

ANNEX A

RECOVERY ACTIVITIES

- I. General. In the post-disaster phase of a disaster, the Emergency Operations Center will manage, coordinate, control and direct the response and recovery efforts. The EOC charts in the Organizational Charts Appendix define the assumptions and functions associated with the EOC. The EOC will serve as the coordination point for establishing the Rapid Impact Assessment Teams (RIAT's), staging areas and other sites for coordinated assistance. The EOC will be manned by representatives from each ESF and other agencies involved in the recovery process. The EOC will be organized consistent with the state and federal response and recovery systems.

Direction, control and coordination during the immediate recovery phase focuses on the following types of activities:

- Establishment of an inter-county recovery network designed to provide the support for movement of response actions, relief supplies and services into the county.
- Acquisition, allocation and administration of the distribution of emergency supplies including food, water, ice and medications.
- Managing post-event sheltering operations.
- Initiating preliminary damage assessment (airborne and ground), debris removal and the restoration of utilities.

The primary local coordinating agency for requesting resources and relief supplies and support within the City is Emergency Management.

- A. Sarasota County Emergency Management has primary responsibility for coordinating Countywide recovery efforts. The Emergency Management Chief will appoint the local representative to the Joint Field Office (JFO) and state recovery staff, upon activation of the JFO.
- B. The National Disaster Recovery Framework states that jurisdictions will designate a Local Disaster Recovery Manager (LDRM). For Sarasota County, the LDRM shall be appointed by the County administrator. The role of the LDRM is to organize, coordinate and advance the recovery at the local level. This position will manage and coordinate the redevelopment and rebuilding of the community. The LDRM should be able to represent and speak on behalf of the chief executives. The LDRM will serve as the county's primary point of contact with the State.
- C. For incidents that necessitate an LDRM, the Emergency Management chief will designate individuals with the necessary knowledge, skills and abilities to assist the LDRM with the task of redevelopment and rebuilding of the county. The LDRM

will coordinate the long-term recovery needs of the community utilizing a committee comprised of infrastructure, planning & development, emergency services, along with various volunteer organizations active in county disaster groups.

1. The Emergency Management Chief will request the State to participate in establishing Disaster Recovery Centers (DRCs) and will appoint a representative to the State Recovery Staff. Individual ESF's in the EOC will coordinate with their state counterparts during response and recovery operations. To assure the flow of accurate and timely recovery information, and to coordinate relief and recovery efforts, state and federal agencies will coordinate with the Local Disaster Recovery Manager in the EOC.
2. The Local Disaster Recovery Manager or designee will coordinate recovery activities with the municipalities. Individual ESF's in the EOC will coordinate with their municipal counterparts during response and recovery operations. To assure the flow of accurate and timely recovery information, and to coordinate relief and recovery efforts, municipalities will be encouraged to have representatives in the EOC.
3. All recovery activities are coordinated through the Local Disaster Recovery Manager and begin during the response phase with an evaluation of:
 - situation reports
 - mission assignments logged and tracked
 - municipal status update reports received from local governments
 - EOC briefings
 - local conference calls
 - impact assessment data, as well as other impact information received from other sources
 - damage reports received from citizens

These information sources are reviewed and monitored to start the identification of areas that should receive priority for damage assessment and human needs assessment. This gathering of intelligence sets the stage for the operational transition from response to recovery activities, which takes place as the incident begins to stabilize

4. The Coordinator for ESF-14 is the Public Information Officer (PIO) and is responsible for providing public information and education programs regarding the recovery effort and available local, state and federal assistance. The PIO will follow procedures established in ESF-14 Public Information for the dissemination of information as well as the EOC

ROG's/ROP's. The PIO will participate in the Joint Information Center (JIC). Public information programs will use all the resources outlined above in reaching the population in Sarasota County. Special efforts will be made to reach the hearing/sight impaired; non-English speaking or those that are not in touch with traditional communications outlets.

