**CITY OF VERO BEACH,
FLORIDA**

COMPREHENSIVE
EMERGENCY MANAGEMENT PLAN

PART II
DISASTER RECOVERY PLAN

May 2, 2006

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City of Vero Beach, Florida
Disaster Recovery Plan

1.0 PURPOSE

1.1 Purpose

The purpose of recovery planning is to anticipate, to the maximum extent possible, what will be needed to restore the community to full functioning as rapidly as possible following a disaster. This is accomplished through pre-event planning done in cooperation between the community at large and the local government. Successful timely community recovery from disaster will occur only if all parties in the community understand the process, how each fits in, and why particular procedures are used. It is extremely important for City departments to understand their roles and responsibilities within the recovery process. This will minimize the time required for complete revitalization of the community in the aftermath of any disaster event. This Disaster Recovery Plan is intended to be a guide to the City of Vero Beach government and departments for pre-disaster planning, post-disaster short- and long-term recovery efforts. It is Part II of four parts of the Comprehensive Emergency Management Plan:

Part I A: Emergency Operations Plan (EOP) – Provides an overview of the City's approach to emergency response operations.

Part I B: Appendices – Addendums to Part I that provide more specific information and direction on topics that are mentioned in the Part I. For example, the appendices include copies of departmental plans.

Part II: Disaster Recovery Plan – Provides guidelines of the City's approach to recovery and restoration following either a natural disaster or a terrorism incident.

Part III A: Debris Management Plan – Describes how the City will address the removal and disposal of disaster related debris.

Part III B: Provides more specific information and direction on topics that are mentioned in Part III.

This plan, designed to be used following any disaster, establishes guidelines and policies for the City of Vero Beach that are designed to minimize delays in recovering from natural or manmade disasters. In doing so, consideration is given to maximizing compliance with both insurance

and FEMA requirements. It also includes a schedule of specific City functions that detail pre-event and post-event (recovery) guidelines.

1.2 Goals

The general Vero Beach goals for recovery are as follows:

- Maintain leadership. The community will, and should, expect the City government to act as a visible, viable leader throughout both disaster response and recovery; however, the recovery process following a major disaster will be long and sometimes appear tedious. The City must show its leadership at that time.

- Expedite and aid economic recovery through pre-event planning. Some recent disasters have clearly shown that lack of proper planning, or lack of execution of that plan, may have disastrous results. The City must develop a clear, executable plan, and ensure all parties involved are aware of their responsibilities related to the plan requirements.

- Maximize local initiative and resources. While state and local disaster assistance will be requested, it should be understood that such assistance will not be sufficient for total recovery. The City will make maximum use of local initiative and available resources for the benefit of its citizens in the recovery process.

- Maximize state/federal programs and benefits. In the event of a major disaster, the City's resources will not be sufficient for response and recovery. While the City must be immediately responsive to the needs of the citizens, it will be necessary to have assistance from state and federal programs to expedite the City's recovery. The City must be aware of the programs that are available, and be proactive in requesting assistance. That also places on the City the responsibility to know what information is required, and have in place procedures to minimize delays.

- Establish and maintain communications with citizens. It is extremely important that the citizens of Vero Beach be kept aware of the recovery process, any issues that arise, and how those issues are being addressed. If no information is provided by the City, then other parties will provide information to fill the void – and that information may or may not be correct.

- Establish and maintain communications among City departments. Both disaster and disaster exercises continue to show the major problems that occur from lack of communication and coordination. The City must establish and maintain a system that will ensure all City departments are aware of what the other departments are planning and doing. This can best be done by the use of a Disaster

Recovery Team, which will be discussed later.

- Establish and maintain communications to and from City Council. The City Council will be responsible for making and implementing policies that either expedite or impede the recovery process. It is important that they receive appropriate and timely information, and policies/guidelines are implemented and communicated to the City departments with minimal delay.

- Make maximum use of damage assessment for recovery planning. During the response phase, the City will have conducted an assessment of most of the damages to public property within the City. That information should become the basis of the specific disaster recovery plan, and will be supplemented by additional information that may be required to fill in gaps.

2.0 EMERGENCY SUPPORT FUNCTIONS AND RECOVERY FUNCTIONS

The City's response to, and recovery from, emergencies and disasters begins with activation of the City's CEMP and the Emergency Support Functions (ESFs) that are part of that plan. ESFs were developed to group together the types of assistance activities that citizens are likely to need in times of emergency or disaster. While the ESFs are discussed in detail in the CEMP, it is necessary to address them in this plan, with emphasis on their role in the recovery process.

A lead department for each ESF is determined by the Director of Emergency Management and is responsible for coordinating the efforts of that ESF during the emergency/disaster. During emergencies, the City Emergency Operations Center (EOC) determines which ESFs are activated to meet the disaster response needs.

Recovery planning also begins when the EOC is activated. An assessment of the impacts should begin immediately, and that information should be provided to the appropriate ESFs. Each ESF continues its work during the recovery process, but with a different emphasis. Some ESFs will not be required to be part of the recovery process, and will be released. As recovery progresses, other ESFs can be released as appropriate.

2.1 Recovery Operations Management and Organization Structure

2.1.1 Recovery Phases

Recovery generally occurs in two or three phases. The reason for the difference is that the two phase process is simply "short-term" and "long-term". The short-term phase is sometimes divided into two phases, emergency/public safety phase and short-term emergency restoration and repairs phase. Whether two or three phases are used, the work is done in the same general manner.

It must be understood that there is no definitive time when "response" becomes "recovery". They may be, and usually are, occurring at the same time. The breakdown of the "short-term" phase into two phases is a recognition that some recovery begins very early in the disaster. A reasonable time frame for those phases is:

- Emergency Response, Public Safety Phase: Impact to 2 weeks.
- Short-term Recovery, Emergency Restoration and Repairs Phase: Impact to 6 months.

The goal of long-term recovery is to finalize the restoration of the community to pre-disaster conditions (or as close as to those conditions as possible). Some of the long-term tasks begin after short-term tasks are completed, others are continuation of tasks that began almost immediately after the disaster occurred. The long-term recovery phase can last for several years, depending upon the type and impact of the disaster.

2.1.2 Recovery Incident Management System

The City's recovery organization follows the general concepts of the National Incident Management System (NIMS), and the Command and Control Structure is discussed in the EOP.

Depending upon the severity and magnitude of the disaster, full activation of all components of the Incident Management System may not be necessary. Partial activation would be dictated by the characteristics of the disaster, and would involve only those departments and organizations needing to interact in providing the necessary recovery activities and programs. Whether or not the system is partially or fully activated is a decision of the City Manager or his/her designee. The organization structure is intended to be flexible and should be tailored by the "Disaster Recovery Manager" and the "Section Chiefs," to meet the City's recovery needs.

2.1.3 Recovery Operations Organization

2.1.3.1 General

Recovery activities are operational in nature and begin while response operation activities are still underway. For most events, these activities will begin in the City Emergency Operations Center (EOC) as staff work to assemble data on the extent of damages.

Recognizing that the ability of the City to provide staff for separate recovery planning initially may be limited, this plan utilizes to the maximum extent possible staff that already may be assigned to the Emergency Support Functions. In essence, some staff may have a dual responsibility during response. It should be noted, however, that most of the recovery responsibilities would be limited to ensuring that applicable data is provided to a Disaster Recovery Team Manager.

As the emergency response phase stabilizes, the EOC and the Recovery Manager begin the coordination of disaster recovery activities and recommends the activation of the Disaster Recovery Team as appropriate.

2.1.3.2 Disaster Recovery Team

As its name indicates, the focus of the Disaster Recovery Team is the recovery process. Disaster Recovery Team responsibilities include, but are not limited to, the following with respect to any and all recovery issues:

- Oversee the recovery and reconstruction process, and serve as an advisory committee to the Disaster Recovery Manager and the City Manager

- Prepare a recovery plan that establishes priorities for the required repairs or reconstruction.

- Develop procedures to carry out reconstruction policies

- Develop and recommend policies for areas that have (or may) sustain repeated disaster damages.

- Identify and recommend allocation of resources for recovery

- Develop and recommend priorities for relocating repetitively damaged facilities.

- Identify mitigation opportunities

2.1.3.3 Disaster Recovery Team Manager

The Disaster Recovery Team Manager (normally the Director of Public Works) is designated by the City Manager, and is responsible for directing all phases of the recovery process. Initially, the Disaster Recovery Team

Manager will be directing the collection of data necessary to develop the Recovery Plan, and tracking the early recovery progress.

2.1.3.4 Recovery Operations Section

The Recovery Operations Section is responsible for the coordination of recovery response assets, and for implementing the priorities according to the Recovery Plan. Activities carried out will be based upon tactical objectives drafted by the Disaster Recovery Manager to achieve strategic goals. This section is responsible for implementing assignments designed to assist those affected by the disaster incident; and to repair, replace or restore damaged facilities. As the response activities decline, personnel from the Operations Section will transfer to this section. It usually will include staff from ESF #3 (Public Works and Engineering), ESF #7 (Resource Management), ESF #10 (Hazardous Materials), and ESF #12 (Energy and Utilities).

2.1.3.5 Recovery Planning Section

The Recovery Planning Section collects, evaluates, disseminates, and documents information about disaster impacts and status of resources. In addition, it compiles damage/impact assessments, and develops the Recovery Incident Action Plan (RIAP) (see below). Staffing would primarily be from ESF #5, Information and Planning.

2.1.3.6 Recovery Logistics Section

The Recovery Logistics Section is responsible for providing all support needs to recovery incident sites (ordering materials, providing facilities, providing supplies, and providing services.) Staffing would primarily be from ESF #7.

2.1.3.7 Recovery Finance and Administration Section

This section is responsible for monetary, financial, and related administrative functions. In particular, this section is responsible for assuring that accurate records are kept of disaster related costs – personnel, equipment, material, mutual aid, contracts, etc. It also is responsible for overseeing the City's effort in applying for, receiving and documenting federal disaster recovery assistance. Legal aid support and matters pertaining to vendor contracts and injury claims will be handled by this section (through a representative from Risk Management). The extent to which this section is activated, and specific staffing, will vary by disaster setting.

2.1.3.8 Public Information Section

This may require a minimal staff, and will be staffed by the Police Department. While the section may be small, it is extremely important. The City must keep the community informed as to the status of the

recovery operations. If the City does not provide timely, accurate information, the information that is presented may be incorrect, inaccurate, and/or incomplete.

2.1.3.9 *Recovery Incident Action Plan*

The Recovery Planning Section, initially established in the City EOC will begin the first draft of a "Recovery Incident Action Plan (RIAP)" for use by the Disaster Recovery Team (DRT) as soon as possible. The RIAP is disaster specific, and is based on situation, damage and impacts assessments reported to or developed by the EOC Information and Planning Section.   The RIAP defines a phased recovery program with a priority of work plan, i.e. priorities and actions to be taken to:

- Eliminate life-threatening conditions.

