



Lee County
Southwest Florida

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September 5, 2025

Donna Harris, Senior Plan Processor
State Land Planning Agency
Caldwell Building
107 East Madison – MSC 160
Tallahassee, FL 32399-4120

**Re: Amendment to the Lee Plan
Transmittal Package
CPA2025-00002 Disaster Recovery Plan Update**

Dear Ms. Harris,

In accordance with the provisions of F.S. Chapter 163.3184(3) for Expedited State Review, please find attached the proposed Comprehensive Plan Amendment, known locally as CPA2023-00002 (Disaster Recovery Plan Update). The amendment is as follows:

CPA2023-00002 – Disaster Recovery Plan Update:

Amend the Lee Plan Objective 72.1 and Policies 72.1.1, 72.1.7, and 72.1.8 in response to the repeal and replacement of Ordinance 07-20 with Administrative Code 2-23 regarding the Disaster Advisory Council and adoption of the Lee County Disaster Recovery Plan.

The Local Planning Agency held a public meeting for the plan amendment on July 28, 2025. The Board of County Commissioners voted to transmit the amendment on September 3, 2025. The proposed amendment is not applicable to an area of critical state concern. The Board of County Commissioners will hold an adoption hearing following the receipt of the review agencies' comments.

The name, title, address, telephone number, and email address of the person for the local government who is most familiar with the proposed amendment is as follows:

Mrs. Kate Burgess, AICP, Principal Planner
Lee County Planning Section
P.O. Box 398
Fort Myers, Florida 33902-0398
(239) 533-8585
Email: KBurgess@leegov.com

By copy of this letter and its attachments, I certify that this amendment and supporting data and analysis have been sent on this date to the agencies listed below.

Respectfully,

**Lee County Department of Community Development
Planning Section**



Brandon Dunn,
Manager, Planning Section

Cc Case File

All documents and reports attendant to this transmittal are also being sent by copy of this cover in an electronic format to:

Comprehensive Plan Review
Department of Agriculture and Consumer Services

Office of Educational Facilities
Department of Education

Plan Review
Department of Environmental Protection

Alissa S. Lotane
Florida Department of State

Scott Sanders
Florida Fish and Wildlife Conservation Commission

Vitor Suguri
FOOT District One

Ms. Margaret Wuerstle
Southwest Florida Regional Planning Council

Mark Elsner
South Florida Water Management District

STAFF REPORT FOR CPA2025-00002: DISASTER RECOVERY PLAN UPDATE



County Initiated Text Amendments to the Lee Plan

Amendment Type:

County Initiated
Direction: 05/07/2024

Recommendation:

Transmit

Amended Element(s):

Community Facilities &
Services

Hearing Dates:

LPA: 07/28/2025
BoCC #1: 9/3/2025
BoCC #2: TBD

Attachment(s):

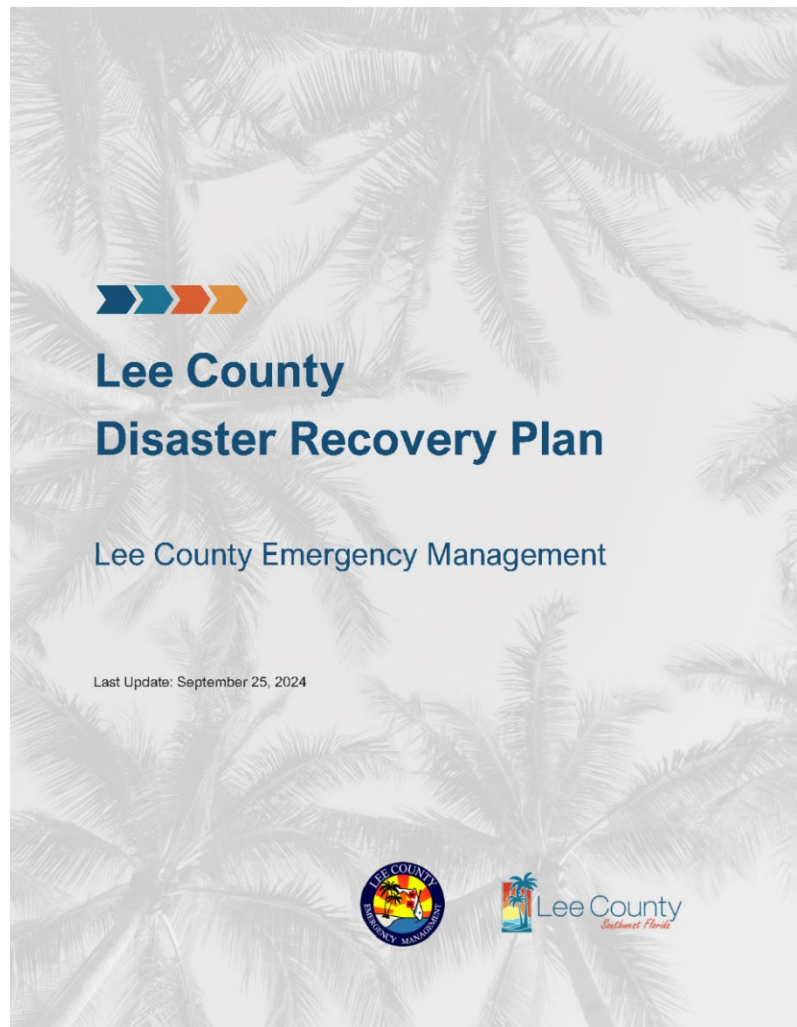
1: Text Amendments
2: 2024 Lee County Disaster
Recovery Plan

REQUEST

Amend the Lee Plan Objective 72.1 and Policies 72.1.1, 72.1.7, and 72.1.8 in response to the repeal and replacement of Ordinance 07-20 with Administrative Code 2-23 regarding the Disaster Advisory Council and adoption of the Lee County Disaster Recovery Plan.

SUMMARY

On May 7, 2024, the Board directed staff to update cross-references to other County ordinances and plans. Staff reviewed the Lee Plan, and identified policies that required amendment. The proposed amendment only updates references to implementing documents and makes other necessary changes to clarify intent. The proposed amendments will not impact the development process or requirements.



RECOMMENDATION

Staff recommends that the Board of County Commissioners **transmit** the requested amendments based on the analysis and findings provided in this staff report.

PART 1
STAFF DISCUSSION AND ANALYSIS

BACKGROUND

On May 7, 2024, the BOCC directed staff to prepare several amendments to the Lee Plan, including updating cross-references to outdated County ordinances and plans. Lee County Community Development staff and Lee County Emergency Management staff identified potential changes to the Lee Plan that would be necessary to accurately reflect the updates to the Lee County Disaster Recovery Plan and modifications made by the BoCC eliminating the Post-Disaster Recovery Ordinance (Ordinance 07-20) and establishing the Disaster Advisory Council in April of 2024(AC 2-23).

The BOCC adopted a new administrative code in April 2024, establishing the Disaster Advisory Council, after Lee County Emergency Management determined that the existing ordinance was outdated. Ordinance 07-20 was replaced by the Hazard Identification and Risk Assessment, Comprehensive Emergency Management Plan, and other supplemental plans and policies to support emergency response and recovery to disasters. The new Administrative Code established the Disaster Advisory Council and its purpose – to advise the Board of County Commissioners and the Department of Public Safety on considerations for a variety of emergency management preparedness and recovery efforts.

PROPOSED AMENDMENTS

Lee Plan Chapter IV, the Community Facilities and Services Element, outlines goals, objectives, and policies related to services such as water, libraries, energy conservation, and other community services. One of the subparts of this chapter includes the County's goals regarding Emergency Services. The proposed amendments are all within this subchapter, specifically within Goal 72 regarding Emergency Management. The proposed amendments are shown in full below and in Attachment 1.

GOAL 72: EMERGENCY MANAGEMENT. Establish objectives and policies to help prevent and mitigate threats from natural disasters by reducing their potential impact on future development and responding efficiently to disasters and hazards after the fact. (Ord. No. 18-28)

OBJECTIVE 72.1: EMERGENCY MANAGEMENT PLANNING. Protect the public from the effects of natural and man-made hazards through the implementation of County emergency plans and programs.

POLICY 72.1.1: Utilize the Lee County Comprehensive Emergency Management Plan (CEMP), the Lee County Disaster Recovery Plan, or other adopted emergency management plans as the operational guides ~~in for preparing for, responding to, and recovering from those~~ natural and man-made hazards that require emergency actions by Lee County. ~~Maintain the CEMP and update as necessary, following a man-made or natural disaster.~~

.....
POLICY 72.1.7: Maintain post-disaster institutions, ~~and procedures, and other adopted policies~~ to guide County actions during and following a natural or man-made disaster emergencies.

POLICY 72.1.8: Maintain ~~an ordinance~~ County policies that implements ~~(where necessary) the CEMP, Lee County Disaster Recovery Plan, Post-Disaster Strategic Plan or other adopted disaster management and recovery documents., and provides regulations that may be needed following a natural or man-made disaster.~~

PROCEDURAL REQUIREMENTS

The Lee Plan is Lee County's comprehensive plan, which provides the long-term vision for development in the county. Florida Statutes require comprehensive plans to include certain topics as elements. The Lee Plan divides these elements into chapters, which are further supported by goals, objectives, standards, and policies. Lee Plan Chapter XIII, entitled Administration, section "d" addresses Amendments to the Plan. The applicable paragraph is reproduced below.

This plan, including the Future Land Use Map, may be amended in accordance with Florida Statutes and administrative procedures adopted by the Board of County Commissioners in Lee County Administrative Code 13-6. In accordance with § 163.3177(1)(f), Fla. Stat., all amendments must be based upon relevant and appropriate data and analysis.

Lee County Administrative Code 13-6 establishes the County's procedures for amending the Lee Plan, including notice requirements and provisions for public participation during the amendment process. The subject petition is a county-initiated amendment to the Lee Plan, meaning that staff drafted this amendment based on an affirmative vote of three or more Commissioners. County-initiated amendments follow the process described in Section 163.3184 of the Florida Statutes.

STAFF DISCUSSION AND ANALYSIS

The comprehensive plan applies to all land use decisions within the county. Where goals, objectives, standards, or policies of particular elements conflict, those conflicts will be resolved based on an analysis of the Lee Plan as a whole. The Lee Plan analysis included in this staff report outlines the proposed amendments in relation to the most applicable Lee Plan goals, objectives, and policies to determine their appropriateness.

The proposed amendments do not change substantive requirements relating to Emergency Management within the Comprehensive Plan. These amendments update the documents referenced in the plan to ensure consistency with County ordinances. Lee County's Department of Public Safety proposed, and the Board of County Commissioners adopted the Lee County Disaster Recovery Plan in 2024. This plan moved many of the County's disaster recovery policies from the Administrative Code, AC-07-20, to the new plan. The companion Administrative Code, AC-02-23, established the Disaster Advisory Council. The proposed amendments update the references and generalize where possible to ensure the Lee Plan accurately reflects county policy, consistent with Lee Plan Policies **72.1.4, 72.1.7, and 72.1.8** as they are currently worded.

Florida Statutes

Florida Statutes require local comprehensive plans to incorporate policies protecting human life and property from natural disasters. Lee County has numerous policies related to public safety, which are addressed in the Lee Plan and other documents. Updating the references within Goal 72 to better reflect the County's current adopted policies supports the requirements of Florida Statutes Section 163.3177 regarding the required components of local comprehensive plans, specifically relating to emergency preparedness and disaster response.

The proposed amendments do not impact any commercial activities. The proposed changes only update references in the Lee Plan.

The proposed amendments are consistent with Florida Statutes and the remainder of the Lee Plan, and do not create internal inconsistencies with any other Goals, Objectives, or Policies of the Lee Plan.

CONCLUSIONS

The proposed amendments are necessary to maintain consistency between the Lee Plan and the County's Administrative Code. The amendments do not change the development rights of any properties, nor do they create internal inconsistencies within the Lee Plan.

For the reasons discussed in this staff report, staff recommends that the Board of County Commissioners ***transmit*** the proposed amendment as shown in Attachment 1.

**PART 2
LOCAL PLANNING AGENCY
REVIEW AND RECOMMENDATION**

DATE OF PUBLIC HEARING: July 28, 2025

A. LOCAL PLANNING AGENCY REVIEW

Staff made a presentation addressing the proposed amendments, consistency with the Lee Plan, and staff recommendations.

Members of the LPA inquired about the new committees and the role of the public with the new Disaster Recovery Plan.

B. LOCAL PLANNING AGENCY RECOMMENDATION

A motion was made to recommend that the Board of County Commissioners (BoCC) *transmit* CPA2024-14. The motion passed 6 to 0.

MOTION DETAILS

RAYMOND BLACKSMITH	<u>AYE</u>
DUSTIN GARDNER	<u>AYE</u>
DAWN RUSSELL	<u>AYE</u>
JENNIFER SAPEN	<u>AYE</u>
DON SCHROTENBOER	<u>ABSENT</u>
STAN STOUDE	<u>AYE</u>
HENRY ZUBA	<u>AYE</u>

C. STAFF RECOMMENDATION

Staff recommends that the BoCC *transmit* the proposed amendment as provided in Attachment 1.

PART 3
BOARD OF COUNTY COMMISSIONERS
TRANSMITTAL HEARING

DATE OF PUBLIC HEARING: September 3, 2025

A. BOARD REVIEW:

Staff provided a brief presentation for the proposed amendment, which included LPA and staff recommendations, as well as an overview of the proposed amendment, the Lee Plan, and other county regulatory consistency.

There were no public comments concerning the proposed amendments.

B. BOARD ACTION:

A motion was made to transmit CPA2025-00002 as recommended by staff and the LPA. The motion passed 3 to 0.

MOTION DETAILS

BRIAN HAMMAN	<u>AYE</u>
CECIL PENDERGRASS	<u>AYE</u>
DAVID MULICKA	<u>AYE</u>
KEVIN RUANE	<u>ABSENT</u>
MIKE GREENWELL	<u>ABSENT</u>

Text Amendments:**IV Community Facilities and Services**

OBJECTIVE 72.1: EMERGENCY MANAGEMENT PLANNING. Protect the public from the effects of natural and man-made hazards through the implementation of County emergency plans and programs. (Ord. No. 00-22, 18-28)

POLICY 72.1.1: Utilize the Lee County Comprehensive Emergency Management Plan (CEMP), the Lee County Disaster Recovery Plan, or other adopted emergency management plans as the operational guides ~~in for~~ preparing ~~for~~, responding ~~to~~, and recovering from ~~those~~ natural and man-made hazards that require emergency actions by Lee County. ~~Maintain the CEMP and update as necessary, following a man-made or natural disaster.~~ (Ord. No. 00-22, 18-28)

.....

POLICY 72.1.7: Maintain post-disaster institutions, ~~and procedures,~~ and other adopted policies to guide County actions during and following a natural or man-made disaster emergencies. (Ord. No. 94-30, 00-22, 07-12, 18-28)

POLICY 72.1.8: ~~Maintain an ordinance~~ County policies that implements ~~(where necessary) the CEMP, Lee County Disaster Recovery Plan, Post-Disaster Strategic Plan or other adopted disaster management and recovery documents,~~ and provides regulations that may be needed following a natural or man-made disaster. (Ord. No. 94-30, 00-22, 07-12, 18-28)



Lee County Disaster Recovery Plan

Lee County Emergency Management

Last Update: September 25, 2024





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1 Introduction

Lee County, Florida (the County) is subject to a variety of potential natural and human-made hazard events, including hurricanes, floods, tornadoes, and wildfires. Proactive efforts are required to prepare for future incidents so that the County is positioned to efficiently utilize resources to effectively meet the post-disaster needs of the community.

Representatives from the County developed this *Disaster Recovery Plan* to increase the County's capacity to navigate the complexities of post-disaster recovery operations, minimize delays in identifying and addressing survivor needs, and successfully recover from disasters. The *Disaster Recovery Plan* is an update to the County's previous *Post-Disaster Redevelopment Plan* and *Disaster Recovery Coordination* section in the *Lee County Comprehensive Emergency Management Plan*.

1.1 Purpose

The *Disaster Recovery Plan* is designed to help Lee County effectively recover from disasters and build the County's resilience to effectively respond to future hazard events. The primary objectives of the *Disaster Recovery Plan* are as follows:

- Organize the County's framework for addressing recovery from hazards, including those addressed in the *Hazard Identification and Risk Assessment*;
- Evaluate the County's resilience to identify challenges and vulnerabilities that may impact the County's ability to recover (see **Appendix C: Community Resilience Assessment**);
- Identify the County strengths that can be leveraged in a recovery operation;
- Outline an approach the County can take to restore its population and essential community resources and functions post-disaster;
- Provide tools and templates to facilitate County-wide recovery activities;
- Clarify roles and responsibilities of County personnel during recovery and enable coordination between municipal, County, State, and Federal government agencies;
- Outline the framework for Recovery Support Functions (RSFs);
- Incorporate information from the *Long-Term Recovery Committee Guidelines* and *Comprehensive Emergency Management Plan* into a cohesive recovery planning document; and
- Define roles and responsibilities of private, public, and non-governmental partners.

The primary audience of the *Disaster Recovery Plan* is the County, its municipal jurisdictions, and local public, private, and non-governmental partner organizations that have a role in recovery.



1.2 Scope

The scope of the *Disaster Recovery Plan*:

- Applies to any incident whose impact requires a recovery operation, regardless of the nature of the hazard;
- Works in tandem with, but does not duplicate, other County and department recovery documents and guides or processes necessary to inform cost recovery;
- Provides a scalable and flexible organizational framework and decision-making tools but is not a tactical plan or field manual;
- Applies to County-level operations and does not provide specific directions for intra-department recovery operations;
- May be activated with or without a governor's state of emergency or presidential disaster declaration; and
- May be activated in part or in full depending on the severity of the incident and recovery needs.

1.3 Authority

The legal authority to act and regulations pertaining to recovery operations in Lee County are as follows:

- Florida Administrative Code;
- Homeland Security Presidential Directive 5, Management of Domestic Incidents;
- Joint Local Mitigation Strategy;
- Lee County Code of Ordinances;
- Lee County Comprehensive Emergency Management Plan;
- Lee County Debris Management Plan;
- Lee County Cost Recovery Plan
- Lee County Personnel Policies and Procedures Manual;
- Lee County Administrative Code;
- Post-Katrina Emergency Management Reform Act of 2006;
- Sandy Recovery Improvement Act of 2013;
- Stafford Act, Rule 44 Code of Federal Regulations (CFR);
- State of Florida Statutes;
- Statewide Mutual Aid Agreement (2023);
- Super Circular, 2 CFR, Part 200; and
- The Lee Plan 2021 Codification.



1.4 State and Federal Assistance

There are many sources of State and Federal funding and technical assistance that can be made available after significant emergency events to support local emergency response, recovery, and mitigation.

The Disaster Recovery Manager (DRM) and Chief Financial Officer (CFO) will proactively communicate the County's disaster assistance needs to Federal and State agencies to maximize the County's access to resources. The Recovery Task Force (RTF) will support these outreach efforts by consolidating and providing damage assessment results. The Recovery Task Force Leader (RTFL) will serve as the point of coordination for State and Federal agencies during Recovery. RSFs will be engaged as needed to apply for and implement assistance with this process. Throughout Recovery, the RTF will continually reassess needs and eligibility while applying for and administering available assistance, until the County has returned to a steady state.

Refer to Lee County's *Cost Recovery Plan* for further information regarding the Disaster Declaration process, assessment of need, application, and administration of State and Federal disaster assistance.

1.5 Post-Disaster Vision and Goals

Following a disaster, the county will strive to maintain its identity and community values while prioritizing efforts that increase its resilience to future disasters. The County's strategic planning documents (see **Supporting Recovery Documents**) outline long-term goals, values, and needs of importance to the community, which should be considered during post-disaster recovery and redevelopment. For the *Disaster Recovery Plan*, the following goals and values have been identified from within the *Comprehensive Emergency Management Plan*:

- Identify critical functions, services/programs, vital resources, facilities, and infrastructure that will guide short- and long-term recovery priorities, which may include:
 - o Life, safety, and health;
 - o Property protection;
 - o Environmental protection;
 - o Restoration of essential utilities;
 - o Restoration of essential program functions; and/or
 - o Coordination among appropriate stakeholders.
- Establish **short-term recovery priorities** in the following areas:
 - o Re-entry;
 - o Restoration of essential County Department functions;
 - o Detailed damage assessments;



- o Temporary repairs to facilities;
 - o Debris clearance, removal, and disposal;
 - o Temporary housing options;
 - o Restoration of public health services;
 - o Federal assistance;
 - o Evaluation of development regulations;
 - o Resource distribution;
 - o Evaluation of construction standards;
 - o Restoration of essential services;
 - o Evaluate infrastructure designs;
 - o Relief services;
 - o Environmental management; and/or
 - o Animal control and services.
- Establish **long-term recovery priorities** in the following areas:
 - o Community redevelopment;
 - o Natural resource restoration;
 - o Permanent facility repair/reconstruction;
 - o Hazard mitigation;
 - o Complete restoration of infrastructure;
 - o Risk assessment/review;
 - o Economic redevelopment; and/or
 - o Potential acquisition of damaged property.

These recovery goals complement those established by the *Joint Local Mitigation Strategy*, *Cost Recovery Plan*, and other County planning documents.

Disaster recovery and redevelopment provide a unique opportunity to achieve the County's post-disaster vision and goals, guided by its long-term strategic objectives. During this process, the County will seek State, Federal, nonprofit, and private sector support as needed (see ***Coordination with External Partners*** for further guidance). The County will partner with community leaders to improve quality of life, restore essential functions, revitalize impacted sectors, achieve a sufficient cost recovery, and attain self-sufficiency, sustainability, and resilience for the county, its residents, and its businesses. For further information about the processes involved in recovery operations, refer to ***Concept of Operations*** and ***Critical Recovery Processes***.



2 Planning Process

2.1 Planning Assumptions

Table 1 presents assumptions that set the context for post-disaster recovery and redevelopment expectations established in this plan.

Table 1: Planning Assumptions

Planning Environment	• Lee County will experience large and small-scale disasters. • Lee County can implement mitigation activities pre- and/or post-disaster to ensure the community is more resilient to the impacts of a future disaster. • Recovery activities will be occurring while response operations are underway. • Lee County and its local jurisdictions have adopted the National Incident Management System (NIMS) approach and guidance. As such, the county will incorporate the elements outlined in NIMS that are required to efficiently manage emergencies and disasters involving local, State, and Federal response agencies. • Each of the County's jurisdictions is responsible for assessing and managing local policies and procedures, such as land management and zoning, that align with the concepts, vision, and goals described in the County's <i>Disaster Recovery Plan</i> and/or other related strategic planning documents.
Plan Activation and Integration with Other Plans	• After a disaster, components of the <i>Disaster Recovery Plan</i> can be activated in whole or in part. • Local government response and recovery plans will be activated, when relevant and appropriate, in addition to the <i>Disaster Recovery Plan</i>. • Lee County will coordinate with local jurisdictions, which have primary responsibility for recovery operations, following <i>Disaster Recovery Plan</i> activation. • The County will provide support, expertise, and coordination to jurisdictions, as needed. • Volunteer organizations within the County will activate their own disaster relief plans, as applicable.
External Assistance and Cost Recovery	• State and Federal assistance may be required. • The President of the United States may declare a major disaster or emergency, and Federal assistance may become available to supplement State and local operations.



Training and Plan Maintenance

- Lee County Emergency Management, in coordination with pre-identified RSF leads, will engage the recovery key stakeholders in planning, training, and exercises to ensure an effective operation upon activation.
- Lee County Emergency Management, in coordination with pre-identified Recovery Support Function (RSF) leads, is responsible for maintaining the *Disaster Recovery Plan*, as well as its appendices. The *Disaster Recovery Plan* is a living document and will be revised as needed.

2.2 Methodology

The *Disaster Recovery Plan* was developed through (1) research into recovery best practices and past County recovery processes, (2) collaboration with local stakeholders involved in recovery, (3) workshops to gather information and validate recovery policies and procedures, and (4) thorough review to ensure the Plan meets present and future Lee County recovery needs.

2.2.1 RESEARCH



Lee County Emergency Management engaged subject matter experts in recovery operations and drew from resources such as the National Disaster Recovery Framework (NDRF)¹ to collect and integrate recovery best practices into the plan. In addition, the team researched existing Lee County recovery resources, referencing, expanding upon, and/or leveraging these resources where appropriate.

For a full list of resources used in the development of this Plan, see ***Supporting Recovery Documents***.

Past County Recovery Processes

Hurricane Ian Long-Term Recovery Task Force

Following Hurricane Ian, the Resilient Lee Recovery and Resilience Plan was produced by a Long-Term Recovery Task Force. This Task Force was comprised of elected officials, County representatives, and members of the community from a variety of economic sectors, backgrounds, and interests. The experience following Hurricane Ian has shaped this plan and reflects the best practices learned from managing the impacts, recovery, and future resiliency of a devastating storm.

¹ The NDRF is generated by Federal Emergency Management Agency (FEMA) to support the definition of structures to support disaster recovery operations. It is available on FEMA's website (see [here](#)).



Community Resilience Assessment

The team developed a *Community Resilience Assessment* to understand current strengths and areas for improvement in recovery operations and subsections of the community that may be more vulnerable to disasters (see **Appendix C: Community Resilience Assessment**).

Supporting Recovery Documents

The team reviewed existing resources developed by Lee County that were directly relevant to recovery operations (see **Supporting Recovery Documents**).

National and Regional Best Practices

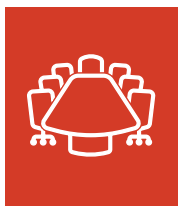
The team developed the Lee County recovery structure based on Federal guidance compiled in the NDRF, adapted to the specific needs and processes of the County. The *Disaster Recovery Plan* aligns with best practices established by Florida Division of Emergency Management (FDEM).

2.2.2 COLLABORATION WITH LOCAL STAKEHOLDERS



Lee County Emergency Management coordinated with other Lee County government departments, municipal and constitutional leaders, non-profit organizations, and private sector companies to develop this *Disaster Recovery Plan*. Stakeholders from multiple sectors were engaged through planning meetings, workshops, and draft reviews to provide feedback on key plan sections including **Roles and Responsibilities**, **Concept of Operations**, and **Critical Recovery Processes**.

2.2.3 WORKSHOPS



Lee County Emergency Management held three (3) recovery planning workshops for stakeholders to provide input into and feedback on the draft *Disaster Recovery Plan*. At these workshops, stakeholders provided expertise on a variety of topics related to recovery operations.

