



November 29, 1999

Mr. Joseph F. Myers, Director  
Department of Community Affairs  
Division of Emergency Management  
2555 Shumard Oak Boulevard  
Tallahassee, Florida 32399-2100

Re: City of Cape Coral Fire, Rescue and Emergency Services Department  
Emergency Management Competitive Grant Program Application  
Emergency Operations Center Equipment

Letter of Transmittal

Dear Mr. Myers:

Enclosed are an original and five copies of the City of Cape Coral's Emergency Management Competitive Grant Program application requesting \$158,147 from the Emergency Management Preparedness and Assistance Trust Fund. The City proposes to purchase high-technology equipment needed to operate a newly constructed Emergency Operations Center to ensure continuity of government in a disaster.

My signature on this application as well as the allocation of staff time outlined in this proposal show the City's commitment to perform and complete the project within the time frame of the grant. Construction of the Emergency Operations Center is scheduled to be completed in December 2000.

The City of Cape Coral is the only entity involved in this project and only the individuals identified in this grant proposal are authorized to coordinate any activities pertaining to it for the City and the Fire, Rescue and Emergency Services Department. This application is made without collusion with any other entity submitting an application and is, in all respects, fair and in good faith, without fraud or collusion.

As Mayor of the City of Cape Coral, I have full authority to bind the City to the terms of this grant proposal.

Thank you for considering our funding request.

Sincerely,

Roger G. Butler  
Mayor

Enclosures

EMPA COMPETITIVE GRANT APPLICATION

TITLE PAGE

TITLE OF PROJECT Emergency Operations Center Equipment

AMOUNT REQUESTED FROM STATE \$ 158,147

AMOUNT MATCHING FUNDS COMMITTED \$ 1,508,292

This is an application for a competitive grant under (indicate ONLY one):

- 1) Emergency Management Competitive Grant Program, or  
 2) Municipal Competitive Grant Program

The application is submitted for consideration in the following category (select ONLY one):

- 1) A project that will promote public education on disaster preparedness and recovery issues.  
 2) A project that will enhance coordination of relief efforts of statewide private sector organizations, including public-private business partnerships.  
 3) A project that will improve the training and operations capabilities of agencies assigned lead or support responsibilities in the State Comprehensive Emergency Management Plan.  
 4) A project that will otherwise further state and local emergency management priorities identified in the Notice of Fund Availability.

APPLICANT INFORMATION:

Name of Organization: City of Cape Coral, Fire, Rescue and Emergency Services Department

Address of Organization: P. O. Box 150027  
Cape Coral, Florida 33915-0027

E-mail address: [ccfire@capecoral.net](mailto:ccfire@capecoral.net)

Name of Chief Elected Official: Roger G. Butler, Mayor

Name of Chief Administrative Officer: S. W. Daignault, P.E., City Manager

Name of Applicant Contact: Carolyn Nelson

Title of Applicant Contact: Emergency Management Planner

Telephone Number of Applicant Contact: (941) 574-0510

Federal Employee Identification (FEID) Number: 59-1312996

AUTHORIZED SIGNATURE [**Must comply with 9G-19.008(7),FAC., or application will not be scored**]:

Signature: \_\_\_\_\_

Title: Mayor

City of Cape Coral  
Emergency Management Competitive Grant Application

TABLE OF CONTENTS

<u>Section</u>	<u>Page No(s).</u>
Organizational Profile.....	1
Project Narrative.....	3 - 21
Project Budget.....	16 - 18
Matching Funds.....	19
Appendices.....	
Appendix A Florida Statute 252.....	22 - 24
Appendix B State of Florida CEMP Excerpts.....	25 - 26
Appendix C Storm Surge Risk Map.....	37
Appendix D Tornado Situation Reports.....	38 - 44
Appendix E Critical Facility Survey Report.....	45 - 50
Appendix F Ordinance No. 38-99- EOC Bond Issue Authorization, Site Plan and Rendering.....	51 - 58
Appendix G Presidential Declaration.....	59 - 61
Appendix H Emergency Response Institute, Inc. Contract.....	62 - 68
Appendix I City Government Center Construction Schedule and Certification Letter.....	69 - 70
Appendix J Resumes.....	71 - 75
Appendix K City of Cape Coral FY 1998-99 Budget Highlights – Assessed Property Value.....	76 - 77
Appendix L Lee County’s Letter of Consistency.....	78
Appendix M Lee County’s CEMP Excerpts.....	79 - 86
Appendix N City of Cape Coral Emergency Management Plan Excerpts.....	87 - 91
Appendix O Financial Commitment – Matching Funds - Bond Issue Document.....	92
Appendix P Construction Cost Attestations and Methods and Approach Certification.....	93 - 95

## Cape Coral Fire, Rescue and Emergency Services Department

### Organizational Profile

Established in 1962, the Cape Coral Fire, Rescue and Emergency Services Department (Department) provides fire protection and first responder care to nearly 100,000 residents in Cape Coral.

