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## WILL HURRICANE IAN TRIGGER CLIMATE REFUGEE MIGRATION FROM FLORIDA?

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## Will Hurricane Ian Trigger Climate Refugee Migration from Florida?

#### Abstract

Hurricane Ian destroyed property and disrupted livelihoods in some of Florida's largest and most rapidly growing coastal and inland counties. For the thirteen counties declared eligible for federal disaster assistance in the immediate aftermath of this extreme weather event, we document the role net migration played in recent population growth—a crucial issue in climate change policy deliberations—and outline creative strategies and investments Florida officials will have to leverage to both rebuild and create resilient communities with reputational equity that remain attractive to newcomers as well as long term residents moving forward.

#### Introduction

Thirteen of Florida's counties were declared eligible for federal disaster relief following Hurricane Ian's disastrous trek through the state (The White House, 2022). The human toll and economic impact are still unfolding. According to the latest estimates, Ian left in its path more than 100 deaths and property damage and loss currently estimated at \$100 billion (Gerretsen, 2022; Bizouati-Kennedy, 2022; Barker, 2022; Deliso and Kekatos, 2022). Making matters worse, an untold number of households and businesses in some affected Florida communities reportedly did not have insurance coverage for flood-related damages and losses, making rebuilding extremely difficult, if not impossible, for some victims--federal disaster assistance notwithstanding (Ivanova, 2022; Santana & Philis, 2022).

Extreme weather events like Hurricane Ian are increasing in both periodicity and intensity. Scientific evidence points to climate change as the major culprit (IPCC, 2022; Vince, 2022; Wallace-Wells, 2022; Watson, 2022; Wheeling, 2021). Here in the U.S., one writer asserts, "...people have largely gravitated toward environmental danger, building along coastlines from New Jersey to Florida and settling across the cloudless deserts of the Southwest" (Lustgarten, 2020; also see Korducki, 2022). Recognizing attraction to vulnerable areas, multiple studies offer critical insights into the likely impact extreme weather events-and climate change generally—will have on future migration behavior of affected populations and resulting settlement patterns--domestically and globally (The White House, 2021; Voegele, 2021; Podesta, 2019; Peterson, 2022; Lusgarten, 2020a; Kahanna & Hassol, 2021; Henao, 2022; Hauer, 2017; Bermeo & Speck, 2022; Backman, 2022; Post, et al, 2009).

For jurisdictions that are highly vulnerable to extreme weather events—not only hurricanes but also tornadoes, tropical cyclones, floods, heat waves, wildfires, droughts, and blizzards—the financial, economic, environmental, and geo-political ramifications are far ranging and in many ways difficult to comprehend or imagine (Lefebvre, 2021; Lustgarten, 2020b; Peterson, 2022; Quin, Fisher-Vanden & Klabier, 2018; Vince, 2022; Voegele, 2021; Wallace-Wells, 2022). As one study put it, "[a] great upheaval is coming," noting further that "[t]hat the climate crisis has already uprooted millions in the US—in 2018, 1.2 million were displaced by extreme conditions, fires, storms, and flooding; by 2020, the annual toll had risen to 1.7 million people." The study concludes, "The US now averages a \$1bn disaster every 18 days" (Vince, 2022).

#### **Research Objective**

In this paper, we undertake an analysis of recent population trends in the thirteen Florida counties declared eligible for federal disaster assistance following Hurricane lan. Our objective is to demonstrate specifically how migration influenced both the scope and scale of the disaster. Our analysis is based on data compiled in the U.S. Census Bureau's American Community Survey, 2020 Census, and cumulative population estimates for the period April 1, 2020 - July 1, 2021-a period of heightened migration in the U.S. due to the COVID-19 pandemic and disastrous wildfires in the western U.S. (Johnson, 2021; Wallace-Wells, 2022). Our findings underscore the urgent need for Florida officials to simultaneously (1) develop expertise in climate finance-strategic knowhow to leverage weather-related pre-disaster planning and post-disaster lending, investments, and services; and (2) intentionally and purposefully address climate change by modifying land-use and community economic development policies and practices with an eye toward minimizing the impact of future calamities.