5. The Local Disaster Recovery Manager or designee is responsible for the county participation in the Disaster Recovery Center for the affected area. The Local Disaster Recovery Manager or designee will serve as the Special Projects Coordinator/County Recovery Center Coordinator to coordinate with state and federal individual assistance officers in the establishment of a Joint Field Office.
6. The Emergency Management Chief is responsible for the following items in support of the State of Florida RECON.
 - Pre-designation of helicopter landing zones for RECON aviation support. Landing zone locations (GPS coordinates) are listed in the Critical Facilities Inventory and have been transmitted to State of Florida Division of Emergency Management.
 - Pre-designation of staging areas and sites for RECON operations. Staging area locations (GPS coordinates) have been transmitted to State of Florida Division of Emergency Management.
7. The City utilizes the established process under the Stafford Act, as amended by the Disaster Mitigation Act 2002, for obtaining and administering state and federal disaster assistance. When the President issues a disaster declaration that includes Sarasota County, the County will receive notice from the State directly as well as through the media coverage. The County Emergency Management Chief will ensure that this information is transmitted to the municipalities for coordination of financial reimbursement with county agencies while maintaining compliance procedures for financial transaction, accurate accounting, grants management, document tracking and payroll procedures. Each City department is responsible for the collection and documentation of reimbursement information, identification of public assistance projects, and submission to the contractor consolidation and submission to FEMA.

The Local Disaster Recovery Manager will transmit disaster declaration, recovery assistance information and technical assistance resources to the municipalities, special taxing districts and not-for-profit organizations, who perform essential governmental type services, as described in FEMA

regulations via fax, conference calls, e-mail and Internet, media outlets and other communications mechanisms.

8. The LDRM will assign representatives to solicit and provide technical assistance and support to municipal jurisdictions throughout Sarasota County to assist in community-wide recovery efforts. The Municipal Liaison will also ensure that multi-jurisdictional issues which require coordination, such as infrastructure restoration of roads, bridges, utility systems and telecommunications, can be effectively coordinated across jurisdictional lines. The lead coordination agency will work directly with the city managers for each impacted jurisdiction and request that a staff assignment is made for recovery working groups requiring representation from the municipality. These assignments may be based upon level of impact to the municipality, available technical expertise within the municipality, level of interest, need for coordination, and jurisdictional regulatory authority.
9. During a disaster event, the county recovery activities outlined in this section are the same for declared and non-declared disasters except for available federal and/or state resources. Without a federal disaster declaration, financial assistance for victims is limited and heavy reliance is placed on the American Red Cross, Salvation Army, charitable agencies, volunteer donations and insurance coverage. In the absence of a Presidential disaster declaration, agency declarations, such as by the Small Business Administration, may provide other sources of funding to assist with costs of the incident. Businesses must depend on insurance coverage or obtain loans/refinancing for recovery. The County and municipal governments must meet infrastructure recovery needs through existing operating funds and insurance or issue bonds to fund disaster recovery. The unmet needs committee may be an additional source of recovery resources and will be convened to identify victims' needs and possible recovery assistance.
10. The primary departments and agencies that have lead or support roles for the implementation of long term recovery are the following:
 - Emergency Management
 - Property Appraiser
 - School Board
 - Planning and Development Services
 - Community Services
 - Health and Human Services
 - Talent and Performance Management
 - Environmental Services

- Public Works
- Administrative Services
- Information Technology
- Office of Financial Management
- Sarasota Community Organizations Active in Disasters (COADs)

II. Transition to Recovery

While there is no clear line of differentiation between the Response Phase and the Recovery Phase, there are general activities which begin to occur in recovery that signify a gradual de-escalation of the response phase. The recovery phase marks the transition from response to recovery, and in Sarasota County, it begins as soon as the Response is initiated. The county may implement a Disaster Recovery Center to assist the transition to its long-term recovery, which is guided by the Post Disaster Redevelopment Plan (PDRP) and the Long-Term Recovery Coalition (LTRC) manual.

The core principles and organizational constructs in the Recovery Annex coexist with the CEMP and build upon its organizational structure and resources to more effectively address recovery needs. The CEMP fully transitions to the recovery when the disaster-specific mission objectives of the Emergency Support Functions (ESFs) are met and the EOC begins to demobilize. Response organizations will deactivate at the end of the response phase. Other organizations will remain active and/or transform into a broader post-disaster recovery role. Such organizations can include, but are not limited to, infrastructure repair, housing reconstruction, economic stabilization, and health and social services. As these post disaster redevelopment actions are implemented, oversight for long-term recovery will transition back to organizations which are typically responsible for overseeing these activities during normal operations.

The recovery process is best described as a sequence of interdependent and often concurrent activities that progressively advance the county toward a successful recovery. However, decisions made and priorities set early in the recovery process will have a cascading effect on the nature and speed of the recovery progress.

