



Comprehensive Emergency Management Plan

ANNEX I POST DISASTER RECOVERY PLAN

June 2015

Volusia County Comprehensive Emergency Management Plan

ANNEX I

RECOVERY FUNCTIONS

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I. INTRODUCTION

A. Purpose

Annex I describes the organization, policies and procedures used in Volusia County during recovery from a disaster. The annex provides guidance for assessing damage, establishing an organizational structure for recovery operations, and identifying actions to be taken by the county to return the community to normalcy and reduce its vulnerability to similar future events. The Plan provides an overview of the Recovery purpose, process, and programs and addresses the short-term priority needs of disaster survivors and local damaged infrastructure through a daily Action Incident plan and Situation Report.

B. Scope

This annex applies to any magnitude of event: minor, major or catastrophic. It may be used for any type of event (act of nature, technological / accident, or intentional, such as domestic or foreign terrorist incident. Some or all of the twenty (20) Emergency Support Functions may be utilized to accomplish recovery needs.

Section one summarizes the actions to be taken by the County's ESFs while the County Emergency Operations Center (CEOC) is activated. Section Two describes actions to transition from EOC deactivation into the continuing recovery functions.

C. NIMS Compliant

This annex is developed to be in compliance with the National Incident Management System and the National Response Plan.

II. GENERAL

A. Overview

Volusia County Emergency Management has primary responsibility for coordinating recovery efforts. The Emergency Management Director will appoint a liaison to the Disaster Field Office (DFO) and state recovery staff, upon activation of the DFO.

The Emergency Management Director will request the State to participate in establishing a DRC and will appoint a liaison to the State Recovery Staff. Individual ESFs in the EOC will coordinate with their state counterparts during response and recovery operations. In order to assure the flow of accurate and timely recovery information, and to coordinate

relief and recovery efforts, state and federal agencies will coordinate with the Liaison Officer in the EOC.

B. Support Agencies

- Municipalities
- Volusia County Property Appraiser
- Volusia County Financial and Administrative Services Department
- Volusia County Community Information Division
- Volusia County Growth and Resource Management Department
- Volusia County Community Services Department
- Volusia Prepares
- Community Organizations Active in Disaster
- Volusia Interfaith Networking in Disaster

C. Primary Recovery Responsibilities

1. County Manager's Office

The County Manager will be in charge of the county's disaster recovery program and responsible for overall coordination and direction to county agencies in implementing the applicable local, state and federal programs. The County Manager will be the chairperson of the County's Disaster Recovery Team.

2. County Emergency Management Division

The Director of the Volusia County Emergency Management will be responsible for coordination of the county's role in disaster recovery and hazard mitigation programs. The Emergency Management Division will be responsible for:

- a. Guidance to county agencies and municipalities in development and maintenance of operating procedures for implementation of this annex
- b. Providing training and exercises for the county and municipalities in the implementation of this annex
- c. Pre-identify Volusia County based non-profit agencies performing government functions that are likely to be eligible for receipt of public assistance funding
- d. Facilitate the transition from emergency response operations to disaster recovery operations

- e. Provide coordination and, as needed, liaison support for establishing state and federal disaster recovery operations in the county.
- f. Provide liaison support and coordination for establishing, operating and deactivating DRCs.
- g. Ensure that county, municipal and private non-profit agencies are notified of the assistance available through the state/federal public assistance program and unmet needs programs.
- h. Provide information and guidance to county, municipal and private non-profit agencies in the application for available state and federal funding programs
- i. Provide coordination support to Volusia Prepares participants to compile mitigation information and develop funding applications for proposed mitigation initiatives included in the Volusia Prepares local mitigation strategy.

3. DRO Liaison Activities

- a. Provide coordination and, as needed, liaison support for establishing state and federal disaster recovery operations in the county;
- b. Provide liaison support and coordination for establishing, operating and deactivating DRCs.

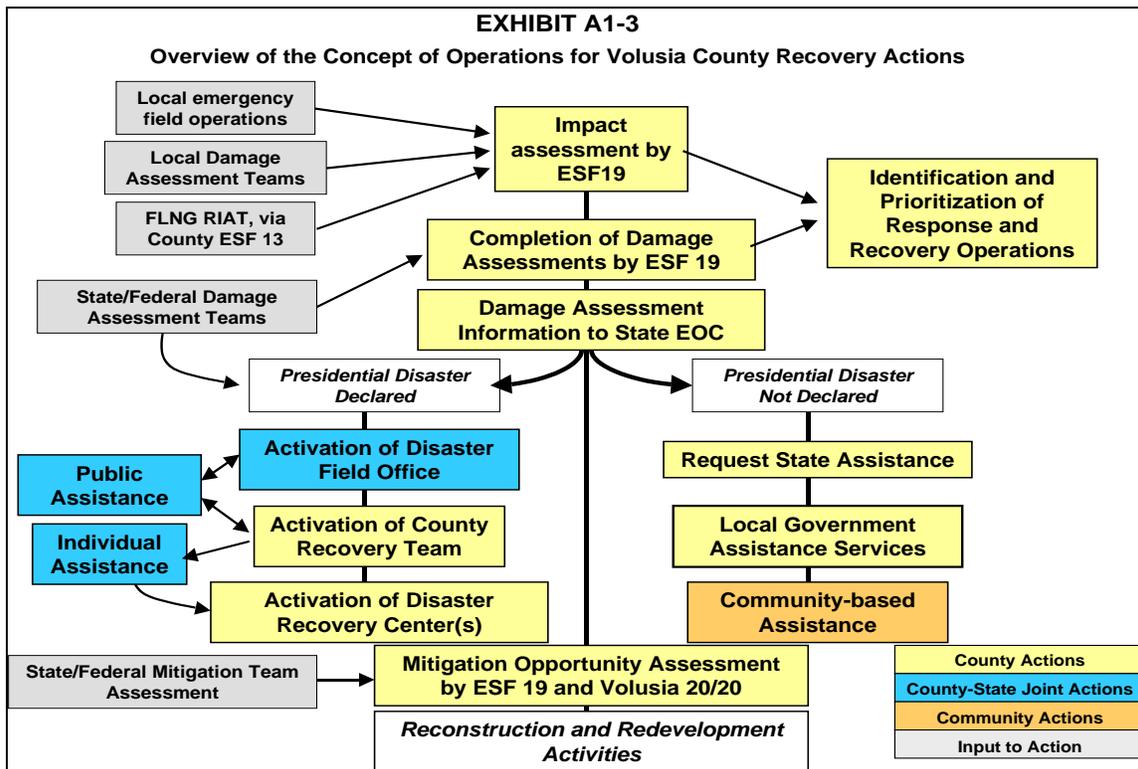
4. Coordinating with Municipalities

- a. Guidance to county agencies and municipalities in development and maintenance of operating procedures for implementation of this annex;
- b. Providing training and exercises for the county and municipalities in the implementation of this annex.

D. Concept of Operations

Exhibit A1-3 depicts the concept of operations for Volusia County recovery operations.

1. Implementation. The transition from the CEOC activation for response and initial recovery actions to full recovery operations will be accomplished as follows:
 - a. Activated County ESFs will complete their recovery functions, before deactivating if feasible. Actions remaining open are the responsibility of the lead ESF agency, and will be reported to the County Manager and the County Emergency Management Director.



- b. The CEOC, when warranted by the scope, complexity and / or duration of recovery operations, may remain at a Level II, Partial Activation, to enable resource coordination through the CEOC, until recovery operations are completed by the assigned agency.
- c. A Volusia County Disaster Recovery Team will be activated to assist with the transition from CEOC deactivation to full recovery operations. Recovery Team Operations will be coordinated by the Emergency Management Division for the duration of its activation. The Recovery Team would assume lead county responsibility for the recovery programs of public assistance, individual assistance and mitigation programs.

- d. Following deactivation of the County EOC and/or a specific ESF, coordination of all recovery operations with other county agencies and municipalities, as well as state and federal agencies, will be the responsibility of the lead agency. Continuing coordination by the lead agency will also be done with the County Emergency Management Division after EOC and/or ESF deactivation.

2. Initiation of the Recovery Phase

As illustrated in Exhibit A1-3, recovery operations are based on damage assessment from County **ESF 19**. Preliminary Damage Assessment (PDA) comes from emergency services units in the field, county and municipal damage assessment teams, and the Florida National Guard's Recon Teams, if deployed. PDA identifies and prioritizes response and recovery operations. Initial PDA includes disaster assessment.

a. Short and long-term recovery priorities

Short-Term Recovery begins immediately after the event and is the transition from response to recovery.

- (1) Provide for basic human needs—food, clothing, shelter and medical assistance.
- (2) Restore critical infrastructure and facilities —power, communications, water, sewage and transportation.
- (3) Meet societal needs—rule of law, crisis counseling.

Long-Term Recovery is a sustained period of recovery that may last for months or years depending on the nature of the event.

- (1) Promote economic recovery.
- (2) Restore individual housing through repair, rebuilding and replacement.
- (3) Repair and restore infrastructure and community facilities.
- (4) Ensure unmet needs are addressed.

3. Damage Assessment

Damage assessment teams deployed by **ESF 19** are to conduct detailed damage assessment. Preliminary and detailed damage assessment results are provided to the State EOC, and can be utilized to determine if the criteria for a Presidential Declaration of Disaster are met. The county may be assisted in completing the damage assessment by state and federal damage assessment teams. Coordination between local damage assessment teams and state/federal teams will be the responsibility of the lead agency for **ESF 19**.