Besides fire fighting and first responder care, the Department provides rescue, hazardous materials, marine rescue, marine fire fighting, quick water rescue, scuba recovery, fire inspections, fire investigations, public education and weather-related emergency services.

In 1996, the Department implemented its Community Emergency Response Team Program. One hundred (100) citizens are now prepared to provide the City with additional resources if a major emergency occurs.

The Divisions of Administration, Support Services and Operations comprises the Department's operating structure. The Department maintains seven (7) stations, 27 vehicles and four (4) boats for fire fighting, rescue, hazardous materials and water supply purposes. In addition, there are 14 administrative use vehicles.

The Department has a staff of 140 full-time employees. One hundred twenty (120) are emergency medical technicians and nine (9) are paramedics.

Future growth has necessitated the construction of another fire station and an Emergency Operation Center. Both are scheduled for completion in FY 1999.

See organizational chart on the following page.

## SECTION IV SCORING CRITERIA DETAIL

- 1. Clearly identify a demonstrated state or local emergency management need and explain how this project will address it. If applicable, identify which emergency management priority, as identified in the Notice of Fund Availability, the project addresses. Clearly link the project to the priority.**

The responsibility for safeguarding the lives and property of its citizens is placed on the political subdivisions within the state of Florida, Florida Statute 252.38. In an effort to ensure the effective and orderly government control and coordination of emergency operations in emergencies, Florida Statute 252.38(1)(a) further states that counties are required to develop county emergency management plans and programs within their jurisdictions. They are also given the responsibility under Florida Statute 252.38(1)(c) to serve as liaisons and to coordinate municipality's requests for state and federal assistance during post-disaster emergency operations.

Section 2 of the Statute encourages municipalities to establish emergency management programs and to coordinate those programs with the county emergency management agency.

The emergency management need for direction, control and coordination of emergency operations through an Emergency Operations Center is established by Florida Statute 252.38 (3)(a)(3) that states, in part, that counties shall have the authority, as a political subdivision of the state, to establish a primary and one or more secondary Emergency Operations Centers to provide continuity of government.

See Appendix A for documentation to support Florida State Statutes referenced in this section.

Section IV, Methods and Operation, Basic Plan, Page 10 of the State's Comprehensive Emergency Management Plan states:

*"The State of Florida utilizes a bottom-up approach in all phases of emergency management, with emergency activities being resolved at the lowest possible level of government. Thus, the resources of municipal, county, state and the federal governments are utilized in this sequential order to ensure a rapid and efficient response. Each level of government, upon requesting assistance from the next level of government, must ensure that local resource requirements have been exceeded."* Appendix B.

Being a municipal coastal community of 114 square miles on the Gulf of Mexico, the City of Cape Coral is highly vulnerable to major disasters such as hurricanes,

tornadoes, floods and, during dry season, brush fires. Cape Coral's population is expected to grow to 100,000 residents by year 2000, making it the largest coastal community in Lee County and second in land mass size to Jacksonville, Florida. Four hundred miles of both saltwater and freshwater canals surround the City. The saltwater canals drain into Matlacha Pass and the Caloosahatchee River, both flow into the Gulf of Mexico. In addition, the City has freshwater canals that are subject to overflow and could cause flooding in a very heavy rain event, such as a hurricane. Should Cape Coral become subject to the high rising waters coming from a category 3 hurricane, 95,000 residents will be affected; from a category 2 hurricane, approximately 65,000 people will need to be evacuated. Even in a category 1 storm, residents in the immediate coastal areas will need to be evacuated. See Storm Surge Risk Map in Appendix C.

Violent thunderstorms, hurricanes, tornadoes, fires, flood and man-made disasters are becoming an ever-increasing threat to the City of Cape Coral. The City has been threatened by four major hurricane strikes Since 1995 and has been included in four Presidential Emergency Declarations, with the most recent ones being Hurricane Floyd in September 1999 and Hurricane Irene in October 1999.

In September 1996, a tornado touched down in southwest Cape Coral (a moderately populated area), and damaged 92 single-family homes causing more than \$250,000 in property damage; eighty-seven homes received minimal damage and five received major damage. Again in June 1997, a tornado touched down in a heavily populated area of southeast Cape Coral causing damage to over eighty homes and resulted in approximately \$220,000 in property damage. See Situation Reports in Appendix D.