#### **Affected Counties**

Six of the hardest hit Florida counties were amenity rich but fragile coastal ecosystems, highly vulnerable to both strong winds and storm surge. The other seven hard-hit counties were in the interior of the state (Figure 1). The counties are at risk of major flooding and wind damage. Despite these environmental risks and vulnerabilities, the thirteen highly impacted counties are home to a significant share of Florida's population and were some of the state's most rapidly growing communities-- often marketed in flashy promotional materials as "nirvana" destinations and "paradise" living environments.<sup>1</sup>

## Figure 1: Florida Counties Declared Eligible for Disaster Assistance



In July 2021, according to post-2020 Census population estimates, the thirteen counties declared eligible for disaster assistance in the aftermath of Hurricane Ian were home to 7.8 million people, more than one-third of Florida's total population (21,781,128). Looking through the lens of population size, five of these most adversely impacted counties ranked in the top ten, eight in the top fifteen, and ten in the top twenty largest counties in the state of Florida. Among the state's 67 counties, the remaining three highly impacted counties ranked 28th (Charlotte), 49th (DeSoto), and 53rd (Hardee) in population size (Table 1).

State/County	Total Population July 1, 2021	Percent of Total Population	Cumulative Percent	Population Size Rank
Florida	21,184,128	100.0	N/A	N/A
Hillsborough	1,478,194	6.8	6.8	4
Orange	1,422,746	6.5	13.3	5
Pinellas	956,615	4.4	17.7	7
Lee	787,976	3.6	21.3	8
Polk	753,520	3.4	24.7	9
Seminole	470,093	2.1	26.8	13
Sarasota	447,057	2.0	28.8	14
Manatee	412,703	1.9	30.7	15
Osceola	403,282	1.8	32.5	16
Collier	385,980	1.7	34.2	18
Charlotte	194,843	0.9	35.1	28
Desoto	34,408	0.2	35.3	49
Hardee	25,425	0.1	35.4	53
Disaster Assistance Eligible Counties	7,772,842	35.4	N/A	N/A

## Table 1: Absolute Population & Percent of State Total Population, Federal Disaster Assistance Eligible Florida Counties, July 1, 2021

Source: U.S. Census Bureau, Population Division, 2021.

Not surprising, the hurricane-impacted counties were also were among the most rapidly growing counties. Florida experienced a net population gain of 241,942 between April 1, 2020 and July 1, 2021. As Table 2 shows, ten of the thirteen counties declared eligible for federal disaster assistance in the aftermath of Hurricane Ian captured well over half (57.5%) of this net growth.

Three of the adversely impacted counties--Polk, Lee, and Hillsborough--ranked number one, two, and five, respectively, in absolute and relative population growth. Five of the remaining affected counties ranked sixth (Osceola), eighth (Sarasota), ninth (Manatee), twelfth (Collier), and fifteenth (Charlotte) in growth. Two of the adversely impacted counties captured a very small share of the net growth (DeSoto and Hardee) and therefore, like the three impacted counties that lost population during this period (Seminole, Pinellas, and Orange), were not among the state's top 15 population growth magnets (Table 2).

Table 2: Cumulative Population Change, State of Florida & Federal Disaster Assistance Eligible Counties, April	1,
2020-July 1, 2021	

State/County	Absolute Population Change April 1, 2020-July 1, 2021	Percent of Total Population	Cumulative Percent	Population Growth Rank
Florida	242,941	100.0	N/A	N/A
Polk	28,474	11.7	11.7	1
Lee	27,154	11.2	22.9	2
Hillsborough	18,432	7.6	30.5	5
Osceola	14,626	5.9	36.4	6
Sarasota	13,051	5.4	41.8	8
Manatee	12,993	5.3	47.1	9
Collier	10,228	4.2	51.3	12
Charlotte	7,996	3.3	54.6	15
DeSoto	432	0.1	54.7	*
Hardee	98	.04	54.75	*
Seminole	-763	N/A	N/A	N/A
Pinellas	-2,492	N/A	N/A	N/A
Orange	-7,162	N/A	N/A	N/A

Source: U.S. Census Bureau, Population Division, 2021.

