

## SECTION 4: CAPACITY ASSESSMENT

This section discusses the capacity of Manatee County government and other critical stakeholders to implement a post disaster redevelopment strategy. It consists of the following five subsections:

- Description of a Capacity Assessment
- Conducting the Capacity Assessment
- Capacity Assessment Findings
- Conclusions on Local Capacity
- Plan Integration
- Recommendations for Further Integration

### Description of a Capacity Assessment

The purpose of conducting a capacity assessment is to determine the ability of a local jurisdiction to implement a post disaster redevelopment strategy, and to identify potential opportunities for establishing or enhancing specific recovery/redevelopment policies, programs or projects. As in any planning process, it is important to try to establish which goals, objectives and/or actions of a plan are feasible, based on an understanding of the organizational capacity of those agencies or departments tasked with their implementation. A capacity assessment helps to determine which recovery/redevelopment actions are practical and likely to be implemented over time given a local government's planning and regulatory framework, level of administrative and technical support, amount of fiscal resources and current political climate.

A capacity assessment has two primary components: 1) an inventory of a local jurisdiction's relevant plans, ordinances or programs already in place and analysis of their potential impact on post-disaster redevelopment; and 2) an analysis of the jurisdiction's capacity to carry them out. Careful examination of local capacity will detect any existing gaps, shortfalls or weaknesses with ongoing government activities that could hinder proposed recovery/redevelopment activities and possibly exacerbate community recovery/redevelopment efforts. A capacity assessment also highlights the positive steps that have already been taken by the local government to prepare for post-disaster redevelopment, which should continue to be supported and enhanced through future mitigation efforts.

The capacity assessment completed for Manatee County serves as a critical planning step and an integral part of the foundation for designing an effective post disaster redevelopment strategy. Coupled with the *Vulnerability Assessment*, the *Capacity Assessment* helps identify and target meaningful recovery/redevelopment actions for incorporation in the *Recovery and Redevelopment Strategy* section of the Post Disaster Redevelopment Plan. It not only helps establish the goals and objectives for the County to pursue under this Plan, but also ensures that those goals and objectives are realistically achievable under given local conditions.

## Conducting the Capacity Assessment

In order to facilitate the inventory and analysis of the local government capacity for Manatee County, a detailed Capacity Assessment Survey<sup>1</sup> was distributed to members of Manatee County Government. The survey questionnaire requested information on a variety of “capacity indicators” such as existing local plans, policies, programs or ordinances that contribute to and/or hinder the County’s ability to implement recovery and redevelopment actions. Other indicators included information related to the County’s fiscal, administrative and technical capabilities, such as access to local budgetary and personnel resources. Survey respondents were also asked to comment on the current political climate with respect to post disaster redevelopment, an important consideration for any local planning or decision making process.

At a minimum, survey results provide an extensive inventory of existing County plans, ordinances, programs and resources in place or under development, in addition to their overall effect on post disaster recovery and redevelopment. In completing the survey, County staff members were also required to conduct a self-assessment of the County’s specific capabilities. The survey instrument thereby not only helps accurately assess the degree of local capacity, but also serves as a good source of introspection for County departments and agencies that want to improve their capabilities as identified gaps, weaknesses or conflicts can be recast as opportunities for specific actions to be proposed as part of the post disaster recovery and redevelopment strategy.

The information provided in response to the survey questionnaire was incorporated into a database for further analysis. A general scoring methodology<sup>2</sup> was then applied to quantify Manatee County’s overall capacity. According to the scoring system, each capacity indicator was assigned a point value based on its perceived relevance to post disaster recovery and redevelopment. Additional points were added based on the County’s self-assessment of their own planning and regulatory capacity, administrative and technical capacity, fiscal capacity and political capacity.

Using this scoring methodology, a total score and general capacity rating of “High,” “Moderate” or “Limited” could be determined according to the total number of points received. These classifications are designed to provide nothing more than a general assessment of local government capacity. In combination with the narrative responses provided by County staff members, the results of this capacity assessment lend critical information for developing an effective and meaningful post disaster recovery and redevelopment strategy.

## Capacity Assessment Findings

The findings of the capacity assessment are summarized in this Plan to provide insight into the relevant capacity of Manatee County to implement post disaster recovery and redevelopment activities. All information is based upon the input provided by County staff members through the Capacity Assessment Survey and during meetings of the Planning Policy and Coordination Workgroup and the Local Mitigation Strategy Committee.

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1 The Capacity Assessment Survey instrument is available through Manatee County upon request.

2 The scoring methodology used to quantify and rank Manatee County’s capacity is fully described later in this section of the Plan under Conclusions on Local Capacity.

### Planning and Regulatory Capacity

Planning and regulatory capacity is based on the implementation of plans, ordinances and programs that demonstrate a local jurisdiction's commitment to guiding and managing growth, development and redevelopment in a responsible manner, while maintaining the general welfare of the community. It includes emergency response and mitigation planning, comprehensive land use planning and transportation planning, in addition to the enforcement of zoning or subdivision ordinances and building codes that regulate how land is developed and structures are built, as well as protecting environmental, historic and cultural resources in the community. Although some conflicts can arise, these planning initiatives generally present significant opportunities to integrate recovery and redevelopment principles and practices into the local decision making process.

This assessment is designed to provide a general overview of the key planning and regulatory tools or programs in place or under development for Manatee County, along with their potential effect on recovery and redevelopment. This information will help identify opportunities to address existing gaps, weaknesses or conflicts with other initiatives in addition to integrating the implementation of this Plan with existing planning mechanisms where appropriate.

**Table 4.1** provides a summary of the relevant local plans, ordinances and programs already in place or under development for Manatee County. A checkmark (✓) indicates that the given item is currently in place and being implemented, or that it is currently being developed for future implementation. Each of these other local plans, ordinances and programs should be considered available mechanisms for incorporating certain elements of the Post Disaster Redevelopment Plan.

**MANATEE COUNTY POST DISASTER REDEVELOPMENT PLAN**

**Table 4.1: Relevant Plans, Ordinances and Programs**

PLANNING / REGULATORY TOOL	IN PLACE / UNDER DEVELOPMENT	DEPARTMENT RESPONSIBLE	EFFECT ON RECOVERY/REDEVELOPMENT		
			Strongly Supports	Helps Facilitate	Hinders
Post Disaster Redevelopment Plan	✓	Manatee County Planning – Comprehensive Planning Division	✓		
Post Disaster Redevelopment / Reconstruction Ordinance		Manatee County Attorney’s Office			
Comprehensive Land Use Plan	✓	Manatee County Planning – Comprehensive Planning Division	✓		
Floodplain Management Plan (Part of the LMS)	✓	Manatee County Building Department – Floodplain Section	✓		
Open Space Management Plan	✓	Manatee County Public Works Department		✓	
Stormwater Management Plan	✓	Manatee County Public Works Department		✓	
Natural Resource Protection Plan	✓	Manatee County Conservation Lands Management Department		✓	
Flood Response Plan		Manatee County Public Safety Department		✓	
Comprehensive Emergency Operations Plan	✓	Manatee County Public Safety Department – Emergency Management Division	✓		
Recovery Annex to Emergency Operations Plan (Short-term recovery)	✓	Manatee County Public Safety Department – Emergency Management Division	✓		
Continuity of Operations Plan	✓	All County Departments	✓		
Evacuation Plan	✓	Manatee County Public Safety Department – Emergency Management Division		✓	