- Restore utility and transportation services.

- Provide and restore suitable housing conditions (water, sewer, electricity, etc.)

- Resume normal economic activity.

- Expedite the securing of financial assistance from both the public and private sectors.

- Restore other important City services to normal levels.

- Restore the community's physical facilities, both public and private, such as waste collection, street lighting, street cleaning, traffic control, recreation facilities.

- Return of all essential services (i.e., water, sewage, electricity, gas, refuse pickup, etc.).

- Return personnel to normal work schedules and assignments.

RECOVERY INCIDENT MANAGEMENT SYSTEM

ORGANIZATIONAL CHART

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                    ┌─────────────────────────┐
                    │   DISASTER RECOVERY      │
                    │   TEAM MANAGER           │
                    └─────────────────────────┘
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│  SECTION     │ │  SECTION     │ │  SECTION     │ │   SECTION        │
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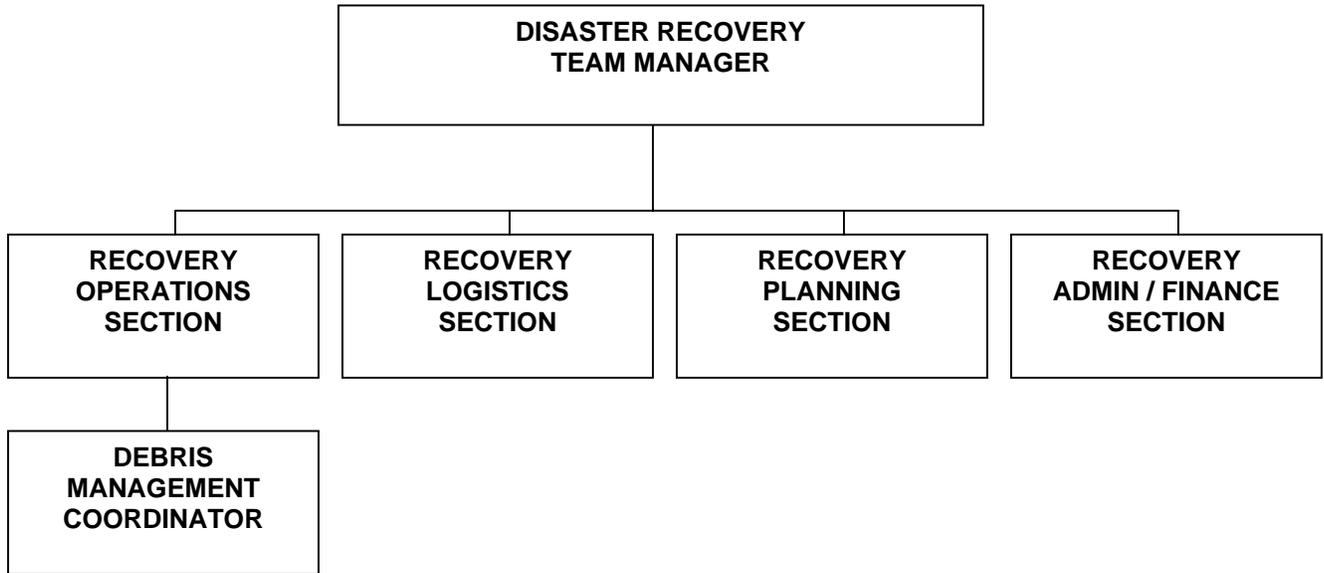
3.0 RECOVERY RESPONSIBILITIES

3.1 Introduction

In the initial period following a disaster, there is possibility of competition for resources, and lack of communication and coordination. The development of the RIAP, an understanding of the responsibilities of each department during recovery, prompt collection and analysis of information, and a dedication to cooperation and coordination for the benefit of the community will expedite the reconstruction process and will serve to promote communication and coordination of people and resources.

3.2 General Recovery Responsibilities

In general, all City departments are encouraged to become involved in the recovery process. These include such things as:

- Review damage reports and other analyses of post disaster circumstances, compare these circumstances with mitigation opportunities, and identify areas for post disaster development changes.

- .Initiate recommendations for enactment, repeal, or extension of emergency ordinances, moratoriums, and resolutions.

- Recommend procedural changes for non-vital regulations and development standards to reduce reconstruction time.

- Initiate recommendations for relocation and acquisition of property in damage areas.

- Initiate a property owner notification program to inform nonresident property owners of damages incurred to their property and any post disaster requirements or restrictions imposed by local authorities.

- Evaluate damaged public facilities and formulate reconstruction, mitigation, or replacement recommendations.

- Make recommendations for future ordinances, plans, codes, and/or standards to assist in recovery from future disasters.

Certain City Departments have been assigned specific recovery responsibilities. The "Primary - Support Matrix" functional responsibility chart (following page) depicts the functional responsibilities assigned to each of the departments.

3.3 Recovery Organization and Responsibilities by Department

One of the primary functions of this Plan is to clearly delineate a basic organization and assign specific responsibilities. During the conduct of recovery operations, many issues will arise that are not specifically mentioned in this Plan. However, responsibilities should be sufficiently defined so that unexpected issues can be assigned and resolved efficiently.

Specific responsibilities of the various supporting departments are addressed in the sections that follow. A detailed listing of recovery-specific assignments for tasks and issues that normally arise during debris operations is provided in the Debris Management Plan - Part III of the Comprehensive Emergency Management Plan. Following is a brief listing of recovery-related responsibilities for specific City leaders.

3.3.1 City Council

- Develop policy and strategy with advice from the Disaster Recovery Team.

- Disseminate policy guidance and direction through the City Manager acting in the City Manager's role as Director of Emergency Management.

- Provide interface to the media and public.

- Be the liaison with state and federal officials.

3.3.2 City Attorney

- Provide legal analysis for the recovery program.

- Review recovery plans and procedures for compliance with laws.

- Advises on recovery resolutions and/or ordinances.

- Provide legal advice.

3.3.3 City Manager

- Act as the Director of Emergency Management pursuant to Ordinance No. 2006-

- Provide direction to the Disaster Recovery Manager.

- Ensure implementation of recovery policy directives and strategic decisions.

3.3.4 Disaster Recovery Manager

- Maintain coordination with the City Manager.
- Implement policy directives.
- Maintain management responsibility for recovery activities.
- Ensure that the appropriate recovery functions are identified
- Ensure that appropriate tasks are identified and prioritized.
- Ensure that resources are properly applied within the priority framework.

3.3.5 Vero Beach Public Information Officer

- Serve as a central point for distributing public information.
- Prepare and release information about the City's recovery activities.
- Interface with news media, recovery personnel and other agencies.
- Interface with community citizens, businesses and organizations.

3.3.6 Safety Officer

- Advise the Disaster Recovery Manager on recovery safety issues.
- Monitor and assess safety hazards or unsafe conditions for recovery personnel.
- Develop measures for assuring personnel safety.

4.0 CONCEPT OF RECOVERY OPERATIONS

4.1 General

This section provides guidance on the activities that shall occur, where necessary and appropriate during the recovery operations. It provides guidance that can be used for the development of the RIAP, because not all of the tasks/activities mentioned herein may be necessary in every event. The tasks identified may not be all-inclusive for every incident, but can be used to address the recovery process. Additionally, it should be noted that the tasks are not necessarily in the order in which they would occur, although every attempt was made to place most of them in that order. For example, the tasks related to Public Information and Safety would be implemented during response, and carry through until the end of recovery.

4.2 Primary Recovery Tasks

The following tasks are to be considered primary, but not all-inclusive. Depending upon the type, expanse, and severity of an incident, other

tasks may be required and may assume a major priority; however, most should be able to be developed and assigned in a timely manner using this concept as a framework.

4.2.1 Task 1- Damage Assessment/Impact Analysis

4.2.1.1 Purposes

- Determine the disaster's impact on the City of Vero Beach.

- Provide information detailing the situation, location, and extent and nature of damage.

- Provide information to assist in establishing recovery priorities.

- Identify resource needs for disaster recovery.

- Justify necessary state and federal assistance.

- Identify structures unsafe for occupation.

- Determine structures that have to comply with the City's reconstruction policy.

4.2.1.2 Primary Responsibility

- Department of Public Works, Department of Planning.

4.2.1.3 Pre-Event City Requirements

- Obtain a copy of State Emergency Management Damage/Impact Assessment Guidelines.

- Develop a City rapid impact assessment system (should be based on state system) for use in determining recovery planning priorities. (Windshield Survey.)

- Obtain and maintain pre-disaster maps, photos, and other documents for City buildings, facilities, infrastructure, etc.

- Using the City's Geographic Information System (GIS), develop a data base for use in rapidly compiling, interpreting and displaying damage assessment and impact assessment information.

- Using the City's Geographic Information System (GIS), develop a critical facilities" inventory. Data base information should include:

  o Critical facility number designation

  o Name of facility

  o Street address

  o Map coordinates

  o Title/name of facility contact person

- o Telephone number
- o Type of hazard potential

4.2.1.4 Initial Impact Assessment Actions

The following "Initial Impact Assessment" tasks are usually completed within 36-72 hours following a disaster. Although collected during the response phase, this information forms the basis for the RIAP.

- Collect and submit initial damage assessment data.
- Utilize the pre-event data base and GIS to develop an Impact Assessment that will identify:
  - o The boundaries of the disaster area(s), access points to the disaster area(s), and casualty information.
  - o The immediate physical needs of disaster victims (food, water, ice, medical, sanitation, temporary housing, security, electrical power needs).
  - o Numbers of houses and businesses without electricity, water, sewage service.
  - o Number of wells contaminated.
- Impact to the City's lifelines (those critical services and facilities necessary to sustain life, i.e., health services, water, food, etc.), public facilities, public services, private residences, and private businesses.
- Impact to the City's infrastructure, i.e. utilities, communications and transportation.
  - o Number of roads blocked.
  - o Number of tons of debris generated.
  - o Isolated areas of the City.
- The City's ability to meet disaster victims needs (status of fire, law enforcement, medical systems, critical facilities, and major resource needs/ shortfalls).
- Critical facilities incapable of performing their intended pre-disaster functions.
- The major disaster condition(s) that must be addressed. Which condition(s) are the most critical and requires the most immediate attention.
- The preliminary estimated damage costs to public facilities
- Cost of damage to homes and businesses.

- Economic effects of the disaster on local business.

- The amount of federal and state individual and public assistance that will be needed to recover from the disaster.

- Which activities may require and be eligible for higher level assistance.

- The approximate timelines required for recovery.

- Compile a list of locations and damage estimates to private and public structures showing:
  - Minor damages (0 to 11%)
  - Major damages (>11% to 74%)
  - Destroyed (>74% to 100%)

- Deliver the information to the EOC for compilation by Information and Planning.