- A. Joint Field Office Coordination - The Joint Field Office is a temporary Federal multi-agency coordination center. It is established locally to facilitate field-level, domestic, incident-management activities. The Joint Field Office provides a central location for coordination of federal, state, local, non-governmental and private sector organizations. The Local Disaster Recovery Manager will coordinate all activities with state and federal recovery personnel at the Joint Field Office. The Local Disaster Recovery Manager, through the County Emergency Management Chief, will liaison with the State Recovery Staff and will provide local representation if necessary. A municipal representative, selected by the Local Disaster Recover Manager will coordinate recovery activities with the municipalities.

The bulk of federal recovery field operations during a declared event are coordinated through the JFO. Unlike the State Emergency Operations Center, the Joint Field Office facility is determined by, and under the authority of, the Federal Emergency Management Agency. The Joint Field Office will be staffed with representatives from federal agencies having emergency responsibilities, and may be co-located with the office of the State Coordinating Officer. Joint Field Office site selection will be made by the Federal Coordinating Officer and the State Division of Emergency Management director. State Emergency Response Team personnel work alongside their Federal Emergency Management Agency counterparts to achieve mutual objectives. For additional information, see the State's Recovery Operations for the Joint/Disaster Field Office Standard Operating Guidelines.

- B. State and Federal Disaster Assistance Process - To receive a Federal disaster declaration under the Stafford Act, the following steps must be conducted. Each step is addressed in detail in an upcoming section of this Plan. Following is a brief overview:
1. Local State of Emergency Declaration: The process for issuing a local state of emergency is outlined in the Sarasota Comprehensive Emergency Management Plan. A local state of emergency may be issued at any time deemed necessary by the executive leadership. However, to receive recovery assistance from a higher level of government (state and federal), a local state of emergency must be declared by Sarasota County.
 2. Rapid Impact Assessment and Initial Damage Assessment: Sarasota County Planning and Development Services Damage Assessment Branch (consisting of members of Sarasota County, and its municipalities) will assess the impacts of the disaster as detailed in the Rapid Impact Assessment and Initial Damage Assessment of this annex. These assessments provide an initial overview of the type and extent of the damage and include inputs from municipalities, special districts and other eligible entities within the county. The initial assessment is transmitted to the State Emergency Operations Center from Sarasota County Emergency Operations Center.
 3. State of Emergency Declaration by the Governor: When deemed appropriate, the Governor will issue an executive order or proclamation in support of the County's request for assistance. This will provide the authority to activate State emergency response resources to assist the County's efforts.

4. Preliminary Damage Assessment: The State Emergency Response Team and the Federal Emergency Management Agency will initiate a damage assessment with Sarasota County to document the severity of the impact and to justify the need to pursue a request for a Presidential Declaration. When the damage is of such magnitude and severity that it would appear a declaration is imminent, this assessment may not be necessary.
5. Emergency Declaration Request and Notification: When the minimum thresholds have been exceeded for a Presidential Disaster Declaration, the Governor requests a Federal Disaster Declaration, in writing to the President, through the Federal Emergency Management Agency's Region IV Headquarters in Atlanta, Georgia. If the Federal Emergency Management Agency concurs with the request, it is sent to the President who determines whether the request will be approved or rejected. Approval may be for any or all the three primary categories of Federal Disaster Assistance that are made available through the Stafford Act: Request for Public Assistance, the Individual and Household Program, and Small Business Administration loans. The response is transmitted back to the Governor through the Federal Emergency Management Agency's Region IV Headquarters. Once the State Emergency Operations Center receives the official notification, it will notify each of the counties within the State of Florida. It is the responsibility of the County Emergency Operations Center to notify all municipal jurisdictions and special districts within the County of the Federal Disaster Declaration.

III. Damage Assessment

Damage assessment is the basis for determining the type and amount of state and/or Federal financial assistance necessary for recovery and mitigation. An initial damage assessment is conducted during the response and immediate recovery phase to support a request for a gubernatorial proclamation and for the state to request a presidential declaration. Damage assessment has a two-fold mission:

- To identify the immediate needs and resources required to assist disaster victims.
 - To substantiate requests for supplemental assistance.
- A. Initial Impact Assessment Survey. In the immediate aftermath of the disaster, a City-wide "Initial Impact Assessment Survey" will be conducted. The goal of this survey is to determine the magnitude and severity of damage to private and public buildings and infrastructure; and, in the event of a severe rainfall event, determine the level of flooding damage. All Impact Survey Team members must report impact survey results to the City EOC within hours of disaster impact. The results are mapped in the City EOC on a Geographic Information System map. The impact survey data provides a City-wide general overview of the most significantly

impacted areas and, therefore, establishes a prioritization mechanism for damage assessment team deployment, resource allocation, and disaster assistance.