Community Recovery Initiation Meeting

In the Community Recovery Initiation Meeting, held in October 2021, participants reviewed and validated the initial findings of the *Community Resilience Assessment* (see **Appendix C: Community Resilience Assessment**). Stakeholders also provided information pertaining to:



- Existing recovery efforts;
- Potential barriers to successful recovery operations; and
- Areas for recovery planning process improvement.

Information gathered in this first workshop informed the *Community Resilience Assessment* findings and guided the development of the *Disaster Recovery Plan*.

Recovery Support Function Workshops

The Recovery Support Function Workshops were a series of six (6) workshops organized by RSF in January 2022. During these workshops, participants reviewed Recovery Support Function Checklists (see ***Recovery Support Functions Overview***) and Critical Recovery Processes (see ***Critical Recovery Processes***). Stakeholders were invited to provide information pertaining to:

- Recovery operations organization structure; and
- Creating checklists for each RSF.

Information gathered in this workshop series was used to review the Recovery Support Function Checklists (see ***Recovery Support Functions Overview***) and Critical Recovery Processes (see ***Critical Recovery Processes***) and further guided the general development of the *Disaster Recovery Plan*.

2.2.4 REVIEW



The *Disaster Recovery Plan* was reviewed multiple times throughout the planning process to ensure it responded to the needs of the County, integrated with existing processes, and reflected national best practices. The *Disaster Recovery Plan* was reviewed to integrate feedback received in workshops and through stakeholder engagement. The *Disaster Recovery Plan* also underwent peer review by key recovery stakeholders.

2.3 Supporting Recovery Documents

Additional Lee County recovery plans and operational guides that may be used in concert with the *Disaster Recovery Plan* include:

- Lee County Comprehensive Emergency Management Plan;
- Lee County Cost Recovery Plan;
- Debris Management Plan;
- Hazard Identification and Risk Assessment;



- Joint Local Mitigation Strategy;
- Recovery Time Delineated Schedule;
- Lee County Damage Assessment Plan;
- Lee County Department of Natural Resources storm preparedness plans;
- Lee County Department of Transportation recovery plan;
- Lee County Facilities Construction and Management Hurricane Preparedness and Response Plan;
- Lee County Human and Veteran Services Department Severe Weather Outreach Plan;
- Lee County Innovation and Technology Department (IT) recovery plans;
- Lee County Parks and Recreation Parks Operations Manual;
- Lee County Utilities Emergency Response Plan;
- Lee County Visitor and Convention Bureau All-Hazards Staff Best Practices;
- LeeTran All-Hazards Plan; and
- Long Range Transportation Plan.

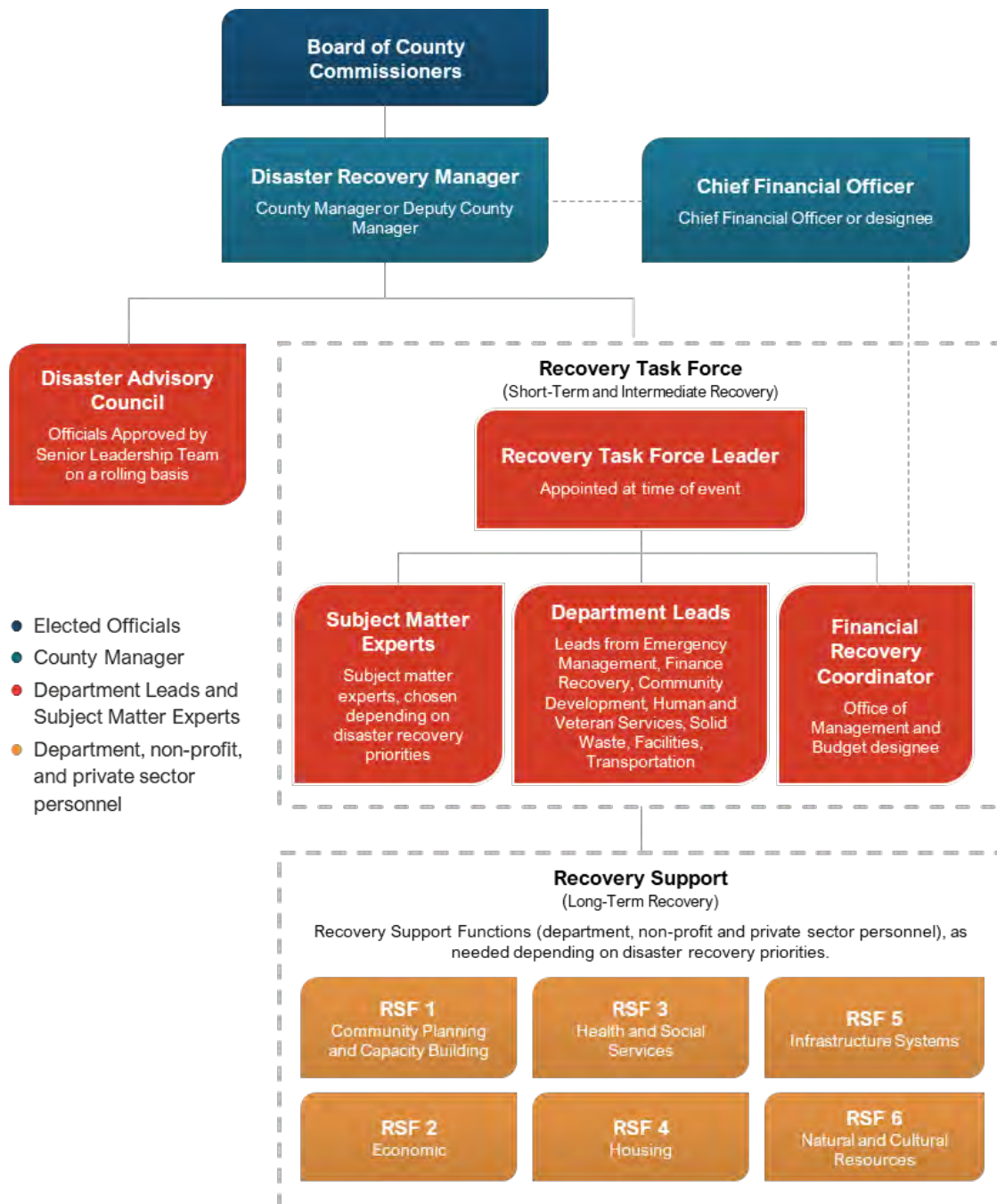


3 Roles and Responsibilities

The Roles and Responsibilities section defines Lee County's recovery operations structure and positions, including positions responsible for coordinating recovery activities and agencies, and departments responsible for completing recovery tasks. The section describes the responsibilities of each significant functional staffing group within the overall recovery staffing structure.

3.1 Recovery Positions and Organizational Structure

Figure 1: Lee County Recovery Organizational Structure





3.1.1 ELECTED OFFICIALS



Board of County Commissioners

The **Board of County Commissioners** represents the legislative branch of the County; it is a standing body providing authorization for mitigation, recovery, and reconstruction activities. The Board will conduct a review and provide authorization over the following:

- In the case of a disaster, determine the necessity of and order evacuations, establish curfews, and/or declare a State of Local Emergency (SoLE);
- Oversee implementation of mitigation and redevelopment policies;
- Approve and amend any Pre-, Post-, and Action *Disaster Recovery Plans*;
- Adopt ordinances as necessary;
- Conduct Board Meetings to ratify emergency purchases;
- Review business interruption and community assessments on economic impacts; and
- Guide the development of strategic priorities.

Board of County Commissioners is always active and engaged in the response and recovery phases of a disaster.

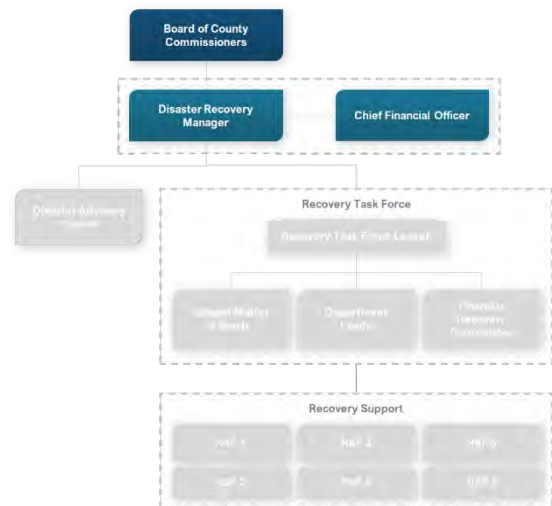


Disaster Recovery Manager

The Disaster Recovery Manager (**DRM**) maintains oversight of the full disaster recovery process and provides continuity between different events. The DRM will be designated by the Board of County Commissioners or County Manager and should be the County Manager, Deputy County Manager, an Assistant County Manager, or other executive level staff.

Chief responsibilities for the DRM include:

- Designate the Recovery Task Force Leader (RTFL);
- Serve as short-term State and Federal liaison, coordinating recovery activities with State and Federal partners and the Joint Field Office (JFO);
- Identify and delegate responsibilities to the RTFL;
- Coordinate with the Senior Leadership Team (e.g., County Manager, Deputy County Manager, Assistant County Managers) and Board of County Commissioners to make final decisions and project determinations on recovery and reconstruction topics;





- Provide historical knowledge to guide the disaster recovery process;
- Support overall coordination of County departments during disaster recovery efforts;
- Advocate for local, State, and Federal recovery support; and
- Activate, extend the duration of, or appeal the Recovery Task Force (RTF).

DRM is activated at time of event.



Chief Financial Officer

The Chief Financial Officer (**CFO**) is the lead decision maker for finance-related disaster recovery operations. The CFO will coordinate with the DRM on recovery operation decisions and leadership tasks. The CFO is a standing position that will assume recovery responsibilities when designated to by the Senior Leadership Team.

Chief responsibilities for the CFO include:

- Provide oversight of cost recovery process;
- Support overall coordination of financial recovery operations;
- Make final determinations on issues pertaining to cost recovery; and
- Coordinate with the DRM to conduct and/or assist with DRM chief responsibilities, as needed (see **Disaster Recovery Manager** for full list of responsibilities).

CFO is always active and engaged in the response and recovery phases of a disaster.

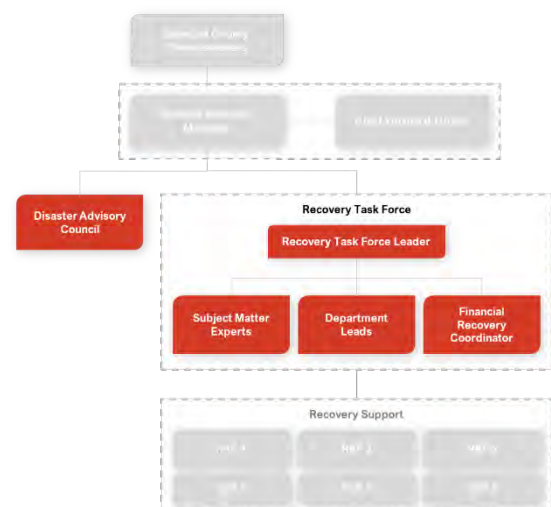
3.1.2 DEPARTMENT LEADS AND SUBJECT MATTER EXPERTS



Disaster Advisory Council

The **Disaster Advisory Council (DAC)** is a standing body providing pre-disaster planning, preparedness, and post-disaster recommendations. The DAC convenes to provide advice on response and recovery priorities before, during, and after disasters. Members will be approved by the Senior Leadership Team on a rolling basis. The Council's duties and responsibilities include, but are not limited to:

- Meet regularly to coordinate mitigation and pre-disaster planning activities, including the following:
 - o Develop strategic guidance to promote resilience and hazard mitigation;





- o Develop and maintain policies and procedures to aid in the implementation of recovery and redevelopment actions; and
 - o Make recommendations and revisions to plans and policies related to mitigation.
- Post-disaster, support the recovery and reconstruction process through the following responsibilities:
 - o Work alongside and advise the RTF;
 - o Identify opportunities to mitigate future loss of life and property damage;
 - o Evaluate and approve the Hazard Mitigation Grant Program (HMGP) and other Hazard Mitigation Assistance grant programs; and
 - o Engage in interagency coordination.

The DAC is always active as a standing Advisory Committee to the Board of County Commissioners.



Recovery Task Force

The DRM will activate the **RTF** when a major or catastrophic disaster impacts the community, such as a natural disaster, public health emergency, or economic collapse, and a declaration is made by the Board of County Commissioners to activate the RTF. The RTF convenes a broad set of internal and external stakeholders to identify recovery priorities, to coordinate the implementation of recovery projects, and to facilitate communication among affected parties to promote effective recovery and rebuilding efforts. Once initial emergency response efforts are in place, the focus shifts to longer-term recovery. The following considerations can be used to determine when the RTF is needed:

- There is a need for coordinated recovery efforts across jurisdictions based on damage assessments and community impact;
- There is a need to organize and allocate resources effectively to support recovery efforts;
- When it is important to significantly engage various stakeholders, including local organizations, non-profits, the business community and residents in the recovery process; and
- When a structured approach is needed to develop and implement recovery strategies that integrate resilience concepts and require deep local knowledge.

The RTF may be assembled as a full group or through individual liaisons contacted immediately after the disaster. The RTFL activates Recovery Support Function (RSF) 1 to decide which **Subject Matter Experts** to activate as part of the RTF, depending on the disaster recovery priorities. A Recovery Task Force typically consists of several branches, each focusing on different aspects of the recovery process, such as Planning & Capacity, Economic Recovery, Housing, Infrastructure, Education & Workforce, Health & Social Services, Natural Resources, or Cultural Resources. The **Financial Recovery Coordinator (FRC)** is a critical member of the RTF and should be involved with every recovery effort to



provide financial expertise for Cost Recovery including grants management and the achievement of recovery objectives (for further details see the *Cost Recovery Plan*).

The RTF is activated to implement recovery when a disaster occurs.

Recovery Task Force Leader

The DRM designates the **RTFL** to oversee implementation of recovery with the support of the RTF. The RTFL initiates implementation of the *Disaster Recovery Plan*, after developing it alongside the DRM and the RTF. The RTFL is the lead for coordination of disaster recovery activities performed by the RTF. The RTFL serves as the liaison between leadership (i.e., DRM, Board of County Commissioners) and the personnel who will implement recovery activities (i.e., RTF and RSFs).

Primary objectives for the RTFL include:

- Maintain a holistic view of recovery, including community and financial needs;
- Manage the daily implementation of short- and long-term recovery operations;
- Serve as the long-term point-of-contact with State and Federal officials and JFO to promote effective recovery, and/or support the DRM in these efforts;
- Ensure the County maintains compliance with applicable program requirements;
- Provide strategic guidance to the DRM, DAC, RTF, and RSFs, as needed, on disaster recovery policy;
- Identify and support development of recovery policy; and
- Oversee activated RSFs, maintain awareness of their progress, and ensure coordination between groups.

Subject Matter Experts

Depending on the type of disaster, the DRM or RTFL may request Subject Matter Experts to assist in Recovery Operations. Primary objectives of Subject Matter Experts include:

- Provide strategic and technical guidance on issues relating to particular subject matter expertise;
- Conduct tasks related to subject matter expertise (e.g., technological operations in response to cyber-attack); and
- Develop guidance and protocols to assist RTF and/or RSFs in the implementation of their recovery operations responsibilities.

Department Leads

The DRM and RTFL assemble the RTF **Department Leads** from departments that have an active role in establishing recovery needs and priorities. These individuals are chosen at time of event based on the nature of the disaster and specific situational needs; in smaller events, the role may be consolidated into



one role or designee. Some Department Leads may also have responsibilities in their associated RSF as a member of their department.

During a major disaster or catastrophic event, the **Risk Manager** specifically may be activated as a Department Lead to provide strategic guidance on issues relating to insurance claims and risk, coordinate with agencies to accelerate and streamline the cost reimbursement process, and to ensure that no duplication of benefits occurs throughout the cost recovery effort.

Department Leads will be selected to be part of the RTF based on the nature and scale of the disaster. As a baseline, leaders from the following departments will typically staff the RTF:

- Department of Public Safety: Emergency Management;
- Office of Management and Budget;
- Department of Community Development;
- Human and Veteran Services Department;
- Solid Waste Department;
- Utilities Department;
- Facilities Construction and Management Department; and
- Department of Transportation.

Primary objectives for the Department Leads include:

- Participate in development and implementation of the *Disaster Recovery Plan*;
- Oversee recovery and reconstruction processes;
- Advise the RTFL on emerging challenges and potential solutions;
- Coordinate recovery actions identified under this and the following sections with those of State, Federal, local, or other mutual organizations involved in disaster recovery; and
- Identify mitigation opportunities.

Financial Recovery Coordinator

The DRM and RTFL designate the **FRC** to oversee and coordinate the financial recovery process. The FRC supports implementation of the *Cost Recovery Plan* and coordinates across the RTF to support funding disaster recovery in the County.

The primary objectives for the FRC include:

- Oversee the cost recovery consultants' efforts;



- Serve as the primary operational point-of-contact with State and Federal officials for cost recovery efforts to promote effective recovery (this can be delegated to the cost recovery consultants with close oversight);
- Create appropriate project codes within the finance system to identify disaster-related costs;
- Ensure the County departments are informed of compliance with applicable program requirements;
- Provide strategic guidance to the DRM, RTF, and Emergency Operations Center (EOC) responders by monitoring and advising on disaster cost recovery policy;
- Support development of internal cost recovery policy and procedures; and
- Oversee activated cost recovery support staff and maintain overall responsibility for cost recovery operations.

If cost recovery consultants are not activated, the FRC will be responsible for all activities and coordination responsibilities tasked to the cost recovery consultants throughout this document. Refer to the *Cost Recovery Plan* for further information relating to the FRC.

3.1.3 RECOVERY SUPPORT



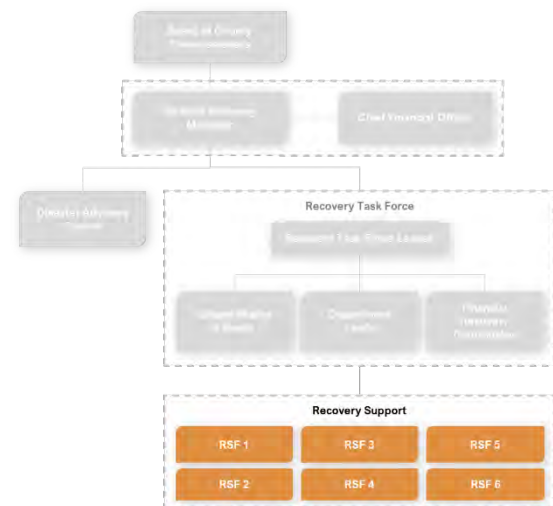
Recovery Support Functions 1-6

The DRM and/or the RTFL activate **RSFs 1-6** as needed to implement recovery. Once activated, the RSFs will be managed by the RTFL to support implementation of the *Disaster Recovery Plan*. RSFs will manage tasks delegated from department leads and subject matter experts. Activities include:

- Provide targeted support to implement disaster-specific recovery priorities;
- Implement and/or participate in long-term recovery efforts (e.g., reoccurring unmet needs assessments, community risk mitigation projects); and
- Participate in any ongoing monitoring and evaluation/progress tracking efforts.

For further information relating to Recovery Support tasks, refer to ***Recovery Support Functions Overview***.

RSFs are activated when the scope of a disaster requires operational support.





3.2 Recovery Support Functions Overview

RSFs are the coordinating structure for critical functional recovery areas. RSFs are groups of stakeholders brought together to provide support to the local government and implementation of recovery projects during short-term and long-term recovery. The activation of RSFs 2-6 is contingent upon the activation of RSF 1. The 6 RSFs are:

3.2.1 RSF 1: COMMUNITY PLANNING AND CAPACITY BUILDING

The **Community Planning and Capacity Building RSF** facilitates the following, through community engagement and equitable representation of County residents:

- The post-incident recovery planning process;
- Aligns the post-incident recovery plan with identified funding to the extent possible;
- Building the capacity of the community post-disaster;
- Identifies the need for other RSFs and advises RTFL and DRM on activation; and
- Maintaining awareness of recovery volunteer organizations/initiatives and reporting on external coordination to the RTF and other RSFs as needed.

3.2.2 RSF 2: ECONOMIC RECOVERY

The **Economic Recovery RSF** coordinates the County's public, private, and non-profit efforts to develop and implement programs and policies to sustain, rebuild, and promote business and economic opportunities that lead to an economically resilient community.

3.2.3 RSF 3: HEALTH AND SOCIAL SERVICES

The **Health and Social Services RSF** coordinates health and human services within the County's public, private, and non-profit sectors to support long-term recovery and redevelopment in the aftermath of a disaster that causes a long-term impact to the community and coordinates volunteer activities as related to activities under their RSF.

3.2.4 RSF 4: HOUSING

The **Housing RSF** develops and implements programs and policies to ensure the provision of housing services by assisting residents who are displaced from their homes for an extended period due to a disaster.



3.2.5 RSF 5: INFRASTRUCTURE SYSTEMS

The **Infrastructure Systems RSF** develops and implements programs and policies to ensure the provision of services by integrating the efforts of public and private stakeholders to recover, repair, and/or rebuild systems in a way that makes the systems less susceptible to the effects of future disasters.

3.2.6 RSF 6: NATURAL AND CULTURAL RESOURCES

The **Natural and Cultural Resources RSF** coordinates public, private, and non-governmental efforts to maintain, restore, and support future preservation of natural and cultural resources following a disaster.

3.3 Department Recovery Responsibilities

All departments, whether they have a major or minor role in recovery, will be responsible for the following, as needed and as requested by the RTF:

- Evaluate the need for and coordinate surge support to implement recovery operations.
- Provide information as needed to develop post-disaster damage assessments of their respective department sites, facilities, infrastructure, and/or other property.
- Assist and advise in developing post-disaster priorities specific to their department.
- Engage in the restoration of their department's property and functions.

Table 2 identifies the role of departments in recovery operations, along with their designated RSF(s). Directors from departments who lead an RSF will likely be identified to take part in the RTF, depending on the nature of the incident. Additional information regarding the roles of departments can be found in the **Recovery Support Function Checklists** and **Appendix B: Department and External Partners Recovery Responsibilities**.

Table 2: Role of Lee County Departments in Recovery Operations

Department	Role	RSF Focus Area
County Attorney	Advise and lead legal efforts as needed relating to legal considerations throughout recovery (i.e., interpreting and guiding the County on Federal, State, and local laws governing emergency management).	Community Planning and Capacity Building (RSF 1)
County Lands	Identify vacant lots and other spaces that may be utilized for temporary housing solutions.	Housing (RSF 4)
	Support debris clearance and repair of County-owned spaces.	Infrastructure Systems (RSF 5)



Department	Role	RSF Focus Area
Department of Community Development	Assist in establishing plans for overall County recovery.	Community Planning and Capacity Building (RSF 1)
	Lead RSF 4. Coordinate Initial Damage Assessments (IDAs) and Preliminary Damage Assessments (PDAs) on private homes. Oversee planning, zoning, development and building services, environmental reviews, building inspections, and code enforcement, as needed for housing programs throughout recovery.	Housing (RSF 4)
	Oversee planning, zoning, development and building services, environmental reviews, building inspections, building moratoria, and code enforcement, as needed for infrastructure programs throughout recovery.	Infrastructure Systems (RSF 5)
	Assist in recovery of natural and cultural resources.	Natural and Cultural Resources (RSF 6)
Department of Natural Resources	Identify environmental mitigation opportunities throughout the reconstruction process. Provide situational awareness on water quality issues due to flooding.	Infrastructure Systems (RSF 5)
Department of Natural Resources (continued)	Lead RSF 6. Assess damage to natural waterways, navigable waterways, and the shoreline. Assist in debris removal operation and identifying environmental impacts on the natural environment. Coordinate with private property owners and State/Federal partners for activities related to waterways.	Natural and Cultural Resources (RSF 6)
Department of Public Safety: Emergency Management	Have an active and advisory role across recovery operations. Emergency Management Recovery Coordinator ensures documentation and alignment of recovery activities with local, State, and Federal guidelines. Serves as liaison to the Florida Department of Emergency Management (FDEM).	Community Planning and Capacity Building (RSF 1)
Department of Solid Waste	Oversee debris management process for debris right-of-way clearance and other areas to which the County has legal responsibility for or elects to remove debris from, as described in the <i>Debris Management Plan</i> . Help coordinate approved debris removal activities on private property.	Infrastructure Systems (RSF 5)
Department of Transportation	Lead damage assessments for roads and other civil infrastructure that the department oversees. Manage initial debris removal from roadways. Conduct temporary repairs to infrastructure and equipment, making sure damage is photographed prior to repairs. Restore tolling operations.	Infrastructure Systems (RSF 5)



Department	Role	RSF Focus Area
Domestic Animal Services	Assist in recovery operations related to the care of stray domestic animals, facilitating reunification with owners after a disaster, and providing emergency veterinary care for pets in need.	Health and Social Services (RSF 3)
Economic Development Office	Lead RSF 2. Acts as a liaison between County government and local businesses.	Economic Recovery (RSF 2)
Facilities Construction and Management	Responsible for operations related to civil infrastructure (i.e., public property) throughout recovery. Lead damage assessment assessments for County facilities and ensure that all damage is photographed prior to repairs. Assist in providing facilities for disaster operations, as well as for facilitating emergency repairs.	Infrastructure Systems (RSF 5)
Fleet Management	Assist in infrastructure recovery operations.	Infrastructure Systems (RSF 5)
Human and Veteran Services	Lead RSF 3. Coordinate volunteer organizations, and coordinate the information needed to develop unmet needs assessments.	Health and Social Services (RSF 3)
Human and Veteran Services (continued)	Provide and/or coordinate case management to those requiring assistance. Implement housing solution for individuals experiencing homelessness. Support identification and addressing of unmet needs related to housing.	Housing (RSF 4)
Human Resources	Assist in strategic recovery planning, specifically in concerns related to identifying additional staffing for operations and support cost recovery and timekeeping efforts.	Community Planning and Capacity Building (RSF 1)
Innovation and Technology	Collect information regarding damage and overall response operations to inform recovery operations. Coordinate data collection with local municipalities (i.e., City of Fort Myers, City of Cape Coral).	Infrastructure Systems (RSF 5)
	Utilize technological capabilities to help assess damage to natural and cultural resources.	Natural and Cultural Resources (RSF 6)
Lee County Transit	Engaged in initial debris management. May support case management services by providing transportation to clients impacted by disasters.	Infrastructure Systems (RSF 5)
Library System	Lead RSF 6. Provide facilities and resources to the community for disaster operations. Provide staff for disaster operations.	Natural and Cultural Resources (RSF 6)
Office of Communications	Provide technical tools for and manage communication of recovery operations with the public throughout recovery, including communications regarding the location, hours, and resources available at the Disaster Recovery Centers (DRCs).	Community Planning and Capacity Building (RSF 1)