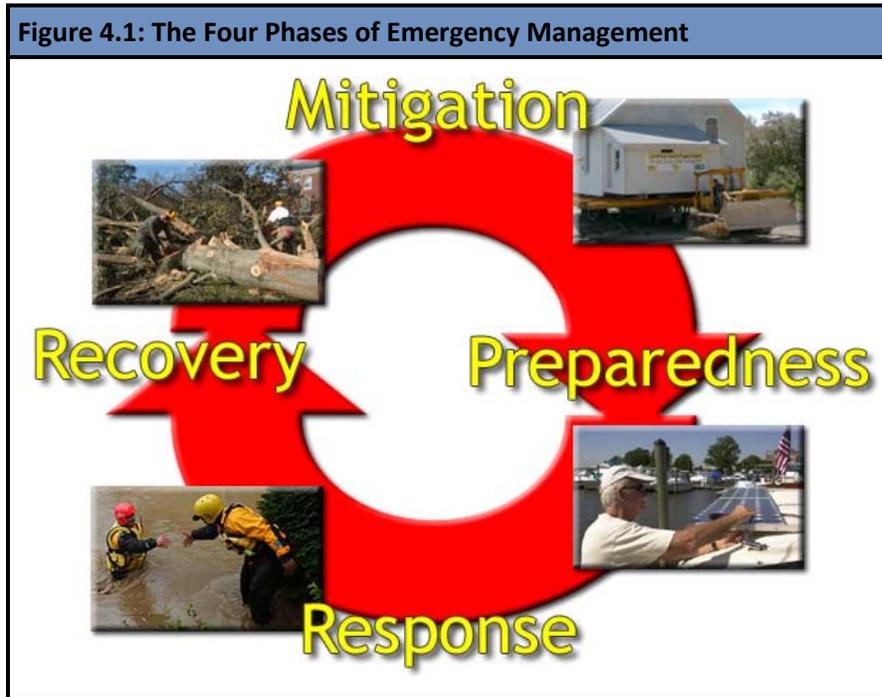
**MANATEE COUNTY POST DISASTER REDEVELOPMENT PLAN**

PLANNING/REGULATORY TOOL	IN PLACE / UNDER DEVELOPMENT	DEPARTMENT RESPONSIBLE	EFFECT ON RECOVERY/REDEVELOPMENT		
			Strongly Supports	Helps Facilitate	Hinders
Hazard Mitigation Plan (Local Mitigation Strategy)	✓	Manatee County Planning – Comprehensive Planning Division	✓		
Capital Improvements Plan	✓	Manatee County Financial Management Department		✓	
Economic Development Plan	Under Development	Manatee County Neighbor Services Department		✓	
Historic Preservation Plan	✓	Manatee County Planning Department – Comprehensive Planning Division and the Manatee County Clerk’s Office – Division of Historical Resources		✓	
Flood Damage Prevention Ordinance	✓	Manatee County Building Department – Floodplain Section	✓		
Zoning Ordinance	✓	Manatee County Planning Department – Plan Implementation Division	✓		
Subdivision Ordinance	✓	Manatee County Planning Department – Plan Implementation Division	✓		
Land Development Code	✓	Manatee County Planning Department – Plan Implementation Division	✓		
Building Code	✓	Manatee County Building Department	✓		
Fire Code	✓	Various Fire Departments	✓		
Debris Management Plan	✓	Manatee County Utilities Department	✓		
Temporary Housing Plan	✓	Manatee County Public Safety Department – Emergency Management Division	✓		
National Flood Insurance Program	✓	Manatee County Building Department – Floodplain Section	✓		
NFIP Community Rating System	✓	Manatee County Building Department – Floodplain Section	✓		

A more detailed discussion on Manatee County’s planning and regulatory capacity follows, along with the incorporation of additional information based on the narrative comments provided by County staff members in response to the survey questionnaire.

**Emergency Management**

Recovery is recognized as one of the four primary phases of emergency management. The three other phases include preparedness, response and mitigation. In reality each phase is interconnected as **Figure 4.1** suggests.



**Recovery** is generally described as the process of taking the steps necessary, following a disaster, to return a community to the condition it was in before the event occurred. There are two general phases of recovery: **short-term** and **long-term**. Short-term recovery activities are generally those activities that have to take place following a disaster in order for citizens to return to their homes. They are typically initiated in the County Emergency Operations Center while in emergency response mode. Short-term recovery activities include such functions as: implementing a curfew; conducting impact assessments; re-establishing the critical infrastructure necessary for community reconstruction; re-establishing critical services that meet the physical and safety needs of the community (e.g., water, food, ice, medicine and medical care, emergency access, and continuity of government operations), and coordinating re-entry procedures. Short-term recovery typically does not include reconstruction of the built environment.

Long-term recovery usually involves those activities that are taken in an attempt to return the community to the conditions that existed before the disaster or emergency occurred, preferably while taking advantage of opportunities to mitigate against the impacts of future disasters. Long-term recovery activities can last for many years following a disaster. They include activities such as: redevelopment; environmental preservation and restoration; rebuilding; construction; repairs; and restoration. Economic recovery and business assistance are some of the most important long-term recovery activities that must take place in order for a community to fully recover from a disaster.

Planning for each phase of emergency management is a critical part of a local comprehensive emergency management program and a key to the successful implementation of a post disaster recovery and redevelopment strategy. As a result, the Capacity Assessment Survey asked several questions across a range of emergency management plans in order to assess Manatee County's willingness to plan and their level of technical planning proficiency.

**Post Disaster Redevelopment Plan:** A post-disaster redevelopment plan identifies policies, operational strategies, and roles and responsibilities for implementation that will guide decisions that affect long-term recovery and redevelopment of the community after a disaster. The plan emphasizes seizing opportunities for hazard mitigation and community improvement consistent with the goals of the local comprehensive plan and with full participation of the citizens. Recovery topics addressed in the plan should include business resumption and economic redevelopment, housing repair and reconstruction, infrastructure restoration and mitigation, short-term recovery actions that affect long-term redevelopment, sustainable land use, environmental restoration, and financial considerations as well as other long-term recovery issues identified by the community.

- This plan serves as Manatee County's first Post Disaster Redevelopment Plan.

**Local Mitigation Strategy (LMS):** Also called a hazard mitigation plan, the local mitigation strategy represents a community's blueprint for how it intends to reduce the impact of natural and human-caused hazards on people and the built environment. The essential elements of a local mitigation strategy include a risk assessment, capability assessment, mitigation strategy and the mitigation projects list.

- Manatee County developed the first version of their local mitigation strategy plan in 1999 and has subsequently updated the plan in 2004. The plan is currently undergoing a revision that will be completed in May of 2009. Because the LMS is being updated at the same time that this plan was being developed, Manatee County staff took the opportunity to integrate certain elements of the *Vulnerability Assessment* developed for this plan into the Risk Assessment for the LMS.
- The Manatee County LMS is reviewed in greater detail earlier in this section under the *Plan Integration* discussion.