The City currently utilizes Fire Station No. 5 as its interim Emergency Operations Center (EOC). It is an impaired facility with inadequate space to conduct efficient emergency operations. It is located on Diplomat Parkway in northeast Cape Coral in a Category 3 storm surge area. This is a fully staffed and equipped fire station, housing an engine, a rescue and water tanker truck with a staff of three to four firefighters. According to the Critical Facility Survey Report dated September 27, 1996, in its current status, Fire Station No. 5 is a building that is relatively vulnerable to hurricane effects primarily due to windows, doors and roof weather membrane. This report also stated that the station will receive damage to windows, doors and roof weather membrane in a moderate hurricane event, and its ability to function as a critical facility impaired. A copy of this report is included in Appendix E.

EOC operations are conducted in the dayroom area of this facility that only provides approximately 25 feet by 25 feet of usable working space for 20 to 25 emergency management staff members and equipment. It is not equipped with sleeping quarters or other provisions able to meet the needs of emergency management employees stationed within the EOC.

During the 1998 and 1999 presidential emergency declarations, the City conducted these emergencies from this facility.

Activation of the interim EOC is a cumbersome process which involves the disconnection and removal of equipment (computers, faxes and copiers) from the Fire Department Headquarters (Station No. 4), transport and reinstallation at the interim EOC, which also disables fire headquarters administration. This process takes four to six hours and is a major hindrance to the efficient setup of the command center to manage an event, thus, delaying direction and control functions of emergency operations and information coordination with Lee County as well as dissemination of information to concerned citizens. Deactivation requires deinstallation of all equipment and reinstallation at Fire Station No. 4.

Therefore, the City's goal is to provide a suitable EOC equipped with high quality equipment in order to operate efficiently during response and recovery operations during and after disasters. On August 23, 1999, the City Council of the City of Cape Coral approved Ordinance No. 38-99, which authorized the issuance of \$17 million in bond obligations to finance the construction of a new City Government Center, which includes an Emergency Operations Center. See Ordinance No. 38-99 and Exhibit A (Description of the Project) in Appendix F. The new EOC fulfills only one part of the City's goal. Communications and computer equipment necessary to ensure an efficient incident operation is still needed.

Also in Appendix F is a rendering and site plan for the proposed City Government Center. A rendering of the 8,105 square-foot EOC is not completed at this time.

The City of Cape Coral proposes to purchase high-technology communications and computer equipment and an entry identification system necessary to operate an efficient Emergency Operations Center in order to carry out immediate and future emergency management needs of the City.

This equipment is critical in order to maintain communications, command, coordination and decision-making functions of the EOC during pre-disaster, response and recovery operations. A list of equipment needs is included in the Budget Section of this proposal. Included in this list are: 800 MHz base radios; a VHF base radio; computers, printers and software that incorporates the Emergency Support Functions (ESFs); EM2000 software; a computer server; an outside weather station; audio visual equipment (televisions, VCRs, projection television with a 100" motorized screen, a podium; satellite telephone, and desk top telephones); and a picture identification system similar to Lee County's.

This project will address the State's identified need by:

1. Providing direction control and coordination of an emergency operation through an Emergency Operations Center;
2. Encouraging emergency management programs at the municipal level of government and implements the state's "bottom-up approach" to emergency operations;
3. Providing continuity of government; and
4. Efficient and improved communication capability with Lee County's EOC.

The EOC will be equipped with high-quality communications equipment that will enable the City to provide citizens with quick, adequate and up-to-date information about a pending disaster as well as communicate with Lee County emergency management personnel during response and recovery operations. The City will be self-sufficient and rely less on county resources; therefore, maintaining effective direction and control of emergency situations utilizing municipal resources first.

This project addresses emergency management Priority Area B, Citizen Warning and Community Neighborhood (Outreach) identified in the Notice of Fund Availability.

The Emergency Operations Center will also serve as a training facility. It will be fully equipped with communications equipment that can track and receive information on impending disasters (hurricanes) and hazardous incidents (chemical spills) and disseminate this information to citizens. CERT (Community Emergency Response Team) volunteers and City employees who will answer citizen's questions via telephones will staff the City of Cape Coral's Citizen Information Hotline. The Hotline is normally activated 72 hours prior to a storm's predicted landfall.

The new EOC will be furnished with communications equipment such as televisions, computers and other electronic equipment that is conducive to training. It will be used to conduct CERT training classes to teach citizens to be proactive in disaster response and recovery and not rely totally on the City's emergency services that maybe taxed to the limit after a disaster. City employees will be trained in damage assessment, disaster response and recovery, and shelter management and staffing. The EOC can also be utilized as a training facility for the State's emergency management classes.

