



# **Emergency Operations**

## **Plan (EOP)**

**Basic Plan,  
Recovery, &  
Mitigation**

**September 2024**

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    City EOC ..... **Error! Bookmark not defined.**

    City Title ..... **Error! Bookmark not defined.**

    Emergency Management Director / ..... **Error! Bookmark not defined.**

    Police Chief ..... **Error! Bookmark not defined.**

    Public Information Officer ..... **Error! Bookmark not defined.**

    Police Chief ..... **Error! Bookmark not defined.**

    Safety Officer..... **Error! Bookmark not defined.**

    Superintendent of Public Works ..... **Error! Bookmark not defined.**

    City Representative in County EOC ..... **Error! Bookmark not defined.**

    Police Lieutenant then Police Detective ..... **Error! Bookmark not defined.**

    Operations Chief ..... **Error! Bookmark not defined.**

    Police Chief ..... **Error! Bookmark not defined.**

    Logistics Chief..... **Error! Bookmark not defined.**

    Code Compliance Administrator..... **Error! Bookmark not defined.**

    Finance / Administration Chief..... **Error! Bookmark not defined.**

    Treasurer..... **Error! Bookmark not defined.**

    Planning Chief..... **Error! Bookmark not defined.**

    Code Compliance Administrator..... **Error! Bookmark not defined.**

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## Development and Maintenance

The City of Holmes Beach shall coordinate the annual review and update of this plan with internal and external officials and agencies involved and shall coordinate necessary revision efforts through the Manatee County Public Safety Department, Division of Emergency Management. This shall include critique of the actions taken in support of the plan following any event necessitating implementation of the plan.

This plan shall be:

- Exercised annually in lieu of actual response to real emergency events.
- Considered a “living plan” and with each use, either by exercise or incident, the plan shall be reviewed by the departments, agencies, and public officials with the intent of improving it.

## Distribution List

Copy #	Department/Organization	Date Distributed
1	Holmes Beach Mayor	
2	Holmes Beach Board of City Commissioner, Chair/Vice Mayor	
3	Holmes Beach Board of City Commissioners	
4	Holmes Beach City Clerk	
5	Holmes Beach City Treasurer	
6	Holmes Beach Human Resources	
7	Holmes Beach Building Department	
8	Holmes Beach Planning Department	
9	Holmes Beach Code Enforcement	
10	Holmes Beach Public Works	
11	Holmes Beach Chief of Police	
12	Holmes Beach Police Department Lieutenant	
13	Holmes Beach Police Department Sergeants	
14	Manatee County Emergency Management	
15	Florida Department of Emergency Management	

## Record of Revisions

Plan Copy Number: \_\_\_\_\_

Revision Number	Date of Revision	Date Entered	Revision Made By
R-20-078	June 23, 2020	June 23, 2020	City adoption of new EOP
R-	May 28, 2024		Proposed City adoption

# Summary of Changes

## Revision Instructions

Please remove and replace or add pages as indicated in the table below.

File this page behind your Revision Record in the EOP.

Page Reference	Change

## RESOLUTION NO. 24-05

### **A RESOLUTION OF THE BOARD OF CITY COMMISSIONERS OF HOLMES BEACH, FLORIDA, APPROVING THE REVISED HOLMES BEACH COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

**WHEREAS**, Chapter 252, Florida Statutes, assigns to the Board of City Commissioners responsibility for disaster mitigation, preparedness, response, and recovery; and

**WHEREAS**, being prepared for disasters means being ready to respond promptly as danger threatens, to save life and protect property, and to provide relief from suffering and privation; and

**WHEREAS**, local services may be overburdened or inadequate, and local government shall have to operate effectively in different ways than in normal times to provide timely relief and minimize hardships in the event of natural and technological disasters in The City of Holmes Beach; and

**WHEREAS**, man populated areas and parts of communities may require evacuation, shelter, and food until the disaster ends, services are restored, and needed supplies and materials are available; and

**WHEREAS**, this plan is intended to provide the framework for the development of detailed operating procedures for all City forces charged with the responsibility of protecting the public's health and safety from natural and technological disasters; and

**WHEREAS**, Chapter 27-P, Florida Administrative Code, requires each City to develop a Comprehensive Emergency Management Plan; and

**WHEREAS**, Chapter 27-P, Florida Administrative Code, furthermore, requires the governing body of The City of Holmes Beach to adopt by resolution, the revised The City of Holmes Beach Comprehensive Emergency Management Plan.

**NOW THEREFORE, BE IT RESOLVED** by the Board of City Commissioners of The City of Holmes Beach, Florida, that The City of Holmes Beach's revised Comprehensive Emergency Management Plan be hereby adopted and activated throughout The City of Holmes Beach.

This resolution shall become effective upon adoption.

**PASSED AND ADOPTED** this \_\_\_\_\_ day of \_\_\_\_\_, 2024.

**BOARD OF CITY COMMISSIONERS  
THE CITY OF HOLMES BEACH, FLORIDA**

\_\_\_\_\_

This \_\_\_\_\_ day of \_\_\_\_\_, 2024.

**ATTEST:**

\_\_\_\_\_

\_\_\_\_\_, Clerk to the  
Board of City Commissioners,  
The City of Holmes Beach

Approved as to form and legality:

\_\_\_\_\_

\_\_\_\_\_, City Attorney

\_\_\_\_\_

# Letter of Promulgation

Approval Date: \_\_\_\_\_

To: Officials, Workers, and Citizens of Holmes Beach

The preservation of life, property, and the environment is an inherent responsibility of local, state, and federal government. Holmes Beach, in cooperation with the City's constitutional officers, and nonprofit agencies, has prepared this Comprehensive Emergency Management Plan (CEMP) to ensure the most effective allocation of resources for the protection of people and property in time of an emergency.

While no plan can completely prevent injuries and damage, good plans carried out by knowledgeable and well-trained workers can reduce losses. This plan establishes the emergency organization, assigns responsibilities, specifies policies, and provides for coordination of planning efforts of the various emergency staff and service elements using the Emergency Support Function concept.

The objective of this plan is to incorporate and coordinate the facilities and workers of the City and its subsidiaries into an efficient organization capable of responding effectively to an emergency.

This CEMP is an extension of the *State Comprehensive Emergency Management Plan*. The City shall periodically review and exercise the plan and revise it as necessary to meet changing conditions.

Holmes Beach Board of City Commissioners gives its full support to this plan and urges all officials, workers, and the citizens to do their part in the total emergency preparedness effort.

This letter promulgates Holmes Beach *Comprehensive Emergency Management Plan*, constitutes the adoption of the plan, and the adoption of the National Incident Management System (NIMS). This emergency plan becomes effective on approval by the Board of City Commissioners.

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Chair of the Board of City Commissioners

## Signed Concurrency by City Agencies

Holmes Beach **Mayor** concurs with and supports Holmes Beach Comprehensive Emergency Management Plan. As needed, revisions and changes shall be submitted to the Emergency Management Director/Police Chief.

Signed \_\_\_\_\_

(Mayor's Signature)

Holmes Beach **City Commission Chair** concurs with and supports Holmes Beach Comprehensive Emergency Management Plan. As needed, revisions and changes shall be submitted to the Emergency Management Director/Police Chief.

Signed \_\_\_\_\_

(City Commission Chair's Signature)

Holmes Beach **Emergency Management Director/Police Chief** concurs with and supports Holmes Beach Comprehensive Emergency Management Plan. As needed, revisions and changes shall be submitted to the Emergency Management Director/Police Chief.

Signed \_\_\_\_\_

(Emergency Management Director/Police Chief's Signature)

Holmes Beach **Police Chief** concurs with and supports Holmes Beach Comprehensive Emergency Management Plan. As needed, revisions and changes shall be submitted to the Emergency Management Director/Police Chief.

Signed \_\_\_\_\_

(Police Chief's Signature)

Holmes Beach **Attorney** concurs with and supports Holmes Beach Comprehensive Emergency Management Plan. As needed, revisions and changes shall be submitted to the Emergency Management Director/Police Chief.

Signed \_\_\_\_\_

(City Attorney's Signature)

Holmes Beach **Treasurer** concurs with and supports Holmes Beach Comprehensive Emergency Management Plan. As needed, revisions and changes shall be submitted to the Emergency Management Director/Police Chief.

Signed \_\_\_\_\_

(Treasurer's Signature)

Holmes Beach **Superintendent of Public Works** concurs with and supports Holmes Beach Comprehensive Emergency Management Plan. As needed, revisions and changes shall be submitted to the Emergency Management Director/Police Chief.

Signed \_\_\_\_\_

(Superintendent of Public Works's Signature)

## **Foreword**

Holmes Beach has a responsibility for the safety of their citizens. Their safety and security depends on the continuation of government services, during and following an emergency or disaster.

Holmes Beach Government is mandated by federal, state, and local laws to ensure that mitigation efforts are enhanced; preparedness is encouraged; responsiveness is assured, and recovery is achieved, efficiently and effectively, before, during and after natural, technological, and man-made disasters (i.e., fires, hurricanes, tornadoes, chemical spills, floods, domestic, and acts of terrorism, etc.) that occur in Holmes Beach.

One of the primary responsibilities of Holmes Beach Emergency Management is to develop a local emergency management plan. This plan addresses, as much as possible, all emergency response functions of local government departments and agencies, public officials, and other public and private organizations, during emergencies or disasters. The Emergency Management Director/Police Chief in cooperation and coordination with the Executive Policy Group (EPG), has achieved that objective by developing the Holmes Beach Emergency Operations Plan. This plan is designed to ensure that Holmes Beach can effectively prepare for, respond to, and recover from emergencies and disasters. This plan was developed with input from all local government departments, agencies, and organizations that play a pivotal and functional role in emergencies or disasters.

## Executive Summary

This document provides the Emergency Operations Plan (EOP) for the City. The Holmes Beach Mayor approved the preparation of this EOP. The EOP is an operation-oriented document required by Chapter 252, Florida Statutes. The EOP (aka “the Plan”) establishes the framework to ensure Holmes Beach (aka “the City”) shall be adequately prepared to deal with all hazards threatening the lives and property of Holmes Beach citizens. The EOP outlines the roles, responsibilities, and coordination mechanisms of local government, county, state and federal agencies, community partners, and volunteer organizations in a disaster.

The EOP also coordinates response and short-term recovery activities (see City’s Recovery Plan for intermediate and long-term recovery) with voluntary organizations active in disasters and the business community. All or part of the EOP may be activated during emergencies or disasters depending on the type, magnitude, and duration of the event/incident. The plan unifies the efforts of these groups under the Incident Command System (ICS) format with a designated lead agency for recovery from identified hazards. Holmes Beach Emergency Management extends its appreciation to all partner organizations that participated in the planning effort to create this document.

The Plan addresses the five mission areas of emergency management (prevention, protection, mitigation, response, and recovery), parallels state activities outlined in the State of Florida CEMP, federal activities set forth in the "National Response Framework (NRF)," and describes how local, state, and federal resources shall be coordinated to supplement local response and recovery capability. The EOP follows the draft criteria issued for EOP revisions by the State of Florida Division of Emergency Management (FDEM) in 2012 and addresses National Incident Management System (NIMS) Compliance.

The EOP is considered a “living document” in that it is subject to continuous review and revision based on an ever-changing environment. EOP participants are encouraged to question the effectiveness of their sections as they strive to provide the most efficient, effective response and recovery procedures possible with the available resources at their command. Due to the proximity of the island and risk from Hurricanes, the City has elected to maintain an updated version of the 2016 Hurricane Plan as Annex I: Hurricane Plan, strictly devoted to that type of disaster with this updated EOP. This EOP also integrates and complements the following plans in dealing with disasters:

- National Response Framework (NRF)
- National Disaster Recover Framework (NDRF)
- State of Florida Comprehensive Emergency Management Plan
- City of Holmes Beach Continuity of Operations Plan (COOP)
- City of Holmes Beach Disaster Debris Management Plan
- City of Holmes Beach Recovery Plan (for intermediate and long-term recovery)
- City of Holmes Beach Hurricane Plan (EOP Annex I)
- Manatee County Local Mitigation Strategy (LMS)

Due to economic considerations, minor typographical errors that do not change the meaning of the EOP or threaten safety of life shall be corrected during the annual review.

## Definitions

**Activation Level I, Full City Activation** – This level may be implemented for a major event. All EOC essential workers including the Executive Policy Group (EPG), Command and General Staff, ESFs, the Liaison Group, and Support Staff shall typically staff 24 hours per day.

**Activation Level II, Hazard Specific Activation** – This level shall be implemented by the Mayor or the Incident Commander (or his/her designees). Only those ESFs impacted by the hazard or involved in the response shall be represented at the Emergency Operations Center (EOC).

**Activation Level III, Monitoring Activation** – This level shall be implemented whenever Holmes Beach Emergency Management receives notice of an incident, which may escalate to threaten public safety.

**Advisory** – A National Weather Service message giving storm location, intensity, movement, and precautions to be taken.

**Amateur Radio Emergency Service (ARES)** – A volunteer group of amateur radio operators who may be activated by Holmes Beach Emergency Management or ESF 2 to provide communications support in times of emergency.

**Barrier Island Coalition** - The City is a member of the Barrier Island Coalition, composed of the City of Anna Maria, City of Bradenton Beach (the adjacent incorporated areas on Anna Maria Island), and the Town of Longboat Key (N portion of key inside Manatee County but separate island connected via bridge). The City strives to coordinate storm activities with these barrier island communities through the Manatee County EOC and the Island Emergency Operations Center (IEOC), which has also been known as the BIEOC.

**Basic Plan** – This plan describes the various types of emergencies which are likely to occur in Holmes Beach. It further provides procedures for disseminating warnings, coordinating response, ordering evacuations, opening shelters and for determining, assessing, and reporting the severity and magnitude of such emergencies. The Basic Plan establishes the concept under which the City shall operate in response to natural, technological, and man-made disasters.

**Burn Sites** – The open areas identified for the collection and open burning of disaster caused debris. See City's Disaster Debris Management Plan.

**Catastrophic Disaster** – An incident that overwhelms the capability of local and state resources and requires federal assistance and/or resources, such as Hurricanes Michael in 2018 and Ian in 2022.

**Clearance Time** – The clearance time is the mobilization, travel, and queuing delay time and is based on the number of people required to evacuate the number of vehicles that may be used, the suitability of the roads (capacity, elevation, location, etc.), and then any special evacuation considerations such as medical facilities and people with special needs.

**COG Plan** – Continuity of Government Plan establishing policy and guidance to ensure the continuation and line of succession for governmental functions.

**Comfort Stations** – Stations are managed under ESF 6 to provide basic emergency services to survivors such as food and water, health and first aid treatment, relief supplies, information, and temporary refuge.

**Command Staff** – The staff positions consisting of the Public Information Officer, Liaison Officer, and the Safety Officer who report directly to the City EM Director.

**Comprehensive Emergency Management (CEM)** – An integrated approach to the management of emergency programs and activities for all five mission areas; prevention, protection, mitigation, response, and recovery for all types of emergencies and disasters (natural, man-made, and terrorism), and for all levels of government and the private sector.

**Continuity of Operations Plan (COOP)** – Plan establishing policy and guidance to ensure the execution of an organization's mission essential functions in any event that requires the relocation of selected workers and functions to an alternate facility.

**City Warning Point** – This is the location that the State shall contact in case of an emergency. The primary City Warning Point is located within the Holmes Beach Public Safety – Emergency Dispatch Communications Center. It is staffed 24 hours a day.

**County Warning Point** – This is the location that the State shall contact in case of an emergency. The primary County Warning Point is located within the Manatee County Public Safety – Emergency Dispatch Communications Center. It is staffed 24 hours a day. Phone 941-749-3500 x1677.

**Critical Facility** – This is a "structure" from which essential services and functions for health and human welfare, continuation of public safety actions and/or disaster recovery are performed or provided.

**Damage Assessment** – An estimation of damages made after a disaster has occurred which serves as the basis of the Governor's request to the President for a declaration of Emergency or Major Disaster.

**Disaster Debris Management Plan (DDMP)** - provides a unified and coordinated approach for City departments to facilitate and coordinate the removal, collection, and disposal of debris following a disaster.

**Disaster Recovery Center (DRC)** – Center locations set-up for survivors to apply for state and federal assistance programs for which they may be eligible. DRCs do not usually provide direct services.

**Distribution Points/Sites** – Locations where donations of food, water and other supplies received from the State Resource Center shall be given directly to residents. Distribution Points may be designated in parking lots or open fields in the disaster area, as close to survivors as possible.

**Drill** – An activity that tests, develops, or maintains skills in a single emergency response procedure (communication drills, fire drills, emergency operation center drills, etc.). A drill usually involves actual field response, activation of emergency communications networks, equipment, and apparatus that would be used in a real emergency.

**Emergency Alert System (EAS)** – System replaces the Emergency Broadcasting System (EBS) as the primary relay and notification system for delivering emergency information to residents through the broadcast media.

**Emergency Operations Plan (EOP)** –The purpose of the EOP is to establish uniform policy and procedures for the effective coordination of response to a wide variety of natural, technological, and man-made disasters.

**Emergency Management** – staff assigned by the Mayor to serve in Emergency Management.

**Emergency Management Director** – City of Holmes Beach Police Chief or other as designated by the Mayor also serves as the Incident Commander for the City unless otherwise designated.

**Emergency Operating Guideline (EOG)** – A ready and continuous reference to those roles, relationships, and procedures within an organization which are used for the accomplishment of broad or specialized functions which augment the CEMP. They are developed by primary and support agencies as needed to implement their responsibilities.

**Emergency Operations Center (EOC)** – The site from which the City of Holmes Beach exercises direction and control during an emergency. Alternative EOC's (AEOC) are also designated in the COOP plan.

**Emergency Response** – An incident is in progress or has occurred requiring local resources only. This includes vehicle accidents, fires, utility losses, etc.

**Emergency Support Function (ESF)** – A functional area of response activity established to facilitate the delivery of county, and/or state assistance required during the immediate response and recovery phases. The concept uses a functional approach to group response actions or Subject Matter Experts (SMEs) which shall be most likely needed during an emergency or disaster.

**Enhanced Fujita (EF) Scale** – The scale used by the National Weather Service to rate tornados by relating the degree of damage to the intensity of the wind.

- EF 0 = Winds 65-85 mph
- EF 1 = Winds 86-110 mph
- EF 2 = Winds 111-135 mph
- EF 3 = Winds 136-165 mph
- EF 4 = Winds 166-200 mph
- EF 5 = Winds 200+ mph

**Executive Policy Group (EPG)** – The decision-making body comprised of the Holmes Beach Board of City Commissioners (HBBCC), the Mayor, the Emergency Management Director/Police Chief, City Attorney, and other officials deemed necessary as each incident dictates the need. The role of the EPG is to identify and set forth the overall objectives to be accomplished during an EOC activation.

**Evacuation Levels** – Areas pre-designated by local emergency management officials as requiring evacuation for hazard vulnerability. Hurricane evacuation levels are normally based on wind damage possibilities along with salt water, river, and lake flooding from storm surge or extensive rain as determined by model data.

**Federal Coordinating Officer (FCO)** – The senior federal official appointed in accordance with the provisions of the Stafford Act to coordinate the overall federal response and recovery activities.

**Federal Emergency Management Agency (FEMA)** – The lead agency for federal emergency management planning and response.

**Federal Emergency Management Agency, Integrated Public Alert and Warning System (IPAWS)** – Nation's alert and warning infrastructure that unifies the United States' Emergency Alert System, Wireless Alerts, and NOAA Weather Radio, under a single platform.

**Field Hospitals/Emergency Clinics** – Those sites where Disaster Medical Assistance Teams (DMATs) or local hospitals/physicians may set-up temporary emergency clinics to provide emergency medical care in the disaster area. The locations are established to supplement the pre-existing medical network.

**Full-Scale Exercise** – An exercise intended to evaluate the operational capability of emergency management systems in an interactive manner over a substantial period. It involves the testing of a major portion of the basic elements existing within emergency operations plans and organizations in a stressful environment. This type of exercise includes the mobilization of workers and resources and the actual movement of emergency workers, equipment, and resources required to demonstrate coordination and response capability.

**Functional Exercise** – An exercise intended to test or evaluate the capability of an individual function or complex activity within a function. It is applicable where the activity is capable of being effectively evaluated in isolation from other emergency management activity.

**General Staff** – Staff in the Incident Management System structure; Section Chiefs are Operations, Planning, Logistics, and Finance who report to the Incident Commander.

**Governor's Authorized Representative (GAR)** – Individual designated as the lead person to represent the Governor in disaster response and recovery.

**Hazard Mitigation** – The process of potential improvements that would reduce or remove hazard vulnerability.

**Hazardous Material Sites** – Sites pre-identified in the City Hazardous Materials Vulnerability Analysis as containing extremely hazardous substances.

**Hazard Vulnerability Analysis (HVA)** – The process of collecting information about local hazards, risks to those hazards, the extent to which they threaten local populations and the vulnerability the hazards present. An HVA may include mitigation measures required to abate the hazards, priority/goal settings, and funding mechanisms available for hazard reduction.

**Hurricane** – Tropical weather system characterized by pronounced rotary circulation with a constant minimum wind speed of 74 miles per hour (64 knots) that is usually accompanied by rain, thunder and lightning, and storm surge. Hurricanes often spawn tornadoes.

**Hurricane Eye** – The roughly circular area of comparatively light winds and fair weather at the center of a hurricane. Eyes are usually 25-30 miles in diameter. The area around the eye is called the wall cloud. *\*Do not go outdoors while the eye is passing, the intensity of the storm shall reoccur in minutes.*

**Hurricane Landfall** – The point and time during which the eye of the hurricane passes over the shoreline. After passage of the calm eye, hurricane winds begin again with the same intensity as before but from the opposite direction.

**Hurricane Season** – The six-month period from June 1st through November 30th.

**Hurricane Vulnerability Zone** – Zone defined as the category three hurricane evacuation zone.

**Hurricane Warning** – Warning issued by the National Hurricane Center 24 hours before hurricane conditions (constant minimum wind speed of 74 miles per hour) are expected. If the hurricane path changes quickly, the warning may be issued 10 to 18 hours or less, before the storm makes landfall. A warning shall also identify where dangerously high water and waves are forecast even though winds may be less than hurricane force.

**Hurricane Watch** – Watch issued by the National Hurricane Center when a hurricane threatens, the watch covers a specified area and time period. A hurricane watch indicates hurricane conditions are possible, usually within 24 - 36 hours. When a watch is issued, listen for advisories, and be prepared to act if advised to do so.

**Incident Command Post (ICP)** – The location in the field at which the primary command functions are executed. The ICP may be co-located with another incident facility such as the EOC.

**Incident Commander (IC)** – The person in charge at the incident, on-scene or in the EOC, who must be fully qualified to manage the incident. They set objectives and priorities for emergency response and recovery. The Incident Commander has overall responsibility for the incident or event.

**Incident Management System (IMS)** – Organization framework for managing an incident or event. A combination of facilities, equipment, workers, procedures, and communications operating within a common organizational structure with responsibility for management of assigned resources to effectively direct and control the response to an incident. It is intended to expand as the situation requires larger resources, without requiring new, reorganized command structure. Incident Command System (ICS) is another term used interchangeably with IMS.

**Individual Assistance** – Assistance provided to individuals and private business in the form of grants and low-interest loans by the Federal government.

**Information Checkpoints** – Locations where residents and visitors can be directed to get information on the recovery efforts. These may be co-located with distribution points but may also be in additional locations to ensure information is accessible.

**Joint Field Office (JFO)** – Office established in or near the designated area to support State and Federal response and recovery operations. The JFO houses the Federal Coordinating Officer (FCO) and the Emergency Response Team (ERT), and when possible, the State Coordinating Officer (SCO) and support staff.

**Joint Information Center (JIC)** – The primary field location for the coordination of all incident-related public information and the central point of contact for all news media at the scene of the incident.

**Joint Information System (JIS)** – System provides for an organized, integrated, and coordinated mechanism for providing information to decision makers and the public during an incident.

**Landing Zone** – Any designated location where a helicopter can safely take off and land. Some heliports may be used for loading supplies, equipment, or workers.

**Liaison Officer** – staff designated to serve in the Manatee County Emergency Operations Center on behalf of the City.

**Local State of Emergency** - "Local emergency management agency" means an organization created in accordance with the provisions of Florida Statutes 252.31-252.90 to discharge the emergency management responsibilities and functions of a political subdivision. Declared whenever normal community functions are severely disrupted, Holmes Beach Government requires outside assistance or as deemed necessary by the Executive Policy Group.

**Logistical Staging Area (LSA)** – Area established by the State to receive, classify, and account for emergency relief and sustainment supplies and goods solicited by the State and which may, upon request, be distributed to county and city distribution points.

**Long-Term Recovery Phase** – Phase that begins within a week of the disaster impact and may continue for years. Long-term recovery activities include on-going human service delivery; rebuilding the economy, infrastructure, and homes; implementation of hazard mitigation projects, and funds recovery.

**Major Disaster** – An incident that shall likely exceed local capabilities and require a broad range of State and Federal assistance.

**Manatee County Emergency Operations Workgroup (MEOW)** - provides implementation platform for the development, review, and dissemination of County CEMP (previously known as the Disaster Preparedness and Planning Committee (DPPC)). County EM in partnership with three area hospitals, convenes meetings six (6) times per year and includes representatives of the agencies that are listed within County CEMP, and Emergency Support Function (ESF) Lead agencies and support agencies. The City participates in this group.

**Mandatory Evacuation Order** – Order that may be issued when there is a definite threat to life safety. Failure to comply with a mandatory evacuation order is a misdemeanor under Florida Statute 252.50.

**Mass Feeding Sites** – Temporary locations strategically placed near the disaster area where residents can go for a meal. Food may also be distributed to take home from these locations.

**Minor Disaster** – An incident that is likely to be within the response capability of local government and to result in only minimal need for State and Federal assistance.

**Mutual Aid Agreement** – Written agreement between agencies and/or jurisdictions in which they agree to assist one another upon request by furnishing workers and equipment.

**NFIP Flood Zones** – Areas designated by the National Flood Insurance Program (NFIP) as being vulnerable to velocity and/or freshwater flooding based on the 100 and 500-year storms. Flood zones include inland areas.

**Post-Disaster Committee** – See Recovery Management Organization.

**Post-Impact Response Phase** – Phase begins once the disaster occurs and may continue for up to a month. This phase includes the following activities: communications, public information, hazard abatement, search and rescue (SAR), emergency medical service delivery, temporary shelter, impact/needs assessment, security, re-entry, traffic control, debris clearance, resource distribution, and volunteer management.

**Pre-Impact Response Phase** – Phase is the monitoring and preparedness phase before disaster strikes. This phase may begin up to 72 hours before an incident (hurricane) and continues until the disaster occurs. This phase includes hazard monitoring/tracking, incident notification, EOC activation, public information and warning, evacuation, sheltering (in-place, risk, and host) and communications and coordination activities.

**Preliminary Damage Assessment (PDA)** – This assessment begins immediately after disaster impact and determines whether more detailed damage assessments are necessary and identifies those areas where further efforts should be concentrated.

**Primary Agency** – Agency leading each ESF as its primary agency, which has been selected based on its authorities, resources, and capabilities.

**Project Worksheet (PW)** – Form completed by state and federal teams to document eligible public assistance expenses.

**Public Assistance** – The reimbursement and emergency assistance provided to State and local governments and private non-profit entities from the Federal government.

**Public Information Officer (PIO)** – Officer who coordinates media relations and prepares media releases.

**Rapid Impact Assessment Team (RIAT)** – A state team deployed to assess immediate human needs and the operational status of vital community infrastructure.

**Rapid Response Team (RRT)** – A set of four types of operations teams established by the State of Florida to provide assistance to impacted counties using workers from non-impacted counties.

**Recommended Evacuation** – Order that shall be issued when it is determined the hazard may cause discomfort to residents and minimal damage to property, but it is not expected to threaten life safety.

**Recovery Management Organization (RMO)**: An interdepartmental organization that coordinates City staff actions in planning and implementing disaster recovery and reconstruction functions. Empowered to carry out the City's recovery ordinance. The person in charge of the City's RMO is the Mayor.

**Regional Recovery Centers (RRC)** – The location where all resources from outside of the area shall be directed for redistribution to County RSC as requested. The RRC is also known by many other names.

**Resource Staging Centers (RSC)** –The location in the county where supply donations and volunteers shall be received from the Regional Recovery Center for redistribution to County distribution points. RSCs may be used as distribution points. Supplies may also be warehoused at the RSC if space permits.

**Saffir/Simpson Hurricane Scale** – Scale used by the National Hurricane Center to provide a continuing assessment of the potential for wind damage as follows:

<u>Intensity</u>	<u>Wind Speed</u>
Tropical Storm	39-73 mph
Category 1	74-95 mph
Category 2	96-110 mph
Category 3	111-129 mph
Category 4	130-156 mph
Category 5	157+ mph

**Security Checkpoints** – Those locations where all traffic shall be stopped to check for identification in order to determine access to the disaster area.

**SERT Liaison Officer (SERTLO)** – Officer that provides the communication and coordination link between the SERT in the State EOC and the County EOC Team.

**Shelter** – Temporary emergency shelters activated prior to a disaster impact, operated during the disaster, and closed as soon as residents can be returned to their homes or relocated to long-term shelters or temporary housing areas.

**Shelter-In-Place** – Recommendation that means residents shall be advised to remain in their homes with the windows closed and all open-air circulation systems turned off.

**Short-Term Recovery Phase** – Phase that may begin immediately after the disaster impact and continues for approximately six months. The Short-Term Recovery Phase includes the implementation of individual assistance programs through Disaster Recovery Centers (DRCs) and Red Cross Service Centers and public assistance programs through damage survey teams and forms completion. Other short-term activities include long-term sheltering (hotels/motels, mobile homes, tent cities, etc.), on-going human service delivery, debris removal, contractor licensing, permitting, and inspections.

**Situation Report (SITREP)** – The summary of events, actions taken and anticipated in response to an emergency. SITREPs shall be issued as needed. As a guide, SITREPs should be issued daily during a monitoring activation and at least twice per day during a full activation.

**Special Needs Program** – The program through which impaired persons who need special assistance in times of emergency, are registered, evacuated, and sheltered.

**Staging Area** - Location near or in the disaster area where workers and equipment are assembled to coordinate response within the disaster area.

**State Emergency Response Team (SERT)** – Team that coordinates State of Florida response and recovery functions through 18 Emergency Support Functions (ESFs).

**State of Emergency** – A governmental declaration that may suspend certain normal functions of government, alert citizens to alter their normal behaviors, or order government agencies to implement emergency preparedness plans. The Governor may issue an Executive Order.

**Statewide Mutual Aid Agreement for Disaster Response and Recovery (SMAA)** – The chief agreement between counties and the State for providing mutual aid assistance, which details request and reimbursement procedures (see appendix D).

**State Watch Office (SWO)** – The 24-hour answering point in the State EOC for reports of unusual emergencies and/or requests for State assistance.

**Storm Surge** – The dome of seawater, often 50 miles across, that is pushed by hurricane winds and sweeps across the coastline inundating the land with water potentially many feet above normal high tide. The ocean level rises as a hurricane approaches, peaking where the eye strikes land, and gradually subsiding after the hurricane passes. Storm surge, also known as tidal flooding, has historically been responsible for nine out of ten hurricane deaths.

**Storm Surge Model Data** – Model based on the SLOSH (Sea Lake and Overland Surges from Hurricanes) model that shows those areas expected to be inundated with saltwater flooding during a hurricane. All county evacuation levels are based on storm surge model data.

**Support Agency** – Agency in support for one or more ESFs based on their resources and capabilities to support the functional area.

**Tabletop Exercise** – An activity in which exercise participants are presented with simulated emergency situations without time constraints. It is intended to evaluate plans and procedures and to resolve questions of coordination and assignments of responsibility. Tabletop exercises are not concerned with time pressures, stress, or actual simulation of specific events.

**Temporary Housing Areas** – Area where tents or mobile home units may be set up for residents to live in before they can return to their own homes or until they find a new home.

**Disaster Debris Management Sites (DDMS)** – A park, open area, or landfill space where debris shall be held after debris clearance until it can be moved to a landfill, incinerator, or other appropriate disposal location. See City Disaster Debris Management Plan.

**Terrorism Annex** – A County guideline plan for preparing emergency management, local law enforcement, fire rescue, health, and emergency medical services' response to acts of terrorism that include biological, chemical, incendiary, explosive, and nuclear agents.

**Tornado** – A wind funnel that may be formed by severe thunderstorms, most frequently in the spring and summer. A tornado can travel for miles along the ground, lift and suddenly change direction and strike again. Its impact is generally localized.

**Tornado Warning** – Warning issued when a tornado funnel is sighted or indicated by radar. You should take shelter immediately. Because tornadoes can form and move quickly, there may not be time for a warning.

**Tornado Watch** – Watch issued when weather conditions are favorable to the formation of tornadoes, for example during severe thunderstorms. During a Tornado Watch, keep an eye on the weather and be prepared to take shelter immediately if conditions worsen.

**Tropical Storm** – Area of low pressure with a definite eye and counterclockwise winds of 39-73 mph (34 and 63 knots). A tropical storm watch is issued when tropical storm conditions are expected within 48 hours. A tropical storm may strengthen to hurricane force in a short period of time.

**Tropical Storm Warnings** – Warning issued by the National Hurricane Center when winds of 39-73 mph (34 and 63 knots) are expected within 36 hours. If a hurricane is expected to strike a coastal area, separate tropical storm warnings may precede hurricane warnings.

**Traffic Control Points** – Key intersections on the road network where staff may be needed to physically control traffic flow.

**Transportation Bottlenecks** – Those locations identified by transportation planners where traffic back-ups during evacuation or re-entry are expected to occur.

**Unified Command** – Procedure that allows all agencies with geographical or functional responsibility to establish together a common set of incident objectives and strategies, and a single Incident Action Plan.

**Voluntary Evacuation** – Order that may be issued when it is determined that the hazard may cause discomfort to residents and minimal damage to property, but it is not expected to threaten life safety.

## Acronyms

ACS	American Community Survey
CEMP	Comprehensive Emergency Management Plan
CFR	Code of Federal Register
CIL	Citizens Information Line
CRS	Community Rating System
DAT	Damage Assessment Teams
DFO	Disaster Field Office -- Federal
DRC	Disaster Recovery Center
EAS	Emergency Alert System
EHS	Extremely Hazardous Substance
EMI	Emergency Management Institute
EMPA	Emergency Management Preparedness and Assistance Trust Fund
EOC	Emergency Operations Center
EOG	Emergency Operating Guide
ERT	Emergency Response Team – Federal
ERT-A	Emergency Response Team – Advance Element
ESF	Emergency Support Function
F.S.	Florida Statute
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
GAR	Governor’s Authorized Representative
HAZMAT	Hazardous Materials
HVA	Hazard Vulnerability Analysis
IAP	Incident Action Plan
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
IMS	Incident Management System
JFO	Joint Field Office
JIC	Joint Information Center
LMS	Local Mitigation Strategy
LSA	Logistical Staging Area
MCI	Mass Casualty Incident
MOM	Maximum of the Maximums
MOU	Memorandum of Understanding
NETC	National Emergency Training Center – FEMA
NFIP	National Flood Insurance Program
NIMS	National Incident Management System
NOAA	National Oceanic Atmospheric Administration
NWS	National Weather Service
PIO	Public Information Officer
PW	Project Worksheet
RIAT	Rapid Impact Assessment Team
SITREP	Situation Report

SMAA	Statewide Mutual Aid Agreement
SWO	State Watch Office
TDD	Telephone Device for the Deaf



## Introduction

Holmes Beach is vulnerable to a variety of hazards that threaten our population, businesses, and the environment. This City Emergency Operations Plan (EOP) establishes the framework, as authorized by Chapter 252, Florida Statutes, to ensure that Holmes Beach is prepared to deal with these hazards. The EOP emphasizes action within the four phases of the Emergency Management cycle: Preparedness, Response, Recovery and Mitigation which relate to the five mission areas of Prevention, Protection, Mitigation, Response, and Recovery. The EOP defines the functional roles and responsibilities of each government entity that partners in Holmes Beach disaster organization and their relationship to each other.

This EOP provides a comprehensive approach to reducing the effects of disasters on its population and physical environment. All or part of this EOP may be activated during emergencies or disasters depending on the type, magnitude, and duration of the event. Because disasters are dynamic, resource intensive, and unpredictable, this EOP cannot cover every possibility that could occur. Instead, it covers those common activities needed to respond to and recover from emergencies and disasters.

The EOP is divided into four sections: The Basic Plan, Recovery, Mitigation, and the Annex 1 - Hurricane Plan. The following describes each section:

- **The Basic Plan**

Outlines the general purpose, scope, and methodology of the plan; coordination, facilitation, and organizational structure; concept of operations, and identifies responsibilities of all agencies and resources mobilized by the City to assist in recovering from a disaster. The EOP enables Holmes Beach Board of City Commissioners to discharge their responsibility for providing direction and control during any large-scale disaster.

- **Recovery**

This section outlines specific tasks or functions that may be carried out before, during and after a disaster and details control, coordination, planning efforts, and policies within Holmes Beach designed to facilitate short-term recovery. This provides for rapid and orderly start of rehabilitation and restoration of persons and property affected by a disaster anywhere in Holmes Beach. Specific tasks may be described in Standard Operating Guidelines (SOG's), or other operational plans utilized within Holmes Beach. The City has a Recovery Plan that focuses on long-term recovery.

- **Mitigation**

This section includes the projects, policies and programs that reduce the city's vulnerability to the impacts of disasters before they happen. It also details requirements and the programs incorporated in post-disaster recovery efforts to prevent recurring losses from future disasters.

Appendices are located at the end of the plan and provide additional information associated with the EOP. Previously, the Recovery and Mitigation annexes were separate. They have been since included in this plan.