**Comprehensive Emergency Management Operations Plan (CEMP):** The CEMP outlines responsibilities and the means by which resources are deployed during and following an emergency or disaster. The CEMP also establishes command and control of the emergency management program and coordination among municipal, county, state, and federal agencies. Although the CEMP is predominantly an operations plan, the following sections contain elements that are highly relevant to post-disaster redevelopment:

- Manatee County Emergency Management has prepared an Emergency Management Operations Plan to address the County's response to a variety of disasters and emergencies.

**Recovery Annex to the Emergency Management Operations Plan:** This section of the CEMP establishes the organization and procedures for conducting short-term recovery operations.

- The Manatee County CEMP does contain a Recovery Annex.

**Continuity of Operation Plan:** A continuity of operations plan establishes a chain of command, line of succession and plans for backup or alternate emergency facilities in case of an extreme emergency or disaster event.

- Manatee County Emergency Management Division is working to finalize Continuity of Operation Plans for all departments and coordinate their relocation sites.

**Debris Management Plan:** The Debris Management Plan (DMP) provides the operational and coordination activities to remove, collect and dispose of debris following a disaster. The DMP explains the organizational structure, roles and responsibilities and the concept of operations including debris removal priorities. Debris removal is important to expedite recovery efforts in the affected area and reduce the threat to public health and safety. While debris operations are mainly considered short-term recovery, certain elements (including placement of debris reduction sites) can have impacts on long-term recovery.

- Manatee County has a DMP in place that is discussed in greater detail in the Plan Integration portion of this section. Manatee County is seeking FEMA approval of its DMP so as to receive full reimbursement rates from FEMA.

**Temporary Disaster Housing Plan:** The Temporary Disaster Housing Plan establishes the framework for addressing temporary housing for those that are left homeless following a disaster and identifies the key agencies that can be brought together to identify and activate housing resources. This plan is currently being updated as a result of FEMA's recent change in temporary disaster housing policies. While the temporary disaster housing issues are mainly considered short-term recovery, certain elements (including location of the temporary housing sites) can have impacts on long-term recovery.

- Manatee County has a Temporary Disaster Housing Plan in place that is discussed in greater detail in the Plan Integration portion of this section.

### **General Planning**

The implementation of post disaster redevelopment activities relies heavily on the local planning department. Other important stakeholders may include public works officials, economic development specialists and others. In many instances, concurrent local planning efforts will help to achieve or complement recovery and redevelopment goals even though they are not designed as such. Therefore, the Capacity Assessment Survey also asked questions regarding each of Manatee County's general planning capabilities and to the degree to which post disaster recovery and redevelopment planning is integrated into other on-going planning efforts.

**Comprehensive Land Use Plan:** The Comprehensive Plan establishes the goals and objectives that govern the community's growth and development and policies for daily land-use and development decision making. The Comprehensive Plan serves as the foundation for land development regulations, zoning, major capital expenditures and other initiatives to accomplish the community's overall vision. The Comprehensive Plan includes a demographic analysis and elements that address future land use, housing transportation, public facilities and services, conservation, recreation and open space, intergovernmental coordination and capital improvements. Given the broad nature of the plan and its regulatory standing, the integration of post-disaster redevelopment policies into the Comprehensive

Plan can enhance the likelihood of implementing a successful post-disaster redevelopment strategy following a disaster.

- Manatee County adopted their Comprehensive Plan in 1989. The plan is revised every seven years through the Evaluation and Appraisal Report process coordinated through the Florida Department of Community Affairs (FDCA). The County also updates the plan as needed, in coordination with FDCA. The Comprehensive Plan is evaluated in greater detail later in this Section.

**Capital Improvements Plan:** A capital improvement plan guides the scheduling of spending on public improvements. A capital improvements plan can serve as an important mechanism for guiding future development away from identified hazard areas. Limiting public spending in hazardous areas is one of the most effective long-term mitigation actions available to local governments and helps to reduce post disaster damage.

- Manatee County has a Capital Improvements Element (CIE) that is part of the Comprehensive Plan which addresses just those improvements that impact concurrency components – traffic, water, sewer, parks, and schools. It also has a 5 year Capital Improvement Program that contains all capital expenditures for the county. Each of these is updated yearly. The CIE was developed by the Financial Management Department. The capital improvement plan should be considered a local funding source for mitigation projects recommended as part of the Local Mitigation Strategy and the implementation of those actions will help to reduce post disaster damages.

**Historic Preservation Plan:** A historic preservation plan is intended to preserve historic structures or districts within a community. An often overlooked aspect of the historic preservation plan is the assessment of buildings and sites located in areas subject to natural hazards, and the identification of ways to reduce future damages. This may involve retrofitting or relocation techniques that account for the need to protect buildings that do not meet current building standards, or are within a historic district that cannot easily be relocated out of harms way. These properties provide unique challenges in the post disaster environment.

- While Manatee County has not developed a specific Historic Preservation Plan, the County's Land Development Code protects historic resources by designating them with a Historical and Archaeological Overlay District. These areas have special regulations applied to them in order to preserve the character of the existing resource or resources. Development or construction within these districts is often reviewed by the County's Historic Preservation Board.
- The County has a Division of Historical Resources that is part of the County Clerk's Office.
- The County could consider implementing mitigation strategies such as applying for federal grant funds (i.e., PDM, FMA, HMGP) to protect identified at-risk historic structures in Manatee County in any future County historic planning efforts.

**Zoning Ordinances:** Zoning represents the primary means by which land use is controlled by local governments. As part of a community's police power, zoning is used to protect the public health, safety and welfare of those in a given jurisdiction that maintains zoning authority. A zoning ordinance is the mechanism through which zoning is typically implemented. Since zoning regulations enable local

governments to limit the type and density of development, it can serve as a powerful tool when applied in identified hazard areas.

- Manatee County has adopted a Land Development Code (LDC) that serves as the zoning ordinance. The LDC is used to regulate new development and to guide local decisions for residential, commercial and industrial growth in the unincorporated areas of the County. Unwise development patterns in hazardous areas is prohibited or discouraged through floodplain and conservation districts.

**Subdivision Ordinances:** A subdivision ordinance is intended to regulate the development of housing, commercial, industrial or other uses, including associated public infrastructure, as land is subdivided into buildable lots for sale or future development. Subdivision design that accounts for natural hazards can dramatically reduce the exposure of future development.

- Manatee County enforces subdivision regulations and includes the consideration of natural hazards as part of their application (i.e., buffer zones and setbacks against flood hazards areas).

**Building Codes, Permitting and Inspections:** Building Codes regulate construction standards. In many communities permits are issued for new construction and inspections of work take place over the course of construction of the building. Decisions regarding the adoption of building codes (that account for hazard risk), the type of permitting process required both before and after a disaster, and the enforcement of inspection protocols all affect the level of hazard risk faced by a community.

- Manatee County has adopted and enforces the Florida Building Code. The 2007 Florida Building Code became effective December 31, 2008.