4.2.1.5 Continuing Impact Assessment Actions

The information obtained during the Initial Impact Assessment tasks may be used to develop the following assessments; On-going evaluation and updating throughout the recovery period are required.

- Develop an Individual Assistance impact assessment to estimate damages and impacts to the private sector to include damages to homes, businesses, possessions, and other improvements. (See References to state and federal guidance publications.)

- Develop a Public Assistance impact assessment involving damage and impacts to public buildings, facilities, roads, bridges, sewer plants, etc. (See References to state and federal guidance publications.)

- Develop a priority list for the building inspection process.

4.2.1.5 Identify Damages to Critical Facilities

Critical facilities are those locations providing essential lifeline services to the community or qualify as a high occupancy structure, or as a high risk hazard to the community. It is extremely important that the Initial Assessment identify any damages to facilities that have been deemed critical by the City of Vero Beach. Critical facilities and their priority will vary by jurisdiction, but some examples of such facilities and their priority are:

Priority 1:
- Major Government Buildings
- Fire Stations

- Police Stations

- Public Works Yard(s)

- Emergency Communication Center(s)/Infrastructure

- City Administrative Building(s)

- Shelters

- Hospital(s)

- Airports

- Water

- Sewage- Lift and pumping stations

- Electric Substations and Power Lines

- Bridges, Overpasses, Causeways

- Convalescent/Residential Care Facilities

Priority 2:
- Freeways

- Major Arterial Roads

- Essential Lifeline/Utility System Sites

- Telephone (emergency facilities)

- Communication towers

- Educational Facilities

- All Schools

- Staging areas and distribution centers requiring emergency power

- Medical Facilities

- Emergency Clinics

Priority 3:

- High Occupancy Structures/Locations

- Public shelters

- Shopping Malls

- Stadiums, arenas

- High Rise Buildings

- High Risk HAZMAT Locations

- Chemical/Waste Processing and Treatment Plants

- Gas Stations

- Identified High Risk HAZMAT carriers/handlers

- Telephone (general public)

4.2.1.7 References

- State Emergency Management Damage/Impact Assessment Guidelines.

- State Assessment Team Standard Operating Guidelines.

- City of Vero Beach Emergency Operations Plan

4.2.2 Task 2 - Preparation of Recovery Incident Action Plan (RIAP)

4.2.2.1 Purposes

- Development of an initial compilation of disaster impacts and damages

- Refinement of a process to update the compilation as new or additional information is obtained

- Preparation of initial RIAP which will be the guideline for the recovery process (the term "initial" is used, because the RIAP is a dynamic document that will change as additional information is collected and priorities change.)

4.2.2.2 Primary Responsibility

- Recovery Team Planning Section

4.2.2.3 Pre-Event City Requirements

- Designate staff for the RIAP

- Develop a list of priority/critical facilities that can be used to develop the draft plan after the event occurs

- Finalize assigned department responsibilities

4.2.2.4 Recovery Actions

- Collect information on damaged facilities

- Plot the information on maps or GIS (coordinate with ESF #5 to ensure no duplication of effort)

- Establish a data base of damaged facilities/impacts that can be updated as additional information is received

- Clearly identify critical facilities

- In coordination with the Disaster Team Manager, prepare the initial RIAP, establishing priorities and developing the initial timeline for completion of each project

- Clearly establish reporting requirements (to whom and how often)

- Maintain an updated plan

4.2.3 Task 3 - Security and Reentry

Following a disaster event, security becomes a major issue. This has been proven in several recent disasters. It is important to important to have in place a plan for security (usually prepared by law enforcement) – and for reentry into the affected areas. It should be noted, however, that the reentry phases can escalate and de-escalate depending upon the event, and decisions. This task addresses those issues, but should be coordinated with the law enforcement community to ensure compatibility.

4.2.3.1 Purposes

- Promote and facilitate the timely reentry of essential response and recovery personnel, government officials, property owners, business owners, media, etc.

- Speed the recovery of the City and its economy

- Provide uniform guidance following a large-scale disaster to law enforcement personnel who direct access into the impacted area.

- Establish procedures to ensure safe and orderly reentry

- Clarify the roles and responsibilities of local and state agencies that may be involved in reentry.

- Ensure that security operations focus on
  - o Restricting entry into damaged areas.
  - o Preventing looting in damaged areas.
  - o Advising citizens of risk.
  - o Providing security for recovery workers, VIPs, critical facilities, etc.

4.2.3.2 Primary Responsibility

- Vero Beach Police Department

4.2.3.3 Pre-event City Requirements

- Develop and maintain a City Reentry Plan. (See Attachment 1)

- Ensure the citizens are aware that a reentry system may be implemented following a disaster

- Ensure that all parties are aware that a reentry system will be implemented only after approval by the City Council

- Ensure that all City employees have identification cards

- List and prioritize essential routes to be utilized for response and recovery; coordinate list with the City Debris Manager.

- Determine reentry liability issues and the legal implications of restricting reentry

- Develop public notices to be used in the reentry process.

- Develop a public notice that emphasizes the need for residents and property owners to exercise caution. Law enforcement officers will distribute to those who choose to reenter a devastated area.

- Develop a list of critical facilities that will require security during reentry.

- Develop a reentry identification system.

- Develop an occupant "reentry process" based on a sticker system.

4.2.3.4 Recovery Actions

- Activate the City Reentry Plan.

- Determine reentry routes.

- Coordinate with County Public Works and State Transportation Department to provide signage on road network for reentry.

- Coordinate with the City Debris Manager to prioritize the clearing of essential routes utilized for response and recovery.

- Determine locations for reentry checkpoints and road blocks.

- Direct City and mutual aid law enforcement officers to establish and staff checkpoints during reentry.

- Monitor entry into devastated areas; Monitor road conditions and report traffic flows and counts.

- Coordinate with Public Information to publicize reentry information.

- Ensure that persons reentering impacted areas are properly warned (verbal and written) about hazards.

- Ensure security is provided at critical facilities

- Ensure security (and escort as needed) is provided for recovery workers, VIPs, etc.

- Recommend the implementation of curfews and other crime prevention measures as necessary.

- Consider using public transportation systems to move people back into evacuated areas.

4.2.3.5 References

- Reentry Standard Operating Guidelines

- Checklists

- Example of reentry credentials

TASK 3 - ATTACHMENT 1

REENTRY STANDARD OPERATING GUIDELINES

I. IDENTIFICATION SCHEME:

A. Decals:

1. Red: Fire, Law Enforcement and EMS personnel.
2. White: Damage Assessment and Utility Restoration personnel.

B. City issued identification cards:

1. Employees
2. Visitors

C. Others:

1. FEMA
2. Military

II. REENTRY PHASED APPROACH:

A. Level I Access (First Phase):

1. Reentry of agencies and groups that play key roles in restoring normal operations in the City after a disaster. They include the following:

   - Public Works road clearance crews.

   - Fire/Rescue and Search/Rescue personnel.

   - Infrastructure and utilities repair Personnel.

   - Debris management contractors.

   - Damage assessment teams. (These may include FEMA, state, and local officials.)

   - Other personnel at the discretion of, and with written approval by, the City EOC.

2. Ensure identification of Level I priority is verified at established checkpoints.

- Provide law enforcement officials at checkpoints with the list of all agencies and groups vital in the immediate restoration.

- Require all Level I personnel to present employee identification.

3. The reentry into devastated areas should be monitored by designated individuals. The EOC should be provided with daily information on road conditions, status of impacted areas, roadblocks and detours.

B. Level II Access (Second Phase):

1. Reentry of support agencies and critical businesses. Entry is based on the determination of the City EOC and public safety personnel. These groups include the following:

- Relief Workers.
- Health care Agencies.
- Critical Business Operations.
- Insurance adjusters.

2. Ensure identification of Level II priority groups is verified at established checkpoints, and written warnings of risks and dangers within impacted areas are distributed.

- Provide law enforcement officials at checkpoints with the list of support agencies and critical businesses.
- Require all Level II personnel to present proper identification.

3. Monitor entry into devastated areas.

C. Level III Access (Third Phase):

1. Reentry of residents and non-critical business operators. Allow reentry when the following factors are resolved:

- Access: Major routes are intact and passable.

- Public Health: Threat to public safety is acceptable to citizens and public officials.

- Rescue: All search and rescue operations have been completed.

2. Ensure identification of Level III priority groups is verified at established checkpoints and warnings of risks and dangers within impacted areas are distributed.

3. Require residents and business operators to show proper identification/documentation to enter an impacted area.

    a. Proper identification for resident access includes:
- Current driver's license
- In cases where an address on a driver's license does not correspond to the area being entered, any of these documents will be accepted).
- Voter registration.
- Utility bill.
- Mortgage deed.
- Property tax documents.
- Car registration.

    b. Proper identification for business operators includes:
- Business license showing ownership.
- Current utility bill.
- Certificate of use.
- Lease documents or similar documents.

    c. Proper identification for business employees includes:
- Employee identification badge.
- Current payroll stub.

4. Coordinate with Public Information to publicize reentry information concerning when and where it is safe to return to impacted areas.
- Ensure that the public is informed about the forms of identification required for reentry.
- Use all possible forms of communications; the press, TV, radio, internet, etc.

D. Other Considerations:

1. Establish a Credential Verification Area (CVA) at each checkpoint for people with questionable identification.

2. Reduce traffic lanes to better manage checkpoints as appropriate.

3. Coordinate with Public Works to implement traffic control procedures to avoid congestion, and promote the movement of emergency vehicles and relief supplies. If necessary, the following steps will be taken to improve traffic conditions:

   ○ Install temporary four-way stop signs at uncontrolled intersections if traffic signals and signs are damaged or destroyed.

   ○ Establish temporary street signs on barricades, telephone poles, or spray paint curbs or pavements.

   ○ Replace sign at major intersections and routes near response recovery centers, staging and distribution centers and hospitals first.

4. Reentry security will focus on four tasks:

   ○ Preventing looting in damaged areas.

   ○ Restricting entry into damaged areas

   ○ Advising citizens of risks.

   ○ Providing security at critical facilities, and for recovery workers, VIPs, etc.

4.2.4 Task 4 - Repair and Restoration of Public Infrastructure, Services, Buildings

When the response operations are nearing completion, or have been completed, the emphasis on, and demand for, returning the public infrastructure to pre-disaster conditions increases. Restoration of utility services is critical to the success of both short and long-term recovery programs, and complete utility restoration could take months. Initial roadway clearance will push debris to the rights-of-way, providing access to underground cables. Restoration of the commercial power supply will be the key activity for reestablishing water and sewerage systems, and the restoration of power will be impacted by the clearance of debris along the transmission line rights-of-way. Restoration of electrical service and communication systems will begin as soon as major transportation routes are cleared of debris to allow emergency vehicles and crews to enter the disaster area. Damage to transportation systems will influence the accessibility of disaster relief services and supplies. Restoration of transportation systems is necessary to make sure that those systems facilitate the movement of emergency personnel, vehicles, equipment and supplies.