- **Annex I - Hurricane Plan**

The Hurricane Plan is a separate document. It outlines the purpose, scope, design of plan, assumptions, concept of operations, staffing, assignments, pre- and post-storm occurrences, responses, and departmental plans, all oriented towards hurricanes.

The EOP is both a planning and an operations-based document that provides guidance for all aspects of emergency management including, disaster preparedness; evacuation and sheltering; warning and notification; public education and information; resource management; mutual aid; Special Needs Program; impact and damage assessment; debris management; training and exercises; and post-disaster recovery programs.

## **Purpose**

The EOP establishes a framework for an effective system of comprehensive emergency management for the purpose of:

Preparedness. Preparing for prompt and efficient response and recovery activities to protect lives and property impacted by emergencies thus reducing loss of life, injury, and property damage and loss resulting from natural, technological, and man-made emergencies.

Response. Responding to emergencies with the effective use of all relevant plans and resources deemed appropriate.

Recovery. Recovering from emergencies by providing for the rapid and orderly implementation of restoration and rehabilitation programs for persons and properties affected by emergencies; and

Mitigation. Assisting in awareness, recognition, education, prevention and mitigation of emergencies that may be caused or aggravated by inadequate planning for, and regulation of, public and private facilities and land use.

## **Scope**

The EOP:

- Establishes the basic policies, assumptions, and strategies for a comprehensive all-hazards citywide emergency management program.
- Prioritizes protection of citizens as a priority, with the preservation and protection of property being the second priority.
- Is applicable to minor, major or catastrophic disasters. It is flexible and expandable, depending on the emergency and needs. Any part or section of the plan may be utilized separately if required by the situation.
- Establishes the procedures to coordinate with Local, Regional, State and Federal emergency management agencies, organizations, and programs.
- Is a unified direction and control structure is described. The EOP identifies staff roles and resource allocation, as well as decision-making criteria. It delineates lines of authority, responsibilities, and working relations of various entities. The EOP brings together City resources in a unified approach to manage the disaster. In addition, it identifies a cooperative process for coordination of private sector and volunteer resources.
- Addresses management and prioritization of local resources and establishes the procedure to request immediate assistance for resources if needed. State and/or Federal resources shall be requested and drawn from when local resources have been exhausted.
- Provides a format for the shift of focus of the EOC from Response to Recovery and Mitigation. Long-range recovery and mitigation are addressed by the ability of the EOC to continue operations in a modified form after the response phase has been terminated.
- Establishes an effective format for emergency management by:

- a) Identifying the types of hazards that can occur within the City.
- b) Determining the City's vulnerability to various types of disasters, and identifying the most threatening so that appropriate preparedness, mitigation, and planning steps can be taken.
- c) Addressing each mission area of the emergency management:
  - Prevention: The capabilities necessary to avoid, prevent, or stop an event. For the purposes of the prevention framework, the term "prevention" refers to preventing imminent threats.
  - Protection: The capabilities necessary to secure the homeland against acts of terrorism and man-made or natural disasters
  - Response: The capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred.
  - Recovery: The capabilities necessary to assist communities affected by an incident to recover effectively
  - Mitigation: The capabilities necessary to reduce loss of life and property by lessening the impact of disasters.

## **Methodology**

The EOP is a dynamic document that adapts to changes in policy, priorities, and needs. State and Federal statutes, regulations, and priorities guide development of the document. Public and private entities participating in the development of this plan include:

- Holmes Beach Attorney
- Holmes Beach Building Department
- Holmes Beach City Clerk
- Holmes Beach City Deputy Clerk
- Holmes Beach Code Enforcement
- Holmes Beach Commission
- Holmes Beach Mayor
- Holmes Beach Planning Department
- Holmes Beach Treasurer
- Holmes Beach Police Department
- Holmes Beach Public Works

Other governmental entities furnishing input and information include:

- Manatee County Public Safety Department, Division of Emergency Management

Local planning involvement includes:

- A promulgation letter from the Chairperson of the Board displayed at the front of this document.
- Signed Concurrence acknowledging and accepting plan responsibilities displayed at the front of this document.

- A distribution list of the Emergency Operations Plan is displayed at the front of this document.
- The Emergency Management Director/Police Chief or designee is responsible for ensuring that all changes have been distributed to recipients of the EOP. The distribution list, displayed at the front of this document, is used to verify that all appropriate persons/offices are copied.
- A Record of Changes Log displayed at the front of this document is used to record all published changes as those holding copies of the EOP receive them. The holder of the copy is responsible for making the appropriate changes and updating the Log.
- A master copy of the EOP, with a master Record of Changes Log, is maintained in Holmes Beach Emergency Management and a copy provided to Manatee County Emergency Management. A comparison of the master copy with any other shall allow a determination to be made as to whether the copy in question has been posted to it with all appropriate changes.

## Situation

This section of the EOP describes the potential hazard considerations, geographic characteristics, support facilities, land use patterns, economic profiles, and demographics of Holmes Beach. It also describes specific planning assumptions regarding preparedness, response, recovery, and mitigation that were taken into consideration during the development of this plan. Information is also available in the Manatee County Local Mitigation Strategy via the following website:

([https://www.mymanatee.org/departments/public\\_safety/emergency\\_management/hazard\\_mitigation](https://www.mymanatee.org/departments/public_safety/emergency_management/hazard_mitigation)).

## Hazards Analysis

Manatee County Emergency Management with the assistance of the Manatee County Emergency Operations Workgroup updated their Threat and Hazard Identification, and Risk Assessment (THIRA) in February 2022. They analyzed the consequences of all hazards (natural and man-made) for their effect on *county-wide* emergency operations, the most likely hazards determined to affect operations and pose the greatest threat include hurricanes, floods, terrorism, and tornadoes. In addition to these hazards, several critical infrastructure related hazards such as power loss, cyber-attacks, and power failure also were identified. The following section focuses on those hazards from that report which *Holmes Beach* is vulnerable.

### Tropical Cyclone / Hurricane Events

Probability: High probability/major impact (Ranked #1 by THIRA)

Hurricane season is from June through November. Per NOAA Climatology, peak season is September with most activity between mid-August and mid-October. Coastal areas are more susceptible to hurricanes, wind and water damage. Any category hurricane that strikes Holmes Beach could trigger the issuance of an evacuation order.

Vulnerability

A storm threatening Manatee County could trigger the issuance of an evacuation order due to high winds, rain-induced flooding, storm surge, and tornadoes. Manatee County has experienced several severe storms in recent years: Hurricane Ian in 2022, Hurricane Elsa in 2021, Hurricane Irma in 2017, Hurricane Hermine and Tropical Storm Colin in 2016.

According to NOAA, the return period for a hurricane (winds 74 mph or higher) is 8-11 years for the Tampa Bay area. The return period for a major hurricane (winds 111 mph or higher) is 30 years for the Tampa Bay area.

The barrier islands from Longboat Key to Tampa Bay Inlet are susceptible to the effects of storm surge created by tropical systems. Primary hazards from these events include tornadoes, storm surge, and freshwater flooding from heavy rainfall and extensive wind damage. The combination of high tides and winds can create coastal flooding and saltwater inundation of the barrier islands and are considered significant risk factors. Storm surge details are available from the SLOSH (Sea, Lake, and Overland Surge from Hurricanes) model used by the National Weather Service (NWS) and National Hurricane Center (NHC). Hurricane severity is illustrated by the following table as they are measured by Category of hurricane, 1 through 5.

Further specific information is in the Local Mitigation Strategy. Extensive damage to residential and commercial areas and infrastructure would be anticipated.

Consequences:

- notification and warning
- law enforcement/traffic control
- mass evacuation and re-entry
- mass care (pre- and post-event)
- public health
- infrastructure damage
- property damage/loss
- debris clearance
- animal issues
- long-term economic impacts
- recovery assistance programs
- economic and social disruption
- widespread psychological impacts
- civil unrest: looting, theft, shots fired, etc.

TYPE STORM	WIND SPEED	SURGE DEPTH
<b>DAMAGE DESCRIPTION</b>		
<b>Tropical Storm</b>	<b>39 to 73 MPH</b>	<b>2-to-4-foot Surge*</b>
<i>No real damage to building structures. Damage to shrubbery and trees. Minor coastal flooding.</i>		
<b>Category 1 – Some Damage</b>	<b>74 to 95 MPH</b>	<b>4-to-5-foot Surge*</b>
<i>Well-constructed frame homes could have damage to the roof, shingles, vinyl siding and gutters. Large branches of trees shall snap, and shallowly rooted trees may be toppled. Extensive damage to power lines and poles likely shall result in power outages that could last a few to several days.</i>		
<b>Category 2 – Extensive Damage</b>	<b>96 to 110 MPH</b>	<b>6-to-8-foot Surge*</b>
<i>Well-constructed frame homes could sustain major roof and siding damage. Many shallowly rooted trees shall be snapped or uprooted and block numerous roads. Near-total power loss is expected with outages that could last from several days to weeks.</i>		
<b>Category 3 – Devastating Damage</b>	<b>111 to 129 MPH</b>	<b>9-to-12-foot Surge*</b>
<i>Well-built framed homes may incur major damage or removal of roof decking and gable ends. Many trees shall be snapped or uprooted, blocking numerous roads. Electricity and water shall be unavailable for several days to weeks after the storm passes.</i>		
<b>Category 4 – Catastrophic Damage</b>	<b>130 to 156 MPH</b>	<b>13-to-18-foot Surge*</b>
<i>Well-built framed homes can sustain severe damage with the loss of most of the roof structure and/or some exterior walls. Most trees shall be snapped or uprooted, and power poles downed. Fallen trees and power poles shall isolate residential areas. Power outages shall last weeks to possibly months. Most of the area shall be uninhabitable for weeks or months.</i>		
<b>Category 5 – Catastrophic Damage</b>	<b>157 MPH or greater</b>	<b>18-to-24-foot Surge*</b>
<i>A high percentage of framed homes shall be destroyed, with total roof failure and wall collapse. Fallen trees and power poles shall isolate residential areas. Power outages shall last for weeks to possibly months. Most of the area shall be uninhabitable for weeks or months.</i>		
* = Surge values vary considerably depending on coastal configurations and forward speed and direction of the hurricane.		
SOURCE: NATIONAL HURRICANE CENTER		

Being the hazard ranked #1 by the County's February 2022 Threat and Hazard Identification, and Risk Assessment (THIRA), Annex I of this EOP is devoted to hurricane response.

### **Tsunamis and Rogue Waves**

Tsunami's can be very large, but they also can be very small. Tsunamis may be generated by any event which results in the vertical displacement of the water column. Although generally associated with earthquakes, tsunamis may also be caused by underwater landslides, volcanic eruptions, explosions, and even the impact of cosmic bodies, such as meteorites.

While history has shown that Florida's East Coast has experienced some tsunami activity, there is no such record for the Gulf Coast due to the large continental shelf located in the Gulf of Mexico, even when the latest 6.0 earthquake happened on September 10, 2006, at 8:56 a.m. approximately 251 WSW from Anna Maria, Florida. There were documented flooding or aftereffects from this event. Consequently, it can be assumed that the Gulf Coast has little to fear from this natural occurrence, however there is still a possibility that it could happen.

Of perhaps equal concern would be the danger of a rogue wave. Rogue waves are sudden, extreme waves with wave height well above the background waves. They generally occur in rough sea conditions. A rogue wave estimated to be 18 feet tall hit Daytona Beach on July 3, 1992. It is believed that this particular wave was the result of a series of thunderstorms off the Georgia coast.

Probability: Low (Ranked #32 on THIRA)

Since tsunamis generally result from earthquakes, it is not surprising they occur most frequently along the boundaries of tectonic plates found in the Pacific. This assumption may not be totally true, however. In an article entitled "Tsunamis and Tsunami-Like Waves of the Eastern United States" (Science of Tsunami Hazards, Volume 20, 2002) it was noted that since 1600, "40 tsunamis and tsunami-like waves have occurred in the eastern United States." The Atlantic Coast of Florida was included among those areas feeling the effects of tsunamis. According to some scientists, certain submarine conditions exist which increase the likelihood of the East Coast of the United States experiencing a major tsunami.

This is not a universally accepted belief, however. According to Tom Hilde of Texas A&M University, most of the world's tsunamis are generated at convergent plate margins, the Atlantic margin of the United States is a passive margin, not a plate boundary, and so is not tectonically active. This area has few, and generally low magnitude, earthquakes.

### **Severe Weather**

Forces associated with weather-generated events are grouped under Severe Weather. While each force has specific characteristics and effects, they often occur in conjunction with one another, thereby increasing and intensifying the effects. There has been damage in the past in Holmes Beach from tornadoes and storm wind events. Most lightning strikes occur in the summer although lightning storms have occurred in other months with advancing cold fronts.

The primary hazards included in this category are: **lightning, heavy rains, hail, damaging winds, freezes, tornadoes, and winter storms.**

### **Severe Thunderstorms**

Severe thunderstorms include lightning, heavy rain, hail, and damaging winds.

Probability: High probability/major impact (Ranked #14 by THIRA)

Florida is the nation's leader in lightning fatalities. According to the NOAA National Climatic Data Center (NCDC), central Florida (including portions of the Tampa Bay area) has the greatest probability of lightning strikes within the continental United States and is known as "Lightning Alley". In Manatee County the most dangerous severe storm period is from June 1st through November 30th. It is during this period that the majority of lightning strikes occur. Injuries or deaths from lightning strikes have occurred primarily on golf courses, while fishing, or at the beach.

Vulnerability

Thunderstorms can affect a large portion of the city’s population. Severe thunderstorms occur in all seasons of the year. Many of the storms are accompanied by high wind, hail, heavy rainfall, flooding, and dangerous lightning. The storms can vary greatly in severity but have the potential of causing power outages and destruction or damage to buildings and can result in loss of life.

Lightning is an everyday occurrence with Florida’s thunderstorms, which can result in property damage, injury and death.

Since September 10, 1996, the NCDC reports 33 lightning strikes directly related to over \$8.7M in property damage, \$40,000 in crop damage, 12 injuries, and three deaths in Manatee County. Minor damage occurs from thunderstorms each year. From 1966 to present, there have been 144 severe thunderstorms of 50-70 knots in Manatee County, causing \$2.76 million in damage.

**Tornadoes**

Tornadoes are characterized by violent and destructive winds as well as hail, flooding, and lightning.

Probability: High probability/major impact (Ranked #5 by THIRA)

The most common, least destructive tornadoes are warm weather tornadoes that occur between May and August. Cool season tornadoes are the most destructive, occurring between December and April.

Vulnerability

Holmes Beach is vulnerable due to the population residing in a relatively small surface area with high density of population. Damage has occurred from tornadoes in the city. From 1950 to 2019, data from the National Centers for Environmental Information reflect two tornadic events. The first was recorded on January 9, 1997, on Anna Maria Island with a scale of F0. The resulting damage was the removal of a mobile home roof and a snapped telephone pole. The second was recorded June 17, 2002, as a waterspout that came ashore on Holmes Beach, also rated F0 and resulted in no damage.

The severity of tornadoes is measured by the Enhanced Fujita Scale for Tornadoes as illustrated in the following table.

SIZE	FUNNEL SPEED	DAMAGE
<b>DAMAGE ASSESSMENT</b>		
<b>EF-0</b>	<b>65 - 85 MPH</b>	<b>Light Damage</b>
<i>Peel surface off some roofs; some damage to gutters or siding; branches broken off trees; shallow-rooted trees pushed over. Confirmed tornadoes with no reported damage (i.e., those that remain in open fields) are always rated EF0.</i>		
<b>EF-1</b>	<b>86 - 110 MPH</b>	<b>Moderate Damage</b>
<i>Roofs severely stripped; mobile homes overturned or badly damaged; loss of exterior doors; windows and other glass broken.</i>		
<b>EF-2</b>	<b>111 - 135 MPH</b>	<b>Considerable Damage</b>
<i>Roofs torn off from well-constructed houses; foundations of frame homes shifted; mobile homes completely destroyed; large trees snapped or uprooted; light-object missiles generated; cars lifted off ground</i>		
<b>EF-3</b>	<b>136 - 165 MPH</b>	<b>Severe Damage</b>

<i>Entire stories of well-constructed houses destroyed; severe damage to large buildings such as shopping malls; trains overturned; trees debarked; heavy cars lifted off the ground and thrown; structures with weak foundations are badly damaged.</i>		
<b>EF-4</b>	<b>166 - 200 MPH</b>	<b>Devastating Damage</b>
<i>Well-constructed and whole frame houses completely leveled; cars and other large objects thrown, and small missiles generated.</i>		
<b>EF-5</b>	<b>200 + MPH</b>	<b>Incredible Damage</b>
<i>Strong-framed, well-built houses leveled off foundations are swept away; steel-reinforced concrete structures are critically damaged; tall buildings collapse or have severe structural deformations; some cars, trucks, and train cars can be thrown approximately 1 mile.</i>		
SOURCE: FEMA		

## Winter Storms

Winter storms can include cold temperatures and freezes which are accompanied by other hazards, such as coastal flooding, strong winds (tornadoes), wind-chill, and power outages.

Probability: Medium probability/major impact (Ranked #33 by THIRA)

Severe winter storms can affect the Tampa Bay area. Although Manatee County is not affected by snow, significant freezes have occurred and are expected to occur again. While not ranked that significant for the county as a whole, they are more probable and can have a major impact on the City.

### Vulnerability

The severity of winter storms can vary greatly. The winter “No- Name” storm that affected Tampa Bay in March 1993, is considered one of the worst non-tropical storms in United States history. Equivalent to a Category 2 hurricane, it caused a significant amount of flooding and power outages within the Tampa Bay area and accounted for more than \$2 billion of damage across the eastern United States. In Manatee County, the storm caused over \$1.75M in damage throughout the entire county. Most homes in the area are heated by electricity, so power outages leave most homes without heat. Manatee County has experienced ninety-eight days of freezing temperatures of 32 degrees or less between January 1966 and December 2012. A wind chill advisory is issued for wind chills of 26-35 degrees for 3 or more hours; and a wind chill warning is issued for wind chills of 25 degrees Fahrenheit or lower for 3 or more hours.

### Consequences:

- power outages
- infrastructure damage (road/culvert washout)
- erosion
- property damage/loss from wind, water, and fires
- freshwater flooding
- storm surge flooding (winter storms)
- evacuations (day/night, road congestion)
- agricultural damage/loss
- economic loss
- debris

## **Environmental**

Environmental hazards are those that are a result of natural forces. Some of these hazards may or may not be a result of land use and planning decisions in a local community. For example, if development is allowed to occur in an identified floodplain, the city could be faced with a potential life-threatening and property destroying disaster. In addition, these hazards can be affected by other hazards. For example, sea-level rise can increase frequency of coastal flooding.

The primary hazards associated with this category include: drought, freshwater flooding, sea-level rise, sinkholes, etc.

## **Flooding**

A flood is a general or temporary condition of partial or complete inundation of normally dry land from the overflow of inland or tidal waters, or the unusual and rapid accumulation or runoff of surface waters from any source.

Probability: High probability/major impact (Ranked #3 by THIRA)

Flooding is common with thunderstorms and tropical cyclone activity and can be associated with extreme tides (e.g., king tides) or wind events.

### Vulnerability

Being situated on a barrier island the elevation for Holmes Beach ranges from 8' to 13' above sea level. The Gulf side of Holmes Beach has the higher elevation, gently sloping to the bay to the east. Flood prone areas may cause a severe impact in certain areas of the city. Street flooding is a common occurrence, especially in the summer months, from the daily afternoon thunderstorms. However, recent stormwater infrastructure improvements which included stormwater infiltration trenching along many of the roads in Holmes Beach, has reduced the amount of regular street flooding.

Many of the existing buildings and residences were constructed before FEMA regulations. Areas of flooding are island wide. The western shoreline of the Gulf of Mexico can flood from a combination of storm surge, wave action, and areas of lower elevation with limited drainage. The eastern shoreline of Anna Maria Sound, and Bimini Bay is also an area of concern. The combination of high tides and heavy rain events or tidal action can flood roads and intrude into older buildings constructed pre-FEMA regulations.

The City enforces FEMA regulations in its Building Department, which requires new construction to meet current base flood elevation for the finished floor elevations of habitable structures. The lack of individuals and businesses carrying flood insurance could result in large uninsured losses due to rising waters.

Data from the NOAA National Centers for Environmental Information reflects several flooding events for the area. The first was Hurricane Hermine, which occurred September 1 – 2, 2016 with as much as 9.82" of rain fall recorded in Palmetto. The storm surge ranged from 2' to 7' above normal high tide. The second was Hurricane Irma, occurring September 10 – 11, 2017 with an average rainfall of 5" or greater and a storm surge of less than 3'. Next was Tropical Storm Eta in 2021, which saw a 36" of storm surge and 8" of rainfall. Hurricane Ian in 2022 had slightly higher and lower tides and over 6" of rainfall. Flood maps are available from Manatee County online and are utilized in the

planning and permit review process by the City. Areas of flooding concern include the western shoreline of the Gulf of Mexico, eastern shoreline of Anna Maria Sound, and Bimini Bay.

### **Sea-Level Rise (SLR)**

The Tampa Bay Climate Science Advisory Panel (CSAP) recommends a common set of sea level rise (SLR) projections for use throughout the Tampa Bay region.

Probability: High probability/major impact (Ranked #20 by THIRA)

CSAP's April 2019 Recommended Projections of Sea-Level Rise in the Tampa Bay Region report suggests the St. Petersburg tide gauge shows that water levels in Tampa Bay have already increased approximately 7.8 inches since 1946. Based upon a thorough assessment of scientific data and literature on SLR, the Tampa Bay region can expect to see approximately 1 to 2.5 feet SLR by 2050 and between 2 to 8.5 feet by 2100. While ranked as a lower threat to the county as a whole, this has a high probably and major impact on the City.

### Vulnerability

Being situated on a barrier island the elevation for Holmes Beach ranges from 8' to 13' above sea level. Many of the existing buildings and residences were constructed before FEMA regulations. Areas of flooding concern include the western shoreline of the Gulf of Mexico, eastern shoreline of Anna Maria Sound, and Bimini Bay.

The City enforces FEMA regulations in its Building Department, which requires new construction to meet current base flood elevation for the finished floor elevations of habitable structures.

While the County provides potable water and sanitary sewer service on the island and within City, the City has extensive stormwater, street, and parks infrastructure to maintain that is impacted by SLR.

### **Drought**

A drought is a deficiency in precipitation over an extended period, usually a season or more, resulting in a water shortage causing adverse impacts on vegetation, animals, and/or people. Drought is a normal phenomenon of all climates. Holmes Beach long-term concerns include reduced supplies of potable water for domestic use. The city is in the Southwest Florida Water Management District (SWFWMD) and uses Manatee County for potable water and sanitary sewer service. The entire population could be affected by a drought or water shortage. Florida, in general, has suffered from droughts in the last several years.

Probability: Medium probability/major impact (Ranked #17 by THIRA)

Manatee County Utilities utilizes Lake Manatee and the Duette wellfield for its potable water sources. For Manatee County, droughts are becoming more common, with a 40% occurrence rate per year. The area has experienced several drought events over the last twenty years. The National Drought Mitigation Center indicates that there was a drought that began in 2000 and did not end until 2003 ranging from mild to 14 months at the extreme level. In subsequent years 2004-2014, Manatee County went through cycles of

normal to drought and then back to normal status with 8 months of incipient dry spell in 2010 and 17 months of mild to moderate drought beginning in 2011 and ending in 2012.

### Vulnerability

Utilizing Manatee County potable water, the City of Holmes Beach is just as vulnerable as the rest of Manatee County potable water customers. Like all infrastructure, Manatee County's growing population utilizes more of its available potable water capacity permitted by SWFWMD. The County has the ability, in emergencies, to utilize more of its capacity than permitted to address droughts.

### **Extreme Temperatures**

Each winter, Florida faces the threat of at least a moderate freeze (see Winter Storms). For Holmes Beach it presents a potential impact on tourism, albeit low. Summer temperatures can be extreme as well and with a power grid disruption, elderly residents without air conditioning could be impacted. Summer temperature extremes would likely impact the entire county and region which would be addressed by Manatee County and State EOC.

### **Sinkholes**

Sinkholes occur naturally in Florida and when they strike in densely populated areas or at critical facilities, they can be disastrous and become disruptive to a point of creating a state of emergency.

Level of Vulnerability: Low probability/minimal to moderate impact (Ranked #25 by THIRA)

Holmes Beach nor any of the barrier islands in Manatee County have had any reported sinkhole activity. <https://ca.dep.state.fl.us/mapdirect/?focus=fgssinkholes>

### Consequences (a-e):

- notification and warning
- law enforcement/traffic control
- fire/rescue
- evacuation and re-entry
- property damage/loss
- economic disruption/loss
- mass care (short and long-term)
- feeding evacuated population
- public health (contamination of water supply and impacts to sanitary sewer systems)
- infrastructure damage/loss (stormwater systems)
- animal issues (relocation, feeding)
- economic recovery assistance programs

### **Terrorism**

Level of Vulnerability: Low probability/minimal to moderate impact (Ranked #10 by THIRA)

Terrorism is any violent or dangerous act done to intimidate or coerce any segment of the general population (i.e., government or civilian population) for political or social objectives. Historically, there have been few successful acts of terrorism committed in the State. However, with the heightened level of national terrorism events, and because of the number of facilities within the State associated with tourism, the military, government, cultural, academic, and transportation, the potential is high nationwide.

While Holmes Beach itself rates a low probability to moderate impact, it is part of a larger community in which many significant events take place that could be terrorist targets. The probability and impact of a terrorist event in the larger community would be high and might have a ripple effect impact on Holmes Beach. In Holmes Beach, terrorism assessments have identified facilities that have the potential for being targets for terrorist attacks with the intent of causing **catastrophic levels of loss of life, injury, and property and environmental damage**. Terrorist acts may also take the form of other hazards when the particular action induces such.

#### Consequences:

- infectious disease control/treatment
- mass casualty/fatality
- mass panic
- inadequate law enforcement/fire/rescue resources
- large-scale contamination/decontamination issues
- large-scale evacuation
- large-scale sheltering
- search and rescue
- public information
- economic and social disruption
- psychological needs
- re-entry
- law enforcement/security

#### **Special Events**

Special events are those that draw large crowds of people. Many special events occur every year at Holmes Beach and on Anna Maria Island. They may include, but are not limited to large-scale municipal events that impact the entire City (e.g., St. Patrick's Day Parade, Springfest Festival, Arts and Craft Show, Clydesdale's Parade, Anna Maria Islandfest Arts and Craft Show, Taste of Arts and Crafts, National Night Out, Tour of Homes, July 4<sup>th</sup> Parade, and 5K and 1K Dolphin Dash Run), small-scale municipal events (monthly street parties, gatherings, etc.), visiting dignitaries, holiday parades, sporting events, spring break, and the numerous events that attract people to the natural resources of Holmes Beach.

All special events that have an impact on the entire City and/or are of a high-security nature are typically coordinated with Manatee County Emergency Management. The National Incident Management System (NIMS) is utilized as the management structure by which all responsible stakeholders adhere to.

Probability – Medium (Ranked #26 by THIRA)

There have been incidents in past years of larger fights, shootings, and unpermitted “pop-up events” from various groups that have been planned online that have drawn additional crowds to Anna Maria Island. These have mostly been farther to the south, at Coquina Beach, where parking is heavily concentrated with services. Law enforcement monitors these types of events.

### Vulnerability

Special events occur in Holmes Beach all throughout the year. Concerns from the public safety sector are large gatherings of people in a relatively confined space when compared to the number of people present; no-notice severe weather events and a mass casualty incident (MCI) where resources are overwhelmed.

For these incidents, Emergency Management encourages pre-planning and the creation of an Incident Action Plan to coordinate all responsible stakeholders, which includes all the cities on the island and County resources. This type of planning with the Manatee County EOC and coordination includes holiday weekends when the beaches are crowded, and traffic congestion makes travel on- and off-island difficult.

### Consequences:

- inadequate law enforcement/fire/rescue resources
- law enforcement/security
- mass casualty/fatality
- mass panic
- large-scale evacuation
- large-scale sheltering
- infectious disease control/treatment
- large-scale contamination/decontamination issues
- search and rescue
- public information
- economic and social disruption
- psychological needs
- re-entry

### **Mass Migration**

Mass migration is the movement of large groups of people from other locations or countries to another location, usually without means or support.

### Probability – Low (Ranked #22 by THIRA)

Manatee County has had one (1) documented case where a single boat carrying 12 refugees from Cuba was detected on a Longboat Key beach.

### Vulnerability

The Holmes Beach Police Department and Manatee County’s Law Enforcement and Emergency Services are well prepared and ready to respond. Mass migration from Caribbean countries is possible due to the coastal nature, but not anticipated. Such an event would be handled in cooperation and with assistance from County, State, and Federal resources.

### Consequences:

- public health/quarantine
- law enforcement/security issues
- impact to social services
- impact on jail and detention facilities

### **Civil Disturbance**

Civil disturbance is community-based rioting and violent protest.

### Probability – Low (Ranked #19 by THIRA)

Holmes Beach has not documented any cases of civil disturbance but is aware of these events in Florida and around the nation.

### Vulnerability

The Holmes Beach Police Department and Manatee County's Law Enforcement and Emergency Services are well prepared and ready to respond. Such an event would be handled in cooperation and with assistance from County, State, and Federal resources.

### Consequences:

- transportation/traffic control
- law enforcement/security issues
- impact on jail and detention facilities

### **Biological**

Biological hazards are those associated with any insect, animal, or pathogen that could pose an economic or health threat. This includes exotic pests, diseases for humans and animals, and harmful algal blooms such as red tide.

### **Harmful Algal Blooms (HABs)**

HABs occur when algae — simple photosynthetic organisms that live in the sea and freshwater — grow out of control while producing toxic or harmful effects on people, fish, shellfish, marine mammals, and birds. There are many kinds of HABs, caused by a variety of algal groups with different toxins. The HABs in fresh and marine waters are usually very different, but they overlap in low salinity estuaries (places where rivers meet the sea). The human illnesses caused by HABs, though rare, can be debilitating or even fatal. Manatee County has seen annual blooms in the form of Red Tide (the largest from a discoloration of seawater caused by a bloom of toxic red dinoflagellates) -one of the largest occurring for two months in 2018.

### Probability – High/high impact (Ranked #4 by THIRA)

Being a coastal county in the Gulf of Mexico the probability of occurrence for HABs is moderate to high with an estimated 20% occurrence rate per year. Gulf waters contain the correct balance of organisms for blooms to occur, especially in summer months when waters are the warmest.

### Vulnerability

The island is susceptible to HABs along the coastlines. The highest vulnerabilities come to those communities along the coast, bay, and near estuaries, as well as the population of those living in these communities or part of the County. In 2018, the severity of the red tide and the impacts on fish and wildlife greatly affected the economy in the County, as well as many other counties in Florida. Hotels and restaurants depend on clean air and water to bring visitors to their businesses, and the health concerns created by harmful algal blooms (HABs) kept people away. Residents in these areas suffer when the toxins get blown into the air, constricting the lungs' bronchioles, and sending people with asthma and other health issues to emergency rooms with coughs and shortness of breath. While usually not fatal, the HABs can cause serious health concerns and respiratory issues for humans.

The vulnerability in economic loss comes to those that rely on tourism and seafood for income due to lack of marine life and tourism. Even algal blooms that don't release toxins can harm wildlife by depleting oxygen from coastal waters, causing massive fish kills in numbers too vast to count – this is devastating to marine wildlife.

Between August 1st and September 10th, 2018, Manatee County's coastline experienced negative impacts from Red Tide. Over 315 tons of debris was removed from the beaches into dumpsters and transferred to the County landfill. While the economic damage may be hard to calculate — a single, definitive source is lacking — but informal local and state studies show the environmental disaster caused by the harmful algae inflicted millions of dollars in damages to Manatee businesses and took a toll on Florida's tourism. Not-surprisingly, the industries most impacted by the event were rentals such as vacation homes and charter boats, hotels, and restaurants. Those restaurants, real estate agents, vacation rentals, marine-based businesses and other establishments reported about \$9 million in losses.

The Red Tide event receded after months of significant damage to marine life and coastal businesses. It is highly likely to impact Florida communities again in the coming years as harmful algal blooms are a regular occurrence in Florida due to combined pollution from septic tanks, fertilizer runoff (from lawns and agriculture) and increased development which all put pressure on the ecosystem.

### **Epidemic/Disease and Pandemic Outbreaks.**

There is the possibility of an adverse effect to the general population through naturally occurring pathogens (i.e., influenza, emerging infectious diseases or by way of a terrorist action). Manatee County is potentially vulnerable to influenza outbreaks due to the large annual influx of seasonal residents and tourists. Also, as of July 22, 2016, the Florida Department of Health had identified 321 Zika virus disease cases among Florida residents and visitors, all occurring in either travelers from other countries or territories with ongoing Zika virus transmission or sexual contacts of recent travelers; however, aggressive mosquito control efforts, including aerial adulticide and larvicide, contributed to a decrease in Zika virus transmission. As of 2017, there have not been any reported cases in Manatee County.

#### Probability – High/high impact (Ranked #2 by THIRA)

There is the possibility of an adverse effect to the general population through naturally occurring pathogens (i.e., influenza, emerging infectious diseases or by way of a terrorist action) consistent with the ongoing COVID-19 pandemic.

#### Vulnerability

COVID-19 impacted Holmes Beach along with the world from early 2020 to present. Holmes Beach continues to coordinate with the Manatee County EOC and County health department on this ongoing event.

In 2020 and 2021, COVID-19 affected the economy on the island. Hotels and restaurants depend on the ability of safe travel to bring visitors to their businesses, and the health concerns created by COVID-19 initially kept people away.

Not-surprisingly, the industries most impacted by COVID-19 were rentals such as vacation homes and charter boats, hotels, and restaurants. Those restaurants, real estate agents, vacation rentals, marine-based businesses and other establishments reported significant financial losses.

While the restrictions related to COVID-19 have been lifted in late 2021 and 2022, the long-term impacts to the economy still linger.

#### Consequences:

- economic loss
- mass casualty/fatality
- infectious disease control
- disposal of diseased livestock/agricultural stock
- need for mass feeding
- mass care
- quarantine of people and/or livestock
- large number of treatment agents
- debris (HABs – dead marine life)

#### **Technological**

A technological hazard is a direct result of the failure of a man-made system or the exposure of the population to a hazardous material.

There is the potential for specific technological hazards to affect a large segment of the population and/or interfere with critical government, law enforcement, public works, and public health/medical functions. There is an even greater problem when this technological failure results in a direct health and safety risk to the population. Several things can occur daily in Holmes Beach, including a hazardous material spill, or failure of the electrical power grid, which could constitute a threat to the population or produce widespread unmet needs. Each of these potential hazards would require a coordinated and speedy response, as well as attention to the short and long-term effects. The primary hazards associated with this category include: **hazardous materials spill, mass communication failure, major power disruption, critical infrastructure disruption/failure, and release of a radioactive isotope into the environment.**

Holmes Beach's level of vulnerability to such an incident is further described below:

#### **Major Transportation Incidents**

Probability – High (Ranked #24 by THIRA). The occurrences of highway accidents pose a major threat to Holmes Beach, which has two (2) State arterial roadways that allow ingress and egress onto the island: SR-64 and SR-684. These roadways both contain

drawbridges. The bridges are many decades old drawbridges and are scheduled to be replaced FDOT and are not consistent with current standards.

An accident shall not only impede the ability to evacuate from the island but could also cause interference with marine traffic. The 2021 Annual Average Daily Traffic Report (AADT) reflects the following traffic volume: SR 64/Sarasota Pass Bridge 14,900; SR 684/Cortez Bridge 12,900; Gulf Drive, within Holmes Beach, 20,000. These numbers are approximately 15% lower than 2019 counts, likely due to the impacts of COVID-19. It is estimated that approximately one hundred (100) percent of the residents of the city could be affected by a transportation accident. <https://tdaappsprod.dot.state.fl.us/fto/>

### **Users and Hazardous Materials Spill**

Probability – Medium (Ranked #6 by THIRA).

EPA currently recognizes three (3) sites in Holmes Beach that generate hazardous waste. One (1) facility that reports under Section 302 that contains at any time an Extremely Hazardous Substance (EHS) over the threshold planning quantity. Smaller amounts can be found associated with such commercial establishments as dry cleaners, pool services and hardware stores. Industry has taken great steps to minimize the risk associated with the storage and transportation of hazardous materials. Although every precaution is taken and all safety and reporting regulations followed, spills, seepage and leaks can still occur because of human error or natural phenomena. The probability of a hazardous material spill or release is moderate.

### **Nuclear Power Plants / Radiological Release**

Probability – Low (Ranked #12 by THIRA). There are no nuclear facilities within Holmes Beach nor is the city within the 50-mile “Ingestion Pathway” of any of the state’s nuclear power plants.

### **Aircraft Crash**

Probability – Medium (Ranked #23 by THIRA). Anna Maria Island, on which Holmes Beach is located, does not have an airport. The closest commercial airport is Sarasota-Bradenton International Airport (SRQ) 12 miles away. There is a privately owned airport, Airport Manatee, which is approximately 15 miles away along with Albert Whitted Airport, which is owned by the City of St. Petersburg and approximately 20 miles away.

There is a moderate probability of an aircraft mishap. In case of an airport incident, it is doubtful that the resources of the responding agencies would be depleted due to the probability that the mishap would involve only a single aircraft. On the other hand, many large commercial and military aircraft use the airspace in transit over Holmes Beach, and therefore the potential does exist for a large aircraft mishap. In the event of a large-scale aircraft mishap, resources from outside Holmes Beach would be required. Typically, a small segment of the population would normally be affected, however due to the small footprint of Holmes Beach, an aircraft mishap could be catastrophic.

### **Coastal Oil Spills**

Probability – High (Ranked #6 by THIRA).