The adoption and enforcement of building codes by local jurisdictions is routinely assessed through the Building Code Effectiveness Grading Schedule (BCEGS) program developed by the Insurance Services Office, Inc. (ISO).<sup>3</sup> Under the BCEGS program, ISO assesses the building codes in effect in a particular community and how the community enforces its building codes, with special emphasis on mitigation of losses from natural hazards. The results of BCEGS assessments are routinely provided to ISO's member private insurance companies, which in turn may offer ratings credits for new buildings constructed in communities with strong BCEGS classifications. The concept is that communities with well-enforced, up-to-date codes should experience fewer disaster-related losses, and as a result should have lower insurance rates.

In conducting the assessment, ISO collects information related to personnel qualification and continuing education, as well as number of inspections performed per day. This type of information combined with local building codes is used to determine a grade for that jurisdiction. The grades range from 1 to 10, with the lower grade being better. A BCEGS grade of 1 represents exemplary commitment to building code enforcement, and a grade of 10 indicates less than minimum recognized protection.

- Manatee County has received a BCEGS rating of grade of 3 for its commercial lines and a rating of 3 for its residential lines. The County was last evaluated for rating in 2006.

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<sup>3</sup> Participation in BCEGS is voluntary and may be declined by local governments if they do not wish to have their local building codes evaluated.

In addition to sound building codes and the BCEGS rating discussed above, the Manatee County Building Department has also developed a Post Hurricane Assistance Manual that provides information that will be helpful to citizens and business owners following a disaster. It includes a list of important phone numbers and a step-by-step list of things to do upon returning to home following a hurricane.

### **Floodplain Management**

Flooding represents the greatest natural hazard facing the nation. At the same time the tools available to reduce the impacts associated with flooding are among the most developed. In addition to approaches that cut across hazards, such as education, outreach, and the training of local officials, the National Flood Insurance Program (NFIP) contains specific regulatory measures that enable government officials to determine where and how growth occurs relative to flood hazards. These regulations particularly apply to buildings damaged during a disaster through the NFIP's Substantial Damage regulations. These regulations will play an important role in post disaster redevelopment. Therefore, the community's floodplain management program is evaluated as a key indicator for measuring local capacity as part of this assessment.

In order for a community to join the NFIP, they must adopt a local flood damage prevention ordinance that requires jurisdictions to follow established minimum building standards in the floodplain. These standards require that all new buildings and substantial improvements to existing buildings will be protected from damage by the 100-year flood, and that new floodplain development will not aggregate existing flood problems or increase damage to other properties.

Another key service provided by the NFIP is the mapping of identified flood hazard areas. Once prepared the Flood Insurance Rate Maps (FIRMs) are used to assess flood hazard risk, regulate construction practices and set flood insurance rates. FIRMs are an important source of information to educate residents, government officials and the private sector about the likelihood of flooding in their community.

- Manatee County joined the NFIP on June 26, 1971. The current effective map date for the County's FIRMs is June 30, 1999. The County is committed to maintaining its continued compliance with the NFIP.
- As of May 31, 2008, there were 23,198 NFIP policies in force in unincorporated Manatee County providing approximately \$ 5,361,552,000 in flood insurance coverage.<sup>4</sup> To date, there have been approximately \$ 9 million paid in insurance claims on 1,222 reported losses.

An additional indicator of floodplain management capacity is the active participation of local jurisdictions in the Community Rating System (CRS). The CRS is an incentive-based program that encourages counties and municipalities to undertake defined flood mitigation activities that go beyond the minimum requirements of the NFIP, adding extra local measures to provide protection from flooding. All of the 18 creditable CRS mitigation activities are assigned a range of point values. As points are accumulated and reach identified thresholds, communities can apply for an improved CRS class. Class ratings, which run from 10 to 1, are tied to flood insurance premium reductions as shown in **Table 4.2**. As class ratings improve (decrease), the percent reduction in flood insurance premiums for NFIP policy holders in that community increases.

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<sup>4</sup> General NFIP policy data (participation and coverage) is current as of May 31, 2008 as provided by the Federal Emergency Management Agency.

**Table 4.2: CRS Premium Discounts**

CRS CLASS	PREMIUM REDUCTION
1	45%
2	40%
3	35%
4	30%
5	25%
6	20%
7	15%
8	10%
9	5%
10	0

Community participation in the CRS is voluntary. Any community that is in full compliance with the rules and regulations of the NFIP may apply to FEMA for a CRS classification better than class 10. The CRS application process has been greatly simplified over the past several years based on community feedback to make the CRS more user-friendly. Extensive technical assistance is also available for communities who request it.

- Manatee County joined the CRS program in October of 1991 and is currently certified as a Class 6 community, meaning that citizens who live in a Special Flood Hazard Area that have purchased flood insurance have their premiums reduced by 20%.
- Manatee County is making a concerted effort to obtain a higher class rating and increase the premium reduction to 25%.

**Floodplain Management Plan:** A floodplain management plan (or a flood mitigation plan) provides a framework for action regarding the corrective and preventative measures in place to reduce flood-related impacts.

- Manatee County does not have a stand-alone floodplain management plan but the Local Mitigation Strategy addresses flood vulnerability and included mitigation actions to address the flood hazard in Manatee County. Manatee County also practices floodplain management through the County Land Development Code (Section 718).

**Open Space Management Plan:** An open space management plan is designed to preserve, protect and restore largely undeveloped lands in their natural state, and to expand or connect areas in the public domain such as parks, greenways and other outdoor recreation areas. In many instances open space management practices are consistent with the goals of reducing hazard losses, such as the preservation of wetlands or other flood-prone areas in their natural state in perpetuity.

- The Manatee County Natural Resources Department is responsible for the Manatee County Greenways Master Plan and for maintaining Manatee County Blueways. This Department also manages and maintains over 29,000 acres of conservation lands maintained in 12 public preserves.

**Stormwater Management Plan:** A stormwater management plan is designed to address flooding associated with stormwater runoff. The stormwater management plan is typically focused on design and construction measures that are intended to reduce the impact of more frequently occurring minor urban flooding.

- Manatee County has developed a stormwater management plan, however there are challenges with implementing the plan since the County has no dedicated funding source for implementing the plan. Manatee County places much of the responsibility for meeting stormwater requirements on the development community. The County has, however, made improvements in maintenance of stormwater conveyance areas and updating technology needed to keep those areas functioning properly.

### **Administrative and Technical Capacity**

The ability of a local government to develop and implement a post disaster redevelopment strategy through projects, policies and programs is directly tied to its ability to direct staff time and resources for that purpose. Administrative capacity can be evaluated by determining how post disaster redevelopment-related activities are assigned to local departments and if there are adequate personnel resources to complete these activities.

The degree of intergovernmental coordination among departments will also affect administrative capacity for the implementation and success of proposed post disaster redevelopment activities.

Technical capacity can generally be evaluated by assessing the level of knowledge and technical expertise of local government employees, such as personnel skilled in using Geographic Information Systems (GIS) to analyze and assess community hazard vulnerability.

The Capacity Assessment Survey was used to capture information on administrative and technical capacity through the identification of available staff and personnel resources.