4. Recovery Operations for an Undeclared Event

If the damage assessment results do not meet the criteria for a presidential declaration, the county shall proceed as illustrated in Exhibit A1-3. The County may request state aid available pursuant to Chapter 93-128, Florida Statutes. The County can request federal assistance under the Small Business Administration and the Farmer's Home Administration. Local disaster assistance efforts, through the county, involved municipalities, and community-based organizations would be made available to disaster victims.

5. Recovery Operations for a Declared Event

As indicated in Exhibit A1-3, should the President declare a disaster for Volusia County, the following actions would be taken:

- a. During activation, the CEOC will coordinate activities with state and federal recovery personnel. The Director of Volusia County Emergency Management will serve as the liaison to state recovery staff and coordinate recovery activities needed including landing zones, Disaster Recovery Centers (DRCs), staging areas, base camps, a Disaster Field Office (DFO), Joint Field Office (JFO).
- b. During EOC activation, ESF's will perform recovery operations within their scope. The actions will be completed as the transition to recovery operations is established and prior to CEOC deactivation.
- c. The lead ESF agency is responsible for coordinating response and recovery activities with impacted or involved municipalities. This coordination is through direct

communication by the lead agency with municipal EOCs, if activated, and/or through designated municipal liaisons. Coordination with municipalities on recovery operations will be accomplished as follows:

- (1) **ESF 19** will coordinate damage assessment operations, assist municipalities with personnel and materials, as needed;
 - (2) The designated municipal representative to Volusia Prepares Steering Committee will participate in the post-event analysis of mitigation opportunities identified within their jurisdiction and coordination will be through the planning process established by Volusia Prepares;
 - (3). **ESF 14** is responsible for public information regarding state and federal disaster assistance programs, including individual assistance and public assistance. Municipalities will receive notices of public assistance applicants' briefings and other meetings for municipalities to access state and federal assistance programs;
 - (4) Involved municipalities will be requested by the County Emergency Management Division to designate point(s) of contact for post-event recovery coordination including public and individual assistance programs. After deactivation of the CEOC recovery actions will be coordinated with the municipal POCs.
- d. As the recovery phase of operations becomes fully established, it would be expected that a DFO or JFO would be activated by state and/or federal personnel. The County will assign one or more individuals to provide liaison between the DFO or JFO and the CEOC, if activated, or the County Emergency Management Division if not. The designated County ESFs may provide a liaison to the DFO/JFO depending on the magnitude and scope of recovery operations.
- e. The County is prepared to open one or more fixed or mobile Disaster Recovery Centers (DRC) (see illustrated in Exhibit A1-3). The logistics for DRCs is a shared state and federal responsibility. County Emergency Management Division will

- provide assistance. The county's Individual Assistance Officer (IAO) would supervise and coordinate the county's role in the operation of DRCs. The county IAO's staff would coordinate with the state and federal IAO's staff through activated DRCs.
- f. The county will provide staff and resources to implement the public assistance program. **ESF 14** shall provide program publicity, eligibility criteria and the time and place for the applicants briefing. The Emergency Management Division will provide ongoing coordination between the state public assistance program and the involved county, municipal and private, non-profit agencies.
6. As illustrated in Exhibit A1-3, the county and its municipalities, through Volusia Prepares, will implement a post-event mitigation program for both declared and significant undeclared disasters. The intention would be to:
- a. Identify mitigation needs and opportunities highlighted by the event, with funding coming from the Hazard Mitigation Grant Program, if applicable;
 - b. Document the effectiveness of any pre-existing mitigation initiatives applicable to the impacts of the event;
 - c. Develop mitigation initiatives for incorporation into the Volusia 20/20 local mitigation strategy, and;
 - d. Develop applications for state and federal funding that may be available for implementation of suitable initiatives in Volusia Prepares. For declared disasters, funding applications would be submitted for consideration in the Hazard Mitigation Grant Program.
7. As illustrated in Exhibit A1-3, the final activities in the post-disaster recovery operations are the reconstruction of damaged properties and redevelopment of impacted areas. The county and municipalities with jurisdiction will guide the process using Volusia Prepares findings, the local jurisdiction's comprehensive plan, applicable building and zoning codes, and the provisions of this annex.

E. Roles, Duties, and Responsibilities

1. Municipalities

- a. Develop and maintain current disaster recovery annexes within the municipal comprehensive emergency management plans that are consistent with this annex, if applicable;
- b. Facilitate municipal coordination of transition from response to recovery with the County's transition;
- c. Participate in the Volusia Prepares mitigation planning process and assign personnel to the organization's committees; Cooperate with Volusia Prepares post-event analyses and evaluations;
- d. Be prepared to take the following actions:
 - (1) Activate own disaster recovery annex, if applicable;
 - (2) Coordinate with the County on recovery operations, e.g., debris removal, public information, etc.;
 - (3) Designate point(s) of contact to serve as the municipality's recovery coordinator;
 - (4) Maintain, preserve, and submit to the CEOC all documentation of municipal expenditures, personnel time and operations as required to be eligible for state or federal reimbursement;
 - (5) Participate in disaster recovery meetings and briefings held by local, state and federal personnel;
 - (6) On request, assign personnel as liaisons to the Disaster Field Office or other recovery-related operational facilities;
 - (7) Assist with identification of eligible municipal government agencies and non-profit organizations that would be eligible for disaster assistance; Facilitate preparation of applications for assistance.

2. Volusia County Property Appraiser

- a. Lead agency for **ESF 19**, Damage Assessment;

- b. Develop and provide information regarding the value of damaged properties, based on county tax records.

3. Volusia County Financial and Administrative Services Dept.

- a. Designate an individual to serve as the county's Public Assistance Officer, and provide staff and administrative support to that position;
- b. Coordinate county public assistance programming with the state and federal public assistance staff;
- d. The Financial Services Division shall provide accounting and administrative services to document county expenditures for public assistance projects;
- e. Facilities Services Division and / or Public Works shall provide construction management for county public assistance projects.

4. The County Community Information Division

- a. Lead agency for **ESF 14** developing and releasing public information regarding disaster assistance programs, including notification to county, municipal and private non-profit agencies regarding the public assistance program applicants' briefing;
- b. After deactivation of **ESF 14**, continue to provide updated information regarding available disaster assistance programs and methods to access them.

5. The County Growth and Resource Management Department

- a. Lead for long-term property repair and reconstruction. Community redevelopment will be addressed in a separate plan to be produced by Growth and Resource Management including build-back initiatives;
- b. Provide assistance for the purchase of properties and/or land as necessary for public assistance projects and/or hazard mitigation projects;

- c. Provide administrative and field staff to support the increased permitting and code enforcement necessary for post-event reconstruction to expedite the permitting process;
- d. Serve as a technical resource for municipalities, on request, to support their reconstruction and redevelopment activities.

6. Volusia County Community Services Department

- a. Serve as the County Individual Assistance Officer for implementation of the state's individual assistance program in the county;
- b. Coordinate with municipalities' Implementation of the state's individual assistance program;
- c. Coordinate or develop programs for disaster victims;
- d. Oversee and coordinate the county's role in Community Relations (CR) with state and federal CR staff;
- d. Coordinate with community organizations to address unmet needs.

7. Volusia Prepares

- a. Conduct post-event surveys and inspections in the impacted areas to gather data and identify mitigation needs;
- b. Coordinate with state and federal mitigation personnel during inspections and surveys;
- c. Develop reports, proposed initiatives and similar documentation regarding mitigation needs and opportunities highlighted by the event;
- d. Define proposed mitigation projects / programs for incorporation into the Volusia Prepares mitigation strategy;
- e. Aid and assist local applicants for Hazard Mitigation Grant Projects for proposed mitigation initiatives contained in the Volusia Prepares mitigation strategy.

F. Coordinated Recovery Activities

- a. During activation, the CEOC will coordinate activities with state and federal recovery personnel. The Director of Volusia County Emergency Management will serve as the liaison to state recovery staff and coordinate recovery activities needed including landing zones, Disaster Recovery Centers (DRCs), staging areas, base camps, a Disaster Field Office (DFO), Joint Field Office (JFO).
- b. The lead ESF agency is responsible for coordinating response and recovery activities with impacted or involved municipalities. This coordination is through direct communication by the lead agency with municipal EOCs, if activated, and/or through designated municipal liaisons. Coordination with municipalities on recovery operations will be accomplished as follows:
 - (1) **ESF 19** will coordinate damage assessment operations, assist municipalities with personnel and materials, as needed;
 - (2) The designated municipal representative to Volusia Prepares Steering Committee will participate in the post-event analysis of mitigation opportunities identified within their jurisdiction and coordination will be through the planning process established by Volusia Prepares;
 - (3) **ESF 14** is responsible for public information regarding state and federal disaster assistance programs, including individual assistance and public assistance. Municipalities will receive notices of public assistance applicants' briefings and other meetings for municipalities to access state and federal assistance programs;
 - (4) Involved municipalities will be requested by the County Emergency Management Division to designate point(s) of contact for post-event recovery coordination including public and individual assistance programs. After deactivation of the CEOC recovery actions will be coordinated with the municipal POCs.
- c. As the recovery phase of operations becomes fully established, it would be expected that a DFO or JFO would be activated by state and/or federal personnel. The County

will assign one or more individuals to provide liaison between the DFO or JFO and the CEOC, if activated, or the County Emergency Management Division if not. The designated County ESFs may provide a liaison to the DFO/JFO depending on the magnitude and scope of recovery operations.