Holmes Beach is susceptible to the impacts associated with port vessel collisions, on-water hazardous material spills and Gulf of Mexico off-shore oil drilling accidents. This conclusion is based on the amount of gulf coastline, its location at the mouth of Tampa Bay, site of a major deep-water port, and location adjacent to the main shipping channel into the Port of Tampa. Because of the latter two items, there is a substantial amount of maritime shipping involving ocean and barge traffic carrying a wide variety of fuel oil, gasoline, and aviation fuel. Port Manatee is the closest U.S. deep-water port to the Panama Canal. Anna Maria Island was impacted by the Deepwater Horizon Oil spill in 2010, due to perception of impacts along Florida's coast reducing tourism even though no oil was washed ashore.

Florida lies in an area East of significant ocean-based oil drilling operations in the Gulf of Mexico. While oil spills are extremely rare, it is possible that a coastal oil spill would occur due to deep water drilling operations to the West that flow toward Florida or via local sources (ships, vessels, pipelines, etc.).

There are two factors present which contribute to the need for vigilance. First, hazardous materials shall always be present, either in transit or storage. Second, the potential for accidents is always present, either in the transfer of hazardous materials from ship-to-shore, storage, or transfer from storage to overland transport. Given the amount of hazardous material at the port and its location, should a spill or fire/explosion occur, the impact on the surrounding population and natural environment could be catastrophic. As the home to a major deep-water port, the probability of an accident involving hazardous materials does exist. However, mitigation measures for in-route transportation are in place to minimize exposure to the general populace and to the environment. Holmes Beach efforts would center on warning, recovery, and mitigation.

#### Consequences:

- evacuations
- notification and warning
- public information
- mass care
- mass casualty/fatality
- law enforcement/traffic control
- large scale contamination issues
- mass decontamination
- overcrowded hospitals
- contaminated land and/or water
- animal issues (relocation, medical)
- environmental damage/loss
- psychological needs
- communications failure
- civil unrest

## **Critical Infrastructure Disruption**

Critical Infrastructure disruption is defined as the disruption of any of the interdependent, interactive, interconnected networks of institutions, services, systems, and processes that meet vital human needs, sustain the economy, protect public safety and security, and maintain continuity of and confidence in government. Most of the public is dependent on public and private utility infrastructure to provide life-supporting services such as fuel, water, and wastewater. The disruption of one or more of these life-line systems could have devastating consequences for the public. A disruption of lifelines may occur due to equipment failure, human accident, or intentional acts, or the disruption may be a secondary hazard resulting from the impacts of a natural, technological, or man-made hazard. A Map of City and Critical Service and Infrastructure is located in Appendix A.

Probability - low (Ranked #16 by THIRA).

In 2022 Hurricane Ian and in 2017 Hurricane Irma made landfall in the region, causing significant damage and impacts to shipping, fuel, and other critical infrastructure systems. Hurricane Irma created gasoline shortages took place not only in Manatee County, but across much of the impacted peninsula. Ports, freight, and railways were shut down in advance of and following the hurricane, causing adverse conditions for residents.

Severity of Consequences - low

Holmes Beach Critical Infrastructure includes City support infrastructure and cell towers within the city. Manatee County has Critical Infrastructure Systems within the city related to its potable water and sanitary sewer system. The Port of Manatee is a major destination for numerous shipping companies from around the world. There is also a distribution point for the Louisiana Gulf high-pressure natural gas transmission pipeline owned by Gulfstream Natural Gas Systems located in Manatee County. This gas pipeline provides gas to fourteen (14) electric generating plants in Florida. Because there aren't many historical incidents, the probability is low.

## Geographic Information

Holmes Beach is located on a barrier island, situated on Florida's western gulf coast, within Manatee County. The highest point above sea level is thirteen (13) feet. The total land mass is 1.91 square miles. The area of water within the city limits is 0.23 square miles. The City is bordered by the City of Bradenton Beach to the south and the City of Anna Maria to the north. In addition, the City is located 40-miles south of the Tampa Bay region, a major metropolitan area. See Manatee County Local Mitigation Strategy (LMS) for further information.

## Topography

Holmes Beach is located on a barrier island and is vulnerable to the effects of hurricane storm surge, freshwater flooding, and wind. Land Use: Land use patterns are influenced by the waterways and road system. The primary land uses in these areas are residential and commercial which are subject to disaster caused by weather phenomenon. The City's Emergency Operations Plan, which provides land use regulation consistent with Florida Statutes, is available from the City of Holmes Beach Planning Department.

Drainage patterns: In Holmes Beach, floodplains are associated with the bodies of water surrounding Anna Maria Island, the Gulf of Mexico, Anna Maria Sound, Bimini Bay, and Tampa Bay. The following is a link to the geography of the City and where it's located in the Tampa Bay region.

<https://floridadisaster.maps.arcgis.com/home/webmap/viewer.html?webmap=5cf8e701dc224e7dab5670a8165a252e>

## Environmentally Sensitive Areas

There are many environmentally sensitive areas in and in waters surrounding the City of Holmes Beach. Anna Maria Sound is designated as an Outstanding Florida Water (OFW) and receives additional protection from the state. The gulf beaches are home to a variety of species in the coastal beach dunes. Grassy Point Preserve is home to extensive mangrove forests as illustrated by the following websites:

<https://www.holmesbeachfl.org/departments/grassypoint.php>

<https://floridadep.gov/dear/water-quality-standards/content/outstanding-florida-waters>

## Flood Elevations

Holmes Beach base flood elevations range from seven to eleven feet in the "A" zones and nine to fourteen feet in the "V" zones. All property within Holmes Beach is either in or near a designated flood hazard area. The following FEMA flood maps illustrate the City and its relationship to flood zones:

<https://msc.fema.gov/portal/home>

## **Economic Profile of City**

As of 2022, the City of Holmes Beach is home to 315 businesses with 1,994 employees. In other estimates, total sales in 2022 for these businesses were over \$270 million. The following table illustrates a breakdown of City properties by property type per the Manatee County Property Appraiser.

## **Coastal Construction Control Line**

The **Coastal Construction Control Line (CCCL)** Program regulates structures and activities that can cause beach erosion, destabilize dunes, damage upland properties or interfere with public access. CCCL permits also protect sea turtles and dune plants.

<https://floridadep.gov/CCCL>

## Properties in City Employment by Sector

The following table illustrates breakdown of employment by sector based on Standard Industrial Classification Codes (SIC).

Property Type	Justified Value	Number of Parcels / Units
Attached Unit/Land Condo (1554)	\$ 20,207,085	23
Church (1555)	\$ 22,207,851	7
Community Shopping Centers (1555)	\$ 339,519,954	34
Condominia Improved (1554)	\$ 847,086,985	1,498
Condominia Uninhabitable (1554)	\$ 320,250	1
Condo-Vacant Lot-Unbuilt Units (1554)	\$ 330,750	1
Convenience Store (1555)	\$ 625,561	1
Convenience Store w/Gas (1555)	\$ 551,081	1
County (1555)	\$ 71,479,680	5
Duplex (1554)	\$ 614,351,387	724
Financial Institutions (1555)	\$ 16,944,165	11
Garage/Auto Body/Paint Shop (1555)	\$ 908,979	2
Golf Courses, Driving Ranges (1555)	\$ 739,639	1
Govt Owned Public County School (1555)	\$ 7,768,125	1
Govt Owned Vac Public Cnty School(1555)	\$ 1,316,140	3
Govt Owned Vacant County (1555)	\$ 500	1
Govt Owned Vacant Municipal (1555)	\$ 1,227,967	16
Half Duplex/Paired Villa (1554)	\$ 82,213,557	155
House Plus Duplex (1554)	\$ 7,832,383	3
Improved Comm. Condo Common Area (1555)	\$ 10	1
Improved Condo Common Area (1554)	\$ -	280
Improved Residential Common Area (1554)	\$ -	6
Marinas/Piers (1555)	\$ 6,668,706	6
Mid-Range Service Hotel (1555)	\$ 9,217,074	1
Mixed Use Comm/Res (1555)	\$ 31,623,175	25
Mixed Use Commercial (1555)	\$ 9,167,783	3
Motel (1555)	\$ 710,531,434	103
Multi-Family (3 to 9 Units) (1554)	\$ 153,734,399	129
Multiple Unit Stores (1555)	\$ 250,069,026	60
Municipal (1555)	\$ 16,297,446	10
Night Clubs, Lounges, Bars (1555)	\$ 675,347	1
Non Commercial Boat Slips (1554)	\$ 2,326,010	104
Office Buildings-Multi Story (1555)	\$ 1,633,712	1
Office Buildings-One Story (1555)	\$ 89,841,956	62
Office Condominia Unit (1555)	\$ 1,167,460	8
Parking Lots, Commercial (1555)	\$ 387,100	1
Public Right-of-Way (1555)	\$ 650	65
Res Related Amenities (1554)	\$ 2,655,460	5
Restaurants, Cafeterias (1555)	\$ 971,934	2
Retail Drugstore (1555)	\$ 2,491,581	1
Rivers, Lakes, Submerged Lands (1555)	\$ 229,906	18
Single Family Homes/Condominia (1554)	\$ 167,545,480	131
Single Family Homes/Land Condo (1554)	\$ 63,762,624	53
Single Family Residential (1554)	\$ 2,286,264,862	1,680
State (1555)	\$ 50	5
Stores, One Unit (1555)	\$ 1,946,558	2
Supermarkets (1555)	\$ 4,526,278	1
Timeshare (1555)	\$ 16,718,420	14
Townhouse (1554)	\$ 23,355,579	67
Two or More Houses (1554)	\$ 79,088,966	39
Utilities (1555)	\$ 707,174	1
Vac Unplatted <10 Ac (1554)	\$ 1,000	1
Vacant Commercial (1555)	\$ 1,551,720	4
Vacant Condo Common Area (1554)	\$ -	20
Vacant Institutional (1555)	\$ 4,939,740	6
Vacant Res. Tract/Unusable 10+ Ac (1554)	\$ 8,484	1
Vacant Residential Common Area (1554)	\$ -	26
Vacant Residential Platted (1554)	\$ 45,860,653	79
Vacant Residential Tract/Unusable (1554)	\$ 526,330	63
Vacant Residential w/Site Amen (1554)	\$ 6,775,570	9
Warehousing, Flex (1555)	\$ 1,858,822	1
<b>Total</b>	<b>\$ 6,030,760,518</b>	<b>5,583</b>

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## 2022 City of Holmes Beach Employment by Sector

City of Holmes Beach by SIC Codes	Businesses		Employees	
	Number	Percent	Number	Percent
Agriculture & Mining	4	1.3	17	0.9
Construction	9	2.9	136	6.8
Manufacturing	7	2.2	46	2.3
Transportation	10	3.2	26	1.3
Communication	0	0	0	0
Utility	0	0	0	0
Wholesale Trade	3	1	14	0.7
<b>Retail Trade Summary</b>	<b>85</b>	<b>27</b>	<b>757</b>	<b>38</b>
Home Improvement	7	2.2	44	2.2
General Merchandise Stores	2	0.6	14	0.7
Food Stores	6	1.9	142	7.1
Auto Dealers, Gas Stations, Auto Aftermarket	4	1.3	14	0.7
Apparel & Accessory Stores	5	1.6	42	2.1
Furniture & Home Furnishings	6	1.9	20	1
Eating & Drinking Places	32	10.2	325	16.3
Miscellaneous Retail	23	7.3	156	7.8
<b>Finance, Insurance, Real Estate Summary</b>	<b>55</b>	<b>17.5</b>	<b>328</b>	<b>16.4</b>
Banks, Savings & Lending Institutions	2	0.6	9	0.5
Securities Brokers	4	1.3	11	0.6
Insurance Carriers & Agents	3	1	11	0.6
Real Estate, Holding, Other Investment Offices	46	14.6	297	14.9
<b>Services Summary</b>	<b>85</b>	<b>27</b>	<b>550</b>	<b>27.6</b>
Hotels & Lodging	17	5.4	265	13.3
Automotive Services	2	0.6	4	0.2
Motion Pictures & Amusements	11	3.5	30	1.5
Health Services	7	2.2	50	2.5
Legal Services	1	0.3	4	0.2
Education Institutions & Libraries	3	1	57	2.9
Other Services	44	14	140	7
Government	6	1.9	120	6
Unclassified Establishments	51	16.2	0	0
<b>Totals</b>	<b>315</b>	<b>100.0%</b>	<b>1,994</b>	<b>100.0%</b>

Source: Copyright 2022 Data Axle, Inc. All rights reserved. Esri Total Residential Population forecasts for 2022.

## Vulnerability Analysis (Demographics)

Holmes Beach is experiencing an above average rate of growth. The City’s current population is 3,010 according to the 2020 U.S. Census and reflects a 21% percent decrease from the 2010 Census population of 3,800. Holmes Beach population density is approximately 1,576 persons per square mile. The median age in 2020 was 60.6 years and in 2022 is 64.6 years. Holmes Beach population by age distribution is shown in the following table.

Population Distribution by Age (2022)		
Age Group	Population	Percentage
0-4	45	1.5
5 to 9	59	1.9
10 to 14	62	2.0
15 to 19	67	2.2
20 to 24	58	1.9
25 to 34	145	2.4.8
35-44	181	6.0
45-54	310	10.2
55-64	620	20.4
65-74	857	28.2
75-84	458	15.1
85+	179	5.9
ESRI forecasts for 2022.		

### Farmworkers

There are no active agricultural operations or farmworker housing in the City. Holmes Beach, according to the Census Bureau, has no agricultural workers.

### Demographics – Languages of Population

Approximately 1.9% of the population in Holmes Beach can be considered a non-English speaking population (or persons where English is not their first language). There is little difficulty anticipated from this group as they are fairly acclimated to the communities in which they reside.

<https://data.census.gov/cedsci/table?q=language%20holmes%20beach,%20fl&tid=ACST5Y2020.S1601>

### Housing Types

There are approximately 4,163 housing units on the island according to the 2020 US Census. Most housing is single-family detached (37%), followed by condominiums (33%), and duplexes (16%) with other housing types (e.g., townhouse, etc.), making up the remaining (percentages are calculated from 2022 Manatee County Property Appraiser Data). In 2022, the U.S. Census American Community Survey (ACS) estimated the total mobile home population in Holmes Beach to be zero.

### Seasonal Residents

The number of seasonal residents in Holmes Beach can be approximately up to 7,182 visitors a year with the majority staying in a hotel/motel. Transient populations including

travelers are significant in Holmes Beach. There are approximately 223 hotel/motel beds available in the city. Hotel rooms in Manatee County have increased from 7,453 in 2015 to 10,400 in 2022.

### **Prison / Incarcerated Population**

Holmes Beach Police Department has no jail cells. Suspects would be moved to the Manatee City Sheriff's Office if being held or released for a weather event.

### **Population in Vulnerable Areas**

The entire City is within the AE and V FEMA Flood Zones and within Zone A for Hurricane Evacuation. The City's busiest time is between November and April annually; therefore, the annual June 1st through November 30th Hurricane Season impacts a reduced population. While this lowers the number of individuals that shall need to evacuate, it does yield an increased number of vacant units, with absentee owners, which are often not hurricane ready. The greatest concentration of population in Holmes Beach exists in the areas most vulnerable to impact from specific hazards, such as hurricanes, tornadoes, high winds, and transportation accidents / hazardous material spills.

This is further addressed in the Manatee County LMS, which identifies vulnerable areas and population, and recommends specific mitigation projects to avoid, minimize, or reduce damage. Awareness of potential population in vulnerable areas assists in planning for response and recovery.

### **Special Needs Population**

A person with special needs may be any age. Most are identified through their home-care agency. Some contact the Emergency Management directly. Manatee County has a Special Needs Plan to support this process. The Special Needs population varies but as of August 2022, there are 9 individuals registered with Manatee County Emergency Management that live within Holmes Beach.

Special needs registration is facilitated by Manatee City Emergency Management through a database of individuals requiring special needs transportation assistance and/or sheltering assistance in the event of an evacuation order. Information is accumulated from the Health Department, Health and Medical Providers, Manatee City School Board, durable medical equipment suppliers, home health agencies, and other sources. This effort is supported by the Manatee County Special Needs Plan. The potential for Persons with Special Needs to require assistance in a major disaster event is substantial. The hearing-impaired population (mostly elderly) shall be handled by the dispatch centers through the TDD equipment as needed.

Most persons assigned to a Special Needs Shelter are approved for that program because their medical condition requires them to be on required or life-sustaining medical equipment and/or are electrically dependent, and therefore must evacuate to a shelter where generator backup would be available in case of a loss of electricity. Some people who are not electrically dependent and are not able to perform their daily routine activities without assistance are also assigned to the Special Needs Shelter.

Special Needs – Acute Care. If the Health Department Medical Director determines that a person’s medical condition is beyond the care that can be provided to them in a Special Needs Shelter, they are assigned to an Acute Care Facility such as a hospital which requires them to obtain a pre-admit order from their physician to be used only in the event of a mandatory evacuation.

Special Needs - Public Shelter. Those persons who live in a mobile or manufactured home and are not electrically dependent, and their medical condition does not require either of the above shelters, are assigned to go to a public shelter and all public shelters are wheelchair accessible.

Special Needs - Stay at Home. Since Holmes Beach is located on a barrier island and in a hurricane evacuation zone, persons who are not electrically dependent, live in a site-built home, and are able to perform daily routine activities without assistance, are sometimes assigned to shelter-in-place and stay at home or with family or friends. This decision would be communicated from Emergency Management and shared with the public and dependent on the severity of the anticipated storm. In an abundance of caution, residents that choose to relocate inland with friends or family in site-built homes would be safer.

### **Per-capita Income – Holmes Beach**

The per capita income for Holmes Beach, as reflected in the 2022 ESRI forecasts for 2022, is \$77,360.

### **Property Values - Holmes Beach**

The City of Holmes Beach has 5,583 units valued (Property Appraiser Justified Value) of just over \$6 billion dollars (see following table).

## City Emergency Management Support Facilities

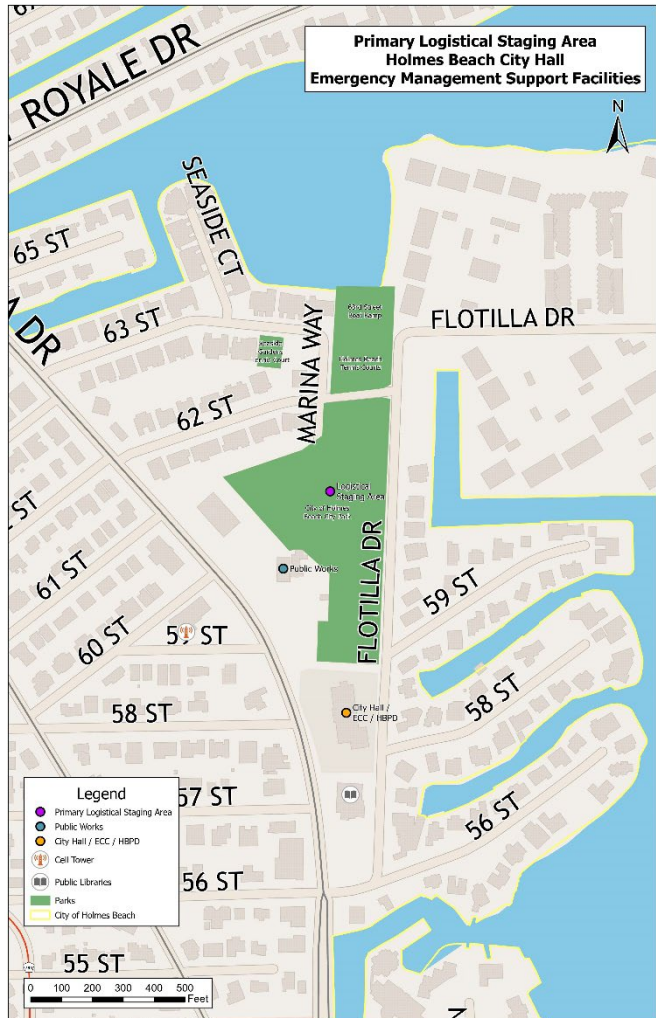
The following facilities support emergency management operations and resources. Essential services and functions for survivor sustainability, continuation of public safety actions, and disaster recovery are performed or provided. They also include “lifeline” infrastructure essential to the mission of critical facilities such as water, power, and sewer.

Holmes Beach Emergency Management maintains the critical facilities database with a more complete county-wide list maintained by Manatee County. Data is updated annually, included in the Manatee County LMS, and provided to the State of Florida, Division of Emergency Management.

The Logistical Staging Areas for Holmes Beach are listed below. Detailed information regarding the sites is on file with Holmes Beach Emergency Management (full size map in Appendix C).

### Primary Logistical Staging Area:

Holmes Beach City Hall  
**Lat/Long:** 27°30'35.4"N  
82°42'51.0"W  
5801 Marina Drive  
**USNG:** 17RLL5898120860  
Holmes, Beach



## Primary Helicopter Landing Zones for Rapid Impact Assessment Teams

City Hall Field

**Lat/Long:** 27°30'35.4"N

82°42'51.0"W

5801 Marina Drive

**USNG:** 17RLL5898120860

Holmes, Beach

**Note:** In a real-world incident, the emergency helicopter landing zones shall be determined by the Operations Section Chief or the appropriate responsible stakeholder at the time.

This map is also located in Appendix B – Map of Primary Emergency Helicopter Landing Zones.



# Concept of Operations

## General

Emergency Operations span three separate but contiguous phases: emergency response, recovery, and mitigation phases of a disaster. For the purposes of this plan, this concept of operations shall focus on emergency response and relief

efforts and measures to be taken for a smooth transition into intermediate and long-term recovery from a major or catastrophic emergency. The Emergency Operations Center (EOC) serves as the central point of communicating, coordinating, and facilitating emergency-related operations, activities, and requests for deployment of resources. In addition, the scope of these operational concepts and response actions shall include:

SEE THE CITY'S CONTINUITY OF OPERATIONS PLAN (COOP) FOR DETAILED DEPARTMENTAL TASK AND CHECKLISTS BY TIMEFRAME PRE- AND POST-DISASTER.

- Providing emergency notification and warning.
- Describing emergency mobilization procedures.
- Delineating emergency decision-making processes.
- Describing types and methods of implementation of emergency protective actions.
- Conducting rapid assessments of emergency impacts and immediate emergency resource needs.
- Providing security for the hardest hit areas.
- Coordinating information and instructions to the public.
- Conducting emergency relief operations to ensure survivors have been identified and that their needs are met.
- Conducting initial damage assessments to determine the need for federal assistance.
- Summarizing procedures for requesting federal disaster assistance.
- Relaxation of protective actions and coordination of re-entry into evacuated areas.
- Restoration of essential public facilities and services.
- Preparing for federal disaster assistance (public and individual).
- Coordination of resources and materials.
- Coordination of volunteer organizations.
- Dissemination of information and instructions to the public.
- Restoration of public infrastructure damaged by the emergency.

In the event the EOC is threatened, an Alternate EOC is activated. The locations of the primary and secondary EOC are listed below:

<b>Primary EOC:</b>	<b>Alternate EOC:</b>
City of Holmes Beach City Hall 5801 Marina Drive Holmes Beach, FL	State College of Florida (SCF) 5840 26 <sup>th</sup> St. W Bradenton, FL

The City must be able to respond quickly and effectively to developing events. When an incident or potential incident is first detected, the EOC initiates Level III activation (monitoring). Communications is maintained between the City EOC and the County EOC.

While emergency response actions necessary to protect public health and safety are being implemented, the Executive Policy Group shall coordinate with the Emergency Management Director/Police Chief, who shall work with the EOC staff to prepare to facilitate the rapid deployment of resources, activate the City's Emergency Operations Center if necessary, and implement this plan. In a County-wide emergency, Manatee County Emergency Management staff, EOC Command and General Staff shall contact the designated emergency coordinators in affected municipalities to begin to identify needed and anticipated resources and establish points-of-contact. Resource requests, which exceed the capability of the City, shall be forwarded to the County.

The goal for each EOC position is to have at least three individuals who are fully trained and capable of performing their duties and responsibilities in the EOC. It may be essential to staff two shifts per day in the EOC for each activated position. Realizing of course, that each situation is different and depending on the scope of the disaster/emergency, not all positions may be activated or require 24-hour staffing. It is expected that due to the size of the city and availability of staff, outside resources would be necessary to conduct 24-hour staffing after 2 days in anything more than a minor disaster.

Although the EOC shall not operate under the traditional ESF structure due to the limited scope of the staffing in Holmes Beach, the same functions necessary within the city shall be handled in a hybrid branch structure, i.e., Human Services, Emergency Services, etc.

To provide for effective coordination between the Mayor, Commission, Department Heads, City staff, and the news media, the Emergency Operations Center (EOC) shall be established in the following areas:

Conference Room (City Hall) - Operations Room for use by the City Mayor and Department Heads for coordination and direction of emergency operations.

Mayor Office (City Hall) - for use by the Mayor and Commissioners for formulation of policy for conduct of emergency operations.

Police Station Dispatch- message center for City EOC operations for receipt of incoming messages, telephone calls and electronic communication.

Emergency Management Director/Police Chief's Office – communications room for coordination with Manatee County EOC.

Auditorium (City Hall) - for use by the news media for receipt of information from the Mayor, Emergency Management Director/Police Chief, or designated staff member, concerning emergency operations.

### **City EOC Activation Levels**

Level Green: Normal everyday operations (State & County this is Level 3 - Monitoring)

Level White: State Level 1 (Awareness) A period of time approximately 72 hours prior to predicted landfall, lasting for approximately 12 hours of assessing and monitoring. Appropriate agencies to be made aware of the situation. (Tropical storm threatening U.S.). (State & County this is Level 2 – Partial Activation)

Level Blue: State Level 2 (Standby) A period of time approximately 60 hours prior to landfall, lasting for approximately 12 hours of accelerated preparedness actions for emergency and vital services. (Partial EOC activation, Tropical storm formation threatening U.S.). (State & County this is Level 2 – Partial Activation)

Level Yellow: State Level 3 (Decision / Preparedness) A period of time approximately 48 hours prior to predicted landfall, lasting for approximately 12 hours. The decision on when to evacuate should be made early on in this level and public notification and request for early evacuation be made. Re-analysis of all factors should be made and preparations for placing emergency crews and resources during this time. (Full EOC activation. Tropical storm threatening Manatee County). (State & County this is Level 1 – Full Activation)

Level Red: State Level 4 (Evacuation) A period of time approximately 24-36 hours prior to predicted landfall when Manatee County officials announce the official evacuation process is complete or until sustained winds reach 39 mph (State & County this is Level 1 – Full Activation).

Evacuation: A period of time beginning immediately after the cessation of sustained 40 mph winds, lasting from a few days to several weeks, whereupon Manatee County officials initially assess, evaluate and prioritize the damage situation (State & County this is Level 1 – Full Activation).

## **Alternative Emergency Operations Center (AEOC)**

The purpose of the AEOC is to provide an area for conducting emergency operations when it is no longer possible to use the Holmes Beach Emergency Operations Center (EOC). In most cases, the SAEOC would only be activated when hurricane and severe flooding conditions affect our city. **Refer to the City’s COOP Plan for specific details on the AEOC.**

The AEOC is being operated by SCF and shared, by mutual agreement, by the cities of Bradenton, Holmes Beach, Bradenton Beach, and Palmetto. At the time any of the cities activates the AEOC, the other two cities and Manatee County Emergency Management shall be notified.

Another AEOC is the West Manatee Fire Rescue District Administration Building located at 701 63rd St. W., Bradenton, FL 34209, phone (941) 761-1555. This was known years ago as the “BIEOC” or “Island EOC” and can include all island cities of Bradenton Beach, Holmes Beach, Anna Maria, and the Town of Longboat Key.

## Mission Tracking

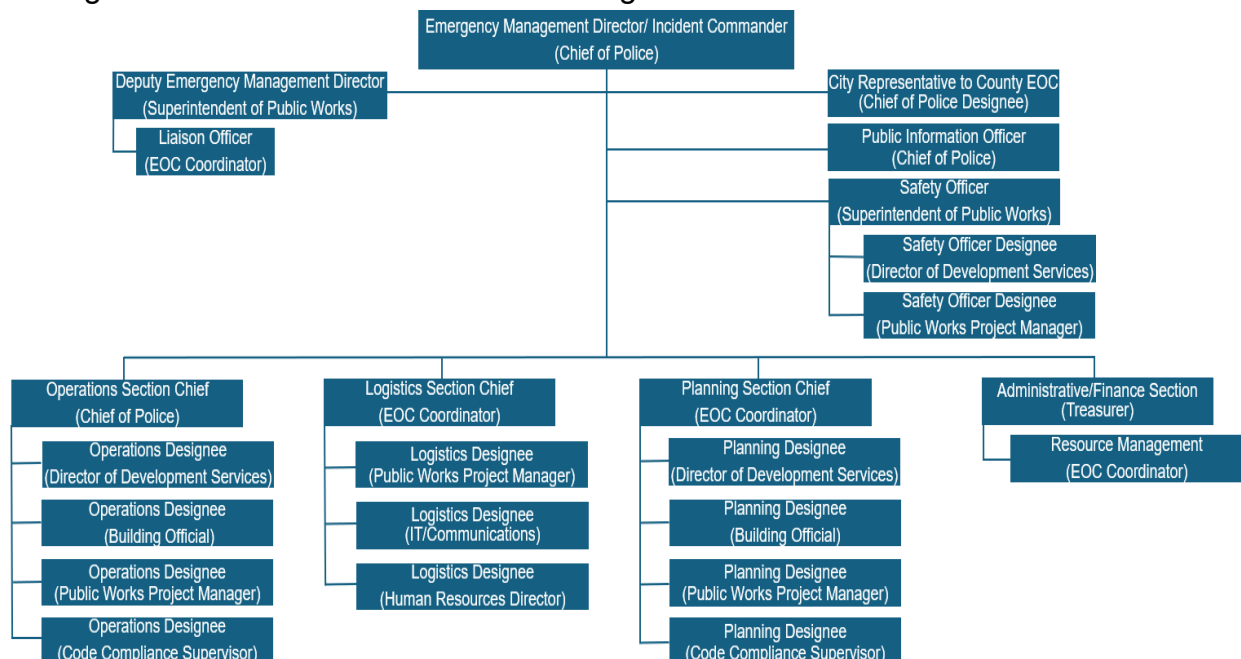
A City staff person shall be designated the Documentation Unit Leader in the EOC. This person is responsible for mission tracking. This person ensures all operations and departments fill out their ICS 214 forms and acts as the general historian of the EOC taking minutes throughout the activation. Mission tracking is accomplished in the following order:

1. The information/request/need is reported to the EOC.
2. A call-taker records the information on a form.
3. The call-taker relays the information to the Emergency Management Director/Police Chief for assignment as well as the Documentation Unit for entry into the EOC Task Log.
4. The Emergency Management Director/Police Chief shall determine the resource needs of the mission and determine if resources are available to accomplish the mission.
  - a. If resources are available, the mission is assigned to the appropriate unit or City department.
  - b. If resources are not available, the resource ordering process is implemented as outlined the Logistics Section.
5. Upon completion of the mission, the assigned unit or department shall notify the Emergency Management Director/Police Chief who shall in turn notify the Documentation Unit to update the EOC Task Log.

## Assignment of Responsibilities

A department or agency may be designated as the Primary agency for several reasons. The agency may have a statutory responsibility to perform that function, or through the agency may have developed the necessary expertise to lead the branch.

Upon activation of the EOC, the lead agencies shall designate a representative in the EOC. It is up to the primary agency's discretion as to how many, if any, support agencies they shall require present with them. However, due to the limited space available in the EOC, the attendance of support agencies should be closely coordinated with the Emergency Operations Director/Police Chief in the development of emergency operating guidelines. The following graphic (also in Appendix G) shall be utilized by the Emergency Management Director/Police Chief in staffing the EOC.



The City shall respond to local requests for assistance. Within the EOC, requests for assistance shall be tasked for completion. The primary agency shall be responsible for

coordinating the delivery of that assistance. The Emergency Management Director/Police Chief or designee shall issue mission assignments to the primary departments based on the identified resource shortfall. Resource tasking shall be accomplished on a mission assignment basis. This means that a local government's resource shortfall shall be addressed by assigning a mission to address the shortfall rather than tasking specific pieces of equipment or workers.

The primary department or agency shall be responsible for identifying the resource or resources that shall accomplish the mission and coordinate the delivery of that resource to the local government.

## **Plan Activation & Department Responsibilities**

Holmes Beach shall activate the Emergency Operations Plan (EOP) in the event of any of the following:

- This plan shall be activated pursuant to Chapter 252, Florida Statutes, to ensure the health, safety, and welfare of the community.
- When the Mayor or the Board of City Commissioners declares a Local State of Emergency for Holmes Beach, the plan shall be activated.
- Upon a declaration of the state of emergency by the Governor, as provided by Chapter 252, Florida Statutes, the plan shall be activated by the Mayor or designee.
- Whenever emergency response actions are required for the immediate protection of life and property prior to the proclamation of a local state of emergency, the plan shall be activated.

Government officials at all levels share responsibility for the planning necessary to minimize losses and provide relief from disasters. Responsibilities for emergency actions and for the direction and control of emergency operations rest with the governing body of the jurisdiction affected. Full, cooperative, and unified participation by government, private and volunteer organizations, at all levels, is required for an effective response capability. All City and County departments, and other organizations and agencies providing support during disaster, are responsible for the preparation of internal operating procedures, which implement assigned functions outlined in this plan.

All departments not assigned a specific function is to provide staffing support to disaster relief, recovery operations and specialized teams.

City workers must be prepared to render extraordinary service in response to disasters. Workers may be required to be on duty before, during, and after a disaster, as directed by their department.

Department Heads shall, not less than annually, review applicable disaster operations plans and designate each of their workers to one of the following categories:

- Primary Workers: Essential employees who must be immediately available to their departments before, during, and after a disaster.

- Secondary Workers: Workers directed to go home before the storm, but required to report for work as soon as conditions permit (i.e., winds subside, roads are sufficiently clear for safe passage, etc.).

The City shall:

- Ensure that plans are accessible to support workers and their families.
- Assist workers and their families to obtain relief supplies.
- Assist workers who sustain major losses to file insurance claims; obtain federal assistance, as available; and to meet temporary housing needs.
- The City shall make the necessary arrangements to provide shelter space for Emergency Critical Workers and their families. Respective departments are responsible for ensuring that all workers designated as Essential Employees are made aware of the availability of shelter for their families.
- The Human Resources Director shall be responsible for assisting workers with support in obtaining relief supplies, filing insurance claims, obtaining federal assistance to the extent available, and meeting temporary housing needs in the aftermath of a disaster.

The following is the organizational chart for the City post-EOC activation.

A more detailed organizational and command chart in Appendix E. The following duties and responsibilities apply to the officials, departments, and/or agencies indicated:

**Commission:**

- Be acquainted with the contents of this plan.
- Provide for the continuity of effective and orderly City government as prescribed by the City Charter.
- Render public policy decisions and act on such legislative matters as necessary to deal with disaster-related issues, as provided by the City Charter.
- Be prepared to assume emergency legislative duties, if required.

**City Mayor:** Person with overall responsibility for coordination of response and recovery operations.

- Be acquainted with the contents of the related plans EOP, Disaster Debris Management Plan, and COOP.
- Promulgate emergency operations plan to safeguard the lives and property of the citizens of Holmes Beach.
- Serve as the City Executive Director of Emergency Management.
- Provide executive direction and guidance necessary to promulgate this Emergency Operations Plan.
- Ensure active participation of all required City departments in the development and implementation of this plan.
- Inform City Commission of ongoing emergency operations during local disasters and hurricane preparations.
- Ensure that plans include the securing and/or movement of City workers and

equipment from threatened areas to safe areas, and that provisions are made for the continuance of effective governmental control after disasters and during recovery.

- Order activation of Emergency Operations Center (EOC) and ensure required workers are provided for City EOC staff.
- Direct conduct of emergency operations of City government.
- In coordination and cooperation with the Manatee County Board of County Commissioners direct and compel the timely evacuation of citizens from any stricken or threatened area within the City for the preservation of life or other disaster mitigation, response, or recovery needs.
- Authorize acquisition of additional resources and assistance as needed.
- Execute agreements with county, state, and federal disaster agencies, as required.
- Facilitate City EOC staff briefings/status reports as deemed necessary for effective operations.
- Authorize the return of citizens to evacuated areas after the threat of danger has passed, as coordinated by City EOC Director with law enforcement and Sheriff's Department.
- Oversee preparation of reports necessary for disaster reimbursement funds.

**All Department Heads:** A core group of individuals comprised of the Chief of Police (Acts as Emergency Management Director/Police Chief during Pre- and Emergency Response phases of emergency), City Treasurer, City Clerk, and the Superintendent of Public Works (acts as Emergency Management Deputy Director during all phases of emergency).

- Be acquainted with the contents of the related plans EOP (Basic Plan, Mitigation, Recovery, and Hurricane Plan), Disaster Debris Management Plan, and COOP.
- Utilize checklists in COOP (these checklists while focused on hurricanes can be modified for other types of emergencies)
- Provide necessary direction and guidance to develop and annually update a department disaster support plan.
- Plan for the safety and protection of workers, facilities, equipment, and critical city records.
- Plan for the continuation of department services to the maximum extent possible concurrent with disaster operations.
- Notify the City Mayor and Police Chief of disaster situation.
- Furnish home telephone numbers of Department Heads and their alternates to Police Chief and maintain list of home telephone numbers of all workers for notification to report for duty, if required during disaster operations.
- Maintain resource list for equipment, supplies and workers that may be needed during disaster operations.
- Upon activation, designated Department Heads are to report to the City Emergency Operations Center (EOC).
- Maintain accurate records of all workers, supplies, and equipment used in disaster operations.
- Department Heads shall be expected to provide the following support:

- Appoint qualified alternates for emergency work.
- Develop and implement organizational response and recovery plans and procedures in support of emergency operations.
- Establish procedures to provide for staff members to be available on a 24-hour basis for emergency assignment.
- Maintain a current inventory of key organizational workers, facilities, and equipment.
- Identify sources of additional workers, facilities, and equipment necessary to augment disaster operations. If appropriate, negotiate, coordinate, and prepare mutual aid agreements and/or contingency contracts.
- Develop and implement policies and procedures to inform and keep departmental workers aware of their disaster roles and responsibilities.
- Make staff available for training.
- Establish procedures for assessing damage to departmental facilities and injury to workers.
- Provide information to the EOC in a timely manner.
- Carry out to the best of their ability response and recovery.
- Establish policy and procedures for the identification and preservation of essential records to facilitate the re-establishment of normal and following a disaster operation.