Department	Role	RSF Focus Area
Office of Management and Budget	Help coordinate financial efforts throughout the recovery process and are engaged in cost recovery operations. Oversees Federal Emergency Management Agency – Public Assistance (FEMA-PA) applications. Support efforts for catastrophic events, review insurance proceeds and coverage, track insurance checks, coordinate with Cost Adjusters during PDA processes to speed up recovery with Federal partners and prevent duplication of benefits.	Community Planning and Capacity Building (RSF 1)
Parks and Recreation	Provide facilities and staff for recovery shelters.	Health and Social Services (RSF 3)
	Assist in providing facilities for disaster operations.	Infrastructure Systems (RSF 5)
	Assist in providing facilities for disaster operations and restoring County-owned parks and recreational spaces.	Natural and Cultural Resources (RSF 6)
Port Authority	Assist in economic recovery operations.	Economic Recovery (RSF 2)
Port Authority (continued)	Assist in debris management and other aspects of infrastructure recovery.	Infrastructure Systems (RSF 5)
Procurement Management	Have an active role throughout the recovery process, aiding in coordinating procurement services needed across recovery operations.	Community Planning and Capacity Building (RSF 1)
Sports Development	Assist in economic recovery operations.	Economic Recovery (RSF 2)
Utilities	Lead RSF 5. Responsible for restoring drinking water and wastewater service.	Infrastructure Systems (RSF 5)
Visitor and Convention Bureau	Lead RSF 6. Coordinates recovery of the tourism sector, a vital economic driver for Lee County. Supports sheltering/housing initiatives through identification of available bed counts in hotels.	Economic Recovery (RSF 2)
	Establish and maintain relationships with hotels for non-congregate sheltering operations.	Housing (RSF 4)

3.4 Coordination with External Partners

Successful recovery requires coordination between the County and external partners who can support operations. The specific Federal, State, and non-governmental organizations (NGO) partners involved in recovery include organizations that are typically activated regardless of incident (e.g., U.S. Department



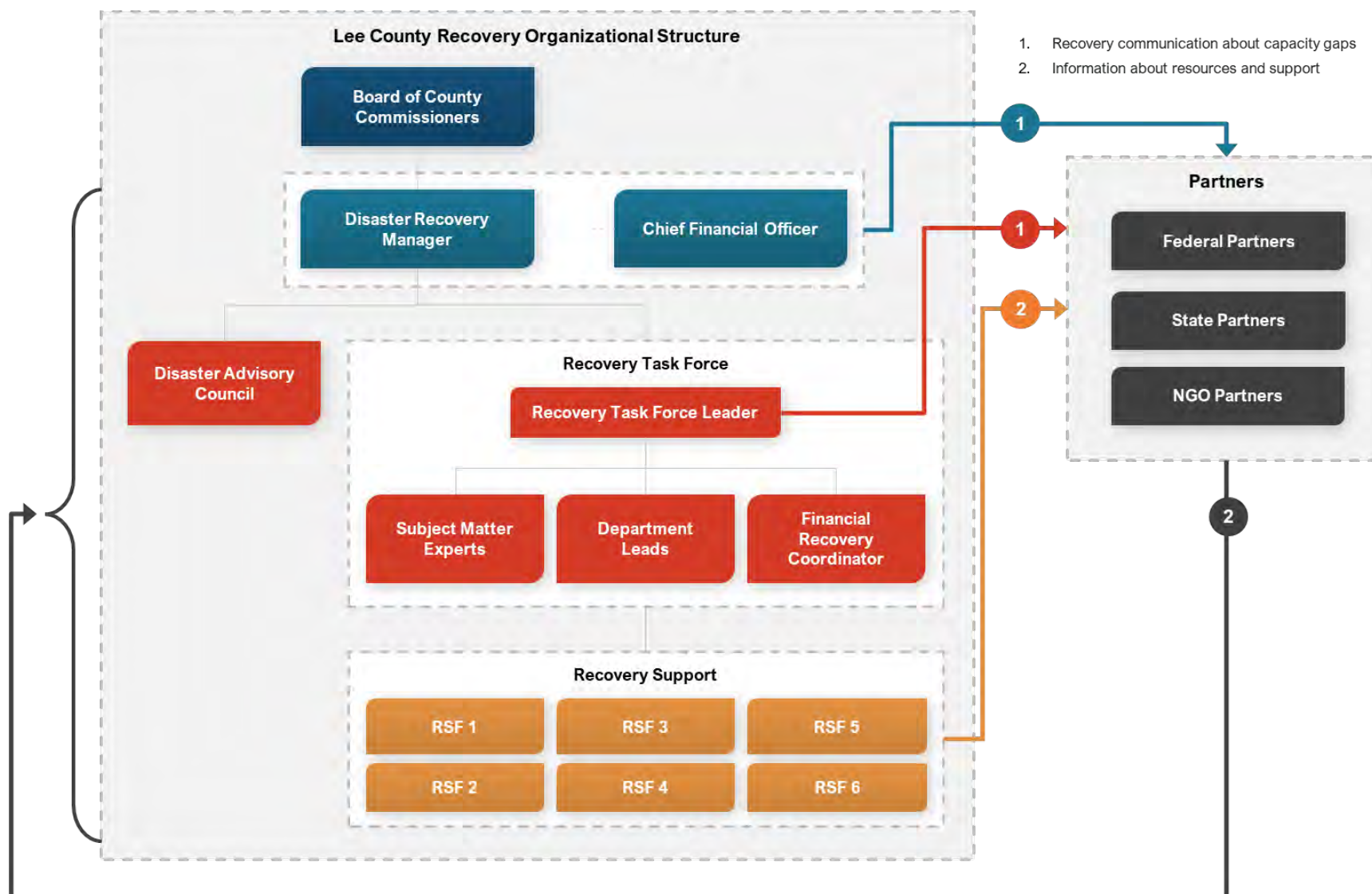
of Housing and Urban Development [HUD], Federal Emergency Management Agency [FEMA], FDEM, United Way) and agencies that may be added depending on the nature of the incident (e.g., U.S. Department of Health and Human Services [HHS], Florida Department of Health [FDOH], located at the JFO or elsewhere. The figure on the next page shows the coordination relationships between the Lee County Recovery Organization Structure and their Federal, State, and NGO partners.

Federal, State, and NGO partners offer information about resources and support that can aid the County's recovery efforts (indicated by #1 in the graphic below). These resources may include technical assistance (i.e., advice or training in a specific area), subject matter expertise, or funding. This information is primarily communicated through the DRM or RTFL but may be coordinated through their local counterpart in the RSFs.

During the initial recovery phase, the RTFL is primarily responsible for communicating with external agencies about the status of and gaps in the County's recovery capacity, with the intention that these agencies may be able to supplement the resources needed by the County (indicated by #2 in the graphic below). The DRM can provide further coordination communication as needed. Additionally, members of the RTF and/or activated RSFs may coordinate directly with their corresponding external partners (e.g., RSF 3 may coordinate directly with HHS, FDOH, and United Way) (indicated by #2 in the figure on the next page).

Additional information regarding the roles of external recovery partners can be found in the ***Recovery Support Function Checklists*** and ***Appendix B: Department and External Partners Recovery Responsibilities***.

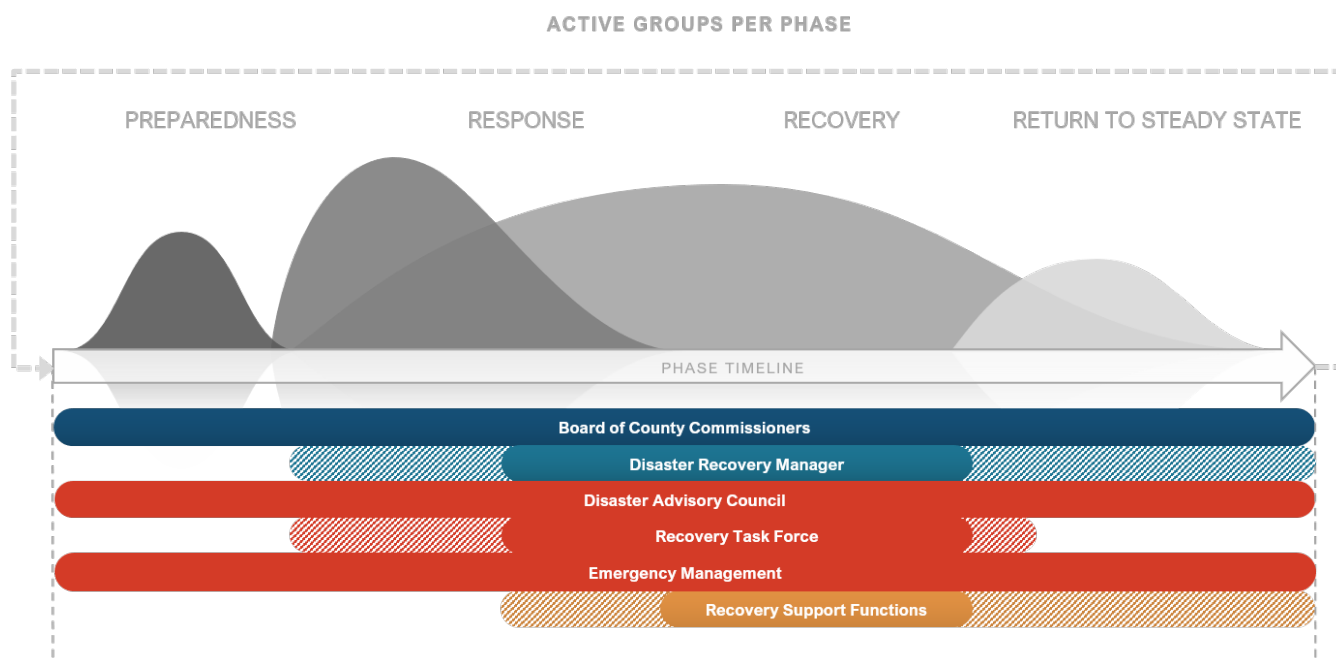
Figure 2: Coordination between Recovery Organization Structure and External Partners



4 Concept of Operations

The Concept of Operations section describes the framework for recovery operations, including the connection between recovery and other phases of an incident response. The figure below illustrates the members of the Lee County Recovery Organization who are active during different phases of emergency management.

Figure 3: Lee County Recovery Groups Engaged in Each Phase of Disaster



4.1 Preparedness

During the Preparedness phase, the Board of County Commissioners will support Lee County Emergency Management and the Disaster Advisory Council (DAC) by creating a common platform to guide recovery decisions and activities via planning, training, and/or exercises. Lee County Emergency Management will be engaged during Preparedness to establish priorities, identify weaknesses, provide subject matter expertise, update and review resources as necessary, and coordinate the regular DAC meetings.

This effort will be conducted in line with mitigation efforts identified in Lee County's *Joint Local Mitigation Strategy*, as preparedness and mitigation have a shared objective of increasing resilience. The DAC will manage mitigation operations in line with preparedness tasks during blue skies environments.

The Pre-Disaster Activities Checklists included in this *Disaster Recovery Plan* for each Recovery Support Function (RSF), located in the **Recovery Support Function Checklists**, offer specific preparedness



projects for consideration. These project proposals were developed during a multi-stakeholder RSF Workshop in January 2021 and are a critical area for follow-up and periodic review.

4.2 Transition from Response to Recovery

While Response and Recovery are closely linked and can be initiated simultaneously, each operation has distinct elements of disaster management with different objectives.

The County will evaluate the anticipated necessary scale of recovery operations during Response. Depending on the disaster event and staff capacity, the Disaster Recovery Manager (DRM) will activate the Recovery Task Force Leader (RTFL) during Response to initiate planning for recovery operations and to support the transition from Response to Recovery. The Emergency Operations Center (EOC) Recovery Coordinator will assist with Recovery Task Force (RTF) activation as needed. The DRM may also activate the RTFL and other recovery operations groups after the Response phase.

As the incident progresses, Response activities will decrease while Recovery activities increase. Depending on the scale of recovery operations, the EOC Incident Commander (IC) and Emergency Recovery Coordinator will advise the DRM regarding the need to activate the recovery structure. If deemed necessary, the DRM, in coordination with the RTFL, will activate and structure the RTF and select which RSFs will need to be activated to implement the *Disaster Recovery Plan*. The RTFL will initiate, coordinate, and oversee the implementation of the *Disaster Recovery Plan*.

4.2.1 DISASTER DECLARATION PROCESS

Depending on the scope of anticipated or realized impacts and capabilities of the community to coordinate the incident response and recovery, a disaster may require a formal declaration. A disaster declaration will authorize certain actions to respond to an emergency and help supplement the County's incident response and recovery efforts. The declaration may be granted or requested at a local, State, or Federal level before or after an incident impact.

The sections below outline the disaster declaration processes at a local, State, and Federal level, as applicable to Lee County. Additional information regarding the disaster declaration request process is included in the *Disaster Recovery Coordination* section of the *Comprehensive Emergency Management Plan*. The County may elect to activate this plan regardless of local, State, or Federal disaster declaration.

Local Declared Incident

A disaster that is anticipated to, or has, a significant impact on the community may necessitate a local disaster declaration. Upon recommendation by the municipal leadership and County leadership, the Board of County Commissioners declares a State of Local Emergency (SoLE) in accordance with the Florida Statutes. This declaration activates the *Comprehensive Emergency Management Plan* and provides the government with additional powers, as defined in Chapter 13 ½, "Emergencies," of the Lee



County Code of Ordinances. The initial SoLE lasts seven days, which the Board of County Commissioners may ratify and extend in seven-day increments, as determined necessary and in accordance with Florida Statute 252.38(4).

State Declared Incident

Should the severity of an incident require resources beyond the capabilities of Lee County, the County may request a disaster declaration from the Governor of the State of Florida. The Board of County Commissioners will make a request for the declaration through the Florida Division of Emergency Management (FDEM). To support this request, the County will provide the initial impact assessment data to justify the extent of the effects of the disaster. Accordingly, FDEM will make a recommendation to the Governor as to whether a State of Emergency is required. The State of Emergency will activate the State's *Emergency Operations Plan* and make assets and funding resources available for the response and recovery from the incident.

If the extent of the disaster impacts is known to overwhelm local emergency response capabilities and significantly affect communities, the Governor may choose to declare a State of Emergency without the data collection and formal request process.

Depending on the results of the Joint Preliminary Damage Assessment (JPDA), the U.S. Small Business Administration (SBA) will determine if the extent of the damage from the disaster qualifies County residents (i.e., homeowners and renters), businesses, and/or non-profit organizations for low-interest disaster loans. The SBA may offer one or more of the following loan options to eligible recipients:

- **Business Physical Disaster Loan:** A loan to repair or replace property damaged by the disaster, including real estate, inventory, and equipment. Businesses of any size and non-profit organizations (e.g., private universities, faith-based institutions) of any size are typically eligible.
- **Economic Injury Disaster Loan:** A loan to supplement lost capital due to the disaster and pay for normal expenses (e.g., healthcare, rent, utilities), intended to assist the recipient throughout recovery. Small businesses, small agricultural cooperatives, and most non-profit organizations of any size are typically eligible.
- **Home Disaster Loan:** A loan to repair or replace real estate and personal property (e.g., personal vehicles) damaged by the disaster. Homeowners and renters are typically eligible.

The SBA does not require a Presidential Disaster Declaration to be activated, and communities may become eligible based on a Federal declaration, a declaration from the Secretary of Agriculture, or from the SBA directly. SBA will engage with Lee County individuals and/or organizations to coordinate disaster loans out of the Disaster Loan Outreach Center (DLOC).²

² SBA. "Disaster Loan Assistance." 2022. <https://www.sba.gov/funding-programs/disaster-assistance>



Federally Declared Incident

Should the severity of an incident require resources beyond the capabilities of Lee County and the State of Florida, the Governor may request a Presidential Disaster Declaration for Federal assistance. There are two types of Federal Disaster Declarations that the President may grant under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. §§ 5121 - 5207 (Stafford Act):

1. **Emergency Declaration:** This declaration may authorize certain assets for emergency response and recovery functions for the protection of lives, property, public health, and safety or to lessen or avert the threat of a disaster. The total amount of assistance provided may not exceed the Stafford Act statutory maximum of \$5 million on spending set for a single emergency declaration, 42 U.S.C. § 5193 (b)(1).
2. **Major Disaster Declaration:** This declaration activates an array of Federal programs, resources, and funding sources to support response and recovery activities.

The declaration request must be submitted to the President through the corresponding Federal Emergency Management Agency (FEMA) Regional Office, FEMA Region IV, within 30-days of the occurrence of the incident. In the request, the Governor will provide information on the nature and amount of State and local government resources that have been or will be committed to alleviating the results of the disaster, provide an estimate of the amount and severity of damage and the impact on the private and public sectors, and provide an estimate of the type and amount of assistance needed under the Stafford Act. Additionally, the Governor must certify that State and local government obligations and expenditures will comply with all necessary cost-sharing requirements. The impacts of the disaster will be justified by the data collected during the JPDA process, which will inform the Federal Government's assessment and adjudication of the declaration request.

The FEMA Region IV office will consider a combination of factors when evaluating a Governor's request for declaration and making a recommendation to the President for a final determination on the declaration of a major disaster or emergency. For FEMA Public Assistance (FEMA-PA), FEMA will evaluate the impact of a disaster based on a per capita estimation of eligible costs. For FEMA Individual Assistance (FEMA-IA), there is no per capita indicator established. The President will review the declaration request and FEMA's recommendations. If a declaration is deemed necessary, the President will make a Presidential Disaster Declaration, to allow for supplemental assistance, under the Stafford Act. The emergency or major disaster declaration will establish the following incident information:

- Type of incident;
- Incident period;
- Designated areas;
- Types of Federal assistance made available; and
- Federal cost share.



In occasions where the extent of the disaster impacts is known to overwhelm State and local emergency response capabilities and significantly impact communities, the Governor may choose to request a Federal Disaster Declaration prior to the completion of Preliminary Damage Assessments (PDAs) or the President may grant a Federal disaster declaration without the request of the State. See the Lee County Cost Recovery Plan for more information on the emergency declaration process.

4.3 Recovery

Recovery operations are typically organized into three phases (short-term, intermediate, and long-term) in alignment with Federal guidance from the National Disaster Recovery Framework (NDRF). These phases may overlap and collectively can take months or years to implement, depending on the scale of the disaster.

4.3.1 SHORT-TERM RECOVERY ACTIVITIES

Short-term recovery activities are the immediate recovery efforts to restore critical systems, services, infrastructure, facilities programs, and other vital resources while maintaining the quality of life of Lee County citizens. Short-term recovery activities may include the following:

- Conducting debris management;
- Disseminating public information;
- Addressing health and safety needs beyond rescue;
- Assessing the scope of damage and needs;
- Conducting damage assessments;
- Coordinating Federal and State disaster assistance programs;
- Facilitating re-entry after evacuation;
- Reuniting families within the community;
- Redeveloping facilities, utilities, and infrastructure;
- Conducting early economic recovery assisting local businesses;
- Returning essential government and commercial services to a functional state to ensure continuity of operations and continuity of government;
- Establishing temporary housing for immediate needs; and
- Managing the intake and distribution of donations and volunteer labor.



4.3.2 INTERMEDIATE-TERM RECOVERY ACTIVITIES

Intermediate recovery operations involve managing and containing the cascading impacts of an event. The primary goals of this recovery phase are to stabilize community systems and prepare for long-term recovery and redevelopment. Intermediate-term recovery activities may include elements of both short- and long-term recovery, as well as:

- Continuing to support recovery facilities (e.g., Disaster Recovery Centers [DRCs]);
- Restoring community services;
- Sustaining the intake and distribution of donations and volunteer labor;
- Initiating the development of an after-action report to assess the overall response and recovery;
- Collaborating with stakeholders to cultivate financial support and long-term capital investment for economic recovery;
- Repairing County facilities and public infrastructure;
- Fostering economic recovery;
- Identifying temporary housing that will need to be sustained for the intermediate term; and
- Prioritizing the identification and pursuit of permanent housing solutions.

4.3.3 LONG-TERM RECOVERY ACTIVITIES

Long-term recovery can last several months to years and focuses on increasing resilience to decrease the community's future vulnerability. Conditions following a catastrophic event will leave lasting impacts on the community and its citizens, requiring the restoration of economic activity and redevelopment of facilities, infrastructure, and housing. While short-term recovery focuses on restoring the community to a stable state, longer-term recovery centers around redevelopment through long-term processes to rebuild the community physically, socially, environmentally, and economically. Long-term recovery activities may include the following:

- Repairing, rebuilding, and/or relocating homes affected by the disaster;
- Reviewing land-use regulations, planning processes, zoning, and code enforcement;
- Conducting case management;
- Conducting grant management for Federal and State disaster assistance programs;
- Leading community redevelopment initiatives;
- Facilitating economic restoration through funding of reconstruction projects;
- Identifying and implementing mitigation efforts to improve the County's resilience to future disasters;
- Augmenting the total affordable housing stock by implementing permanent housing solutions; and
- Sustaining the intake and distribution of donations and volunteer labor.



The DRM, advised by the Board of County Commissioners and the DAC, may restructure the recovery staffing structure and coordination expectations during this phase of operations, phasing staff and resources from short-term priorities to long-term ones.

4.4 Transition to Steady State

The RTFL will request a deactivation of this Plan and the associated recovery operations structure (i.e., the RTF and any activated RSFs). The RTFL and DRM will request deactivation based on the assessment of the incident and the need for continued recovery operations, as advised by the RSFs and DAC. This may be a phased deactivation, and staff within the recovery operations structure may have recovery roles that continue past demobilization and may remain active, working toward recovery objectives, until they are no longer needed.



5 Critical Recovery Processes

Damage assessments, joint operations, Disaster Recovery Centers (DRCs), debris management, community resilience, unmet needs coordination, and emergency temporary housing are critical processes to implement during recovery. Lee County maintains specific procedures for many of these processes that align with this *Disaster Recovery Plan*. The location of those specific procedures as well as the organization responsible for each process and priority reference information are below.

5.1 Damage Assessments Coordination

5.1.1 OVERVIEW

Damage assessments describe the on-site processes conducted to understand how the community has been impacted by a disaster event and determine initial resources to support community recovery. The damage assessment process begins in response and extends through recovery to collect more details regarding the severity and magnitude of damages; this will better equip the County to collect the data to satisfy the County's and State factors and thresholds necessary for a major disaster declaration. There are three major types of damage assessments that occur following a disaster:

- **Initial Damage Assessment (IDA):** The IDA, also known as a “windshield assessment,” occurs at a local level to determine the geographic extent of disaster damage, including the status of infrastructure and the immediate needs of disaster survivors.
- **Joint Preliminary Damage Assessment (JPDA):** A JPDA is conducted following the IDA to validate damage data previously identified. Information collected from the JPDA is utilized to inform disaster declaration requests and justify the need for State or Federal aid. This is a coordinated effort between the local, State, and Federal authorities.

Information collected through damage assessments is utilized to inform the progress towards and prioritization of short- and long-term recovery priorities, as established by the Recovery Task Force (RTF). The following sections outline key information regarding the damage assessment process. Refer to the *Lee County Comprehensive Emergency Management Plan Section 8* and *Annex D-2* and *Cost Recovery Plan* for additional information.

5.1.2 ROLES AND RESPONSIBILITIES

IDAs are an interdepartmental coordination effort that is conducted by damage assessment teams to collect damage information and associated cost data and support insurance assessments. Additionally, municipalities and local institutions (e.g., special government districts, non-governmental organizations [NGO]) are responsible for conducting IDAs and sharing information with the County. Information from



municipal and County IDAs is tracked through various geographic information systems (GIS) software such as Cartegraph and Survey123. IDA information is then consolidated and sent to the State Emergency Operations Center by Lee County Emergency Management.

Depending on the findings of the IDA and the local capacity following the disaster, JPDAs may be conducted in collaboration with State and/or Federal personnel, including staff from the Federal Emergency Management Agency (FEMA). The Recovery Task Force Leader (RTFL), or designee, is the point of coordination for State and Federal agencies participating in JPDAs. The GIS Department within the Lee County Innovation and Technology Department (IT) can compile damage assessment data collected from multiple Departments and share the compiled information with the RTF. The table below identifies primary departments supporting local IDA and Preliminary Damage Assessments (PDAs), as well as the local, State, and Federal members who may be involved in a JPDA, should one be requested. The exact composition of the IDA teams varies depending on the event. Based on the findings of the JPDA, the U.S. Small Business Administration (SBA) will determine if the extent of the damages qualifies County residents for low-interest disaster loans.

Table 3: Personnel Involved in IDAs, PDAs, and JPDAs

Local IDA and PDA Team		JPDA Team
Leading Roles	Supporting Roles	
• Lee County Department of Community Development • Lee County Facilities Construction & Management • Municipal Public Works Departments • Lee County Office of Management and Budget • Lee County Innovation and Technology • Lee County Department of Public Safety: Emergency Management • Lee County Solid Waste Department	• Human and Veteran Services³ • Lee County Department of Transportation⁴ • Lee County Utilities⁴ • Independent Fire Districts⁴ • Municipal Fire Departments, Law Enforcement Agencies, and Emergency Medical Services⁴ • American Red Cross (ARC)³	• Lee County Department of Public Safety: Emergency Management • Lee County Department of Community Development • Florida Division of Emergency Management (FDEM) • U.S. Small Business Administration (SBA) • FEMA Region IV

The effort to conduct and consolidate damage assessments is conducted in coordination with an analysis of what insurance will cover. This analysis and determination are conducted by the Office of Management and Budget. Detailed procedures regarding damage assessments, including the systems involved, are

³ Primarily support human needs assessments.

⁴ Primarily support intersection damage assessments.



included in the *Cost Recovery Plan*. Further additional information regarding damage assessment teams and procedures can also be found in *Comprehensive Emergency Management Plan Annex D-2: Damage Assessment and Attachment A*.

5.1.3 ASSESSMENT CRITERIA

Lee County utilizes the most updated damage assessment criteria established for Federal Emergency Management Agency- Individual Assistance (FEMA-IA) and Federal Emergency Management Agency- Public Assistance (FEMA-PA). The current criteria can be found in the *FEMA Preliminary Damage Assessment Guide (August 2024)*.⁵

5.2 Disaster Recovery Center

5.2.1 OVERVIEW

A DRC is a facility where community members can receive guidance regarding available disaster recovery assistance and programs. DRCs can be in a fixed location or mobile to reach specific populations in need. DRCs are operated by both State and Federal employees but are requested at a local level.