G. Response and Recovery Transition

1. Transition between response and recovery operations

- a. Implementation. The transition from the CEOC activation for response and initial recovery actions to full recovery operations will be accomplished as follows:
- b. Activated County ESFs will complete their recovery functions, before deactivating if feasible. Actions remaining open are the responsibility of the lead ESF agency, and will be reported to the County Manager and the County Emergency Management Director.
- c. The CEOC, when warranted by the scope, complexity and / or duration of recovery operations, may remain at a Level II, Partial Activation, to enable resource coordination through the CEOC, until recovery operations are completed by the assigned agency.
- d. A Volusia County Disaster Recovery Team will be activated to assist with the transition from CEOC deactivation to full recovery operations. Recovery Team Operations will be coordinated by the Emergency Management Division for the duration of its activation. The Recovery Team would assume lead county responsibility for the recovery programs of public assistance, individual assistance and mitigation programs.
- e. Following deactivation of the County EOC and/or a specific ESF, coordination of all recovery operations with other county agencies and municipalities, as well as state and federal agencies, will be the responsibility of the lead agency. Continuing coordination by the lead agency will also be done with the County Emergency Management Division after EOC and/or ESF deactivation.

2. Initiation of the Recovery Phase

As illustrated in Exhibit A1-3, recovery operations are based on damage assessment from County **ESF 19**. Preliminary Damage Assessment (PDA) comes from emergency services units in the field, county and municipal damage assessment teams, and the Florida National Guard's Recon Teams, if deployed. PDA identifies and prioritizes response and recovery operations. Initial PDA includes disaster assessment.

3. DRO Coordination

During activation, the CEOC will coordinate activities with state and federal recovery personnel. The Director of Volusia County Emergency Management will serve as the liaison to state recovery staff and coordinate recovery activities needed including landing zones, Disaster Recovery Centers (DRCs), staging areas, base camps, a Disaster Field Office (DFO), Joint Field Office (JFO).

4. Obtaining and Administering State and Federal Disaster Assistance

The county utilizes the established process under the Stafford Act as amended by the Disaster Mitigation Act 2002, for obtaining and administering state and federal disaster assistance.

When the President issues a disaster declaration that includes Volusia County, the County will receive notice from the State directly as well as through the media coverage.

The Emergency Management Director will ensure this information is transmitted to the Executive Policy Group, EOC Command and General Staff, all ESFs, municipal liaisons and supporting agencies for coordination of financial reimbursement with county agencies while maintaining compliance procedures for financial transaction, accurate accounting, grants management, document tracking and payroll procedures.

Each County agency and municipality is responsible for the collection and documentation of reimbursement information, identification of public assistance projects, and submission to the Department of Fiscal and Administrative Services, Budget Division for countywide consolidation and submission to FEMA.

It is the responsibility of the Budget Division to acquire additional staffing to implement the public assistance program.

5. Recovery Activities for Declared and Undeclared Disasters

a. Undeclared Disasters

If the damage assessment results do not meet the criteria for a presidential declaration, the county shall proceed as illustrated in Exhibit A1-3. The County may request state aid available pursuant to Chapter 93-128, Florida Statutes. The County can request federal assistance under the Small Business Administration and the Farmer's Home Administration. Local disaster assistance efforts, through the county, involved municipalities, and community-based organizations would be made available to disaster victims.

b. Declared Disasters

As indicated in Exhibit A1-3, should the President declare a disaster for Volusia County, the following actions would be taken:

- (1) During activation, the CEOC will coordinate activities with state and federal recovery personnel. The Director of Volusia County Emergency Management will serve as the liaison to state recovery staff and coordinate recovery activities needed including landing zones, Disaster Recovery Centers (DRCs), staging areas, base camps, a Disaster Field Office (DFO), Joint Field Office (JFO).
- (2) During EOC activation, ESF's will perform recovery operations within their scope. The actions will be completed as the transition to recovery operations is established and prior to CEOC deactivation.
- (3) The lead ESF agency is responsible for coordinating response and recovery activities with impacted or involved municipalities. This coordination is through direct communication by the lead agency with municipal EOCs, if activated, and/or through designated municipal liaisons. Coordination with municipalities on recovery operations will be accomplished as follows:

- i. **ESF 19** will coordinate damage assessment operations, assist municipalities with personnel and materials, as needed;
 - ii. The designated municipal representative to Volusia Prepares Steering Committee will participate in the post-event analysis of mitigation opportunities identified within their jurisdiction and coordination will be through the planning process established by Volusia Prepares;
 - iii. **ESF 14** is responsible for public information regarding state and federal disaster assistance programs, including individual assistance and public assistance. Municipalities will receive notices of public assistance applicants' briefings and other meetings for municipalities to access state and federal assistance programs;
 - iv. Involved municipalities will be requested by the County Emergency Management Division to designate point(s) of contact for post-event recovery coordination including public and individual assistance programs. After deactivation of the CEOC recovery actions will be coordinated with the municipal POCs.
- (4) As the recovery phase of operations becomes fully established, it would be expected that a DFO or JFO would be activated by state and/or federal personnel. The County will assign one or more individuals to provide liaison between the DFO or JFO and the CEOC, if activated, or the County Emergency Management Division if not. The designated County ESFs may provide a liaison to the DFO/JFO depending on the magnitude and scope of recovery operations.
- (5) The County is prepared to open one or more fixed or mobile Disaster Recovery Centers (DRC) (see illustrated in Exhibit A1-3). The logistics for DRCs is a shared state and federal responsibility. County Emergency Management Division will provide

assistance. The county's Individual Assistance Officer (IAO) would supervise and coordinate the county's role in the operation of DRCs. The county IAO's staff would coordinate with the state and federal IAO's staff through activated DRCs.

- (6) The county will provide staff and resources to implement the public assistance program. **ESF 14** shall provide program publicity, eligibility criteria and the time and place for the applicants briefing. The Emergency Management Division will provide ongoing coordination between the state public assistance program and the involved county, municipal and private, non-profit agencies.

6. Post – Event Mitigation Program

As illustrated in Exhibit A1-3, the county and its municipalities, through Volusia Prepares, will implement a post-event mitigation program for both declared and significant undeclared disasters. The intention would be to:

- a. Identify mitigation needs and opportunities highlighted by the event, with funding coming from the Hazard Mitigation Grant Program, if applicable;
- b. Document the effectiveness of any pre-existing mitigation initiatives applicable to the impacts of the event;
- c. Develop mitigation initiatives for incorporation into the Volusia 20/20 local mitigation strategy, and;
- d. Develop applications for state and federal funding that may be available for implementation of suitable initiatives in Volusia Prepares. For declared disasters, funding applications would be submitted for consideration in the Hazard Mitigation Grant Program.

6. Post – Disaster Recovery Operations

As illustrated in Exhibit A1-3, the final activities in the post-disaster recovery operations are the reconstruction of damaged properties and redevelopment of impacted areas. The county and municipalities with jurisdiction will guide the process using Volusia Prepares findings, the local jurisdiction's comprehensive plan,

applicable building and zoning codes, and the provisions of this annex.

III. Recovery Functions

A. Damage Assessment (DA)

1. Lead Agency: Volusia County Property Appraiser's Office

Damage assessment will be conducted by **ESF 19**, most county departments and divisions are support agencies.

2. Support Agencies:

ESF 19 will be responsible for all phases of the damage assessment process, and will remain activated until the process is completed. **ESF 19** will coordinate damage assessment with municipalities, and state/federal teams deployed to Volusia County.

Support Agencies: Volusia County Manager's Offices; Volusia County Sheriff's Office; Volusia County Supervisor of Elections; Volusia County School Board; County Growth and Resource Management Department; Leisure Services Division; Environmental Management Division; County Financial and Administrative Services Department; Financial Services division; Information Technology Division; County Community Services Department; Agricultural Extension Division; Public Protection Department; Fire Services Division; Beach Safety Division; American Red Cross; Airport and Port Authority Divisions; Ocean Center; Civil Air Patrol; Volusia Prepares Steering Committee; Municipalities

3. Roles and Responsibilities

a. Staffing

(1) The Volusia County Property Appraiser's Office is the lead agency for the **ESF 19**, Damage Assessment. As such, the lead agency will staff the **ESF 19** Coordinator's position(s) in the County EOC whenever **ESF 19** is activated for a disaster. The **ESF 19** County EOC position will be staffed with one or more individuals, depending on the workload, 24 hours a day or as needed.

