coordination with projects administered by emergency management and disaster recovery agencies. The funding of temporary disaster-relief positions shall not duplicate or supplant other funding.

Projects may perform work on private property when the following conditions are met:

- i. The work must be intended to remove health and safety hazards to the larger community, or to address or alleviate specific economic or employment-related impacts of the disaster, such as cleanup work needed for disaster-affected employers to resume or continue operations.
- ii. The activities are necessary to remove health and safety hazards on private lands or around homes or other structures and may only return the land or structure(s) to a safe and habitable level, or operational status, and will not improve the original land or structure(s); and
- iii. The LWDB establishes a priority of disaster-relief activities in coordination with the local area's disaster-recovery team<sup>23</sup> that identifies the need for and use of private for-profit worksites, as applicable.

**t. Health and Safety Standards**

In all Disaster Recovery DWG projects, LWDBs must establish written policies specifying that Disaster-Relief Employers ensure that project participants are afforded the same health and safety standards established under federal and state law applicable to working conditions of permanent employees. LWDBs must also ensure that participants receive appropriate safety training and ensure safe working conditions in accordance with the OSH Act of 1970, as amended. LWDBs are responsible for ensuring and maintaining documentation that worker orientation and OSHA/safety

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<sup>22</sup> In extraordinary cases, LWDBs may develop and staff worksites outside of their jurisdiction with approval from FloridaCommerce.

<sup>23</sup> In some communities, groups are sanctioned by the County Emergency Operations Center, and any number or type of non-profits could be the county's proxy for disaster-relief activities. (This may include the Red Cross, Salvation Army, United Way, faith-based groups, and others.)

training has occurred.

Note: Certificates awarded for completion of basic safety training (i.e., OSHA 10) are not recognized postsecondary credentials under WIOA.

**u. Prioritizing Disaster-Relief Worksites**

LWDBs must be prepared to deploy the most appropriate disaster-relief jobs based on the criteria listed in [TEGL 09-24](#), as well as through consultation with local government, community and faith-based organizations, economic development and industry stakeholders, etc. Priorities for the types of disaster-relief jobs should be based on an assessment of the following factors:

- i. Physical impact on public properties.
- ii. Physical and human impact on the elderly, people with disabilities, low-income and other special needs populations.
- iii. Impact on organizations that are needed to respond to the disaster or emergency (governmental, community, and faith-based); and
- iv. Impact on local businesses, industry sectors, and the overall economic health of the area.

**v. Approval and Tracking of Worksites**

LWDBs are responsible for approving temporary disaster-relief worksites and job duties for disaster-relief workers. Worksite Reports containing worksite and job description information must be maintained and reported to FloridaCommerce according to a schedule and in a format provided by FloridaCommerce for each Disaster Recovery DWG.

Worksite files must be maintained for each worksite and must include:

- i. The agreement between the LWDB, the Worksite Sponsor, and the Disaster-Relief Employer, including non-duplication requirements (see Subsection V.K.x. below).
- ii. Approved job descriptions.
- iii. Evidence of appropriate OSHA/safety training.
- iv. Evidence that supervisor orientation<sup>24</sup> has taken place at the worksite.
- v. Description of supplies and equipment needed and responsibility for providing such;<sup>25</sup> and
- vi. Copies of attendance records.

Worksite files will be reviewed on a semi-annual basis by FloridaCommerce staff and must be provided upon request.

**w. Use of Equipment for Temporary Disaster-Relief Workers**

Generally, Disaster Recovery DWG funds may not be used to purchase equipment.<sup>26</sup> [Workforce Policy 87, Prior Approval Administrative Policy for Local Workforce](#)

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<sup>24</sup> Worksite supervisor orientation includes an overview of their responsibilities under the grant, allowable activities, timekeeping, discipline, etc.

<sup>25</sup> The worksite file identifies the supplies and equipment that will be needed for the temporary disaster-relief worker(s) to fulfill their job duties. As supplies are provided to individual participants, these are recorded as supportive services in Employ Florida.

<sup>26</sup> Equipment means tangible [personal property](#) (including information technology systems) having a useful life of more than one year and a per-unit [acquisition cost](#) that equals or exceeds the lesser of the capitalization level established by the [non-Federal entity](#) for financial statement purposes, or \$10,000. See [2 CFR 200.1](#).

**Development Boards** requires prior approval from FloridaCommerce before funds awarded to a LWDB may be used to purchase equipment for such cases, which may be subject to exception.

If equipment needed for the temporary disaster-relief workers to complete their assigned task is not available at the worksite, such equipment may be rented. Equipment rental expenses must be detailed as a separate line item in the budget(s) submitted by the LWDB to FloridaCommerce.