4.2.4.1 Purposes

- To return the public infrastructure and the City's services to pre-event levels or better as quickly as possible

- To ensure the citizens have the infrastructure and services restored in an expeditious manner to revitalize the City and the economy quickly.

- To cooperate with government agencies and the private sector to return the public infrastructure and the City's services to pre-event levels.

- To work with appropriate county, state, federal entities to facilitate the restoration of roadways and utilities immediately following a disaster

4.2.4.2 Primary Responsibility

- Department of Public Works

4.2.4.3 Pre-Event City Requirements

- Update general utilities restoration plans

- Develop recovery communication and coordination procedures with non-City service providers.

- Maintain accuracy of GIS data base, to include:

- o Critical facilities.

- o Infrastructure: Electric; Gas; Water; Sewer; Roadways; Bridges; Roadway lighting; Traffic signals; Traffic signs; Waterways; Communication system.

- o Debris clearance strategy, i.e. Initial "push" routes, etc.

4.2.4.4 Recovery Actions

- Review data from the Initial Impact Assessment task (Task 1)

- Develop an initial public infrastructure and services impact assessment; Review often and revise after a more comprehensive impact assessment is provided. Identify restoration needs of essential services:

  - o Electricity

  - o Gas

  - o Water

  - o Sewer

- Identify restoration needs of transportation system:

  - o Roadways

  - o Bridges

  - o Roadway lighting

  - o Traffic signals

  - o Traffic signs

  - o Waterways

- Identify restoration needs of communication system.

- Coordinate a debris clearance strategy with the City Debris Manager

- Request accurate estimates from utilities about damage impacts and estimated length of service interruption. If estimates are weeks to months, determine need for:

  - o Temporary housing or business sites.

  - o Potable water.

  - o Solid waste disposal.

  - o Portable power generation.

  - o Transportation.

- Provide information to the RIAP to ensure the timeline for recovery to accurate.

- As accurately as possible (updated as new information is obtained), include in the plan the projected time frame to restore utility services from service providers.

- Determine water service restoration priorities
    o Valve off major leaks.
    o Identify high damaged areas.
    o Assess and provide service to the following customers:
        ▪ Emergency response and recovery facilities.
        ▪ Hospitals, nursing homes, emergency public shelters, and Dialysis patient facilities.
        ▪ Other identified emergency response facilities.
    o Establish water sites as necessary.
    o Establish priorities and repair damaged truck mains, distribution mains, and service connections.
    o Re-pressurize water system as necessary.
    o Establish water potability.

- Determine waste water service restoration priorities
    o Assess damage to public system.
    o Determine extent of damage to private franchise facilities and establish priorities in reestablishing service.
    o Determine need and provide service to the following customers:
    o Emergency response and recovery facilities.
        ▪ Hospitals.
    o Re-establish wastewater service to areas when power and water service are restored.

- Coordinate with Recovery Administration & Finance to:
    o Ensure there is a clear understanding of projects/activities eligible for FEMA's public assistance projects.
    o Establish procedures to manage federal disaster assistance programs.

4.2.4.5 References

It is important to be aware of the requirements for FEMA reimbursement. The following references are listed for guidance. The attachments listed are provided on the following pages.

- FEMA Public Assistance Guide

- FEMA Public Assistance Policy Guide

- FEMA Public Assistance Applicant Handbook

- Florida Emergency Recovery Plan

- Attachments

  1. Public Assistance Damage Assessment Checklist

  2. Public Assistance Project Checklist.

  3. FEMA "SOP" for Project Formulation

TASK 4 - ATTACHMENT 1

PUBLIC ASSISTANCE DAMAGE ASSESSMENT CHECKLIST
(To Prepare for State and/or Federal Inspectors)

In order to expedite the damage assessment process, applicants should take the following steps before the arrival of the State and Federal assessment team:

1. Mark the location of each damage site on a suitable map and develop a route of travel to each site. Segregate damage/work activities into the categories of work below. All damage sites should be identified by the applicant before the inspectors arrive.

   • Roads.

   • Water control facilities.

   • Public buildings and related equipment.

   • Public utilities.

   • Facilities under construction.

   • Recreational and park facilities.

   • Educational institutions.

   • Certain private non-profit facilities.

2. Ensure that the person designated to accompany the survey team is knowledgeable of the repairs already made and the location of all other damage sites which need to be repaired/surveyed.

3. Have photographs, site sketches or drawings of each damage site available for the inspectors (especially where work has already been performed).

4. Compile a detailed breakdown of labor (including fringe benefits), equipment, and material costs for each location where work has been completed or is in progress. While a variety of forms can be used to summarize these items, the format chosen must document the type and location of work performed on a daily basis.

5. Record force account equipment use in a manner compatible with the FEMA Schedule of Equipment Rates. Keep damaged equipment and parts for review and inspection by the survey team.

6. List equipment, materials or inventory lost as a result of the disaster. Provide copies of estimates, bids, purchase orders, invoices, inventory records or other substantiating evidence to verify loss values or replacement cost.

7. Be prepared to describe to the inspectors which sites will be repaired by contract and those which will be repaired by force account. If a contractor's estimate/bid has been received, have it available for the inspectors.

8. Provide inspectors with policy information on insurance coverage and any proceeds received or anticipated.

TASK 4 - ATTACHMENT 2

PUBLIC ASSISTANCE PROJECT CHECKLIST
(To Prepare for State and/or Federal Inspectors)

In order to expedite the project process, applicants should take the following steps and be aware of the following procedures before the Kickoff meeting (or first visit) with the Federal/State team:

1. Mark the location of each damage project on a suitable map and develop a route of travel to each site. Segregate damage/work activities into the seven categories of work. The applicant should identify all damage/ work projects before the Project Officers arrive.

2. A list of projects broken down by small (< $57,500) and large (>$57,500) Note: dollar amounts increase annually, and are established by FEMA. The amount shown above is for FY 2006.

3. Ensure that the person designated to accompany the survey team is knowledgeable of the repairs already made and the location of all other damage sites which need to be repaired.

4. Have photographs, site sketches or drawings of each damage site available for the Project Officers (especially where work has already been performed).

5. Compile a detailed breakdown of labor (including fringe benefits), equipment, and material costs for each project where work has been completed or is in progress. While a variety of forms can be used or summarize these items, the format chosen must document the type and location of work performed on a daily basis.

6. Provide force account equipment use in a manner compatible with the FEMA Schedule of Equipment Rates. Keep damaged equipment and parts for a review and inspection by the survey team.

7. List equipment, materials or inventory lost as a result of the disaster. Provide copies of estimates, bids, purchase orders, invoices, inventory records or other substantiating evidence to verify loss values or replacement cost.

8. Be prepared to describe to the inspectors which projects will be repaired by contract and those which will be repaired by force account.

If a contractor's estimate/bid has been received, have it available for the Project Officers.

9. If damaged facilities are to be restored in accordance with adopted codes or standards different from the original construction, provide Project Officers with copies of the appropriate standards.

10. Provide Project Officers with policy information on insurance coverage and any proceeds received or anticipated.

11. Notify the Florida Division of Emergency Management as soon as possible, but no later than 60 days from the date of the initial Kickoff Meeting, of any additional damage that has been identified.

12. A statement of non-concurrence must be attached to any project in which the local representative does not agree with the proposed scope of work.

TASK 4 - ATTACHMENT 3

FEMA Guidelines - Project Formulation
(Based on Project Formulation Job Aid)

Project Formulation is one of the techniques used to implement the concept of effectively responding to the needs of entities affected by a natural or man made disaster.   Following a declaration by the President that a disaster exists, the State will conduct an Applicant's Briefing to explain the process of applying and obtaining Federal recovery assistance. At that briefing, eligible applicants will be informed how to submit a Request for Federal Assistance (RPA).

Within one-two weeks after the Applicant's Briefing, a Public Assistance Coordinator (PAC) will contact each eligible entity that submitted an RPA. (In the following discussion, the term "eligible applicant" will be replaced by "Vero Beach").   At that time, the PAC will arrange a Kickoff Meeting with Vero Beach. During the Kickoff Meeting, the PAC and the Vero Beach representative will discuss Project Formulation.

Projects can be formulated in various ways and combinations depending upon the Vero Beach's needs and desires; however, there are some rules that must be followed:

- Emergency work and permanent work can one combined when the emergency work is incidental to the permanent work.

- Projects with Special Considerations may be formulated separately, if desired, and submitted to the PAC to immediately begin to resolve the special considerations issue. (Special Considerations include environmental, historical, insurance, and floodplain aspects.)

- Project Formulation cannot be used to avoid complying with eligibility requirements.

- Vero Beach may do the actual Project Formulation after discussion with the PAC on various grouping options.

- If sites are combined in such a way that the cost estimate exceeds the large project/small project threshold, the project is considered a large project.

A project is a logical method of performing work, and may include more than one damage site. This offers flexibility in organizing and managing work. Once similar work has been consolidated into projects, damages and a repair plan must be documented on a Project Worksheet.   Although more than one site can be combined to make a project, only one project may be listed on a Project Worksheet.

PROJECT FORMULATION METHODS AND EXAMPLES

Specific Site	All the work at a specific site may be a project, i.e. a single road washout site.
Specific Facility	This method is used for large projects, such as all work on a bridge, or restoration of a building.
Type of Damage	All logical work under a single category, such as debris removal, may be a project.
Types of Facilities	All work at certain types of facilities, such as all paved roads.
Systems	All work to a system, such as repairs to a water distribution system with multiple breaks.
Jurisdiction	All work within a specific area, such as a park. Another example would be the administrative department.
Method of Work	All work being done under a single contract.
Complex	For extensive damage to several facilities at a complex (for example, a high school) all damage could be combined into one project.
Special Consideration	In some circumstances, a project may be grouped by special issues.
Reference:	*Project Formulation.* FEMA Standard Operating Procedure 9570.5; September 1999

TASK 4 - ATTACHMENT 4

FEMA Contracting Checklist

The use of Federal funds requires compliance with Federal procurement regulations.   (Compliance with local and state procurement regulations is acceptable IF those regulations are at least as stringent as Federal requirements.)

Contracts must be of reasonable costs, generally competitive bid. FEMA finds four methods of procurement acceptable:

- **Small purchase procurement** – An informal method for securing services or supplies that do not cost more than $100,000 by obtaining several price sources from different sources.

- **Sealed bids** – A formal method where bids are publicly advertised and solicited, and the contract is awarded to the bidder whose proposal is the lowest in price.

- **Competitive proposals** – Similar to sealed bids in which contracts are awarded on the basis of contractor qualifications instead of price (generally used for procuring architectural or engineering services).

- **Non-competitive proposals** – A method whereby a proposal is received from only one source. Procurement by noncompetitive proposals may be used only when the award of a contract is infeasible under small purchase procedures, sealed bids or competitive proposals and one of the following circumstances applies:

  (a) The item is available only from a single source.