#### **All Departments:**

- Essential employees shall report for duty from furlough during disaster operations as directed by the Department Head.
- Essential employees may be recalled from furlough to duty based upon the type and severity of the emergency.
- During a hurricane threat, all workers shall make themselves available for duty.
- Workers shall be permitted to plan for the safety of their families prior to reporting for duty.
- Upon issuance of a Hurricane Watch, workers are responsible for making sure the Department Head shall contact him/her.
- If workers are expected to be away from home, the Department Head must be provided with alternative means of contact (cellular phone, pager, alternate phone number, email).
- If a worker is away from telephone contact, they should plan with the Department Head to periodically check in to receive status updates.
- Failure to report for duty, as directed by the Department Head, may result in disciplinary action or dismissal.
- All departments shall identify designated items for removal with special hurricane identification stickers. Indicate the department name and location on the sticker. Assist in the coordination of removal and loading of designated items for evacuation.
- Be prepared to staff offices for extended hours and assume other than normal duties to perform disaster operations support tasks, as directed by the City EOC.

**Police Chief:**

- Serves as the City's Emergency Management Director.
- Be prepared to set up the Emergency Operations Center (EOC) at the city hall and provide facility operations support, as required.
- Activate emergency plans, City EOC, or portions thereof, whenever a situation warrants.
- In coordination with Manatee County Emergency Management, develop, update, and coordinate emergency plans and Standard Operating Procedures for response and recovery activities.
- Notify the City Mayor, the Board of City Commissioners, and appropriate Department Heads of disaster situation.
- Maintain communications with Manatee County Emergency Management and adjacent municipalities. Provide information for the City Mayor and Department Heads prior to, and during any emergency/disaster.
- Provide updated information to maintain current and workable plan for emergency operations of the City of Holmes Beach.
- Coordinate Damage Assessment Team following disaster.
- Develop and present the annual Hurricane Awareness Program.

**Police Department:**

- Responsible for all Police Department operations.
- Provide law enforcement, traffic, and crowd control, restrict access and provide security to designated disaster area(s).
- Assist in public notification of evacuation order and establish traffic control points to aid in orderly evacuation and return of evacuees.
- Assist Fire Department in search and rescue operations, as necessary.
- Coordinate re-entry operations with Manatee County Sheriff's office and Bradenton Police Department following hurricane evacuations.

**Public Works:**

- Take necessary steps to ensure that city facilities are prepared and secured for disasters.
- Provide workers, vehicles, and equipment for debris clearance, barricading impassable streets and secured areas and for mechanical repairs to city vehicles and equipment.
- Plan for movement and security of designated workers and equipment to Alternate EOC (AEOC) for protection prior to arrival of hurricane force winds (see COOP Plan)
- Arrange for acquisition and staging of necessary rental equipment such as front-end loaders and transport/storage vans.
- Provide vehicle repair and refueling capability.
- Assist Police Department in search and rescue operations, as necessary.
- Restore normal operations as soon as possible following disaster.
- Establish procedures and provide workers in support of debris clearance and removal operations and temporary debris storage sites.

**Causeway (State / FDOT):**

- Implement FDOT Bridge Plan.
- During disaster operations, drawbridge openings shall be kept to a minimum to provide access to incoming emergency equipment and smooth traffic flow to mainland.

**Building Department:**

- City's Building Department workers (and contractual agents) shall inspect damaged buildings for structural stability.
- Establish procedures for issuance of building permits to facilitate emergency repairs / rebuilding /or building new following a disaster.

**Treasurer / Finance:**

- Provide procedures for emergency acquisition of necessary equipment and supplies for disaster operations.
- Maintain accurate records of expenditures incurred during disaster operations.
- Prepare reports for disaster reimbursement funds.

**Human Resources:**

- Provide procedure for smooth transition of all workers functions both during and post-emergency.
- Maintain accurate records of all staff leave time, payroll, and changes in personal information.
- Provide for removal and safe storage of workers records and documents.
- Establish and maintain a City Employee Information Hotline telephone service.
- Plan for and be prepared to assist City workers who are disaster victims to obtain relief supplies, file insurance claims, obtain federal assistance when and where applicable, and meet temporary housing needs.

**City Clerk:**

- Coordinate removal of vital records to designated safe location (see COOP Plan).
- Provide support to the City Mayor and Mayor/City Commission to draft and enact resolutions, proclamations, ordinances, declarations of state of local emergency, emergency procurement, etc.

**First in Team:**

As soon as possible, following a disaster situation, the First in Team shall conduct a survey of the city to ascertain and report on the extent of damage and need for assistance. The First in Team shall consist of:

- Police
- Fire
- Public works
- Utility Company if available

When and if a disaster declaration is made, costs related to the operation may be eligible for full or partial reimbursement by the Federal Emergency Management Agency (FEMA) and State of Florida Division of Emergency Management. Upon activation of emergency operations, all departments shall begin to fully document all activities related to the disaster, including but not limited to: workers assigned, time involved, supplies and equipment used, any outside assistance used. Workers costs include all regular and overtime hours and benefits paid during the disaster operation. It is critical for all staff once an emergency is declared to be utilizing ICS 214 forms and work reports for this purpose.

## County/City Department Coordination

Note: All CITY departments are responsible for internal preparations, damage assessment, and recovery.

COUNTY DEPARTMENT	CITY DEPARTMENT	EOC	RESPONSE FUNCTION	RECOVERY FUNCTION
Public Safety Dept. – Animal Services			Large Animal Evacuation Sites	Animal Collection
IT – GIS section	Public Works & Community Improvement	X	GIS/Maps	GIS/Damage Assessment
Development Services - Building	Building, Code Compliance, DDS	X	DRRA 1206	Damage Assessment
Community Services Dept.	Building, Code Compliance, DDS	X		Damage Assessment
Community Services Dept. / County ESF function				Price Gouging
County Administration			Employee Shelter	Employee Shelter
Development Services - Building	Building	X		Building Permits
County ESF function			Warn Business Community	Economic Redevelopment
Public Safety Dept. – Emergency Communications	Fire, Police, & IT	X	Normal	Normal
Public Safety Dept. – Emergency Management	Fire Chief	X	Management of EOC	Management of EOC
Public Safety Dept. – EMS / Fire Admin	Fire District	X	Support to Shelters	Search and Rescue
Natural Resources Dept. - Environmental Management	Public Works			Assess Impact
Public Works - Fleet Management	Public Works	X	Protect Fleet/Fuel Generators	Repairs to Fleet/Generators
Property Management	Public Works	X	Protect Key Facilities	Repairs to Buildings
County Attorney / Clerk of Court; Justice Coordination	City Attorney	X	Liaison with Judicial System	Reestablish Judicial System
Financial Management Dept.	Treasurer	X	Track Expenses	Recover Funds (FEMA)
Parks	Public Works	X	Prepare Parks & Recreation Facilities	Staging Areas & Point of Distribution (POD)
Development Services – Comprehensive Planning Div.	DDS	X		Post Disaster Redevelopment
County Administrator - Public Affairs	IT/Public information officer	X	Public Information	Public Info
Public Works	Public Works	X	Support Search and Rescue	Debris Clearance/Removal

<b>COUNTY DEPARTMENT</b>	<b>CITY DEPARTMENT</b>	<b>EOC</b>	<b>RESPONSE FUNCTION</b>	<b>RECOVERY FUNCTION</b>
			Emergency Procurement	
Financial Management - Purchasing	Treasurer	X	Emergency Needs and Emergency Procurement	Emergency Needs and Emergency Procurement
County Attorney's Office - Risk Management	City Attorney	X		Damage Assessment
Community Services		X	Support to Shelters	Human Needs
Utilities	Public Works	X	Support Evacuation	Service Restoration/Debris Removal
Community Services Dept. - Veterans Services				Human Needs
County ESF function - Volunteer Services		X	Manage Assigned Shelters	Volunteers & Donations
Clerk of the Court	Finance & Workers	X	Track Workers Hours	Emergency Payroll
IT	Digital & Media Strategist, Treasurer, Dispatch Supervisor	X	Maintain Computer Network	Restore Computer Network
Human Resources	Human Resources	X	EOC Support	Employee Support
Sheriff's Office	HB Police	X	Evacuation & Traffic Control	Security/Re-Entry
Risk Management	City Clerk		Initial Insurance Adjusting	Initial Insurance Adjusting

# Public Warning and Dissemination

## General

The purpose of this section is to outline the systems available for warning the responsible government officials and the public of the threat of an impending disaster or that an actual emergency is in progress in the City.

## County Warning Point

The County Warning Point is the Manatee County Public Safety Department and is staffed 24 hours a day, 7 days a week. The County Warning Point is located at the Public Safety Center, 2101 47<sup>th</sup> Terrace East, Bradenton, Florida and is co-located with the Emergency Management Division. The County Warning Point has communication systems to adequately send and receive warning information to and from all relevant sources.

- ***City Warning Point Phone # 941-749-3500 x1677***

Holmes Beach Police Department has a Dispatch Center with two dispatchers per shift and a day shift supervisor. The system used is the same system as Manatee County for interoperability. This dispatch center shall serve as the City Warning Point.

## Alerting

Upon the receipt of notification of any such significant event, the Communications Supervisor or on-duty Communications workers shall implement the procedure appropriate to the incident (weather, fire, hazardous materials, mass casualty incidents, etc.) The on-duty Communications Supervisor or his/her designee shall alert the Emergency Management Director/Police Chief or designee as needed. The Director or their designee may advise that one, or a combination of the following actions, be initiated by the on-duty Communications Supervisor or designee as the City Warning Officer:

- Holmes Beach shall reach out to Manatee County Emergency Management to call identified geographic areas of the City to notify the citizens of a possible emergency.
- Notify the County Warning Point or State Watch Office (SWO), via landline telephone, cellular phone, or satellite communications.
- Notify one or more designated agencies of City government or political subdivision(s).
- Initiate a partial or full call-out-alert.

Upon notification of an emergency or disaster situation, the Emergency Management Director/Police Chief or designee is responsible for disseminating warnings to:

- Selected City Administration workers.
- Mayor (or designee) and Board of City Commissioners.
- The primary agency contacts.

The Emergency Management Director/Police Chief shall report to the EOC to supervise activation procedures for an actual or impending emergency. Key warning workers shall

coordinate with adjacent jurisdictions using telephone, radio, courier, or any other means necessary and available.

The primary agency contact shall contact all the support agencies. All agencies shall notify their workers to begin activation procedures and implementing SOGs. The City Emergency Operations Center shall be activated under the following levels of activation:

### **EOC Levels of Activation**

The City has established an Emergency Operations Center (EOC) and an alternate EOC (aka AEOC). EOCs should be activated whenever a localized incident exceeds the on-site capabilities of the Incident Commander's span of control, or whenever the County EOC is activated.

Upon activation of the City EOC, the City Mayor, department heads, and designated staff shall be notified to report to the City Hall Conference Room.

The Mayor, or his/her designee activates the Emergency Operations Center, in the event of a major emergency or disaster affecting the City of Holmes Beach. The Chief of Police shall provide direction and control for all City EOC operations.

There shall be at least one representative from each department, in the City EOC, to provide information and coordinate response actions. Full or partial Emergency Operations Plan implementation and the simultaneous full or partial activation of the City EOC shall also vary, depending on the magnitude and severity of the disaster. The county uses graduated response levels for varying levels of events. An event may start relatively small and escalate through four different activation levels sequentially, or it may be so dynamic that federal resources become an immediate need. They are:

**Level III – Monitoring Activation:** A Monitoring Activation Level shall be implemented, whenever the Chief of Police receives notice of an incident, which may escalate to threaten public safety. In this case, additional county staff may augment Emergency Department Staff.

**Level II – Partial Activation:** The Chief of Police or Incident Commander (or their designees) order a partial EOC activation. Only those ESFs impacted by the hazard, or involved in the response, shall be represented at the EOC. The Emergency Management Director/Police Chief may use partial activations, before or after full activations.

**Level I – Full Manatee County Activation:** A full Manatee County activation may be implemented for an incident that overwhelms local resources and requires extensive mutual aid and/or state assistance. All ESFs and the supporting elements may be staffed 24 hours per day.

The following table is an example for illustrative purposes based on an EOC organized consistent with ICS. Minimum staffing levels may vary based on method of EOC organization, number and types of high-risk, high impact hazards, and other factors.

Level	Description	Minimum Staffing Requirements
3 (Monitor)	Small incident or event One site Two or more agencies involved Potential threat of <ul style="list-style-type: none"> <li>• Flood</li> <li>• Severe storm</li> <li>• Interface fire</li> <li>• Escalating event</li> </ul>	EOC Manager Public Information Officer (PIO) Liaison Officer Operations Section Chief Planning/Documentation Unit
2 (Partial)	Moderate event Two or more sites Several agencies involved Major scheduled event (e.g., conference or sporting event) Limited evacuations Resource support required	EOC Manager Public Information Officer Liaison Officer Section Chiefs (as required) Limited activation of other EOC staff (as required) Planning/Documentation Unit
1 (Full)	Major event Multiple sites Regional disaster Multiple agencies involved Extensive evacuations Resource support required	EOC Manager Policy Group All EOC functions and positions (as required) Planning/Documentation Unit

*Warning to the General Public*

Holmes Beach must provide the public with sufficient advance warning time for effective preparation and emergency plans to be implemented. Live updates on local weather conditions and protective actions shall be broadcast. The following warning systems are available to disseminate warnings and warning information to the public:

- Emergency Alert System (EAS)
- Emergency Notification System (ENS)
- FEMA’s IPAWS
- Websites:
  - <https://www.holmesbeachfl.org>
  - [https://www.holmesbeachfl.org/departments/police\\_department/public\\_safety\\_websites.php](https://www.holmesbeachfl.org/departments/police_department/public_safety_websites.php)
  - [https://www.holmesbeachfl.org/departments/police\\_department/hurricane\\_preparedness.php](https://www.holmesbeachfl.org/departments/police_department/hurricane_preparedness.php)
- Holmes Beach Social Media, i.e., Holmes Beach Police Department Facebook page
- Email/Fax to media and local businesses (via ESF-8 & Chambers of Commerce)
- NOAA Weather Alert Radio
- Cable television
- Area radio stations
- Volunteer Radio Groups
- Public Speaking Events
- Public Displays

- Public Address or Door to Door, if needed

Cable providers have an information channel on cable which can be accessed by residents and hotel/motel visitors. Telephone call notification can be accomplished by utilizing resort security officers and Chamber of Commerce workers to contact motels/hotels, and other businesses that cater to seasonal or transient populations.

### **Emergency Decision Making**

Two key elements that are essential for making sound emergency decisions are: knowing the amount of time that is needed to respond to an emergency and the amount of resources that are needed and available. When making emergency action decisions the following general methodology shall be used:

1. In hurricanes or weather-related emergencies, pre-emergency hazard times are computed based on a hurricane or severe storm tracking. These times, therefore, are based on the actual characteristics of the event (i.e., forward speed of the storm and the distance tropical storm conditions extend from the eye). Total evacuation times are the combination of the clearance and pre-emergency hazard times.
2. The probabilities generated by the National Weather Service (NWS) shall be considered when recommending protective measures. These probabilities are simple mathematical odds deduced from computer weather models.
3. Pre-emergency hazard time is the amount of time between the onset of the event and the actual arrival of hazardous conditions.
4. After determining the total pre-emergency time and the length of time before the arrival of hazardous conditions, a projection is made of when a decision must be reached. This is decision time.
5. Decision time is the amount of time available before the issuance of protective actions to allow adequate response time for the threatened population.
6. Execution time is the time available that allows for the completion of an emergency action before hazardous conditions are experienced. This would include mobilization time.
7. During the process of decision making, determination for the issuance of protective actions and furnishing of assistance shall be based on the following priority:
  - Life-Threatening circumstances - A problem is directly linked to life-threatening circumstances; such requests shall receive priority.
  - Protection of Property - A threat exists for large-scale damage to property.
8. Operational responses to the above situations shall be based upon the following:
  - Availability of Resources – Assess the availability of resources, consider anticipated problems, and identify the most effective method of meeting the request.
  - Location of Resources – Identify the closest available resources.
  - Arrival Time – Estimate the time of arrival of resources.

## Protective Actions

When the City is threatened by a significant natural or manmade threat, it is the responsibility of the Emergency Management Director/Police Chief to evaluate the hazard and vulnerability to determine the most appropriate protective action decisions. Based upon the real-time hazard vulnerability analysis, the Emergency Management Director/Police Chief shall mandate any or multiple of the following protective actions be issued:

- **Evacuation:** The safe movement of vulnerable populations and animals from high-risk areas to safer locations. Evacuation planning shall also involve consideration of safe re-entry guidelines (see following section).
- **Shelter-In-Place:** An executive order which restricts the movement of at-risk populations and requires them to remain within structures that can provide protection from exterior hazards (i.e., hazardous materials plumes or contagious persons).
- **Quarantine:** An executive order that restricts the movement of persons currently well but known or suspected to have been in contact with contagious persons and may, therefore, become contagious in the future. Quarantine may involve voluntary or involuntary restrictions within a designated facility.
- **Isolation:** An executive order that restricts the movement of at-risk populations to segregate ill, infectious, and/or contaminated persons to prevent contamination / disease transmission to others.
- **Re-entry:** A process to permit persons into an impacted area as hazardous conditions are remediated, and public safety is re-established. Re-entry may be phased and/or time restricted.
- **Curfew:** An executive order that restricts the movement of persons within a specified geographic region during specified periods of time.
- **Restrictions:** An executive order may restrict the sale, purchase, or possession of alcoholic beverages, firearms, or flammable substances.

## Evacuations

One of the most critical requirements in preparing for and responding to emergencies and disasters is the development of detailed plans and procedures for the evacuation of residents from threatened areas during localized disasters and the mass evacuation of large segments of the population resulting from a hurricane, significant flooding, hazardous materials incident, or a wildfire event.

Most evacuations shall be local in scope and an emergency response incident commander shall initiate actions following a decision. In such cases, the actions shall be coordinated and administered by emergency response officials using local resources in accordance with operational procedures. During any municipal administered event that does not require activation of the EOC, Emergency Management shall assist under the normal statutory authority through coordination. However, in the event of a multi-jurisdictional operation, the Elected Mayor shall issue a declaration of a local state of emergency and evacuation order in support of a municipality. This decision shall be made following consultation with the Emergency Management Director/Police Chief and representatives of the jurisdictions involved.

All municipal assistance and support of such actions shall be coordinated from the City EOC under the direction of the Emergency Management Director/Police Chief. Decisions on issues, such as recalling essential furloughed workers; determining evacuation routes; directing people caught on evacuation routes to safe shelter; ensuring the sufficiency of fuel; and addressing any matters relative to the ordered protective actions shall be made by the appropriate functional groups in the EOC.

The evacuation routes are simple for Holmes Beach as there are only two roads that can be accessed to leave the area that allow ingress and egress onto the island: SR-64 and SR-684.

Local action for evacuation and re-entry is under the control of the Holmes Beach Police Department. Identification passes are provided to residents when they evacuate to assist with re-entry post-event. Priority is given to residents, then business owners then boat owners. Regional evacuation shall be coordinated utilizing the existing Regional Hurricane Evacuation Plan.

### **Issuing an Evacuation Order**

A Local State of Emergency shall be declared whenever an evacuation is ordered, normal community functions are severely disrupted, Manatee County Government or Holmes Beach requires significant outside assistance, or as deemed necessary. Where time permits, a Local State of Emergency shall be declared by the Mayor of Holmes Beach. It is the intent of the City to designate the Mayor to declare a Local State of Emergency in the event of a natural or man-made disaster or emergency, or the imminent threat thereof, and to authorize certain actions relating. (Section 18-1, Holmes Beach Code).

### **At Risk Population**

The entire City is within the AE and V FEMA Flood Zones and within Zone A for Hurricane Evacuation. The City has a current population of approximately 3,010 (2020 US Census). There are over 4,571 housing units, with 50% of these occupied year-round. The other 50% of the units are for seasonal, recreational, and occasional use. These units include both single family and multi family dwelling units. The City's busiest time is between November and April annually; therefore, the annual June 1st through November 30th Hurricane Season impacts a reduced population. While this lowers the number of individuals that shall need to evacuate, it does yield an increased number of vacant units, with absentee owners, which are often not hurricane ready.

The number of seasonal residents in Holmes Beach can be approximately up to 7,182 visitors a year with the majority staying in a hotel/motel. Transient populations including travelers are significant in numbers in Holmes Beach. There are approximately 223 hotel/motel beds available in the city. Hotel rooms in Manatee County have increased from 7,453 in 2015 to 10,400 in 2022. The Special Needs population varies but as of August 2022, there are 9 individuals registered with Manatee County Emergency Management that live within Holmes Beach.

It is not possible to determine in advance the exact population at risk. The population at risk shall be determined based on the situation and input from the Emergency Management Director/Police Chief or designee for Holmes Beach.

## **Special Needs Evacuation SOP**

**PURPOSE:** The purpose of this SOP is to establish procedures for the county's Evacuation Assistance Program. This document shall also provide local officials with specific registrant information to assist them with the transportation and sheltering of citizens with Special Needs.

**SCOPE:** This SOP is applicable to all municipalities, fire districts, and agencies involved in the registration, evacuation or sheltering of citizens with Special Needs.

**GENERAL:** Florida Statute 252.355 requires County Emergency Management Offices to maintain a registry of disabled persons within their jurisdictions. The registration shall identify those persons in need of assistance and shall plan for the allocation of resources to meet their needs. Annually, on or before May 1, every electric utility in the state shall notify residential customers in their service area that the registration program is available through their county Emergency Management agency.

**RESPONSIBILITIES:** Each Fire Department shall maintain the list of citizens within their jurisdiction that require evacuation assistance. The list resides on a countywide computer system that links them all to a central communication center.

The list of registrants shall be accessed from every fire station or police department in the county via 911 computers. The list is updated annually by each Fire Department to ensure registrant information is current.

Fire Departments shall develop an evacuation plan for the citizens registered in the program within their jurisdiction. The Manatee County School Board, MCAT, and Manatee EMS shall provide transportation support for the citizens during evacuations. The City of Holmes Beach shall utilize County buses for transportation of ambulatory evacuees going to shelters.

Registration forms for citizens that do not require transportation shall be sent to the Department of Health (DOH). DOH shall keep this information for use in shelter planning. In addition, DOH shall review registration forms to ensure registrants are appropriate for Special Needs Shelters.

All appropriate agencies, community-based service providers, Department of Health, home health care providers, nurse registries, and hospice organizations shall assist Emergency Management with the collection of registration information for people with special needs.

Each agency is required to establish programs that shall increase the awareness of the registration process, educate clients on how to deal with disasters. Home health, nurse registries, and hospice are required to develop a care plan for each client to ensure that all the client needs are met during disasters.

**ACTIVATION:** The Disaster Advisory Committee, in relation to the threat, recommends the activation of the Evacuation Assistance Program

REGISTRATION: To register for the Manatee County Evacuation Assistance Program a registration form must be completed and submitted online at [www.mymanatee.org](http://www.mymanatee.org) or specifically at [https://www.mymanatee.org/departments/public\\_safety/emergency\\_management/special\\_needs\\_registry](https://www.mymanatee.org/departments/public_safety/emergency_management/special_needs_registry)

If the citizen has a home health care provider, or other home-based assistance they should be screened and registered by that agency. If there is no home health care provider, the citizen may obtain a registration form online by logging into [mymanatee.org](http://mymanatee.org) or by calling their local fire department administration, hospice, or other State assistance agency. Questions concerning medical assistance or support at the shelters should be directed to the County Department of Health.

Three groups shall be registered under this program:

1. Those that need transportation assistance to a public shelter.
2. Those that need transportation assistance to a Special Needs Shelter or healthcare facility; and
3. Those that do not need transportation assistance but do need to shelter in a Special Needs Shelter or healthcare facility.

LOCALIZED INCIDENTS: This program is flexible enough to assist police and fire departments with the identification of individuals that shall need evacuation assistance during hazardous materials incidents, fires, or other local disasters that require evacuation. Individuals that require assistance for evacuation during localized disasters should be registered in the evacuation assistance program.

### **Evacuation Routes**

The City has one primary evacuation route from the island, which is SR 64 or the Anna Maria Island Bridge. This is the evacuation route to Interstate 75 for the residents of Holmes Beach, as the City is a Level A Evacuation Zone. The Cortez Bridge shall be utilized for residents of the South end of the City.

### **Traffic Control**

When a hurricane is approaching, both the residents of the barrier islands and the owners of watercraft shall be seeking refuge at the same time, this could cause conflicts at movable bridges in that the residents shall want the bridges to remain in the closed position so that they can travel inland while boaters shall want the bridges to remain in the open position so that they can seek safe harbor. The U.S. Coast Guard regulates the opening and closing of movable bridges. They currently allow for the lock down of the movable bridges upon the arrival of tropical storm force winds (34 knots/39 mph).

The US Coast Guard, in conjunction with the Florida Department of Transportation (FDOT), Manatee County Emergency Management, and the City of Holmes Beach have jointly developed the following standard operating plan, which would allow a deviation from the current regulation while addressing the needs of all those involved. When it is determined that tropical storm force winds shall be experienced in sixteen (16) hours, and/or upon the issuance of an evacuation order by Manatee County, its municipalities, or the State of Florida, the Holmes Beach Causeway drawbridge shall cease operating on its regular schedule (by signal on the quarter hour and three-quarter hour) and shall

begin restricting openings to open on the hour. The bridge shall not open unless there are boats queued up to pass through. Johns Pass Bridge shall remain in the up position during the evacuation to allow boats to seek safe harbor.

Manatee County Emergency Management and FDOT EOC shall continue to monitor the progress of the storm. When it is determined that tropical storm force winds shall be experienced in eight hours, the bridge lock-down efforts shall begin. The FDOT EOC shall notify parties of this event and the US Coast Guard shall issue a special marine advisory to that effect.

When the evacuation order is issued, only Holmes Beach residents and business employees with proper identification (Anna Maria Island Re-entry tag) shall be permitted to return to the city to evacuate family members and secure property. Those citizens that cannot verify residency or employment shall be turned around at the Palma Sola Causeway.

Manatee County ESF 16 in conjunction with ESF 3 shall coordinate necessary traffic control to expedite movement of evacuees and assist in the evacuation. To maintain continuous movement through critical intersections, law enforcement shall take the following actions:

- Adjust traffic signal timing.
- Establish staffed traffic control points.
- Modify lane use.
- Set-up barriers to redirect flow.
- Tow/push disabled vehicles out of the way.

#### *SR 64 (Manatee Avenue) Causeway Drawbridge*

When a hurricane is approaching, both the residents of the barrier islands and the owners of watercraft shall be seeking refuge at the same time, this could cause conflicts at movable bridges in that the residents shall want the bridges to remain in the closed position so that they can travel inland while boaters shall want the bridges to remain in the open position so that they can seek safe harbor. The U.S. Coast Guard regulates the opening and closing of movable bridges. They currently allow for the lock down of the movable bridges upon the arrival of tropical storm force winds (34 knots/39 mph). The U.S. Coast Guard, in conjunction with the Florida Department of Transportation (FDOT), Manatee County Emergency Management, and the City of Holmes Beach have jointly developed the following standard operating plan, which would allow a deviation from the current regulation while addressing the needs of all those involved.

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Manatee County Emergency Management and FDOT EOC shall continue to monitor the progress of the storm. When it is determined that tropical storm force winds shall be experienced in eight hours, the bridge lock-down efforts shall begin. The FDOT EOC shall notify parties of this event and the U.S. Coast Guard shall issue a special marine advisory to that effect.

When the evacuation order is issued, only Holmes Beach residents and business employees with proper identification (Anna Maria Island Re-entry tag) shall be permitted to return to the city to evacuate family members and secure property. Those citizens that cannot verify residency or employment shall be turned around at the Palma Sola Causeway.

### **Public Transportation**

Manatee County ESF 1 shall coordinate the resources to move evacuees.

### **Sheltering**

Shelters are provided for persons who have no other place of refuge from a hazard through Manatee County Emergency Management ESF 6 coordinating emergency shelter operations. Shelter openings vary with each emergency. Public shelters should be the last option. It is always recommended to stay with family or friends, if possible, when evacuation is necessary. Local media shall broadcast information about relevant shelter openings.

### **Localized Emergencies**

During a localized emergency, the need for shelters shall be determined by the Incident Commander in coordination with Holmes Beach Emergency Management.

### **Hurricane Shelters**

The number of shelters to be opened during a hurricane is coordinated by the Manatee County EOC and is based on the forecast severity of impact and Manatee County's Shelter Plan.

### **Sheltering-in-Place**

When a no-notice incident such as a hazardous materials spill or tornado occurs, it may not be practical to remove residents from their homes. The decision to evacuate must be weighed against the level of storm exposure for residents and emergency workers may experience during the evacuation. In-place sheltering means that residents shall be advised to remain in their homes with the windows closed and all open-air circulation systems turned off. In-place sheltering should not be implemented when the sheltering duration is expected to exceed two hours.

### **Refuges of Last Resort**

Holmes Beach does not identify structures to be used as refuges of last resort nor does it condone or staff refuges of last resort.

## Re-Entry

The Sheriff is the sole authority to authorize re-entry into evacuated areas of the county. The Sheriff shall coordinate the timing of re-entry authorization with municipal officials. Re-entry shall not be attempted during hours of darkness and shall be limited to daylight hours only.

Based upon the degree of damage and recovery efforts needed following a disaster situation, the evacuated area shall be secured by the Police Department to prevent unauthorized entry. If restricted re-entry is necessary due to hazards, traffic control and security checkpoints shall be established to restrict re-entry and to check identification of citizens once re-entry has been approved by the City EOC.

Restricted re-entry includes, but is not limited to allowing residents, property owners, business owners and employees, licensed contractors, insurance company representatives, utility providers, news media. The purpose of restricted re-entry is to prohibit "sightseers" and criminal activity to enhance the recovery effort.

Acceptable forms of identification include, but are not limited to:

- Driver's license, photo ID, or voter's ID
- Re-entry pass issued by the City.
- Property ownership or renter's record
- Utility or tax bill
- Business tax receipt

During restricted re-entry of the entire island, the re-entry checkpoint shall be established at the East side of the AMI Bridge. **'CHECKPOINT AHEAD – RE-ENTRY'** and **'RESTRICTED AREA - AUTHORIZED ENTRY ONLY'** signs should be placed along the causeway or other localized area that is secured.

**"Welcome Back"** signs shall be placed at Kingfish Boat Ramp by Police Department workers following a citywide re-entry.

If available, an authorized representative of the City should be always available at the checkpoint(s) in order to provide information on local conditions to citizens.

Information should be relayed by the MCEOC to Fire Department rescue workers in the designated shelter regarding information on local conditions so that evacuees can be advised of the situation and the need to remain in the shelter until re-entry is approved by the City EOC.

Upon approval of re-entry and release from shelters, those citizens transported by bus shall be picked up at the shelter and returned to their residence. The Evacuee Shelter Logs shall be utilized to ensure that all evacuees have been returned safely to their homes.

## Immediate Recovery

Specifically with Category 2 - 5 hurricane storm events with an evacuation, the last City employees off the island shall be public safety workers. City workers shall remain off the island until EOC has given the "all clear" for the City's recovery efforts to begin. At that point, the City proposes the following order of events:

1. Fly-over: The City may utilize a helicopter in association with the County to do a "windshield" assessment and reconnaissance of the City. The helicopter shall be used to transport public safety workers, if needed, to assist residents in immediate danger who remain on the island if no bridge is passable. Drones may also be utilized. City field is the primary designated emergency helicopter landing zone (Appendix B – Map of Primary Emergency Helicopter Landing Zones).
2. Physical access to the City: Entry into the City shall follow assessment by the First-In-Teams and Chief of Police. The First-In Teams Standard Operating Guide in Appendix H provides operating guidance and First-In route maps. The City has contractors in place for debris removal. The current list of these providers is provided in the City Disaster Debris Management Plan (DDMP).
3. Marine Access to the Town: The Police Department has a marine unit available to access the island. This would be utilized if debris cannot be removed from the access roads in a timely manner. This unit shall be removed from the island, along with other public safety equipment. The City has a small public boat ramp north of City Hall (63<sup>rd</sup> Street Boat Ramp) and Kingfish Boat Ramp, which is more suitable for larger equipment (see map in appendix).

There are four primary missions for City workers, on initial re-entry:

1. Medical support for City workers, working on the island, after the storm event, and injured residents who did not evacuate. The Fire Department shall serve this role, with backup from mutual aid.
2. Security and Access for the City. The Police Department is the lead provider with support of public works to be the First in Team to assess roadways, safety hazards and set up the City Emergency Services for the City of Holmes Beach.
3. Damage Assessment and Rebuilding Efforts. The Building Department has adopted the state plan to streamline the permitting process for repair and replacement of structures after the storm. That procedure is made a part of this Plan.
4. Public Works workers shall be responsible for securing City facilities. They shall assist with general cleanup.

## Intermediate Recovery

This Intermediate Recovery section is designed to promote, assist, and facilitate pre- and post-disaster decisions and actions relating to community recovery, reconstruction, and economic redevelopment ahead of disasters. The Recovery Annex covers the short-term, intermediate, and long-term post-disaster needs for the City.

### Purpose

This Recovery Annex is intended to be a single source reference to guide action and decision making during the difficult disaster recovery periods. Benefits from having a Recovery Plan shall include:

- Promote a faster and more efficient recovery by establishing an organizational framework and processes to make smart post-disaster decisions and prepare for long-term recovery requirements.
- Helps anticipate issues and capitalize on opportunities for community improvement beyond rebuilding the status quo. Without a guiding vision, short-term decisions might otherwise inadvertently restrict long-term, sustainable redevelopment.
- Strengthens the recovery process and allows community leaders to assess risk levels and to craft strategies and plans for long-term redevelopment with reduced chaos that accompanies major disasters.
- Encourages City officials, residents, and businesses to consider long-term redevelopment goals and develop informed policies and procedures that shall guide recovery and redevelopment. While outside resources shall be needed and welcomed after a major or catastrophic disaster, a locally developed Plan shall help to channel those resources to effectively meet the community's specific needs and goals.

Please note that post-disaster, a new recovery plan shall likely be developed by the City, citizens, and stakeholders based upon the exact circumstances of the event with a new vision, goals, and priorities for the City.

Since disasters vary in magnitude, the appropriate response can vary greatly. The City must determine what level of effort is required and initiate the appropriate response at the onset of the recovery phase. For pre-impact planning purposes, three levels of recovery effort are anticipated:

- Minor Impact (tornado/tropical storm) no outside assistance required.
- Major Impact (minor hurricane) mutual aid and state assistance
- Catastrophic Damage (major hurricane) mutual aid, state, and federal assistance

For recovery operations, EOCs must be reconfigured and augmented to accomplish tasks not required during the response phase. The key to successful recovery operations is to quickly identify the location(s) where the greatest damage occurred, determine which recovery operation has the highest priority, and conduct an immediate needs assessment.

## Using this Recovery Plan

The Recovery Plan is intended to be a dynamic, living document that shall be regularly reviewed and enhanced over time to enrich its practical utility and make it more user friendly for those charged with activating and implementing it.

This Plan incorporates observations of the planning team most recently associated with the recovery efforts from Hurricanes Irma in 2017 and Ian in 2022. The Plan includes feedback from the City's Mayor and Department Directors and experience gained from the County's disaster exercise in April 2023.

The Recovery Plan is organized into an annex with key information related to short, intermediate, and long-term recovery objectives and goals, activation, and demobilization processes, and working group membership identified in one plan. There is duplicative and consistent information provided in the City's other plans (e.g., COOP, Hurricane Plan, Debris Plan, etc.). Referenced appendices provide a variety of contextual and technical details that are important for working groups and City staff to consider during the execution of the Plan and should be referenced as needed.

## Stages of Recovery

**Immediate Emergency Period (0-5 days after the storm).** During this period, the following operations shall likely be necessary:

- Search and Rescue
- Medical Care of Injured
- Security - Traffic Control
- Preliminary Needs/Damage Assessment
- Emergency Debris Clearance
- Priority Restoration of Services
- Emergency Transportation
- Intake of Mutual Aid
- Sheltering and Mass Feeding

**Short-Term Recovery Period (days to weeks following event).** During this period, the following operations shall likely be necessary:

- Business Restoration
- Debris Clearance and Removal
- Initial Damage Assessment
- Re-entry
- Disaster Declaration
- Federal Assistance Programs
- Resource Distribution
- Non-Emergency Restoration of Services
- Temporary Housing
- Emergency Repairs
- Mass Feeding

- Mass Transportation

**Long-Term Recovery Period (months to years following event).** During this period, the following operations shall likely be necessary:

- Business resumption and economic redevelopment
- Housing repair and reconstruction
- Infrastructure restoration and mitigation
- Governance and financial management
- Sustainable land use
- Environmental preservation and restoration, and
- Short-term recovery actions that affect long-term redevelopment

### **Short-Term Recovery Period**

The immediate emergency and short-term recovery period shall focus on damage assessment. The following provides an overview of that function.

#### **Damage Assessment Function - Initial**

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

- To identify the immediate needs and resources required to assist disaster survivors.
- To substantiate requests for supplemental assistance.