- (2) The staffing requirements for damage assessment teams will vary depending on the scope and severity of the disaster event. For major events, it is possible that trained personnel may be needed from outside agencies, including unaffected counties as well as state and federal personnel.
- (3) Each agency providing staff to support **ESF 19** will be responsible for:
 - i. Maintaining current roster with telephone numbers and addresses of all personnel assigned to ESF functions for notification/recall for disaster duty.
 - ii. Providing administrative support for their staff.
 - iii. Insuring that work hours (regular and overtime) and other administrative reports are coordinated and submitted for their personnel who are in field assignments supporting **ESF 19**.
 - iv. Providing trained replacement personnel for those on **ESF 19** assignment to cover illness, emergency personal needs, and scheduled rotation.
 - v. Coordinating with the Lead Agency to accomplish required staff training for disaster duties and assisting with the pre-packaging of disaster forms, equipment, and supplies needed to perform their functions.

b. Lead Agency

The lead agency will have the following responsibilities:

- (1) Development and maintenance of the necessary operational procedures, databases, inventories, etc. needed for effective implementation of **ESF 19**. The lead agency will, as indicated, ensure that inventories and databases are available within the EOC to support response operations.

- (2) Guiding and assisting support agencies to develop the necessary operational procedures, databases, inventories, etc. to ensure their ability to implement their responsibilities under this ESF.
- (3) Notification, activation and mobilization of the personnel from the lead and support agencies that are assigned to this ESF, when needed.
- (4) Coordination of all support agency actions in performance of missions assigned to this ESF, as well as coordination with municipal, state, and federal damage assessment operations being conducted in Volusia County.
- (5) With the assistance of the Volusia County Emergency Management Division, provide training and exercise opportunities for lead and support agency staff to become familiar with the damage assessment process and the implementation of this ESF.
- (6) Management of the ESF during its operations to ensure the following actions are accomplished when indicated:
 - i. Conducting windshield and aerial surveys when necessary and safe to do so.
 - ii. Appointing, mobilizing and coordinating damage assessment teams to conduct detailed surveys of impacted areas.
 - iii. Coordinating with support agencies to obtain assessment of county facilities and systems, as well as County ESFs to obtain damage assessment information for critical facilities, utilities and other components of the community's infrastructure.
 - iv. Coordinating with municipalities to receive data on public and/or private sector damages within their jurisdiction.
 - v. Compiling, reviewing and distributing impact and damage assessment data for planning and

prioritizing response and recovery operations.

- vi. Ensuring the development and submittal of damage assessment information to the State EOC in accord with state and federal requirements and procedures.

c. Support Agencies

Support agencies will have the following responsibilities:

1. Participate in training and exercise opportunities to ensure agency personnel are familiar with damage assessment techniques and their responsibilities under this ESF.
2. Maintain as current inventories, databases, personnel rosters needed to mobilize staff and equipment for supporting the operations required by this ESF.
3. Support operations of **ESF 19** during its activation through such actions as:
 - i. Pre-positioning and/or deploying agency personnel to the locations as requested by the lead agency to support damage assessment operations
 - ii. Responding to requests from the lead agency for additional personnel and equipment to conduct damage assessment operations.
 - iii. Providing damage assessment information and data regarding county facilities and operations.
 - iv. Identifying hazard mitigation opportunities and needs for county agency facilities and operations, as well as for elements of the county infrastructure.
4. Additionally, the following support agencies are responsible for specific damage assessment operations, as follows:
 - i. Airport Services

Restore airport “flight operations” as soon as possible after a disaster to support aerial damage assessment survey flights.

- ii. Civil Air Patrol
Provide aircraft to support an aerial survey of the county after a disaster event.
- iii. Emergency Management Division
Provide space for the **ESF 19** staff and computers to operate in the County EOC.
- iv. Volusia County Building and Zoning Division
Provide trained individuals to assist county damage assessment teams.

d. Resource Requirements/Limitations

- (1) The lead agency will be responsible for staffing and equipping the County EOC workstation for **ESF 19**, while the Emergency Management Division will provide work space and communications capabilities for **ESF 19**.
- (2) Each agency supporting **ESF 19** is responsible for providing resource support (supplies and equipment) needed by their personnel.
- (3) Resource support that an agency is not able to provide will be requested from the County EOC through the **ESF 19** Coordinator. For major disaster events, it is likely that personnel and resources for damage assessment operations will be needed from outside agencies.

e. Operational Reports

- (1) The lead agency will, appraise the County EOC regarding **ESF 19** operations, impact and damage assessment results, and problem areas. These will be provided to the County Emergency Management Division and County **ESFs 5** and **14**, as well as to designated state and federal damage assessment personnel.

- (2) The lead agency will file the necessary impact and damage assessment reports on a timely basis with the State EOC pursuant to state and federal requirements.
- (3) The lead agency will provide other special reports regarding the impact of the event and damage assessment operations, upon request of the Emergency Management Division.
- (4) All support agencies will prepare damage assessment reports to the **ESF 19** Coordinator, and provide other such reports regarding the progress of their damage assessment activities as may be required by the lead agency.
- (5) The **ESF 19** Coordinator will work with the municipal liaison officers to obtain damage assessment reports on the damages that occurred within impacted municipal jurisdictions.
- (6) The **ESF 19** Coordinator will provide a daily damage assessment briefing to the County Emergency Director, and, if requested, prepare a daily damage assessment report for transmittal to the State EOC. The briefings and reports will commence as soon as possible after the impact of the event.

f. Financial Management

- (1) Each agency or organization involved with operations under this emergency support function will draw upon their own financial resources as needed to support their responsibilities in disaster operations. Reimbursement for eligible expenses for operations during major disasters will be sought by each participating local government agency at the close of the disaster event.
- (2) Each field operations location established by this ESF will track personnel time, costs and expenditures as directed by the lead agency.
- (3) The lead and support agencies coordinated through the County EOC will keep an exact accounting of all

expenditures (funds and materials consumed) as well as personnel, equipment and facility costs. These disaster expenditures will be reported to their parent organization and to the County EOC through the lead agency for this emergency support function.

- (4) Financial reporting by this ESF for CEOC-based operations will be conducted in accord with directions from **ESF 7** during periods of activation. Financial deficiencies will be reported to the County EOC through the lead agency.

4. Data Collection and Coordination

- a. Sources of information for damage assessment conducted by **ESF 19** are illustrated in Exhibit A1-3 and, consistent with the scope and magnitude of the disaster will include emergency services agencies' field units, county agencies, designated county damage assessment teams, municipalities and private non-profit agencies.
- b. Work with County ESFs to receive preliminary impact and damage information based on observations during initial emergency field operations; Request **ESF 16** to provide damage information and locations based on telephone calls to 911.
- c. If initial reports indicate damaged areas are extensive and/or widely scattered throughout the county, implement an aerial survey as soon as it is safe to do so. Aerial surveys will be conducted by VCSO assets and Mosquito Control assets. Use aerial survey to locate damaged areas and to provide preliminary information regarding obviously damaged structures, blocked roadways, damaged bridges, etc.; If damage is very extensive (catastrophic to the point that Volusia County assets are unavailable), and wide spread, request **ESF 13** to obtain aerial survey support from State **ESF 13**.
- d. Periodically compile, map and/or tabulate initial information and provide to **ESF 5**, the Emergency Management Division and the County Manger's Advisory Group; Assist **ESF 5** in providing initial information to the State EOC, if activated.

5. Federal and State DA Coordination

As state and federal damage assessment personnel are deployed in Volusia County or impacted municipalities, complete the following actions:

- a. Coordinate with **ESF 19** support agencies and request their assistance to facilitate state and federal operations
- b. Provide county damage assessment information to state and federal personnel as indicated
- c. Prioritize damage locations for inspection by state and federal officials.
- d. Integrate state and federal personnel into local damage assessment teams and/or pair up teams to perform additional assessments and review

6. **Assessing Economic Injury**

ESF 18, Business and Industry, in coordination with **ESF 19**, will gather and compile information regarding economic and employment losses experienced by impacted businesses and industries.

7. **Municipal DA Coordination**

The lead ESF agency is responsible for coordinating response and recovery activities with impacted or involved municipalities. This coordination is through direct communication by the lead agency with municipal EOCs, if activated, and/or through designated municipal liaisons. Coordination with municipalities on recovery operations will be accomplished as follows:

- a. **ESF 19** will coordinate damage assessment operations, assist municipalities with personnel and materials, as needed;
- b. The designated municipal representative to Volusia Prepares Steering Committee will participate in the post-event analysis of mitigation opportunities identified within their jurisdiction and coordination will be through the planning process established by Volusia Prepares;

- c. **ESF 14** is responsible for public information regarding state and federal disaster assistance programs, including individual assistance and public assistance. Municipalities will receive notices of public assistance applicants' briefings and other meetings for municipalities to access state and federal assistance programs;
- d. Involved municipalities will be requested by the County Emergency Management Division to designate point(s) of contact for post-event recovery coordination including public and individual assistance programs. After deactivation of the CEOC recovery actions will be coordinated with the municipal POCs.

8. Planning Assumptions

- a. Volusia County and/or one or more of its municipalities will experience significant physical and operational damages from a disaster event, and these damages could be widespread throughout the county.
- b. Movement of damage assessment teams may be prohibited or restricted due to dangerous or impassible conditions within the impacted areas.
- c. Damages in adjacent counties may significantly delay or restrict the damage and impact assessment support available from state and federal agencies.
- d. Many municipal and county damage assessment teams may be needed, and the lead and support agencies will have adequate trained personnel to accomplish timely damage assessment of the private and commercial properties of the County.
- e. Owners of private property and/or private utility systems will cooperate with county and municipal damage assessment personnel to facilitate the gathering of information.