  (b) The public exigency or emergency for the requirement will not permit a delays resulting from competitive solicitations.

  (c) The awarding agency authorizes non-competitive proposals; or

  (d) After solicitation of a number of sources, competition is determined inadequate.

FEMA provides reimbursement for three types of contracts:

- **Lump sum contracts** for work within a prescribed boundary with a clearly defined scope of work and a total price.

- **Unit price contracts** for work done on an item-by-item basis with cost determined per unit; and

- **Cost plus fixed fee contracts**, which are either lump sum or unit price contracts with a fixed contractor added into the price.

- **Time and material contracts** should be avoided, but may be used for short periods of time (preferably not to exceed 70 working hours) for work immediately after the disaster has occurred. Applicants must carefully monitor and document contractor expenses, and a cost ceiling or "not to exceed" provision must be included in the contract.

The following is a summary of pertinent Federal contracting requirements.

FEDERAL CONTRACTING REQUIREMENTS: Part 13 of Title 44, Code of Federal Regulations (44 CFR) is entitled "Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments." These requirements apply to all Federal (not just FEMA) grants awarded to State, tribal and local governments. Section 13.36 applies to procurement. Pertinent paragraphs of this section are as follows:

- 13.36 (b) *Procurement standards.* (1) Grantees and subgrantees will use their own procurement procedures which reflect applicable State and local laws and regulations, **provided that the procurements conform to applicable Federal Law and the standards identified in this section**. (emphasis added).

- 13.36 (b)(10). Grantees and subgrantees will use time and material type contracts only
  - (i) After a determination that no other contract is suitable, and
  - (ii) If the contract includes a ceiling price that the contractor exceeds at his own risk.

- 13.36 (d)(4) Procurement by *noncompetitive proposals* is procurement through solicitation of a proposal from only one source, or after solicitation of a number of sources, competition is determined inadequate.
  - (i) Procurement by noncompetitive proposals may be used only when the award of a contract is infeasible under small purchase procedures, sealed bids or competitive proposals and one of the following circumstances applies:

(a) The item is available only from a single source.
(b) The public exigency or emergency for the requirement will not permit a delays resulting from competitive solicitations.
(c) The awarding agency authorizes non-competitive proposals; or
(d) After solicitation of a number of sources, competition is determined inadequate.

(ii) Cost analysis, i.e., verifying the proposed cost data, the projections of the data, and the evaluation of the specific elements of costs and profits, is required.

(iii) Grantees and subgrantees may be required to submit the proposed procurement to the awarding agency for pre-award review in accordance with paragraph (g) of this section.

AUTHORITIES AND RESOURCES

44 Code of Federal Regulations, Part 13
Public Assistance Guide; FEMA Publication 322
Public Assistance Policy Digest, FEMA Publication 321

4.2.5 Task 5 - Debris Management

The removal of debris is a major task following most disasters. It must be done effectively, efficiently, and meet FEMA requirements if costs are to be reimbursed. Debris removal is one of the priorities, because search and rescue efforts may be hampered by the presence of large quantities of debris. This task must begin early, and be monitored and guided by the City, not the contractor(s).

4.2.5.1 Purposes

- To effectively manage the removal and reduction of debris generated by either natural or man-made disasters.

- Ensure initial debris removal efforts are focused on the clearing of major transportation routes and roadways to allow for the movement of emergency vehicles, personnel, equipment and supplies.

- Ensure removal of debris from the affected areas is done in such a manner to prevent the development and spread of disease – and create general sanitation problems.

- Ensure debris disposal activities are conducted with health and environmental concerns being the foremost consideration.

4.2.5.2 Primary Responsibility

Department of Public Works

4.2.5.3 Pre-event City Requirements

- Develop and maintain a Debris Management Plan. Plan content should include strategies for:

- Debris collection

- Identification of temporary storage and areas

- Recycling; Disposal; Dead animal disposal

- Hazardous waste identification and handling

- Administration

- Dissemination of information to the public.

- Obtain and maintain contracts for debris removal

- Prepare a list of current landfill sites, and what types of rubble/debris each can handle

- Identify areas where there is likely to be debris from damaged structures; Determine storage sites for the debris.

- Determine how asbestos, hazardous materials, fuel spills, etc., removal will be handled via contractors and sub contractors.

- Determine who will be responsible for identification and removal of downed or potentially hazardous trees.

- Determine who will have salvage rights to building materials

- Develop process for building owners to reclaim valuables contained within debris.

- In advance of the hurricane season each year, obtain signed Right of Entry/Hold Harmless and Indemnification Agreements from all Homeowner's Associations or private property owners in communities with private road rights of way.

4.2.5.4 Recovery Actions

- Implement the City's Debris Management Plan

- Contact the City's debris management contractor, and activate the City's debris management contract.

- Coordinate emergency road clearance and removal of debris for reconnaissance of the damaged areas and passage of emergency personnel and equipment for health and safety purposes.

- Identify incident sites requiring debris clearance and management:
  - Public rights-of-way.
  - Public property.
  - Private property

- Recommend disposal sites for debris:
  - Temporary staging areas
  - Debris reduction sites.

- Coordinate debris collection and hauling:
  - Coordinate debris removal operations in areas affected by emergencies or disasters.
  - Coordinate or assist in removal of debris from private property, within the limits established by City Council.

- Coordinate the removal of debris with county, state, and federal environmental officials.

- Coordinate debris separation. Debris from residential and commercial properties will be separated into four general groups:

- ○ Raw garbage

- ○ Personal property

- ○ Yard waste

- ○ Construction/building rubble.

- Separate hazardous materials and hazardous waste from debris to the extent possible.

- Coordinate debris disposal.

  - ○ Identify debris disposal issues, i.e. hazardous materials.

  - ○ Secure necessary environmental permits and legal clearances.

- Determine acceptable methods of disposal as appropriate:

  - ○ Open pit burning and burning by incineration methods.

  - ○ Mulching and chipping of clean horticultural waste.

  - ○ Hauling mulched or chipped waste out of the City.

  - ○ Mixing mulch or chipped clean waste with soil to improve agricultural productivity.

  - ○ Reuse/recycle for aluminum, plastic and horticultural waste to the extent possible.

- Administer and manage contracted services.

4.2.5.5 *References*

- City Debris Management Plan

- City Debris Management Contract

- Attachment

  - ○ City of Vero Beach Debris Management Contract (to be added)

4.2.6 Task 6 - Recovery Administration and Finance

Documentation of resources used during a disaster incident will be necessary to justify state and federal disaster assistance and to receive reimbursement for eligible expenses. Documentation is the key to recovering emergency response and recovery costs. Damage assessment documentation will be critical in establishing the basis for eligibility of disaster assistance programs. Failure to maintain documentation could result in a major loss of funds.

4.2.6.1 *Purposes*

- To provide a framework for implementing administrative and financial services necessary for disaster recovery.

- To ensure adequate cash flow during the recovery process to provide essential public health and safety services, and emergency repairs

- To ensure that City Departments understand the need to designate personnel to be responsible for documentation of disaster operations and expenditures.

- To ensure that emergency expenditures will be incurred in accordance with existing emergency purchasing procedures.

- Ensuring that correct documentation is maintained for reimbursement of damage costs from insured facilities.

- Ensuring that correct documentation is maintained for reimbursement of disaster costs if a declaration is made.

- Ensuring that all Departments include requirements for emergency and recovery fiscal record keeping in their SOPs, using specified forms

- Ensuring that documentation begins at the field response level and continues throughout the operation of the Emergency Operations Center and throughout the recovery period.

4.2.6.2 Primary Responsibility

- Department of Finance

4.2.6.3 Pre-event City Requirements

- Obtain and review copies of the Florida Division of Emergency Management's "Resource and Financial Management Policies and Procedures for Emergency Management" (state rules and guidelines for disaster financial management and administration).

- Obtain and review copies of FEMA's Public Assistance Program and Project Eligibility Handbook and other related information (includes authorities, work eligibility, cost eligibility, application procedures, project worksheets); Be aware of the different rules governing eligible costs for permanent, temporary and volunteer workers; Be aware of different documentation needed by various programs.

- Obtain training in the federal/state disaster assistance process before the disaster.

- Establish and maintain a system to identify and compile incident costs for State and Federal reimbursements.

- Design a "disaster cost-tracking documentation system", based on state and federal requirements. This system should be compatible with City's normal accounting system.

- Establish accounting and documentation procedures for recovery activities to include:

  o Financial donations (establish procedures to accept and disperse cash donations to be used for both individual and other community unmet needs).

  o Emergency procurement guidelines.

  o Recovery accounting and record keeping system, including personnel time and attendance, contract work, equipment, supplies, and other expenditures.

  o Tax adjustments for damaged property.

  o Audit and documentation requirements.

- Train staff in City departments to implement and use the disaster documentation system.

- Identify strategies to recover un-reimbursed disaster costs: re-budgeting, bonds, taxes, etc.

- Research and list sources of recovery grant assistance.

- Review the City's insurance policies and programs; Identify vulnerable areas and City assets; obtain insurance as appropriate.

4.2.6.4 Recovery Actions - General

- Purchasing

  o Facilitate the acquisition of supplies, equipment, and services necessary to support recovery actions.

  o Ensure that all obligation documents initiated in the incident are properly prepared and completed

  o Determine if normal competitive bidding procedures should be waived to expedite response and relief efforts.

  o Maintain responsible effort to foster competition for work; solicit proposals by phone or other means from more than one vendor.

- Legal Department

  o Provide legal advice

  o Prepare additional ordinances or other legal documents necessary to continue recovery activities on an as needed basis.

  o Review documents for legal sufficiency.

  o Investigate claims/legal actions against the City resulting from disaster response activities.

- Administrative Services

- o Ensure supply of vouchers, receipts, and other forms.

- o Establish a system for collecting and processing time and equipment reports for each operational period (shift or daily).

- o Ensure that daily personnel time reports are prepared.

- o Verify time records for accuracy.

- o Ensure that equipment time reports are prepared.

- o Oversee the development and execution of contractual agreements for disaster related services (debris removal, public building repair and restoration, equipment rental or leasing).

- o Establish a process to monitor contractual performance.

- o Coordinate supply contracts.

- o Manage activities related to workers' compensation programs.

- o Maintain records on injuries or illnesses for disaster workers associated with the disaster incident.

- o Coordinate investigations related to workman compensation/injury claims.

- o Maintain accurate data on disaster response and recovery costs.

- o Assess and report on status of department budgets to determine ability to handle disaster caused costs.

- o Assure that personnel and equipment costs are properly identified and filed.

- o Obtain and record cost data.

- o Analyze and prepare disaster incident cost estimates, and provide cost estimates of resource use.

- • Risk Management

- o Obtain final damage assessment.

- o Determine insured losses and uninsured losses.

- o Compile personnel injury claims/reports.