Holmes Beach's capability to conduct its own assessment may be limited due to the extensive damage associated with a catastrophic event. Once emergency conditions subside, rapid and thorough assessments must be conducted to assess the overall damage to homes and businesses within the affected areas; to assess the overall damage to critical public facilities and services, and to determine whether those damages are sufficient to warrant supplemental federal disaster assistance.

Recovery response to an emergency shall be based upon the assessment of lives impacted, public and private property losses, the reports of actions taken to alleviate the situation and the expenditures committed to that effort. To determine the magnitude of the emergency and the degree of assistance necessary, the recovery team at the EOC must have information concerning property damage and operational costs as soon as practicable after the emergency occurs. Initial assessments may indicate the necessity for outside assistance, including possible requests for a Presidential Disaster Declaration.

In a catastrophic disaster when damage assessment has been waived, information and data on damages must still be compiled for briefings, planning for additional recovery resources and prioritizing recovery efforts.

### *Local Agencies for Initial Damage Assessments*

#### Holmes Beach Emergency Management

- a) Provides damage assessment training as described in the Basic Plan.
- b) Collects and consolidates initial damage assessment reports.
- c) Transmits damage assessment information to the County Warning Point (Manatee County EOC).
- d) Requests technical assistance if damage assessment is beyond county capabilities.
- e) Coordinates with County, state, federal and other damage assessment teams.
- f) Contacts Damage Assessment Coordinator to report to City EOC.
- g) Develops public/private damage assessment standard operating guidelines and checklists.

#### Holmes Beach Building Department

The City Building Official shall act as lead in conducting damage assessment of private property and businesses as well as public property and infrastructure. The Building Official coordinates overall damage assessment operations; documents public and private damage. Provides field officers to assist in facility (homes, businesses, and public buildings) damage assessment and coordinates assessment of damage to town buildings, facilities, and recreational sites.

- a) Ensures damage assessment teams are trained and equipped.
- b) Contacts Damage Assessment Team members to report to Staging Area for deployment.
- c) Coordinates damage assessment information received from private property and businesses.
- d) Assigns damage assessment teams to impact areas.
- e) Monitors threshold amounts for minor, major and destroyed properties.
- f) Obtains property assessment information for team members.
- g) Assists in determining damage assessment values for private property.
- h) The Property Appraiser's office determines damage assessment values for private property.
- i) Code Compliance Department and Floodplain Administrator assists the Building Department in this task.

#### Holmes Beach Public Works Department

Assist in evaluating the damage to utilities and traffic control systems; roads and bridges; and stormwater/flood control facilities; and transportation resources and assist in evaluating the damage to County water and wastewater systems control facilities.

#### Manatee County Property Appraiser (MCPAO)

Provide field officers from the Appraiser's Office to assist in facility (residential and commercial) damage assessment.

**Damage assessment forms are in Appendix H.** If there is sufficient time, requests shall be made prior to the event so that the organizations shall prepare to send assistance. A list of organizations shall be maintained in the EOC contact manual located in the EOC.

#### *Initial Damage Assessment Criteria*

In the immediate aftermath of the disaster, Holmes Beach shall conduct a local impact assessment. The goal of this assessment is to determine the magnitude and severity of damage to structures and infrastructure; and, in the event of a severe rainfall event, determine the level of flooding damage.

All first-in team members must report impact assessment results through their designated chain of command the EOC within hours of disaster impact. Depending upon the scale of the event, the results shall be forwarded to the EOC to be mapped. The impact assessment data provides a general overview of the most significantly impacted areas and therefore establishes a prioritization mechanism for damage assessment team deployment, resource allocation, and disaster assistance. If outside assistance is required, the initial damage assessment shall be used as the basis for a local declaration of emergency.

The Manatee County Property Appraiser's Office provides analysis support for damage assessment. This agency shall provide a graphic depiction of damage levels as well as monetary damage assessments. As information is received, the Property Appraiser uses computer analysis to determine dollar cost damage and mapping. This information shall provide complete damage analysis support for the community. Holmes Beach's Damage Assessment Coordinator (Director of Development Services) assigns teams, backed-up with County mutual aid, to perform a "structure by structure" damage assessment.

Depending upon the scale of the event and involvement of County resources, Manatee County ESF 5 produces a preliminary damage assessment for the State EOC Situation Report and other government agencies.

The initial damage assessment begins immediately after the incident occurs and is performed by First-In-Teams and Emergency Management Director/Police Chief. This damage assessment determines whether more detailed damage assessments are necessary and identifies those areas where further efforts should be concentrated. The damage assessment data is reported to Holmes Beach Emergency Operations Center within twelve hours of the emergency occurrence by all departments, and eligible private nonprofit agencies.

From the damage assessments, a "quick dollar estimate" of the damage shall be derived based on certain presumptions and assumptions predetermined by the Building

Official in the EOC. The team shall also use damage estimates from the property values from the County Property Appraisers files and standard rates for labor and equipment.

To confirm the impact from the disaster meets disaster assistance thresholds, a Preliminary Damage Assessment (PDA) is requested by the Emergency Management Director/Police Chief through the County as soon as possible after damage assessment data is compiled, or if the magnitude of the event overwhelms the ability of the city to conduct its own damage assessment. Depending upon the scale of the event, the County's PDA Team may assist with inspection of impacted areas in coordination with the EOC.

If the preliminary damage assessment indicates the damage is severe and widespread, a declaration of a State of Emergency may be possible without a detailed written damage assessment. In that case state and federal teams may be dispatched to assist in completing the damage assessment.

Information is collected and evaluated, using State Damage Assessment Forms, Situation Reports, Essential Elements of Information (EEI), and other means and is shared with State and Federal officials as needed. This prevents duplication of effort and verifies incomplete information.

The Building Official shall consolidate and evaluate damage assessment information. This assessment is formatted using State Damage Assessment Forms to facilitate rapid dissemination of information. Larger scale events shall utilize the County's ESF-5.

#### *Initial Damage Assessment Methods*

Damage assessment shall be conducted using several different methods depending on the availability of resources and extent of damage to local transportation system and facilities.

a) Aerial Reconnaissance

Conducted when there may be no other way to enter an area; when the damaged area is so large that this method provides the best opportunity to identify specific areas to be surveyed by DATs; or when the damage is so extensive and catastrophic the need for detailed damage assessment may not be considered. The City may utilize a helicopter in association with the County to do a "windshield" assessment and reconnaissance of the City.

b) Windshield Survey

Used to assess a large area in a relatively short period of time. It may be utilized when areas are inaccessible on foot and a general overview of the area is all that may be required. A windshield survey provides the opportunity for team members to exchange views as they assess the area together. This process allows the team to quickly record the number of homes and businesses destroyed or damaged. The raw figures acquired by this method can be extrapolated to give a good overview of the extent of the disaster.

c) Walk Through

The most effective, thorough, and time-consuming method for damage assessment. This method is most often used when the assessment needs to be very detailed and

specific. In a marginal situation, detailed information needs to be gathered to assess the extent to which the jurisdiction is eligible for state or federal disaster assistance.

### *Individual and Business Preliminary Damage Assessment*

Individual and business preliminary damage assessment is essential to gauge the overall effects of the emergency or disaster and economic damage. When conducting a preliminary damage assessment of public facilities, information on the extent of damage shall be essential in applying for and obtaining federal disaster assistance. Some of the information needed may not be readily available during the actual preliminary assessment and may need to be collected in follow-up damage assessment and project worksheet processes. Preliminary damage impact assessment teams shall assess and record damage to public facilities and services to determine the severity of the disaster and determine immediate public needs.

Disaster Assessment Teams: Teams composed of local, county, officials working individually or with a RIAT member to conduct the assessment of a specified area or location. The Holmes Beach Building Department Official is the overall coordinator of Damage Assessment, and all teams shall report Damage Assessment to the Damage Assessment Coordinator who shall report to the Emergency Operations Center. Teams should make the following determinations.

### Private Residences and Businesses

Primary vs. secondary residences. Secondary homes may not be eligible for disaster assistance.

- Primary Residence or Rental Property - A primary residence is eligible for assistance for losses to both property and contents, whereas renters may only be eligible for losses to contents.
- Insured versus Uninsured Damage - Insured damages and losses are not eligible for disaster assistance.
- Tenant versus Owner - Homeowners may be eligible for assistance in repairing or replacing losses to property and contents; whereas renters may be eligible for assistance to cover content losses only.
- Estimated Days Out of Operation - This information is needed to estimate the total dollar loss to a business.
- Number of Workers - Used to estimate the amount of disaster unemployment for a business.
- Replacement Costs - Replacement costs of structures and content are eligible for disaster assistance.
- Number of Uninhabitable Structures - May indicate the need for temporary housing.

### Assessment Criteria

- **Destroyed**
  - **Definition:** Structure is a total loss. Not economically feasible to rebuild. Permanently uninhabitable.
  - **General Description:** Complete failure of major structural components

- (complete collapse of wall or roof). Structure leveled above the foundation or second floor is gone. Foundation or basement is significantly damaged.
  - **Things to look for:** Structure leveled or has major shifting off its foundation. Only the foundation remains. Roof is gone. Noticeable distortion to walls. For mobile homes, significant damage to the roof covering, sheathing, and framing.'
  - **Note:** A structure shall also be considered destroyed if it is red-tagged or condemned.
- **Major**
  - **Definition:** Building has sustained structural or significant damage and is currently uninhabitable. Extensive repairs are necessary therefore the structure cannot be made habitable in a short period of time.
  - **General Description:** Substantial failures to structural elements of the residents. Walls partially collapsed. Exterior frame damaged. Roof off or partially collapsed. Major damage to utilities: furnace, water heater, well, septic system. Shifting or Settling of the foundation.
  - **Things to look for:** Portions of the roof missing. Roof clearly lifted. Single-family- twisted, bowed, cracked, or collapsed walls. Structure penetrated by large foreign objects, such as trees. Damaged foundation. Flooring structurally unsound. Mobile homes displaced from foundation. Mobile home structural components damaged windows, doors, wall coverings, roof, bottom board insulation, ductwork, and/or utility hook up. Can rafters be seen? Any shifts or cracks in structural elements?
  - **Note:** The difference between major and minor is about the level of uninhabitability. Both major and minor are uninhabitable, but major damage shall keep residents out of the structure.
- **Minor**
  - **Definition:** Structure is damaged and uninhabitable. Minor repairs are necessary to make the structure habitable-but they can be completed in a short period of time. The dwelling has some damage but can be used without significant repair.
  - **General Description:** Not safe to stay here-Interior flooring/exterior walls with minor damage. Tree(s) fallen on structure without penetrating. Smoke damage. Minor damage to structural elements.
  - **Things to look for:** One wall or section of roof with unsafe but minor damage. Many broken windows. Buckled or broken window frames or doors (security issue). Minor damage to the septic system or other utilities. Mobile home structural elements sustained minor damage- windows, doors, wall coverings, roof, bottom board insulation, ductwork, and/or utility hook up.
  - **Note:** Ask yourself, "Is it safe to stay here tonight?" "Is this damage structural?" Are ALL entrances structurally weak or dangerous?
- **Affected**
  - **Definition:** Structure has received minimal damage and is habitable without repairs.
  - **General Description:** Damage in which the home is safe to live in but has been affected by the storm. Damage that is affected may occur to outside but connected structures (garage, porch, carport, etc.).

- **Things to look for:** Chimney or porch damaged. Carpet on first floor soaked. A broken window. Damage to cars. Few missing shingles, loose, missing siding. Damage to air conditioning exterior unit. Some minor basement flooding.
- **Note:** Remember, the difference between affected and minor is about habitability. "Can I stay here safely tonight?" If the damage is cosmetic only, the structure is affected.

### Public Facilities and Services

- Resources needed to accomplish emergency debris removal to clear major roadways.
- Damage to roads, streets, and bridges.
- Damage to water control facilities (i.e. - drainage systems, dikes, levees).
- Damage to public buildings and equipment.
- Damage to private and public utilities (i.e. -water and wastewater systems, electric and phone services, natural gas delivery systems, etc.).
- Damage to parks and recreational sites.
- Boundaries of the disaster area(s).
- Status of transportation systems.
- Access points to the disaster area(s).
- Status of communications systems.
- Status of medical systems.
- Disaster casualty information.
- Shelter/mass care information.
- Status of critical facilities.
- Major resource needs/shortfalls.

### Assessing Economic Injury

Extensive studies have been completed using hypothetical disasters. The 2007 guidebook "Post-Disaster Redevelopment Planning: A Guide for Florida Communities" notes that economic activity virtually ceased in the immediate area of Hurricane Andrew. Businesses destroyed or damaged numbered 82,000. Jobs lost were approximately 85,000. If damage levels parallel those of the study, accurate economic injury estimates are possible.

Two methods exist to assess economic injury. The first extrapolates actual damage against existing studies. An actual survey of recovered business and receipts is the second. Depending upon the scale of the event, the Manatee County EOC ESF-18 is tasked with this function to assist with representatives from the Manatee Economic Development Corporation and various Chamber of Commerce.

### Preservation of Historic Properties

In the event of a disaster involving known historic properties in Holmes Beach, Emergency Management shall request the assistance of the State Historical Preservation Officer (SHPO) and the local Historic Preservation Organizations or technical experts for post-impact coordination. Emergency Management shall work with

historic property owners on preparedness public education year-round. At the time of publication of this plan, there were no listed properties in the city.

## **Long-Term Recovery**

As previously stated, the role of this plan is to prepare the City. Please recognize that post-disaster, a new plan / Interim Recovery Strategy shall likely be developed by the City, citizens, and stakeholders based upon the exact circumstances with a new vision, goals, and priorities for the City. Among the primary goals and objectives of the Plan for long-term recovery are the following:

- Communicate the vision provided by the City's Emergency Operations Plan and Land Development Code which establishes how the community rebuild and what it seeks to be and look like in the post-disaster environment (or alternatively host workshops and establish new vision – see *Implementing the Vision* in the appendix).
- Develop a positive momentum and identity for the recovery.
- Optimize self-sufficiency and self-determination, reduce dependency on outside assistance, retain local control over recovery, and speed economic redevelopment through the preferential use of local and regional resources and capabilities.
- Present an organized, sellable vision to successfully secure funding assistance and program support.
- Effectively secure, direct, and manage outside resources and assistance needed from federal, state, private sector, and other non-governmental sources.
- Lay the foundation for holistic recovery and bolster institutional capacity through broad engagement of community, regional, state, federal and non-governmental resources; building on collaborative partnerships and initiatives; ensuring an understanding of assistance programs and resources; and establishing productive working relationships with public and private sector organizations within and outside the community.
- Effectively identify, address, and plan for the simultaneous coordination of a full range of redevelopment and resiliency issues including business resumption and economic redevelopment, housing repair and reconstruction, infrastructure restoration and mitigation, sustainable land use, environmental preservation and restoration, sustainable jurisdictional governance, and financial management.
- Exploit opportunities to build back better and smarter through hazard mitigation and community improvement, consistent with the goals of the local comprehensive plan and with full participation of citizens.
- Link and integrate post-disaster recovery language, priorities, principles, and issues with other community plans, including the Comprehensive Plan, the EOP, the Hurricane Recovery Plan, and the County's Local Mitigation Strategy (LMS).
- Provide for a seamless transition from disaster response and short-term recovery activities, roles, and responsibilities to those required for long-term recovery and redevelopment.

- Effectively integrate and coordinate multi-disciplinary resources, many of whom may be unfamiliar with emergency management protocols, systems, policies, and practices.
- Ensure that recovery and redevelopment take place in a manner consistent with community values.
- Gather resolve and spirit, progress forward, and heal through the active process of rebuilding together.
- Prepare the City the issues and opportunities that shall come up post-disaster.

## **Primary and Support Agencies for Recovery**

Manatee County EOC shall be the overall direction and control center for all recovery operations. Primary agencies include but not limited to Holmes Beach Emergency Management and City departments. Support agencies may include but not limited to: Community Emergency Response Teams (CERT), Voluntary Agencies Active in Disasters (VOAD), Emergency Support Functions (ESFs), and potentially County, State, and Federal resources depending upon the scale of the event.

The following identifies the roles, duties, and responsibilities of Holmes Beach Emergency Management and support agencies.

### **Emergency Management Director/Police Chief**

All recovery activities are coordinated through the Emergency Management Director/Police Chief and begin during the response phase with an evaluation of:

- Situation reports.
- Mission assignments logged and tracked.
- Status update reports received from field.
- EOC briefings.
- Local conference calls.
- Impact assessment data, as well as other impact information received from other sources; and
- Damage reports received from citizens.

These information sources are reviewed and monitored to start the identification of areas that should receive priority for damage assessment and human needs assessment. This gathering of intelligence sets the stage for the operational transition from response to recovery activities, which takes place after the event. Recovery is recognized as two phases: short-term recovery and long-term recovery.

The short-term recovery phase starts immediately after the disaster impact and includes restoration of essential services, damage assessment, preliminary impact assessment, identification of immediate and unmet needs, and begins to address these humanitarian and governmental impacts.

The long-term recovery phase shall essentially begin at the outset of a disaster and typically accelerates following the short-term recovery phase. Long-term recovery can last for years and shall address issues related to economic redevelopment, long-term

housing solutions, community values, quality of life issues, and the incorporation of mitigation measures into long-term recovery programs.

### **Public Information Officer (PIO)**

The Public Information Officer (PIO) is responsible for providing public information and educational programs regarding the recovery effort and available local, state, and federal assistance. The PIO shall follow procedures established in ESF 14 Public Information for the dissemination of information. Should the event escalate and require the National Incident Management System and National Response Framework response, the PIO shall participate in the Joint Information System (See County ESF 14).

Public information programs shall use all the resources outlined above in reaching the population in Holmes Beach. Special efforts shall be made to reach tourists/non-residents, the hearing/sight impaired; non-English speaking, or those not in touch with traditional communications outlets.

### **Disaster Recovery Center (DRC)**

The Holmes Beach Emergency Management Director/Police Chief shall participate with the County in establishing a Disaster Recovery Center (DRC) and shall appoint a liaison to the State Recovery Staff if requested. Individuals in the EOC shall coordinate with their county counterparts during response and recovery operations. To assure the flow of accurate and timely recovery information, and to coordinate relief and recovery efforts, state and federal agencies shall coordinate with the Liaison Officer in the EOC.

The Emergency Management Director/Police Chief is responsible for the overall coordination and establishment of a Disaster Recovery Center for the affected area if it is located within Holmes Beach. The Director or designee shall serve as the Special Projects Coordinator / Recovery Center Coordinator to coordinate with state and federal individual assistance officers in the establishment of a Disaster Field Office.

The location shall be determined depending on the disaster. The DRC Coordinator shall provide the state and federal agencies with a list of locations identified in the pre-event planning stage and that have been inspected by officials (including FEMA) and found safe. The DRC Coordinator shall ensure Memoranda of Understanding is completed for each facility selected for use as a DRC. Once DRC sites have been confirmed, the locations shall be released to the PIO at the JIC, where a coordinated press release shall be provided to all available media sources indicating the DRC location(s). FEMA has established the following guidelines for determining if a building is suitable for use as a Recovery Center.

- Minimum of 5,000 sq. ft. of floor space.
- Waiting area capable of accommodating 100 persons
- Access for the disabled.
- Separate parking areas for childcare, crisis counseling, and first aid.
- Adequate parking.
- Adequate utilities and communications.
- Adequate restrooms and janitorial services.

- Located near public transportation systems.

Note: All efforts to match the above requirements shall be made. However, available locations in the affected area may not meet the above specifications. In those situations, available buildings shall need to suffice for a DRC.

Workers for the DRC shall be contacted via telephones, email, text messages, and cell phone communication if available. A pre-event briefing, if possible, shall include directions to DRC workers as anticipated. If normal contact methods are unavailable or at risk of interruption, back-up measures shall be automatically implemented. Request is made through the Florida Division of Emergency Management.

The City Disaster Recovery Center Coordinator, if assigned, shall work closely with the local departments and agencies to ensure the DRC has the necessary utilities, supplies and materials to conduct operations. Once DRC sites and locations have been confirmed, county, state and federal PIO's shall prepare a coordinated press release to advise persons affected by the disaster of the location of DRC's, assistance available through the DRC's, and any documentation they may require supporting their claims for assistance. Likely, the DRC would be set up with substantial assistance from Manatee County.

DRC's shall be staffed with representatives from appropriate federal, state and county agencies, private relief organizations and other organizations capable of providing disaster related information to individuals and businesses. Recovery Center staffing includes representatives from the organizations listed below. Additional agencies and staff may be located at the Recovery Center as required.

a) FEMA/State Recovery Center Manager and Support Staff

Responsible for the overall management of the DRC.

b) Florida Department of Economic Opportunity

Provides assistance and information to disaster survivors about unemployment compensation and disaster unemployment assistance.

c) U.S. Small Business Administration

Provides assistance and information to disaster survivors about low-interest disaster loans for homeowners and business owners.

d) LifeStream Behavioral Center

Provides crisis counseling.

e) American Red Cross

Provides assistance and information about resources available through the American Red Cross.

f) The Salvation Army

Provides assistance and information about assistance available through The Salvation Army.

g) Crisis Counselors

Provides professional counseling services to help relieve mental health problems caused or aggravated by the disaster event.

h) Florida Dept of Financial Services

Provides assistance and information about resolving insurance claims and banking problems.

i) Florida Dept of Children and Families

Provides assistance and information on the availability of regular and emergency food stamps and individual/family grants.

j) National Flood Insurance Program

Assists in determining whether damaged properties are located within designated floodplains.

k) Temporary housing staff (FEMA}

Provides assistance and information about the availability of rental and mortgage assistance, and other housing programs.

l) Internal Revenue Services

Provides assistance and information about how the disaster shall affect their taxes.

m) All other agencies deemed appropriate.

## **Infrastructure / Public Assistance**

### Direction and Control of Recovery Operations

The City Clerk has the primary responsibility for coordinating the activities required by the Public Assistance program, to include project formulation, project management, and grant closeout with ongoing participation from each City Department's financial liaison. The Financial Management Division provides the overarching PA grants management, documentation maintenance, and accounting procedures. Each of the City Department acts in the support role for the Public Assistance program.

The City shall utilize the most current information from the Public Assistance Grant Program in concert with the State of Florida and FEMA to identify and fund PA projects after an event, including reporting, tracking, progress, and documentation. As of publication of this document, the City shall use Stafford Act, related Code of Federal Regulations, and the EP 104-009-2 Public Assistance Program and Policy Guide (PAPPG) V4 (June 1, 2020).

Manatee County has pre-identified potential applicants for federal infrastructure assistance and the PA Program in incorporated and unincorporated areas of the county. These organizations also participate in the PA kick-off meeting, applicant briefings, and other federal assistance meetings. The stakeholders are pre-identified using Manatee County's Policy Group, County Agencies, the Manatee Emergency Operations Workgroup, the Council of Governments, and using the local Statewide Mutual Aid Agreement (SMAA) contact list.

Manatee County Emergency Management maintains the list and provides updates on an annual basis. The pre-identified stakeholder organizations are contacted via email notification daily during a disaster event through the Emergency Support Function (ESF-5): Information and Planning, Situation Report (Sit Rep) email, and/or through WebEOC. Following eligibility determination for PA, these stakeholders are emailed the information about the program and the next steps provided by the State Emergency Response Team Recovery Chief.

#### Insurance Coordination Procedures

Most Public Assistance Grants shall not be processed until insurance coordination with the appropriate carrier has been completed. County and local government Risk Managers must ensure early turnaround of insurance documents and documentation. The State Public Assistance Office shall administer all public assistance grants, agreements, and contracts. Administrative staff shall be responsible for providing technical assistance to eligible applicants and sub-grantees and for maintaining and submitting all documents and paperwork necessary to obligate and disburse public assistance funds. This includes establishing a system for the processing of payments to sub-grantees and to FEMA and establishing and maintaining accounting records for each payment drawn down by the State, and each payment to the sub-grantees.

#### Administrative Procedures

##### Financial Transactions

##### a) Applicant Briefing

Likely, this function would occur under the leadership of the Manatee County Emergency Management. If only Holmes Beach was affected, the meeting location would be accessible within the community.

An applicant briefing shall be scheduled by the state to advise pre-identified potential eligible applicants (municipalities, county government and private non-profit entities) of the availability and requirements of federal assistance.

Each potential applicant shall be asked to complete and return a Request for Public Assistance (RPA) form. Damages suffered by each potential applicant are reported on the RPA form and are used by the Federal Coordinating Officer (FCO) and PAO to determine the number of damage survey and inspection teams.

A completed RPA shall be transmitted to the FCO for each potential applicant. If the RPA is denied by the FCO, the PAO shall notify the potential applicant in writing, explaining the specific reason(s) for denial and providing information on appeal procedures.

b) Kick-off meeting

A kickoff meeting is held with each applicant to assess the applicant's needs, discuss disaster-related damage, and set form a plan of action for repair of the applicant's facilities. This meeting usually includes the Public Assistance Coordinator (FEMA), the Liaison (State), and the applicant. The County PAO or designee shall be present to represent Manatee County. Others that shall be involved in working with repairing the damage and documentation would benefit from attending. Attendees shall be determined at the time the kick-off meeting is scheduled between the PAC and applicant.

Potential applicants shall also be requested to complete and return a "Designation of Sub-grantee's Agent" form that designates the official authorized to sign the funding agreement and execute relevant public assistance documents. Before any public assistance funds are released, the State and Applicant must enter into a disaster relief funding agreement. Much of the information and materials needed to complete and track these transactions are available online at <https://pagrants.fema.gov>.

c) List of Potential Projects and Project Worksheets

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 shall review each project and activity on the List of Projects.

The Public Assistance Officer shall coordinate with each applicant to arrange the survey and inspection schedules, ensure participation by appropriate local officials, and ensure necessary records and documentation are available. The inspection team shall prepare Project Worksheets (PW) for each project, identifying activity descriptions, scopes of work and cost estimates. Each PW undergoes two levels of review before approval by the FCO. This approval must occur within 45 days of the date of the first inspection. The first review, performed jointly by the state/federal damage survey and inspection team, is for concurrence on the PW. If state and federal inspectors concur, the PW goes to the FCO for approval. If there is a disagreement on the PW, it is returned to the applicant for resolution of the discrepancy. The second review, conducted by FEMA staff, is done before final approval of the FCO. If the PW is approved, it is

forwarded to the FCO for approval. If there is a discrepancy, it is returned to the survey and inspection team for resolution of the discrepancy.

Any changes made to a PW during any stage of the review process shall be returned to the applicant, who shall then have an opportunity to review the change, concur or not concur and attach any additional documentation or statements to support their position.

d) Appeals

The County, on behalf of a Sub-grantee, shall petition the Governor's Authorized Representative (GAR) to appeal any FEMA determination on, or denial of, federal public assistance. However, typically the Sub-grantee files the appeal and keeps the County informed. This appeal must be made in writing within 60 days from the date of notification of FEMA's determination. The Sub-grantee must provide sufficient information that permits the County to provide to the GAR the facts needed to assess the validity of the appeal. The FCO shall review the appeal and conduct the necessary investigation to determine the validity of the appeal. The FCO shall, within 90 days following receipt of the appeal, notify the GAR in writing of the disposition of the appeal or if additional information is required. If additional information is requested, the FCO shall have an additional 90 days, from receipt of the information, to review the information and notify the GAR of the disposition of the appeal. If the FCO denies an appeal, the Sub-grantee shall submit a second appeal to the FEMA Associate Director. This appeal must be in writing and submitted through the GAR and FCO within 60 days after receipt of the denial of the first appeal. The FEMA Associate Director has 90 days in which to make a decision on appeal or request additional information. If the Associate Director denies the appeal, a third and final appeal shall be made to the FEMA Director within 60 days after receipt of the Associate Director's denial. The FEMA Director has 90 days in which to make a decision on the appeal or request additional information. The Director shall notify the GAR of the final disposition of the appeal.

e) Program Assistance and Management

The PAO shall administer all public assistance grants, agreements, and contracts. Administrative staff shall be responsible for providing technical assistance to eligible applicants and sub-grantees and maintaining and submitting all documents and paperwork necessary to obligate and disburse public assistance funds. This includes establishing a system for the processing of payments to sub-grantees and to FEMA and establishing and maintaining accounting records for each payment drawn down by the State and each payment to subgrantees. Public Assistance shall be handled using the Public Assistance Manual and forms from the state.

f) Final Inspections

When all PWs in any project application have been completed, a project summary must be submitted by the Sub-grantee to the PAO and Governor's Authorized Representative. State and federal inspectors shall conduct a final inspection of the project to verify the project's completion. Final inspection documents shall then be prepared and forwarded to the FCO for the preparation of any closing supplements.

### Staff Support

The County Public Assistance Office, established by the PAO, shall be flexible and capable of expanding and contracting as required by the event. Typical staffing of the Public Assistance Office and related duties are:

a) Public Assistance Officer

Responsible for the overall management of the Public Assistance Office and coordination of all activities related to federal reimbursement of eligible applicants.

b) Assistant Public Assistance Officer

Assists the Public Assistance Officer in the management of the office and coordinating reimbursement to eligible applicants.

c) Public Assistance Coordinator

Coordinates the scheduling of damage survey inspection teams and assists in the review of completed Project Worksheets (PWs).

d) Public Assistance Inspectors

Review public damage as part of state damage survey inspection teams and provides technical assistance to eligible applicants in the preparation and review of PWs.

e) Insurance Coordinator

Provides technical assistance to eligible applicants on National Flood Insurance Program (NFIP) and other insurance requirements and reviews completed PWs for compliance with insurance requirements.

f) Administrative Staff

Process payments to eligible applicants, manage sub-grants with eligible applicants, and maintain accurate accounting of all financial transactions.

g) Support Staff

Prepare routine correspondence and applications, maintain files, and perform necessary clerical work.

h) Legal Staff

Review public assistance policies and procedures for compliance with applicable local, state, and federal requirements and regulations.

i) **Employment of Temporary Staff**

In the event of a catastrophic event, the existing staff of the County and municipal government(s) may be insufficient to staff the Public Assistance Office. The PAO shall contact the following sources for additional temporary staff:

- Professional engineering associations - for temporary public assistance inspectors.
- Florida Chapter, American Planning Association - for temporary public assistance inspectors.
- State agencies – for temporary public assistance inspectors, administrative and other support staff.

Habitability Certification

Once structures, buildings, and homes have been severely damaged, and/or had power cut off in impacted areas, power shall not be restored until inspected by a certified electrician. The Holmes Beach Building Official shall notify utility suppliers in the County of reinstatement of electrical service. All buildings damaged must be permitted for rebuilding or restoration and all new work must be up to current codes. If the building is more than 50% damaged, then it shall be brought up to current codes. Condemnation of severely damaged buildings and structures shall be accomplished when they become public safety issues. These are the legal responsibilities of all jurisdictions within the county.

PW Information and Preparation Support

PW information and preparation support is the responsibility of the applicant agency, the state, and the Federal Emergency Management Agency.

**State of Florida Rapid Impact Assessment Teams (RIATs)**

The Emergency Management Director/Police Chief is responsible for the following items in support of the State of Florida Rapid Impact Assessment Teams (RIATs). Pre-designation of helicopter landing zones for RIAT aviation support. Landing zone locations (GPS coordinates) are listed in the Critical Facilities Inventory (see Appendix A) and have been transmitted to the State of Florida Division of Emergency Management. If an additional location is chosen within Holmes Beach, the Emergency Management Director/Police Chief is responsible for providing the coordinates to the County for the state. Appendix B includes a Map of Primary Emergency Helicopter Landing Zones.

The City utilizes the established process under the Stafford Act as amended, the Disaster Mitigation Act 2000, and the Post-Katrina Emergency Management Reform Act of 2006 for obtaining and administering state and federal disaster assistance. When the President issues a disaster declaration that includes Manatee County and Holmes

Beach, the City shall receive notice from the County directly as well as through the media coverage. The Emergency Management Director/Police Chief shall ensure this information is transmitted to the City's Recovery Management Organization (RMO). The RMO is responsible for coordination of financial reimbursement with City departments while maintaining compliance procedures for financial transaction, accurate accounting, grants management, document tracking, and payroll procedures. Each department is responsible for the collection and documentation of reimbursement information, identification of public assistance projects, and submission to the County for consolidation and submission to FEMA. It is the responsibility of the City Clerk to acquire additional staffing to implement the public assistance program.

The Emergency Management Director/Police Chief shall transmit disaster declaration, recovery assistance information, and technical assistance resources for those local agencies and departments, who perform essential governmental type services, as described in FEMA regulations via fax, conference calls, internet e-mail and web page, media outlets and other communications and mechanisms.

Holmes Beach is responsible for identifying public assistance projects. The recovery staff for the City shall coordinate with the County regarding implementing the appropriate programs authorized by the declaration. For further information regarding the damage assessment process and the public assistance process, review the damage and mitigation sections of the CEMP.

### **Voluntary Agencies Active in Disasters (VOAD)**

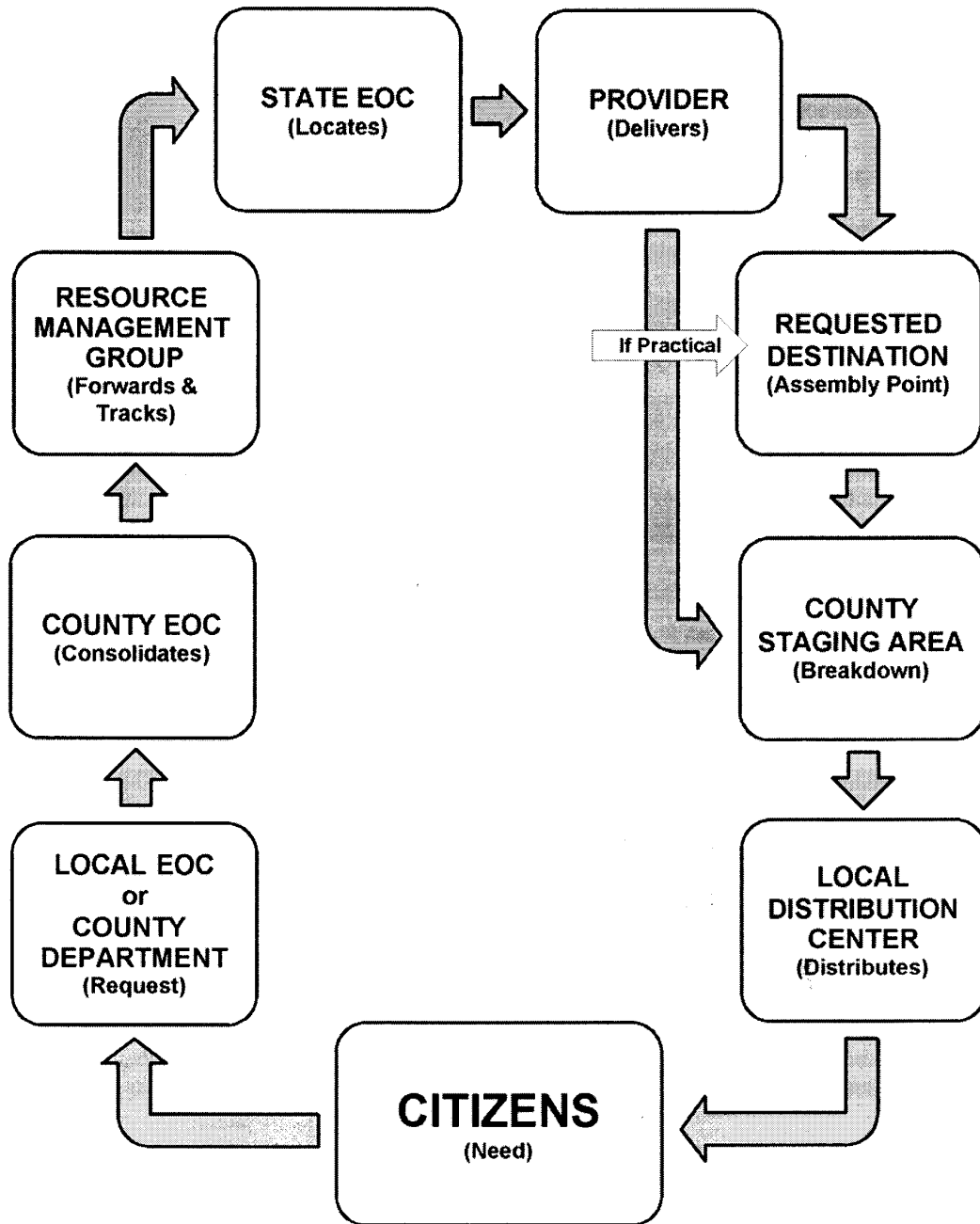
Without a federal disaster declaration, financial assistance for survivors is limited and heavy reliance is placed on the American Red Cross, Salvation Army, charitable agencies, volunteer donations, and insurance coverage. Businesses must depend on insurance coverage or obtain loans/refinancing for recovery. The local government must meet infrastructure recovery needs through existing operating funds and insurance or resort to bond issues to fund disaster recovery. The Unmet Needs Committee may be an additional source of recovery resources and shall be convened to identify survivors' needs and possible recovery assistance.

### **Community Emergency Response Teams (CERT)**

The island has transitioned from a retirement community to an area with a high percentage of seasonal residents and visitors. CERT teams are not as prevalent on Anna Maria Island as they are on the mainland. However, Anna Maria Island Community Emergency Response Team (PO Box 1555, Holmes Beach, Florida) is active on the island. Their role shall be limited if evacuation occurs (e.g., pre-hurricane) but may transition to other duties post-disaster and after re-entry.

Figure 1

**RESOURCE FLOW CHART:**



## Debris Management

The City has prepared a Disaster Debris Management Plan (DDMP). The following is a summary of the DDMP.