**Table 4.3** provides a summary of the results for Manatee County with regard to relevant staff and personnel resources. A checkmark (✓) indicates that the given local staff member(s) is maintained through the County's local government resources.

Manatee County also has Constitutional Officers that serve as elected County employees. These include the County Commissioners, Sheriff, Tax Collector, Property Appraiser, Supervisor of Elections, and Clerk of the Circuit Court.

### **Fiscal Capacity**

The ability of a local government to implement a successful post disaster redevelopment strategy is often closely associated with the amount of money available to implement policies and projects. This may take the form of outside grant funding awards or locally-based revenue and financing. The costs associated with recovery/redevelopment policy and project implementation vary widely. In some cases, policies are tied primarily to staff time or administrative costs associated with the creation and monitoring of a given program. In other cases, direct expenses are linked to actual projects which can require a substantial commitment from local, state and federal funding sources.

The Capacity Assessment Survey was used to capture information on Manatee County's fiscal capacity through the identification of locally available financial resources.

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**Table 4.4** provides a summary of the results for Manatee County with regard to relevant fiscal resources. A checkmark (✓) indicates that the given fiscal resource is locally available.

<b>Table 4.3: Relevant Staff / Personnel Resources</b>			
<b>STAFF / PERSONNEL RESOURCES</b>	<b>IN PLACE</b>	<b>DEPARTMENT</b>	<b>COMMENTS</b>
Planners with knowledge of land development and land management practices	✓	Manatee County Planning Department	
Engineers or professionals trained in construction practices related to buildings and/or infrastructure	✓	Manatee County Public Works Department	
Planners or engineers with an understanding of natural and/or human-caused hazards	✓	Manatee County Planning and Public Works Departments	
Emergency manager	✓	Manatee County Public Safety Department	
Floodplain manager	✓	Manatee County Building Department	
Land surveyors	✓	Manatee County Public Works Department	
Scientist familiar with the hazards of the community	✓	Manatee County Public Works Department/Manatee County Natural Resources Department	
Staff with education or expertise to assess the community's vulnerability to hazards	✓	Manatee County Public Safety and Planning Departments	
Personnel skilled in Geographic Information Systems (GIS) and/or FEMA's HAZUS program	✓	Manatee County Information Services Department	
Resource development staff or grant writers	✓	Manatee County Financial Management and Planning Departments	

**Table 4.4: Relevant Fiscal Resources**

<b>FISCAL RESOURCES</b>	<b>AVAILABLE</b>	<b>DEPARTMENT</b>	<b>COMMENTS</b>
Capital Improvement Programming	✓	Manatee County Financial Management Department	
Community Development Block Grants (CDBG)	✓	Manatee County Neighborhood Services Department	
Special Purpose Taxes (or taxing districts)	✓	Manatee County Financial Management and Public Works Department	
Gas / Electric Utility Fees	-----	-----	The County does not provide these services.
Water / Sewer Fees	✓	Manatee County Utilities Department	
Stormwater Utility Fees	✓	Manatee County Utilities Department	Not effective.
Development Impact Fees	✓	Manatee County Planning Department	
General Obligation, Revenue and/or Special Tax Bonds	✓	Manatee County Financial Management Department	
Partnering arrangements or intergovernmental agreements	✓	Manatee County Financial Management Department	
Other			

**Economic Capacity**

The Economic Development Council (EDC) is a division of the Chamber of Commerce and is the only formal organization in Manatee County with the responsibility of retaining and attracting “value-added” industries to the community. The EDC is funded by local businesses and government and operates under a long-range strategic plan. The EDC is in the process of developing a new strategic plan in cooperation with Manatee County Government. This plan will address the needs of the changing economy and will include a more aggressive recruitment strategy for targeted companies, a stronger entrepreneurial development component, and an international trade component.

Currently there are many projects and activities taking place in the County that promote the economic development. These include marketing efforts, a very strong existing industry program, and workforce development. In addition, Manatee County government has made significant changes to improve the business climate and enhanced focus and tools for economic development For example:

- Manatee County now has an economic development department that works with the EDC. In addition the County has adopted new incentives and processes that encourage businesses to locate in the

County. There are two Community Redevelopment Areas in the County. These are areas that are currently experiencing a large population of low income residents, blighted conditions, and a minimal economic base. The Board of County Commissioners gives special consideration for projects to improve these areas.

Manatee County is also working to promote the development of the Port Manatee area. This has most recently been accomplished by rezoning 3,600 acres surrounding the port for light industrial uses.

While the EDC concentrates on targeted industries that help diversify the economic base, the business community in general is served through the Manatee Chamber of Commerce.

The Manatee County Chamber of Commerce is a professional organization of businesses whose mission is "To build a positive business environment while enhancing the community's quality of life." Manatee Chamber was named National Chamber of the year in 2008 and has been a 3 time winner of the Florida Chamber of the Year.

The EDC is the primary agency for Emergency Support Function (ESF) 18 Business and Industry at the Emergency Operations Center during activation. The primary function of ESF-18 is to serve as a resource broker between the business community, support agencies, and emergency management officials with the goal of maintaining economic stability after a major disaster. Close coordination between the state, federal, and private organizations and agencies directed at business recovery will be a responsibility for the Economic Development Council, as the primary agency for ESF 18. Responsibilities include:

1. Coordinating with support agencies, the updating and population of the Online Business Recovery Directory by area businesses and update of EDC Business Emergency Preparation and Recovery website and associated tools.
2. Training representatives of support agencies and Business Continuity Network on ESF 18 activities, roles, & resources.
3. Prior to hurricane season, coordinate with OTTED to conduct Bridge Loan training with area banks.
4. Participation in appropriate Emergency Management Exercises.
5. Notification of all support agencies and Business Continuity Network of full ESF 18 activation.
6. Act as the primary point of contact for business and supporting agencies during and after the event.
7. Identify businesses that might be severely compromised or might pose a contamination or other threat if operations are shut down, due to physical damage or loss of power for a sustained period of time.
8. With the assistance of supporting organizations, identify businesses that might be prepared to resume operation and employment quickly, with a minimal amount of debris removal or damage repair or a temporary "emergency" waiver of some permitting or other county regulation.
9. Coordinate efforts with supporting organizations to identify companies that could provide support

to emergency operation and restoration in the community, including supplying food and water, debris removal equipment, logistics or transportation support, vacant building or land sites that could be used for staging areas, disaster recovery centers, etc.