DRCs are placed in locations that receive FEMA-IA declarations. County Lands is responsible for identifying multiple government-owned facilities throughout the County that can serve as a DRC and communicates this information to Lee County Emergency Management. During response, the Logistics Section Chief may choose to adapt this list based on the needs of the incident. These sites are pre-approved to meet Federal site requirements. The list of facilities is in ***Recovery Sites*** and the *Comprehensive Emergency Management Plan Section 11 and Attachment A: Disaster Recovery Centers by Geographic Divisions*.

The following section outlines the roles and responsibilities of DRC personnel. Additional information can be found in the *Disaster Recovery Center Overview* section of the *Comprehensive Emergency Management Plan*.

5.2.2 ROLES AND RESPONSIBILITIES

Activating the DRC

Utilizing information from IDAs and consultation from the RTF, the Emergency Operations Center (EOC) Incident Commander (IC) determines if DRC(s) are needed. If a DRC is necessary, the IC directs the Logistics Section Chief to submit a request through Emergency Management WebEOC for State and

⁵ FEMA. "Preliminary Damage Assessment Guide." 2021. <https://www.fema.gov/disaster/how-declared/preliminary-damage-assessments/guide>.



Federal DRC personnel. Once the request is submitted, the RTFL is responsible for coordination with State and Federal entities to establish the DRC(s).

Federal and State Responsibilities

Each DRC will be operated by FEMA and State personnel. Other agencies that may be represented at the DRC are included in the table below.

Table 4: Federal and State Agencies Represented at DRC

Agencies Represented at the DRC	
• FEMA Mitigation Division	• Florida Rural Legal Services
• Florida Department of Children and Families	• Department of Social Services
• Florida Department of Elder Affairs	• Disaster Unemployment Information
• Florida Crisis Research Team	• Internal Revenue Service
• Florida Community Response	• Small Business Administration ⁶
• Florida Department of Financial Services	• Social Security Administration

County Responsibilities

The following County departments may assist in the activation of the DRC and provide services to support operations:

- Department of Community Development – Building & Permitting Services Division: Conduct fire inspections at potential DRC facilities, support DRC managers with safety reports, and offer on-site safety training as requested.
- County Lands: Identifies facilities that are best suited to house the DRC.
- Department of Innovation and Technology: Provides technology support, including access to WiFi, at the DRC facilities.
- Human and Veteran Services: Coordinate local resources providing referral/information services provided at the DRC to support clients impacted by the emergency event.
- Lee County Sheriff's Office: Assess security risks at potential DRC facilities and liaise with municipal, State, and Federal law enforcement as necessary.
- Office of Communications: Provide public communications regarding the location, hours, and resources available at the DRCs.
- Parks and Recreation: Provides access to recreation centers that may be used as a DRC facility.

⁶ The SBA may operate a Disaster Loan Outreach Center (DLOC) to provide information regarding disaster loans. The DLOC may be located in a private room at the DRC or require a separate building.



Additional resources and programs within the County may be utilized as information and referral services to support the DRC. There are many organizations that may provide these services, including United Way, the Salvation Army, and Blue Roof Program.

5.3 Debris Management

5.3.1 OVERVIEW

The *Debris Management Plan*, maintained by the Lee County Solid Waste Department, primarily guides the debris management processes. The *Debris Management Plan* includes debris removal, reduction, and disposal-specific procedures as well as reference information and resources.

This document summarizes procedures, considerations, and guidance for debris management, including assessing the event's impact, activating procedures, contracts, and facilities to support operations, monitoring debris removal, storage, and disposal, and disseminating public information.

Key concepts and themes relevant to the *Disaster Recovery Plan* are included in the following sections. The *Debris Management Plan* should be referenced for more specific information and procedures. Additional detail regarding the management of these cost-tracking functions for debris management is provided in the *Cost Recovery Plan*.

5.3.2 PRIORITIES FOR DEBRIS REMOVAL

The *Debris Collection Plan: Priorities* section of the *Debris Management Plan* outlines the priorities for clearance and collection of debris for both response and recovery. These priorities are summarized in the table below.

Table 5: Debris Management Priorities

Response Priorities	• Provide emergency access to aid search and rescue operations. • Clear major arterial roadways for inter-county traffic. • Remove debris from medical facilities and field medical sites. • Remove debris from public safety facilities. • Clear major roadways providing access to response staging and relief centers, Southwest Florida International Airport, utility companies providing water service, and solid waste disposal facilities. • Remove debris from field command center facilities. • Clear roadways providing access to major commercial activity center.
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Recovery Priorities	• Remove debris from public rights-of-way and property. • Clear/remove debris and navigation hazards from waterways. • Remove household chemical wastes. • Collect, transport, and dispose of dead animals. • Trim and top trees, remove hazardous stumps, and place fill dirt. • Remove sand from roads, streets, and rights-of-way. • Remove debris from private roadways, including gated communities within unincorporated areas, and private property as required.
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5.3.3 ROLES AND RESPONSIBILITIES

The Solid Waste Department leads debris management recovery activities with support from the Lee County Department of Transportation and the Department of Natural Resources. The primary responsibilities of the departments engaged in debris management are outlined in the table below.

Debris removal, reduction, and disposal activities will be largely conducted by the County’s established debris haulers and debris monitors under the oversight of the Solid Waste Department, with invoice reviews conducted by the cost recovery consultants to verify compliance and facilitate reimbursement. Companies contracted for debris hauling and monitoring are available for Department needs County-wide.

Additional information regarding specific debris management responsibilities can be found in the *Staff Roles and Responsibilities* section of the *Debris Management Plan*.

Table 6: Debris Management Roles and Responsibilities

Agency	Debris Management Responsibilities
Solid Waste Department	• Supervise all debris management operations, including the communications, facilities, services, equipment, materials, and staff to support response and recovery activity. • Provide status reports of debris management activities to the RTFL. • Remove eligible debris from public rights-of-way, property, and private communities. • Establish, operate, and maintain debris management sites. • Reduce vegetative debris and haul debris to final disposal site. • Disseminate safety-related information to debris removal and monitoring contractors. • In coordination with Department of Transportation, trim and top trees, remove hazardous stumps, and place-fill dirt. • In coordination with Department of Natural Resources, remove household chemical waste.



Agency	Debris Management Responsibilities
Department of Transportation	• Provide personnel and equipment to support debris management activities. • Identify locations of hazardous structures and materials. • Manage debris removal operations on roadways eligible for Federal aid reimbursement. • In coordination with Solid Waste Department, trim and top trees, remove hazardous stumps, and place-fill dirt. • Remove sand from roads, streets, and rights-of-way.
Department of Natural Resources	• Provide personnel and equipment to support debris management activities. • Remove debris and navigation hazards from waterways. • In coordination with Solid Waste Department, remove household chemical waste. • Provide coordination and technical assistance (to include vessel removal, significant marine debris removal, and hydrographic survey) to affect the rapid recovery and reconstitution of critical waterways, channels, and ports. • Supervise debris removal firms under contract to provide marine related debris removal services in the waterways and creeks. • Supervise debris removal firms contracted to remove derelict and abandoned vessels. • Coordinate with other agencies having legal responsibilities for debris removal in waterways, including the U.S. Coast Guard (USCG), U.S. Army Corps of Engineers (USACE), and National Resources Conservation Service (NRCS).
County Attorney	• Advise debris removal and reduction staff to ensure compliance with all applicable laws and regulations. • Review all debris removal contracts, interlocal agreements, mutual aid agreements and land lease agreements.
Office of Management and Budget	• Establish minimum safety standards for County staff and contracted personnel. • Provide guidelines on the appropriate types of, and proper use of, personal protective equipment. • Identify risks posed by disaster-related debris.
Communications Department	• Serve as the primary County spokesperson to the media. • Disseminate information to the public on debris removal activities, progress, schedules, public drop-off sites, including updating public flyers and brochures, County website, and press releases. • Regularly provide updates to County personnel and Municipalities on debris-removal status.



Agency	Debris Management Responsibilities
Debris Haulers and Debris Monitors	• Provide invoices and documentation to the County point-of-contact for the given work incrementally and submit the final invoice and backup documentation within 30 days of work being completed. • Coordinate with County point-of-contact(s) to support debris management activities to complete activities as described above. • Maintain compliance with State and Federal requirements. • Provide necessary data points regarding debris operations to the cost recovery consultants for an “Expedited Project” to be formulated.

5.3.4 LEGAL AUTHORITY

The County adheres to legal condemnation procedures described in Chapter 73 of the State of Florida Statutes. More information on the legal authority for debris management is included in the Private Property section of the Debris Management Plan.

5.3.5 INTERGOVERNMENTAL COORDINATION

Responsibilities for coordination within Lee County and from the County to State and Federal agencies, including USCG, USACE, and NRCS, are formalized in the *Debris Management Plan*. These lines of communication are described briefly in the **Roles and Responsibilities** section above and in the *Roles and Responsibilities* section of the *Debris Management Plan*. Additional information regarding the process for requesting FDEM and/or FEMA support can be found in the *Debris Management Plan* or in the *Concept of Operations* section of the *Disaster Recovery Plan*.

Lee County maintains standing contracts for debris removal and monitoring, as well as general recovery and management services, to assist with operations following a disaster. These contracts were obtained following procedures for contracting and procurement, as outlined in *Lee County’s Contracts Management Procedure Manual and Purchasing Manual*, and are managed by either Department of Natural Resources, Solid Waste Department, or Public Safety, according to the nature of the contract. Additional information regarding these contracts is included in *Table 3* and *Appendix 13* of the *Debris Management Plan*.

5.3.6 DEBRIS REMOVAL PROCEDURES

Debris Management Sites

Potential debris management sites and final disposition locations are pre-identified to accommodate the amount of debris assumed to be produced by the designed disaster event (i.e., Category 4 hurricane, assuming vegetative debris is processed twice during recovery). These sites are demonstrated in *Figure*



6 in the *Debris Management Plan*. These pre-determined sites may change depending on the nature and extent of the disaster, the debris produced, and the condition of the sites and accessibility during recovery. Additional information on the debris management sites, including procedures for opening these locations, can be found in the *Debris Collection Plan: Methodology* section of the *Debris Management Plan*.

Debris Collection, Reduction, and Disposal Processes

The *Debris Collection Plan: Methodology* section of the *Debris Management Plan* outlines the processes and procedures for physical debris collection (e.g., curbside collection, collecting debris from waterways) reduction and disposal (e.g., incineration, grinding/chipping, recycling). This section also includes guidance and procedures for special debris removal, including but not limited to white goods, hazardous stumps, electronic waste, and healthcare waste. Additional information can also be found in *Appendix 7* of the *Debris Management Plan*.

Debris Monitoring

Debris monitoring is conducted by a qualified contractor with an established relationship with the County. The debris monitoring team responsibilities include:

- Certify capacity and debris volumes of trucks and trailers.
- Document and track road clearance operations.
- Review time and material contract work and ensure compliance with existing contracts.
- Validate procedures special types of debris (e.g., hanging limbs, waterborne debris).
- Monitor the safety of debris management operations, including the mixing of hazardous waste with nonhazardous debris and mobilization and handling of equipment.

The contractor selects qualified personnel trained in necessary procedures to serve as debris monitors. Within 24 hours following a disaster that produces significant debris volumes, an initial workforce of up to 20 monitors is activated. The number of monitors and supervisors activated to the debris management team is determined by County leadership, depending on level of efforts required for debris collection and disposal. Additional information on the responsibilities and approach to debris monitoring is included in the *Debris Collection Plan: Methodology* section and sample forms utilized in debris monitoring (e.g., truck certification, load ticket) are included in *Appendix 8* of the *Debris Management Plan*.

5.4 Unmet Needs Coordination

5.4.1 OVERVIEW

“Unmet needs” describes the goods or services required to recover from a disaster that are not currently supported by obtainable disaster aid (e.g., insurance assistance, Federal and State assistance, and



personal resources). Unmet needs can include needs relative to individuals (e.g., food, water, shelter), medical conditions (e.g., prescriptions, mental health), infrastructure (e.g., damaged roads and bridges), and those affecting schools, libraries, and other community assets. During the transition into long-term recovery, an unmet needs assessment may be conducted to understand additional support required for community recovery and how to effectively allocate funding and resources from specific sources, such as Community Development Block Grant – Disaster Recovery (CDBG-DR) funding.

5.4.2 ROLES AND RESPONSIBILITIES

The demand for a formal unmet needs assessment is identified by the RTFL depending on the nature of the event. The unmet needs assessments are conducted by the departments, agencies, and non-profit partners in areas specific to their expertise, as necessitated by the nature of the disaster and associated recovery activities.

Even if a formal unmet needs assessment is not required, departments are likely to complete informal assessments. These efforts are coordinated initially through the Recovery Support Functions (RSFs) and then shared with RSF 3, led by Human and Veteran Services, as RSF 3 is responsible for connecting disaster survivors into the unmet needs process for both declared and undeclared events. The faith-based groups, civic and community-based organizations, non-profit organizations, or government agencies that support the County's unmet needs are identified in the composition of the RSFs.

RSF 3 is primarily responsible for identifying unmet needs, securing funding for case managers to address unmet needs, and for receiving and handling cases from voluntary relief agencies through long-term case manager resources during small-scale incidents. RSF 3 shares relevant information with the RTF and RSF 1, who utilize this information to set priorities for recovery, with oversight from the Disaster Recovery Manager (DRM) and with input as needed from the Disaster Advisory Council (DAC). During large-scale incidents and/or when these tasks exceed the capacity of RSF 3, the RTF will retain the responsibility for unmet needs coordination.

5.4.3 MEETING UNMET NEEDS

Unmet needs are met in alignment with the recovery priorities and allocation of funding provided during initial recovery. The process for meeting unmet needs may evolve as the recovery priorities shift throughout recovery.

Municipalities communicate their jurisdiction-specific unmet needs through direct communications with their departmental counterparts in the RSFs and to the Human and Veteran Services for overall coordination. Contact information for relevant municipal stakeholders can be found in *Error! Reference source not found.*



5.5 Emergency Temporary Housing

5.5.1 OVERVIEW

During recovery, Lee County will focus on transitioning displaced persons from temporary shelters provided during the initial sheltering phase (0-21 days) in response to more stable and secure housing alternatives. This effort can be broken down into three phases, as identified in *Annex D-4 – Disaster Housing Plan* in the *Comprehensive Emergency Management Plan*:

- **Transitional sheltering** (10-60 days): This phase provides a transitional solution between emergency shelters and permanent housing. When there are insufficient shelters and/or temporary housing solutions are not yet available, the County can utilize alternative forms of sheltering solutions (e.g., hotels, temporary repairs). This is primarily the responsibility of RSF 3.
- **Interim housing** (up to 18 months): In this phase, the County is focused on providing safe, sanitary, functional housing for displaced persons. Solutions range from using vacant lots or private rental units to large spaces such as universities or warehouses to house displaced persons. Some units may need temporary repairs, which can be provided for through several Federal programs. Other units may be damaged to an extent where they require full replacement. Many new units are likely to be provided through Federal agencies (e.g., FEMA travel trailers). This is primarily the responsibility of RSF 4, with support from RSF 3.
- **Permanent housing** (18+ months): The County will work with State, Federal, and NGO partners to develop and implement housing missions to provide financial assistance for rent, transitional shelters, or relocation, and direct housing assistance for housing rehabilitations and reconstructions. These housing efforts provide the County an opportunity to integrate hazard mitigation into the rebuilding process. This is primarily the responsibility of RSF 4.

Housing operations vary greatly across the different phases identified above. As identified in the *Comprehensive Emergency Management Plan*, the County will utilize plans, issued within the first 90 days of the disaster declaration and at critical transitions, to guide disaster housing operations. Each plan has a particular focus and marks a transition from one phase to another.

As housing missions are implemented through projects for individual households across the community, case management is critical to successful implementation. The County will provide or coordinate case management resources across all phases of the recovery process to support the identification of permanent housing solutions for all persons affected by a disaster. RSF 3, or Human and Veteran Services if RSF 3 is not activated, is responsible for identifying which entity is best suited to track unmet needs and oversee the process.

Lee County can also assist with information flow to support County-level as well as individual and household housing recovery in the following ways:





- Effectively coordinate and provide timely and accurate information regarding debris management to optimize the volunteer labor force. By doing so, the County can expedite the debris management process and support thorough and accurate housing damage estimates, which ultimately prepares the County to estimate construction needs more accurately.
- When there is a significant level of housing damage, communicate housing to the needs to the State to achieve allocations through CDBG-DR and/or any potential State-led housing programs.
- Provide information to individuals and households about what they are entitled to from FEMA and/or private insurance, as well as how they can ensure their applications and documentation maintenance is positioning each household for reimbursement. This information is in the *Lee County All Hazards Guide*.
- Facilitate information sharing regarding potential contractor fraud to assist individuals and households in mitigating potential issues and financial losses.

5.5.2 ROLES AND RESPONSIBILITIES

The responsibilities for recovery housing fall primarily under RSF 4: Housing. The primary responsibilities of the departments engaged in housing operations are outlined in Table 7 below.

Table 7: Housing Roles and Responsibilities

Agency	Debris Management Responsibilities
Department of Community Development	• Lead RSF 4 and oversee recovery housing operations. • Identify locations for different types of housing and sheltering and establish processes for repairs and reconstruction. • Coordinate with Federal agencies and oversee local implementation of long-term housing repairs and interim to permanent housing solutions (e.g., FEMA travel trailers).
Visitor and Convention Bureau	• Maintain relationships with hotels that offer non-congregate sheltering. • Inventory available hotel beds and conduct preparedness activities with hoteliers. • Coordinate with local hotels to offer transitional and interim housing solutions.
Human and Veteran Services	• Coordinate and/or conduct direct case management for disaster survivors living in shelters. • Lead sheltering operations for individuals with specialized needs, including individuals experiencing homelessness and those with medical needs, unrelated to the specific disaster event.
County Lands	• Identify spaces throughout the County that may be suitable for temporary and temporary-to-permanent housing solutions.

6 Recovery Support Function Checklists

The following pages outline the core functions, members and partners, and pre- and post-disaster activities for each of the six Recovery Support Functions (RSFs). While these checklists identify specific members and tasks to be completed, the RSF's exact responsibilities and membership are intended to be flexible and scalable depending on the specific incident. Necessary changes to the composition and tasks of the RSFs as described below will be determined by the Recovery Task Force Leader (RTFL), in conjunction with the Recovery Task Force (RTF).

Figure 4: Recovery Support Functions



RSF 1: COMMUNITY PLANNING AND CAPACITY BUILDING



RSF OVERVIEW

MISSION

The mission of RSF 1 is to enable local governments to carry out community-based recovery planning and management effectively and efficiently in a post disaster environment.

CORE FUNCTIONS

1. Facilitate the post-incident recovery planning process through community engagement and equitable representation of County residents.
2. Incorporate disaster readiness and hazard mitigation into the post-incident recovery plan.
3. Align the post-incident recovery plan with identified funding to the extent possible.
4. Build capacity, identify, and prioritize disaster impacts, and support communications in the community post-disaster.

LEAD AGENCY

- Department of Public Safety: Emergency Management

MEMBER AGENCIES

- County Attorney
- Department of Community Development: Planning
- Human Resources
- Lee County Elections
- Office of Communications
- Office of Management and Budget
- Procurement Management

RSF ACTIVITIES

PRE-DISASTER ACTIVITIES

- ☐ Identify what technical assistance regional planning commissions may be able to provide pre-disaster and post-disaster.
- ☐ Implement local disaster recovery training to build community response capacity.
- ☐ Identify criteria for prioritizing post-disaster recovery projects (e.g., impact on the economy, impact on health and safety, time constraints, available resources).
- ☐ Review mitigation projects in the *Joint Local Mitigation Strategy* on a regular basis to ensure they are still relevant, can be funded, and address a need in the community.
- ☐ Coordinate with RSF 3 to identify the number of individuals who have access and functional needs and/or may otherwise require additional or specialized support services after a disaster.
- ☐ Conduct community outreach and awareness campaigns about emergency preparedness (e.g., virtual town halls, and social media education campaigns).
- ☐ Streamline regulatory and statutory approvals and permitting processes to assist with rebuilding.

RSF 1: COMMUNITY PLANNING AND CAPACITY BUILDING



POST-DISASTER ACTIVITIES

- ☐ Review the *Lee Plan*, *Joint Local Mitigation Strategy*, and other related strategic planning documents to determine priorities for recovery projects once life-safety efforts have concluded.
- ☐ Conduct outreach events to keep the public informed about disaster response and recovery and to obtain public input and feedback on redevelopment projects and activities (e.g., disaster-focused webpages, community surveys, and public forums).
- ☐ In coordination with the Recovery Task Force, establish and maintain a regular schedule of coordination calls and publish discussion summaries in a timely manner to keep recovery partners and elected officials informed of progress.
- ☐ Develop a specific post-incident recovery plan, with input from community members and members of the Disaster Advisory Council and under the direction of the Recovery Task Force, Disaster Recovery Manager, and County Board of Commissioners.
- ☐ Support the development of a communication strategy to notify displaced residents of post-disaster resources and assistance in order to repopulate the County.
- ☐ Help adjudicate the distribution of limited personnel, funding, and materials amongst recovery projects, if requested by the Recovery Task Force or Recovery Task Force Leader.

RSF 2: ECONOMIC RECOVERY



RSF OVERVIEW

MISSION

The mission of RSF 2 is to bring economic and business activities back online and more resilient than their pre-disaster condition. The RSF is also responsible for developing new business and employment opportunities that result in a sustainable and economically viable community.

CORE FUNCTIONS

1. Educate local businesses regarding hazard vulnerability and promote risk-reduction activities.
2. Identify and provide access to financial assistance or resources to businesses impacted by a disaster.
3. Encourage consumer confidence and consumer activity to revitalize the local economy.
4. Maintain open and constant communication with industry partners, local businesses, and visitors.
5. Monitor and address long-term needs of maintaining the workforce capacity.

LEAD AGENCIES

- Economic Development Office
- Visitor and Convention Bureau

MEMBER AGENCIES

- County Manager's Office
- Port Authority
- Sports Development

EXTERNAL PARTNERS

- Cape Coral Community Foundation
- CareerSource Florida
- Florida Power & Light
- Florida Restaurant and Lodging Association
- Local chambers of commerce
- Small Business Development Center
- VISIT FLORIDA

RSF ACTIVITIES

PRE-DISASTER ACTIVITIES

- ☐ Identify major economic drivers and essential services in the County that should be prioritized for reopening and rebuilding.
- ☐ Promote workforce development programs.
- ☐ Work with businesses, trade groups, and associations to promote business continuity planning.
- ☐ Ensure businesses understand the importance of flood, cyber, and business interruption insurance. Support access to and enrollment in these and/or other business interruption insurance programs.
- ☐ Offer budgeting, financial literacy, and accounting courses to adults to strengthen financial resilience.
- ☐ Identify opportunities to increase tourism (e.g., expand lodging options).
- ☐ Identify or establish economic regulations or policies to protect citizens from price gouging and prioritize the use of local businesses after a disaster.

RSF 2: ECONOMIC RECOVERY



- ☐ Identify economic regulations and policies that hinder re-opening, re-connecting, and overall consumer confidence.
- ☐ Document and memorialize best practices related to business support during the response to the coronavirus disease 2019.
- ☐ Identify facilities and vacant real estate spaces that can be utilized for other functions during recovery (e.g., Federal or State agency resource centers).

IMMEDIATE RECOVERY ACTIVITIES

- ☐ Review the *Joint Local Mitigation Strategy* to determine priorities for economic development recovery projects once life safety projects have concluded.
- ☐ Regularly assess the status and needs of businesses in the County (e.g., lending or insurance issues, material and supply needs).
- ☐ Assist businesses with conducting damage and needs assessments to capture the challenges related to economic recovery in affected communities.
- ☐ Identify and market resources that can help individual business recovery (e.g., State and Federal loans and grants).
- ☐ Assist in matchmaking available resources (e.g., in-kind, grants, expertise) with business needs.
- ☐ Monitor the condition of facilities and staff capacity to bring back the industry.
- ☐ Utilize existing plans for an expedited permitting process for the reopening of restaurants.
- ☐ Set benchmarks for the economic development recovery arch (e.g., when essential businesses can return to normal operations when tourism can restart).
- ☐ Encourage the return of tourists once deemed safe (e.g., live video of the beach so potential visitors can understand the visit opportunity and quality).
- ☐ Identify options to prevent (or mitigate impacts of) the closure or relocation of the most vulnerable industries and employers.
- ☐ Advocate for and coordinate the provision of workforce needs (e.g., housing, transportation, schools and childcare, health services).
- ☐ Work with major area employers and any employers new to the County post-disaster to promote the hiring of County residents
- ☐ Provide career training for those in disrupted industries and in support of recovery from disaster.

RSF 3: HEALTH AND SOCIAL SERVICES



RSF OVERVIEW

MISSION

The mission of RSF 3 is to provide healthcare and social services to disaster survivors and responders to enable the community to recover. This RSF focuses on at-risk and vulnerable individuals, youth, and families affected by a disaster to promote a more effective and rapid recovery.

CORE FUNCTIONS

1. Provide social services programs for vulnerable populations.
2. Address medical, public health, and behavioral health needs of County residents.
3. Centralize and streamline resources available to support those impacted, especially vulnerable populations by the disaster.
4. Combat the mental health impacts of disaster for residents and responders, including via information campaigns.
5. Oversee case management of individuals transitioning out of emergency and interim housing.

**This list only represents a small portion of external partners for RSF 3. Human and Veteran Services maintains a comprehensive list of partners which will be utilized in conjunction with the plan.*

LEAD AGENCY

- Human and Veteran Services

MEMBER AGENCIES

- Domestic Animal Services
- Lee County Transit
- Parks and Recreation

EXTERNAL PARTNERS*

- American Red Cross
- Center for Progress and Excellence
- Centerstone
- Florida Gulf Coast University
- Goodwill
- Harry Chapin Food Bank
- Lee County Continuum of Care
- Lee County Fire Chief's Association
- Lee County Homeless Coalition
- Lee County School District
- Lee Health
- Local faith-based groups
- Midwest Food Bank
- Municipal law enforcement agencies
- Salvation Army
- Southwest Florida Collaboratory
- Southwest Florida Community Foundation
- United Way

RSF 3: HEALTH AND SOCIAL SERVICES



RSF ACTIVITIES

PRE-DISASTER ACTIVITIES

- ☐ Promote enrollment in low- or no-cost healthcare services and availability of health insurance at older adult care centers and long-term care facilities.
- ☐ Increase access to emergency social services and increase capacity of service providers for those who lack resources.
- ☐ Encourage businesses to increase employees' awareness of Employee Assistance Programs and other support resources for health and wellbeing.
- ☐ Promote family and friend emergency planning to minimize resident and governmental burden during and after disasters.
- ☐ Provide services and programs that improve the welfare of individuals who are experiencing homelessness or at risk for homelessness.
- ☐ Develop and maintain a list of contacts at local, State, and Federal organizations who may be able to provide health and social services support and resources.
- ☐ Coordinate with childcare institutions such as schools and daycare centers to develop emergency plans.
- ☐ Promote public awareness of emergency hotlines for mental and physical health.
- ☐ Conduct public education campaigns for disaster preparedness.
- ☐ Review and assess County capacity to support medical care needs.
- ☐ Establish plans to provide utilities to healthcare facilities during potential service interruptions, including the installation of generators and potable water storage.
- ☐ Maintain, and update as needed, mutual aid agreements and contracts for additional health care resources prior to a disaster.
- ☐ Leverage faith-based groups to pre-identify individuals who may require additional assistance to recover from a disaster.
- ☐ Maintain plans for virtual schooling and virtual meeting setups.
- ☐ Maintain awareness of partners' Continuity of Operations and other recovery plans.
- ☐ Maintain policies that will protect the confidentiality of serviced clients.