- a. Holmes Beach Public Works has the responsibility for the overall coordination of debris removal efforts in the city limits to include securing all required state and federal agency environmental permits. Emergency debris removal efforts shall focus on clearing major transportation arteries to allow the movement of emergency vehicles, supplies, resources, and traffic. After the restoration of the major transportation arteries has been completed, debris shall then be removed from collector roadways, residential/local roadways, and public parks. Depending on the size and or availability of the situation, Holmes Beach shall leverage their contracts and work with Manatee County Emergency Management to contract an additional debris removal company to aid in removal, if necessary. Debris removal is an expense that shall be encumbered by the City, but FEMA reimbursement shall be sought if available.
- b. To minimize the impacts on remaining landfill capacities, alternative means of debris disposal shall be utilized whenever possible. Vegetative debris shall be burned or chipped. Burning shall not be used when it creates a public health hazard. Suitable burn sites shall be pre-identified.
- c. It is anticipated that significant numbers of workers with engineering and construction skills, along with construction equipment and materials, shall be required from state and federal agencies and from sources located outside of the affected area(s). The acquisition and deployment of these resources shall be coordinated with Manatee County ESF-7 Resources and ESF-3, Public Works.
- d. The Holmes Beach City Attorney shall develop entry procedures for debris removal from private property. The Holmes Beach Clerk is responsible for other emergency period contracts to include solid waste haulers and monitoring.

## **Relief Operations**

Once the emergency has passed, coordination of relief operations shall begin such as search and rescue operations, mass casualty activities, provision of emergency supplies, preliminary damage assessment, emergency debris removal, and emergency restoration of utilities. The EOC shall continue the facilitation and coordination of all emergency response functions. Emergency relief agencies, as well as all levels of government and the responding disaster relief organizations, shall be represented through various emergency support functions in the Manatee County Emergency Operations Center for support.

The primary initial local coordinating agency for requesting resources and relief from State and Federal sources and allocating such supplies within the County shall be the Manatee County Emergency Operations Center. State and Federal Emergency Response Teams shall be established and sent as soon as possible after the emergency. Ideally, these Emergency Response Teams shall be in Manatee County at or near the Emergency Operations Center and shall carry out all State coordination and assistance functions until the Federal Disaster Field Office (DFO) is established.

As a municipality, a request for immediate relief supplies and resources to the EOC shall be consolidated into a County request for immediate relief resources. The County request for outside resources shall be made to the State.

## **Community Response**

The Holmes Beach Emergency Management Director/Police Chief or designee shall act as the City Community Response Coordinator and work with the County Community Response Coordinator as needed to support Holmes Beach. At the county level, trained volunteers shall assist the Community Response Coordinator in this capacity. This team shall function as the liaison with the FEMA/State Team.

The Community Response Team in conjunction with the Damage Assessment Team shall determine the most critically damaged or impacted areas for the FEMA/State Team to focus on. The various municipalities, Chamber of Commerce, ministerial associations and other civic organizations shall be contacted to assist in assessing the community needs. In addition, ESF 8 lead and support agencies shall be used to identify Special Needs or special concerns that need to be addressed.

At the time of publication of this document within the City of Holmes Beach, there are no special concerns that need to be addressed. However, Manatee County shall continue to monitor the community should such needs arise. During the recovery phase, special effort shall be made to reach impacted individuals that may need assistance with the assistance identified above.

The County Community Response Coordinator shall be responsible for the following actions:

- a) Sole contact/liaison with the State Community Response Coordinator in Tallahassee or the DFO.

- b) Responsible for recruiting local participants in the Manatee County area to be part of the FEMA/State/Local Community Response Teams during a Presidential Declared Disaster in Manatee County.
- c) Responsible for dissemination and collecting information vital to the disaster survivors for them to recover from the declared disaster. Flyers and applicant guides shall be provided to the disaster survivors for them to tele- register on the 1-800-621-FEMA line for Disaster Assistance.
- d) Responsible to report any disaster survivors' unmet needs to the appropriate agency.
- e) Responsible to provide the disaster survivors with an opportunity to tell their story to a responsive Community Response Team member.
- f) Responsible to maintain a current contact list for the Community leaders/Organizations and Local Government officials regarding disaster issues and the disaster application process.
- g) Responsible for maintaining on-going communications with Community leaders/Organizations and Local Government officials regarding disaster issues and the disaster application process.
- h) Perform other roles and responsibilities, which are outlined in the state's Community Response SOP and Community Response Field Guide.
- i) Coordinate with those entities listed in Unmet Needs for information and response and recovery efforts.

## **Unmet Needs Coordination**

Holmes Beach would work closely with Manatee County's Unmet Needs Committee to satisfy the needs of their residents. The purpose of the Unmet Needs Committee is to maximize the utilization of local resources to assist disaster survivors address serious, disaster related needs that cannot or have not been met through established disaster relief procedures and when normal federal and state assistance is exhausted.

ESF-15 Volunteers and Donations Lead shall ask the Manatee County Community Organizations Active in Disasters (COAD) to convene the Unmet Needs Committee. The Unmet Needs Committee is comprised of county and jurisdictional government agencies, non-profit, faith-based, and private organizations, and individuals with the intent to assist individuals and families to recover from the devastating effects of a declared or non-declared disaster. The Unmet Needs Committee is a Standing Committee of the Manatee County COAD.

Committee membership is encouraged and open to all private, faith-based, and civic groups and governmental agencies that can offer disaster recovery assistance. Unmet needs shall be identified by the following:

- a) Initial assessments shall be from first responders, such as EMS crews, fire service, and law enforcement patrols.
- b) Additional assessment shall come from public contact. These include, but are not limited to:
  - (1) Public shelters and feeding sites

- (2) Florida Department of Health
  - (3) Manatee County Schools
  - (4) Manatee County Agriculture Extension Service
  - (5) Public and/or municipal utilities
  - (6) Ministers and social service groups
  - (7) Chambers of Commerce
  - (8) The Salvation Army
- c) Additional information shall come from
- (1) Rapid Impact Assessment Teams
  - (2) Initial Assessment Teams
  - (3) Damage Assessment Teams
  - (4) Human Needs Assessment Teams
  - (5) Preliminary Assessment Teams

## **Emergency Temporary Housing**

Emergency temporary housing is an unmet need most likely to occur after a natural disaster such as a tropical cyclone or tornado. Hotel/motel rooms, apartments and rental housing may be extremely limited due to being damaged from said disaster, lack of availability, or heavy demand. County and State assistance shall be important in the event of a significant impact to Holmes Beach. FEMA's Individual Assistance Program may not be adequate to address the immediate needs for temporary housing for many residents.

Manatee County is dedicated to supporting a safe, sanitary, and functional living environment for all community members in the aftermath of a disaster. The intent of the Disaster Housing Strategy is to foster consensus and collaboration among stakeholders with the aim of building a common approach for carrying out the disaster housing mission and, thereby, expediting community recovery. In the aftermath of natural or manmade disasters, community members may be displaced due to damage or loss of residential structures, environmental contamination, or other environmental factors.

The emergency temporary housing strategy shall detail a framework for providing safe, sanitary, and functional temporary housing options for displaced residents to expedite long-term community recovery. Within the broader recovery framework, the Strategy primarily addresses interim housing solutions for residents. Manatee County Government continues to demonstrate its commitment to the housing needs of county residents through the establishment of the Manatee County Local Housing Assistance Plan. It is through this plan that the county seeks to meet the affordable housing needs of its citizens by developing key housing partnerships among public, private, and non-profit agencies.

The Holmes Beach Building Official is authorized to issue permits for the location of mobile homes on parcels of property within the city and its police jurisdiction, which permits shall be for a period not exceeding one year. The Building Official shall issue permits after he has found and determined that the applicant has sustained such damage to his primary residence as to cause the same to be uninhabitable.

Manatee County Emergency Management serves as the primary coordinating agency for County ESF 6 Mass Care along with ESF 11 Food and Water. County ESF 6 Mass Care shall coordinate the provision of additional host shelters for persons affected by the disaster with the aid of state and federal ESFs. County ESF 11 shall also coordinate provisions for feeding disaster survivors and emergency workers. They shall work closely with their state and federal counterpart and other similar response organizations to establish fixed and mobile feeding kitchens and bulk distribution sites.

Requests for bulk food, water, and ice shall be processed through County ESF 11 Food and Water. County ESF 11 shall coordinate with its state and federal counterparts to locate secure pre-packaged food and federal surplus commodities. County ESF 11 shall also locate and secure adequate supplies of water and purification units. County ESF 11 shall coordinate with County ESF 7 Resources to locate and secure refrigerated trucks and boxcars for cold storage if required.

### **Activation of the National Response Framework (NRF)**

When it becomes apparent that the anticipated magnitude and extent of damages shall be beyond the capabilities of the Municipality, County and State, and that federal resources shall be necessary to supplement local emergency response efforts, the Governor shall contact the Director of the Federal Emergency Management Agency's (FEMA) Regional Office in Atlanta and request activation of the National Response Framework. Activation of this plan authorizes the mobilization of federal resources necessary to augment State and local emergency efforts.

An advance element of the Emergency Response Team (ERT/A) is the initial group to respond in the field and serves as the nucleus for the full Emergency Response Team (ERT). The ERT/A is headed by a team leader from FEMA and is composed of FEMA program and support staff and representatives from selected federal agencies. A part of the ERT/A shall deploy to the EOC to work directly with the County to obtain information on the impacts of the emergency and to begin to identify specific requirements for federal assistance. Other members of the ERT/A shall deploy directly to the most affected areas to identify an appropriate location for the Disaster Field Office (DFO); establish communications and set up operations in the field.

### **FEMA's Emergency Response Team**

The Federal Coordinating Officer (FCO) shall head the full Emergency Response Team (ERT). The ERT is composed of the FCO, FEMA program and support staff, and representatives from each of the 15 federal ESFs. The responsibilities of the ERT include:

- Coordinating overall federal response and emergency response activities to the County.
- Working with the County and State to determine support requirements and to coordinate those requirements with the ESFs.
- Tasking the ESFs or any other federal agency to perform missions in support of the County. Upon their arrival, the team leader and ESFs shall receive an operational briefing from the Emergency Management Director/Police Chief or designee and be

assigned space from which to conduct their activities. Once this is completed, federal ESF staff shall establish contact with their counterparts on the County and State ESFs to coordinate the provision of federal assistance to meet resource needs, which exceed the capability of the State and affected local governments.

### **Vital Records/Documents**

The City Department Heads are responsible for the preservation of vital records/documents deemed essential for continuing government functions. The Holmes Beach City Clerk is responsible for the back-up and off-site storage of all electronic City vital records/documents stored on servers under their care.

## **Financial Management**

It is the intent of this policy to provide guidance for basic financial management to all departments and agencies responding under the provisions of the plan. Additionally, its intent is to ensure those funds are provided expeditiously and financial operations are conducted in accordance with appropriate Holmes Beach policies, regulations, and standards.

### **Assumptions**

Due to the nature of most emergency situations, finance operations shall often be carried out with compressed time frames and other pressures, necessitating the use of non-routine procedures. This, in no way, lessens the requirements of sound financial management and accountability.

A Presidential disaster or emergency declaration shall permit funding from the Federal Disaster Relief Fund under the provisions of the Stafford Act in addition to the financial resources initiated at the local and state levels.

### **Expenditure of Funds**

Timely financial support of any extensive response activity could be crucial to saving lives and property. While innovative means of procurement may be called for during times of emergencies, it is still mandatory that good accounting principles and practices be employed to safeguard the use of public funds from the potential of fraud, waste, and abuse.

In concert with federal guidelines, officials of the primary and support agencies shall give approval for expenditure of funds for response operations. Each agency is responsible for establishing effective administrative controls of funds and segregation of duties for proper internal controls, and to ensure that actions taken and costs incurred are consistent with the missions identified in this plan.

Extreme care and attention to detail must be taken throughout the emergency response period to maintain logs, formal records, and file copies of all expenditures (including workers time sheets) to provide clear and reasonable accountability and justification for future reimbursement requests. Reimbursement is NOT an automatic "given," so, as much deliberative prudence as time and circumstances allow should be used.

The Holmes Beach Treasurer shall be responsible for financial management regarding State/Federal assistance requested by the Holmes Beach Board of City Commissioners. The statutory duties and obligations of the Clerk's Office regarding financial accounting shall be respected and adhered to at all times as required by law.

All records relating to the allocation and disbursement of funds pertaining to activities and elements covered in this plan must be maintained, as applicable, in compliance with:

- The Code of Federal Regulations - Title 44 Emergency Management and Assistance (CFR 44); relevant Circulars and Federal Statutes, in a manner consistent with the provisions of the Federal Stafford Act.
- Chapter 252, Florida Statutes, relating specifically to emergency management powers and responsibilities of local government.

- Holmes Beach City Clerk and Treasurer.
- FEMA's Public Assistance Program and Policy Guide, FP 104-009-2 / April 2017 can be obtained from FEMA for reference.

Holmes Beach City Treasurer is responsible for implementing, maintaining, and tracking all financial projects and matters pertaining to the Board of City Commissioners during and after a disaster. Each office on behalf of their respective agencies is responsible for providing appropriate records to finance. All affected departments shall continue to follow their normal payroll procedures.

Funding sources for day-to-day emergency management activities and operations are available and include City General Fund Dollars

Pre-Disaster Funding Sources are available through the following:

- Pre-Disaster Mitigation Program
- Flood Mitigation Assistance

Post Disaster Funding Sources are available through the following:

- FEMA Public Assistance Program
- Hazardous Mitigation Grant Program

## **Mutual Aid Requests**

Manatee County and its municipalities are signatories to the Statewide Mutual Aid Agreement (SMAA) for catastrophic disaster response and recovery. The SMAA establishes procedures for counties to support and obtain reimbursement while operating in support of another county. The agreement is on file at the Florida Division of Emergency Management (FDEM). Manatee County government workers, teams, and resources can deploy to other locations at the request and approval of the FDEM. Even with limited resources Holmes Beach can supplement to Manatee County teams deployed and can benefit from mutual aid from outside of the county when there is a need.

Mutual Aid shall be coordinated through Manatee County Emergency Management. The County Emergency Management Director/Police Chief or designee is responsible for overseeing the mutual aid process. Requesting mutual aid from Holmes Beach during disaster situations is performed by making a request to the County via their preferred method. Manatee County Emergency Management shall then coordinate with FDEM to coordinate the requested resource(s) to the location requested in Holmes Beach.

Manatee County Emergency Management shall coordinate all requests for assistance/resources between FDEM and the responding resource for Holmes Beach. Any financial management of funding for or by municipalities is managed by their financial offices with any coordination necessary conducted through the municipal liaisons in the EOC.

See Appendix D – Resolution 18-07 Adopting FDEM Statewide Mutual Aid Agreement (SMAA).

## **Deactivation – Demobilization**

Once the hazard has been abated or been removed, the Emergency Management Director/Police Chief and/or the Incident Commander shall direct workers to begin cleanup operations and demobilize.

- Workers shall be notified of a reduced activation level or deactivation at the earliest convenient time, but preferably this decision shall be incorporated during the Incident Action Planning process for the next operational period.
- The EM Director is responsible for notifying all EOC workers of the change in staffing requirements and operational hours.
- The EM Director shall also notify the County Emergency Operations Center, and neighboring jurisdictions.
- The City Finance Chief shall ensure that all documentation regarding operations, workers time, and emergency expenditures is complete and obtained from all response workers.
- The City Logistics Section Chief shall ensure that all equipment and supplies are demobilized and tracked until they reach their final destination.
- The City Planning Section Chief shall ensure that all documentation has been stored, that all tracking documents and databases are properly duplicated and stored, and that an after-action critique is scheduled, conducted, and an after-action report is prepared.
- The Executive Policy Group should evaluate the need for incident stress debriefing for City workers.

For a minor incident, a quick informal inter-agency debriefing should be conducted. It may be necessary to schedule a formal incident review for an extended or major operation.

During Recovery, the EOC team shall continuously evaluate the necessity of maintaining centralized operations at the EOC. All ESFs shall maintain a liaison in the EOC until the Incident Commander determines it is no longer necessary. The EOC shall downgrade from 24-hour operations to a reduced schedule, as delegated by the EM Chief. This shall allow alternate EOC staff to coordinate remote operations and/or begin a return to normal department functions.

## **Hazard Mitigation**

Hazard mitigation is any action taken to permanently reduce or eliminate long-term risk to people and their property from the effects of hazards. Some examples of hazard mitigation include land use planning techniques that limit infrastructure in high hazard areas and programs for retrofitting existing structures to meet new building codes and standards. Ideally, a community can minimize the effects of future hazards through a mix of code enforcement, planning, and responsible development. Every community is exposed to some level of risk from hazards. Hurricanes, tornadoes, floods, hazardous material spills, fires, and sinkholes are some of the hazards experienced by Florida communities. The general purpose of the mitigation section is to clarify emergency management responsibilities regarding local mitigation activities in accordance with Florida Rule 27P-22 which directs counties to have a Local Mitigation Strategy (LMS) and a formal LMS Working Group.

Manatee County Board of County Commissioners approved Resolution R-20-086 adopting the Manatee County Local Mitigation Strategy (LMS) Plan Update. It was approved by FEMA on September 30, 2020, with the City of Holmes Beach approved under this plan. The County's LMS expires on September 30, 2025.

Hazards cannot be eliminated, but it is possible to determine what the hazards are, where the hazards are most severe and identify local actions that can be taken to reduce the severity of the hazard. Furthermore, there are incentives to live in lower risk areas. Insurance rates and taxes are usually higher in coastal and riverine areas and lower in inland areas.

## **Costs to Communities**

Hazards have real costs to businesses and residents. Businesses in high hazard areas can suffer financially when damaged. Residents who build in flood-prone areas are subject to evacuation, damage to their homes, and higher insurance premiums. Critical facilities such as hospitals, schools, airports, utilities, and major government buildings should not be placed in high hazard areas because the functions these facilities provide are too valuable to be placed in jeopardy, especially during times of disaster. And of course, community health and safety are beyond price.

## **Costs to Local Government**

Community infrastructure such as roads, drainage structures, sewer lines, electric lines, telephone lines that are built in high hazard areas is subject to frequent damage and extremely costly repair. Also, if a local government belongs to the National Flood Insurance Program and allows development in the floodplain without proper elevation and construction techniques, the federal government can withdraw the community's access to federal flood insurance for both public and private structures. Furthermore, a local government is responsible for as much as 12.5 percent of their local public cost of a federally declared disaster and 100 percent of any damage from smaller incidents that are not declared disasters. These costs can put a significant strain on the local government budget.

## **Lead Agency for Pre-Disaster and Post-Disaster Mitigation Operations**

Manatee County has a State and FEMA-approved LMS, which expires on September 30, 2025. Manatee County Emergency Management Division staff (Emergency Management Coordinator) are responsible for coordinating mitigation activities with the Local Mitigation Strategy Working Group. The Emergency Management Coordinator works with the LMS on local mitigation activities through convening stakeholder and planning meetings; documenting the meeting discussion, outcomes, and next steps; providing technical assistance to stakeholders; promoting interaction and holistic participation of all stakeholders; researching and documenting historical and potential mitigation activities and hazards; and ensuring compliance with local, state, and federal mitigation activities.

Hazard mitigation planning and programming is conducted in Manatee County by a wide variety of agencies and organizations. One of the key planning and programming efforts is the maintenance and implementation of the countywide local mitigation strategy (LMS), which is done by a cooperative inter-jurisdictional and inter-organizational group called the Manatee County LMS Working Group.

The Manatee County LMS Working Group includes members from the County, six municipalities of Manatee County, fire districts and Sheriff's office. Unless otherwise indicated, quarterly LMS meetings are held at 3:30 p.m. on the 3rd Thursday of March, June, September, and December online or at the Manatee County Central Library in Downtown Bradenton. An agenda is prepared in advance with consideration for additional agenda items upon request ([Hazard Mitigation - Manatee County \(mymanatee.org\)](http://mymanatee.org)).

Holmes Beach participates in the LMS Working Group and is represented by the Holmes Beach City Superintendent of Public Works/City Engineer. Holmes Beach has projects in the County LMS Project Priority Initiatives List.

The Manatee County Emergency Management Coordinator serves as LMS Working Group Chair for local mitigation activities. The Coordinator meets regularly with local Floodplain Managers to identify damaged structures in Special Flood Hazard Areas (SFHAs) for substantial damage determination. More information on this program can be found in Manatee County's LMS ([www.mymanatee.org](http://www.mymanatee.org)).

### **Emergency Operations Organization (Mitigation)**

- LMS Working Group Chair – Manatee County Emergency Management
  - LMS Working Group Members
    - County Departments
    - Municipalities
    - Infrastructure and Utility Providers
    - Private and Nonprofit Groups
    - Business Representatives
    - General Public

## **Emergency Preparedness and Training**

Holmes Beach Emergency Management shall coordinate with the Clerk's Office, Manatee County Emergency Management, the FL Division of Emergency Management, and FEMA for the most up-to-date training and information available for proper financial management and guidance from state and federal partners.

This section shall outline a public awareness and education and staff training program that shall ensure that emergency responders and the public fully understand the overall concept of Emergency Management and their responsibilities before, during, and after an emergency/disaster.

### **Concept Of Operations**

#### **General**

The Emergency Management Director/Police Chief conducts or arranges the delivery of training to the workers of Holmes Beach. The training program shall have three dimensions:

- a) Programs and courses are available through the Federal Emergency Management Agency, the State, the County and other governmental/volunteer agencies.
- b) Local departmental emergency response training.
- c) Community based awareness, self-help, population protection procedures, and public awareness training for the public.
- d) The City should participate in County and regional training and exercises to build their capabilities and enhance relationships (includes participation in annual County exercises and participation in MEOW).

#### **Mitigation/Preparedness Training**

- Department heads shall designate Emergency Coordinators within their organization.
- Department heads and Emergency Coordinators shall participate in Emergency Management training to better prepare their organizations for responding to emergencies/disasters.
- Department heads shall identify needed Emergency Management training and request it from Holmes Beach Emergency Management.
- Department heads are encouraged to budget for training and exercises.

#### **Response Training**

- FEMA's Emergency Management Institute and the Florida Division of Emergency Management provide on-site training for law enforcement, medical, fire services, utilities, and emergency management workers.
- Resident training at the Emergency Management Institute is encouraged for response groups from the jurisdictions to better understand the Integrated Comprehensive Emergency Management concept and the local plan.
- The objectives of Emergency Management training are to develop team skills for

Holmes Beach Emergency Operations Center; field operations; Information systems; technical information related to hazard mitigation, preparedness, response, and recovery; and roles and responsibilities of all levels of government and the private sector in the face of emergencies or disasters.

- Group training is encouraged for Holmes Beach Emergency Operations Center staff, members of the Executive Policy Group, information officers, government agency/department/organization heads and their Emergency Coordinators, damage assessment teams, human needs assessment teams, communications/dispatchers, school board staff, medical/health, volunteers, community partners etc.
- Internal training consists of the concepts of field operations and key components of Holmes Beach Emergency Operations Plan. An overview of Holmes Beach Emergency Operations Plan and training is essential to departments developing emergency procedures.
- Internal training should be done on-site and in-groups.
- Community awareness programs are provided to train citizens as to what actions are expected of them before, during, and after an emergency/disaster.
- Preparing citizens for protective action and self-help practices immediately following a disaster is part of the Emergency Management training program.
- The Emergency Management training program encourages members of all groups to take advantage of available training.

### **Recovery Training**

- Recovery exercises complete the process of exercising the Holmes Beach Emergency Operations Plan. Recovery exercises are designed to fit the format from tabletop to full-scale exercises.
- Individual and departmental evaluations of exercise performance are used to determine internal training requirements.
- Group and individual training at the Emergency Management Institute should be scheduled routinely. These courses cover natural, technological, and man-made hazards, as well as event specific courses.

### **Exercises**

#### **General**

- Exercising is the primary way to activate, test, and evaluate the components of Holmes Beach Emergency Operations Plan and to determine if the plan shall work in an actual emergency/disaster situation.
- There are four principal reasons for conducting exercises:
  - (i) To detect deficiencies in a plan.
  - (ii) To detect deficiencies in the overall system.
  - (iii) To identify potential workers and staff problems of divisions/agencies.

(iv) To detect problems relative to functions and operations of equipment.

### **Progressive Exercising**

- Tabletop exercises are designed to detect potential problems with coordination, to determine the appropriateness of assigned responsibilities and to achieve a certain level of familiarity of a plan.
- Functional exercises are more complex and are designed to test individual functions, such as direction and control, multiple functions, decision making, warning, public information, or recovery.
- Full-scale exercises are the highest level of exercise. It is the culmination of the exercise program. It is designed to evaluate the operational capability of the emergency management system over a substantial time period. It tests major components and subcomponents of the plan.

### **Exercise Requirements**

Each municipality is responsible by law for the safety and welfare of its citizens. Training should, therefore, involve the utilization of all municipal as well as County capabilities in a coordinated effort in accordance with individual plans and Emergency Operating Guidelines (SOGs).

- a) Holmes Beach Emergency Management shall conduct, at a minimum, an annual tabletop exercise, which shall incorporate the participation of all city agencies, utilizing the City's EOP as a guide.
- b) A functional exercise is to be conducted once every three years, in a four-year period.
- c) A full-scale exercise is required every four years.
- d) A constructive evaluation of exercises shall be completed for the purpose of addressing operational deficiencies and revising plans and procedures.
- e) After every exercise or activation, the After-Action Report and Improvement Plan shall be completed, and areas of deficiency shall be noted. This report shall be utilized to determine further training needs.
- f) Holmes Beach Emergency Management participates in the Manatee County Multi-Year Training and Exercise Plan which covers a three-year period and is updated at least every year.
- g) Holmes Beach Emergency Management participates in the Manatee County Emergency Operations Workgroup's (MEOW) meetings and training opportunities.

### **Responsibilities**

Holmes Beach Emergency Management is responsible for ensuring Holmes Beach Emergency Operations Center staff and operational responders fully understand their procedures and responsibilities, as outlined in Holmes Beach Emergency Operations Plan.

Training and scheduling of training for Emergency Management purposes shall be coordinated through Holmes Beach Emergency Management.

Department/agency heads should budget for, and participate in, training activities related

to emergency preparedness programs.

Holmes Beach Emergency Management shall:

- a) Coordinate all disaster-related training within the City to ensure that all the overall objectives of the EOP are met.
- b) Assist departments and agencies, municipalities, and non-governmental disaster agencies as required, in attaining coordinated training and education objectives.
- c) Fully utilize all available means to reach the maximum number of municipal residents to provide sufficient public information with which to develop individual plans:
  - Booklets, pamphlets, and brochures for public distribution.
  - Lectures and seminars relating to personal disaster preparation.
  - Local public information spots on radio and television.
- d) Upon completion of exercises, procedures and training shall be modified to correct the deficiencies noted.
- e) Those departments having Primary and Support responsibilities shall establish training programs covering their respective responsibilities, in accordance with approved SOGs.

### **Public Awareness and Education**

The City coordinates and participates in the Manatee County Emergency Operations Workgroup (MEOW). This group of Manatee County departments, municipalities, Health Department, fire districts, hospitals, and volunteer groups provide implementation platform for the development, review, and dissemination of the County CEMP.

MEOW helps coordinate the annual Manatee County Hurricane Expo, which provides a variety of public safety information to county residents. The City distributes printed disaster preparation materials and City Hall. It also communicates related information via its website ([www.holmesbeachfl.org](http://www.holmesbeachfl.org)), the [Holmes Beach Police Department's](#) Facebook page, and City of Holmes Beach [YouTube](#) channel.

## References and Authorities

Ultimate responsibility for the protection of life and property and the preservation of public peace, health, and safety lies with local governments. The authority for local governments to respond to situations and take actions necessary to safeguard the life and property of its citizens is set forth in the following regulations.

### **Holmes Beach – Emergency Management Authority**

Chapter 252.38, Florida Statutes delineates the emergency management responsibilities of political subdivisions in safeguarding the life and property of citizens and other persons within the political subdivision. Key points within the statutes are listed below.

Holmes Beach shall perform emergency management functions within the territorial limits of Holmes Beach and conduct those activities pursuant to F.S. 252.31 – 252.91, and in accordance with state and county emergency management plans and mutual aid agreements. Holmes Beach has the authority to establish, as necessary, a primary and one or more secondary emergency operating centers (EOCs) to provide continuity of government, and direction and control of emergency operations.

Holmes Beach has the authority to appropriate and expend funds; make contracts; obtain and distribute equipment, materials, and supplies for emergency management purpose; provide for the health and safety of persons and property, including assistance to survivors of any emergency; and direct and coordinate the development of emergency management plans and programs in accordance with the policies and plans set forth by federal and state emergency management agencies. In concert with federal guidelines, during a declared local state of emergency, the Mayor (or designee as outlined in Holmes Beach Resolution (# 1992-178) is authorized to execute funding agreements with other legal entities on behalf of Holmes Beach. Emergencies where a local state of emergency has not been declared, funding agreements with other legal entities must be brought before and approved by Holmes Beach Board of City Commissioners.

Holmes Beach has the authority to request state assistance or invoke emergency related mutual aid assistance by declaring a local state of emergency. The duration of the local state of emergency shall be limited to 7 days, and it may be extended as necessary in 72-hour increments. Holmes Beach participates in the Statewide Mutual Aid Agreements in existence (see Appendix D – Resolution 18-07 Adopting FDEM Statewide Mutual Aid Agreement (SMAA)). The city also has the power and authority to waive the procedures and formalities otherwise required of Holmes Beach by law, pertaining to:

- Performance of public work and taking whatever prudent action is necessary to ensure the health, safety, and welfare of the community.
- Entering contracts and incurring obligations.
- Employment of permanent and temporary workers.
- Utilization of volunteers.
- Rental of equipment.
- Acquisition and distribution, with or without compensation, of supplies, materials, and facilities.

- Appropriation and expenditure of public funds.

Manatee County Emergency Management recognizes that Holmes Beach has the right to establish its own emergency management plans and programs. Holmes Beach in establishing an emergency management program shall coordinate their activities and programs with Manatee County Emergency Management in accordance with 252.38 (2) Florida Statutes.

## **Holmes Beach – Administrative Rules**

The following ordinances and administrative rules apply to Holmes Beach Emergency Management activities.

### **City of Holmes Beach**

- Holmes Beach Emergency Operations Plan (EOP), as amended.
- Holmes Beach Resolution to adopt the EOP
- Holmes Beach Disaster Debris Management Plan (DDMP)
- Holmes Beach NIMS Resolution
- Declaration of a Local State of Emergency
- Code of Ordinances Chapter 18 – Civil Emergencies (see appendix F)
- Holmes Beach Recovery Plan

Note: Certain laws, plans, and reference materials are changed and updated periodically. Holmes Beach Emergency Management, while doing its best to keep this list up to date, may not have a complete accurate listing at any given time.

### **Manatee County**

- Manatee Comprehensive Plan, as amended.
- Manatee County Resolution to adopt the CEMP
- Manatee County Code of Ordinances – Chapter 30
- Declaration of a Local State of Emergency
- Current Local Mitigation Strategy
- Current Statewide Mutual Aid Agreement
- Manatee County Pandemic Influenza Plan
- Manatee County Strategic National Stockpile Plan
- Manatee County Continuity of Operations Plan
- Manatee County Local Terrorism Incident Response Annex
- Manatee County Special Needs Shelters Plan

### **Administrative Rules State of Florida**

- Florida Executive Office of the Governor Administrative Rules Chapter 27P – 2, 6, 11, 14, 19, 20, 21 and 22.
- State of Florida Uniform Accounting System (2000)

### **State of Florida Statutes**

- Chapter 1, Definitions
- Chapter 7, County Boundaries.

- Chapter 14, Title IV, Executive Branch, Governor
- Chapter 22, Emergency Continuity of Government.
- Chapter 23, Florida Statutes, as amended by Chapter 93-211, Laws of Florida.
- Chapter 30, Sheriffs
- Chapter 73, Eminent Domain
- Chapter 74, Proceedings Supplemental to Eminent Domain
- Chapter 119, Public Records Exemptions
- Chapter 125, County Government; Chapter 162, County or Municipal Code Enforcement; Chapter 165, Title XII, Municipalities, Formation of Local Governments; Chapter 166, Municipalities; and Chapter 553, Building Construction Standards.
- Chapter 154, Public Health Facilities
- Chapter 161, Beach and Shore Preservation; Part III, Coastal Zone Preservation.
- Chapter 163, Intergovernmental Programs; Part I, Miscellaneous Programs.
- Chapter 166, Municipalities
- Chapter 187, State Comprehensive Plan.
- Chapter 252, Emergency Management.
- Chapter 321, Highway Patrol
- Chapter 380, Land and Water Development.
- Chapter 381, Title XXIX, Public Health.
- Chapter 401, Medical Communications and Transportation.
- Chapter 403, Environmental Control.
- Chapter 404, Radiation.
- Chapter 406, Medical Examiners.
- Chapter 409, Title XXX, Social Welfare.
- Chapter 427, Transportation Services.
- Chapter 768, Good Samaritan Act.
- Chapter 870, Affrays, Riots, Routs and unlawful assemblies.

### **Federal**

- Public Law 106.390, as amended, which provides authority for response assistance under the National Response Framework formally known as the Federal Response Plan, and which empowers the President to direct any federal agency to utilize its authorities and resources in support of state and local assistance efforts.
- Public Law 93-234, Flood Disaster Protection Act of 1973, as amended, provides insurance coverage for all types of buildings.
- Public Law 81-290, the Federal Civil Defense Act of 1950, as amended, provides a system for joint capability building at the federal, state, and local levels for all types of hazards.
- Public Law 99-499, Superfund Amendments and Reauthorization Act of 1986, which governs hazardous materials planning and right-to-know.
- Public Law 101-615, Hazardous Materials Transportation Uniform Safety Act (HMTUSA), which provides funding to improve capability to respond to hazardous materials incidents.
- Public Law 95-510, Comprehensive Environmental Response, Compensation and Liability Act of 1980 (CERCLA) as amended, which requires facilities to notify authorities of accidental releases of hazardous materials.

- Public Law 101-549, Clean Air Amendments of 1990, which provides for reductions in pollutants.
- Public Law 85-256, Price-Anderson Act, provides for a system of compensating the public for harm caused by a nuclear accident.
- Public Law 84-99 (33 USC 701n), Flood Emergencies, authorizing an emergency fund for flood emergency preparation, flood fighting, and rescue operations, or repair and restoration of flood control works threatened or destroyed by flood.
- Public Law 91-671, Food Stamp Act of 1964, in conjunction with section 412 of the Stafford Act, relating to food stamp distributions after a major disaster.
- Public Law 89-665 (16 USC 470 et seq), National Historic Preservation Act, relating to the preservation of historic resources damaged because of disasters.
- Stewart B. McKinney Homeless Assistance Act, 42 USC 11331-11352, Federal Emergency Management and Shelter Program.
- National Flood Insurance Act of 1968, 42 USC 4001 et seq.
- CFR 44 Parts 59-76, National Flood Insurance Program and related programs.
- CFR 44 Part 13 (The Common Rule), Uniform Administrative Requirements for Grants and Cooperative Agreements.
- CFR 44 Part 206, Federal Disaster Assistance for Disasters Declared after November 23, 1988.
- CFR 44 Part 10, Environmental Conditions.
- CFR 44 Part 14, Audits of State and Local Governments.
- Presidential Directive HSPD-5 2003.
- Presidential Policy Directive PPD-8 National Response Framework 2011.
- Post-Katrina Emergency Management Reform Act of 2006

## **Direction and Control**

The City has a Strong Mayor form of government with the Mayor serving as its Chief Operating Officer, and five City Commission members. City departments are responsible for implementing the myriad of service functions.

### **Holmes Beach Emergency Management Director/Police Chief or Designee**

Section 252.38, Florida Statutes, directs each jurisdiction to establish an Emergency Management Office and appoint a Director to carry out the provisions of section 252.31 - 252.60. The Holmes Beach Police Chief is the designated Emergency Management Director for the City. In this capacity, the Director is directly and solely responsible for:

- Organization, administration, and operation of Emergency Management, the City Emergency Operations Center, and other related operational facilities.
- Serves in the capacity of advisor to the Mayor and Board of City Commissioners during emergency or disaster operations.
- Coordinator of activities services and programs to emergency planning and emergency response throughout the City.
- Maintaining liaison with County, State, Federal, and other local Emergency Management Agencies.

- Development and maintenance of operational planning for emergency responses.
- Instituting training programs and public information programs.
- Ascertaining the requirements of the City to implement emergency response operations.
- Taking all preparatory steps necessary, including the partial or full emergency mobilization of agencies of the City government in advance.
- Cooperating with the Governor's Authorized Representative, the State Division of Emergency Management, Manatee County Emergency Management, and all other Federal and relief agencies in matters pertaining to Emergency Management.
- Taking measures to carry into effect any request from municipalities, agencies, the State Division of Emergency Management, or Federal agencies for any appropriate Emergency Management activity.
- Carry out any implemented actions deemed necessary by the Mayor or the Board of City Commissioners.

The City of Holmes Beach is a small organization. Other larger organizations typically have the Operations Chief over first responder related tasks. Here, the Police Chief is the EM Director and shall serve as the Operations Section Chief with these additional tasks:

- Coordinate with County EMS and West Manatee Fire Rescue and support response activities which are occurring in the field (e.g., firefighting, search and rescue, mass care).
- Serve as Law Enforcement Branch executing and enforcing related orders, traffic control points, security, access control, coordination with Sheriff's Office and other law enforcement agencies, etc.

#### *Direction and Control Day-to-Day Operations*

During normal operations, the Holmes Beach Director of Emergency Management shall report directly to the Mayor and shall oversee the normal day-to-day operations of Emergency Management and may delegate this duty to designee.