4.2.6.5 Recovery Actions - Documentation of Disaster Costs

- • Activate the City's "disaster cost-tracking documentation system".

- • Direct Departments to keep accurate records separating disaster operational expenditures from day-to-day expenditures.

- • Ensure all City departments are using the disaster "project code" in charging disaster related costs, i.e. labor, materials, equipment and

supplies. Normally used fund numbers, department/division numbers and object code numbers to charge the costs should remain the same.

- Ensure that Departments keep records of the name, arrival time, duration of utilization, departure time and other information relative to the service workers, as well as documentation of the injuries, lost or damaged equipment, and any extraordinary costs.

- Persons responsible for directing or supervising emergency work shall document personnel, equipment and supplies expended—on a daily basis. Documentation will include:

   o Logs, formal records and file copies of all expenditures, receipts, personnel time sheets.

- Daily Activity Reports shall be kept by the department responsible for directing a specific emergency operation.

- Document all labor and materials/supplies costs by damage category and by specific site. (See Applicant Checklist for Public Assistance, Attachment #2). Under federal disaster assistance programs, documentation must be obtained regarding damage sustained to:

   o Roads.

   o Water control facilities.

   o Public buildings and related equipment.

   o Public utilities.

   o Facilities under construction.

   o Recreational and park facilities.

   o Educational institutions.

   o Certain private non-profit facilities.

4.2.6.6 Recovery Actions – FEMA Public Assistance Process and Administration

- Determine eligible projects and submit application paperwork. The Project Application is the document which summarizes total dollar cost of all public assistance, and incorporates required assurances and agreements between Vero Beach, the Florida Division Emergency Management and the Federal Emergency Management Agency. Details on eligible projects are found in the FEMA Public Assistance Policy Digest and Public Assistance Policy Guide.

- Develop "Project Worksheets" for each eligible project. The bases for Project Applications are the "Project Worksheets" which identify the damaged property, define the scope of work, and establish the cost of repair or replacement. These are prepared by a

City/state/federal team. The Project Worksheets may be supported by engineers or contractor estimates, photographs, maps, and other appropriate data. The scope of work, as outlined on the Project Worksheet, is the guideline for determining eligibility. (See Project Formulation; Attachment 4 under Repair and Restoration of Infrastructure)

- The responsibilities of the City of Vero Beach will include:
  - o Compiling a list of all sites where damage occurred.
  - o Documenting all the damage.
  - o Coordinating the damage survey team(s).
  - o Reviewing and signing all Project Worksheets.
  - o Selecting project funding options.
  - o Project management.
  - o Preparing reports and documentation.
  - o Participating in final inspections.
  - o Providing insurance for approved projects.

- Disaster Cost Estimates
  - o Estimate costs of disaster-generated projects and activities.
  - o Identify likely sources of disaster funds.
    - ▪ FEMA reimbursements for community losses.
    - ▪ Other Federal and State aid. (EPA, FHWA, NRCS)
    - ▪ Community Development Block Grant.
  - o Coordinate use of public and private funding sources.

- Budget
  - o Project budget for coming year(s).
  - o Estimate remaining tax base.
  - o Revise estimates of revenue.
  - o Identify new sources of revenue.
    - ▪ Tax increase.
    - ▪ Bond issue.
    - ▪ Private funds.
    - ▪ Recovery trust fund(s).
    - ▪ Economic development administrative grants.

4.2.6.7 References

- FEMA Public Assistance Policy Digest
- FEMA Public Assistance Policy Guide.
- Florida Emergency Recovery Plan.
- Public Assistance Damage Assessment Checklist.
- Public Assistance Project Checklist.
- Attachments
  - City Accounting Procedures for Disaster Events
  - Applicant's Agent Checklist.

TASK 6 - ATTACHMENT 1

CITY ACCOUNTING PROCEDURES FOR DISASTER EVENTS

1. When the threat of a tropical storm or hurricane is imminent, or if the City has suffered any other disastrous event that warrants the activation of the Emergency Operations Center, the Fire Chief and/or Emergency Management Coordinator, or designee, will notify the Procurement Department Manager to initiate a special project code for the impending or current disaster.

2. In most circumstances the City Council or the City Manager in the absence of a quorum of the City Council, will already have issued a State of Local Emergency that will immediately place the City in an emergency protective measures status, followed by an emergency response mode.

3. It is a requirement that all expenses, including payroll, are charged to the applicable account code, using the project code designated for the event. This applies for all City employees who are requested/required to work prior to and during an event. All purchase orders must reflect the appropriate project code.

4. Financial tracking forms are distributed to all affected City employees to track their time, equipment use and expenses prior to and during an event. These forms will be utilized to reconcile payroll and, if applicable, serve as backup for FEMA reimbursement.

TASK 6 - ATTACHMENT 2

APPLICANT'S AGENT CHECKLIST

Administration

1. Attend the applicant's briefing. (The City is the applicant).

2. Contact other potential applicants within the City that sustained disaster related damages/cost and have them contact Florida DEM by filling out a request for assistance within 30 days from the date the county was declared.

3. Ensure that an applicant's agent is designated.

4. Submit appeals in a timely manner normally within 60 days of notification.

5. Check on insurance coverage and determine the settlement amount, if any.

6. Submit a proof of loss statement (insurance settlement) from the insurance company.

Work Monitoring

1. Review each Project Worksheet (PW) to become familiar with approved scope of work.

2. Give appropriate supervisors a copy of each PW.

3. Make approved repairs ONLY or obtain DEM and/or FEMA approval before changing the approved scope of work.

4. Notify DEM of significant cost overruns.

5. Follow proper bid and contract procedures. Ensure the contractor is NOT on the most current "List of Parties Excluded from current Federal Procurement or Non-Procurement Programs" published by the U.S. General Services Administration.

6. Complete work within allowable time periods.

7. Request a time extension by PW if needed.

8. Submit a project cost summary for each large PW that is completed.

9. Complete the project completion report once all approved work has been completed.

Documentation

1. Maintain a separate folder for each PW.
2. Document repair costs at each work site as they occur.
3. Prepare summary reports from supervisor's daily logs.
4. Keep these documents for each work site as they occur:
   - Summary reports for labor, equipment and materials
   - Delivery tickets
   - Invoices
   - Payroll journals
   - Canceled checks
   - Daily logs from supervisors
   - Keep these documents for each PW done by contract:
     - Bid specifications
     - Bid advertisement
     - Bid summary sheet
     - Contract award documents
     - Invoices
     - Canceled checks
     - Record of work inspections

4.2.7 Task 7 - Recovery and Redevelopment

During the recovery/redevelopment process, it may be necessary to review and modify existing ordinances and programs. These are listed here as reminders that minimal modifications may expedite recovery. Conversely, this may be an opportunity to strengthen some aspects of existing programs.

4.2.7.1 *Purpose*

Expedite the recovery process

4.2.7.2 *Primary Responsibility*

Planning and Zoning

Building Inspection

City Attorney

4.2.7.3 *Recovery Actions*

- Review zoning and subdivision ordinances

    o Building codes and standards.

    o Review and upgrade as appropriate to include the latest in hazard prevention construction and design.

- Floodplain regulations.

    o Consider strengthening floodplain standards.

- Capital improvement programs.

    o Locate essential services, critical facilities and infrastructure outside of high hazard areas.

    o When siting public facilities in hazardous locations is necessary, incorporate hazard reduction measures into the design, or require retrofit where economically feasible.

- Property acquisition.

    o Public acquisition of property in high hazard areas and restriction of development to uses that are water dependent or water enhanced. (Public Works, Real Estate)

    o Acquire lands in high hazard areas through conservation easements, purchase of development rights, purchase of property, or the right of eminent domain.

- Taxation and fiscal policies.

    o Distribute the public costs of private development in high hazard areas by shifting more of the cost burden directly to owners.

    o One incentive option is to provide tax breaks for reducing land use intensities in hazardous areas.

4.2.7.4 References

None

4.2.8 Task 8 - Emergency Permits and Inspections

During the recovery process, it may be difficult to maintain the normal time frame for building permits and inspections. To expedite the process, the City can put in place an emergency permitting plan; however, such a plan must meet the basic requirements for health and safety. Additionally, the basic plan should be developed prior to an event, so it can be reviewed by all applicable parties.

4.2.8.1 Purposes

To provide basic information on the development of an emergency building permitting plan and a streamlined inspection program

4.2.8.2 Primary Responsibility

Building Inspection

City Attorney

4.2.8.3 Pre-event City Requirements

- Develop an emergency permitting plan to streamline the permitting process in the event of a disaster.

- Implement an expedited system to verify that repair/redevelopment complies with all applicable building codes and ordinances.

4.2.8.4 Recovery Actions

- Have the designated individual determine whether or not the expedited permitting/inspection plan will be implemented.

    o If so, ensure that the information is provided to all field and office personnel

- Issue emergency repair "how to" information to home and business owners

- Determine and prioritize emergency repairs to buildings or infrastructure necessary to protect the public health and safety.

- Identify and coordinate emergency repair activities to City Facilities necessary to prevent injury, loss of life, imminent collapse or other additional damage to the building or structure and its contents.

  o Obtain a list of structures identified by the City building inspectors that require demolition

  o Ensure the required demolition documentation is completed and have a designated individual on site at time of demolition to ensure the correct building is being demolished.

4.2.8.5 References

None

4.2.9 Task 9- Mitigation

As population and development increases, it becomes more and more important to address the subject of mitigation – reducing or eliminating damages from disasters.   Emphasis on mitigation before a disaster will reduce damages during the disaster; however, when a disaster occurs, it provides an opportunity to visually see areas where mitigation projects would be very effective. This is especially true during the recovery process.

4.2.9.1 Purposes

- To focus hazard mitigation planning on both the pre- and post-disaster phase.

- Ensure that pre-disaster hazard mitigation planning efforts will be guided by the City Comprehensive Plan.

- To recommend mitigation standards for new construction of public facilities and existing facilities commensurate with the degree of hazard.

- To strengthen and enhance public education concerning hazards and land use issues.

- To utilize funds from the City's Capital Improvement Plan on mitigation projects when feasible

4.2.9.2 Primary Responsibility

City Council

Department of Public Works

4.2.9.3 Pre-event City Requirements

- Obtain and maintain familiarity with applicable federal law and guidelines (Sections 404, 406 and 409 of PL 93-288; Disaster

Management Act, 2000) which outline the requirements and opportunities for hazard mitigation within the recovery process.

- Obtain a copy of State Mitigation Plan and related documents.

- Identify and list which current mandates, policies or programs in the City are designed to reduce potential losses from natural disasters.

- Review and update the City vulnerability analysis to guide mitigation planning recommendations.