IMMEDIATE RECOVERY ACTIVITIES

- ☐ Conduct health and social services damage and needs assessments.
- ☐ Engage community leaders to engage marginalized groups to ensure recovery plans and processes meet their needs.
- ☐ Advocate for the repair/restoration of critical healthcare facilities.
- ☐ Identify ways to address medication and medical supply chain interruption issues.

RSF 3: HEALTH AND SOCIAL SERVICES



- ☐ Prioritize the reopening of pharmacies and restoration of power to facilities and residences with power-dependent medical equipment.
- ☐ Monitor and prevent the emergence of public health conditions, diseases, or illnesses by protecting the safety of water and food sources.
- ☐ Establish, staff, and oversee a Disaster Recovery Center, Multi-Agency Recovery Center, or other facility aimed at streamlining services for survivors (if needed).
- ☐ Matchmake assessed unmet needs and available resources for recovery.
- ☐ Monitor the safety and security of health department-regulated facilities (e.g., restaurants, schools).
- ☐ Promote crisis counseling and mental health resources through multiple outlets (e.g., traditional media, social media, community advocates).
- ☐ Develop a contingency plan for the long-term displacement or damage of one or more schools, including temporary locations to resume school operations.
- ☐ Provide services to support discharge planning, including case management, transportation, legal documents that may have been lost (e.g., birth certificates), and long-term medical needs.
- ☐ Address and support overwhelmed healthcare system operations.
- ☐ Help individuals replace medications through coordination with pharmacies and insurance carriers.
- ☐ Provide Special Supplemental Nutrition Program for Women, Infants, and Children services.
- ☐ Coordinate with case managers to track and document unmet needs support to avoid duplication of benefits.
- ☐ Leverage faith-based and other community groups to identify unmet needs.
- ☐ Coordinate various mechanisms for addressing unmet needs, including funding and resources from the United Way, Southwest Florida Collaboratory, Southwest Florida Community Foundation, and faith-based organizations and federal funding.
- ☐ Participate in Florida Volunteer Organizations Active in Disaster recovery calls.

RSF 4: HOUSING



RSF OVERVIEW

MISSION

The mission of RSF 4 is to coordinate and facilitate the delivery of housing solutions that effectively support the evolving needs of the community. Housing is a critical and often challenging component of disaster recovery, but must be adequate, affordable, and accessible to effectively service individuals in need.

CORE FUNCTIONS

1. Provide remediation for urgent housing repair, recovery, and rehabilitation needs.
2. Implement housing solutions and provide support in the transition from emergency sheltering to interim and long-term housing
3. Create and utilize zoning, land-use, and building codes in known high-risk areas to mitigate against future disasters.
4. Ensure that residents have streamlined access to housing assistance resources and information.
5. Identify and address issues that contribute to unmet needs in housing disaster survivors.

LEAD AGENCY

- Department of Community Development

MEMBER AGENCIES

- County Lands
- Human and Veteran Services
- Visitor and Convention Bureau

EXTERNAL PARTNERS

- American Red Cross
- Housing Authority of the City of Fort Myers
- Lee County Hearing Examiner
- Lee County Housing Authority
- Local faith-based groups
- Private sector contractors
- Salvation Army
- Southwest Florida International Airport
- VISIT FLORIDA

RSF ACTIVITIES

PRE-DISASTER ACTIVITIES

- ☐ Utilize geographic information systems for maintaining tax records and building information to enable quick identification of damaged properties.
- ☐ Develop and maintain a housing plan that includes innovative housing solutions and bridges the gap between sheltering and permanent housing construction.
- ☐ Establish a process for expedited permitting (e.g., repair, rebuilding).
- ☐ Identify current housing threatened by natural hazards (e.g., floods, wind, erosion) and mitigate these properties.
- ☐ Develop a communications plan to provide the public with pertinent housing information during response and recovery operations.

RSF 4: HOUSING



- ☐ Provide information on and promote enrollment in private insurance programs.
- ☐ Secure/maintain additional temporary staffing for post-disaster housing inspections.
- ☐ Develop a document (hard copy or digital) that allows individuals to capture damages to their homes.
- ☐ Clarify the level of authority given to contractors (e.g., contractors do initial triage, actual building officials and inspectors conduct official inspections).
- ☐ Expand existing standby contracts or identify other avenues to help inspect larger structures (e.g., apartment buildings).
- ☐ Conduct more research regarding potential alternative housing solutions, in particular ones that are resilient to repetitive flooding and wind risk and are mobile.
- ☐ Pre-identify areas that can be used for temporary or permanent housing (e.g., utility access, outside of floodplains).
- ☐ Establish a process to screen and most effectively utilize Voluntary Organizations Active in Disasters following incidents.
- ☐ Review shelter capacity for residents and individuals with specialized needs, including capacity for individuals experiencing homelessness and those with medical needs.
- ☐ Maintain an inventory of available hotel rooms to understand relocation capacity for residents and disaster relief staff.
- ☐ Formalize shelter transition plan from emergency sheltering to temporary housing and temporary housing to permanent solutions.
- ☐ Continue to build relationships with hotel partners and hold related preparedness events (e.g., recovery exercises, and webinars to discuss available resources).
- ☐ Create informational materials for healthcare facilities to share with individuals who arrive at healthcare facilities seeking shelter but not medical care during and after emergency events.

IMMEDIATE RECOVERY ACTIVITIES

- ☐ Assess gaps/shortages in post-disaster housing stock.
- ☐ Coordinate the activation or establishment of post-disaster building codes and permitting processes that will expedite recovery and redevelopment without compromising safety.
- ☐ Conduct emergency permitting for needed construction.
- ☐ Conduct initial damage assessments and preliminary damage assessments on private homes.
- ☐ Support rehabilitation and reconstruction of housing.
- ☐ Develop a strategy for identifying and securing long-term community housing, including affordable and accessible housing.
- ☐ Consider implementing wrap-around services in impacted communities. Ensure that these services distribute post-disaster recovery information to other RSF groups, as appropriate.
- ☐ Ensure historical preservation concerns are addressed in housing construction.

RSF 4: HOUSING



- ☐ Review potential sites for temporary and permanent housing to make sure they are compliant with all natural and cultural resource regulations.
- ☐ Complete residential inspections and disseminate information to the public related to the condition and safety of inspected structures.
- ☐ Mobilize sheltering facilities to meet temporary, permanent, and temporary-to-permanent needs.
- ☐ Utilize post-disaster assessments to revise land use and building codes to mitigate future disasters.
- ☐ Ensure availability and accessibility of post-disaster flood insurance resources.
- ☐ Facilitate usage of Small Rural Hospital Improvement Grant Program funding.
- ☐ Screen contractors supplementing recovery operations.
- ☐ Identify viable volunteer housing.

RSF 5: INFRASTRUCTURE SYSTEMS



RSF OVERVIEW

MISSION

The mission of RSF 5 is to efficiently facilitate the restoration of infrastructure systems and services to support a viable, sustainable community. Additionally, the RSF is responsible for improving the resilience of systems to future hazards.

CORE FUNCTIONS

1. Support debris clearance and repair of transportation routes.
2. Restore infrastructure systems and services, including water, wastewater, natural gas, electricity, and telecommunications.
3. Ensure navigable waterways are clear for recreation and for transportation to barrier islands and other areas.
4. Accurately assess and prioritize infrastructure repair needs.
5. Promote the hardening of critical infrastructure.

LEAD AGENCY

- Utilities Department

MEMBER AGENCIES

- County Lands
- Department of Community Development
- Department of Natural Resources
- Department of Solid Waste
- Department of Transportation
- Facilities Construction & Management
- Fleet Management
- Innovation & Technology
- Lee County Transit
- Parks & Recreation
- Port Authority

EXTERNAL PARTNERS

- Florida Governmental Utility Authority
- Florida Power & Light
- Lee County Electric Cooperative
- Lee County Hearing Examiner
- Lee County Sheriff's Office
- Lehigh Acres Municipal Services Improvement District
- Municipal and Franchise Utilities
- Seminole Gulf Railway

RSF 5: INFRASTRUCTURE SYSTEMS



RSF ACTIVITIES

PRE-DISASTER ACTIVITIES

- ☐ Identify current infrastructure that is threatened by natural hazards (e.g., flooding, wind, erosion) and mitigate these properties.
- ☐ Maintain the *Debris Management Plan* and update any associated policies that may hinder or delay post-disaster debris removal and proper disposal.
- ☐ Coordinate with infrastructure owners and operators to ensure new critical facilities are not built in high-hazard zones or are designed to reduce the risk of negative hazard impacts.
- ☐ Identify priority transportation routes for repair, mitigation, and improvement, including routes between residential and economic activity areas, and evacuation corridors.
- ☐ Encourage infrastructure owners and operators to conduct contingency planning to maintain operations after an incident.
- ☐ Properly procure and maintain stand-by contracts with disaster recovery and debris management contractors (e.g., engineering, construction, infrastructure, supplies), following current Federal Emergency Management Agency procurement regulations for maximum cost recovery.
- ☐ Coordinate with private communities on plans, specifically related to debris removal and clearing.
- ☐ Maintain and clear drainage systems and culverts to prevent or diminish flooding potential.
- ☐ Identify local vendors who can supply materials, equipment, and personnel for incident recovery.
- ☐ Pre-position equipment and personnel to support areas anticipated to be most impacted by an incident, while ensuring the safety of workers and property, to allow for infrastructure restoration to begin quickly following an event.
- ☐ Support regional infrastructure planning.
- ☐ Establish relationships with water districts and private partners to support information sharing during response and recovery.
- ☐ Maintain inventory of roadways, traffic signals, and signs.
- ☐ Establish and maintain private standby contracts for debris management.
- ☐ Establish and maintain inter-cooperative support agreements with neighboring municipalities to coordinate equipment, resources, and labor.
- ☐ Identify facilities that can be utilized for other functions during recovery (e.g., Federal or State agency resource centers).

IMMEDIATE RECOVERY ACTIVITIES

- ☐ Conduct damage and needs assessments to determine the extent of damage to infrastructure.
- ☐ Communicate guidelines for disaster debris removal, storage, and disposal based on debris type, contamination factors, and environmental impacts.

RSF 5: INFRASTRUCTURE SYSTEMS



- ☐ Disseminate information regarding the condition and safety of inspected infrastructure, including safe and passable transportation routes and fully operating utilities.
- ☐ Prioritize the repair and restoration of infrastructure that services critical community functions (e.g., communications, fire stations, police departments, hospitals, water systems).
- ☐ Re-evaluate existing plans and processes after an event occurs to reflect on ways to improve and adjust to specific events, as needed.
- ☐ Incorporate hazard mitigation considerations into utility infrastructure, transportation infrastructure, communications infrastructure, and government and civic facilities.
- ☐ Secure funding to support reparations of disaster-affected infrastructure and mitigation measures that reduce future risk.
- ☐ Coordinate contractors to mobilize for repair and recovery following current Federal Emergency Management Agency procurement regulations for maximum cost recovery.
- ☐ Activate private standby contracts and inter-cooperative support agreements to supplement recovery efforts.
- ☐ Coordinate with the U.S. Army Corps of Engineers for recovery from catastrophic impacts related to dam failure, hurricanes, and flooding.

RSF 6: NATURAL AND CULTURAL RESOURCES



RSF OVERVIEW

MISSION

The mission of RSF 6 is to support the protection and recovery of natural and cultural resources and historic properties. Actions taken are directed to preserve, conserve, rehabilitate, and restore these resources in a manner consistent with community priorities and in compliance with applicable environmental and historical preservation regulations.

CORE FUNCTIONS

1. Promote community-based education on the protection and preservation of natural and cultural resources.
2. Secure Federal or State funding for the restoration and preservation of natural resources.
3. Identify and prioritize projects that can mitigate future risks to natural and cultural areas.
4. Identify and prioritize areas for restoration post-disaster, including:
5. Natural and recreational spaces (e.g., shoreland, inland areas, marshes, beaches, parks);
6. Waterways (e.g., creeks, rivers, tributaries), especially those that are known to impact flooding;
7. Community meeting spaces (e.g., libraries, community centers, faith-based facilities), especially those that have computers, restrooms, and other public amenities;
8. Historic neighborhoods, especially those with known vulnerability.
9. Effectively streamline and leverage community support and resources to complete identified projects.

LEAD AGENCIES

- Department of Natural Resources
- Library System

MEMBER AGENCIES

- Department of Community Development
- Innovation & Technology
- Parks & Recreation

EXTERNAL PARTNERS

- Florida Fish and Wildlife Conservation Commission
- Florida Forest Service
- Florida Gulf Coast University
- Fort Myers Historical Society and other local historical societies
- Local arts centers and museums
- Local drainage districts
- Sanibel Conservation Organization and other local environmental organizations
- South Florida Water Management District

RSF 6: NATURAL AND CULTURAL RESOURCES



RSF ACTIVITIES

PRE-DISASTER ACTIVITIES

- ☐ Identify and maintain awareness of unstable hillsides, grounds, landscapes, and other environmental areas presenting a hazard to humans.
- ☐ Develop a comprehensive map (e.g., via drone pictures) to accurately record pre-disaster land conditions.
- ☐ Identify invasive species within the County.
- ☐ Identify natural infrastructure (e.g., bioswales) that may mitigate and/or reduce the burden of natural disaster conditions (e.g., flooding).
- ☐ Enforce management procedures for natural resources, including floodplains, wetlands, and other resources critical to risk reduction.
- ☐ Identify available and disaster-specific resources for temporarily and/or permanently displaced pets and animals.
- ☐ Revise and/or develop ordinances and zoning laws that account for emergency situations.
- ☐ Inventory, map, and maintain current records for all historic properties, cultural resources, and natural resources throughout the County.
- ☐ Incorporate considerations for preserving area cultural resources into local permitting processes.
- ☐ Inventory public cemeteries to identify locations of plots in the event of severe flooding resulting in disinterment.
- ☐ Strategize and incorporate more opportunities for community involvement and outreach related to this RSF.
- ☐ Identify competitive nature-based solutions to apply for Building Resilient Infrastructure and Communities funding.
- ☐ Recognize annual coordination with local governments regarding water resource clean-up.
- ☐ Identify contractors qualified to make repairs to historic buildings and conduct mangrove restoration.
- ☐ Prepare residents with insurance and other associated claims for independently seeking reimbursement for those living in historic districts and homes.
- ☐ Document coordination with local governments and drainage districts regarding drainage systems and potential associated issues during incident monitoring.
- ☐ Identify facilities and vacant spaces that can be utilized for other functions during recovery (e.g., Federal or State agency resource centers).

IMMEDIATE RECOVERY ACTIVITIES

- ☐ Implement post-disaster assessments (e.g., marine and riverine debris, cultural and historic development) to identify how and what natural resources have been impacted. Utilize aerial footage to support assessments.
- ☐ Coordinate with RSF 5 to implement long-term debris collection and disposal.
- ☐ Identify and prioritize areas for floodplain, stream, or wetland restoration post-disaster.

RSF 6: NATURAL AND CULTURAL RESOURCES



- ☐ Advocate for recovery actions that conserve, rehabilitate, and restore natural and cultural assets or systems in alignment with pre-disaster priorities.
- ☐ Coordinate with the Florida Department of Natural Resources to protect Federally protected, threatened, or endangered plant and animal species.
- ☐ Restore libraries, museums, and cultural sites by coordinating with local and regional historical societies on restoration and referring to State and National guidelines.
- ☐ Repair damages to museums, cultural sites, libraries, and cemeteries.
- ☐ Communicate with local neighborhood associations (e.g., homeowners' associations) to communicate potential floodplain and drainage impacts due to disaster damage and restoration activities.
- ☐ Identify fundraising and volunteer opportunities to repair cultural and historical sites (e.g., gardening clubs, weekly farmer's market, annual catfish tournament, hunting clubs).
- ☐ Support RSF 2 regarding restoration of resources used for tourism.



7 Resource Management

In the event of a catastrophic event and/or during extended incident response and recovery operations, Lee County may be required to pull from additional resources. In the following subsections, the team has identified recovery sites and additional staffing sources that the County can utilize as needed during recovery. These resources are intended to aid decision-makers during a recovery operation.

7.1 Recovery Sites

The table below identifies potentially available/commonly used facilities that can be used for recovery and redevelopment operations across Lee County Geographic Divisions.

Table 8: Disaster Recovery Centers by Geographic Division

Geographic Division	Name	Address
Boca Grande	Boca Grande Community Center	131 1st Street Boca Grande, Florida 33921
Central Lee	Edison State College	8099 College Parkway S.W. Ft. Myers, Florida 33919-5566
East Lee	Alva Community Center	21471 North River Road Alva, Florida 33920-3375
	Buckingham Community Center	4940 Buckingham Road Fort Myers, Florida 33905
	Lehigh Acres Community Center	1299 Homestead Road Lehigh Acres, Florida 33936-6015
	Olga Community Center	2325 S. Olga Drive Fort Myers, Florida 33905
	Schandler Hall	419 Florence Avenue Fort Myers, Florida 33905
	Super Wal-Mart (Used During Hurricane Wilma)	2523 Lee Boulevard Lehigh Acres, FL 33971 No agreement on hand
Fort Myers	Stars Complex	2980 Edison Avenue Fort Myers, Florida 33916-5404
	Shady Oaks Community Center	3280 Marion Street Fort Myers, Florida 33916



Geographic Division	Name	Address
North Lee	Noah Masonic Lodge	41 Willis Road N. Fort Myers, Florida 33917-5338 Currently no agreement
Sanibel/Captiva	Sanibel Community Center	2173 Periwinkle Way Sanibel, Florida 33957-4007
	Chadwick's at South Seas Plantation	5400 Plantation Road Captiva, Florida 33924
South Lee	Bonita Springs Recreation Center	26740 Pine Avenue Bonita Springs, Florida 34135-5007
	Karl Drews Community Center	18412 Lee Road Fort Myers, Florida 33912
The Beaches	Bay Oaks Recreation Center	2731 Oak Street Fort Myers Beach, Florida 33931
The Cape	Lake Kennedy Senior Center	400 Santa Barbara Boulevard. Cape Coral, Florida 33991-2067
	Cape Coral Yacht Club Complex	5819 Driftwood Parkway Cape Coral, Florida 33904-5963
	County Annex	1039 SE 9th Place Cape Coral, Florida 33904-5963
The Islands	Phillips Park	5648 Pine Island Road NW Bokeelia, Florida 33922

7.2 Sourcing Additional Recovery Personnel

When the scope of the disaster exceeds the staffing resources available within Lee County, it is critical to have previously identified additional staffing sources. The County can depend on hiring temporary staff for short-term operational tasks and external contractors for specific specialized tasks (e.g., reconstruction operations). When needed, Lee County utilizes the following staffing sources to fill staffing gaps for extended incident response and recovery operations:

- **Lee County Emergency Role (E-Role) Program:** Staff from other departments pulled in to support emergency operations.
- **Temporary Workers:** External staff hired for a limited period to fill gaps specific to task-based operations (e.g., call centers, vaccination sites, shelter staffing).



- **Private Sector:** Contractors hired to support reconstruction needs (e.g., environmental reviews, damage assessors, zoning and building inspectors).
- **On-Call Emergency Management Program:** Staff drawn from Lee County's on-call emergency staffing program that may include consultants or other supporting organizations with which Lee County has established a partnership.



8 Recovery Finance

Following a disaster, Federal assistance is available through several grant programs authorized by the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Title 42 U.S.C. §5121-5207, "The Stafford Act") (see **State and Federal Assistance** for a sample list of programs). This Federal assistance is designed to supplement response efforts when the magnitude of a disaster exceeds the capability of local and State resources by providing funding that supplements for eligible costs or damage sustained as a result of a disaster.

Key to the success of the *Disaster Recovery Plan* is the County's understanding of how and when to utilize these resources, as they will help the County finance the typically costly recovery operations. Therefore, the *Disaster Recovery Plan* has been written to work hand in hand with the *Cost Recovery Plan* (further described in **Connection to Cost Recovery Plan**).

8.1 Connection to Cost Recovery Plan

The *Cost Recovery Plan* provides a scalable cost recovery framework for Lee County to implement after a disaster. Whereas the *Disaster Recovery Plan* outlines overarching recovery operations that the county can follow to recover from a disaster, the *Cost Recovery Plan* addresses recovery operations specific to cost recovery. A County-wide framework that is anchored in clear processes for tracking damage and aligning priorities with funding sources is critical to maximizing the impact of assistance on recovery.

The *Cost Recovery Plan* provides a path to identify, pursue, and manage funds that can offset the costs associated with disaster response and recovery, including the Oversees Federal Emergency Management Agency - Public Assistance (FEMA-PA) program. It describes the processes necessary for the County to maximize Federal reimbursement and support financial recovery, including:

- Data and systems management;
- Damage assessments;
- Debris invoice reconciliation;
- Contract cost tracking;
- Force account labor, equipment, and materials tracking; and
- Volunteers and donations information tracking.



9 Plan Maintenance

Lee County Emergency Management is primarily responsible for the maintenance of the *Disaster Recovery Plan*. Lee County Emergency Management will update the *Disaster Recovery Plan* according to their departmental plan update procedures annually or after a significant disaster response and after-action report, whichever is more frequent. Additionally, County departments and/or critical recovery stakeholders may contribute to the plan maintenance and updates as requested.



Appendix

Appendix A: Acronyms

Acronym	Definition
AMI	Area Median Income
ARC	American Red Cross
CDBG	Community Development Block Grant
CDBG-DR	Community Development Block Grant - Disaster Recovery
CDC	Centers for Disease Control and Prevention
CFO	Chief Financial Officer
CFR	Code of Federal Regulations
COVID-19	Coronavirus Disease 2019
DAC	Disaster Advisory Council
DLOC	Disaster Loan Outreach Center
DRC	Disaster Recovery Center
DRM	Disaster Recovery Manager
E-Role Program	Emergency Role Program
EOC	Emergency Operations Center
FDEM	Florida Division of Emergency Management
FDOH	Florida Department of Health
FEMA	Federal Emergency Management Agency
FEMA-IA	Federal Emergency Management Agency – Individual Assistance
FEMA-PA	Federal Emergency Management Agency – Public Assistance
FRC	Financial Recovery Coordinator
GIS	Geographic Information System
HHS	U.S. Department of Health and Human Services
HMGP	Hazard Mitigation Grant Program
HUD	U.S. Department of Housing and Urban Development
IC	Incident Commander
IDA	Initial Damage Assessment
IT	Lee County Innovation and Technology Department



Acronym	Definition
JFO	Joint Field Office
JPDA	Joint Preliminary Damage Assessment
LMI	Low- to Moderate-Income
LMISD	Low- and Moderate-Income Summary Data
NDRF	National Disaster Recovery Framework
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NRCS	National Resources Conservation Service
PDA	Preliminary Damage Assessment
RSF	Recovery Support Function
RTF	Recovery Task Force
RTFL	Recovery Task Force Lead
SBA	U.S. Small Business Administration
SoLE	State of Local Emergency
SVI	Social Vulnerability Index
SWFL	Southwest Florida
USACE	U.S. Army Corps of Engineers
USCG	U.S. Coast Guard



Appendix B: Department and External Partners Recovery Responsibilities

This appendix includes tables showing the role of Lee County government departments during recovery within each of the Recovery Support Functions (RSFs). Members of RSFs are identified by a dark blue cell and leads of RSFs are identified by orange cells.

Table 9: Role of Lee County Departments by RSF

Department	RSF Focus Area					
	RSF 1	RSF 2	RSF 3	RSF 4	RSF 5	RSF 6
County Attorney						
County Lands						
County Manager's Office						
Department of Community Development						
Department of Natural Resources						
Department of Public Safety						
Department of Public Safety: Emergency Management						
Department of Solid Waste						
Department of Transportation						
Domestic Animal Services						
Economic Development Office						
Facilities Construction & Management						
Fleet Management						
Human and Veteran Services						
Human Resources						
Innovation & Technology						
Lee County Elections						
Lee County Transit						
Library System						
Office of Communications						
Office of Management and Budget						
Office of Strategic Resources & Government Affairs						



Department	RSF Focus Area					
	RSF 1	RSF 2	RSF 3	RSF 4	RSF 5	RSF 6
Parks & Recreation						
Port Authority						
Procurement Management						
Sports Development						
Utilities Department						
Visitor and Convention Bureau						

The County has key partners who play a significant role in the success of recovery operations. The following table identifies the key partners who have an active role in one or more RSFs during recovery.