10. Assist EOC personnel with assessing available business resources as needed.
11. Assist in coordination of business and industry response, recovery and restoration efforts.
12. Identify and communicate business and industry resources available for community wide relief/recovery efforts.
13. Assimilation of damage assessment to business and industry for inclusion in preliminary and final damage assessment reports with the assistance of supporting agencies/organizations.
14. If warranted, contact local legislators to request their assistance in petitioning the Governor, Speaker of the House and President of the Senate to activate the Florida Small Business Emergency Loan Program.
15. If funds are made available, activate and coordinate the Bridge Loan Committee and program.
16. Publicize resources available to businesses that need assistance via Economic Development Council website, Chamber website, Support Agency websites and through media via the Public Information Officer.
17. Identify appropriate location to set up a Business Assistance Center (that provides a waiting area, conference room and private counseling offices if possible) with telephone and fax/internet services, and work with EFI, Workforce Florida, SBA and others to staff the center.
18. Work with supporting agencies to locate available hotel rooms, condos or other properties to house temporary emergency workers who relocate to the area. ( Chamber and CVB, Debbie S. will coordinate)
19. Work with supporting organizations to prepare “welcome” packets for FEMA, SBA and other emergency workers who arrive to assist with disaster recovery. Included in these packets would be the following:
  - a. Maps and lists of hotels, restaurants, laundry services, etc.
  - b. Shelter map and Disaster Assistance Center maps
  - c. Contact information for Economic Development staff and other essential Business Recovery Team members
  - d. Location and other pertinent information regarding the Business Assistance Center.

Financial grants or loan assistance to businesses after a disaster is very limited. However, the State of Florida does implement an Emergency Bridge Loan in time of need. This a short-term loan program for

small businesses (2 to 100 employees) in the county or counties affected by the disaster. The loans can range from \$1,000 to \$25,000 with terms of 90 to 180 days. The need for the loan and use of proceeds must be directly related to the physical impact of the disaster.

### **Social Services Capacity**

Most of the social services provided in Manatee County are contracted out. The mission of the Manatee County Community Services Department is “to effectively identify, assemble, and provide, directly and/or through contract, a vast array of resources and programs designed to assist the young, disabled, elderly, and economically/socially disadvantaged in meeting the most basic of human needs.”

### **Political Capacity**

One of the most difficult capacities to assess involves the political will of a jurisdiction to enact meaningful policies and projects designed to improve disaster recovery or manage redevelopment activities following a disaster. Redevelopment can often be faced with tremendous political pressure and the community’s goals for post disaster recovery and redevelopment may be seen as an impediment to other goals of the community, such as growth and economic development. Therefore the local political climate must be considered in designing the recovery and redevelopment strategy, as it could be the most difficult hurdle to overcome in accomplishing its implementation.

The Capacity Assessment Survey was used to capture information on Manatee County’s political capacity. Survey respondents were asked to identify some general examples of local political capacity, such as guiding development away from identified hazard areas, restricting public investments or capital improvements within hazard areas, or enforcing local development standards that go beyond minimum state or federal requirements (e.g. building codes, floodplain management, etc.).

- Manatee County is still in the process of evaluating political capacity in regards to post disaster redevelopment issues and will be discussed in greater detail in future updates of this plan. The decision by the Manatee County Board of County Commissioners to participate in the PDRP Pilot Program indicates that the political leaders of the County understand the importance of such planning and support County staff in their efforts to develop and implement this plan.

## **Conclusions on Local Capacity**

In order to form meaningful conclusions on the assessment of local capacity, a quantitative scoring methodology was designed and applied to results of the Capacity Assessment. This methodology, further described below, attempts to assess the overall level of capacity of Manatee County to implement a recovery and redevelopment strategy.

**Points System for Capacity Ranking**

**0-26 points = Limited overall capacity**  
**27-52 points = Moderate overall capacity**  
**53-79 points = High overall capacity**

**I. Planning and Regulatory Capacity  
(Up to 54 points)**

*Yes = 3 points*

*Under Development = 1 point*

*No = 0 points*

- Post Disaster Redevelopment Plan
- Post Disaster Redevelopment Ordinance
- Comprehensive Land Use Plan
- Floodplain Management Plan
- Recovery Annex to CEMP
- Continuity of Operations Plan
- Hazard Mitigation Plan (Local Mitigation Strategy)
- Debris Management Plan
- Temporary Housing Plan
- Participate in CRS Program
- BCEGS Grade of 1 to 5

*Yes = 2 points*

*Under Development = 1 point*

*No = 0 points*

- Comprehensive Emergency Operations Plan
- Building Code
- BCEGS Grade of 6 to 9
- Flood Damage Prevention Ordinance
- Zoning Ordinance
- Unified Development Ordinance
- Participate in NFIP Program

*Yes = 1 point*

*No = 0 points*

- Open Space Management / Parks & Rec. Plan
- Stormwater Management Plan
- Evacuation Plan
- Flood Response Plan
- Capital Improvements Plan

- Economic Development Plan
- Historic Preservation Plan
- Subdivision Ordinance
- Fire Code

**II. Administrative and Technical Capacity  
(Up to 15 points)**

*Yes = 2 points*

*No = 0 points*

- Planners with knowledge of land development and land management practices
- Engineers or professionals trained in construction practices related to buildings and/or infrastructure
- Planners or engineers with an understanding of natural and/or human-caused hazards
- Emergency manager
- Floodplain manager

*Yes = 1 point*

*No = 0 points*

- Land surveyors
- Scientist familiar with the hazards of the community
- Staff with education or expertise to assess the community's vulnerability to hazards
- Personnel skilled in Geographic Information Systems (GIS) and/or HAZUS
- Resource development staff or grant writers

**III. Fiscal Capacity  
(Up to 10 points)**

*Yes = 1 point*

*No = 0 points*

- Capital Improvement Programming
- Community Development Block Grants
- Special Purpose Taxes
- Gas / Electric Utility Fees
- Water / Sewer Fees
- Stormwater Utility Fees
- Development Impact Fees
- General Obligation/ Revenue/ Special Tax Bonds
- Partnering arrangements or intergovernmental agreements
- Other

### Capacity Score

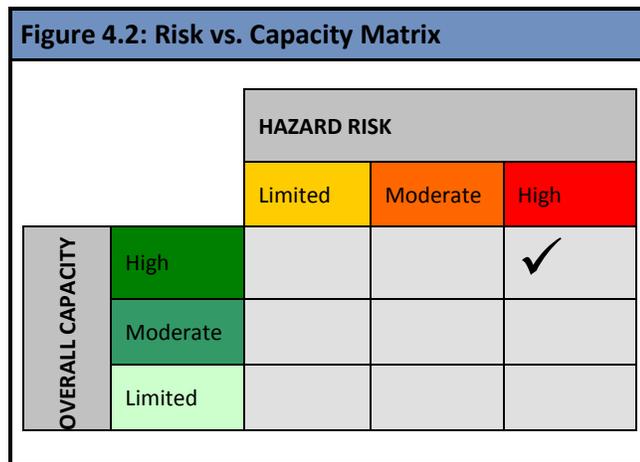
According to the capacity assessment, the capacity score for Manatee County is 67 which represent **85%** of the total number of points achievable through the capacity scoring methodology developed by the project consultant. This indicates an overall **“High”** level of local capacity.

The capacity score is based solely on the information provided by county staff in response to the Capacity Assessment Survey. The survey instrument was designed to measure local capacity based on those indicators determined to be most relevant for post disaster recovery and redevelopment purposes.

**Linking the Capacity Assessment with the Vulnerability Assessment and the Recovery and Redevelopment Strategy**

The conclusions of the *Vulnerability Assessment* and *Capacity Assessment* serve as the foundation for the development of a meaningful recovery and redevelopment strategy. During the process of identifying specific recovery and redevelopment actions to pursue, Manatee County considered not only its level of hazard risk but also the existing capacity to implement a successfully recovery and redevelopment strategy.