- Identify and list projects eligible for state/federal hazard mitigation funding; the list should be incorporated into City Mitigation Plan. Typical projects eligible for funding include:

  o Structural hazard control.

  o Acquiring lands within Hazard Vulnerability Zones.

  o Retrofitting, such as flood proofing to protect structures from future damage.

  o Protection or relocation of critical facilities.

  o Reducing the City's exposure from multiple-loss properties.

  o Acquisition and relocation of structures from hazard prone area.

  o Warning system and disaster preparedness and mitigation plans to protect communities from loss of life and property.

  o Development of local standards to protect new and substantially improved structures from disaster damage.

  o Activities that will enhance the City's ability to quickly respond to needs after a disaster.

- Public education on the benefits of hazard mitigation for private property.

- Develop a City Mitigation Plan (pre-disaster mitigation strategies). This Plan content should include:

  o Hazard identification.

  o Existing City mitigation resources (policies, codes, ordinances, programs).

  o Inventory of environmental, structural, social, and economic vulnerability to loss.

  o Hazard mitigation strategies approaches and techniques.

  o Intra-governmental and intergovernmental coordination.

  o Public sector partnerships.

  o Hazard mitigation opportunities (both structural and non-structural) and priorities.

o   Designated City hazard mitigation coordinator/department for the City.

o   Process for plan review and updating.

4.2.9.4 Recovery Actions

- Assign a City Hazard Mitigation Coordinator to lead the effort and provide overall coordination of the post-disaster mitigation planning process and grant proposal development. Ensure this person has the authority to cross departmental lines and ensure interdepartmental participation.

- Review the City's Pre-Disaster Mitigation Plan; determine updates and changes needed.

- Participate on an Interagency Hazard Mitigation Team (IHMT), made up of federal, state and local representatives who will prepare a report that serves as the basis for the hazard mitigation plan.

- The IHMT identifies opportunities for reducing or eliminating the long-term hazard risk to people and property. The IHMT report normally includes an analysis of the disaster incident, a historical perspective regarding disasters in the impacted area, and recommendations to bring various governmental agencies together to reduce the potential for future losses.

- Ensure the Post-Disaster Mitigation Plan and strategies are linked with land use plans, subdivision regulations, building codes, storm water management plans, the capital improvement plan, and other components of the City's Comprehensive Plan.

- Identify and apply for federal and state post-disaster mitigation programs and funds.

- Update the City's Mitigation Plan.

4.2.9.5 References

1. Federal Disaster Management Action, 2000.
2. Florida Division of Emergency Management Mitigation Plan
3. FEMA's Hazard Mitigation Grant Program (HMGP) Desk Reference

4.2.10 Task 10 - Environmental Concerns

Preserving the integrity of biological and physical systems is the most important environmental indicator of sustainability. This involves limiting degradation of the environment and preserving natural systems – such as wetlands, flood-plains, dunes – that increase a community's resilience to natural hazards.

While recovery is the major priority, care must be taken to protect or enhance the City's environmental quality. The recovery plan should contain measures that will do so.

4.2.10.1 Purposes

To develop plans that will:

- o Preserve, conserve, and/or restore natural resources
- o Protect open space
- o Decrease and manage storm water runoff
- o Prevent and/or remediate pollution

4.2.10.2 Primary Responsibility

Planning

Department of Public Works

Parks and Recreation, Environmental Office

4.2.10.3 Pre-event City Requirements

- Identify and list potential environmental damages and problems from likely hazards.

- Describe the characteristics of the environment. Estimate the probable types and degree of damage, and identify development trends in the sensitive areas.

- Map the environmentally sensitive areas; Display potential environmental damages.

- Identify environmental projects and programs that will protect natural resources and open space while simultaneously reducing damage from natural disasters.

- Chances of success increase when environmental projects and programs reinforce solutions to other problems, such as wetlands protection, non-point source pollution reduction, erosion control, or a need for open space and recreational areas. At the same time, these projects and programs will curtail development in the most dangerous or hazardous locations in the community, thereby saving money and lives.

- Identify environmental projects or programs that make the City less vulnerable to future disaster.

- Ensure that each environmental project and program is realistic, technically possible, economically feasible, politically workable, and socially acceptable

- Decide on a public involvement process; Invite representatives of the public and non-profit organizations to participate; Incorporate comments into the planning process and plans

- Establish a regular process for providing information and receiving ideas.

- Develop an environmental recovery plan that becomes part of the City's comprehensive plan.

- Make information on disasters and environmental characteristics available for use in community comprehensive planning.

4.2.10.4 Recovery Actions

- Obtain applicable information from the Impact Assessment

- Prepare reports on disaster-related impacts to the environment.

- Develop an initial environmental impact assessment; Review often and revise after a more comprehensive impact assessment is provided.

- Coordinate with City Debris Manager to ensure environmental testing before designating debris waste sites.

- Establish and maintain liaison among federal, state, and county officials concerned with environmental impacts and issues.

- Apply for relevant post-disaster federal and state environmental programs and funds.

- Integrate post-disaster environmental projects and programs into the comprehensive plan and recovery program.

- Ensure that environmental plans and programs are integrated into the City's Redevelopment Plan (Comprehensive Plan), and not duplicate efforts or add another layer of planning.

- Coordinate with those in Mitigation to revise and strengthen the mitigation plan by setting priorities that include environmental projects or programs as an important component.

- Integrating projects or programs that restore, enhance, and protect the natural landscape into a comprehensive or recovery plan(s). This can help guide the disaster recovery and reconstruction along paths that will reduce or eliminate damage from future disaster.

- Monitor the environmental projects and programs initiated to determine how effective they are and whether they need to be changed. Three performance measures should provide the needed information:

o Objective results data: statistics that are observable and can be measured, such as number of acres in a wetland removed from potential development.

o Surveys and assessments of results: opinions from City, County and State decision makers and the general public.

o Activity measures: information on the implementation of the project or program.

4.2.10.5 References

None

4.2.11 Task 11 - Safety

Safety during the recovery process is a major concern.   Some of the safety and health problems that might be encountered in a disaster include the following:

Safety Problems: Wet or uneven floors or carpets, broken walkways, or unlighted parking lots; sharp edges on equipment in crowded work areas; falling objects from unsecured or improperly stacked cabinets in office work areas; blocked fire doors or emergency escape routes; lack of emergency lighting; electrical cables strung across floors or hanging from ceilings; unprotected or ungrounded electrical circuits; traffic safety issues such as driver fatigue, unfamiliar roads, or disaster-related road hazards; hazards relating to construction equipment and operations; hazards encountered by field inspectors in and around damaged or unsafe structures; and fire or other hazards created by poor housekeeping.

Health Problems: Ergonomic issues related to lifting and carrying, or video display terminals; repetitive motion injury from using power tools, computers, or other equipment; reactions to particulate matter, chemicals, radioactive materials, or microbial contaminants such as fungi from mildewed carpets; exposure to asbestos or other contaminants that cause delayed or long term health effects; infectious diseases (including vector-borne illnesses) that may be aggravated by crowded work spaces, poor ventilation, or poor air quality; exposure to weather extremes without adequate protective gear or time to become acclimated to the conditions; damage to eyes, hearing, or respiratory system as a result of failure to wear protective goggles, earplugs,

or breathing apparatus; fatigue, stress, or hypoglycemia from poor nutrition or inadequate rest breaks; and exposure to diseases indigenous to the disaster area.

4.2.11.1 Purposes

- To ensure that a safe and healthful working and living environment is maintained for City recovery personnel and others

- To provide guidelines to minimize the risk of injury or illness to City deployed personnel, mutual aid personnel, and volunteers who are involved in disaster response, recovery, or mitigation operations; and for victims and citizens. (For the purposes of this task, "City deployed personnel" means full-time and part-time City employees, local hires, and any other City controlled personnel, whether staff, managers, or executives, who are working in response, recovery, or mitigation in support of a declared disaster. These personnel may be deployed at disaster sites, at interim staging points, or in support functions at the Emergency Operations Center or other locations. In some cases, deployed personnel will include employees and volunteers with recognized voluntary organizations who have been deployed under the City's EOP)

  o This applies to all personnel, regardless of department affiliation, who are deployed to the field or any other location in response to a disaster declaration, whether on or off duty, and whether on or off City controlled premises.

- Ensure that deployed personnel work and reside in as safe and healthful environment as possible

- Establish and maintain a visible safety and health presence at the disaster site and at all support sites, including mobilization centers.

- Ensure consistency at incident sites with use of the Incident Command System (ICS) organizational structure and the inclusion of a qualified Disaster Safety Officer (DSO) as a member of the Staff.

- Ensure that safety and health activity is integrated into the operating routine of on-site command structures.

- Identify, investigate, and coordinate abatement of safety and health problems.

4.2.11.2 Primary Responsibility

Risk Management- Safety Coordinator

4.2.11.3 Pre-event City Requirements

- Identify and list the disaster safety and health hazards that may threaten personnel involved in disaster response, recovery, or mitigation.

- Develop procedures for implementing disaster occupational safety and health activities.

- Develop directives for disaster safety issues that will include the following:

    o Signatory departments and organizations to the City Comprehensive Emergency Management Plan will take all reasonable steps to protect deployed personnel from disaster-related hazards, including, but not limited to, compliance with safety and health standards established by the Occupational Safety and Health Administration (OSHA) and other regulatory bodies. This includes, for example, allocating sufficient resources for safety and health protection, training staff, purchasing protective clothing and equipment as needed, and correcting unsafe or unsanitary conditions.

    o Departments and organizations will ensure that these individuals are fitted and trained in the use of their Personal Protection Equipment (PPE), if applicable, prior to using the equipment.

    o Departments and organizations will provide basic disaster safety and health training and information for all personnel.

- Provide training on the anticipated safety and health hazards, their potential impacts, and possible prevention or countermeasures.

- Develop a standard reporting system to centrally document the occurrence of disaster-related illnesses and injuries.

- Establish a system for accomplishing required follow-up safety and health activities after recovery.

- Ensure that the City's Debris Management Plan includes provisions for a Safety Officer. (Note: A Safety Officer is required for debris removal operations.)

4.2.11.4 Recovery Actions

- Appoint a Disaster Safety Officer (DSO) who:

    o Represents the City in all occupational safety and health matters within the context of the disaster.

    o Serves on the staff of, and reports to, the EOC, but also provides ongoing safety and health status reports to the City's risk management.

- o Develops a roster of replacement DSOs to rotate throughout disaster operations as necessary.

- o Deploys to, or near, the potential disaster location as appropriate.

- Coordinate with the Impact Assessment team

  - o Collect relevant information on the situation.
  - o Obtain information on probable disaster-related safety and health hazards that could be expected to be found on initiation of on-site disaster response and recovery operations.

- Establish and maintain liaison among Federal, State, and local officials concerned with safety and health.

  - o Establish liaison with safety and health personnel of CDC, OSHA, and other agencies as needed.

- Develop an initial safety and health hazard assessment.

  - o Review often and revise after a more comprehensive impact assessment is provided.

- Ensure that deployed City personnel and others have adequate information about the potential safety and health hazards that they may face, and mitigation measures that may be employed.