\*Not ranked in top 15 most rapidly growing counties

Figure 2 unpacks the population change data by coastal and inland locations of affected counties. Five of the six impacted coastal counties grew more rapidly than the state, collectively capturing 31.7% of Florida's net growth between April 1, 2020 and July 1, 2021. And local growth outpaced statewide growth in four of the seven inland counties, accounting for 22 percent of the state's net growth during this period.

#### Figure 2: Absolute and Total Population Change, April 1, 2020-July 1, 2021

July 1, 2021

Population

331.893.745

21,781,128

194,843

787.976

412,703

447,057

385,980

956,615

753.520

403.282

1,478,194

34,408

25.425

470,093

1,422,746

#### Figure 3: Absolute and Total Population Change, 2010-2020

rea	April 1, 2020- July1, 2021 Percent Change	April 1, 2010- July 1, 2021 Absolute Change	2020 Population	Area	2010-2020 Percent Change	2010-20 Absolu Chan
laited Otataa	0.1	441.464	331,449,281	United States	7.4	22,703,74
United States	0.1	441,464	21,538,187	Florida	14.5	2,736,87
lorida	1.1	242,941		<b>Coastal Counties</b>		
Coastal Counties			399,710	Manatee	23.8	76,87
Charlotte	4.3	7,996	760,822	Lee	23.0	142,06
_ee	3.6	27,154	375,752	Collier	16.9	54,23
Manatee	3.2	12,993	186,847	Charlotte	16.8	26,86
Sarasota	3.0	13,051	434,006	Sarasota	14.4	54,55
Collier	2.7	18,228	959.107	Pinellas	4.6	42.56
Pinellas	-0.3	-2,492	,	Inland Counties		
nland Counties			388 656	Osceola	44.6	119.97
Polk	3.9	28,474	1 429 908	Orange	24.8	283.95
Osceola	3.8	14,626	725.046	Polk	20.4	122.05
Hillsborough	1.3	18,452	1 450 762	Hilleborough	10.7	122,93
DeSoto	1.3	452	1,439,702	Anisborough Cominala	10.7	230,33
lardee	0.4	98	470,856	Seminole	11.4	48,13
Seminole	-0.1	-763	33,978	DeSoto	-2.5	-86
Drange	-0.5	-7,162	25,327	Hardee	-8.7	-2,40

Source: U.S. Census Bureau, Population Division, 2021.

Source: U.S. Census Bureau, Ouick Facts.

In many respects, this pattern of county-level growth between April 1, 2020 and July 1, 2021--the first fifteen months of the COVID-19 pandemic--was a continuation of the pattern of population growth during the previous decade in Florida. Growing at twice the national rate of growth (14.5% versus 7.4%), Florida's population increased by 2.7 million between 2010 and 2020. Close to half of this growth (1.2 million) was concentrated in the thirteen counties declared eligible for federal disaster assistance following Hurricane Ian. Five of the six coastal counties and four of the seven inland counties affected by the hurricane grew more rapidly than the state in the prior decade. One county (Pinellas) grew more slowly than the state and two counties (Hardee and DeSoto) experienced population decline in the decade prior to the pandemic and the hurricane (Figure 3).

#### **Migration as a Driver of Growth**

Between April 1, 2020 and July 1, 2021, all of Florida's population growth was driven by net migration, that is, more people entering than leaving the state. With a net gain of 305,218 migrants—an average of 678 net newcomers daily mainly from California, New York, and Illinois but also other states, Florida was the nation's most attractive migration destination during this period (Figure 4). However, some of this migration-induced growth was offset by net natural population loss as deaths exceeded births in the state by -58,203, resulting in, as previously noted, net absolute population growth of 242,941.