**Figure 4.2** shows a *Risk vs. Capacity Matrix* that is used to illustrate Manatee County’s overall hazard risk<sup>5</sup> in comparison to overall capacity. Based on the assessments completed for Manatee County, hazard risk was determined to be HIGH while the overall capacity is HIGH. This means that while Manatee County does face the potential to be impacted by natural hazards, it also has significant capacity to implement a successful post disaster recovery and redevelopment strategy to manage the impacts of those hazards.



**Recommendations for Further Improving Local Capacity**

Each Recovery and Redevelopment Action listed in the Recovery and Redevelopment Action Plan (Section 6) indicates whether or not the action represents an opportunity to improve local capacity in Manatee County in some manner. Those actions that have been identified to improve local capacity have been marked with a ✓. Essentially, every task/action that has been included in Section 6 represents a potential to improve local capacity in some manner. The actions include recommendations for ways to directly improve local capacity (such as conducting training and exercising on the PDRP) and indirect method of improving capacity (such as encouraging the businesses in Manatee County to have Continuity of Operations Plans so that the local economy might bounce back more quickly following a disaster, which in turn helps the entire community bounce back more quickly).

<sup>5</sup> Overall hazard risk was determined using the results of the risk assessment combined with information on the following factors: total population, population growth rate, land area, historical disaster declarations, unique hazard risks, NFIP participation and the value of existing Pre-FIRM structures.

## Plan Integration

An important aspect in determining a community's capacity to implement a successful post-disaster redevelopment strategy is obtaining a thorough understanding of the community's post-disaster redevelopment-related plans, policies and programs already in place. This Plan Integration analysis describes the analysis that was conducted of Manatee County's plans and associated goals, objectives and policies that contribute to or facilitate the County's ability to implement a post-disaster redevelopment strategy. The analysis also served as a means of identifying existing gaps, shortfalls or weaknesses, if any, with the County's regulatory framework that may hinder or impede a successful post-disaster redevelopment operation. These identified gaps, shortfalls and weaknesses can become actions to be implemented in the County's Post-Disaster Redevelopment Strategy (Section 6).

The plans that were evaluated as part of the Plan Integration analysis included:

- Manatee County Comprehensive Plan (Supplement #10, adopted 12/18/07, effective 2/28/08)
- Manatee County Local Mitigation Strategy (Revised, April 2004)
- Manatee County Comprehensive Emergency Management Plan (March 2007)
  - Manatee County Debris Management Plan (Revised, 2008)
  - Manatee County Temporary Disaster Housing Strategy

### Manatee County Comprehensive Plan

The Manatee County Comprehensive Plan establishes the goals and objectives that govern the community's growth and development and policies for daily land-use and development decision making. The Comprehensive Plan serves as the foundation for land development regulations, zoning, major capital expenditures and other initiatives to accomplish the community's overall vision for what it wants to be. Manatee County's Comprehensive Plan includes a demographic analysis and elements that address future land use, housing transportation, public facilities and services, conservation, recreation and open space, intergovernmental coordination and capital improvements. Given the broad nature of the plan and its regulatory standing, the integration of post-disaster redevelopment policies into the Comprehensive Plan can enhance the likelihood of implementing a successful post-disaster redevelopment strategy following a disaster.

The Manatee County Land Development Ordinance supplements the Comprehensive Plan and is used to regulate the development of housing, commercial, industrial or other uses, including associated public infrastructure, as land is subdivided into buildable lots for sale or future development. While the Land Development Ordinance was not reviewed as part of this assessment, it contains many post-disaster redevelopment-related elements that ensure that the policies identified in the Comprehensive Plan are carried out accordingly.

Chapter 9J-5 of the Florida Administrative Code requires that post-disaster redevelopment issues be addressed either as part of the data and analysis of the comprehensive plan or as policies in the comprehensive plan elements. As a result of the Plan Integration process, the following elements of the Manatee County Comprehensive Plan have been found to contain goals, objectives and/or policies related to post-disaster redevelopment:

- Future Land Use Element
- Coastal Element
- Historic Element
- Capital Improvements Element
- Intergovernmental Coordination Element

The Future Land Use element contains the general development/redevelopment policies for Manatee County. While most of the goals, objectives and policies in this element are not directly related to post-disaster redevelopment, they could be indirectly linked to post-disaster redevelopment.

The Future Land Use Element contains goals objectives and policies for:

- Clustering and density/intensity transfers to preserve natural resources
- Directing development away from areas subject to flooding to reduce risks to life and property and to reduce public expenditures in these areas
- Establishing the Coastal Evacuation Area overlay
- Establishing the Coastal Storm Vulnerability overlay

The Coastal Element contains goals, objectives and policies for:

- Protecting natural beaches and dunes from the impacts of development
- Encouraging the restoration and enhancement of disturbed or degraded natural coastal resources
- Protecting residents and property in the Coastal Planning Area from the physical and economic effects of natural disasters
- Limiting development type, density and intensity within the Coastal Planning Area and directing population and development to areas outside of the Coastal Storm Vulnerability Area and Coastal Evacuation Area
- Maximize the clustering of uses within the Coastal Storm Vulnerability Area to protect coastal resources
- Prohibiting the development of new manufactured homes in the Coastal Planning Area
- Prohibiting the siting of new acute care medical facilities within the Coastal Evacuation Area and discouraging existing medical facilities from locating new facilities or expanding existing facilities on site within the Coastal Planning Area
- Maintaining the minimum construction setback line for all areas of the Coastal Planning Area which have not been delineated for a Coastal Control Construction Line
- Minimizing public expenditures on infrastructure for new development within the Coastal Planning Area to limit replacement costs in case of damage from natural hazards
- Maintaining or reducing hurricane evacuation clearance times through mitigation, sheltering in place and response techniques to protect the health and safety of residents and visitors
- Creating pre-disaster mitigation plans to reduce the risk to life and property from natural or man-made disasters (see all Policies under Objective 4.2.2)
- Identification and prioritization of cleanup and recovery in the event of a major storm event to provide quick recovery in case of a natural disaster (see all policies under Objective 4.4.3)

The Housing Element contains goals objectives and policies for:

- Continuing to reduce the number of sub-standard housing units

The Historic Element contains goals objective and policies for:

- Identifying and protecting local historically significant landmarks to provide historical continuity for the community after a post-disaster event

The Capital Improvements Elements contains goals objective and policies for:

- Encouraging efficient provision of capital improvements by minimizing public expenditures that subsidize development in the Coastal Planning Area
- Limiting public investments in the Coastal Storm Vulnerability Area to those necessary or those designed to minimize loss of public investment

The Intergovernmental Coordination Element contains a policy for:

- Continuing to meet with Fire Districts, Cities, Sheriff's Office, Florida Department of Health, American Red Cross and other participating agencies through the Disaster Preparedness Planning Committee (DPPC) to ensure effective coordination during emergency situations

The Public School Facilities Element contains policies for:

- Determining that the School Board of Manatee County shall be part of the formal ESF (Emergency Support Function)/ICS (Incident Command System) system for emergency response.
- Determining that the County will include all local governments and the School Board at all disaster preparedness activities.
- Determining that all local governments and the School Board shall continue collaborative efforts in the management of special needs shelters, and transport and tracking of citizens during evacuations.
- Determining that Manatee County and the School Board shall work collaboratively in shuttering and retrofitting schools and public buildings for sheltering, greater sustainability, and continuity of operations.
- Determining that Manatee County shall continue coordination of shelter management throughout Manatee County, recognizing the importance of schools to the shelter system.
- Determining that all local governments and the School Board shall partner in disaster drills as necessary to ensure community readiness.
- Determining that all local governments and the School Board shall promote coordination in disaster planning efforts to ensure collaborative processes rather than competing plans.