Without centralized coordination through the EOC, emergency operations (activation) in the City will continue to be slow and inefficient, which delays the safeguarding of the lives and property of Cape Coral's citizens. Implementation of this project will eliminate the inefficiencies of the EOC activation procedure currently in place.

**2. Discuss the extent to which the proposed project meets a demonstrated emergency management need or priority within a jurisdiction included in a presidential disaster/emergency declaration with the 24 months prior to the date of the Notice of Fund Availability.**

Cape Coral, a municipality within the jurisdiction of Lee County, was included in one presidential declaration declared for Florida in the past 24 months. The City of Cape Coral and Lee County were included in the presidential declaration for Hurricane Georges in September 1998 (FEMA-3131-Em-FL). A copy of the letter of declaration is in Appendix G.

Fortunately, Hurricane Georges passed west of Cape Coral. However, the City undertook pre-storm emergency protective measures. During this emergency, City leaders, the City's Emergency Management Director and team realized the need for a more defined comprehensive emergency management plan and an immediate need for a fully-equipped facility to conduct emergency operations.

The City hired a consultant this year to write a Comprehensive Emergency Management Plan. Currently in-progress, this project is scheduled for completion in April 2000.

See contract with Emergency Response Institute, Inc. in Appendix H.

Having to move equipment from Fire Administration Headquarters to the interim EOC made setting up the command center during Hurricane Georges' approach toward Lee County quite cumbersome; thus, hindering direction, control, communication and coordination efforts. In addition, Fire Administration was left without essential communications equipment.

Therefore, this project will ensure the City has a fully equipped, centralized EOC and the capacity to establish response and recovery operations by having an immediate direct line of communication with field operations, Lee County and citizens.

This proposed project has not been submitted for funding from the federal Public Assistance Program or Hazard Mitigation Program.

**3. Identify the immediate tangible emergency management benefits (short term projects, i.e. – 12 months or less in duration), or reasonable expectation of long-term emergency management benefits coupled with the availability of resources (other than this grant amount) to continue implementation of the project past the term of the award (long term projects, i.e. – duration of longer than 12 months).**

This is a short-term project with both short and long term benefits. The project is expected to take twelve months to complete. The proposed equipment can be ordered and delivered within 120 days after the grant is awarded (computer equipment, computer software, radios, audio visual equipment and desktop telephones will take approximately 30 to 60 days). The equipment will have to be stored until the construction on the EOC is completed in December 2000. All equipment is expected to be installed by January 2001. This timetable is well within the timeframe of the grant.

In the short term, the immediate tangible emergency management benefit to the City of Cape Coral is a fully equipped EOC with adequate space and equipment that will enhance the City's operability in the event of an emergency. Directly, the EOC will have dedicated equipment in a central location that will enable emergency management personnel to have readily available resources to quickly receive and disseminate information pertaining to an emergency situation. Indirectly, the proposed project will improve coordination with and reduce the amount of resources needed from Lee County for response and recovery operations. It will also enhance the training capabilities of the City. The equipment can be used to train City emergency employees in damage assessment and in response and recovery operations; the Community Emergency Response Teams (CERTs) can be trained to be proactive in disaster situations. The EOC will provide a facility where CERT members can staff the citizen's emergency hotline operation, which will relieve the non-emergency calls on the City's 911 system.

The state and local emergency management objectives that will be furthered by this project are:

1. Effective and orderly government control and coordination of emergency operations;
2. Direction, control and coordination of emergency operations through an EOC;
3. continuity of government;
4. The utilization of local resources to respond to and recover from a disaster (the bottom-up approach);

5. The continuous flow of information to incident command from a disaster scene to improve decision making; and
6. Enhanced communication capability with Lee County's EOC.

The long-term benefit of this project is the capability of the City of Cape Coral to safeguard the lives and property of its citizens in emergency situations. The City will have a fully equipped EOC that will improve emergency field operations and information dissemination for many years. The building has an expected life of 30 or more years and the equipment will help to enhance the City's existing long-term Emergency Management Program.

Project Milestones

Emergency Management Grant awarded and contract signed 2000	April
EOC construction starts 2000	July
EOC equipment ordered, delivered and stored	August 2000
EOC construction completed 2000	December
EOC equipment installed	January 2001
EOC fully operational 2001	January

A construction timetable for the City Government Center is included in Appendix I.

This project is expected to be completed within twelve months and will enhance an already established longer-term emergency management program. The City of Cape Coral, after Hurricane Andrew in 1992 and in response to the State's goal to involve municipalities in emergency management planning and programs, wrote a Hurricane Emergency Management Plan. After identifying the need to expand upon its planning efforts, the City is in the process of writing a Comprehensive Emergency Management Plan. The City established a CERT Program in 1996. Now, after the Hurricane Georges incident, Cape Coral is building and equipping an Emergency Operations Center where emergency operations can be carried out efficiently. The City hired a full-time emergency management planner in 1997 to coordinate this function. See resumes in Appendix J.