Table 10: Role of External Partners by RSF

Organization	RSF Focus Area					
	RSF 1	RSF 2	RSF 3	RSF 4	RSF 5	RSF 6
American Red Cross						
Cape Coral Community Foundation						
CareerSource Florida						
Center for Progress and Excellence						
Centerstone						
Florida Fish and Wildlife Conservation Commission						
Florida Forest Service						
Florida Governmental Utility Authority						
Florida Gulf Coast University						
Florida Power & Light						
Florida Restaurant & Lodging Association						
Fort Myers Historical Society and other local historical societies						
Goodwill						
Harry Chapin Food Bank						
Housing Authority of the City of Fort Myers						
Lee County Continuum of Care						
Lee County Electric Cooperative						



Organization	RSF Focus Area					
	RSF 1	RSF 2	RSF 3	RSF 4	RSF 5	RSF 6
Lee County Fire Chief's Association						
Lee County Hearing Examiner						
Lee County Homeless Coalition						
Lee County Housing Authority						
Lee County School District						
Lee County Sherriff's Office						
Lee Health						
Lehigh Acres Municipal Services Improvement District						
Local arts centers and museums						
Local chambers of commerce						
Local drainage districts						
Local faith-based groups						
Midwest Food Bank						
Municipal and franchise utilities						
Municipal law enforcement agencies						
Private sector contractors						
Salvation Army						
Sanibel Conservation Organization and other local environmental organizations						
Seminole Gulf Railway						
Small Business Development Center						
South Florida Water Management District						
Southwest Florida Collaboratory						
Southwest Florida Community Foundation						
Southwest Florida International Airport						
United Way						
VISIT FLORIDA						



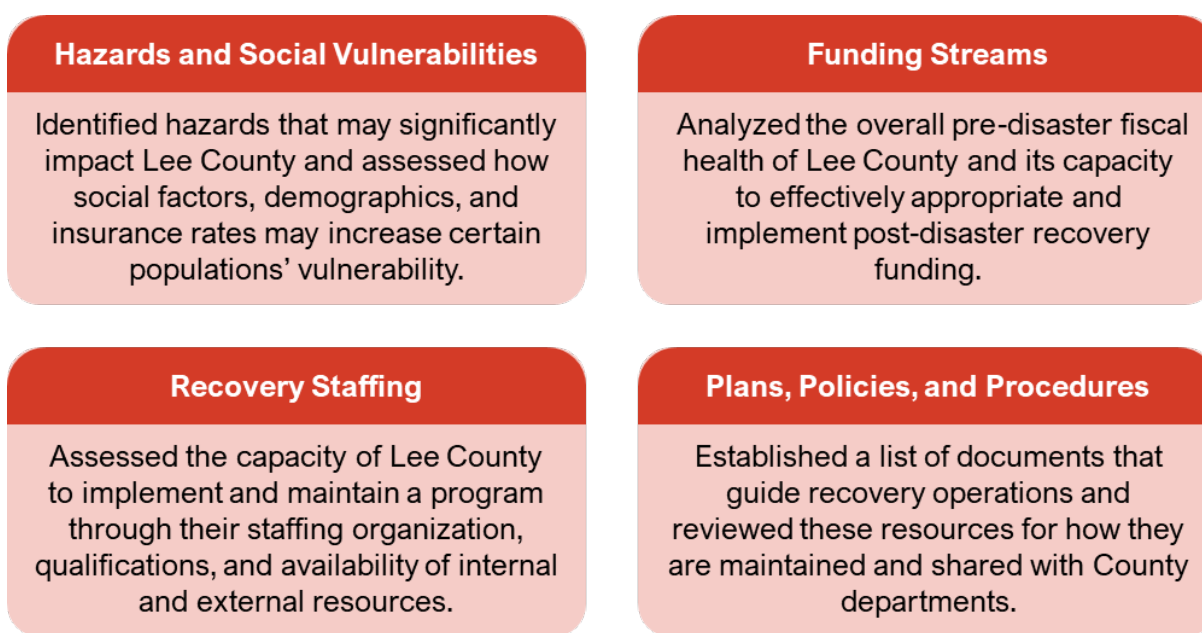
Appendix C: Community Resilience Assessment

INTRODUCTION

Overview

A *Community Resilience Assessment* was conducted to understand the readiness of Lee County to implement and manage a recovery operation. The *Community Resilience Assessment* analyzed the resilience of Lee County in four focus areas, as identified in Figure 5 below.

Figure 5: Community Resilience Assessment Focus Areas



The following section outlines the approach to the analysis, the key strengths and areas for improvement, and how these conclusions impacted the *Disaster Recovery Plan* and *Cost Recovery Plan* planning processes and Lee County recovery operations as a whole.

Scope

The *Community Resilience Assessment* was completed for planning purposes only. The conclusions of the *Community Resilience Assessment* influenced the development of the *Disaster Recovery Plan* and *Cost Recovery Plan*. The findings and analysis apply to Lee County in general, not the readiness of individual internal departments, jurisdictions within the County (e.g., cities, towns, villages, unincorporated areas), non-governmental organizations (NGO), or residents. The *Community Resilience Assessment* does not replicate or replace work completed through other planning processes (e.g., *Joint Local Mitigation Strategy*).



Data Sources

The data collected and analyzed throughout the *Community Resilience Assessment* process included existing national resilience analyses, Federal and State databases, County planning documents, and workshops and meetings with County staff. The following table identifies the different sources of data for the *Community Resilience Assessment*.

Table 11: Community Resilience Assessment Data Sources

Federal and State Data Sources	Local Data Sources
• U.S. Department of Housing and Urban Development (HUD) 2015 Low- and Moderate-Income Summary Data (LMISD) • Esri U.S. Market Potential Database • 2018 Centers for Disease Control and Prevention (CDC) Social Vulnerability Index (SVI) Florida Database	• Meetings with County leadership • County-wide and department plans • County Code of Ordinances • County Geographic Information Systems (GIS)

PURPOSE

The *Community Resilience Assessment* outlines characteristics about Lee County that may impact the community's ability to withstand and effectively recover from the impacts of a disaster. The *Community Resilience Assessment* serves three primary purposes for recovery efforts in Lee County:

3. **Identify Vulnerable Populations:** The *Community Resilience Assessment*, through analysis of hazards and social vulnerabilities, identified vulnerable communities in Lee County, in other words, those that are likely to be significantly impacted by a disaster event and may have limited resources or capacity to recover independently. Understanding the composition and location of these communities will help streamline the recovery process and enable Lee County to allocate resources towards those who are most in need.
4. **Support Disaster Recovery Planning:** The *Community Resilience Assessment* process helped identify key stakeholders to involve in the development of the *Disaster Recovery Plan* and in recovery operations moving forward. Additionally, the *Community Resilience Assessment* demonstrated key strengths of Lee County recovery operations to be further solidified and specific gaps in preparedness that may be addressed prior to a recovery operation.
5. **Pre-Position Recovery Operations:** The *Community Resilience Assessment* provided a glimpse into the landscape of recovery operations in Lee County. The process highlighted areas of the County that may be target areas for recovery projects and eligible for various funding sources, which in turn allows Lee County to pre-position potential recovery activities that meet funding requirements.

KEY FINDINGS

Table 12 below details the key findings of the *Community Resilience Assessment* and implications for decision-making in recovery operations. The following sections include more details regarding the specific assessments and results of the *Community Resilience Assessment*.

Table 12: Key Findings of the Community Resilience Assessment

Key Finding	Recovery Implication
Hazards and Social Vulnerability	
The hazards of greatest threat to Lee County are flooding, hurricanes, thunderstorms, and tornadoes.	Flooding, hurricane, thunderstorm, and tornado events are the hazards most likely to significantly impact a widespread portion of the population. While recovery operations should be scalable to any type of disaster, regardless of nature and scope, the County may choose to engage in pre-disaster planning for recovering from these specific types of disasters. The <i>Joint Local Mitigation Strategy</i> describes how these disasters may affect Lee County in more detail.
Areas with high social vulnerability are primarily concentrated in eastern unincorporated areas of the County, City of Cape Coral, and City of Fort Myers. Areas with lower social vulnerability are primarily located in the central and western unincorporated areas of the County and the Village of Estero.	Communities with high social vulnerability are more likely to experience significant impacts from disasters and have a more difficult time recovering independently. As such, these populations may require additional support and resources from the County following a hazard event. Understanding the location of these communities can help Lee County pre-identify recovery projects and prioritize post-disaster damage assessments in these areas, including unmet needs assessments to support the allocation of Community Development Block Grant – Disaster Recovery (CDBG-DR) funds. Additionally, representatives from these areas should be included in the planning process for the <i>Disaster Recovery Plan</i> and in recovery operations.
Over 30% of census blocks in Lee County meet the 51% low- to moderate-income (LMI) threshold. These areas are primarily concentrated in the eastern unincorporated areas of the County, City of Cape Coral, and City of Fort Myers.	Community Development Block Grant (CDBG) requires that eligible projects must primarily benefit LMI persons (i.e., service census blocks with 51% or greater LMI), support the prevention or elimination of slums or blight, or meet an emergency community development need. Pre-positioning projects to support these communities can help streamline the application process and allow the County to utilize multiple funding sources strategically and quickly in recovery.



Key Finding	Recovery Implication
The areas with high rates of uninsured personal property are primarily concentrated in the City of Cape Coral, City of Fort Myers, and unincorporated Lee County.	Households and individuals without insurance and communities with low rates of insurance are likely to struggle financially post-disaster and may be more reliant on government funding sources to recover. Understanding the location of these areas is important context when designing an approach to integrating multiple types of recovery funding, as projects often become ineligible for Federal grants if other funding source such as insurance is available. In addition, these communities are priority areas for outreach regarding the importance of personal property insurance in household preparedness for disasters.
Funding Streams	
Lee County is in good fiscal standing and maintains insurance coverage and reserves that could be used to cover some immediate recovery needs while other funding is being secured.	Though receiving Federal and State assistance is integral to financing recovery, Lee County may have to wait for extended periods of time before some post-disaster funding streams are released. In the interim, Lee County's insurance coverage (\$100m coverage for county property damage) and fiscal reserves (generally maintained to cover at least the 10 percent insurance deductible) may help meet immediate recovery needs.
Systems management: key challenges identified from Hurricane Irma (and common issues in most recoveries) include ensuring that data entry is correct and timely, data is consistent in different systems, and Federal Emergency Management Agency – Public Assistance (FEMA-PA) claims are tracked to ensure compliance with Federal Emergency Management Agency (FEMA)'s Obtain and Maintain Insurance requirements.	Lee County can streamline systems management by developing prepopulated information categories, implementing additional data entry and systems use training for staff, streamlining data collection through ArcGIS, formalizing the process for documenting damage and repairs through photos, and developing a database to track FEMA-PA Obtain and Maintain requirements.
Preparing for complex grants management: a particular challenge identified during planning meetings is coordination for interdepartmental grant management, that is, a grant funding two department's activities under a single project	The <i>Cost Recovery Plan</i> will include documented process for identification and triage of regularly available mitigation grants (e.g., CDBG-DR, CDBG-Mitigation, Hazard Mitigation Grant Program (HMGP), Building Resilient Infrastructure and Communities (BRIC), Flood Mitigation Assistance) and other disaster related grants likely to become available. Additionally, the <i>Cost Recovery Plan</i> will include a process map of documentation collection and review as well as tools including process checklists and debris removal templates.



Key Finding	Recovery Implication
Preparing for complex grants management: based on the analysis of current capabilities, the County has a clear process through the Cartegraph system to identify damage to County owned public infrastructure, but there's not a clear mechanism to connect associated cost data with identified impacts.	The <i>Cost Recovery Plan</i> will include a formal process to assign costs to damage during the Initial Damage Assessment (IDA) and Joint Preliminary Damage Assessment (JPDA) processes for public infrastructure. Additionally, the County could consider expanding the reach of the ArcGIS Esri system to be inclusive of additional data for municipalities and local institutions eligible under FEMA-PA (e.g., special government districts, non-governmental organizations, churches). Expanding the FEMA Information Data and Analysis system would enable external partners to report damage more easily to be counted in IDA and JPDA figures.
Recovery Staffing	
Lee County has multiple backfill procedures in place through their E-Role program that can support recovery operations in an extended event.	These programs are a particular strength of the County that can be relied on for protracted recovery events.
Nearly all department leadership was involved in Hurricane Irma, the coronavirus disease 2019 (COVID-19) pandemic, and the 2019 cybersecurity breach recovery and can leverage this experience moving forward.	Most Lee County staff who will be involved in recovery have experience with past disaster operations. This recent experience positions staff to more efficiently implement their recovery tasks in the future. In addition, recent experience with the COVID-19 pandemic and an attack on the government cyber-infrastructure in 2019 can help Lee County staff with the flexibility and approach to recovering from other hazard events that are not climate or weather related (e.g., communicable disease event).
Augmented staff support may be needed, especially for cost recovery processes, in the instance of a catastrophic event.	Lee County can increase cost recovery capacity by adding several positions to the Emergency Operations Center (EOC) (Time and Activity Keepers, Time and Activity Auditors, Invoice Reviewers, FEMA-PA Eligibility Expert).
County departments may be unclear of their specific roles and responsibilities in recovery.	Prior to the development of the <i>Disaster Recovery Plan</i>, the <i>Comprehensive Emergency Management Plan</i> identified some disaster roles but did not comprehensively cover all departments' recovery responsibilities. The <i>Disaster Recovery Plan</i> planning process will ensure departments are aware of their role in recovery, confirm their participation, and provide job aids to support recovery operations.



Key Finding	Recovery Implication
Lee County paused its exercise program and has not held any County-wide recovery trainings since the onset of COVID-19.	At the onset of the COVID-19 pandemic, Lee County paused its recovery training and exercise program. This was a very common decision across the U.S. that allowed staff to focus on response; however, training and exercising remains a critical component of emergency preparedness. As local public health guidance allows, the County should resume trainings and exercises to prepare for future response and recovery operations.
There are key local organizations who have strong relationships with the County.	There are many community-based organizations (e.g., United Way) who have strong relationships with the County during recovery operations. Lee County departments have the opportunity to expand upon existing relationships and foster new ones with various community groups and partner organizations for recovery.
Plans, Policies, and Procedures	
The Community Recovery Public Information Program provides extensive access to recovery resources to the public.	The Community Recovery Public Information Program is a particular strength of Lee County's emergency management program, including active social media accounts and the LeePrepares app. These resources should continue to be leveraged throughout the preparedness, response, and recovery phases.
Plans outline necessary procedures for recovery operations and have clear assignments, update processes, and lead department responsible for maintenance and socializing of the documents.	Lee County maintains an extensive set of plans to support recovery operations, which indicate a high level of preparedness. Recovery plans should be cross-referenced with department-specific recovery plans (e.g., Human and Veteran Services Severe Weather Outreach Plan, LeeTran All-Hazards Plan) to ensure consistency and alignment. These documents should continue to be utilized and socialized across Lee County departments so that all relevant stakeholders are prepared for a recovery operation.



HAZARDS AND SOCIAL VULNERABILITIES

Overview

The **Hazards and Social Vulnerabilities** section of the *Community Resilience Assessment* analyzed how social factors and anticipated hazards may increase the vulnerability of certain populations within Lee County. Hazard vulnerability is defined as the intersection of the likelihood that a disaster event will occur in Lee County and the anticipated impact of those disaster events on people, property, infrastructure, and the environment. Social vulnerability refers to the susceptibility of communities to experience negative effects from external stresses on human health and is measured by factors known to increase the susceptibility (e.g., transportation access, disability, income).⁷ This analysis identifies populations in Lee County that may require significant post-disaster recovery and redevelopment assistance.

Methodology

The hazards and social vulnerabilities analysis was conducted by analyzing data in the following four categories:

- **Hazard Vulnerability:** Which areas of Lee County are likely to be impacted significantly by a hazard event?
- **Social Vulnerability:** Which areas of Lee County have higher and lower relative social vulnerability?
- **Income Vulnerability:** Which areas of Lee County have a more residents who qualify as LMI individuals?
- **Insurance Vulnerability:** What are the estimated rates of homeowner's and renter's insurance?

Each category of vulnerability was assessed by analyzing datasets and utilizing GIS methodologies to visualize the data.

Assessment

Hazard Vulnerability

Lee County previously analyzed its vulnerability to 15 natural and humanmade hazards through the *Joint Local Mitigation Strategy*. The below chart, adapted from *Table 63: Overall Hazard Priority Summary* in the *Joint Local Mitigation Strategy*, summarizes the findings. The Composite Hazard Index is a ranking of the overall threat of hazards and considers the likelihood a hazard event may occur (Probability), impacts of historical events in damaging property (Maximum Impact) and human life (Direct Deaths and Injuries), and anticipated delay between notice of a hazard event may occur and the event actualizing (Event

⁷ CDC. "CDC/ATSDR Social Vulnerability Index." November 2021.
<https://www.atsdr.cdc.gov/placeandhealth/svi/index.html>.



Warning Time). Additional information on the methodology and process for this analysis can be found in the *Vulnerability Assessment Overview: Hazard Ranking* section of the *Joint Local Mitigation Strategy*.

Table 13: Overall Lee County Hazards Vulnerability

Capacity	Probability	Maximum Impact	Anticipated Death and Injury	Event Warning Time	Composite Hazard Index
Natural Hazards					
Coastal Erosion	High	Low	Low	Low	Low
Storm Surge Flooding	Low	High	Low	Medium	Medium
Drought/Extreme Heat	Low	Low	High	Low	Low
Flooding	High	High	Medium	High	High
Freeze/Extreme Cold	Medium	Low	Low	Low	Low
Hurricane Wind Damage	Medium	High	High	Medium	High
Thunderstorm Winds/Lightning/Hail	High	High	High	Medium	High
Tornado	High	High	High	High	High
Wildfire	Medium	Medium	Low	High	Medium
Humanmade Hazards					
Aircraft Crashes	Low	Low	Medium	High	Medium
Cyberattacks	Low	Low	Low	High	Medium
Epidemic/Pandemic Diseases	Medium	Low	High	Medium	Medium
Exotic Pests/Diseases	Medium	Low	Low	Low	Low
Hazardous Materials	Low	Low	Low	Medium	Low
Violent Incidents	Low	Low	High	High	Low

The hazards determined to be the greatest threat to Lee County are flooding, hurricanes, thunderstorms, and tornadoes. Flooding and severe storm events remain high-priority hazards for the County and other recent hazard events (e.g., cybersecurity breach in 2019, nuisance flooding, COVID-19) have brought greater attention to additional disaster types.

Social Vulnerability

The CDC SVI was utilized to visualize relative social vulnerability within Lee County. The CDC SVI is an aggregated score of social vulnerability based on the following 15 social factors known to increase susceptibility to experience significant impacts from disasters:



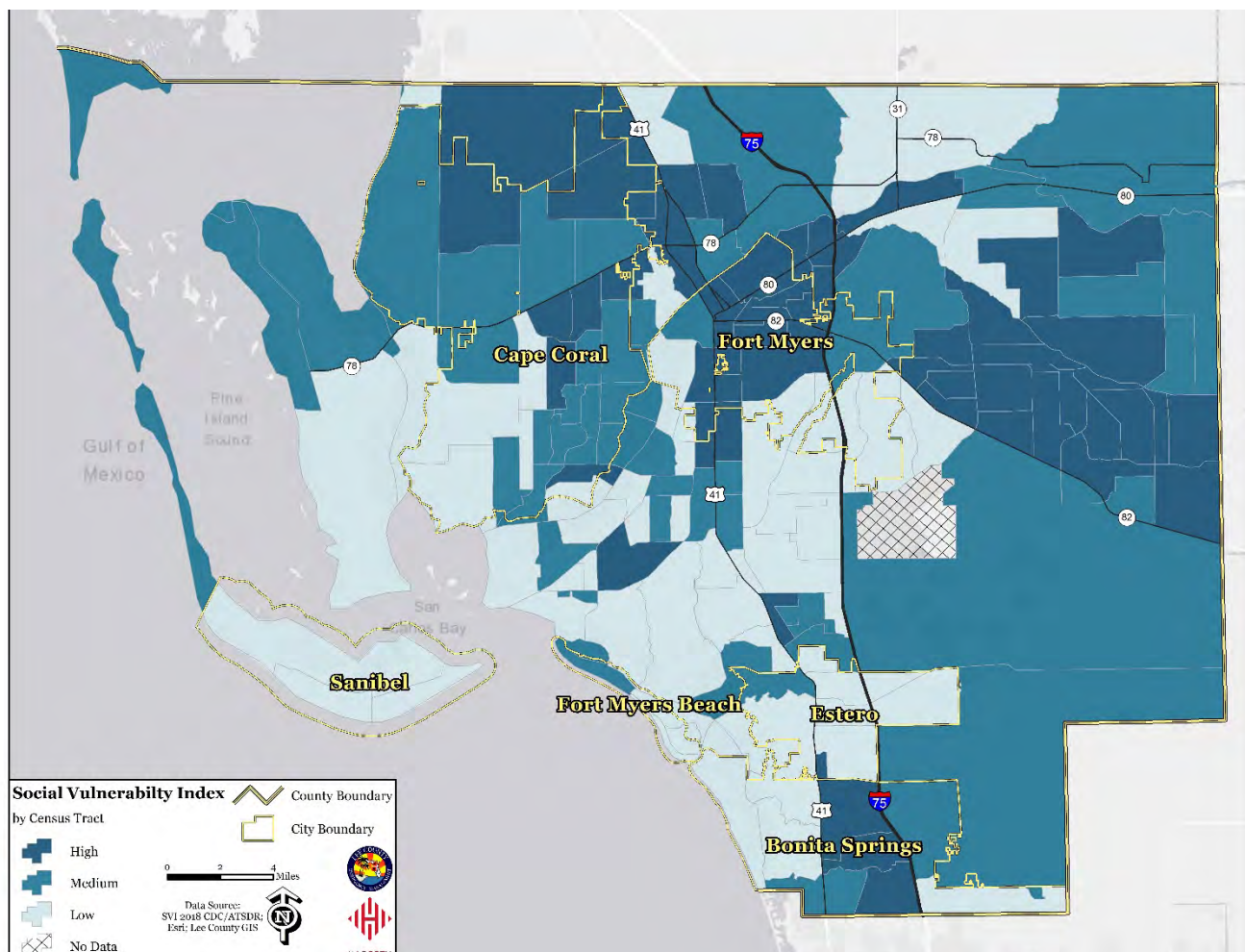
- **Socioeconomic Status:** Living below the poverty line, unemployed, low-income earner, not a high school graduate.
- **Household Composition and Disability:** Aged 65 or older, aged 17 or younger, living with a disability and older than age 5, living in a single-parent household.
- **Minority Status and Language:** Membership in a minority racial or ethnic group, limited English proficiency.
- **Housing Type and Transportation:** Living in multi-unit structure, living in mobile home, living in a high-density space, lack of vehicle access, living in group quarters.

The CDC SVI analyzed and aggregated data relating to these factors to create a 0 to 1 scale of increasing social vulnerability for census tracts, where 0.50 represents the average vulnerability of a census tract based on national or state data.

Populations in area with higher relative social vulnerability are likely to be more significantly impacted by disasters and may need additional support to recover effectively. Additionally, some post-disaster funding sources support recovery projects in areas that meet certain income thresholds. As such, representatives from these communities should be included in the planning process for the *Disaster Recovery Plan* and in recovery operations.

Figure 6 below illustrates the CDC SVI score of census tracts within Lee County, utilizing data from the 2018 CDC SVI Florida Database (i.e., values are relative to the State of Florida averages for SVI). The tracts were further separated into “Low”, “Medium”, and “High” vulnerability classifications as they compared to other tracts within the County, with 55 census tracts in each categorization. The resulting classifications for each tract are 0.079 – 0.2244 for “Low”, 0.2245 – 0.54 for “Medium”, and 0.55 – 0.97 for “High”.

Figure 6: CDC SVI of Census Tracts in Lee County



The information utilized to develop the map in

Figure 6 is presented in the table below. Two census tracts are not accounted for because they represent non-residential areas (e.g., Southwest Florida International Airport). The percentages indicated in the table represent the identified census tracts in the cell compared to the total census tracts in the County.

Table 14: Social Vulnerability of Lee County Census Tracts

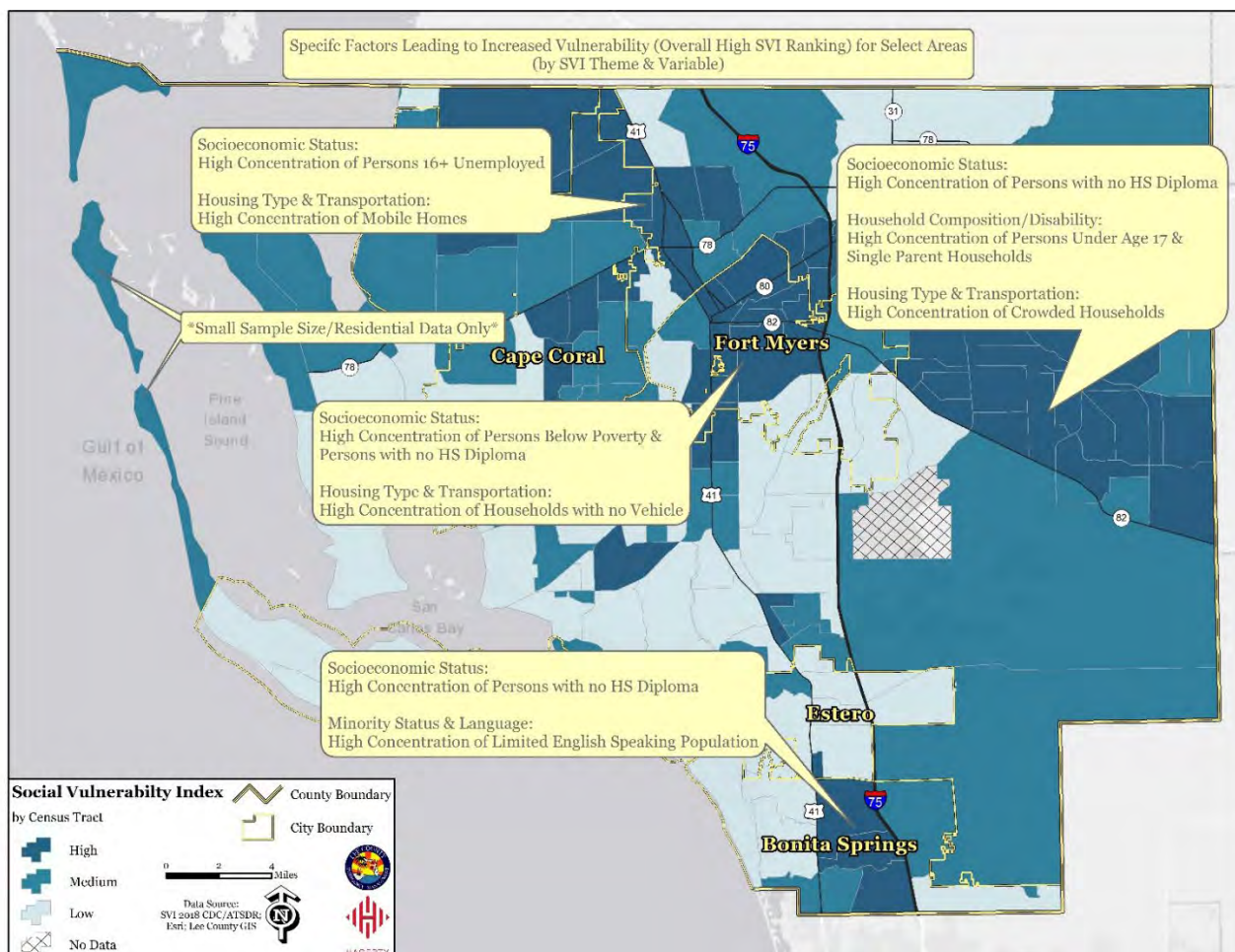
Jurisdiction	High Vulnerability Census Tracts	Medium Vulnerability Census Tracts	Low Vulnerability Census Tracts
City of Bonita Springs	3 (2%)	2 (1%)	4 (2%)
City of Cape Coral	5 (3%)	14 (8%)	5 (3%)
City of Fort Myers	12 (7%)	1 (1%)	5 (3%)



Jurisdiction	High Vulnerability Census Tracts	Medium Vulnerability Census Tracts	Low Vulnerability Census Tracts
City of Sanibel	0 (0%)	0 (0%)	3 (2%)
Town of Fort Myers Beach	0 (0%)	1 (1%)	2 (1%)
Unincorporated Lee County	35 (21%)	36 (22%)	29 (17%)
Village of Estero	0 (0%)	1 (1%)	7 (4%)

While the CDC SVI system is useful for understanding relative social vulnerability, it has some limitations in how data is assessed. For example, the CDC SVI measure is based on residential data, so areas that are less densely populated or not residential at all (e.g., recreational areas, parks) may have incorrect representations of vulnerability. Context provided by County departments further identified how some areas have more or less social vulnerability than is indicated by the map. Figure 7 calls out the underlying factors for areas with highest vulnerability, as well as the census tracts with vulnerability that may be not accurately represented by the CDC SVI.