**x. Coordination with FEMA and Non-Duplication of Funds**

Disaster-relief activities must be coordinated with the appropriate local emergency management agencies to avoid duplication of benefits<sup>27</sup> and ensure that grant activities appropriately respond to the affected community's needs after a disaster. LWDBs must also coordinate with federal agencies responding to the disaster, either through direct contact or through state or local agencies working with the federal agencies.

As FEMA and Disaster Recovery DWG funds can pay for similar services, the best way to ensure that the LWDB is not duplicating FEMA funding is to obtain a written statement from the county, city, and/or non-profit as to what services and/or funding FEMA is or will be supplying to the entity and what disaster-recovery services will be provided by disaster-relief temporary workers. This will provide documentation to show that Disaster Recovery DWG funds are not duplicated with FEMA funded services/activities. The written statement should include a brief description of what staff, equipment, supplies, etc., are being paid through FEMA vs. Disaster Recovery DWGs. When a Disaster Recovery DWG funded disaster-relief temporary job participant works at a site which is later approved for FEMA reimbursement, and it is time for FEMA to reimburse the costs of the project, the wages of the temporary job participants must be deducted from the cost of the project before FEMA reimburses 75% of the cost of the project to the local government.

LWDBs must establish policies and procedures that describe how the LWDB will assess the availability of other resources, such as assistance from FEMA, private insurance, etc., to ensure non-duplication of funds and recover grant funds when other funds become available for the same activities. The established policies and procedures must also address a plan to recover grant funds expended for activities or services for which other funds become available from FEMA, public or private insurance, or other available resources.

**y. Local Operating Procedures**

Local Operating Procedures (LOPs) help local areas further define and clarify how programs will operate locally and are unique to each LWDB. LOPs govern procedures for the Disaster Recovery DWG program and must specifically address how the program will be administered locally. The LOPs must align with this policy. LWDBs must develop LOPS that:

- i. Define what constitutes a participant as being “unlikely to return to previous employment.”
- ii. Establish a local process for collecting and maintaining eligibility verification documentation, including ensuring that documentation collected is made available for monitoring by federal, state, and other auditors.

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<sup>27</sup> Duplication occurs when a beneficiary receives assistance for the same purpose from multiple sources resulting in the total assistance exceeding the actual need.

- iii. Outline how the LWDB will ensure the wages paid to participants enrolled in the disaster-relief employment are in line with the industry standard for that type of work in the area where the work is to be performed.
- iv. Ensure that supportive services are provided when needed to enable individuals to participate in disaster-relief employment and employment and training activities.
- v. Specify that Disaster-Relief Employers must ensure that participants are afforded the same health and safety standards established under federal and state law applicable to working conditions of other employees at the worksite.
- vi. Describe how the LWDB will assess the availability of other resources, such as assistance from FEMA, private insurance, etc., to ensure non-duplication of funds and recover grant funds when other funds become available for the same activities.

Local policies relating to program services must be updated to allow for the full array of services needed to operate DWGs. A written process must be developed that describes variations from the local policies. LWDBs must also ensure that LOPs related to the provision of supportive services and needs-related payments include how these services will be provided to Disaster Recovery DWG participants.

LOPs may be submitted to FloridaCommerce to provide feedback and ensure compliance with WIOA, USDOL regulations, and this policy.

## VI. IMPLEMENTATION AND MONITORING

### a. Florida Commerce Oversight

FloridaCommerce oversees the programmatic and financial management of Disaster Recovery DWGs to ensure effective support for businesses, individuals, and communities impacted by disasters.

Monitoring may occur on-site or virtually and will focus on:

- i. Outreach and recruitment
- ii. Participant eligibility
- iii. Career services and training
- iv. Performance and expenditure management
- v. Business services
- vi. Disaster-relief strategies
- vii. Coordination with federal, state, and local partners

Deficiencies, including the failure of an LWDB to meet Disaster Recovery DWG enrollments and/or expenditures, or failure to meet performance requirements, may result in sanctions and Performance Improvement Plans (PIP) identified in [Workforce Policy P104 – Sanctions for Local Workforce Development Boards’ Failure to Meet Federal and State Standards](#) and [Workforce Policy P88 – Performance Requirements for Local Workforce Development Boards](#).

### b. Local Workforce Development Board Responsibilities

LWDBs must establish local policies and procedures to meet state and federal requirements. Each worksite must be included in the LWDB's formal monitoring plan.