**4.b. Discuss the number of persons in the target area in Florida whose emergency management needs will directly benefit from the project.**

The entire City of Cape Coral (100%) is the target area for this project. The City of Cape Coral's Department of Community Development (DCD) reported that the City's permanent population is 98,241 residents (as of November 1, 1999) and its in-season population is 113,493 residents. These residents own \$3.7 billion in property in tax year 1999 (City of Cape Coral FY 1998-99 Budget Highlights), Appendix K.

The City's permanent residency is expected to grow to over 100,000 in 2000.

DCD also reported that 96% (95,000) of the City's population is threatened by a Category 3 storm. The Southwest Regional Planning Council estimates that 21% of that population (19,658) would seek public shelter. Another 65% are located in the Special Flood Hazard Area (V and A Flood Zones) defined by FEMA's Flood Insurance Rate Map (FIRM).

The City's growing residency will need updated and reliable information on all impending emergency situations. This project will allow the City to improve its citizen warning capabilities by having the equipment necessary to provide this imperative service.

**5. Describe the project's consistency with the State Comprehensive Emergency Management Plan and any applicable local comprehensive emergency management plans.**

The following describes the project's consistency with the State's Comprehensive Plan (all documentation is included in Appendix B):

I.A. Purpose, Basic Plan, Page 1:

*The CEMP establishes a framework for an effective system of comprehensive emergency management, the purpose of which is to:*

- 1. Reduce the vulnerability of people and communities of this state to loss of life, injury, or damage and loss of property resulting from natural, technological or man-made emergencies, catastrophes, or hostile military or paramilitary action;*
- 2. Prepare for prompt and efficient response and recovery activities to protect lives and property affected by emergencies;*
- 3. Respond to emergencies using all systems, plans and resources necessary to preserve the health, safety and welfare of persons affected by the emergency;*
- 4. Recover from emergencies by providing for the rapid and orderly implementation of restoration and rehabilitation programs for persons and property affected by emergencies ;*

A fully equipped EOC in the City of Cape Coral addresses all of the basic purposes of the State's CEMP. Cape Coral, a municipality, will have available resources to ensure a quick, orderly and efficient response and recovery operation. The EOC and the equipment proposed in this project will provide a centralized location where decision-making and dissemination of information operations can be achieved. Therefore, reducing citizen vulnerability to loss of life and property.

II. B. Hazard Analysis – Basic Plan, Sections 1, 2, 3, 4, and 11, Pages 3-4:

*The people, infrastructure and environment of the State of Florida are vulnerable to a host of hazards including hurricanes and tropical storms, tornadoes, lightning, flooding and wildfires. The CEMP states that Florida is the most vulnerable state in the nation to the impacts of hurricanes and tropical storms ... and the greatest threat to life and property associated with a hurricane and tropical storm is the storm surge. Other effects include high winds, tornadoes and inland flooding associated with heavy rainfall that usually accompany those storms.*

The Plan also states:

*That Florida leads the nations in lightning related deaths and injuries... and that seventy-three percent of the total acreage of the state is regularly protected by the Division of Forestry and/or federal fire control personnel.*

The City of Cape Coral is threatened by all of these disasters, particularly storm surge. As stated in Question 4b., the City's DCD reported that 96% of the City's population is threatened by a Category 3 storm surge. The Southwest Regional Planning Council estimates that 21% of that population (19,658) would seek public shelter. Another 65% are located in the Special Flood Hazard Area (V and A Flood Zones) defined by FEMA's Flood Insurance Rate Map (FIRM). The City was hit by tornadoes in 1996 and 1997 that caused over \$200,000 in property damage for each occurrence. This year, over 2,000 acres in the scarcely populated Northeast section of the City were burned by wildfires.

In emergencies such as these, and EOC will be the central point of communications. Informing the general public of the need to take pre-storm measures to protect their property and their lives (by evacuating) is essential to reducing the amount of damage and destruction that can occur in these disasters. Communications with field staff and coordination with Lee County also enhance recovery operations.

## II. C. Planning Assumptions, Sections 1, 2, 3, and 5, Basic Plan Page 7:

1. A disaster may occur with little or no warning, and may escalate far more rapidly than the ability of any single local response organization or jurisdiction can handle.
2. Achieving and maintaining effective citizen and community preparedness reduces the immediate demands on response organizations....
3. Local governments will utilize available resources fully before requesting state or federal assistance.
4. Initially, local emergency management agencies will focus on lifesaving activities. Local government officials will work toward reestablishing order and control in the disaster area....