- B. Damage Assessment Process. While response activities (such as search and rescue, firefighting and care for the injured) are in full operation, recovery field operations begin with clearing debris from all major roads to assist emergency units in their response operations and to facilitate access to impacted areas by joint County/City Damage Assessment Teams.

Rapid and accurate damage assessment of both the private and public sectors is essential to determine:

- Type of assistance to request
- Prioritization of resource distribution for disaster victims
- Prioritization of infrastructure restoration

A damage assessment report is created which includes the damage assessment data Citywide. The joint County/City Damage Assessment Teams are composed of individuals representing building inspections, clerical and other support. The Public Works Department and Utilities Department will coordinate damage assessment data for all public infrastructure.

Damage assessment data is reported to the recovery staff at the County EOC, which is reviewed, then transmitted to the City EOC.

Based on the magnitude and severity of the disaster impact as well as intelligence data gathered from City situation reports and mission requests, the County or State may deploy a State or joint State/Federal Preliminary Damage Assessment Team to the City of North Port before the City-wide damage assessment and reporting is complete. If this circumstance occurs, the County EOC will coordinate the activities of the City/County/State/Federal Preliminary Damage Assessment Teams with that of the City EOC. The goal is to ensure a complete and accurate damage assessment of the disaster event's impact upon the City of North Port and to assist the Governor in making a timely request for a Presidential Disaster Declaration.

Once the damage assessment process is complete, the City of North Port Neighborhood Development Services Department conducts the post-disaster habitability inspections. The purpose of these inspections is to ensure that all structures are safe for entry and that water, electric, and gas services may be reconnected to the structure. These inspections are not conducted until the damage assessment process has been completed. All buildings damaged must be permitted for rebuilding or restoration and all new work must be up to current codes. Condemnation of severely damaged buildings and structures will be

accomplished when they become public safety issues. These are legal responsibilities of all jurisdictions within the City.

- III. Disaster Recovery Center. A Disaster Recovery Center may be established in the area to provide “one-stop” assistance for information and tele-registration. The County EOC will initiate a request through the State Emergency Operations Center for the establishment of a DRC within Sarasota County. The Recovery Section Chief will coordinate with the Florida Division of Emergency Management for the establishment of Disaster Recovery Centers. This coordination includes ensuring the selected facilities or locations can support DRC operations for extended periods. Although only one DRC may be established after an incident, Sarasota County Emergency Management has pre-identified a variety of locations to serve as DRC’s. The location will be selected based on community need and structural suitability. The Emergency Management Coordinator has lead responsibility for coordination with the County, State and FEMA for the establishment of a Disaster Recovery Center and will work with Sarasota County to identify potential location(s).
- IV. Public Assistance Process. When the President issues a major disaster declaration that includes Sarasota County, the City will receive notice from the State. The City EOC will ensure that this information is transmitted to City departments for coordination of financial reimbursement. Each City department is then responsible for the collection and documentation of reimbursement information and identification of Public Assistance projects.

The Emergency Management Director will transmit disaster declaration, recovery assistance information, and technical assistance resources to the City departments via fax, conference calls, internet e-mail and web page, media outlets, and other communications mechanisms.

- V. Debris Management. In some cases, debris clearance, removal and disposal actions can be accomplished quickly using community resources augmented by assistance from neighboring communities, State agencies and contractor resources. In many other cases, however, the damage and debris are so extensive that a comprehensive debris clearance, removal and disposal management plan is required to efficiently and effectively control the operations.

The City of North Port developed, and approved by FEMA, a Debris Management Plan (Appendix H) to provide guidance to City management in planning, mobilizing, organizing and controlling a large-scale debris clearance, removal and disposal operation. These response efforts may be accomplished with local force account labor and equipment, contractors, volunteers and assistance from adjacent communities. The Plan identifies key staff members and their responsibilities for managing and controlling debris clearing, removal and disposal operations. This staff will be immediately activated whenever a natural disaster occurs. Staff members will document the critical decisions made in

response to the disaster and provide the debris manager and local, State and Federal officials with a clear plan of action. The debris clearing, removal and disposal operations may extend for weeks or months and insufficient documentation of the evolving plan could cause confusion and inefficiency.