Figure 7: Description of High and Medium Vulnerability SVI Census Tracts in Lee County



Low- to Moderate-Income Individuals

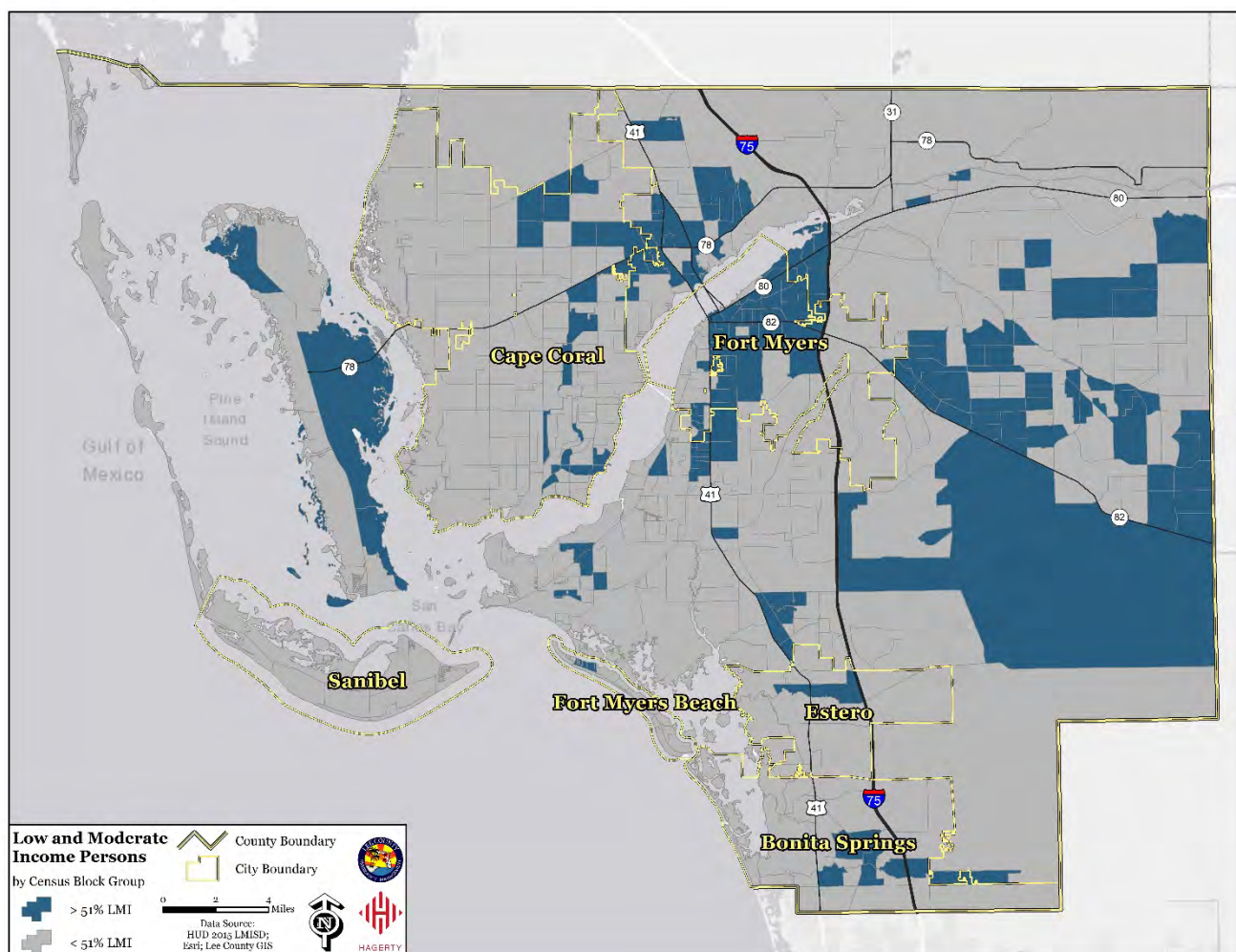
HUD has established three classifications of income, utilizing Area Median Income (AMI) as defined by the 2011-2015 American Community Survey 5-Year Estimates, to indicate levels of economic vulnerability:⁸

- **Low Income:** Individuals who earn up to 50% of the AMI.
- **Moderate Income:** Individuals who earn greater than 50% but less than 80% of the AMI.
- **Medium Income:** Individuals who earn between 80% and 120% of the AMI.

⁸ HUD. "CDBG Low- and Moderate-Income Data." 2021. <https://www.hudexchange.info/programs/cdbg/cdbg-low-moderate-income-data/>.

LMI persons are individuals who qualify for either the low-income or moderate-income groups. CDBG requires that eligible projects must primarily benefit LMI persons (i.e., service census blocks with 51% or greater LMI), support the prevention or elimination of slums or blight, or meet an emergency community development need. As such, understanding areas that meet the 51% LMI threshold not only indicates communities that may need additional recovery assistance, but also allows the County to pre-position and design projects in these areas. This pre-positioning process, which may also source projects from the *Joint Local Mitigation Strategy* mitigation actions, can be especially helpful to utilize CDBG funding for infrastructure projects in LMI areas. Figure 8 below indicates the census blocks within County limits where this 51% LMI or greater threshold is met.

Figure 8: Census Block Groups with Greater than 51% LMI in Lee County





The information utilized to develop the map in Figure 8 is presented in the table below. The table identifies which census blocks meet the 51% LMI threshold, by Lee County jurisdiction.

Table 15: LMI Areas in Lee County

Jurisdiction	Census Blocks with 51% or Greater LMI
City of Bonita Springs	7 (1%)
City of Cape Coral	19 (4%)
City of Fort Myers	33 (6%)
City of Sanibel	0
Town of Fort Myers Beach	1 (0.002%)
Unincorporated Lee County	96 (19%)
Village of Estero	2 (0.004%)
TOTAL	158 (31%)

Approximately 31% of census tracts in Lee County qualify as LMI areas and are therefore target areas for recovery projects through CDBG.

Personal Property Insurance

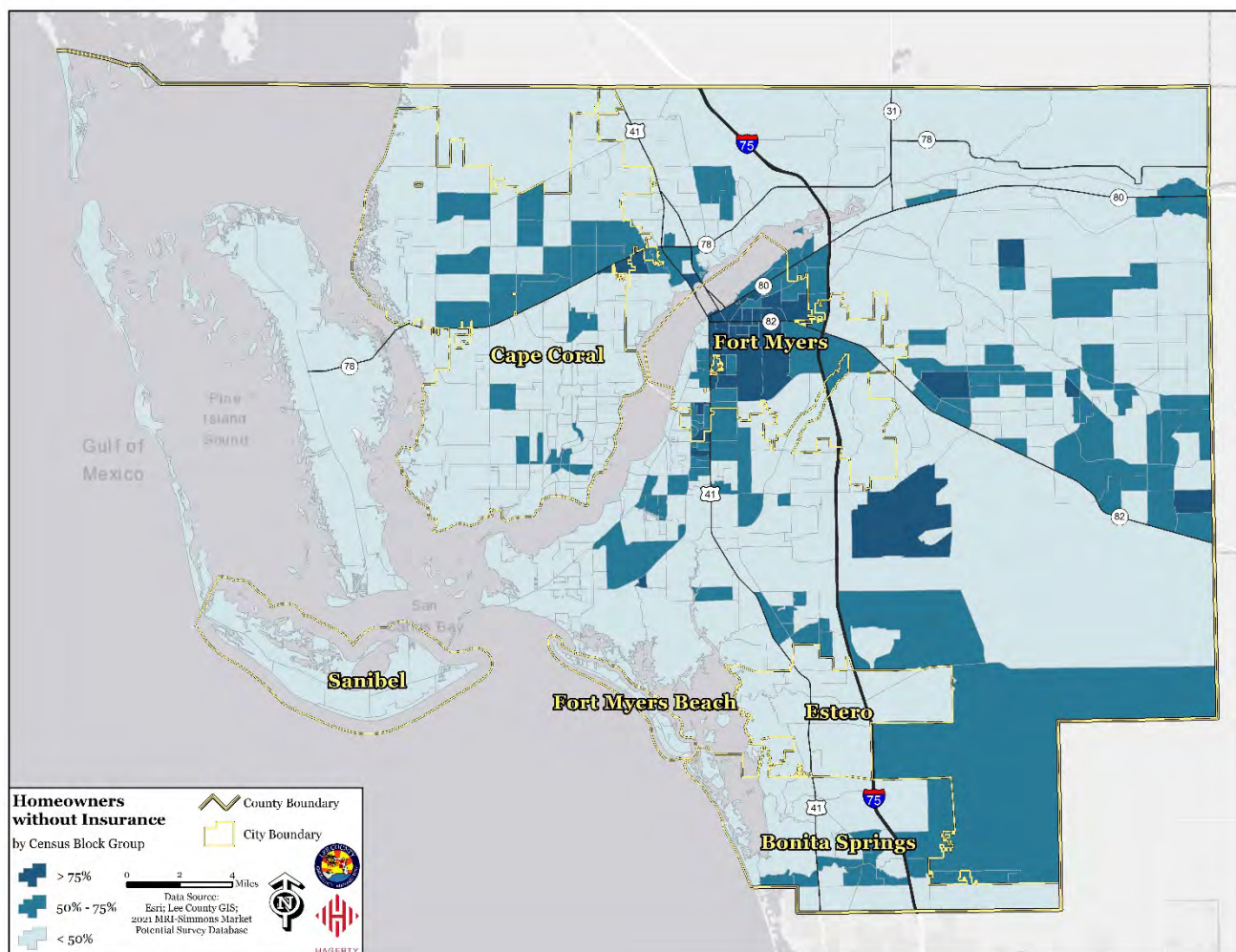
The insurance analysis estimates the number of homeowners and renters who have homeowner or rental insurance, utilizing the data from the 2021 MRI-Simmons Market Potential Index data. The Market Potential Index indicates the anticipated demand for insurance policies in an area compared to the national demand average. This data was collected through a 2019 nationwide survey of households to gauge the use of various products and services.

Levels of renter's and homeowner's insurance in Lee County are important indicators of three aspects of recovery:

- **Housing Stock Resilience:** Insurance companies may decline to insure housing or other living quarters if the unit does not meet necessary building codes or is not considered a safe structure. As such, areas with low levels of insurance may have housing stock that is more likely to be significantly damaged or destroyed by a disaster.
- **Ability to Recover Independently:** Areas with high levels of insurance may be more likely to and more quickly able to recover from a disaster event with support from insurance. These areas may also be less reliant on local and Federal grant programs, depending on the impact of the event.
- **Duplication of Benefits:** Federal recovery funding sources, especially those from HUD, emphasize that grants are not used to duplicate services that may be provided by other sources (e.g., insurance). Understanding how insurance may be utilized in recovery is important context when designing an approach to integrating multiple types of recovery funding.

Figure 9 below indicates the anticipated rates of homeowner's insurance in census blocks in Lee County.

Figure 9: Estimated Rates of Homeowners Without Insurance in Lee County



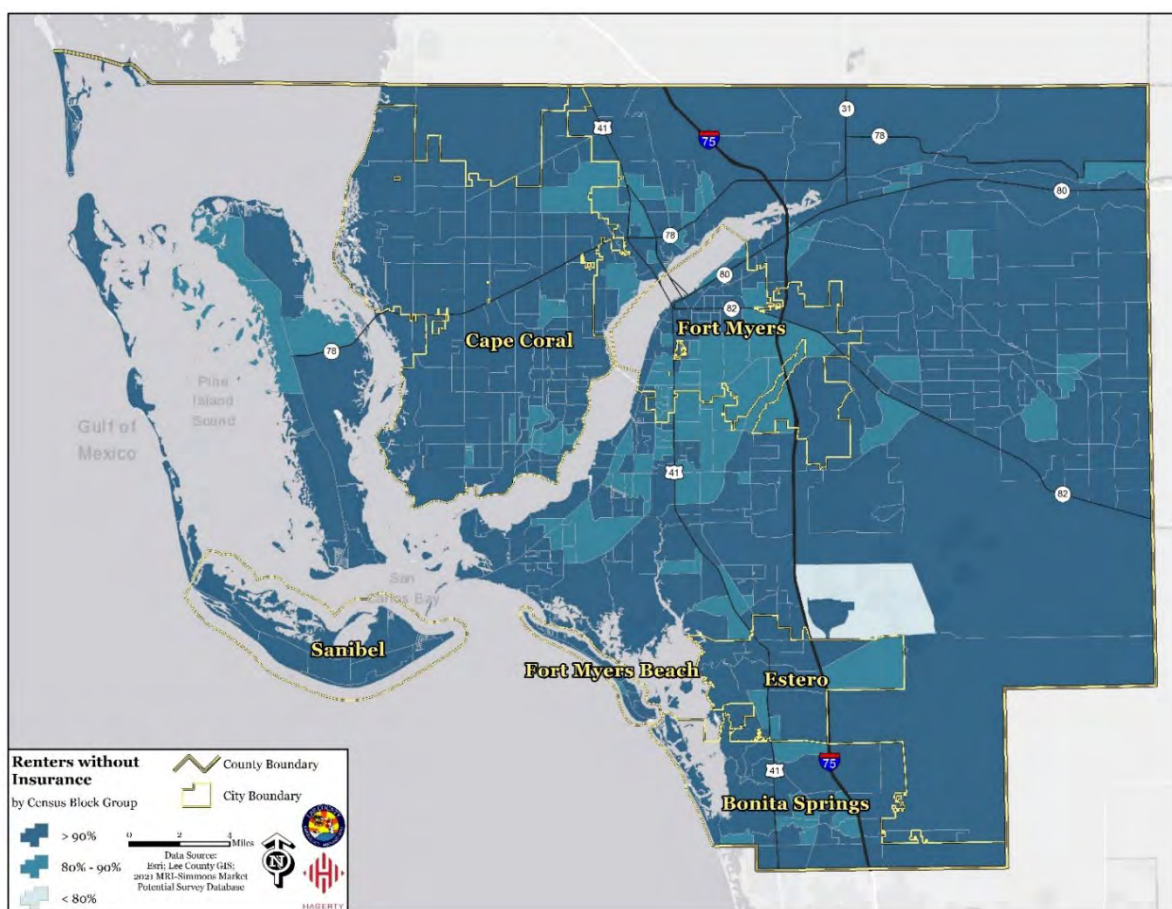
The information utilized to develop the map in Figure 89 is presented in Table 16. The table identifies the number of census blocks that meet each interval of homeowner insurance rates, by Lee County jurisdiction.

Table 16: Estimated Rates of Homeowners Without Insurance in Lee County

Jurisdiction	< 50% Homeowners without Insurance	50 – 75% Homeowners without Insurance	> 75% Homeowners without Insurance
City of Bonita Springs	21 (4%)	8 (2%)	0
City of Cape Coral	90 (18%)	24 (5%)	1 (0.002%)
City of Fort Myers	15 (3%)	17 (3%)	24 (5%)
City of Sanibel	11 (2%)	0	0
Town of Fort Myers Beach	12 (2%)	0	0
Unincorporated Lee County	190 (37%)	80 (16%)	8 (2%)
Village of Estero	12 (2%)	0	0
TOTAL	351 (68%)	129 (25%)	33 (6%)

The figure below indicates the anticipated rates of renter's insurance in census blocks in Lee County.

Figure 10: Estimated Rates of Renters Without Insurance in Lee County





The information utilized to develop the map in

Figure 10 is presented in Table 17. The table identifies the number of census blocks that meet each interval of renter insurance rates, by Lee County jurisdiction.

Table 17: Estimated Rates of Renters Without Insurance in Lee County

Jurisdiction	< 80% Renters without Insurance	80 – 90% Renters without Insurance	> 90% Renters without Insurance
City of Bonita Springs	0	9 (2%)	20 (4%)
City of Cape Coral	0	13 (3%)	102 (20%)
City of Fort Myers	0	20 (4%)	36 (7%)
City of Sanibel	0	0	11 (2%)
Town of Fort Myers Beach	0	2 (0.004%)	10 (2%)
Unincorporated Lee County	1 (0.002%)	56 (11%)	221 (43%)
Village of Estero	0	2 (0.004%)	10 (2%)
TOTAL	1 (0.002%)	102 (20%)	410 (80%)

On average, an estimated 31% of areas in Lee County have 50% or less of their population of homeowners without insurance. An estimated 80% of the areas in Lee County have at least 90% of renters without renter's insurance. Comparatively, approximately only 63% of renters do not have insurance and only about 5% of homeowners do not have insurance nationally.⁹ The areas with high levels of insured personal property are primarily concentrated in the City of Cape Coral, the City of Fort Myers, and unincorporated Lee County.

This data set is limited in that it is only an estimation of the number of policies maintained by residents, rather than an actual count. While exact insurance rates are unknown, this assessment provides a relative analysis of areas with high and low levels of insurance within the County and further emphasizes the need for continual public messaging regarding the importance of personal property insurance to prepare for disasters.

FUNDING STREAMS

Overview

A community's ability to implement recovery operations and affect a successful recovery depends in part on the overall fiscal health of that community pre-disaster and its capacity to appropriate and implement post-disaster recovery funding. Following a disaster, a community is faced with extensive and often

⁹ Insurance Information Institute. "Number of Renters Is On The Rise—But Few Of Them Have Insurance." 2014. <https://www.iii.org/press-release/number-of-renters-is-on-the-rise-but-few-of-them-have-insurance-092214>.



unexpected direct costs related to emergency response services, repairs and rebuilding of infrastructure and facilities, long-term mitigation and adaptation projects, and other disaster recovery activities. In addition, indirect costs may be incurred through supply-chain disruptions, production losses due to asset losses, a reduced consumer base, and other costs resulting secondary disaster impacts on the economy. Lee County needs a robust and resilient fiscal framework and approach to managing disaster funding to recover effectively and efficiently from a disaster event.

Methodology

The Funding Streams Assessment was conducted by:

- Researching and validating Lee County’s current fiscal standing, as measured through bond rating, reserves, and insurance coverage.
- Review of County systems and processes via two workshops with attendees from 9 departments:
 - o Cost Recovery Processes Workshop
 - o Tracking Systems Review Workshop
- Structured interviews with key stakeholders to review processes for donated resources.

Assessment

Findings from the research, workshops, and structured interviews related to cost recovery are summarized in the **Community Resilience Assessment Key Findings** (above). The detailed Assessment results for this section of the *Community Resilience Assessment* are included in the December 2021 memo titled “Key Findings and Recommendations from the Cost Recovery Processes and Tracking Systems Review Workshop.” The memo elaborates on the key findings in the areas of systems management, complex Federal grants management, and cost recovery operations tools.

RECOVERY STAFFING

Overview

The Recovery Staffing section of the *Community Resilience Assessment* evaluated the capacity of the County staff to implement and maintain a recovery program. The analysis was individualized to the recovery components as established by the National Disaster Recovery Framework (NDRF) via the Recovery Support Functions (RSFs):

- Community Planning and Capacity Building;
- Economic;
- Health and Social Services;
- Housing;
- Infrastructure; and





- Natural and Cultural Resources.

This analysis was completed at a County-wide level and is not an assessment of recovery staffing capacity at a jurisdiction or department level.

Methodology

The approach to assessing capacity was standardized for each RSF, although the criteria were adapted to meet the specific needs of each RSF. The following categorizations of recovery staffing resilience were assessed:

- **Staffing and Organization:** Which County departments will lead various recovery components?
- **Qualifications and Technical Skills:** How are County departments prepared to support recovery?
- **Resources:** What internal resources and external partnerships will be leveraged to support recovery?

Each capacity per RSF was rated on a low, medium, and high scale. Data used to evaluate the recovery staffing was collected and validated through a review of County documents and resources, planning meetings with County staff, and discussions with stakeholders during recovery planning workshops. A sample assessment structure for the economic RSF is outlined below in the table below.

Table 18: Criteria for Evaluating Economic Recovery Staffing Resilience

Capacity	Criteria	Evaluation
STAFFING AND ORGANIZATION		
Recovery Staffing	Which County organization(s) are engaged in economic recovery and development?	Low: No staff identified. Medium: Some staff identified and recovery relationship may be established. High: Most or all staff identified and recovery relationship is established.
Recovery Leadership	Which County department(s) will lead coordination of economic recovery efforts?	Low: No lead department(s) identified. Medium: Lead department(s) identified but may not be aware of role. High: Lead department(s) identified and prepared to take on this role.
Recovery Management	Is there a staff person identified to lead and manage the economic recovery?	Low: No lead identified. Medium: Lead identified but not aware of role. High: Lead identified and prepared to take on this role.



Capacity	Criteria	Evaluation
QUALIFICATIONS AND TECHNICAL SKILLS		
Expertise	Do County staff have the necessary expertise (e.g., economic recovery and development, business outreach, business technical assistance) to support economic recovery?	Low: No staff identified or identified staff does not have necessary skills. Medium: Some of staff have necessary skills. High: Most or all of staff have necessary skills.
Preparedness	Have County staff participated in recovery preparedness activities (e.g., <i>Disaster Recovery Plan</i> planning process, training, exercises)?	Low: Not aware of recovery preparedness activities. Medium: Aware of role in recovery. High: Participated in recovery preparedness.
Previous Experience	Have the staff identified to support economic recovery previously worked in disaster recovery situations?	Low: No staff identified or identified staff does not have disaster recovery or transferable experience. Medium: Some have disaster recovery or transferable experience. High: All staff have disaster recovery or transferable experience.
RESOURCES		
Capacity	Is there an identified plan for staffing (e.g., backfill, surge support) in an extended disaster recovery?	Low: No approach identified. Medium: Approach identified but no formal plan established. High: Plan established.
Resources	Does the County maintain or have access to the needed resources to support economic recovery and development (e.g., economic recovery and redevelopment plans, business information networks)?	Low: No resources identified or obtained. Medium: Some resources identified and/or obtained, including necessary procedures. High: All resources obtained and/or pre-identified, including necessary procedures.
Local Partners	Does the County have local partners identified to support economic recovery?	Low: No local partners identified. Medium: Local partners identified, but no relationship is established. High: Local partners identified and relationship is established.



Assessment

The Recovery Staffing Assessment was conducted for each RSF. The table below summarizes the overall Lee County recovery staffing resilience, by averaging scores per each capacity. The variable column identifies if the generalization is standard or variable across the RSFs. The assessment was conducted as a point-in-time understanding of recovery staffing resilience at the start of the *Disaster Recovery Plan* development process, with the intention that the capacity rating would increase through the *Disaster Recovery Plan*. The scoring of recovery staffing resilience is anticipated to increase when the *Community Resilience Assessment* is next conducted alongside a *Disaster Recovery Plan* update.

Table 19: Average Lee County Recovery Staffing Resilience, at the Start of Disaster Recovery Plan Planning

Category	Capacity	Evaluation	Variable	Category Rating
Staffing and Organization	Recovery Staffing	Medium		Medium
	Recovery Leadership	Medium		
	Recovery Management	Medium		
Qualifications and Technical Skills	Expertise	High		Medium
	Preparedness	Low	☒	
	Previous Experience	High		
Resources	Capacity	High		High
	Resources	Medium	☒	
	Local Partners	Medium	☒	

The following sections provide a detailed assessment of the recovery staffing resilience of each RSF, with details and explanations as to the evaluations provided.

RSF 1: Community Planning and Capacity Building

Table 20: RSF 1 Recovery Staffing Assessment

Capacity	Criteria	Evaluation	Details
STAFFING AND ORGANIZATION			
Recovery Staffing	Which County organization(s) are engaged in community planning and capacity building for recovery?	Medium: Departments identified.	County Manager, Lee County Emergency Management, Office of Communications, County Commissioners, Grants Management, County Attorney, Lee County Innovation and Technology Department (IT), Risk Management, Lee County's Office of Equal Opportunity



Capacity	Criteria	Evaluation	Details
Recovery Leadership	Which County department(s) will lead coordination of community planning and capacity building recovery efforts?	Medium: Lead identified, but unclear if they are aware of their role.	County Manager's Office, with advisory from Lee County Emergency Management
Recovery Management	Is there a staff person identified to lead and manage community planning and capacity building for recovery?	Medium: Lead identified, but unclear if they are aware of their role.	Assistant County Manager, County Manager, or other designee, with advisory from Lee County Emergency Management
Category Evaluation		Medium Capacity	
QUALIFICATIONS AND TECHNICAL SKILLS			
Expertise	Do County staff have the necessary expertise (e.g., certifications, skills) to support community planning and capacity building for recovery?	High: Most or all of staff have necessary skills.	Staff involved in recovery have demonstrated experience in skills needed to support RSF 1.
Preparedness	Have County staff participated in recovery preparedness activities (e.g., <i>Disaster Recovery Plan</i> planning process, training, exercises)?	Medium: Aware of role in recovery.	Preparedness activities were temporarily paused due to COVID-19. Prior to 2020, staff has participated in recovery-specific exercises or trainings.
Previous Experience	Have the staff identified to support community planning and capacity building for recovery previously worked in disaster recovery situations?	High: Demonstrated experience with previous disasters.	Almost all departments were involved in Hurricane Irma recovery and COVID-19 response/recovery efforts. Most department leadership from Irma are still working at Lee County today.
Category Evaluation		High Capacity	
RESOURCES			
Capacity	Is there an identified plan for staffing (e.g., backfill, surge support) in an extended disaster recovery?	High: Plan and program established.	Backfill procedures (e.g., E-Role program, on-call program, use of temporary workers) are in place to support staffing in an extended event.