#### Figure 4

		Net Exporters &		poners	or r optiauon,		
		April	1,2020	July 1, 2	2021		
		Net Out-Migration			Net In-Migration		
<u>Total</u> Migration		Migrants/Day	<u>Top</u> Origin States	Top Destination State	Migrants/Day		<u>Total</u> Migration
-415,522	-923	清清清清清清清清清清清清清清清清清清清清清清清清	California	Florida	<b>悻悻悻悻悻悻悻悻悻悻悻</b>	678	305,218
-387,397	-861	• * * * * * * * * * * * * * * * * * * *	New York	Texas	▲· * * * * * * * * * * * * * * * * * * *	532	239,792
-145,656	-324	<b>清清清清清清</b> 清清清清清清	Illinois	Arizona	<b>禘禘禘禘禘</b> 柕	276	124,29
-40,686	-90		Massachusetts	North Carolina	h 教教教教	253	114,020
-34,074	-76	清清	Louisiana	South Carolina	李傑傑佛	182	82,142
-29,149	-65	†7	New Jersey	Tennessee	<b>俸俸俸</b>	167	75,255
-22,143	-49	4	D.C.	Georgia	▶ <b>★</b> ●●	150	67,43
-19,312	-43	1	Maryland	Idaho	体体体	126	56,853
-15,059	-33	4	Hawaii	Utah	h <b>新</b>	83	37,304
-11,734	-26		Minnesota	Nevada	h <b>新</b>	81	36,60
-10,254	-23	+	Michigan	Oklahoma	h‡	65	29,125
-6,828	-15		North Dakota	Alabama	h‡	59	26,71
-6,356	-14	1	Kansas	Montana	h 🕈	49	22,062
-5,365	-12	•	Alaska	Colorado	h 🕈	48	21,750
-3,378	-7	1	Nebraska	Washington		43	19,195
				Missouri		41	18,604
				Arkansas		41	18,458
				Maine		40	17,912
				New Hampshire		35	15,97
				Delaware		33	15,035
				Oregon		31	14,080
				Kentucky		25	11,49

Source: U.S. Census Bureau, Population Division, March 2022.

The thirteen-county area that Hurricane Ian affected most adversely captured nearly half (46.2%) of this net migration. As Table 3 shows, ten of the impacted counties experienced net in-migration and three of the counties experienced net out-migration between April 1, 2020 and July 1, 2021.

State/County	Total Population July 1, 2021	Percent of Total Population	Cumulative Percent	Population Size Rank
Florida	305,218	678	100.0	N/A
Lee	31,411	70	10.3	10.3
Polk	30,129	67	9.9	20.2
Sarasota	19,359	43	6.3	26.5
Manatee	15,506	34	5.1	31.6
Hillsborough	15,407	34	5.0	36.6
Osceola	13,043	29	4.3	40.9
Collier	12,384	27	4.1	45.0
Charlotte	11,260	25	3.7	48.7
Pinellas	6,487	14	2.1	50.8
Desoto	538	1	0.2	51.0
Hardee	-28	<1	-0.1	50.9
Seminole	-977	2	-0.3	50.6
Orange	-13,608	-30	-4.5	46.1
Disaster Assistance Eligible Counties	140,911	313	46.1	N/A

#### Table 3: Absolute and Net Migration Per Day, Disaster Assistance Eligible Counties, April 1, 2020-July 1, 2021

Source: U.S. Census Bureau, Population Division, 2021.

Among the counties experiencing net in-migration, Lee and Polk were the top two migrant destinations, each gaining over 30,000 newcomers, followed by Sarasota, Manatee, and Hillsborough counties where between 15,000 and 19,000 net newcomers settled during this period. Charlotte, Collier, and Osceola received between 11,000 and 13,000 net newcomers while a smaller number arrived in Pinellas (6,487) and DeSoto (528) counties during this 15-month period. Average net newcomers per day is an even stronger indicator of the role that migration played in shaping the size and composition of the affected counties prior to the hurricane (Table 3, column 3). Between April 1, 2020 and July 1, 2021, Lee and Polk counties averaged, respectively, 70 and 67 net newcomers per day; Sarasota, Manatee, and Hillsborough counties averaged between 34 and 43 migrants per day; between 14 and 29 net newcomers arrived in Pinellas, Charlotte, Collier, and Osceola each day; and one newcomer arrived in DeSoto County every day during this fifteen month period. Figure 5 expands the time frame to further demonstrate how net migration shaped these Hurricane Ian impacted counties. For the period 2019-2021, these counties were attractive migration destinations for movers within Florida, movers from other states, and movers from abroad. Orange and Hillsborough standout as popular destinations for both Florida inter-county movers and movers from other states and abroad. Polk, Seminole, and Pinellas also standout as major destinations for inter-county movers. And Lee County was popular among movers from other states and abroad.