#### *Additional Direction and Control Policies*

- Mayor of Holmes Beach and the Board of City Commissioners have the responsibility and authority to direct and control emergency/disaster operations in their jurisdiction.
- Municipalities, pursuant to F.S. Chapter 252.38, legally constituted, may establish emergency management programs and develop emergency management plans in conformance with Federal, State and County plans. The municipalities' command and control operation shall be supported by the County Emergency Operations Center.
- To ensure continuous leadership authority and responsibility during emergency situations, a Line of Succession has been established:
  - Mayor
  - Chairman of City Commission
  - Vice-Chair of City Commission
  - Commission members in order of seniority
  - Chief of Police
  - Other ranking police officer
- Holmes Beach Executive Policy Group shall assist the Mayor during a declared emergency and includes all city department heads and members of the Board of City Commission. The EPG is charged with formulation of the Emergency Operations Plan for municipal response to emergencies and disasters consistent with the Holmes Beach Emergency Operations Plan, updating the information as needed, and carrying out the emergency duties as described in the plan.
- Public officials in Holmes Beach are responsible for providing policy guidance in the administration of their emergency management program that shall work with Manatee County Emergency Management during an incident.
- Emergency Management Director/Police Chief shall serve as Liaison Officer for Holmes Beach when coordinating with Manatee County Emergency Management (unless otherwise designated by the EM Director).

- When the provisions of this are in effect, centralized direction and control of all emergency/disaster operations shall be coordinated through the Holmes Beach Emergency Operations Center.
- Emergency Management Director/Police Chief, when required, to ensure quick response to an actual or impending emergency/disaster, shall activate appropriate portions of this plan.
- Mayor is responsible for making decisions regarding the governance of the City. Each department reports to the Mayor. Within this structure Holmes Beach Emergency Management is responsible for all aspects of emergency management including recovery and mitigation.
- Informal as well as formal agreements are in place between Holmes Beach and the surrounding municipalities and Manatee County for assistance. These agreements have worked well in the past and it is anticipated that they shall function in the future. Formal agreements are being put in place as they are addressed.

### **EOC Command Staff Roles and Responsibilities**

The Emergency Management Director/Police Chief has a specific Command Staff comprised of workers assigned to and charged with performing or supporting the duties and responsibilities of the EOC under the EM Director. Command Staff include the Public Information Officer, Safety Officer, and Liaison Officer designated as necessary to carry out key activities not specifically identified in the functional areas directed by the General Staff.

The City has a small staff, and these roles and responsibilities may be performed by one or more City workers in combined functions. The following are specific responsibilities of these positions:

#### *Safety Officer*

This position is responsible for:

- Monitoring incident operations and advising the EM Director on all matters relating to operational safety, including the health and safety of emergency responder workers;
- Establishing systems and procedures to ensure emergency responder safety, as well as the general safety of incident operations.
- Exercising emergency authority to stop and/or prevent unsafe acts during incident operations.
- Coordinating with the Operations Section Chief and Planning Section Chief regarding operational safety and emergency responder health and safety issues.
- Ensuring the coordination of safety management functions and issues across jurisdictions, across functional agencies, and with private-sector and nongovernmental organizations.
- Reviewing the Incident Action Plan for safety implications.
- Identifying and mitigating against hazardous situations.
- Reviewing and approving any medical plan.

- NOTE: All HazMat incidents are required to have a Safety Officer.

#### *Public Information Officer*

This position is responsible for:

- Interfacing with the public and media and/or other agencies with incident-related information requirements.
- Obtaining approval from EM Director of all press releases.
- Developing accurate and complete briefings and releases on the incident's cause, size, and current situation; resources committed; and other matters of general interest for both internal and external distribution.
- Advising the Command staff on information dissemination and media relations.
- Obtaining information from and providing information to the Planning Section.
- Conducting media briefings.
- Overseeing messaging by the City, website, social media posts and reviewing County information.
- Participating in the County's Joint Information Center.

#### *Liaison Officer*

This position is responsible for:

- Functioning as the point of contact for agency representatives.
- Maintaining a list of assisting and cooperating agencies and their respective representatives.
- Assisting in setting up and coordinating interagency contacts.
- Monitoring incident operations to identify current and potential interorganizational problems.
- Providing agency-specific demobilization information and requirements on behalf of assisting and cooperating agencies.

#### *Operations Section Chief*

The Operations Section consists of City infrastructure, roads, utilities (County coordination) and stormwater infrastructure. Each functional element in this section may be staffed if conditions warrant. All functional elements within the Operations Branch report to the Operations Section Chief. The Operations Section is responsible for coordinating tactical operations for an incident in support of the on-scene incident commander. This section also coordinates with the Planning and Logistics sections to request or release resources in support of tactical operations. This section also determines resource shortfalls and requests additional resources from the Logistics Section. The Operations Section Chief is responsible for:

- Determining the staffing levels required for each functional element.
- Developing the operations portion of the Incident Action Plan.
- Coordinating, monitoring, and reporting the status of activities of the functions in the Operations Section.

- Conducting routine EOC briefings at each operational period.
- Conducting the Tactics Meeting with the Logistics/Finance/Admin Section Chief, and Safety Officer.

### *Planning Section Chief*

The Planning Section is responsible for the collection, evaluation, dissemination, and use of information regarding the development of the incident and status of resources. It is their responsibility to prepare alternative strategies to direct operations for the next incident period. The planning section shall develop Incident Action Plan (IAP), Situation Reports, Flash reports, maps, and information sharing documents which provide a coherent means of communicating the overall incident objectives, situation status, and other information important to the response and recovery effort. The Planning Section consists of four areas of responsibility: Situation Unit, Incident Planning and Documentation Unit, GIS Unit, Demobilization Unit, and Damage Assessment Unit.

The Situation Unit compiles, maintains, disseminates, and displays current incident status information for Command using the Incident Briefing Form (ICS 201) and other visual display tools in the EOC. They handle any map making (GIS) requests, document alternatives for presentation to Command and inclusion in the written IAP using the Contingency Plan Form (ICS 204), prepares Incident Status Summary (ICS Form 209) and other status reports, as assigned prior to each Planning Meeting, and maintains Unit/Activity Log (ICS 214).

The Incident Planning and Documentation Unit coordinates ongoing incident objectives with Command and Section Chiefs, develops and distributes Incident Action Plan (ICS Form 202); collects, evaluates, and disseminates incident information and resource situation status, organizes, and maintains accurate up-to-date incident files: forms, reports, emergency declarations, press releases, and all other official documents. They also ensure adequate duplication capability for large-scale operations and adequate staff to assist in the duplication and documentation process. They establish duplication services, accepts and file reports and forms submitted by incident workers, checks the accuracy and completeness of records submitted for files, ensures that legal restrictions on public and exempt records are observed, documents all activity on Unit Log (ICS Form 214), and conduct and document resource check in.

The Demobilization Unit develops release procedures in coordination with other Sections and Units. It coordinates with other areas to determine their capabilities to support demobilization effort. It prepares a demobilization plan to include the following required sections:

- General: Discussion of demobilization procedures.
- Responsibilities: Specific implementation responsibility and activity.
- Release Priority: Based on incident requirements, and type and kind of resources.
- Release Procedures: Detailed steps and process to be followed.

The unit distributes the Demobilization Plan to each section and coordinates and supervises the demobilization process for the EM Director.

The Damage Assessment Unit conducts an immediate comprehensive damage assessment in the post-disaster environment which is essential to ensuring that eligibility requirements for federal disaster assistance are met. Damage information shall be recorded in written form and with pictures utilizing the federally required forms (See Appendix H). The following actions shall be conducted by this unit:

- The Building Department is responsible for assessing damage to residential structures. The Chamber of Commerce may assist and shall coordinate with business damage assessment and communicate this information to the Damage Assessment Unit.
- The Public Works and Building Departments are responsible for the assessment of damage to City-owned structures, equipment, and infrastructure and for coordinating emergency repairs of critical infrastructure as prioritized by the Executive Policy Group.

### *Logistics Section Chief*

The Logistics Section is responsible for coordinating all support requirements needed to facilitate effective and efficient incident management, including support needs for the incident, and acquiring resources through procurement authorities, mutual aid agreements, pre-established vendor agreements, and donations. The function of the Logistics Section is primarily geared towards supporting workers. The Logistics Section Chief participates in tactics and planning meetings to develop the incident action plan. This position also activates and supervises the branches and units within the Logistics Section.

This section shall coordinate resources for all city emergency response team members and is primarily geared towards supporting workers and resources in the response phase of the incident. This section is responsible for the following principle activities divided between two branches as indicated in the graphic. The overall responsibilities of this section are to:

- Prepare and mitigate municipal facilities and equipment to reduce vulnerability to hazards.
- Maintain accurate documentation of supplies, equipment, and workers.
- Acquire resources to support field response and recovery operations through mutual aid, private donors, volunteers, or donation resources.
- Participate in preparation of Incident Action Plan.
- Review IAP and estimate Section needs for next operational period.
- Estimate future requirements for upcoming missions and operational periods.
- Monitor resource status during response and recovery operations.
- Provide trained workers and equipment for specialized services to protect lives and property throughout the response and recovery period, in cooperation with other City functional support areas.

Supporting functions of this section include vehicle and facilities maintenance capabilities of Public Works, IT / communications support (consultant), and Human Resources for food for response workers.

The Logistics Section is responsible for resource management which includes standardized procedures, methodologies, and functions. See the following section on *Resource Management*.

### *Administrative and Finance Section*

The Finance/Administration Section is responsible for the organizational and operational administrative and fiscal activities by the City. This section ensures compliance with the guidelines, policies, and constraints established by the Command Team and financial policies of the City. This Section consists of the following units: Time Unit and Cost Unit.

The overall responsibilities of this section are to:

- Acquire resources to support field response and recovery operations through mutual aid, private vendors, volunteers, or donation resources.
- Prepare and authorizes contracts and agreements.
- Participate in the Tactics Meeting and preparation of Incident Action Plan.
- Coordinate and process requests for additional resources.
- Estimate future requirements for upcoming missions and operational periods.
- Receive Demobilization Plan from the Planning Section.
- Monitor resource status during response and recovery operations.
- Monitor expenditure of funds.
- Document and track all resource requests, staging, and deployments.
- Provide regular status update to the Incident Commander for the status of financial resources and expenditures.
- Supply emergency funds to the Command Team.

### **Resource Management**

The Logistics Section is responsible for resource management which includes standardized procedures, methodologies, and functions. NIMS-compliant resource management includes the following steps in the resource management process:

1. Identifying resource requirements;
2. Ordering and acquiring resources;
3. Mobilizing resources;
4. Tracking and Reporting Resources;
5. Demobilizing Resources;
6. Reimbursement.

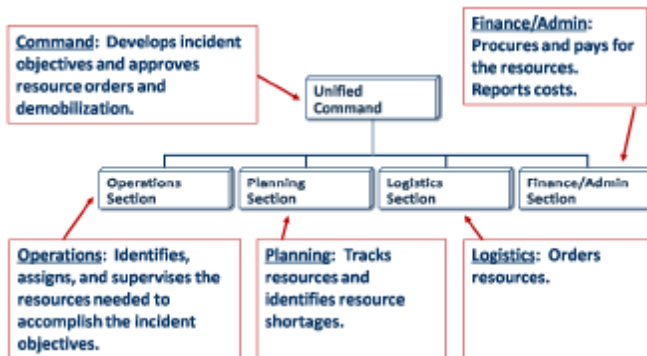
### *Identifying Resource Requirements*

As part of the operational period planning process, a Tactics Meeting shall be conducted with the Operations Section Chief, the Logistics/Finance/Administration Section Chief, and the Safety Officer. The purpose of the Tactics Meeting is to review the tactics developed by the Operations Section Chief. During this meeting, resource assignments shall be made and shall consist of the kind, type, and numbers of resources available and needed to achieve the tactical operations needed for the operational period. Resource shortfalls are identified and documented using the ICS Form 215 – Operational Planning Worksheet.

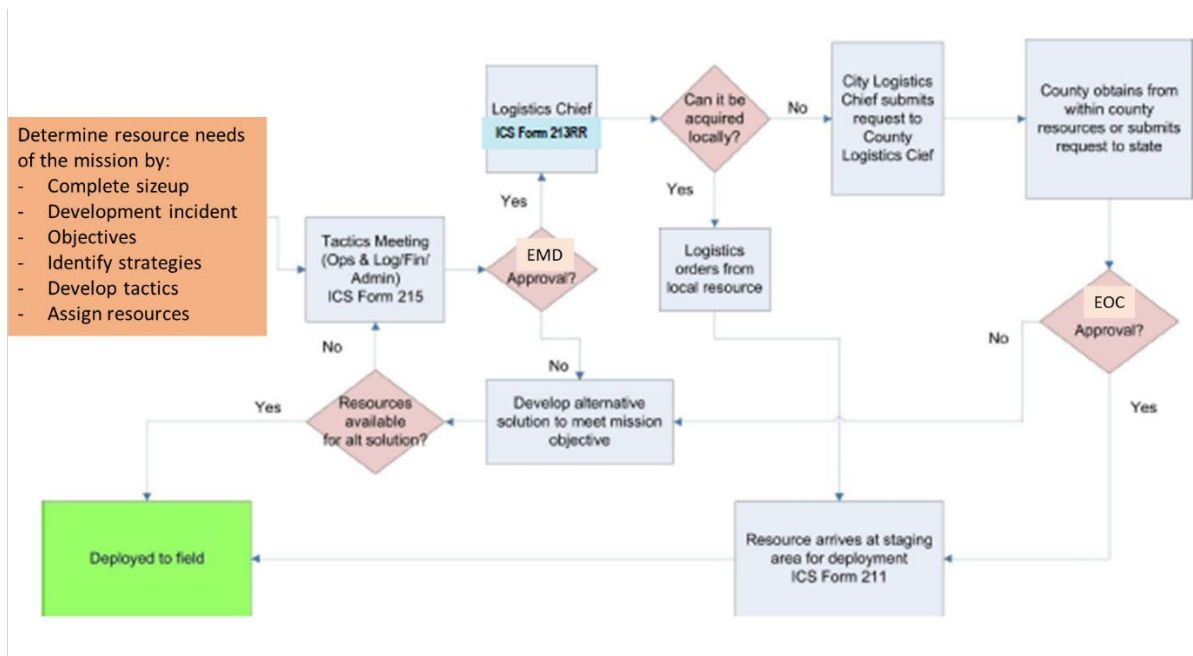
These shortfalls are discussed with the Logistics Section Chief and resource requests are later delineated in the Planning Meeting (in which all Section Chiefs are present). The Planning Section shall then coordinate with the Logistics Section to accommodate the request. Resource identification, which includes equipment and workers, and/or emergency response teams, should include the following information:

1. What and how much is needed;
2. Where and when it is needed;
3. Who shall be receiving or using it.

The following graphic provides a general overview of resource ordering responsibilities:



The following page graphically depicts the overview of the resource ordering process. The details of this process, such as what forms are to be use and what information is required, are detailed in the corresponding sections of the plan. This simply provides the reader with a basic understanding of the City’s NIMS-compliant process:



### *Ordering and Acquiring Resources*

All locally available resources must be exhausted before outside resource requests can be made. Once all available options for acquiring resources locally have been exhausted, the City Logistics Section Chief shall contact the County Logistics Section Chief who shall direct the mission upward. The County shall provide resources which it can obtain locally or must be requested from the state.

### *Resource Request Procedure*

Resource orders shall be documented on ICS Form 213RR (see Appendix E) and should contain the following essential elements:

1. Incident Name
2. Order and/or request number (if known or assigned)
3. Date and time of order
4. Quantity, Kind, and Type
5. Special Support Needs (if appropriate)
6. Reporting Location
7. Requested time of delivery
8. Person (including title) placing request
9. Callback phone number

### *Resource Mobilization and Tracking*

Resource mobilization is directly linked to resource tracking. When resources arrive on scene, they must be formally checked-in. The Planning Section is responsible for conducting the resource check-in. ICS Form 211 (see Appendix E) is used for resource check-in. A check-in recorder should be assigned to designated resource staging areas and report this information to the Planning Section.

If a large amount of response resources requires temporary staging, the City may utilize City Field or another city-owned property as a local staging area. The determination of which location shall be made based on the type and extent of the disaster. Command and control over the Staging Area shall be by the EM Director.

Tracking resources efficiently while they are assigned to the incident is essential for workers safety, accountability, and fiscal control. The process of financial tracking begins with the Finance Department establishing a “project code” to track all invoices for goods, services, and workers’ time dedicated to the emergency. These expenditures are coded with the project number by each department that incurred these expenses.

### **Holmes Beach NIMS Integration**

Holmes Beach has incorporated the National Incident Management System (NIMS) structure into all response and incident plans prior to the deadline set by the federal government for compliance.

NIMS compliance is mandated for federal, state, and local jurisdictions by the following directives: Homeland Security Act of 2002; HSPD 5, Management of Domestic Incidents; HSPD 8, National Preparedness; and the National Response Framework or NRF.

The NIMS establishes a uniform system for incident management and emphasizes the importance of maintaining accurate and up to date information on resource management and use as a critical component of domestic incident management. It also utilizes Multi-agency Coordination Systems (MACS) as a common framework for coordinating and supporting incident management. MACS may be required on large or wide-scale emergencies that require higher level resource management or information management. Resources may include facilities, equipment, workers, procedures, and communications. Primary functions are to support incident management policies and priorities, facilitate logistics support and resource tracking, make resource allocation decision based on incident management priorities, coordinate incident-related information and coordinate interagency and intergovernmental issues regarding incident management policies, priorities, and strategies.

The National Response Framework (NRF) serves as the core operational plan for national incident management, establishing national level coordinating structures, processes, and protocols that must be incorporated into existing Federal interagency incident plans.

The NRF details its reliance on NIMS operating principles and protocols in applying Federal support to incidents of national significance. Together, the NRF and the NIMS integrate the resources of jurisdictions, incident management and emergency response disciplines, non-governmental organizations, and the private sector into a seamless national framework for domestic incident response. NIMS recommends variations in incident management using Unified Command and Area Command.

Unified Command is utilized when more than one responding agency has responsibility for the incident or when the incident crosses political jurisdictions. Unified Command allows agencies to work together to analyze intelligence information and establish a common set of objectives and strategies for a single Incident Action Plan or IAP allowing agencies with responsibility to participate in the decision-making process and does not change any of the other features of the ICS.

Area Command oversees the management of multiple incidents each being managed by an ICS organization or oversees the management of large incidents that cross political jurisdictions and are particularly relevant to public health emergencies because these emergencies are usually not site-specific, not immediately identifiable and may be geographically dispersed and evolve over time. Area Command is responsible for setting overall strategy and priorities; allocating critical resources; ensuring incidents are properly managed; ensuring that objectives are met and ensuring that strategies are being followed.

The Public Information Officer or PIO shall operate within the parameters for the Joint Information System or JIS which provides an organized, integrated and coordinated mechanism for providing information to the public during an emergency to ensure that decision-makers and the public are fully informed throughout a domestic incident response. The Joint Information Center or JIC is the physical location where public information staff involved in incident management activities can perform critical emergency information, crisis communications and public affairs functions.

## **Manatee County Emergency Management Director/Police Chief**

Section 252.38, Florida Statutes, directs each county to establish an Emergency Management Office and appoint a Director to carry out the provisions of section 252.31 - 252.60. The Manatee County Emergency Management Director/Police Chief is the designated Emergency Manager for the County. In this capacity, the Director is directly and solely responsible for:

- Organization, administration and operation of Emergency Management, the County Emergency Operations Center, and other related operational facilities.
- Serves in the capacity of advisor to the Board of County Commissioners during emergency or disaster operations.
- Coordinator of activities services and programs to emergency planning and emergency response throughout the County.
- Maintaining liaison with State, Federal and other local Emergency Management Agencies.
- Development and maintenance of operational planning for emergency responses.
- Instituting training programs and public information programs.
- Ascertaining the requirements of the County to implement emergency response operations.
- Taking all preparatory steps necessary, including the partial or full emergency mobilization of agencies of county and municipal governments in advance.
- Cooperating with the Governor's Authorized Representative, the State Division of Emergency Management and all other Federal and relief agencies in matters pertaining to Emergency Management.
- Taking measures to carry into effect any request from municipalities, agencies, the State Division of Emergency Management or Federal agencies for any appropriate Emergency Management activity.
- Carry out any implemented actions deemed necessary by the Chairperson of the Board of County Commissioners.

## **Governor**

Under the provisions of Section 252.36, Florida Statutes, the Governor is responsible for dealing with the dangers presented to the state and its people by emergencies. In the event of an emergency beyond the control or capability of local governments, the Governor may assume direct operational control over all, or any part of the emergency management functions within the state. Pursuant to the authority vested in that position under Section 252.36, the Governor may:

- Declare a State of Emergency to exist through the issuance of an Executive Order or Proclamation.
- Activate the response, recovery, and mitigation components of existing State and local emergency plans.
- Serve as Commander in Chief of the organized and voluntary militia and of all other

forces available for emergency duty.

- Authorize the deployment and use of any forces, supplies, materials, equipment, and facilities necessary to implement emergency plans.
- Suspend the provisions of any regulation, statute, order, or rule prescribing the procedures for conducting government business if compliance would in any way hinder or delay necessary emergency actions.
- Utilize all available resources of the state and local governments, as reasonably necessary to cope with the emergency.
- Transfer the direction, workers, and functions of state agencies to assist in emergency operations.
- Commandeer or utilize any private property necessary to cope with the emergency.
- Direct and compel the evacuation of all or part of the population from any threatened or stricken area.
- Prescribe routes, modes of transportation, and destinations for evacuees.
- Control ingress and egress to and from an emergency area, the movement of persons within the area, and occupancy of premises therein.
- Suspend or limit the sale, dispensing, or transportation of alcoholic beverages, firearms, explosives, or combustibles.
- Make provisions for the availability of temporary emergency housing.

*Governor's Authorized Representative (GAR)*

Section 252.36, Florida Statutes, authorizes the Governor to delegate or otherwise assign his command authority and emergency powers as deemed prudent. The Governor has appointed the State Coordinating Officer (State Director of Emergency Management) as his authorized representative, to act on his behalf in carrying out the provisions of Chapter 252, Florida Statutes.

# Appendices

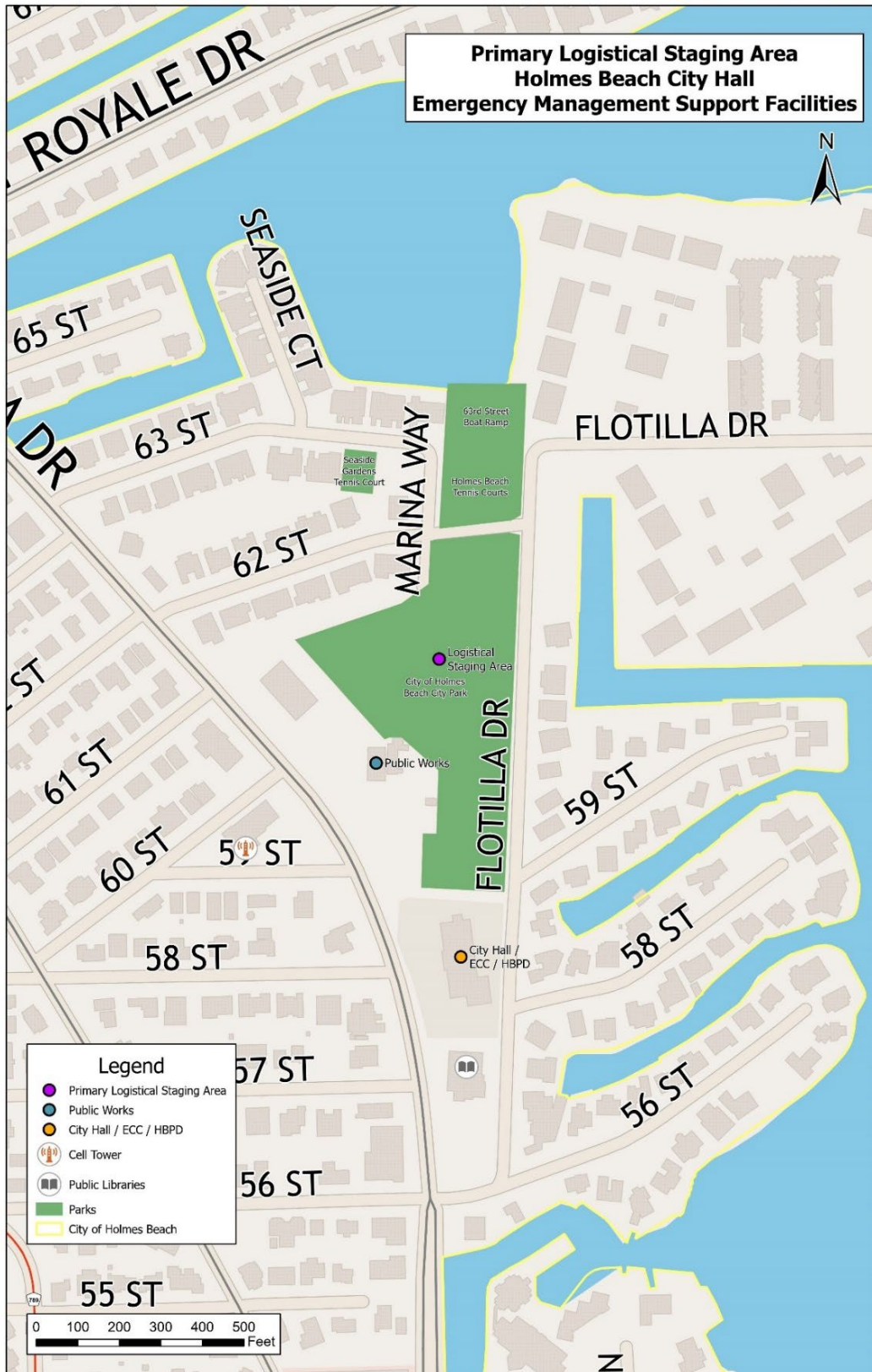
# Appendix A – Map of City and Critical Services and Infrastructure



# Appendix B – Map of Primary Emergency Helicopter Landing Zones



# Appendix C – Map of Primary Logistical Staging Area



**Appendix D – Resolution 18-07 Adopting FDEM Statewide Mutual Aid Agreement (SMAA)**

**CITY OF HOLMES BEACH, FLORIDA, RESOLUTION NO. 18-07**

**A RESOLUTION OF THE CITY COMMISSION OF THE CITY OF HOLMES BEACH, FLORIDA, ADOPTING THE FLORIDA DIVISION OF EMERGENCY MANAGEMENT STATEWIDE MUTUAL AID AGREEMENT AND PROVIDING FOR AN EFFECTIVE DATE.**

**WHEREAS**, the State of Florida Emergency Management Act, Chapter 252, authorizes the State and its political subdivisions to provide emergency aid and assistance in the event of a disaster or emergency; and

**WHEREAS**, the statutes also authorize the State to coordinate the provision of any equipment, services, or facilities owned or organized by the State or its political subdivisions for use in the affected area upon the request of the duly constituted authority of the area; and

**WHEREAS**, this Resolution authorizes the request, provision, and receipt of interjurisdictional mutual assistance in accordance with the Emergency Management Act, Chapter 252, among political subdivisions within the State; and

**WHEREAS**, the City of Holmes Beach has determined that it is in the best interest of its residents and visitors to enter into the Statewide Mutual Aid Agreement.

**NOW, THEREFORE, BE IT RESOLVED** by the City Commission of the City of Holmes Beach, Florida, as follows:

**Section 1.** The Statewide Mutual Aid Agreement as revised on February 26, 2018, which is attached as Exhibit A and is incorporated by reference, is adopted by the City of Holmes Beach and in accordance with the City's charter, the Mayor is authorized to execute said agreement.

**Section 2.** Effective Date. The Resolution shall become effective immediately upon adoption.

PASSED AND DULY ADOPTED, WITH A QUORUM PRESENT AND VOTING THIS \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_, by the City Commission of the City of Holmes Beach, Florida.

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City Commissioner

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City Commissioner

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City Commissioner

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City Commissioner

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City Commissioner

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Mayor

**STATE OF FLORIDA  
DIVISION OF EMERGENCY MANAGEMENT**

By: \_\_\_\_\_ Date: \_\_\_\_\_

Director

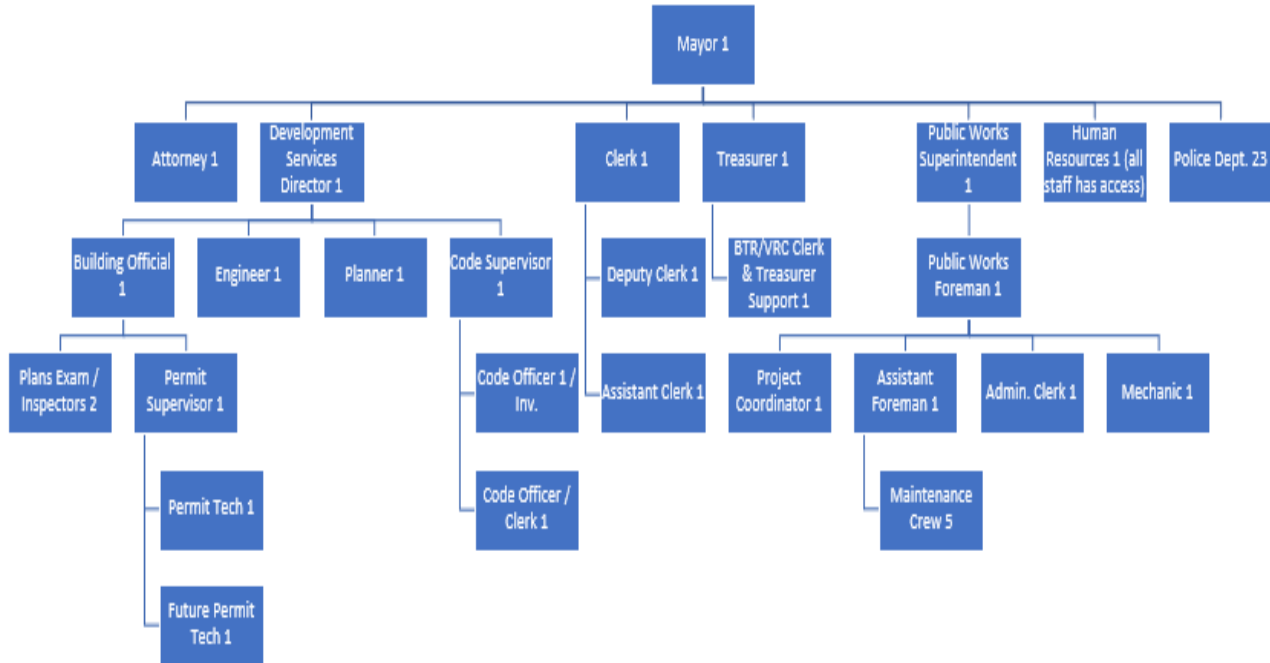
**ATTEST:**

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City Clerk

**Approved as to Form:**

# Appendix E – City of Holmes Beach Flow Chart



## Appendix F – City Ordinances Chapter 18 Civil Emergencies

### Chapter 18 CIVIL EMERGENCIES

#### ARTICLE I. IN GENERAL

Sec. 18-1. Mayor authorized to declare state of emergency.

The mayor is hereby designated the city official who shall be empowered to declare that a state of emergency exists in the city and shall assume all the powers provided in F.S. § 870.041 et seq.

(Code 1978, § 2-3)

State law reference(s)—Designation of official to declare state of emergency, F.S. § 870.042.

Sec. 18-2. Purpose.

It is the intent of the city commission through this ordinance to:

- (a) Authorize, in advance of a disaster, the establishment and maintenance of an ongoing recovery management organization within the city to plan, prepare for, direct, and coordinate orderly and expeditious post-disaster recovery;
- (b) Direct, in advance of a disaster, the pre-event preparation of a recovery plan for short-term and long-term post-disaster recovery, for adoption by the city commission, and periodic amendment, as necessary;
- (c) Establish, in advance of a disaster, powers to be implemented upon declaration of a local emergency by which the mayor and city staff including the building, planning, public works, and other city departments can take expeditious action to reasonably assure safe and healthy post-disaster recovery;
- (d) Identify methods by which the city may take cooperative action with other governmental entities to facilitate recovery; and
- (e) Specify means by which the city may consult with and assist businesses, citizens, and community organizations during the planning and implementation of recovery procedures.

( Ord. No. 22-20 , § 2, 9-15-22)

Sec. 18-3. Definitions.

The following words, terms, and phrases, when used in this ordinance have the meanings ascribed to them in this section, except where the context clearly indicates a different meaning:

Development moratorium. A temporary hold, for a defined period of time, on the issuance of building permits, approval of land-use applications, and other permits and entitlements related to the use, development, and occupancy of private property, in the interests of public health, safety, and welfare, and the protection of life and property.

Director. The director of the recovery management organization or an authorized representative.

Disaster. A locally declared emergency also proclaimed as a state of emergency by the Governor of the State of Florida and declared a disaster by the President of the United States.

Emergency. A local emergency declared by the Mayor for a specific disaster event that has not been terminated.

Flood insurance rate map ("FIRM"). An official map of a community on which the Federal Insurance Administrator has delineated both the special flood hazard areas and the risk premium zones applicable to the community. A FIRM that has been made available digitally is called a digital flood insurance rate map ("DFIRM").

Hazard mitigation grant program ("HMGP"). A program for assistance to federal, state, and local agencies whereby a grant is provided by the Federal Emergency Management Agency ("FEMA") as an incentive for implementing mutually desired mitigation programs, as authorized by the Stafford Act and related federal plans, policies, and regulations.

Historic structure. Any structure included on the national, state, or municipal register of historic places as well as structures having historic significance within a recognized historic district.

Individual assistance program. A program for providing small grants to individuals and households affected by a disaster to offset loss of equipment, damage to homes, or the cost of relocation to another home, as authorized under the Stafford Act and related federal regulations.

In-Kind. A structure, the same as the prior structure in size, footprint, height, shape, type of construction, number of units, general location, and appearance.

Interim recovery strategy. A post-disaster strategic program identifying major recovery initiatives and critical action priorities, either included in the Recovery Plan or necessitated by certain post-disaster conditions.

Local mitigation strategy ("LMS"). A plan prepared for the Manatee County Board of Commissioners and the city of Holmes Beach Board of Commissioners for adoption and FEMA approval that, among other things, assesses the type, location, and extent of natural hazards affecting the city; describes vulnerability of people, structures, and infrastructure facilities to such hazards; estimates potential losses; and includes a mitigation strategy that provides the city's blueprint for reducing identified potential losses.

Public assistance program. A program for providing reimbursement to federal, state, and local agencies and non-profit organizations for repair and replacement of facilities lost or damaged in a disaster, as authorized under the Stafford Act and related federal plans, policies, and regulations.

Recovery. Restoring housing, transportation, public services, and economic activity to levels equal to, or better than, their pre-disaster states through a series of short-term, intermediate, and long-term strategies and actions.

Recovery management organization. An interdepartmental organization that coordinates city staff actions in planning and implementing disaster recovery and reconstruction functions.

Recovery plan. A pre- or post-disaster plan for recovery comprising policies, plans, implementation actions, and designated responsibilities related to expeditious and orderly long-term hazard mitigation, post-disaster recovery, and redevelopment.

Redevelopment. Rebuilding or replacement of facilities and structures damaged or destroyed in a disaster, construction of large-scale public or private infrastructure, addition of community improvements, and restoration strategies for a healthy economy.

Stafford Act. The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended).

( Ord. No. 22-20 , § 2, 9-15-22)

#### Sec. 18-4. Recovery management organization.

There is hereby created the recovery management organization for the purpose of planning, organizing, coordinating, and implementing pre-event and post-disaster recovery actions.

(a) The recovery management organization has all powers necessary to carry out the purposes, provisions, and procedures of this ordinance.

(b) The recovery management organization is comprised of the following officers and members:

(1) The mayor is director;

(2) The superintendent of public works is deputy director and acts as director in the absence of the mayor;

(3) The city attorney is legal adviser;

(4) Other members may include the Building Official, Chief of Police, City Clerk, DDS, City Treasurer, Code Compliance Supervisor, Human Resources Director, and other departmental representatives deemed necessary by the director for effective operations; and

(5) The Chief of the West Manatee Fire Rescue District is an ex officio member of the recovery management organization.

(c) The recovery management organization shall coordinate its operations with the Manatee County Public Safety Department.

(d) The director shall oversee recovery management organization operations and shall call meetings as needed. After a declaration of an emergency, and for the duration of the emergency period, the recovery management organization shall meet daily or as frequently as the director determines.

(e) In the absence of the director, the deputy director is acting director and is empowered to carry out the duties and responsibilities of the director. The director shall name a succession of department managers to carry on the duties of the director and deputy director, and to serve as acting director in the event of the unavailability of the director and deputy director.

(f) The recovery management organization may create such standing or ad hoc committees as determined necessary by the director.

( Ord. No. 22-20 , § 2, 9-15-22)

## Sec. 18-5. Recovery plan.

The recovery management organization shall prepare a recovery plan addressing pre-event and post-disaster recovery policies, strategies, and actions; if possible, the recovery plan shall be adopted by the city commission before a disaster and amended, as needed, after a disaster.

(a) The recovery plan is composed of the pre- and post-event policies, strategies, and actions necessary to facilitate post-disaster recovery. The recovery plan shall designate lead and back-up departmental action responsibilities to facilitate expeditious post-disaster recovery as well as hazard mitigation actions. The recovery plan shall address short-term and long-term recovery subjects, including but not limited to: business resumption, damage assessment, demolitions, debris removal, expedited repair permitting, hazards evaluation and mitigation, historical structures, moratorium procedures, nonconforming structures and uses, rebuilding plans, restoration of infrastructure, temporary and replacement housing, and such other subjects as may be appropriate to expeditious and wise recovery. To the extent possible, the recovery plan should reflect a holistic approach where everyone in the recovery management organization team is working toward common objectives, and roles are defined within a general consensus regarding those roles; include language about constructing a mutually agreed-upon vision of community resilience; and include language regarding local perspectives on sustainability and climate adaptation.