- Ensure that deployed City personnel observe all normal safety and health practices of their respective departments.

- Appoint representatives as needed to provide safety and health service oversight for requirements unique to their specific operations.

- Obtain and maintain suitable, safe, and healthful working facilities for deployed personnel.

  - o Ensure facilities must meet all applicable safety, health, and fire criteria.

- Identify hazards at the disaster site(s).

  - o Determine hazard abatement strategies.

  - o Coordinate the abatement of hazards.

  - o Assign responsibilities for protecting personnel from these hazards.

- Ensure prompt and effective remedial actions if and when a disaster-related illness or injury takes place.

- Provide procedures and coordinate the acquisition of equipment to mitigate the effects of the anticipated hazards to the greatest degree possible.

- Coordinate access to survey instrumentation (oxygen levels, chemicals, radiation, contamination, etc.) and proper personal protective equipment (helmets, gloves, safety shoes, eye protection, hearing protection, self contained breathing apparatus, etc.) may be required to protect the safety and health of deployed personnel.

- Mobilize specialty resources such as radiological safety, industrial hygiene, safety engineering, and other specialties as needed.

- Ensure that tasked departments provide personal protective equipment (PPE) for all their staff needing such equipment.

- Ensure personnel have been trained in the use of their PPE.

  Note: No personnel should be deployed to the scene of an emergency that may involve a response to hazardous materials until the DSO has coordinated personal protective equipment with those departments leading a response under another plan.

- Inspect and approve field facilities prior to leasing to ensure compliance with all applicable safety, health, and fire criteria.

- Implement a system to report, investigate, and recommend remediation for accidents, injuries, and illnesses related to the disaster. This system should include centralized collection and maintenance of safety and health related documentation and records. Workers' compensation reports may contribute to the reporting system but should not be construed as sole fulfillment of this requirement.

  o Collect and review information for required reports.

- Provide written evaluations, after-action reports, and exit reports on the disaster safety and health activities.

- Include input from other department safety personnel as appropriate.

  o If appropriate and commensurate with the length and nature of the disaster, form an Interagency Health and Safety Coordinating Committee, coordinated by the DSO and comprised of participating department safety officers, to meet as required to enhance the overall safety and health of deployed personnel.

- Ensure that the disaster safety operation has a smooth closeout or transition to a successor responsible authority by:

  o Concluding DSO functions and activities.

  o Providing follow-up information to deployed personnel.

- o Evaluating and documenting the effectiveness of the recovery safety and health effort:

  - ▪ Debrief deployed personnel on safety and health issues applicable to the disaster; and,

  - ▪ Produce a written evaluation of the safety and health initiative, including accomplishments, concerns and issues, lessons learned, and recommendations, for inclusion in the disaster after-action report.

4.2.11.5 References

1) FEMA Instruction 6900.5, FEMA Safety and Occupational Health Program Authorities and Responsibilities, January 30, 1996.

2) FEMA Manual 6900.3, FEMA Occupational Safety and Health Program Manual, March 1997.

3) City Policy and Operating Procedures.

4.2.12 Task 12 - Public Information; Community Relations

One of the primary needs in the disaster response and recovery is communication and coordination, and nowhere is that more needed that between the City (including the EOC) and the citizens. That requires a robust public information/community relations endeavor. The importance of having pro-active programs cannot be overstated.

4.2.12.1 Purposes

- To provide information to citizens, City employees, businesses and organizations concerning disaster recovery operations and progress

- To identify necessary messages and appropriate methods of delivery.

- To work with the county, state, federal governments, and the media to assure that accurate and timely public information is disseminated.

- Continue the public information program throughout the recovery process.

- Inform the business community and the general public on the provisions contained in the City (and County) Redevelopment Plan.

- Provide community education on redevelopment activities

4.2.12.2 Primary Responsibility

Public Information Officer (PIO) assigned to the EOC
City PIO
Recovery PIO
City Council

4.2.12.3 Pre-event City Requirements

- Establish a City post-disaster information system that will provide timely recovery information to the City's citizens, businesses, neighborhood organizations and special interest groups.

- Develop and maintain an inventory of supplies and equipment needed for public information activities during post-disaster.

- Obtain copies of Joint Information Center (JIC) Plans from the Florida Department of Emergency Management. These documents should, in part, describe the City's role in JIC operations.

4.2.12.4 Recovery Actions

- Establish media center.

- Prepare and release information about the disaster incident to the news media, affected community citizens, response personnel and other agencies and organizations.

- Ensure approval by City Manager before issuing press releases.
  - Maintain a file of all press releases.

- Ensure visible City leadership. Select key City officials who have the public's respect and confidence to speak at press conferences and communicate to the public. These include:
  - Mayor
  - Vice Mayor
  - Council members by seniority.
  - City Manager/Director of Emergency Management

- Serve as a central point for distributing public information, and manage the various public information tasks to include:
  - Identification of ways to distribute information to the public if normal means of transmission are not available.
  - Providing information on the status of emergency conditions within the disaster area.
  - Furnishing information on emergency services.

- Coordinate information releases with the state and federal information officers, and information officers located at the Disaster Recovery Centers and Field Command Centers.

- Coordinate with federal Community Relation Teams. Maintain contact through the state/federal Disaster Field Office.

- Coordinate VIP briefings or tours.

- o Prepare to handle official visitors in a consistent manner.

- o Make briefing information available to include maps.

- o Brief each group on the situation, policy and procedures prior to visiting disaster sites.

- o Determine whether it is necessary that visitors be escorted

- o Coordinate with on-site personnel as necessary.

- o Be consistent with policies regulating access to restricted areas.

- o Keep City employees and citizens continuously informed about recovery issues and changes in the recovery process. Consider producing a newsletter or bulletin to keep the community informed.

- Establish an information hotline for employees regarding City office closures, relocations or new hours.

  - Use this hotline to communicate to the public about where City offices and services (disaster and non disaster) are being located, and any changes in the services provided, hours of operation, etc.

- Plan a series of articles in the local newspapers or talk shows on the local public access cable channel, each devoted to a single topic, e.g. individual assistance, small business assistance, insurance, the permitting and rebuilding process, etc.

  - o Request that local radio and television stations advertise that information is available on the local access cable channel.

- Establish contact, and coordinate with, county, state, federal agencies, community organizations, the Red Cross, and others who are providing outreach information in the City.

  - o Ensure that everyone is distributing the same information   .

  - o Monitor media activities and information for consistency.

  - o Coordinate with established citizen information centers to halt inaccurate information.

- Ensure outreach to elderly, people with disabilities, and other special needs populations through the City and County social service agencies.

- Ensure outreach to non-English speaking population.

- Publish and distribute a list of resource phone numbers.

  - o Request that local newspapers and community newsletters publish this as well.

  - o Restoration of water, sewer and electrical services.

- o Issue press releases and bulletins on specific topics, such as:
  - Property clean-up
- o Debris removal information
- o Contractor Fraud
- o Insurance problems
- o Housing needs
- o FEMA issues
- o Permits and inspections
- o Abandoned homes
- o Elevation requirements
- o Individual assistance
- o Business assistance
- o Mail delivery
- o Building codes
- o Redevelopment policies
- o Tax relief
- o Boil water; emergency sanitation
- o Curfew
- o Locations for obtaining food, water, medical attention
- o Availability of gasoline at operating service stations
- o Traffic and roadway safety issues

- Establish an information "clearinghouse." Be prepared to answer questions from residents, employees, visitors, and other government agencies. People will shop around for answers, so information needs to be coordinated. Conflicting information causes conflict and stress.

- Methods for distribution of information include:
  - o Weekly newsletters.
  - o Brochures.
  - o Direct mailings.
  - o Posters.
  - o Press releases.
  - o Public broadcasting system.
  - o Community web sites.

- o Billboards.
- o Video tapes.
- o Special population information centers.
- o Briefings at temporary shelters.
- Liaison with community organizations:
  - o Chamber of Commerce
  - o Homeowners associations
  - o Business organizations
  - o Civic organizations
  - o New Groups/Councils
- Coordinate Speaking Engagements:
  - o City Council Meetings
  - o Congressional Hearings
  - o Workshops
  - o Conferences
- Prepare and distribute brochures, video presentations and/ or public service announcements that describe recovery activities, such as:
  - o The City's planned response to a major or catastrophic disaster.
  - o The City's policy of reentering evacuated and disaster areas.
  - o The City's redevelopment priorities.
  - o The City's build-back policy.
  - o The City's debris clearance strategies.
- Ensure that the City Recovery Task Force reviews and approves these education materials prior to distribution.

4.2.13 Responsibility Matrix

Obviously, many Departments and Offices have multiple responsible during the response phase. To assist in understanding the extent of responsibilities of the various governmental entities involved, the following matrix can be used.

Primary/Support Responsibility Matrix

Dept./Section	1	2	3	4	5	6	7	8	9	10	11	12
												TASK
Building Inspection							X	X				
City Attorney							X	X				
Environmental Office										X		
Finance						X						
Mayor/City Council									X			X
Parks & Recreation										X		
Public Information Officer												X
Planning	X	X					X			X		
Police			X									
Public Works	X			X	X				X	X		
Risk Management											X	
Safety Coordinator											X	

5.0 REFERENCES

In developing this document, numerous references have been listed. These are re-listed here for ease of reference. Other references have been added to assist in locating or reviewing specific topics.

5.1 Florida References

1) Florida State Statute 252.38 Emergency Management Powers Of Political Subdivisions

2) Emergency Recovery Plan

3) Florida Division of Emergency Management Mitigation Plan

4) Florida Emergency Management Damage/Impact Assessment Guidelines.

5) Florida Assessment Team Standard Operating Guidelines.

6) Florida Division of Emergency Management Mitigation Plan

7) Florida Division of Emergency Management Joint Information Center (JIC) Plans

5.2 Federal References

1) *FEMA Safety and Occupational Health Program Authorities and Responsibilities*, January 30, 1996; FEMA Instruction 6900.5

2) *FEMA Occupational Safety and Health Program Manual*, March 1997; FEMA Manual 6900.3

3) FEMA's *Hazard Mitigation Grant Program (HMGP) Desk Reference*

4) *Public Assistance Guide*; FEMA Publication 322

5) *Public Assistance Policy Digest*, FEMA Publication 321

6) *Project Formulation.* FEMA Standard Operating Procedure 9570.5; September 1999

7) Title 44; Code of Federal Regulations

8) Part 9 - Floodplain Management and Protection of Wetlands

9) Part 10 - Environmental Considerations

10) Part 13 - Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments.

11) Part 59 - National Flood Insurance Program

12) Part 204 - Fire Management Assistance Grant Program

13) Part 206 - Federal Disaster Assistance

14) Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended, 42 U.S.C. §5121, et.al.

15) *National Incident Management System*; US Department of Homeland Security, March 1, 2004.