<u>Total In-</u> Migrants		<u>Florida Inter-County</u> <u>Movers/Day</u>	<u>Florida Counties</u> <u>Declared Eligible for</u> <u>Disaster Assistance</u>	<u>Movers from Abroad &amp;</u> <u>Other States/Day</u>		<u>Total In-</u> Migrants
18,214	17		Charlotte	<b>**</b>	28	30,132
28,307	26	<b>補</b> 補	Collier	<b>***</b> *	64	69,071
N/A	N/A		DeSoto		N/A	N/A
N/A	N/A		Hardee		N/A	N/A
121,893	113	有前前前前前前	Hillsborough	****	168	181,268
49,458	46	<b>補補</b> 補	Lee	<b>羊<b>斧斧斧斧斧</b>斧</b>	108	116,466
41,103	38	t the second	Manatee	***	55	54,631
148,277	137	前前前前前前前前前	Orange	****	154	166,107
52,844	49	Ċ.	Osceola	***	40	43,470
69,984	65	<b>† 補補補</b> 補	Pinellas	***	100	107,799
82,735	77	Ċ.	Polk	***	69	74,351
36,366	34	Т 👬 👬	Sarasota	<b>**</b> **	59	63,562
70,513	65	<b>†</b> 補補補	Seminole	<b>*</b> **	52	56,274

#### Figure 5: Total & Absolute Number of In-Migrants Per Day, Hurricane Impacted Communities, 2019-2021

Source: American Community Survey

N/A = Data not available

To illustrate the demographic reach of the affected counties, we highlight migration flows into Lee County, the hardest hit jurisdiction during the hurricane. As Figures 6 and 7 show, there were major migration flows into Lee County from twenty three counties within the state of Florida and from twenty five communities in other states, including New York, New Jersey, Pennsylvania, and Connecticut in the Northeast; Maryland, Georgia, and Kentucky in the South; Ohio, Indiana, Illinois, Michigan, and Wisconsin in the Midwest; and Arizona and California in the West. The out-of-state flows were part of a longstanding retiree migration to Florida but also included COVID-19 pandemic refugees who fled densely settled major urban centers where the risk of exposure to the deadly virus was perceived to be much higher, especially in the early phase of the crisis. The within state moves were probably primarily individuals voting with their feet to take advantage of business and employment opportunities in this rapidly growing retirement destination.



### Figure 6: In State Origins, Lee County, Florida Migrants, 2019-2021

## Figure 7: Out of State Origins Lee County, Florida Migrants, 2019-2021

Source: U.S. Census Bureau, 2015-2019 American Community Survey.

Source: U.S. Census Bureau, 2015-2019 American Community Survey.

Irrespective of the reasons for migration, the impact of these flows was reflected in the composition of the population of the affected communities when Hurricane Ian made Iand fall (Figure 8). Compared to statewide distributions, non-Hispanic whites and older adults were over-represented and the younger (under age 18) population was underrepresented in the impacted coastal counties. Poverty rates also were much lower in these communities compared to the state. These demographics typify retirement communities.

Generally, the reverse was the case in the impacted inland counties. Whites were under-represented compared to their statewide distribution, which means the population was more diverse in these counties than in the coastal counties. In addition, the 65 plus population was underrepresented and the under age 18 population was overrepresented in the inland counties. Poverty rates also were higher in the inland counties than they were in the impacted coastal counties.

Notably, the inland counties' demographic diversity is partly a function of the significant influx of Puerto Ricans an estimated 10,000--into central Florida following Hurricane Maria in 2017—a Category 5 Hurricane that destroyed much of Puerto Rico's infrastructure. Due to this influx, Florida reportedly surpassed New York as the state with the highest concentration of former island residents—a development that changed not only the composition of the population but also the local political landscape, especially of Osceola and Orange counties evidenced, for example, by the election of the first Puerto Rican born Latina mayor of the Orlando suburb of Kissimmee, Florida in 2020 (Lefebvre, 2021).