An EOC is an effective tool for the City of Cape Coral to accomplish overall emergency preparedness, improve response and recovery operations, and create better coordination with county EOC operations. It enables the City to safeguard the lives and property of its citizens through an efficient, centralized citizen warning operation by utilizing its own resources first.

### III. Responsibilities – State Government, Section C1, Basic Plan, Page 1:

*The government of the State of Florida is responsible for developing an emergency management organization at the state level involving all governments, private and volunteer organizations that have responsibilities in comprehensive emergency management within Florida.*

The City of Cape Coral is a municipal government within the State of Florida. Therefore, this project will indirectly support the State's responsibility for emergency management operations by coordinating emergency response and recovery operations through Lee County government.

### IV. Method of Operations, Sections A. and B.7., Basic Plan, Pages 10 and 17:

*A. General – The State of Florida utilizes a bottom-up approach in all phases of emergency management, with emergency activities being resolved at the lowest possible level of government. Thus, the resources of municipal, county, state and the federal government are utilized in this sequential order to ensure a rapid and efficient response. Each level of government, upon requesting assistance from the next level of government, must ensure that local resource requirements have been exceeded.*

Cape Coral, a municipality and lowest level of government as defined by the State of Florida, will be self-sufficient and can conduct emergency response and recovery operations from its own EOC.

The City will be able to quickly set up a command center after activation where direction, control and coordination of emergency operations can be conducted effectively and orderly.

#### *B. Coordination, Direction and Control*

*7.a.1. Communications – The DEM operates a 24-hour emergency communications center at the SEOC. This center, the “State Warning Point” (SWP), provides the state with a single communications point to disseminate warnings to federal, state and local government officials of potential or developing emergencies by all available methods.*

The equipment purchase proposed in this project will enable the City to send and receive information from Lee County, and Lee County will coordinate information with the State's EOC.

### VI. Continuity of Government, Basic Plan, Page 30:

*Continuity of Government (COG) is an essential function of emergency management and is vital during an emergency/disaster situation. All levels of government (federal, state, and local) share a constitutional responsibility to preserve the life and property of its citizenry....*

Having a fully equipped EOC will allow the City of Cape Coral to share this constitutional responsibility to preserve the life and property of its citizens.

Consistency with Lee County's Comprehensive Emergency Management Plan (CEMP)

The project meets the consistency of Lee County's (CEMP). See letter of consistency from Lee County government in Appendix L.

All other references made to Lee County's CEMP are found in Appendix M.

Following the State's lead, Lee County also utilizes the "bottom-up approach" to emergency management within its jurisdiction. The City of Cape Coral, a municipality within the jurisdiction of Lee County, is a geographic Division under Lee County's Incident Management System (Section 4 – Direction and Control, pages 63-64, Lee County's CEMP). Also see Figure 4-1, Map 4-1 and Table 4-1 in Appendix M. As a geographic Division, the City of Cape Coral has the responsibility to coordinate response operations with the county and to establish its own management structure, written plans and procedures to carryout response operations (page 64 of Lee County's CEMP). The City also operates as a Multi-Agency Coordinating Center and also may be activated to manage response and recovery activities in a catastrophic disaster situation (page 64 of Lee County's CEMP).

Under the Notification and Warning Dissemination Section, Page 65, of Lee County's Plan:

*Lee County maintains notification and warning programs to assist response agencies in establishing proper incident management structure as well as to warn the general public and special warning recipients of impending or actual incidents...this includes bomb threats, hostage situations, explosions, hazardous materials incidents, vehicle accidents, mass casualty incidents, structure fires, and severe weather (hurricanes, tropical storms, stormwater flooding, high winds, tornadoes, lighting). City operated dispatch centers in Cape Coral, Fort Myers and Sanibel offer similar notification services for their jurisdictions.*

*Lee County EOC also serves as the County's Warning Point for severe weather emergencies such as flooding and high winds. Warnings are disseminated to the following individuals or agencies: ...governmental ... agencies assigned responsibilities in this plan.*

Having an EOC with the proper communications equipment, improves the City's capabilities, as a Division of Lee County's Incident Management System, to coordinate response and recovery operations with Lee County. It enables the City to receive information from the County and disseminate warning information to residents within its geographical division – as required by Lee County.

#### Consistency with the City's Emergency Management Plan

See Appendix N for references made to the City's Emergency Management Plan.

The City has responsibility for pre-disaster preparation and coordination and accepts the responsibility for the safety and protection of the people and property located within its political jurisdiction... (Section I.D.1. - Executive Responsibilities, Emergency Management Plan).