9. Post-Disaster Habitability

Inspections **ESF 19** will advise the Managers Advisory Group (MAG) and the Emergency Management Division regarding the habitability of structures / neighborhoods in the impacted area. The MAG working with municipalities including inspectors and engineers, and the Emergency Powers Advisory Council, when

activated, will determine the need to condemn property or otherwise prohibit the occupancy and use of affected properties.

10. Preliminary Damage Assessments

(1) Initial Coordination County/State/Federal Agencies

As state and federal damage assessment personnel are deployed in Volusia County or impacted municipalities, complete the following actions:

- i. Coordinate with **ESF 19** support agencies and request their assistance to facilitate state and federal operations
- ii. Provide county damage assessment information to state and federal personnel as indicated
- iii. Prioritize damage locations for inspection by state and federal officials.
- iv. Integrate state and federal personnel into local damage assessment teams and/or pair up teams to perform additional assessments and review local assessments, as indicated.

b. Positions, Roles, and Responsibilities

(1) Lead Agency

- i. The lead agency will staff the **ESF 19** workstation at the County EOC and receive a briefing regarding the emergency event and the generally anticipated level and location of damages. Lead agency staff will complete the **ESF 19** notification process for lead and support agency staff.
- ii. Based upon information and instructions received from the County Emergency Management Director, the Property Appraiser (or alternate) will initiate the Property Appraiser's Office "Staff Notification System" to recall the employees needed to accomplish the functions of the lead agency. The remaining

staff will also be instructed of any changes in their normal duties and the emergency duties they are assigned.

- iii. If indicated prior to event impact, the lead agency will pre-position damage assessment personnel, prepare vehicles, check **ESF 19** communications systems, and confirm the adequacy of supplies to be used by the Damage Assessment Teams.
- iv. Establish communications and coordination with County **ESF 5**, "Information and Planning," and County **ESF 13**, Military Support, if activated, as well as activated municipal EOCs and/or the municipal liaisons to coordinate the receipt and processing of damage assessment information.
- v. Work with County ESFs to receive preliminary impact and damage information based on observations during initial emergency field operations; Request **ESF 16** to provide damage information and locations based on telephone calls to 911.
- vi. Request County **ESF 1**, Transportation, **ESF 3**, Public Works, **ESF 8**, Health and Medical Services, and **ESF 12**, Energy, to obtain and provide information regarding damages to the transportation network, critical medical facilities, and utility systems, respectively.
- vii. Request municipal EOCs and/or municipal liaisons to provide preliminary damage information from their jurisdictions.
- viii. Consult with **ESF 5** and the Emergency Management Division regarding areas impacted; Prepare to mobilize local damage assessment teams as soon as it is safe to do so.
- ix. Periodically compile, map and/or tabulate initial information and provide to **ESF 5**, the

Emergency Management Division and the County Manger's Advisory Group; Assist **ESF 5** in providing initial information to the State EOC, if activated.

(2) Support Agencies

- i. Upon notification by the **ESF 19** Coordinator of the activation of the **ESF 19** functions, notify designated staff to initiate or standby to initiate their assigned damage assessment duties.
- ii. Recall off duty personnel if necessary to staff the assigned **ESF 19** functions.
- iii. Ensure that photographs and other documentation on the condition of support agency facilities are available prior to the emergency event impact.
- iv. Contact the **ESF 19** Coordinator at the County EOC and advise on the initial activation the agency's operational readiness" to implement their responsibilities.
- v. As soon as it is safe to do so, assess the damages and continued operability of the support agency's facilities, equipment and supplies necessary to initiate and sustain its assigned emergency response duties; Advise the **ESF 19** coordinator immediately of the assessment and, as indicated, initiate corrective actions.

c. Geographic Team Assignments

The County has been divided into 24 geographic areas and value data compiled for the private and commercial properties. Field Appraisers assigned to Damage Assessment Teams will normally conduct damage assessment surveys in the same geographic areas that they do the property appraisals. Raw damage assessment data from the field teams will be communicated to the Property Appraiser's Office (Kelly building in DeLand) where the

information will be interpreted, compiled, mapped or tabulated, and sent to the County EOC.

d. Vehicles, Maps, Tools

The lead agency shall be responsible for the development and maintenance of the necessary operational procedures, databases, inventories, etc. needed for effective implementation of **ESF 19**. The lead agency will, as indicated, ensure that inventories and databases are available within the CEOC to support response operations.

The support agencies shall maintain current inventories, databases, personnel rosters needed to mobilize staff and equipment for supporting the operations required by **ESF 19**.

e. Assessment Criteria

Information displayed will include, as available, locations of damaged structures, blocked roadways, utility outages, contaminated or inaccessible areas, etc.

The appropriate individuals will map or tabulate initial information regarding the following and prepare a preliminary damage assessment report:

- (a) Boundaries of the disaster area(s)
- (b) Status of transportation systems
- (c) Access points to the disaster area(s)
- (d) Status of communications systems
- (e) Status of medical systems
- (f) Disaster casualty information
- (g) Shelter/mass care information/needs
- (h) Damage to utility systems
- (i) Status of critical facilities
- (j) Major resource needs/shortfalls

f. Coordination Format and Process

- (1) The lead agency will, appraise the County EOC regarding **ESF 19** operations, impact and damage assessment results, and problem areas. These will be provided to the County Emergency Management

Division and County **ESFs 5** and **14**, as well as to designated state and federal damage assessment personnel.

- (2) The lead agency will file the necessary impact and damage assessment reports on a timely basis with the State EOC pursuant to state and federal requirements.
- (3) The lead agency will provide other special reports regarding the impact of the event and damage assessment operations, upon request of the Emergency Management Division.
- (4) All support agencies will prepare damage assessment reports to the **ESF 19** Coordinator, and provide other such reports regarding the progress of their damage assessment activities as may be required by the lead agency.
- (5) The **ESF 19** Coordinator will work with the municipal liaison officers to obtain damage assessment reports on the damages that occurred within impacted municipal jurisdictions.
- (6) The **ESF 19** Coordinator will provide a daily damage assessment briefing to the County Emergency Director, and, if requested, prepare a daily damage assessment report for transmittal to the State EOC. The briefings and reports will commence as soon as possible after the impact of the event.

B. Disaster Recovery Center (DRC)

Volusia County will cooperate with State and Federal authorities in establishing one or more mobile or fixed Disaster Recovery Centers (DRCs) in or near the impacted areas, as illustrated in Exhibit A1-3. DRCs will be utilized to coordinate the delivery of disaster assistance to the public impacted by the disaster. The following actions are to establish and operate Federal / State DRCs:

1. DRC Responsibility

The Director of Volusia County Emergency Management will serve as the liaison to state recovery staff and coordinate recovery activities needed including landing zones, Disaster Recovery Centers (DRCs), staging areas, base camps, a Disaster Field Office (DFO), Joint Field Office (JFO). The Director of Volusia

County Emergency Management will request the establishment of a DRC through standard request channels (Constellation, e-mail, phone call, etc.). The Director of Volusia County Emergency Management in consultation with the State Division of Emergency and impacted municipalities may activate DRCs with or without receipt of a Presidential Declaration of Disaster.

2. DRC Support Roles

- a. Representatives of the involved local government agencies and community organizations, including:
 - (1) Applicable agencies and organizations of any municipality with jurisdiction in the impact area
 - (2) The County Emergency Management Division for Mitigation Issues
 - (3) The County Building and Zoning Division
 - (4) The County Water Resources and Utilities Division
 - (5) The County Community Assistance Division
 - (6) The County Veterans Services Division
 - (7) The County Agricultural Extension
 - (8) The County Public Works Department
 - (9) Representatives of lead and support agencies of County **ESF 6** (Mass Care)
 - (10) Private sector utilities
- b. Public information and educational materials regarding the event and its impacts, the disaster assistance available, mitigation opportunities and guidance, fraud protection, funds for reconstruction, to be provided.
- c. The Division of Florida Financial Services (insurance representation)
- d. Access to major insurance companies and their adjusters and agents
- e. Access to mental health and grief counselors
- f. Expedited access to necessary local government services, such as issuance of building and occupancy permits, social services, utility restoration, tax assistance, etc.

3. State Participation Procedures

The Emergency Management Division Director or his designee will request/coordinate the DRC location with the Florida Division of Emergency Management (FDEM) and the Federal Emergency Management Agency (FEMA). This will be accomplished with a formal request through EM Constellation. An email or a phone call to the Disaster Recovery Center would also be in line with County to state procedures during these events.

4. Local Resources

- a. Applicable agencies and organizations of any municipality with jurisdiction in the impact area
- b. The County Emergency Management Division for Mitigation Issues
- c. The County Building and Zoning Division
- d. The County Water Resources and Utilities Division
- e. The County Community Assistance Division
- f. The County Veterans Services Division
- g. The County Agricultural Extension
- h. The County Public Works Department
- i. Representatives of lead and support agencies of County **ESF 6** (Mass Care)
- j. Private sector utilities

C. Public Assistance

1. Lead Agency:

For a Federally declared disaster Volusia County will implement a Public Assistance Program as a part of its overall recovery operations.

The Director of the Financial and Administrative Services Department, or designee, will serve as the county's designated Public Assistance Coordinator. The Department will also provide the administration of the program on behalf of county agencies, and will provide procedures, guidance and assistance to municipal and private non-profit agencies.