- i. **Monitoring Schedule:** Conduct the first monitoring visit within three months of a participant's placement, and at least every six months thereafter.
- ii. **Monitoring Standards:** An independent staff member or third party unaffiliated



- with worksite or case management must conduct the monitoring. The monitor must engage directly with worksite supervisors<sup>28</sup> and disaster-relief workers.
- iii. **Documentation:** Each visit must be documented in a written report, including any required corrective actions. LWDBs must provide monitoring tools and documentation to FloridaCommerce upon request.
- iv. **Compliance:** If LWDBs discover that workers are engaged in non-disaster-related activities, they must take immediate corrective action, which may include terminating the worksite agreement.
- v. **Strategic Planning:** LWDBs must use information gathered from their monitoring activities to refine their disaster response strategies, including for business engagement, staff training, and integration of disaster response into service delivery.

**c. Statewide Monitoring**

CareerSource Florida and FloridaCommerce will monitor the implementation of this policy, including:

- i. Local operating procedures
- ii. Continuity of Operations (COOP) plans
- iii. Emergency service delivery logs
- iv. Mobile unit deployment
- v. Supportive service distribution
- vi. Post-disaster performance data

FloridaCommerce will review each LWDB's COOP and operating procedures every two years to ensure alignment with state protocols. LWDBs must submit a disaster response summary within 30 days of the event's closure, detailing services provided, and individuals served.

**VII. AUTHORITIES**

[Public Law 113-128, The Workforce Innovation and Opportunity Act \(WIOA\), WIOA Sections 3\(15\); 134; 170; 181; 184; 185; 188; 189](#)

[20 CFR Sections 679.100 - 130 20 CFR Part 680, Subpart C, Section 682.300 – Section 682.370 20 Code of Federal Regulations \(CFR\) Part 687, \*National Dislocated Worker Grants\*](#)

[TEGL 19-16, \*Guidance on Services provided through the Adult and Dislocated Worker Programs under the Workforce Innovation and Opportunity Act \(WIOA\) and the Wagner-Peyser Act Employment Service \(ES\), as amended by Title III of WIOA, and for Implementation of the WIOA Final Rules\*](#)

[TEGL 14-18, \*Aligning Performance Accountability Reporting, Definitions, and Policies Across Workforce Employment and Training Programs Administered by the U.S. Department of Labor \(DOL\)\*](#)

[TEGL 09-24, \*Updated National Dislocated Worker Grant Program Guidance\*](#)

[Chapter 252, Florida Statutes](#)

[Sections 445.003 – 445.004, Florida Statutes](#)

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<sup>28</sup> Worksite Supervisors are individuals at a temporary disaster-recovery worksite who are responsible for overseeing the day-to-day work of temporary disaster-relief workers assigned to the worksite.



[Section 448.095, Florida Statutes](#)

[CareerSource Florida Workforce Policy G1 – State Workforce Development Board Roles and Responsibilities](#)

[CareerSource Florida Workforce Policy 2021.06.09.A.2 – Rapid Response and Layoff Aversion System](#)

[CareerSource Florida Workforce Policy P114 – Rapid Response Program Administration](#)

[Florida Administrative Code \(FAC\), Chapter 60K-5, and Chapter 252.38, Florida Statutes](#)

## VIII. HISTORY

| <b>Date</b> | <b>Description</b>   |
|-------------|--|
| 08/21/2025  | AWI Final Guidance 00-017, CareerSource Florida Workforce Policy Disaster Recovery Dislocated Worker Grants Program Administration Policy, and CareerSource Florida Emergency Response Strategy consolidated into a single policy to provide strategic and operational guidance. |
| 06/18/2024  | CareerSource Florida Emergency Response Strategic Policy approved by the CareerSource Florida Board of Directors   |
| 08/16/2023  | CareerSource Florida Workforce Policy Disaster Recovery Dislocated Worker Grants Program Administration Policy updated to conform to TEGl 16-21 <sup>29</sup> and re-issued by FloridaCommerce.  |
| 06/09/2021  | CareerSource Florida Workforce Policy Disaster Recovery Dislocated Worker Grants Program Administration approved by CareerSource Florida Board of Directors to provide LWDBs with the minimum requirements for administering Disaster Recovery Dislocated Worker Grants.         |
| 11/27/2000  | AWI Final Guidance 00-017 – Procedures for the Closure of the One-Stop Delivery System Centers Due to Natural Disasters or Other Emergency Conditions issued by the Florida Agency for Workforce Innovation  |

## IX. RESOURCES

[Florida Virtual Business Emergency Operations Center - FloridaDisaster.biz](#)

[Workforce Services Quick Facts: Mobile Unit](#)

[Workforce Services Quick Facts: State Rapid Response Program](#)

[Disaster Recovery Dislocated Worker Grants](#)

[State of Florida Comprehensive Emergency Management Plan](#)

[ESF 18: Business, Industry and Economic Stabilization Annex](#)

[Employ Florida Disaster Recovery Jobs Portal](#)

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<sup>29</sup> Note: TEGl 16-21 rescinded.