Section 4 and Section 6 of the City's Emergency Management Plan require the EOC to receive a continuous flow of information to incident command from a disaster scene in order to make valid judgments and decisions, and decisions made by the EOC command to be transmitted to operational and field units at the disaster scene. Cape Coral's Plan also assigns the following primary functions to the EOC: command, control, operations, planning, logistics and administration. See the Incident Management System Tables in Appendix N.

The Emergency Operations Center addresses the City of Cape Coral's Comprehensive Emergency Management Plan by providing a central location where the primary emergency management functions (operations, logistics, planning and administration) along with communication, command and control can be conducted.

## **6. Discuss why this particular method and approach was chosen.**

In 1999, City emergency management representatives (Fire Chief Charles Johnson and Operations Division Chief Bill Van Helden, who also serves as the Emergency Management Coordinator), toured established Emergency Operation Centers in the state of Florida, and visited with key staff of the state Division of Emergency Management to determine the best approach to address the need for this project. They visited Broward County's EOC (the designated state alternate EOC), the City of West Palm Beach's EOC and the State of Florida's EOC. After reviewing reports prepared by the City's emergency management team, City leaders decided that the best approach was to follow the precedence that has already been set throughout the emergency management community - construction of a new EOC with updated high-quality communications equipment.

See letter of Certification of methods and approach from Charles Johnson, Emergency Management Director, in Appendix P.

The Cape Coral's EOC incorporates building code standards established by both Dade County and Broward County following Hurricane Andrew. See letter with attachment from Helen Stallkamp, the City's Director of Community Development in Appendix I. The proposed equipment purchase is also similar to equipment used by Broward County and Lee County.

Utilizing Cape Coral Hospital facilities was one other alternative that was discussed by City Council. However, the drawbacks to this choice included: space requirements, not a City owned and controlled facility and building codes not meeting standards set by Dade County after Hurricane Andrew.

The new EOC will be built to meet 175 miles per hour wind load, with no windows and no surrounding trees. In addition, it will have kitchen facilities, sleeping quarters and restroom facilities. During periods of non-emergencies, it will provide office space for the emergency management planner and the City's 911 emergency dispatch system and employees.

This project addresses the emergency management need to establish direction and control of an emergency event through an emergency operations center. The project will ensure that the City has readily available communications equipment in a centralized location in order to quickly set up and maintain citizen warning operations and to coordinate information with Lee County Emergency Operations Center.

This section describes the budget for the proposed project using the format requested in this application packet.

**Proposed Budget**

EXPENDITURE CATEGORIES	Cash Match A	In-kind Services Match B	Total Grantee Cost A+B=C	EMPA Award D	Total Project Cost C+D=E
1. SALARY AND BENEFITS	0	6,742	6,742	0	6,742
2. OTHER PERSONAL/CONTRACTURAL SERVICES	0	0	0	0	0
3. ADMINISTRATIVE EXPENSES	0	450	450	0	450
4. EXPENSES	0	1,100	1,100	0	1,100
5. OPERATING CAPITAL OUTLAY	0	0	0	0	0
6. FIXED CAPITAL OUTLAY	1,500,000	0	1,500,000	158,147	1,658,147
TOTAL EXPENDITURES	1,500,000	8,292	1,508,292	158,147	1,666,439
PERCENTAGES	90.5%	.50%	91%	9%	100%

**NARRATIVE EXPLANATION AND JUSTIFICATION OF LINE ITEMS:**

1. Salary and benefits:

This amount represents time and effort of key personnel who will participate in the project's implementation:

Charles Johnson, Fire Chief and Emergency Management Director  
(10 hours @ \$40.33)

\$

403.30

Bill Van Helden, Operations Division Fire Chief and Emergency Management Coordinator

(40 hours @ \$31.42)  
1,256.80  
Carolyn Nelson, Emergency Management Planner  
(200 hours @ \$16.67)  
3,334.00

Total Salaries  
\$4,994.10  
Fringe Benefits (35%)  
1,747.94  
Total Salary and Fringe Benefits

\$6,742.94

The Emergency Management Director, the Emergency Management Coordinator and the Emergency Management Planner are the key employees for this project. The Emergency Management Director will oversee the project. The Emergency Management Coordinator will oversee the selection and installation of the equipment. He will also make decisions pertaining to the vendors. The Emergency Management Planner will provide administrative support to the Emergency Management Director and the Emergency Management Coordinator. She will be responsible for ordering the equipment, coordinating delivery, storage and installation in concert with the General Contractor, vendors and City Information Technology Systems support staff.

2. Other Personal/Contractual Services:

None.

3. Administrative Expenses:

The Emergency Management Planner will have responsibility for grant administration. Twenty hours are allocated to this function.