The Financial and Administrative Services Department will complete the following:

- (a) Review the state's requirements established for public assistance for the specific disaster event and determine the local match necessary, if any, for a public assistance project;

advise the County Manager and support such actions as to secure the local match.

- (b) Establish procedures and standards for financial management and tracking of expenditures that are consistent with the requirements of the state
- (c) Coordinate with the County Emergency Management Division and the Property Appraiser's Office to identify and reconcile differences between local damage assessment reports and state/federal DSRs; Prepare to address differences with state public assistance staff
- (c) Serve as the grants manager for county agencies receiving public assistance funding
- (d) Designate and/or hire and supervise permanent and temporary personnel needed for management of the public assistance program
- (e) Assign the Financial Services Division to act as the financial manager of public assistance grants received by the county,
- (f) Assign the Facilities Services Division to act as the project manager for public assistance grants received by the county

2. PA Support Agencies Roles and Responsibilities

The County will take the following actions:

- a. **ESF 19** will provide the damage assessment information to the State EOC for federal public assistance eligibility determination.
- b. The County Manager, upon being informed of the availability of Public Assistance, will, with the assistance of the County Emergency Management Division:
 - (1) Direct activation of the Volusia County Disaster Recovery Team, as illustrated in Exhibit A1-2 earlier in this report; Ensure that the team members attend the necessary kickoff meetings with the state public assistance staff.
 - (2) Ensure that **ESF 14** has notified county, municipal and private non-profit agencies of the availability of

public assistance, the restrictions on eligibility, and the schedule for the applicants' briefing and other related meetings.

- (3) Assign responsibility for implementation of the public assistance program in the county, as follows:
 - i. The Emergency Management Division will be responsible for the following actions:
 - (a) Serving as the coordinator for liaison support as needed.
 - (b) Ensure coordination between the county's Disaster Recovery Team and the state public assistance program staff.
 - (c) With the cooperation **ESF 19**, review the county's damage assessment reports as well as the state and federal damage survey reports (DSRs) to preliminarily identify the projects likely to be eligible for public assistance; Selection of the likely eligible projects will adhere to current federal criteria.
 - (d) Ensure notification of all municipal and county agencies of the availability of public assistance.
 - (e) Ensure notification of all pre-identified private non-profit agencies of the availability of public assistance.
 - (f) Request affected municipalities to designate a municipal disaster recovery coordinator to provide liaison to the public assistance program; Inviting municipal liaisons to the public assistance applicant's briefing by state staff.
 - ii. The Director of the Financial and Administrative Services Department, or designee, will serve as the county's designated

Public Assistance Coordinator. The Department will also provide the administration of the program on behalf of county agencies, and will provide procedures, guidance and assistance to municipal and private non-profit agencies. The Financial and Administrative Services Department will complete the following:

- (a) Review the state's requirements established for public assistance for the specific disaster event and determine the local match necessary, if any, for a public assistance project; advise the County Manager and support such actions as to secure the local match.
 - (b) Establish procedures and standards for financial management and tracking of expenditures that are consistent with the requirements of the state.
- c. Through the coordination of the Emergency Management Division, the County Disaster Recovery Team will complete the following actions:
- (1) Attend the state's public assistance applicant's briefing to represent the county;
 - (2) Ensure representation at the state's public assistance applicants briefing by representatives of other interested county, municipal and private non-profit agencies;
 - (3) Complete the Notice of Interest forms;
 - (4) Ensure project applications are submitted;
 - (5) Reconciling differences in project scope;
 - (6) Designating funding methods by project;
 - (7) Requesting advance funding and partial payments from the state as necessary;

- (8) Requesting interim and final inspections;
 - (9) Requesting modifications in the project application, as required;
 - (10) Ensuring that complete records of all public assistance activities are prepared and maintained.
- d. The county's designated Public Assistance Officer, with the support of the Emergency Management Division, will maintain supervision of county public assistance projects until completion and close out.

3. Public Assistance Coordinator

During and activation the Volusia County Financial and Administrative Services Dept. will designate an individual to serve as the county's Public Assistance Offices/Coordinator, and provide staff and administrative support to that position.

4. Support Organizations

1. Local Government Organizations
2. Non-Profit Organizations

Support organizations have an extensive role in the recovery phase for Volusia County. Critical county files (including personnel, critical facility listings and other files) are a joint responsibility of ESF-13 (Emergency Management), ESF-7 (Purchasing and Finance) and ESF-11 (Corrections). While there is no procedure in place, these three ESF's come together to combine data components.

On occasions where public assistance is needed, Volusia County Emergency Management (ESF-13) will reach out for assistance at the local, state and federal level, if needed, but does not hire temporary staff to Volusia County government in these situations.

5. Pre-Identification of Potential Applicants

Based on the geographic area impacted and the characteristics of the event, likely applicants for public assistance will be identified from local government agencies and non-profit organizations known to have facilities and/or systems that could have been damaged. Volusia County is an eligible applicant for the public assistance program, along with the following municipal governments, agencies and non-profits: The City of Daytona Beach;

The City of Daytona Beach Shores; The City of DeBary; The City of DeLand; The City of Deltona; The City of Edgewater; The City of Lake Helen; The City of Ormond Beach; The City of Oak Hill; The City of Orange City; The City of South Daytona; The City of New Smyrna Beach; The City of Port Orange; The City of Holly Hill; Orlandia Heights Neighborhood Improvement District; Volusia County Schools; New Smyrna Beach Utilities Commission; Bethune Cookman University; Lemon Bluff Water Association; Memorial Health Systems; College Arms Towers; Embry Riddle Aeronautical University; Serenity House of Volusia; Daytona Beach Housing Authority. See page 49 for more information.

6. Kick-Off Meeting Participants

Direct activation of the Volusia County Disaster Recovery Team, as illustrated in Exhibit A1-2 earlier in this report; Ensure that the team members attend the necessary kickoff meetings with the state public assistance staff.

7. Identifying and Funding Public Assistance Projects

With the cooperation **ESF 19**, review the county's damage assessment reports as well as the state and federal damage survey reports (DSRs) to preliminarily identify the projects likely to be eligible for public assistance; Selection of the likely eligible projects will adhere to current federal criteria.

D. Debris Management

1. Roles and Responsibilities

Debris removal and disposal is the responsibility of Volusia County Public Works through partnerships with municipalities. **ESF 3** describes the procedures that will be used during the response and disaster recovery stages of operation for debris management. Documentation regarding debris management is maintained by Volusia County, and a Memorandum of Understanding signed between the County and its municipalities affirms all procedures. Staff at the Volusia Emergency Operations Center is specifically responsible for the coordination of all resources.

FEMA Policy 9523.13 outlines policies on the County level that must be implemented to remove debris from private property. The County (and the state, if applicable) must contact the Federal Coordinating Officer with confirmation that the removal of debris satisfies the following: 1) Public Interest Determination; 2) Documentation of Legal Responsibility; 3) Authorization for Debris Removal from Private Property; 4) Indemnification. Typically, the

county (or state) must prove that the debris present could potentially cause a loss of “life, public health and safety”, and thus can remove the debris and be compensated, if applicable. The entire policy can be found here: <https://www.fema.gov/9500-series-policy-publications/952313-debris-removal-private-property>

The Florida Department of Environmental Protection must be an authorizing agent for a debris management site (DMS/TDSR), and this agency is also responsible for final disposition permits. Other environmental impacts of these efforts include agencies such as the Florida Forest Service (burn authorizations), ESF-5 (Growth Management) and ESF-10 (Environmental Management). ESF-5 and ESF-10 are primarily involved from a local policy standpoint, as regulations existing on land are primarily executed through these two ESF’s.

- a. Implement the debris removal provisions of **ESF 3**, using the county’s established debris removal plan and procedure. The Department may do one or more of the following:
 - (1) Coordinate with municipalities and adjacent unaffected counties to share resources pursuant to mutual aid agreements and understandings.
 - (2) Implement per-event agreements with one or more private contractors to conduct debris removal.
 - (3) Develop and implement new contracts alongside FDOT with private companies for debris removal.
- b. The Volusia County Public Works Department will continually assess the adequacy of available resources for debris removal in a timely manner. When it becomes apparent that the resources will be inadequate, the Public Works Department will do the following:
 - (1) Recommend to the County Manager, through the Emergency Management Division, that FDEM be requested to provide direct state and federal aid for debris removal and disposal.
 - (2) Work with state and federal agencies through the DFO/JFO to establish procedures for the coordination of local and state/federal debris removal efforts.
- c. The MAG will determine the assistance to be provided to private property owners for the collection and disposal of debris removed from private property. The Public Works

Department will incorporate the MAG decision into the debris removal operations being conducted.

- d. Disaster could result in substantial amounts of debris, including vegetative, structural, demolition, and the contents of structures. Some debris may be contaminated and disposal could be very problematic. When the county remains responsible for debris disposal, the Public Works Department, in accord with the county's debris management plan, will take the following actions:
 - (1) Solicit the assistance of **ESF 10** in determining actual and potentially contaminated sites and debris.
 - (2) Request advice from the Environmental Management Division of the County Growth and Resource Management Department regarding environmental protection and permitting issues. The Environmental Management Division will interface with state and federal authorities through the DFO/JFO or elsewhere to secure the necessary permits and permissions and/or will seek the necessary waivers for debris disposal.
 - (3) Designate suitable temporary debris storage areas to be used until permanent disposal solutions can be defined. Pre-event identification of potential temporary disposal locations has been completed.
 - (4) Secure permanent disposal locations suitable to the type and volume of the debris, e.g. air curtain burn areas.