## Figure 8: Selected Demographic Characteristics, Disaster Assistance Eligible Counties, July 1, 2021 Percent White Population



The State 52.7

Inland Counties					
Hillsborough		46.5			
Seminole		57.4			
Orange	38	3.8			
Osceola	28.9				
Polk		53.9			
Hardee		46.2			
DeSoto		54.1			

#### Percent Population 65 and over



# The State State 21.1 Hillsborou Semin Orany Oscore Hard DeSc

	Inland	Cour	nties			
illsborough		14.8				
Seminole	16.4					
Orange		12.8				
Osceola		13.4				
Polk	19.8	3				
Hardee	16.9					
DeSoto	23	.6				

#### Percent Population Under Age 18



The State	Inland Counties		
State 19.7	Hillsborough	22.0	
	Seminole	20.8	
	Orange	21.6	
	Osceola	24.2	
	Polk	22.1	
	Hardee	25.5	
	DeSoto	18.5	

#### Percent Population in Poverty



The State				
State	13.7			

Inland Counties		
Hillsborough	11.9	
Seminole	9.0	
Orange	12.7	
Osceola	11.3	
Polk	14.4	
Hardee	21.1	
DeSoto	20.0	

Source: U.S. Census Bureau, Population Division, 2022.

An effective disaster recovery plan must account for these differing demographic characteristics and the underlying disparities that exist across the six coastal and seven inland counties (Hauer, 2017). Demographic differences and disparities, we should note, that are rooted—at least partly--in a prior extreme weather event.

#### **Discussion and Recommendations**

A significant share of the residents of the thirteen counties declared eligible for federal disaster assistance after Hurricane Ian are transplants to Florida. They include some recent movers who fled major urban centers in the Northeast, Midwest, and the West hoping to avoid or minimize the likelihood of exposure to the deadly COVID-19 virus (Johnson, 2021). Some were also fleeing wildfires in the West (Backman, 2022). Returning to the question posed at the outset: Will these individuals, other transplants to Florida, and long-term residents now become climate refugees, forced to move in response to Hurricane Ian and in fear of future climate changeinduced environmental disasters which are occurring with increasing frequency?

Only time will tell if the current crisis will motivate significant outmigration from impacted Florida communities (see, for example, BARC Staff, 2021). Asserting that prior disasters have not discouraged migrants from moving to Florida and settling in vulnerable communities, Lustgarten (2020b) notes that,

Since Hurricane Andrew devastated Florida in 1992—and even as [the] state has become a global example of the threat of sealevel rise—more than 5 million people have move to Florida's shorelines, driving a historic boom in building and real estate.

However, in this specific instance, it is not unreasonable to think that some potential migrants may rethink moving to Florida and some local residents whose socio-economic wellbeing was disrupted by Hurricane Ian—most notably those without any or adequate insurance to rebuild (Ivanova, 2022)--may indeed seek climate refuge in more "livable geographies" as adverse or extreme weather events repeatedly devastate vulnerable communities (Marandi and Main, 2021; Keenan, et al, 2018; Kotsonis & Stohr, 2022). These storms create major risks to the health and wellbeing of the residents as well as the financial viability of the impacted communities which suffer loss of infrastructure and tax base (Khanna, 2021; Hurdle, 2022; Lustgarten, 2020a; Korducki, 2022). And Florida currently is in a property insurance crisis (Ivanova, 2022; Santana and Phillis, 2022). Homeowners are paying the highest premiums in the country, property premiums are rising at a faster rate than in the rest of the country, and property insurance is increasingly unavailable (Gerretsen, 2022b).

If Florida communities are going to retain existing residents and increase the viability of its vulnerable communities, it will be necessary for local officials to move beyond reliance on federal disaster relief and increasingly unaffordable private insurance in the community rebuilding and restoration process. Instead they must develop expertise in climate finance and disaster recovery, that is, innovative approaches that leverage (1) lending partnerships between traditional banks and Community Development Financial Institutions (CDFIs); (2) Community Reinvestment Act (CRA) weatherrelated pre-disaster planning and post-disaster lending, investment, and services; and (3) innovative public-private collaborations.

The Community Reinvestment Act (CRA) of 1977 was implemented to encourage banks to financially invest in and meet the credit needs in areas with low-to-moderate income and historically underserved populations. The regulations specify lending, investment, and provision of financial services as the methods banks must use to meet their regulatory requirements for CRA. Typically, such communities are the most vulnerable and least likely to have the required resources to prepare for, adapt to, and recover from the physical damage/destruction and resulting economic impacts of extreme weather events.