4. Expenses

Funds are allocated for telephone, fax, postage, photocopying and office supplies.

5. Operating Capital Outlay

None.

6. Fixed Capital Outlay

Emergency Operations Center construction costs (8,105 square feet) and communications equipment. See Equipment List and justification on the following page.

**7. Identify applicant's project match. Provide documentation.**

The City of Cape Coral proposes to match the \$158,147 in grant funds received from the Emergency Management Preparedness and Assistance Trust Fund with Capital Improvement Revenue Bonds issued October 1999. The cash match, a \$15.5 million revenue bond issue, will cover the cost to construct the entire City Government Center. The EOC construction cost is expected to use \$1.5 million of these revenue bonds. EOC equipment costs are not included in the construction contract or the bond issue.

See letter of financial commitment from the City's Director of Financial Services and the bond issue prospectus in Appendix O. Attestations of construction cost from the General Contractor and the City's Director of Public Works is included in Appendix P.

The in-kind services match of staff time for project implementation and grant administration is projected to be \$8,292 - for a total match of \$1,508,292.

The City's match is 91% of total cost; the grant's portion is 9%. No other funds have been applied for or received to fund this project.

## **8. Discuss the applicant's experience and ability applied to the project.**

Primary responsibility for the administration of the proposed project are assigned to Charles E. Johnson, Fire Chief and Emergency Management Director, Bill Van Helden, Operations Division Chief and Emergency Management Coordinator, and Carolyn Nelson, Emergency Management Planner.

### **Charles E. Johnson, Fire Chief and Emergency Management Director**

Chief Charles E. Johnson is the director of the Cape Coral Fire Department. He joined the Cape Coral Fire Department in 1981 and was promoted to Fire Chief in 1996. Most recently, he developed the department's pro-active approach to arson investigation and prosecution by certifying arson investigators as law enforcement officers. He led the team that created the Juvenile Fire Setter Intervention Program. Earlier in his career, he was among the first certified Municipal Fire Inspectors in the State of Florida.

He is a graduate of the prestigious Executive Fire Officer Program, National Fire Academy, Florida State Fire College and is currently enrolled in the Bachelor of Public Administration program at Barry University.

He is past President of the Florida Fire Marshals Association, Public Education Chairman of the Florida Fire Chiefs Association, a member of the International Association of Fire Chiefs, the National Society of Executive Fire Officers and the International Association of Arson Investigators.

### **William J. Van Helden, Operations Division Chief and Emergency Management Coordinator**

William Van Helden has been with the Cape Coral Fire Department since 1996. He currently serves as Emergency management Coordinator. He is directly responsible for supervision of this project. He is the former Deputy Director of Public Safety for the Lee County Department of Public Safety where he served in the area of emergency management.

He has received emergency management training from the National Fire Academy, FEMI and through the Florida Department of Community Affairs.

### **Carolyn F. Nelson, Emergency Management Planner and CERT Program Coordinator**

Carolyn moved to Cape Coral in 1993 following a 28-year sales and administrative career with IBM Corporation in the Detroit area. She is a graduate of the University of Detroit/Mercy, holding a Bachelor of Science Degree in Business Administration. She joined the City of Cape Coral as an Administrative

Assistant to the City Manager in October 1993 and was promoted to the Fire Department in April 1997 as Emergency Management Planner.

She is a member of the Florida Emergency Preparedness Association, and has successfully completed courses in: Introduction to Emergency Management; Emergency Planning; Public Information Officers Training; Damage Assessment; Debris Management; Decision Making for Emergency Managers; Public Assistance Program; Planning Function in Emergency Management; Disaster Response and Recovery Operations; ICS/EOC Interface; and CERT Train-the-Trainer. She also attended the 1997, 1998 and 1999 Governor's Hurricane Conference in Tampa. In addition to her efforts on behalf of Emergency Management and the development of the City's Hurricane/Severe Storm Preparedness Plan and the City's Comprehensive Emergency Management Plan, she is the Coordinator for the Community Emergency Response Team (CERT) Program. She also has responsibility for developing and managing all CERT classes conducted by Cape Coral Fire, Rescue and Emergency Services Department emergency service personnel.

Resumes for these key people are included in Appendix J.

The City of Cape Coral is convinced that personnel listed in this proposal are necessary and appropriate to accomplish the scope of this project. Each project member is assigned a separate role that is an integral part in achieving the overall goal and the project's implementation.

The resources needed from the City to complete the project are readily available. Personnel are in place, the cash match is committed and construction is scheduled to start on the EOC in July 2000. The bond issue does not include funds to purchase the equipment that is requested in this proposal (Appendix P).