VI. Community Outreach/Relations Teams. Private citizens and businesses are advised through the media and Community Outreach/Relations Teams of:

- Open shelter locations for immediate housing needs
- City, American Red Cross, Salvation Army, and other distribution points where food and water can be obtained
- FEMA's toll-free number to register for long term disaster recovery assistance (through the Individual Assistance Program)
- Location and hours of operation of Disaster Recovery Centers that can assist and guide persons in their individual recovery efforts.

The Community Outreach teams consist of a Federal, State, and local team member.

VII. Unmet Needs Coordination.

The Sarasota County Human Service Director, in conjunction with Sarasota County COADs, has the lead responsibility for coordinating unmet needs during long-term recovery. With assistance from the member groups and other volunteer organizations, the COAD will utilize existing lists of community service providers, local churches, community outreach programs and municipalities to fulfill all requests. A volunteer center may be established in the county to support unmet needs coordination and operations. Human Needs Assessment Teams, municipalities and local officials will meet to help identify unmet needs. The Sarasota COAD maintains the lists of volunteers and community organizations.

Generally, agencies (both nonprofit and profit) will notify the EOC of the needs of the communities which they canvas. SCEM has a cooperative relationship with a multitude of field agencies in both emergency and non-emergency times. During a major disaster operation, FEMA will provide Community Relations Teams. Sarasota County, along with the American Red Cross, will field damage assessment teams to get a sense of the community's needs. Emphasis areas for the teams will be:

- A. Areas of the greatest disaster impact
- B. Isolated and rural areas
- C. Low socio-economic areas
- D. Elderly, special needs, and socially isolated individuals

Training and workshops are available through several resources such as health care organizations that specialize in home health care, workshops provided or coordinated by

SCEM staff, and training provided to members of volunteer organizations such as American Red Cross and United Way.

- VIII. Post-Disaster Emergency Housing. In a catastrophic disaster, many homes may be destroyed which may require the use of non-permanent structures, such as mobile homes, travel trailer and recreational vehicles, as temporary housing by individuals and families who have been displaced from their primary residence. In general, City Code prohibits the use of these structures.

In 2009, City Commission adopted an ordinance (09-08) which permits the use of these structures for temporary housing on their declaration of a housing emergency. Residents would be able to live in a trailer on their property while their home is being repaired, and allow the creation of a FEMA-style mobile home park for those from apartment buildings or condominiums until they can locate and transition into permanent housing. All structures must have water, sanitary sewer and electricity connections approved by the City. Residents would be permitted to remain in the temporary structure for up to 18 months, with additional increments of six months on application to the City's Neighborhood Development Services Department.

The county may establish an expedited permitting process which may include "one-stop permitting" centers staffed by county permitting representatives for implementing streamlined permit processing. The purpose of this process is to expedite repair and reconstruction of buildings, and to provide information support for provision of temporary housing and encouragement of business resumption and industrial recovery. The County may establish such centers and procedures in coordination with other governmental entities that may provide services and support, such as the Florida Division of Emergency Management, FEMA, SBA, and HUD. These centers combine the presence of multiple agencies to provide better coordination of information that disaster victims may need to rebuild.

A. Transitional Housing

If it is determined that shelter residents and evacuees will not be able to return to their homes for an extended period, it may be necessary to activate transitional shelters until more suitable, longer-term housing options are available. Such transitional shelters can be operated in churches, community centers, convention centers, barracks, or similar existing structures. The Federal Emergency Management Agency's Transitional Sheltering Assistance (TSA) Program may approve, fund, and administer the use of hotels and motels as transitional shelters, which is not charged against disaster survivors' maximum amount of Individual and Housing Program financial assistance. The Federal Emergency Management Agency can also provide reimbursement for hotel/motel accommodations to eligible applicants (County/municipality/special district) through the

Housing Assistance Program, which is subject to the Individual and Housing Program financial assistance limit.

B. Interim Housing

The main objective of interim housing is to identify interim housing solutions with the goal of providing safe and functional temporary housing that allows a family to live together, with a reasonable amount of privacy, while meeting the physical accessibility needs of the household. This includes providing essential utilities, and access to areas for food preparation and bath facilities. Interim housing requires coordination between the Disaster Housing Task Force, municipal partners, and the Joint Field Office. Interim housing is designed to provide a solution for a period of generally up to 18 months. Interim housing may include:

- Rental properties
- Hotels and motels
- Mobile home and RV parks
- Seasonal housing units
- Mobile housing units on private property or group sites
- Big box facilities
- Cruise ships