In a 2019 study, the Federal Reserve Bank of San Francisco and Harvard University jointly explored the connection between climate adaptation and resilience. The research focused on the types of community resilience investments that may simultaneously gualify for CRA credits and help banks, community development organizations and local governments collaborate in better preparing communities for the adversities they will face going forward. The research revealed that 57 percent of U.S. counties with federal disaster declarations over the last 20 years contain at least one low- and moderate-income census tract, the measure for CRA, and that, on average, one in every two people impacted by a disaster in these counties has lived in a low- and moderate-income census tract—solid proof that the same communities that have faced long-term disinvestment now face extreme weather events (Keenan and Mattiuzzi, 2019).

The CRA regulations identify geographic areas receiving Major Disaster Declarations administered by the Federal Emergency Management Agency (FEMA) as potential recipients of financial institution lending, investment, and services. Banks may receive CRA credit for investments in stabilization, recovery, and revitalization of such areas—provided the investments are made during a 36-month period after the FEMA disaster designation date. An interagency document called the "Questions and Answers" (Q and As) jointly prepared by the staffs of the Board of Governors of the Federal Reserve System, Federal Deposit Insurance Corporation, and Office of the Comptroller of the Currency provides additional guidance to financial institutions and the public regarding community reinvestment activities that "will be presumed to revitalize or stabilize such a geography or area if the activity is consistent with a bona fide government revitalization or stabilization plan or disaster recovery

plan" (Board et al. 2016, p. 48527). Simply put, pre-event investments mitigate risk and generate benefits, and using tools such as CRA can help communities pre-invest for resiliency. Post-disaster recovery can be achieved through revitalization and stabilization activities that match the pre-disaster planning.

If affected Florida communities are going to regain their status as attractive places to live, work, play, and do business, in conjunction with pre-investing for resiliency, local officials also will have to invest resources in developing greater reputational equity, especially given the noted disparities in the incidence of poverty—an indicator of inequities in population health and economic wellbeing--that exist between affected coastal and inland communities (Greenfield, 2022). Places striving to achieve reputational equity "embrace the social determinants of health at the individual or group level and the triple bottom line principles of sustainability at the organizational and community levels to ensure future viability, cohesiveness, resiliency, and prosperity" (Johnson and Bonds, 2021).

Notably, the social determinants of health are "...the conditions in which people are born, grow, live, work, and age" (Robert Wood Johnson Foundation County Health Rankings, 2020), which are rooted most often in local governmental policies, practices, and procedures that create advantage for some and disadvantage for others, leading to disparate community-level outcomes manifested most often along racial lines. And triple bottom line sustainability—a multi-tiered strategy designed to address the social determinants of health--is achieved through conscious and intentional efforts to protect people and the planet while generating profit (Johnson and Bonds, 2021). At the community level, this translates into local government officials simultaneously striving to achieve:

- **1.** Climate justice by instituting policies that minimize population exposures to environmental risks created by growth and development/redevelopment;
- **2.** Social justice by leveraging climate/environmental injustices to create economic opportunities for historically marginalized populations; and
- **3.** Economic justice by working diligently to generate equitable shareholder and stakeholder value in all economic development and community resiliency initiatives—typically through the creation of inclusive entrepreneurial and small business ecosystems.

Following audits of existing government policies and practices, a number of state and local jurisdictions across the U.S. have developed strategies and roadmaps for environmentally conscious, inclusive, and equitable development and redevelopment that local governmental officials in Florida can use as guides in their efforts to rebuild communities affected by Hurricane Ian (Johnson, McDaniel, & Parnell, 2018; Bonds, Burnett, & Sissman, 2018). And we have produced a checklist of policies, strategies, practices, procedures, and tactics that communities striving to achieve greater reputational equity typically pursue (Johnson and Bonds, 2021).

Moving quickly to develop community resiliency plans rooted in the core principles of equity, inclusion, and sustainability before a disaster is likely to enhance safety and wellbeing, reduce disaster-motivated migration intentions, and restore the image of affected communities as attractive migration destinations moving forward.

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