2. **Federal and State Coordination**

This ESF will coordinate with a representative of **ESF 3** at the State level, operating from the State EOC. All County and municipal requests for state and federal support will be routed through and coordinated by **ESF 3**. In addition, when a staging area for mobilization and coordination of County, state and/or federal public works resources has been established, a liaison for this ESF will be mobilized to that location to facilitate County support of such operations. The Public Works Director is responsible for federal and state financial assistance and oversight.

E. **Community Relations**

While there is no standard operating procedure for Community Relations, the elements below depict the essential functions of all stakeholders within this effort and can be supplemented for a standard operating procedure.

1. County Community Relations Coordinator

The Director of the Community Assistance Division of the Community Services Department

2. Community Relations Support

Volusia County Community Services Department

3. Roles and Responsibilities

During the recovery phase, there will be needs in the impacted communities for public information and assistance. For many disaster victims, difficulties may arise regarding the adequacy of disaster assistance, the timeliness of delivery, and the restrictions on eligibility. For major disasters, the county and impacted municipalities, as well as state and federal agencies, may need to implement a community relations program to communicate necessary information and instructions to disaster victims. To do so, the county, through the County Manager's Office, will take the following actions when indicated by the magnitude and extent of the disaster:

- a. Ensure that **ESF 14** continues to release public information regarding the disaster assistance available and methods to be used by disaster victims to access such assistance
- b. Designate the Director of the Community Assistance Division of the Community Services Department to serve as the county community relations coordinator, responsible for:
 - (1) Activate staff from the Community Services Department to serve as the county's community relations staff; Secure, prepare and/or provide such procedures and guidance to the staff for purposes of implementation of the community relations program;
 - (2) Assign a county community relations program liaison to the DFO/JFO, if activated, to coordinate with state and federal community relations personnel;

- (3) In coordination with Emergency Management, mobilize available “Community Emergency Response Teams” (CERTs) to assist with community outreach and delivery of services in specific areas affected by the event;
- (4) Work with municipalities to assess the available disaster assistance programs being offered to impacted communities and the utilization of those programs;
- (5) Consult with community leaders and neighborhood-based organizations, e.g., homeowners’ associations, to define community needs and approaches for facilitating delivery of services;
- (6) Work with state and federal community relations staff to develop and implement outreach methods to promote greater use of and/or access to available assistance programs;
- (7) Work in parallel with other neighborhood level disaster assistance programs, e.g., feeding stations, DRCs, and community mass care locations, etc. to maximize the outreach program(s) regarding unmet needs identification and available services;
- (8) Work through the County Division of Emergency Management and/or the County Disaster Recovery Team to increase the resources available to specific assistance programs to speed delivery and/or to provide access to more eligible entities.

4. Determining Priorities

Work with the MAG during the activation of the County EOC, or with the County Manager and the County Disaster Recovery Team to set priorities for the community relations activities and assistance. Priorities will consider:

- a. The most severely impacted neighborhoods
- b. Neighborhoods with inadequate or inoperable community utilities and other basic services

- c. Populations with impediments (e.g., language, transportation, etc.) to accessing available disaster assistance programs

5. Key Community Leaders

Consult with community leaders and neighborhood-based organizations, e.g., homeowners' associations, to define community needs and approaches for facilitating delivery of services.

6. Identifying Unique Demographics

Work with state and federal community relations staff to develop and implement outreach methods to promote greater use of and/or access to available assistance programs.

F. Unmet Needs Coordination

1. Unmet Needs Coordination

The Community Organization Active in Disaster (COAD) is the agency that will respond to immediate unmet needs in coordination with Volusia County Community Services. The Volusia Interfaith and Agencies Networking in Disasters (VIND) will serve as the Unmet Needs Coalition for long term unmet needs.

2. Unmet Needs Support

ESF 15 Volunteers and Donations
ESF 18 Business and Industry

3. Roles and Responsibilities

Volusia County will be prepared to offer post-disaster assistance in the identification of needs of disaster victims that have not or cannot be met by available state and federal disaster assistance programs, as well as to facilitate the delivery of services and goods to address those needs. It is expected that the majority of the resources necessary to address unmet needs will originate with volunteered services and donated goods.

To identify and address the unmet needs of disaster victims, the County Manager and county Disaster Recovery Team will take the following actions:

- a. Establish and maintain pre-incident COAD and VIND agencies to serve as the Unmet Needs Coalition;
- b. Designate the Director of the Community Assistance Division of the Community Services Department, as the coordinator for the unmet needs program. In this capacity, the Director will direct and coordinate the county's unmet needs activities in parallel with the community outreach program. For this program, the Director will have the following responsibilities:
 - (1) Appoint a liaison to COAD and VIND, which has their own management structure;
 - (2) Coordinate with impacted municipalities regarding their unmet needs;
 - (3) Define the principal unmet needs and the most likely source of assistance; coordinate unmet needs assistance with community outreach activities;
 - (4) Advise the County Manager and the County Emergency Management Division on the need to seek additional county, state and federal funding to address needs not met by programs in public assistance, individual assistance, and small business loans;
 - (5) Coordinate the activities of community groups mobilized to address unmet needs;
 - (6) Work with the County Disaster Recovery Team to establish criteria for eligibility for assistance under an unmet needs program and the type of eligibility;
 - (7) Obtain and/or prepare and distribute procedures, guidance and documentation materials necessary for implementation of the county's unmet needs program.
- c. Information from the community outreach program, municipalities, members of COAD, VIND, and the County ESFs, especially **ESF 6** Mass Care, will be utilized to define the most significant unmet needs. Input will also be sought from community leaders, neighborhood contacts and any established CERTs in the impacted areas.

- d. Most unmet needs are expected to be addressed through use of donated goods and services. In this capacity, **ESF 15**, Volunteers and Donations, and **ESF 18**, Business and Industry, while activated, will provide major support to the county's unmet needs program. Either the Volunteer Lead (United Way) or donations lead (Revenue Activity) may be activated as a part of the long-term recovery with both lead agencies keeping in other informed. After deactivation of **ESFs 15** and **18**, COAD and VIND will assume the functions they had been performing.
- e. Unmet needs will be addressed under the coordination of the Community Services Division through the following actions:
 - (1) Identifying the types of services and goods needed to address unmet needs in the impacted areas;
 - (2) Conferring with **ESFs 6, 8, 15** and **18** to determine which goods and services are currently available or could be made available from known sources; obtaining the needed donations through the ESFs' normal procedures;
 - (3) Establishing warehouses and/or distribution points in or near the impacted areas for providing donated goods, in coordination with **ESF 15**;
 - (4) Coordinating with **ESF 6**, municipalities, and/or community groups to use neighborhood level services, such as feeding stations, as points of community interaction to identify unmet needs and to deliver services and goods;
 - (5) Organizing the delivery of donated services to the areas of need and providing county supervision for the volunteer workers;
 - (6) Coordinating the sharing and delivery of donated goods and services with impacted municipalities;
 - (7) Providing "on the spot" training of volunteers to provide donated services in areas of need.

4. Coordination of Municipalities

The Director of the Volusia Interfaith and Agencies Networking in Disasters will coordinate with impacted municipalities regarding their unmet needs.

5. Unmet Needs Committee

When establishing an Unmet Needs Committee it is recommended to include the following organizations:

- (a) Community leaders
- (b) Neighborhood contacts
- (c) Established CERT programs
- (d) COAD and VIND members
- (e) County ESFs

6. Identifying post-event unmet needs

Unmet needs will be addressed under the coordination of the Community Services Division through the following actions:

- a. Identifying the types of services and goods needed to address unmet needs in the impacted areas;
- b. Conferring with **ESFs 6, 8, 15** and **18** to determine which goods and services are currently available or could be made available from known sources; obtaining the needed donations through the ESFs' normal procedures;
- c. Establishing warehouses and/or distribution points in or near the impacted areas for providing donated goods, in coordination with **ESF 15**;
- d. Coordinating with **ESF 6**, municipalities, and/or community groups to use neighborhood level services, such as feeding stations, as points of community interaction to identify unmet needs and to deliver services and goods;
- e. Organizing the delivery of donated services to the areas of need and providing county supervision for the volunteer workers;
- f. Coordinating the sharing and delivery of donated goods and services with impacted municipalities;

- g. Providing “on the spot” training of volunteers to provide donated services in areas of need.

7. Training

Providing “on the spot” training of volunteers to provide donated services in areas of need.

G. Emergency Housing

1. Emergency Housing Coordinator

ESF 6 will serve as the contact unit for the State Emergency Housing Coordinator and will provide assistance in initiating the emergency housing program in Volusia County.