The actual text from the elements that pertain to post-disaster redevelopment issues can be found in **Appendix A**.

All elements of the Comprehensive Plan should continue to be used to guide growth in the County, even following a disaster. Although there will be tremendous pressure to relax the goals, objectives and policies of the Comprehensive Plan following a disaster, the County is committed to the implementation of the Comprehensive Plan after a disaster.

### Manatee County Local Mitigation Strategy (LMS)

The Manatee County Local Mitigation Strategy represents the County’s blueprint for how it intends to reduce the impact of natural hazards on people and the built environment. The essential elements of the LMS include hazard identification and vulnerability assessment, guiding principles (capacity assessment) and mitigation initiatives list. The LMS guiding principles section includes natural hazards mitigation policies from the community’s comprehensive plan and local ordinances, which provides for purposeful integration among local planning initiatives to facilitate post-disaster redevelopment activities.

The Manatee County LMS contains goals and objectives that are relative to post-disaster redevelopment planning. Examples include goals and objectives for:

- Encouraging local governments within Manatee County, prior to a disaster event to prepare draft ordinances and resolutions dealing with post-disaster response for immediate post-event action by the governing bodies.
- Reviewing and updating mitigation strategies post-event, taking into account post-event interagency hazard mitigation reports.
- Coordinating with the Division of Emergency Management in developing strategies for addressing the pre- and post-disaster needs of special needs population (e.g., elderly, disabled, low-income).
- Reducing the number of repetitive loss properties in the County.
- Encouraging the retrofitting of repetitive loss properties where financially and environmentally feasible.
- Considering the acquisition of wetland, floodplain, and repetitive loss properties where retrofitting is not a viable option.
- Encouraging local governments in the County to explore funding alternatives which reduce the number of repetitive loss properties.
- Reducing the vulnerability of identified critical facilities.
- Considering the retrofitting and/or relocation of threatened critical facilities.
- Establishing a schedule of regular quarterly meetings with the emergency responders from neighboring counties to focus on mitigation, emergency management issues, and communication.
- Improving the County’s ability to respond to disaster and hazard material events by providing opportunities for all government employees, both county and municipal, to be trained in emergency functions including mitigation, preparedness, response, and recovery.

Excerpts from the plan that are related to post-disaster redevelopment planning can be found in **Appendix A**.

In addition to the goals and objectives related to post-disaster redevelopment planning as listed above, the Mitigation Initiative List contains opportunities for the County to consider following a disaster event which can be implemented to improve the resiliency of the County. The Mitigation Initiative List should be incorporated into the Post-Disaster Redevelopment Strategy as appropriate.

### **Manatee County Comprehensive Emergency Management Plan (CEMP)**

The Manatee County Comprehensive Emergency Management Plan outlines responsibilities and the means by which resources are deployed during and following an emergency or disaster. The CEMP establishes command and control of the emergency management program and coordination among municipal, county, state, and federal agencies. The CEMP also explains emergency preparedness, response, recovery and mitigation actions. Although the CEMP is predominantly an operations plan, the following sections contain elements that are highly relevant to post-disaster redevelopment:

- **Basic Plan**

Definitions of recovery, short-term recovery and long-term recovery are found in the Definitions section of the Basic Plan.

- **Annex II – Recovery Functions**

This section of the plan establishes the organization and procedures for conducting recovery operations (mainly for short-term recovery). The entire annex is relative to post-disaster redevelopment operations.

- **Manatee County Debris Management Plan (DMP)**

The Debris Management Plan provides the operational and coordination activities to remove, collect and dispose of debris following a disaster. The DMP explains the organizational structure, roles and responsibilities and the concept of operations including debris removal priorities. Debris removal is important to expedite recovery efforts in the affected area and reduce the threat to public health and safety.

While debris operations are mainly considered short-term recovery, certain elements (including placement of debris reduction sites) can have impacts on long-term recovery.

- **Manatee County Temporary Disaster Housing Strategy**

The Temporary Disaster Housing Strategy establishes the framework for addressing temporary housing for those that are left homeless following a disaster and identifies the key agencies that can be brought together to identify and activate housing resources. This plan is currently being updated as a result of FEMA's recent change in temporary disaster housing policies.

While the temporary disaster housing issues are mainly considered short-term recovery, certain elements (including location of the temporary housing sites) can have impacts on long-term recovery.

- **Annex III – Mitigation**

This annex provides information on how mitigation efforts in Manatee County are addressed in both pre-disaster and post-disaster environments. The annex defers to the Manatee County LMS as the County’s plan for implementing a mitigation strategy. Mitigation is quite relevant to post-disaster redevelopment because an effective mitigation strategy can help speed a community’s recovery following a disaster occurs.

### **Conclusions on Local Plan Integration**

Upon review of the plans detailed above, it is apparent that Manatee County has a solid foundation for developing this Post-Disaster Redevelopment Plan and for formulating and implementing an effective Post-Disaster Redevelopment Strategy. This foundation is based upon a clear understanding by County officials and employees of the hazard risks facing the County and the vulnerability to the built environment that these hazards present. Most importantly, County officials and employees recognize the benefits of planning for a successful recovery and are aware of the consequences of failing to plan for a post-disaster environment. This understanding has been supported by political leaders with the wherewithal to support policy recommendations made by County staff.

The County has already incorporated many different post-disaster redevelopment goals, objectives and policies into the plans that were analyzed in this section. Only minimal recommendations for ways to further integrate post-disaster policies into existing plans are provided in the following paragraph.

### **Recommendations for Further Integration**

After completing the review the County’s existing plans to determine what post disaster redevelopment plans and policies are already in place, recommendations were made for ways to further integrate post disaster redevelopment into the plans. Each Recovery and Redevelopment Action listed in the Recovery and Redevelopment Action Plan indicates whether or not the action represents an opportunity to further integrate elements of post disaster redevelopment into other Manatee County plans or vice versa. Those actions that have been identified as opportunities for improved plan integration have been marked with a ✓.

Two specific recommendations for further integration that the County should focus on implementing include the following:

- Develop policy and procedures to better bridge the gap between short term recovery and long term recovery
- Develop a Post Disaster Recovery and Redevelopment Ordinance that provides the force of law to policies for post disaster redevelopment such as:
  - Phased building moratorium
  - Financing for implementing actions found in the PDRP
  - Redevelopment priorities
  - Post disaster planning and permitting procedures