(b) The recovery plan shall identify relationships of planned recovery actions with those of local, regional, state, federal, mutual aid, and nonprofit organizations involved with disaster recovery, including but not limited to: the Federal Emergency Management Agency (FEMA), the American Red Cross, the Department of Housing and Urban Development ("HUD"), the Small Business Administration ("SBA"), the Environmental Protection Agency, the Florida Department of Transportation, the Florida Department of Emergency Management ("FDEM") and other organizations that may provide disaster assistance. Prior to adoption or amendment of the recovery plan by the city commission, the city shall notify such organizations of the proposed content of the recovery plan and solicit comments from such organization in a timely manner.

(c) During the initial and intermediate stages of recovery plan formulation and prior to its adoption or amendment by the city commission, the recovery management organization shall conduct outreach to community stakeholder groups, organize and distribute public announcements, schedule and conduct community workshops and meetings, and convene advisory committees composed of representatives of homeowner, business, and community organizations, and otherwise provide information to, and consult with, the public regarding preparation, adoption, or amendment of the recovery plan. The city shall solicit public comments in a timely manner during recovery plan formulation, adoption, and amendment processes.

(d) Following formulation or amendment, the director shall transmit the recovery plan to the city commission for review and approval. The city commission shall hold at least two legally-noticed public hearings to receive comments from the public on the recovery plan. Following the public hearings, the city commission may adopt or amend the recovery plan by resolution, or transmit the draft back to the recovery management organization with direction for further modification(s) prior to final city commission action.

(e) The recovery management organization shall address key information, issues, and strategies for the orderly maintenance and periodic amendment of the recovery plan. In preparing amendments, the recovery management organization shall consult in a timely manner

with the city commission, city departments, businesses and community organizations, and other government entities to obtain information pertinent to possible recovery plan amendments.

(f) When the mayor declares an emergency, the recovery management organization is responsible for implementing the recovery plan. At least annually, the director shall prepare and submit reports to the city commission on the progress of formulation, amendment, or implementation of the recovery plan. After a declaration of emergency, the director shall report to the city commission, as often as necessary, on actions taken to implement the recovery plan in any post-disaster circumstances, identify policy issues requiring city commission policy direction, and receive authorization to proceed with interim recovery plan modifications necessitated by certain circumstances.

(g) The recovery management organization shall organize and conduct periodic exercises and training annually, or more often as necessary, in order to communicate, develop, and update the recovery plan. Such exercises and training shall be conducted with similar exercises and training in coordination with Manatee County Emergency Management.

(h) The recovery plan shall be coordinated with the comprehensive plan, the comprehensive emergency management plan (CEMP), the local mitigation strategy (LMS), and other related plans to avoid inconsistencies among plans.

( Ord. No. 22-20 , § 2, 9-15-22)

#### Sec. 18-6. Interim recovery strategy.

At the earliest possible time following a declaration of local emergency, the recovery management organization shall draft an interim recovery strategy.

(a) The interim recovery strategy shall identify and describe recovery initiatives and actions necessitated by specific post-disaster circumstances.

(b) The interim recovery strategy shall identify critical action priorities including, but not limited to, those actions identified under section 18-9 of this ordinance, describing for each action its objective, urgency, affected persons and organizations, funding sources, department responsible, and likely duration. The interim recovery strategy shall separately identify those recovery initiatives and action priorities that are not covered or insufficiently covered by the adopted recovery plan but that, in the judgment of the director, are essential to expeditious fulfillment of citizen needs, hazard mitigation imperatives, critical infrastructure restoration, rebuilding needs, and without which public health, safety, welfare, and protection of life and property might otherwise be impeded.

(c) The interim recovery strategy shall include a short-term hazard mitigation program comprised of high-priority actions. Such measures may include urgency ordinances dealing with mitigation and abatement priorities identified under section 18-9 of this ordinance, or requiring special land-use and development restrictions or structural measures in areas affected by flooding, fire, wind, seismic, or other natural hazards, or remediation of known man-made or technological hazards including, but not limited to, toxic contamination.

(d) The director shall transmit the interim recovery strategy to the city commission for review and approval following consultation with FEMA, other governmental agencies, businesses, infrastructure operators, and other citizen and stakeholder representatives. The director shall

periodically report to the city commission regarding interim recovery strategy implementation, and any adjustments that may be required by changing circumstances.

(e) The interim recovery strategy provides the basis for periodic amendments to the recovery plan and other related plans. It shall identify needed post-disaster amendments to the recovery, comprehensive, emergency operations, or other codes, ordinances, plans, or regulations.

( Ord. No. 22-20 , § 2, 9-15-22)

#### Sec. 18-7. Hazard mitigation program.

Prior to a major disaster, the recovery management organization, with city commission concurrence, shall establish a hazard mitigation program to address natural hazards, risks, and vulnerability for prioritized short-term and long-term mitigation actions leading to reduced disaster losses. The hazard mitigation program shall include preparation and adoption of the local mitigation strategy, any necessary amendments to the comprehensive plan, and emergency actions to address immediate hazards abatement including hazardous materials management.

(a) In close collaboration with Manatee County, the recovery management organization shall prepare for city commission review and adoption and FEMA approval a local mitigation strategy ("LMS") qualifying the city for receipt of federal hazard mitigation grant program (HMGP), flood mitigation assistance (FMA), building resilient infrastructure and communities (BRIC), and severe repetitive loss (SRL) grants, under the provisions of the Stafford Act, National Flood Insurance Act, and Disaster Mitigation Act of 2000, as amended.

(b) The LMS shall include, among other items specified in applicable federal regulations (i.e., 44 CFR 201.6):

(1) a risk assessment describing the type, location, and extent of all natural hazards that can affect the city, vulnerability to such hazards, the types and numbers of existing and future structures, infrastructure, and critical facilities located in identified hazard areas, and an estimate of the potential dollar losses to vulnerable structures; and

(2) a strategy that provides the city's blueprint for reducing the potential losses identified in the risk assessment.

(c) The LMS, its mitigation strategy, and other contents, shall be formally referenced in the comprehensive plan as appropriate.

(d) As new information is obtained regarding the presence, location, extent, and severity of natural and man-made or technological hazards, or regarding new mitigation techniques, such information shall be made available to the public, and the city commission shall amend the LMS, the comprehensive plan, and other ordinances, plans, and regulations, as appropriate.

( Ord. No. 22-20 , § 2, 9-15-22)

#### Sec. 18-8. General provisions.

The following general provisions shall be applicable to implementation of this ordinance:

(a) Following a declaration of local emergency, and while such declaration is in force, the recovery management organization is authorized to exercise all powers and procedures identified in this ordinance, including the temporary regulations identified below, subject to extension, modification, or replacement of all or portions of these provisions by separate ordinances adopted by the city commission.

(b) The recovery management organization shall coordinate post-disaster recovery operations, including but not limited to business resumption, damage assessment, demolitions, debris removal, expedited repair permitting, hazards evaluation and mitigation, historical structures, moratorium procedures, nonconforming structures and uses, rebuilding plans, restoration of infrastructure, temporary and replacement housing, and such other subjects as may be appropriate and as further herein.

(c) The recovery management organization shall coordinate recovery actions identified under this and following sections with those of state, federal, local, or other mutual aid organizations involved in disaster recovery, including but not limited to the FEMA, the American Red Cross, HUD, SBA, FDEM, Manatee County Public Safety Department, West Manatee Fire Rescue District, and other organizations that provide disaster assistance. Intergovernmental coordination tasks include but are not limited to the following:

- (1) local compliance with all applicable federal and state laws and regulations;
- (2) provision of information and logistical support;
- (3) participation in the LMS;
- (4) cooperation in joint establishment of one-stop service centers for victim support and assistance; and
- (5) such other coordination tasks as may be required under the specific circumstances of the disaster.

( Ord. No. 22-20 , § 2, 9-15-22)

#### Sec. 18-9. Temporary regulations.

The recovery management organization is authorized to administer the provisions of this section temporarily modifying provisions of the Code of Ordinances dealing with building permits, demolition permits, and restrictions on the use, development, or occupancy of private property, provided that such action, in the opinion of the Director, is reasonably justifiable for purposes of health, safety, and welfare, protection of life and property, mitigation of hazardous conditions, avoidance of undue displacement of households or businesses, or prompt restoration of critical public infrastructure.

(a) The provisions of this section are effective, subject to review by the city commission, for 90 days from the date of a local emergency declaration leading to a state-proclaimed emergency and federally-declared disaster, or until such time as the local emergency is extended, modified, replaced, or terminated in whole or in part by the mayor through separate ordinance.

(b) The provisions of this section enable actions that, in the judgment of the director, are justifiable for protection of public health, safety, and welfare, and therefore, can be reasonably

declared to qualify under statutory exemptions of environmental regulations contained in other chapters of the Code of Ordinances, and within state and federal law. The director shall provide ongoing monitoring reports to the city commission on environmental issues arising in relation to the interim recovery strategy, the recovery plan, and the statutory exemptions.

(c) The director has the emergency authority to undertake the following actions:

(1) Debris removal—Remove from public rights-of-way, and private property adjoining such rights-of-way, any debris, rubble, trees, damaged or destroyed vehicles, trailers, equipment, or other items of private property posing a threat to public health, safety, or welfare;

(2) Hazardous materials—Remove and abate hazardous and toxic substances threatening public health and safety;

(3) Setbacks of temporary structures—Create and maintain such additional setbacks for temporary structures to assure emergency and through movement of vehicles and pedestrians essential for recovery management;

(4) Prohibition of access—Prohibit public access to areas damaged or hazardous to public health, safety, or welfare; and

(5) Other—Take such other actions that, in the judgment of the director, are reasonably justified for protection of public health and safety, provision of emergency ingress and egress, assurance of ambulance, firefighting, or emergency access, restoration of infrastructure, and mitigation of hazardous conditions.

(d) The director shall direct damage assessment teams having authority to conduct field surveys of damaged structures and post placards designating the condition and permitted occupancy of such structures, as follows:

(1) Inspected—Lawful occupancy permitted is to be posted on any structure in which no apparent structural hazard has been found. There may be other forms of damage, but such other damages, if any, are not of a nature that temporarily affect or restrict lawful occupancy.

(2) Restricted Use is to be posted on any structure in which damage has resulted in some form to restrict continued lawful occupancy. The team member posting this placard shall note in general terms the type of damage encountered and shall clearly and concisely note the restrictions on continued lawful occupancy.

(3) Unsafe—Do not enter or occupy is to be posted on any structure that has been damaged to the extent that continued occupancy poses a threat to life safety. Structures posted with this placard must not be entered under any circumstances except as authorized in writing by the department that posted the structure or by authorized team members. The team member posting this placard shall note in general terms the type of damage encountered. This placard is not a demolition order. This ordinance and section number, the name of the responsible department, its address, and phone number, shall be permanently affixed to each placard. Once a placard has been attached to a structure, it must not be removed, altered, or covered by anyone other than authorized representative of the city or upon written notification from the city. Failure to comply with this prohibition is a misdemeanor punishable by a \$500 daily fine.

(e) The director is authorized to establish a moratorium on the issuance of building permits, review of land use applications, or other permits and entitlements related to the use, development, and occupancy of private property authorized under other chapters of the Code of

Ordinances, and other related ordinances, provided that, in the opinion of the director, such action is reasonably justifiable for public health, safety, and welfare, protection of life and property, and subject to the following:

(1) Posting—Notice of the moratorium shall be prominently posted in a public place and on the city's website, and shall clearly identify the boundaries of the area(s) where moratorium provisions are in effect, and shall specify the exact nature of the development permits or entitlements that are temporarily held in abeyance; and

(2) Duration—The moratorium shall be in effect subject to review by the city commission at the earliest possible time, but no later than 90 days, at which time the city commission shall extend, modify, replace, or terminate the moratorium by separate ordinance.

(f) The director is authorized to issue permits in any zone for the temporary use of property that shall aid in the immediate restoration of an area adversely impacted by a major disaster, subject to the following provisions:

(1) Critical facilities—Any facility that shall aid in the immediate restoration of the area, e.g., emergency communications, emergency medical, fire, or police, shall be permitted in any zone for the duration of the declared emergency.

(2) Other temporary uses—Temporary use permits, with conditions as necessary, may be issued in any zone, provided written findings are made establishing a factual basis that the proposed temporary use:

a. shall not be detrimental to the immediate neighborhood;

b. shall not adversely affect the comprehensive plan or any other applicable plan; and

c. shall contribute in a positive manner to the reconstruction and recovery of areas adversely impacted by the disaster.

(3) Temporary use permits may be issued for a period of one year following the declaration of local emergency and may be extended for one additional year, to a maximum of two years from the declaration of emergency, provided such findings continue to be applicable by the end of the first year. If, during the first or the second year, substantial evidence contradicting one or more of the required findings comes to the attention of the director, the director shall revoke the temporary use permit.

(g) Following a disaster, temporary emergency repairs to secure structures and property damaged in the disaster against further damage or to protect adjoining structures or property shall be made without fee or permit where such repairs are not already exempt under other chapters of the Code of Ordinances. The building official must be notified of such repairs within ten working days, and regular permits with fees may then be required.

(h) Except for temporary repairs permitted under provisions of this ordinance, all other repairs, restoration, and reconstruction of structures damaged or destroyed in the disaster shall be reviewed through permitting procedures under the provisions of this ordinance and other chapters of the Code of Ordinances. Fees for such repair and reconstruction permits may be deferred until issuance of a certificate of occupancy.

(i) Structures damaged or destroyed in a disaster that are legally nonconforming for use, yards, height, number of stories, lot area, floor area, residential density, parking, or other

provisions of the Code of Ordinances specified herein may be repaired and reconstructed in-kind, provided that:

- (1) The structure is damaged in such a manner that the structural strength or stability of the structure is appreciably lessened by the disaster and is less than the minimum requirements of the Code of Ordinances for a new structure;
- (2) The cost of repair is greater than 50 percent of the replacement cost of the structure;
- (3) All structural, plumbing, electrical, and related requirements of the Code of Ordinances, as well as any rebuilding requirements imposed by a higher level of government, such as structural elevation or basement removal if required under national flood insurance program ("NFIP"), are met at current standards;
- (4) All natural hazard mitigation requirements of the Code of Ordinances are met;
- (5) Reestablishment of the use or structure is in conformance with NFIP requirements and procedures, or any adopted higher standards;
- (6) The structure is reconstructed to the same configuration, floor area, height, and occupancy as the original structure;
- (7) No portion of the structure encroaches into an area planned for widening or extension of existing or future easements, rights-of-way, or streets as determined by the comprehensive plan or other applicable plan;
- (8) Repair or reconstruction commences within two years of the date of the declaration of local emergency in a major disaster and shall be completed within two years of the date on which permits are issued; damaged structures must be secured in accordance with the city's provisions for abandoned structures in order to ensure the health, safety, and welfare of the public and protection of life and property; and
- (9) Nothing herein authorizes the continuation of a nonconforming use beyond the time limits set forth under other chapters of the Code of Ordinances that were applicable to the property prior to the disaster.

( Ord. No. 22-20 , § 2, 9-15-22)

#### Sec. 18-10. One-stop service center for permitting, economic, and housing assistance.

The recovery management organization shall coordinate the establishment of a one-stop service center, staffed by representatives of pertinent city departments and staff of cooperating organizations, for the purpose of providing coordinated services and assistance to disaster victims for purposes including, but not limited to: permit processing to expedite repair of structures, provision of housing assistance, and encouragement of business recovery and resumption.

The director shall establish the one-stop service center and procedures in coordination with other governmental entities that may provide services and support, such as FEMA, SBA, HUD, FDEM, the Manatee County Public Safety Department, West Manatee Fire Rescue District, and other organizations that provide disaster assistance.

( Ord. No. 22-20 , § 2, 9-15-22)

Sec. 18-11. Emergency contractor and volunteer certification.

The recovery management organization is authorized to establish standard certification processes for all contractors and volunteers seeking to provide clean-up, construction, or repair services within areas that have experienced disaster damage. To be eligible, contractors and volunteers must obtain the proper certification using the following processes.

(a) Contractors must apply for contractor certification at the one-stop service center with the hours of operation and location established by the city. An application processing fee of \$50.00 is required for each contractor firm and shall be paid in cash, by check made payable to the city, or by electronic transfer of cash or credit card payable to the city, as available.

(b) Contractors seeking certification must meet the following minimum insurance and background check requirements:

(1) Staff shall verify that contractors are properly registered and licensed with the Florida Department of Business and Professional Regulation ("DBPR") and local agencies, as applicable;

(2) The police department shall conduct a criminal background check on each worker performing services for the contractor's firm;

(3) Contractors must be licensed for their respective trades through DBPR and meet minimum insurance requirements.

(4) Contractors seeking to perform projects with a scope of work that exceeds a cost of \$2,000.00 must provide proof of a general liability insurance policy for an amount not less than \$1,000,000.00.

(c) Contractors are subject to the following certification enforcement requirements:

(1) Proof of certification is a city-issued photo identification badge for each worker performing clean-up, construction, or repair services within disaster-damaged areas. This proof of certification must be displayed by each worker at all times within the designated area. Replacement badges shall be issued at a cost of \$25.00.

(2) Individuals without an identification badge shall not be permitted to perform clean-up, construction, or repair services.

(3) Uncertified contractors are subject to a fine of \$100.00 per day or imprisonment for not more than 30 days. Each day a violation occurs constitutes a separate offense.

(4) The city retains the right to suspend or revoke the contractor certification.

(d) Persons volunteering their efforts without compensation for disaster clean-up, construction, or repair services must also apply for emergency certification as a volunteer at the one-stop service center and receive a photo identification badge. No application processing fee is required for a volunteer certification. However, volunteers certified to assist with clean-up, construction or repair services must be affiliated with a charitable, non-profit organization meeting all preceding contractor certification insurance and enforcement requirements.

( Ord. No. 22-20 , § 2, 9-15-22)

Sec. 18-12. Temporary and permanent housing.

The director shall assign staff to work with FEMA, SBA, HUD, FDEM, and other appropriate governmental and private entities to identify special programs providing temporary or permanent replacement housing that shall help avoid undue displacement of people and businesses. Such programs may include deployment of mobile homes under the temporary use permit procedures provided in section 18-9 of this ordinance, use of SBA loans, available Section 8 and community development block grant funds to offset repair and replacement housing costs, and other initiatives appropriate to the conditions existing in the aftermath of a major disaster.

( Ord. No. 22-20 , § 2, 9-15-22)

Sec. 18-13. Demolition of damaged historic structures.

The director is authorized to order the condemnation and demolition of structures damaged in the disaster under the standard provisions of the Code of Ordinances, except as otherwise indicated in this ordinance.

(a) Within 28 business days after the disaster, the building official shall notify the Florida Department of State Division of Historic Resources that one (1) of the following actions shall be taken with respect to any structure determined by the building official to represent an imminent hazard to public health, safety, and welfare; to protection of life and property, or to pose an imminent threat to any public rights-of-way:

(1) Where possible, within reasonable limits determined by the building official, the structure shall be braced or shored in such a manner as to mitigate the hazard;

(2) Whenever bracing or shoring is determined not to be reasonable, the building official shall cause the structure to be condemned and immediately demolished.

Such condemnation and demolition shall be performed in the interest of public health and safety without a condemnation hearing as otherwise required by the Code of Ordinances. Prior to commencing demolition, the building official shall photographically document and record the conditions of the entire structure.

(b) If, after the specified time frame noted in subsection 18-8(a) of this ordinance and less than 30 days after the disaster, a historic structure is determined by the building official to represent a hazard or threat to the public health and safety, the building official shall duly notify the structure owner of the intent to proceed with a condemnation hearing within 28 business days of the notice in accordance with Code of Ordinances; the building official shall also notify FEMA, in accordance with the National Historic Preservation Act of 1966, as amended, of the intent to hold a condemnation hearing.

(c) Within 30 days after the disaster, for any historic structure that the building official and the owner have agreed to demolish, the building official shall submit to FEMA, in accordance with the National Historic Preservation Act of 1966, as amended, a request to demolish. Such request shall include all substantiating data.

(d) If after 30 days from the disaster event, the building official and the owner of a historic structure agree that the structure should be demolished, such action shall be subject to the review process established by the National Historic Preservation Act of 1966, as amended.

( Ord. No. 22-20 , § 2, 9-15-22)

Secs. 18-14—18-30. Reserved.

## ARTICLE II. CIVIL DEFENSE EMERGENCY AND LOCAL DISASTER PROCEDURES

Sec. 18-31. Established; applicability.

There are hereby established the following civil defense emergency and local disaster procedures, limitations and restrictions, which shall become applicable before, during and following any such emergency or disaster in accordance herewith. Each section shall become applicable upon the occurrence of the conditions therein specified, or upon invocation of the provisions thereof in accordance with section 18-32.

(Code 1978, § 8.5-1)

Sec. 18-32. Implementation.

Where applicability is not otherwise provided therein, the several provisions of this article as are found to be necessary or appropriate shall be invoked by a simple majority vote of a quorum of the city council if same can be assembled in less than 30 minutes. If such quorum cannot be assembled, or if circumstances do not otherwise allow the assembly of such a quorum, then such provisions may be invoked by proclamation of available city officials in the following succession: Mayor, chairman of city council, vice-chairman of city council, other council members in order of seniority, chief of police, other ranking police officer. It is the intent of this section that the highest ranking official in accordance with the foregoing succession who is available, conversant with local conditions and in communication with local disaster officials shall, under delegation from the city council, invoke and declare applicable such provisions of this article as to such official appear warranted by the then-existing conditions.

(Code 1978, § 8.5-2)

Sec. 18-33. Hurricanes—Pre-civil defense emergency status (condition green).

At the time a hurricane watch status is in effect for the Anna Maria Island area, tidal height and wave conditions shall be monitored under the direction of the chief of police. Evacuation procedures shall be reviewed by the mayor and chief of police and all workers alerted for emergency status.

(Code 1978, § 8.5-3)

Sec. 18-34. Same—Early evacuation emergency status.

(a) Should it be determined by the ranking city official in accordance with section 18-32, after conferring with the chief of police, that early evacuation of the residents of the city shall be required prior to the issuance of an official hurricane warning for the area, a civil defense emergency shall be declared.

(b) The ranking city official shall convene the emergency disaster committee in accordance with the hurricane evacuation plan of the city.

(c) The chief of police may be designated to be responsible for the execution of the evacuation procedures as set forth by the state, the county or the city.

(Code 1978, § 8.5-4)

Sec. 18-35. Natural disasters; civil defense emergency status (condition orange).

(a) Evacuation procedures, if necessary, shall be instituted as set forth in sections 18-32 through 18-34, whether the emergency be declared by the federal, state, county or city government.

(b) All actions shall be taken to control effects of the growing disaster in accordance with appropriate standard operating procedures of the county peacetime emergency plan and the city.

(Code 1978, § 8.5-5)

Sec. 18-36. Withdrawal of county or city forces operation.

All county and city forces shall begin self-protective withdrawal from the area as conditions warrant. As disaster conditions reach such proportions as to make the probability of successful volunteer operations in bona fide emergency calls significantly diminished, no rescue work shall be ordered or permitted.

(Code 1978, § 8.5-6)

Sec. 18-37. Early recovery status (condition blue).

When conditions moderate, civil defense workers, city officials, police officers, and disaster work crews shall be permitted to leave shelter and return to evaluate local conditions. Following the lifting of this condition, special control of traffic to the city shall be maintained. Resident return (with proper I.D.) shall be determined by extent of damage and accessibility. Priority for early return shall be given to merchants providing essential services or merchandise, including but not limited to those operating food, drug, hardware, gasoline or medical establishments.

(Code 1978, § 8.5-7)

Sec. 18-38. Declaration of local disaster.

The President of the United States, the Governor of Florida, county commission or the city as provided in this article may declare a local disaster status if extensive damage to public utilities, public buildings, public communication systems, public streets, roads, public drainage system, commercial and residential buildings and areas exists.

(Code 1978, § 8.5-8)

Sec. 18-39. Evaluation and assessment of loss.

(a) Evaluation and assessment of loss shall be made as soon as accessibility to the city is feasible under the guidelines set forth in the county peacetime emergency plan, and as may be directed by the state and the federal government.

(b) The mayor, the superintendent of public works, the building official, the chief of police, city clerk and other governmental or knowledgeable volunteer persons shall use all means available to determine as accurately as possible the assessment of loss. Reports shall be submitted as required and shall be attached to the county report.

(Code 1978, § 8.5-9; Ord. No. 21-22 , § 22, 10-26-21)

Sec. 18-40. Post-disaster recovery.

(a) Following evaluation of a natural disaster within the city, the mayor, the building official, superintendent of public works and police chief shall confer with county civil defense and utility workers to determine a program of cleanup and restoration.

(b) The superintendent of public works shall be responsible for the implementation of the cleanup and restoration program as set forth by administrative procedures of the city.

(c) Accessibility of main roads shall be given priority to ensure as early return as is possible for residents of the community.

(Code 1978, § 8.5-10; Ord. No. 21-22 , § 23, 10-26-21)

Sec. 18-41. Return of persons to the city.

(a) The mayor, or other ranking city official, after conferring with the chief of police and superintendent of public works, shall determine a program for orderly return to the city.

(b) Merchant and resident return to the island shall be determined by extent of damage and accessibility of roads. The police department, together with assistance from the sheriff's department if required, shall implement procedures and patrol for orderly return to the city. Identification of all persons returning to the city shall be required.

(Code 1978, § 8.5-11)

Sec. 18-42. Establishment of curfew.

When so declared pursuant to section 18-32, a general curfew throughout the city shall be established by the mayor, or in the mayor's absence, by the vice-mayor, or in the vice-mayor's absence, by the police chief. This curfew shall not apply to regular members of the law enforcement bodies or disaster crews while doing cleanup or restoration work. Regular employees of local businesses, while traveling to and from their jobs, are exempt provided they have identification if stopped by any law enforcement workers. Local businesses are required to do everything possible to provide identification to such of their employees as shall need the same.

(Code 1978, § 8.5-12)

#### Sec. 18-43. Limitation of store opening hours.

In order to facilitate cleanup and restoration during a local disaster emergency, limitation shall be placed on the hours business establishments shall remain open.

(Code 1978, § 8.5-13)

#### Sec. 18-44. Prohibition of price gouging.

(a) When so declared pursuant to section 18-32, it shall be unlawful for any merchant doing business within the city to charge more than the normal average retail price for any merchandise sold. The average retail price as used in this section is defined to be that price at which similar merchandise was being sold during the 90 days immediately preceding the emergency or at a mark-up which is no larger percentage over wholesale cost than was being added to wholesale cost prior to the emergency.

(b) Any licensee of the city found guilty of violating any provision of this section shall have his or her license suspended or revoked by the city council in addition to other penalties as provided in section 18-51.

(Code 1978, § 8.5-14)

#### Sec. 18-45. Removal of debris.

(a) Should the President of the United States declare a major disaster in the city, or the county under the provisions of Public Law 288, 93rd Congress, as amended, the Office of Federal Emergency Management Agency may be requested to arrange to have the appropriate federal agency perform the following work: Removal of debris and wreckage from public property and from public rights-of-way and private property to established disposal sites.

(b) The city council certifies that, to the best of its knowledge and belief, the requested work is eligible under Public Law 288, 93rd Congress, and agrees to:

(1) Provide without cost to the United States the use of all lands, easements and rights-of-way necessary for the accomplishment of the approved work; and

(2) Hold and save the United States free from damages due to the approved work and with respect to debris removal and shall indemnify the federal government against any claim arising from such removal.

(Code 1978, § 8.5-15)

Sec. 18-46. Letting of contracts.

Formal bidding procedures, including public advertising, shall be dispensed with where compliance of same is determined to unnecessarily delay the award of contracts for necessary repairs, equipment, or services.

(Code 1978, § 8.5-16)

Sec. 18-47. Distribution of ice, charcoal or other materials.

The city may set up a distribution system for ice, drinking water and charcoal for cooking at no cost to the residents.

(Code 1978, § 8.5-17)

Sec. 18-48. Collection areas for debris and garbage.

The superintendent of public works shall be responsible for the establishment of designated areas for debris accumulation. In addition, if local streets are inaccessible to disposal trucks, designated areas for bagged garbage shall be established.

(Code 1978, § 8.5-18)

Sec. 18-49. Temporary mobile homes.

(a) The building official is hereby authorized to issue permits for the location of mobile homes on parcels of property within the city and its police jurisdiction, which permits shall be for a period of time not exceeding one year. The superintendent of public works shall issue permits after he has found and determined that the applicant has sustained such damage to his or her primary residence as to cause the same to be uninhabitable.

(b) Any person aggrieved by the issuance or denial of the permit allowed under this section may appeal such issuance or denial to the city council.

(Code 1978, § 8.5-19; Ord. No. 21-22 , § 24, 10-26-21)

Sec. 18-50. Repeal of proclamations and emergency provisions.

All proclamations and emergency regulations invoked under the provisions of this article shall be repealed, when a civil defense or local disaster emergency ceases to exist.

(Code 1978, § 8.5-20)

Sec. 18-51. Penalties.

Violation of sections 18-42, 18-43 and 18-44 of this article shall be as provided in section 1-13.

(Code 1978, § 8.5-21)

## Appendix G – City EOC Staffing Chart

## Appendix H – Damage Assessment Forms

DAMAGE ASSESSMENT - FIELD WORK SHEET

Date \_\_\_\_\_

- 1. ADDRESS: \_\_\_\_\_
- 2. OWNERS NAME: \_\_\_\_\_
- 3. RENTERS NAME: \_\_\_\_\_
- 4. PERSON TO NOTIFY IN EMERGENCY: \_\_\_\_\_

PHONE: (\_\_\_\_) \_\_\_\_\_

- 5. TYPE OF STRUCTURE DAMAGE:
  - Residential \_\_\_\_\_ Frame \_\_\_\_\_
  - Commercial \_\_\_\_\_ Metal \_\_\_\_\_
  - Multi-Family \_\_\_\_\_ Masonry \_\_\_\_\_
  - Mobile Home \_\_\_\_\_

- 6. INSURANCE:
  - Owner Insured: \_\_ Yes \_\_ No \_\_ Unknown
  - Structure: \_\_ Fully Insured \_\_ Under Insured \_\_ Unknown
  - Renter Insured \_\_ Yes \_\_ No \_\_ Unknown

7. IS THIS THEIR PRIMARY RESIDENCE? \_\_ Yes \_\_ No \_\_ Unknown

=====

8. STRUCTURAL DAMAGE:

	<u>5-25%</u>	<u>25-50%</u>	<u>50-100%</u>
Foundation	_____	_____	_____
Roof/Trusses	_____	_____	_____
Exterior Walls	_____	_____	_____
Interior Walls	_____	_____	_____
Floors/Flooring	_____	_____	_____
Plumbing	_____	_____	_____
Electric	_____	_____	_____
A/C & Heat	_____	_____	_____

9. DAMAGE CATEGORY: \_\_\_\_\_ Minor \_\_\_\_\_ Major \_\_\_\_\_ Destroyed  
(Damage Less than 25%) (Damage From 25-50%) (Damage Exceeds 50%)

- 10. STRUCTURAL INFORMATION:
  - POWER, GAS, WATER should remain off? \_\_ Yes \_\_ No \_\_ Undetermined
  - Is ENGINEERING needed for Repair? \_\_ Yes \_\_ No \_\_ Undetermined
  - Is the Building LIVABLE? \_\_ Yes \_\_ No \_\_ Undetermined
  - Were PICTURES taken? \_\_ Yes No \_\_

Team \_\_\_\_\_ Roll \_\_\_\_\_ Frame \_\_\_\_\_

DEPTH OF WATER IN STRUCTURE: \_\_\_\_\_

11. TEAM MEMBERS:  
 This assessment form was completed by \_\_\_\_\_ (Please Print)

=====

Office Use Only:  
 Estimated Cost of Repairs  
 \$ \_\_\_\_\_

Form 2

**INSTRUCTIONS FOR COMPLETING  
DAMAGE ASSESSMENT - FIELD WORK SHEET**

1. **ADDRESS** - address of damaged home or exact location (i.e., fourth house from north corner of 60th Avenue on 49th Street on west side.)
2. **OWNER'S NAME** - if somebody is on site, ask for the owner's name.
3. **RENTER'S NAME** - if somebody is on site, ask if they are the renters; if so, get their name.
4. **PERSON TO NOTIFY IN EMERGENCY** - if someone is on site, ask for a friend's or relative's phone number. This is how to locate the owner later.
5. **TYPE OF STRUCTURE DAMAGED** - check off the type of structure (i.e. residential home, and the structure is frame construction).
6. **INSURANCE** - this information is **IMPORTANT!!** If somebody is on site, ask questions. The answers may be the difference whether the City receives money from the government. (i.e., the person on site states he is a renter and his contents are not insured), indicate Renters Insured, check **YES** or **NO**.
7. **IS THIS THEIR PRIMARY RESIDENCE?** - this is also **IMPORTANT** whether the City receives money. Ask if this is their primary residence.
8. **STRUCTURAL DAMAGE** - is just that -- check out the structure and look for each section. See instructions for Structural System Approach for Damage Assessment.
9. **DAMAGE CATEGORY** - see instructions for Damage Scale Standards. Total amount of damage.
10. **STRUCTURAL INFORMATION** - shall save many trips back to look at the damaged structure.

**POWER, GAS, WATER** should remain off? If the home is not safe to live in, i.e., the roof leaks or is covered with plastic sheeting, part of the walls are badly damaged, check **YES**.

Is **ENGINEERING** needed for Repair? If the walls or roof trusses are damaged, check **YES**. Engineering is needed.

Is the Building **LIVABLE**? If the home is not safe, check **NO**.

Were **PICTURES** taken? Number the roll of film and which frame or number the picture is; also, mark the film by which team took the pictures.

**DEPTH OF WATER IN STRUCTURE** Indicate the depth of water in the structure. Look for water marks on the walls.

11. Print the names of team members and the name of person who completed the form.

<b>BUSINESS/INDUSTRY DAMAGE ASSESSMENT FIELD WORK SHEET</b>
TYPE DISASTER: ( ) TORNADO ( ) FLOOD ( ) HURRICANE ( ) OTHER

- (1) NAME: \_\_\_\_\_ ( ) YES ( ) NO
  - (2) ADDRESS: \_\_\_\_\_ ( ) YES ( ) NO
  - (3) TYPE OF BUSINESS: \_\_\_\_\_ ( ) YES ( ) NO
  - (4) ONE OF A KIND: \_\_\_\_\_ ( ) YES ( ) NO
  - (5) SVC. TO COMMUNITY: \_\_\_\_\_ ( ) YES ( ) NO
  - (6) EMPLOYMENT: \_\_\_\_\_ ( ) YES ( ) NO
  - (7) OPEN FOR BUSINESS: \_\_\_\_\_ ( ) YES ( ) NO
  - (8) PERCENT OPERATIONAL: \_\_\_\_\_ %
  - (9) MINOR DAMAGE: \_\_\_\_\_ ( ) YES ( ) NO
  - (10) MAJOR DAMAGE: \_\_\_\_\_ ( ) YES ( ) NO
  - (11) DESTROYED: \_\_\_\_\_ ( ) YES ( ) NO
  - (12) ACCESSIBLE TO PUBLIC: \_\_\_\_\_ ( ) YES ( ) NO
  - (13) UTILITIES: \_\_\_\_\_ ( ) YES ( ) NO
  - (14) WATER DEPTH: \_\_\_\_\_ ( ) YES ( ) NO
  - (15) UNINSURED LOSS: \_\_\_\_\_ ( ) YES ( ) NO
  - (16) DAYS/HOURS OF OPERATION: \_\_\_\_\_ CLOSED
  - (17) TOTAL EMPLOYMENT: \_\_\_\_\_ TOTAL
  - (18) EMPLOYEES OUT OF WORK: \_\_\_\_\_ TOTAL
  - (19) NUMBER OF DAYS: \_\_\_\_\_ TOTAL
  - (20) NUMBER OF EMPLOYEES WITH UNEMPLOYMENT INSURANCE: \_\_\_ TOTAL
  - (21) NUMBER NEEDING DISASTER UNEMPLOYMENT INSURANCE: \_\_\_ TOTAL
  - (22) NUMBER OF DAYS INSURANCE IS REQUIRED: \_\_\_\_\_ TOTAL
- TEAM: \_\_\_\_\_ DATE: \_\_\_\_\_

# UNSAFE

**DO NOT OCCUPY ENTER AT YOUR OWN RISK**

This structure has been seriously damaged and is unsafe. Do not occupy. Enter at your own risk, as entry may result in injury or death.

Date \_\_\_\_\_ Time \_\_\_\_\_

Inspector's Name: \_\_\_\_\_  
\_\_\_\_\_

Comments: \_\_\_\_\_  
\_\_\_\_\_

This structure was inspected under emergency conditions for the:

\_\_\_\_\_

Facility Name and Address:  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

(Jurisdiction)

**DO NOT RECONNECT ANY UTILITIES SUCH AS WATER, GAS OR ELECTRIC!**

**Do Not Remove This Placard Until Authorized By The Building Official.**

# INSPECTED

**HABITABLE, NO RESTRICTIONS**

This structure has been inspected (as indicated below), and no apparent structural or safety hazard has been found. Final safety determination is the owner's responsibility. Report any unsafe conditions to the local authority. Reinspection may be required.

Exterior Only

Exterior and Interior

Comments:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
Facility Name and Address  
\_\_\_\_\_  
\_\_\_\_\_

**HABITABLE, REPAIRS NEEDED**

Date \_\_\_\_\_ Time \_\_\_\_\_

Inspector's Name: \_\_\_\_\_

This structure was inspected under emergency conditions for the:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
(Jurisdiction)

APPROVED TO CONNECT:

WATER    Yes ( )    No ( )    Unknown ( )

ELECTRIC    Yes ( )    No ( )    Unknown ( )

GAS    Yes ( )    No ( )    Unknown ( )

**Do Not Remove This Placard Until Authorized By The Building Official.**

**Appendix I – ICS Forms (Check following link for latest forms....)**

<https://training.fema.gov/icsresource/icsforms>