National Dislocated Worker Grants – WIOA Desk Reference

National Voluntary Organizations Active in Disaster Resource Center

## Attachment: Disaster Recovery Projects Allowable Activities

| Activity Type                                   | Description   | Allowable/Disallowed | Citation (CFR/TEGL)      |
|---|---|----------------------|--------------------------|
| <b>Disaster Relief Employment</b>               | Temporary jobs created to assist with clean-up, humanitarian aid, and recovery efforts in areas affected by a federally declared disaster or emergency. These jobs must be related to disaster recovery and are time limited. | Allowable            | 20 CFR 687.180(b)(1)     |
| <b>Employment and Training Activities</b>       | Services such as job search assistance, career counseling, occupational skills training, and on-the-job training provided to help dislocated workers re-enter the workforce.  | Allowable            | 20 CFR 687.180(b)(1)     |
| <b>Pre-vocational Activities</b>                | Services that prepare individuals for employment or training, including basic skills instruction, English language acquisition, and work readiness training.  | Allowable            | TEGL 09-24 Attachment II |
| <b>Supportive Services</b>                      | Services that enable individuals to participate in disaster relief employment or training, such as transportation, childcare, housing assistance, and work-related tools or clothing.   | Allowable            | TEGL 09-24 Attachment II |
| <b>Preparation for Future Disasters</b>         | Activities focused on planning, training, or equipping for future disasters rather than responding to a current declared disaster.  | Disallowed           | TEGL 09-24 Attachment II |
| <b>Incumbent Worker Training</b>                | Training for workers who are currently employed and not dislocated, which is not allowable under Disaster Recovery DWGs.  | Disallowed           | TEGL 09-24 Attachment II |
| <b>Customized Training for Employed Workers</b> | Employer-specific training for currently employed individuals, which is not aligned with the intent of serving dislocated workers.  | Disallowed           | TEGL 09-24 Attachment II |

|   |   |                   |                                     |
|---|---|-------------------|-------------------------------------|
| <p><b>Purchasing Humanitarian Supplies (e.g., food, clothing, hygiene products)</b></p> | <p>Buying food, clothing, hygiene products, or other humanitarian aid items is not an allowable use of DWG funds because these are not employment related services, other federal programs cover humanitarian needs and WIOA Title I funds must align with workforce outcomes.</p>  | <p>Disallowed</p> | <p>TEGL 09-24<br/>Attachment II</p> |
| <p><b>Purchasing Materials for Repairs</b></p>  | <p>Using DWG funds to buy construction materials or supplies for physical repairs is not permitted because this is not a workforce activity. Other federal programs are designed to fund infrastructure and material recovery. Under WIOA, all expenditures must be tied to employment outcomes. Allowing material purchases could lead to misallocation of funds.</p>                  | <p>Disallowed</p> | <p>TEGL 09-24<br/>Attachment II</p> |
| <p><b>Matching FEMA Funds</b></p>   | <p>Dislocated Worker Grant funds cannot be used to match or supplement FEMA disaster relief funds. DWG funds are intended to supplement workforce development efforts, not to serve as a match or cost-share for other federal programs like FEMA's Public Assistance. Federal cost principles prohibit the use of one federal grant to match another unless explicitly authorized.</p> | <p>Disallowed</p> | <p>TEGL 09-24<br/>Attachment II</p> |
| <p><b>Membership Dues for Local Economic Development Organizations</b></p>              | <p>Paying dues or fees to join local economic development groups is not an allowable cost because this is not an employment or training activity and paying membership dues to economic development organizations does not provide a direct benefit to dislocated workers nor does it contribute to</p>   | <p>Disallowed</p> | <p>TEGL 09-24<br/>Attachment II</p> |

|  |   |            |                          |
|--|---|------------|--------------------------|
|  | measurable employment outcomes. Under WIOA, administrative costs must be reasonable, necessary and allocable to the grant's purpose.  |            |                          |
| <b>Education for Local Workforce Board Staff (not job-related)</b> | TEGL 09-24 explicitly lists training or education for staff that is not directly tied to managing the Dislocated Worker Grant as a disallowed activity. Training that helps staff administer the grant, comply with federal reporting requirements, and manage disaster relief employment or training programs that support effective delivery of grant-funded services may be allowable. | Disallowed | TEGL 09-24 Attachment II |