Capacity	Criteria	Evaluation	Details
Resources	Does the County maintain or have access to the needed resources to support community planning and capacity building recovery (e.g., strong political leadership, comprehensive, established external communication channels, known State and/or Federal contacts, community engagement capacity)?	Medium: Some resources identified.	<i>Comprehensive Emergency Management Plan, The Lee Plan, Joint Local Mitigation Strategy, Emergency Operations Plan, All Hazards Guide, Family Emergency Plan, LeePrepares App, Hurricane Preparedness videos, AlertLee notification system, Integrated Public Alert & Warning System, Lee Spatial Information System, LeeTV, Lee County Videos, Irma Recovery resources</i>
Local Partners	Does the County have local partners identified to support community planning and capacity building for recovery?	High: Strong relationship established.	Lee County Metropolitan Planning Organization, United Way
Category Evaluation		High Capacity	

RSF 2: Economic Recovery

Table 21: RSF 2 Recovery Staffing Assessment

Capacity	Criteria	Evaluation	Details
STAFFING AND ORGANIZATION			
Recovery Staffing	Which County organization(s) are engaged in economic recovery and development?	Medium: Departments identified.	Economic Development Office, Visitor and Convention Bureau, Lee County Sports Development
Recovery Leadership	Which County department(s) will lead coordination of economic recovery efforts?	Medium: Lead identified, but unclear if they are aware of their role.	Economic Development Office and Visitor and Convention Bureau
Recovery Management	Is there a staff person identified to lead and manage the economic recovery?	Medium: Lead identified, but unclear if they are aware of their role.	John Talmage, Director of Economic Development Office and Tamara Pigott, Director of Visitor and Convention Bureau
Category Evaluation		Medium Capacity	
QUALIFICATIONS AND TECHNICAL SKILLS			



Capacity	Criteria	Evaluation	Details
Expertise	Do County staff have the necessary expertise (e.g., economic recovery and development, business outreach, business technical assistance) to support economic recovery?	High: Most or all of staff have necessary skills.	Staff involved in recovery have demonstrated experience in skills needed to support RSF 2.
Preparedness	Have County staff participated in recovery preparedness activities (e.g., <i>Disaster Recovery Plan</i> planning process, training, exercises)?	Low: Not participated in recovery preparedness activities.	Preparedness activities were temporarily paused due to COVID-19. Staff has not participated in recent recovery-specific exercises or trainings.
Previous Experience	Have the staff identified to support economic recovery previously worked in disaster recovery situations?	High: Demonstrated experience with previous disasters.	Almost all departments were involved in Hurricane Irma recovery and COVID-19 response/recovery efforts. Most department leadership from Irma are still working at Lee County today.
Category Evaluation		Medium Capacity	
RESOURCES			
Capacity	Is there an identified plan for staffing (e.g., backfill, surge support) in an extended disaster recovery?	High: Plan and program established.	Backfill procedures (e.g., E-Role program, on-call program, use of temporary workers) are in place to support staffing in an extended event.
Resources	Does the County maintain or have access to the needed resources to support economic recovery and development (e.g., economic recovery and redevelopment plans, business information networks, access to state workforce development)?	Medium: Some resources identified.	Active website with various tools (e.g., Size Up Lee, Investment Map, performance dashboard) dedicated to supporting businesses that could be easily adapted for recovery measures. Chambers of Commerce and other partners can be leveraged to reach businesses.
Local Partners	Does the County have local partners identified to support economic recovery?	Medium: Local partners identified.	Horizon Council, Small Business Development Center, Industrial Development Authority, Southwest Regional Manufacturers Association, Port Authority, Career Source Southwest Florida (SWFL), Chambers of Commerce, Tourist Development Council, Sports Housing Bureau
Category Evaluation		High Capacity	



RSF 3: Health and Social Services

Table 22: RSF 3 Recovery Staffing Assessment

Capacity	Criteria	Evaluation	Details
STAFFING AND ORGANIZATION			
Recovery Staffing	Which County organization(s) are engaged in recovery of health and social services?	Medium: Departments identified.	Domestic Animal Services, Hearing Examiner, Human and Veteran Services, State Department of Health (pharmacies, medical supply chains)
Recovery Leadership	Which County department(s) will lead coordination of health and social services recovery efforts?	Medium: Lead identified, but unclear if they are aware of their role.	Human and Veteran Services
Recovery Management	Is there a staff person identified to lead and manage health and social services recovery?	Medium: Lead identified, but unclear if they are aware of their role.	Roger Mercado, Director of Human and Veteran Services
Category Evaluation		Medium Capacity	
QUALIFICATIONS AND TECHNICAL SKILLS			
Expertise	Do County staff have the necessary expertise (e.g., certifications, skills) to support health and social services recovery?	High: Most or all of staff have necessary skills.	Staff involved in recovery have demonstrated experience in skills needed to support RSF 3.
Preparedness	Have County staff participated in recovery preparedness activities (e.g., <i>Disaster Recovery Plan</i> planning process, training, exercises)?	Low: Not participated in recovery preparedness activities.	Preparedness activities were temporarily paused due to COVID-19. Staff has not participated in recent recovery-specific exercises or trainings.
Previous Experience	Have the staff identified to support health and social services recovery previously worked in disaster recovery situations?	High: Demonstrated experience with previous disasters.	Almost all departments were involved in Hurricane Irma recovery and COVID-19 response/recovery efforts. Most department leadership from Irma are still working at Lee County today.
Category Evaluation		Medium Capacity	
RESOURCES			



Capacity	Criteria	Evaluation	Details
Capacity	Is there an identified plan for staffing (e.g., backfill, surge support) in an extended disaster recovery?	High: Plan and program established.	Backfill procedures (e.g., E-Role program, on-call program, use of temporary workers) are in place to support staffing in an extended event.
Resources	Does the County maintain or have access to the needed resources to support health and social services recovery (e.g., case management processes and/or knowledgeable staff, school district communications networks to parents, connections to local healthcare organizations such as clinics and pharmacies, etc.)?	Medium: Some resources identified.	Case management, financial assistance (rent/mortgage/water bill, electric bill, home repair, home purchase, cremation), homelessness assistance (rapid rehousing, day resources), veteran assistance (disability comp, pensions, appeals, burial, education, health), Housing Outreach and Treatment Teams
Local Partners	Does the County have local partners identified to support health and social services recovery?	Medium: Local partners identified.	American Red Cross (ARC), Lee County School District, Medical Examiner's Office, United Way of Lee County, Community Foundations, Neighborhood Accountability Board, Lee Health, Area Agency on Aging, Beacon of Hope, Meals on Wheels, Deaf and Hard of Hearing Center, Fort Meyers Rescue Mission, Goodwill, Career Source SWFL, Humane Society, Assisted Living Facilities
Category Evaluation		High Capacity	

RSF 4: Housing

Table 23: RSF 4 Recovery Staffing Assessment

Capacity	Criteria	Evaluation	Details
STAFFING AND ORGANIZATION			
Recovery Staffing	Which County organization(s) are engaged in housing recovery?	Medium: Departments identified.	Lee County Housing Authority, Department of Community Development, Human and Veteran Services, Tax Collector



Capacity	Criteria	Evaluation	Details
Recovery Leadership	Which County department(s) will lead coordination of housing recovery efforts?	Medium: Lead identified, but unclear if they are aware of their role.	Department of Community Development
Recovery Management	Is there a staff person identified to lead and manage housing recovery?	Medium: Lead identified, but unclear if they are aware of their role.	David Loveland, Director of Department of Community Development
Category Evaluation		Medium Capacity	
QUALIFICATIONS AND TECHNICAL SKILLS			
Expertise	Do County staff have the necessary expertise (e.g., certifications, skills) to support housing recovery?	High: Most or all of staff have necessary skills.	Staff involved in recovery have demonstrated experience in skills needed to support RSF 4.
Preparedness	Have County staff participated in recovery preparedness activities (e.g., <i>Disaster Recovery Plan</i> planning process, training, exercises)?	Low: Not participated in recovery preparedness activities.	Preparedness activities were temporarily paused due to COVID-19. Staff has not participated in recent recovery-specific exercises or trainings.
Previous Experience	Have the staff identified to support housing recovery previously worked in disaster recovery situations?	High: Demonstrated experience with previous disasters.	Almost all departments were involved in Hurricane Irma recovery and COVID-19 response/recovery efforts. Most department leadership from Irma are still working at Lee County today.
Category Evaluation		Medium Capacity	
RESOURCES			
Capacity	Is there an identified plan for staffing (e.g., backfill, surge support) in an extended disaster recovery?	High: Plan and program established.	Backfill procedures (e.g., E-Role program, on-call program, use of temporary workers) are in place to support staffing in an extended event.
Resources	Does the County maintain or have access to the needed resources to support housing recovery (e.g., emergency, temporary, and long-term sheltering assessments and plans)?	Medium: Some resources identified.	<i>Existing Consolidated Plan</i> includes housing-related assessments and strategies (e.g., Housing Need Assessment, Homelessness Strategy).



Capacity	Criteria	Evaluation	Details
Local Partners	Does the County have local partners identified to support housing recovery?	Medium: Local partners identified.	Community Action Agency/Neighborhood District Committee, Community Human Services Council, Lee County Continuum of Care, Affordable Homeownership Foundation, Lee County Homeless Coalition, Lee County Housing Development Corporation, Human and Veteran Services, ARC, Salvation Army, Lee Building Industry Association
Category Evaluation		High Capacity	

RSF 5: Infrastructure Systems

Table 24: RSF 5 Recovery Staffing Assessment

Capacity	Criteria	Evaluation	Details
STAFFING AND ORGANIZATION			
Recovery Staffing	Which County organization(s) are engaged in infrastructure recovery and maintenance?	Medium: Departments identified.	Facilities Construction & Management, Fleet Management, Transportation, LeeTran, Tolls (LeeWay), Solid Waste, Utilities, Department of Community Development, IT, Communications
Recovery Leadership	Which County department(s) will lead coordination of infrastructure recovery efforts?	Medium: Lead identified, but unclear if they are aware of their role.	Utilities
Recovery Management	Is there a staff person identified to lead and manage the infrastructure recovery?	Medium: Lead identified, but unclear if they are aware of their role.	Pam Keyes, Director of Utilities
Category Evaluation		Medium Capacity	
QUALIFICATIONS AND TECHNICAL SKILLS			
Expertise	Do County staff have the necessary expertise (e.g., certifications, skills) to support infrastructure recovery?	High: Most or all of staff have necessary skills.	Staff involved in recovery have demonstrated experience in skills needed to support RSF 5.



Capacity	Criteria	Evaluation	Details
Preparedness	Have County staff participated in recovery preparedness activities (e.g., <i>Disaster Recovery Plan</i> planning process, training, exercises)?	Low: Not participated in recovery preparedness activities.	Preparedness activities were temporarily paused due to COVID-19. Staff has not participated in recent recovery-specific exercises or trainings.
Previous Experience	Have the staff identified to support infrastructure recovery previously worked in disaster recovery situations?	High: Demonstrated experience with previous disasters.	Almost all departments were involved in Hurricane Irma recovery and COVID-19 response/recovery efforts. Most department leadership from Irma are still working at Lee County today.
Category Evaluation		Medium Capacity	
RESOURCES			
Capacity	Is there an identified plan for staffing (e.g., backfill, surge support) in an extended disaster recovery?	High: Plan and program established.	Backfill procedures (e.g., E-Role program, on-call program, use of temporary workers) are in place to support staffing in an extended event.
Resources	Does the County maintain or have access to the needed resources to support infrastructure repairs and maintenance (e.g., vehicles, materials)?	Medium: Some resources identified.	Debris Management Plan, utilities management, recycling/waste programs for residents/businesses/multi-family, Construction and Demolition Debris Recycling Facility, Hurricane & Disaster Debris Management Program, construction and maintenance capacities, Fleet vehicles
Local Partners	Does the County have local partners identified to support infrastructure recovery?	Medium: Local partners identified.	Private sector construction contractors/plumbing/electricians, Florida Power & Light, South Florida Water Management District, Southwest Florida International Airport, Lee County Port Authority, Florida Department of Transportation, Lee County Electric Cooperative, Lehigh Acres Municipal Services Improvement District
Category Evaluation		High Capacity	



RSF 6: Natural and Cultural Resources

Table 25: RSF 6 Recovery Staffing Assessment

Capacity	Criteria	Evaluation	Details
STAFFING AND ORGANIZATION			
Recovery Staffing	Which County organization(s) are engaged in natural and cultural resources recovery?	Medium: Departments identified.	Department of Community Development, County Lands, Library System, Natural Resources, Parks & Recreation, Cultural Resources Department
Recovery Leadership	Which County department(s) will lead coordination of natural and cultural resources recovery?	Medium: Lead identified, but unclear if they are aware of their role.	Natural Resources Department and Library System
Recovery Management	Is there a staff person identified to lead and manage natural and cultural resources recovery?	Medium: Lead identified, but unclear if they are aware of their role.	Roland Ottolini, Director of Natural Resources and Mindi Simon, Director of Library System
Category Evaluation		Medium Capacity	
QUALIFICATIONS AND TECHNICAL SKILLS			
Expertise	Do County staff have the necessary expertise (e.g., certifications, skills) to support natural and cultural resources recovery?	High: Most or all of staff have necessary skills.	Staff involved in recovery have demonstrated experience in skills needed to support RSF 6.
Preparedness	Have County staff participated in recovery preparedness activities (e.g., <i>Disaster Recovery Plan</i> planning process, training, exercises)?	Low: Not participated in recovery preparedness activities.	Preparedness activities were temporarily paused due to COVID-19. Staff has not participated in recent recovery-specific exercises or trainings.
Previous Experience	Have the staff identified to support natural and cultural resources recovery previously worked in disaster recovery situations?	High: Demonstrated experience with previous disasters.	Almost all departments were involved in Hurricane Irma recovery and COVID-19 response/recovery efforts. Most department leadership from Irma are still working at Lee County today.
Category Evaluation		Medium Capacity	
RESOURCES			



Capacity	Criteria	Evaluation	Details
Capacity	Is there an identified plan for staffing (e.g., backfill, surge support) in an extended disaster recovery?	High: Plan and program established.	Backfill procedures (e.g., E-Role program, on-call program, use of temporary workers) are in place to support staffing in an extended event.
Resources	Does the County maintain or have access to the needed resources to support natural and cultural resources recovery (e.g., technical capabilities and equipment to conduct post-disaster ecological assessments)?	Medium: Some resources identified.	Public guidance regarding water quality and pollution personal protection procedures, hydrological monitoring capacity, surface water and groundwater monitoring and restoration, environmental preserves and recreation plans, accessibility policies, publicly-accessible computer resources and wi-fi, County-owned lands management
Local Partners	Does the County have local partners identified to support natural and cultural resources recovery?	Medium: Local partners identified.	Keep Lee Co Beautiful, SWFL Water Management District, Florida Fish and Wildlife Commission, local museums (e.g., Cape Coral Historical Museum, Lee County Black History Society), local historical societies (e.g., Captiva Island Historical Society, Estero Historical Society), local Chambers of Commerce (e.g., Greater Pine Island Chamber of Commerce)
Category Evaluation		High Capacity	

PLANS, POLICIES, AND PROCEDURES

Overview

The Plans, Policies, and Procedures section of the *Community Resilience Assessment* establishes a list of documents and policies that contribute to the success of recovery and redevelopment operations. This analysis did not consider plans for department-specific recovery operations.

Methodology

The Plans, Policies, and Procedures section of the *Community Resilience Assessment* was completed by establishing a list of documents and policies that contribute to the success of recovery operations. Each resource was evaluated based on the most recent update, identified implementation and maintenance



lead, how the resource supports recovery, and how the resource is communicated and socialized with County staff.

Assessment

The table below summarizes the analysis of Lee County resources evaluated through the *Community Resilience Assessment*.

Table 26: Plans, Policies, and Procedures Analysis

Document	Last Update	Implementation Lead	Connection to Recovery	Communication of Resource
Planning Documents				
<i>Comprehensive Emergency Management Plan</i>	2018; every 4 years	Lee County Emergency Management	Includes the <i>Hazard Index</i> and <i>Risk Assessment</i> as well as the <i>Post- Disaster Redevelopment Plan</i> and <i>Disaster Recovery Coordination</i> section, which are both replaced by the 2021 update of the <i>Disaster Recovery Plan</i> .	Shared widely including with Disaster Advisory Council (DAC) members, emergency management contacts from neighboring jurisdictions, the Port Authority, Lee Health, and local fire and sheriff's departments.
<i>Joint Local Mitigation Strategy</i>	2017; every 5 years	Lee County Emergency Management	Describes hazards and impacts. Includes priority projects to fund post-disaster, which would inform a specific post-disaster action plan.	Shared with County stakeholders, including the DAC, during each document update.
<i>Long Range Transportation Plan</i>	December 2020; every 5 years	Lee County Metropolitan Planning Organization, Department of Community Development	Identifies a long-term vision for transportation needs and services. Details initiatives and environmental justice considerations that may inform recovery and redevelopment efforts and decisions.	Shared publicly on County website and through substantial community engagement (e.g., virtual and in-person workshops, survey conducted during the plan development process).



Document	Last Update	Implementation Lead	Connection to Recovery	Communication of Resource
<i>The Lee Plan</i>	January 2021	Department of Community Development	Provides critical reference information including overall land use strategy, redevelopment stipulations, high hazard areas, and economic development considerations.	Shared with County department leaders through Department of Community Development.
Community Recovery Public Information Program	Updates in-progress; updates occur as needed	Lee County Emergency Management	Notifies residents with instructions and resources for common post-disaster recovery processes.	Shared through the <i>All-Hazards Guide</i> , LeePrepares App, public engagements, and through United Way as an official partner.
<i>Debris Management Plan</i>	June 2021; updated annually	Solid Waste Department	Describes procedures for a key component of disaster recovery, including documentation of roles, processes, and priorities in the Disaster Recovery Plan per Florida <i>Comprehensive Emergency Management Plan</i> requirements.	Shared annually with stakeholders after Plan's update.
Policies and Procedures				
Procurement Ordinance 18-22 Section 3.4	2018	County Administration or Designee	Allows for purchase of expedited commodities/services resources during emergencies, stipulates documentation protocols, and specifies protocols to follow in the event local and/or State government services are severely disrupted.	Available on County website.
Administrative Code 7	1978 – 2020	Varies depending on section; includes County Administration, Public Safety, and Risk Management	Varies depending on section. Most critical connections include the establishment of an emergency permitting system to expedite repair/restoration /rebuilding and rules for implementing development hurricane mitigation techniques.	Available on County website; circulated with County Departments during ordinance updates.



Appendix D: Case Management

Case management is a method of providing services whereby the case manager assesses the needs of the survivor and develops a Recovery Plan with the survivor to address those needs. Case management involves both the survivor (i.e., client) and the resources utilized to support them. Figure 11 details the overall approach to case management and how response and recovery entities coordinate in the process. The chart in Figure 12 outlines how the individual cases are managed during recovery.

Figure 11: Case Management Process for Disaster Recovery Structure

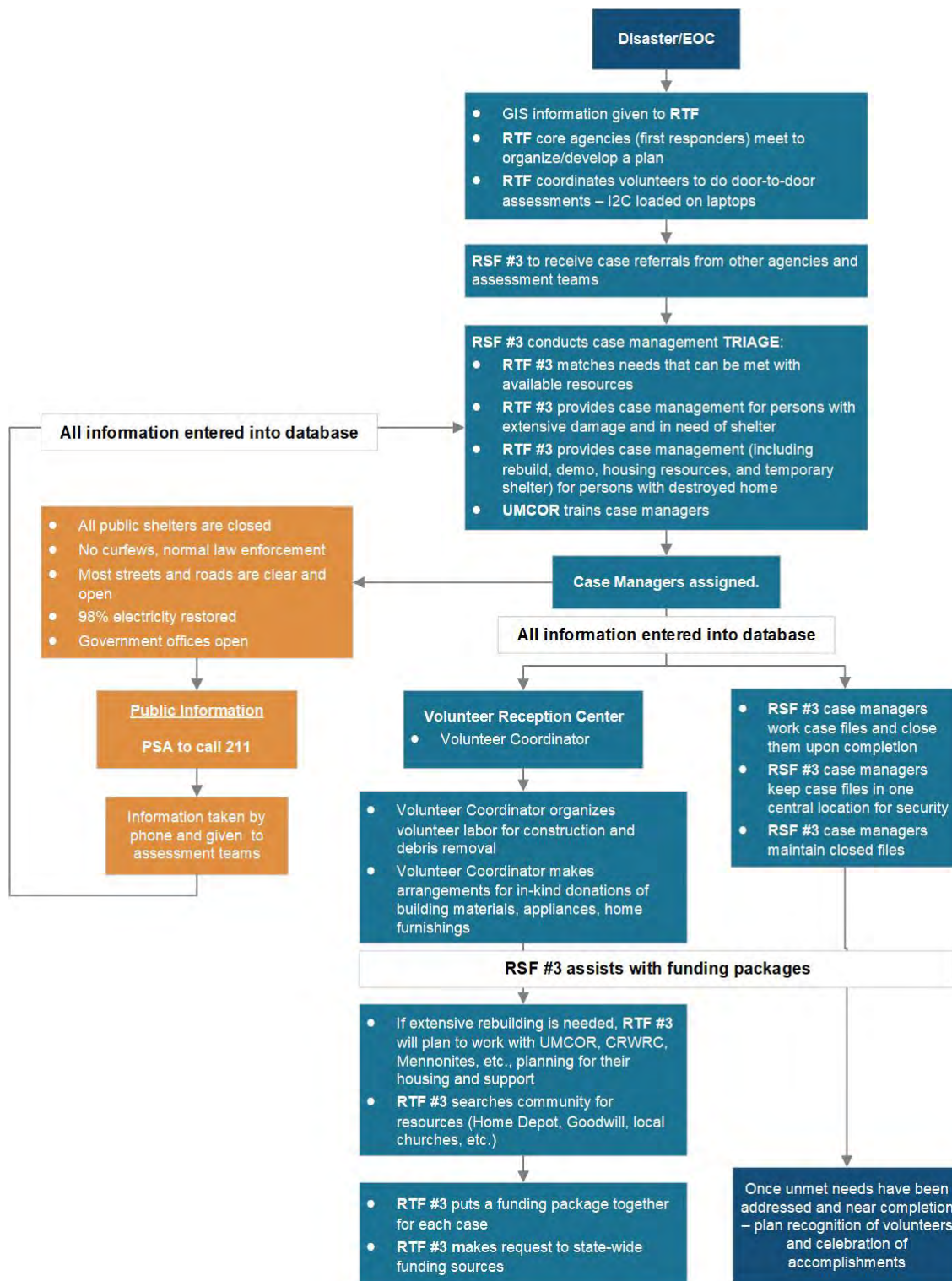
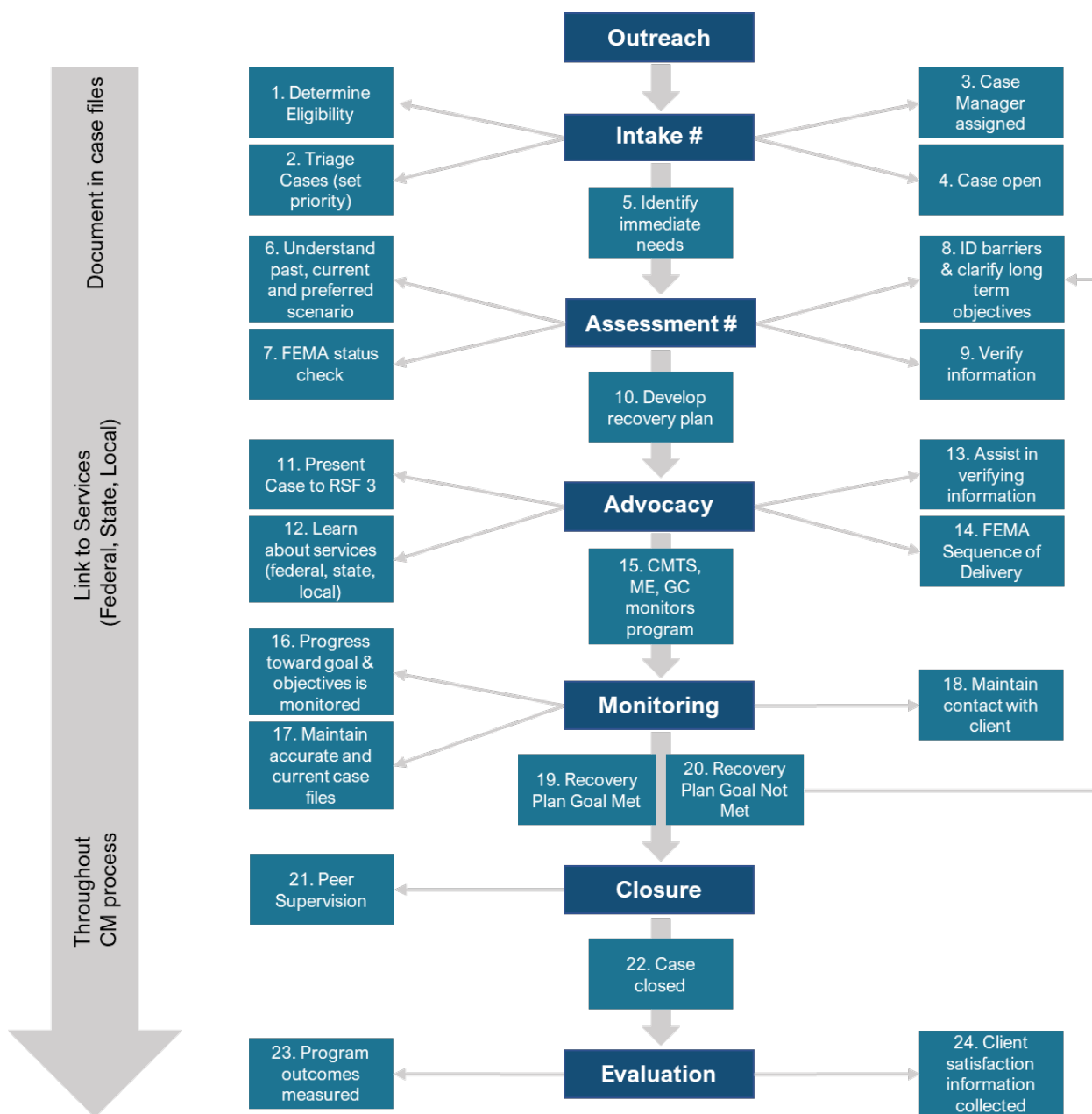


Figure 12: Case Management Process for Individual Cases



CM: Case Management
 CMTS: Case Management Technical Supervisors
 GC: Grants Compliance
 ME: Monitoring and Evaluation
 RSF 3: Recovery Support Function 3