Immediate post-disaster emergency housing will be addressed by **ESF 6**, Mass Care. Long-term post disaster housing disaster housing will be found in an appendix to this document, “LONG TERM TEMPORARY HOUSING”. (Included in a separate folder). For smaller disasters, including non-declared disasters, it can be anticipated that emergency housing need for displaced victims can be met with local resources and prior to the deactivation of **ESF 6**. For larger disasters, the need for emergency housing could be very substantial. In such cases, the County will take the following actions:

- a. **ESF 6** will work with **ESF 19**, COAD and VIND to estimate the number of emergency housing units likely to be needed; The County Manager and the County Emergency Management Division will be advised of the estimate.
- b. Prior to deactivation, **ESF 6** will serve as the contact unit for state emergency housing coordinator(s) and will provide assistance in initiating the emergency housing program in Volusia County. In this capacity, **ESF 6** will also coordinate with other county ESFs to provide information and services needed to initiate the program.
- c. Following deactivation of **ESF 6**, any remaining coordination and liaison services needed by the county to assist with the state’s emergency housing program will be provided through the County Emergency Management Division and the Community Services Department under the supervision of

the County Manager. In this capacity, state staff will be provided with access to county services such as utilities, road maintenance, permitting and code enforcement, etc.

- d. **ESF 6**, prior to its deactivation, and later the Emergency Management Division and Community Services Department, will be responsible for coordination with municipalities to address their emergency housing needs. When necessary, they will facilitate coordination between municipalities and the involved municipality, obtaining and/or preparing and distributing procedures and documentation materials, and arrange for training of the local personnel, when needed, to be involved in the temporary housing program.

Standard Operating Procedures

A. Recovery Functions Established Policies and Procedures

1. Damage Assessment

ESF 19 describes the agencies that are responsible for the assessment, the steps to be taken, and how the damage assessment activities will be coordinated. **ESF 19** also describes how the damage assessment process is utilized to define hazard mitigation opportunities highlighted by the occurrence of the disaster event.

Damage Assessment Recovery Functions can be found on page 18 of this annex.

2. Disaster Recovery Centers

a. DRC Notification

With a declared event FEMA and FDEM will be responsible for public outreach utilizing their public information officer capabilities and community relations teams. With a non-declared event, Volusia County's **ESF 14** will be responsible for a community outreach program to inform disaster victims of the activation of County DRC(s). **ESF 19**, utilizing damage assessment teams, **ESF 15** utilizing volunteers, and Community Emergency Response Teams may assist in Community Relations door-to-door outreach.

b. DRC Inventory

To facilitate establishing, staffing and equipping County DRCs, each of the above indicated agencies is responsible for preparing the necessary procedures, training requirements, equipment, materials and supplies required to complete their roles and responsibilities within the DRC. Upon mobilization the agencies are responsible for ensuring that the needed staff, procedures, equipment, materials and supplies are also available. The County shall inform staff of mobilization via personal phone in the event that office email and office phones cannot be reached. Information regarding staff can be found in ESF COOP documents within the Resource Requirements for Implementation (IV: C) section and Section V (COOP Operations). Staff and equipment are identified.

c. DRC Site Identification

The Emergency Management Division Director or his designee will request/coordinate the DRC location with the Florida Division of Emergency Management (FDEM) and the Federal Emergency Management Agency (FEMA) so they are as convenient as possible to the impacted public. The County Emergency Management Division would select and secure facilities in or near the impacted areas to serve as DRCs, in cooperation with any involved municipalities.

d. Requesting State Participation

The Emergency Management Director will request the State to participate in establishing a DRC and will appoint a liaison to the State Recovery Staff. Requests to the state for the creation of a DRC will be made by a formal request through EM Constellation by email or phone call.

Disaster Recovery Centers Recovery Functions can be found on page 32 of this annex.

3. Public Assistance

a. Pre-Identification of potential Applicants

An applicant briefing will be scheduled by the state to advise potential eligible applicants (county agencies, municipalities, other government and private nonprofit entities, Indian tribes) of the availability and requirements of federal

assistance. The County PAO or designee will be present to will represent Volusia County. County agencies, municipalities, other governmental entities and private non-profits that have been impacted within Volusia County will be identified after the disaster during damage assessment and the existing list of contacts maintained by Emergency Management will be utilized to make contacts for PA. Each potential applicant will be asked to complete and return a Request for Public Assistance (RPA) form. Damages suffered by each potential applicant are reported on the RPA and is used by the FCO and PAO to determine the number of damage survey and inspection teams.

Applicants are pre-identified by Volusia County Emergency Management at the county and municipal levels. Volusia County Emergency Management contacts Public Works departments from all cities within its jurisdiction (as well as the Volusia County Public Works Department) to identify individuals within those departments who are responsible during recovery functions.

Volusia County (and Volusia County Emergency Management) utilizes the statewide model for storing of data for potential public assistance applicants. The state has a Public Assistance Kickoff meeting at regular intervals, a meeting that Volusia County invites all municipalities and public works departments to. Volusia County Emergency Management, through these meetings, keeps a listing in-house of those agencies and individuals whom are pre-identified. The listing is updated with each F.D.E.M. meeting.

b. Identification of Possible Infrastructure Recovery Projects

Each potential applicant must submit, within the designated application period, a List of Projects to be reviewed for public assistance. This list should identify, for each damage site and project; the disaster assistance category, site location, description of the damage and scope of work necessary to repair, replace or restore projects to pre-disaster conditions. Damage survey and inspection teams, comprised of county, state and federal engineers, planners and architects, will review each project and activity on the List of Projects. The Volusia Prepares working group maintains a list of initiatives and projects to prepare for and respond to recovery efforts. This group meets quarterly to update the listing and includes public works, planning or other staff from all Volusia County

jurisdictions. This group also communicates via email. Representatives that will be present for applicant's briefings for infrastructure recovery projects include Volusia County public works, Duke Energy, Florida Power and Light, and all municipalities within Volusia County (including those with standalone public works departments).

Public Assistance Recovery Functions can be found on page 33 of this annex.

4. Debris Management

Debris removal and disposal is the responsibility of County **ESF 3**, Public Works. **ESF 3** describes the procedures that will be used during both the response and disaster recovery stages of operation for debris management.

Debris Management Recovery Functions can be found on page 38 of this annex.

5. Community Relations

During the recovery phase, there will be needs in the impacted communities for public information and assistance. For many disaster victims, difficulties may arise regarding the adequacy of disaster assistance, the timeliness of delivery, and the restrictions on eligibility. For major disasters, the county and impacted municipalities, as well as state and federal agencies, may need to implement a community relations program to communicate necessary information and instructions to disaster victims.

Community Relations Recovery Functions can be found on page 40 of this annex.

6. Unmet Needs Committees

Volusia County will be prepared to offer post-disaster assistance in the identification of needs of disaster victims that have not or cannot be met by available state and federal disaster assistance programs, as well as to facilitate the delivery of services and goods to address those needs. It is expected that the majority of the resources necessary to address unmet needs will originate with volunteered services and donated goods.

Unmet Needs Committees Recovery Functions can be found on page 42 of this annex.

7. Emergency Housing

Immediate post-disaster emergency housing will be addressed by **ESF 6**, Mass Care. Long-term post disaster housing disaster housing will be found in an appendix to this document, "LONG TERM TEMPORARY HOUSING". For smaller disasters, including non-declared disasters, it can be anticipated that emergency housing need for displaced victims can be met with local resources and prior to the deactivation of **ESF 6**. For larger disasters, the need for emergency housing could be very substantial.

Emergency Housing Recovery Functions can be found on page 46 of this annex.

B. Administrative Procedures

1. Financial Management

The Public Assistance Coordinator will establish procedures and standards for financial management and tracking of expenditures that are consistent with the requirements of the state

2. Support staff for correspondence

It may be necessary to activate administrative support staff. Such individuals would be intended to serve as a resource to all of the positions in the recovery organization. Support organizations have an extensive role in the recovery phase for Volusia County. Critical county files (including personnel, critical facility listings and other files) are a joint responsibility of ESF-13 (Emergency Management), ESF-7 (Purchasing and Finance) and ESF-11 (Corrections). While there is no procedure in place, these three ESF's come together to combine data components.

1. Temporary Staff Employment

The Public Assistance Office does not hire temporary employees to Volusia County government during recovery functions, and there is no countywide policy to do so.

IV. ANNEX DEVELOPMENT AND MAINTENANCE

The recovery annex of the Volusia County Comprehensive Emergency Management Plan will be maintained by the County Emergency Management Division in the following manner:

A. Standard Operating Procedures

Standard operating procedures for implementation of the operations identified in this annex will be prepared and maintained as current by each of the designated agencies responsible for specific actions defined in Section III, Disaster Recovery Functions.

B. Annex Maintenance

The Emergency Management Division will update this annex when one or more of the following occur:

1. The remaining portions of the Comprehensive Emergency Management Plan are updated.
2. After a major disaster event when all or a portion of the annex was implemented. The Division will hold a post-event critique of all major emergency response and disaster recovery operations, and the findings of the critique relevant to recovery operations will be utilized to modify this annex appropriately.
3. There is a significant change in state or federal disaster recovery assistance programs or requirements
4. There is a significant reorganization of county government and/or alteration in the responsibilities and/or resources available to the county departments and divisions assigned recovery duties herein.

V. TRAINING AND EXERCISES

The County Division of Emergency Management will make available training programs, including practice exercises, regarding implementation of this annex. Training and exercise opportunities will be made available by the Division for municipal officials and representatives of community groups involved in the implementation of this annex. The primary means of training and exercising this annex occurs during the annual Statewide Hurricane Exercise.