



# COMPREHENSIVE EMERGENCY MANAGEMENT PLAN



Consolidated City of Jacksonville,  
Duval County, FL

**2021-2025**

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# **Comprehensive Emergency Management Plan**

***Consolidated City of Jacksonville,  
Duval County, FL***

**2021-2025**

Prepared by the  
Jacksonville Fire and Rescue Department  
Emergency Preparedness Division

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## SECTION I

### INTRODUCTION

The Comprehensive Emergency Management Plan (CEMP) addresses all hazard vulnerabilities to the City of Jacksonville. The CEMP establishes the framework, as authorized by Chapter 252, Florida Statutes, to ensure that the City of Jacksonville is resilient and prepared to address all hazards, regardless of the magnitude of the incident or disaster. The CEMP emphasizes action within the five pillars of the emergency management:

1. Protection,
2. Preparedness,
3. Response,
4. Recovery, and
5. Mitigation.

The City of Jacksonville is comprised of the City of Jacksonville, Jacksonville Beach, Atlantic Beach, Neptune Beach, and the Town of Baldwin, which are managed on a day-to-day basis by their respective governing bodies. Following the 1968 Charter, the Consolidated City of Jacksonville was created giving the cities more resources and the power to the Mayor of the City of Jacksonville during an incident or disaster. Following the issuance of a State of Emergency, as outlined in Chapter 674.206 of the City of Jacksonville Ordinance, the Mayor of the City of Jacksonville, becomes the unified governing body over all municipalities. The Emergency Operations Center (EOC) is activated and the emergency management organization employs mechanisms for incident management as outlined in the CEMP.

The National Incident Management System (NIMS) is a standardized approach to incident management developed by the Department of Homeland Security (DHS). NIMS is an effective and efficient model for response and recovery of incidents or disasters of any scale within the City of Jacksonville. The flexibility and scalability of the Incident Command System (ICS) allows day to day operations to succinctly transition to large scale operations with minimal interruptions. The large geographic area, population density, and other demographics of the City of Jacksonville make it essential to transition to large scale operations effectively and with minimal loss of life and property. The City of Jacksonville utilizes ICS, and may be assisted by other entities that utilize Emergency Support Functions (ESF), as outlined by the Florida Division of Emergency Management (FDEM). Similar to the branches, groups, and units of the ICS, each ESF has a pre-designated lead agency. The lead agency is selected based on statutory jurisdiction, expertise, and resources, and is responsible for executing the appropriate plans, managing the function, and providing support in the EOC. Assisting agencies provide resources and expertise to the lead agency in executing their given area of responsibilities. Further information regarding the ESF to ICS structure is outlined in Roles and Responsibilities Section on page 59 of the CEMP.

The Director of the Emergency Preparedness Division (EPD) is designated by Section 31.602 of the Ordinance Code to be the Duval County Emergency Planning Director and Special Advisor to the Mayor for Emergency Preparedness. The Emergency Preparedness Director is responsible for the day to day operations of the Emergency Preparedness Division, including oversight of the Division's budget.

The Division Chief of the Emergency Preparedness Division (EPD) is designated by Section 31.605 of the Ordinance Code to be responsible for the organization, administration, and operation of the Emergency Preparedness Division, subject to the direction of the Director of Jacksonville Fire and Rescue Department or the Emergency Preparedness Director. In the event that local needs exceed the capacity of local assets, the Mayor of the City of Jacksonville may request support from the State of Florida and the Federal Government. The nature of the incident will dictate which plans and procedures are initiated; however,



sections of the CEMP can be activated when the City of Jacksonville's Mayor declares a State of Emergency.

The CEMP is organized in the following manner:

- **CEMP (Base Plan):** Describes the purpose and scope and lists the Authority to implement this Plan. The Plan includes situation and assumptions; functional roles and responsibilities for internal and external agencies, organizations, departments, and positions; logistics support and resource requirements necessary to implement the plans; concept of operations; and a maintenance process, which includes a method and schedule for evaluation and revision.

Annexes to the CEMP:

- **Recovery Plan:** Outlines the transition from response activities to recovery operations including the initial damage assessment, debris management, and establishment of Disaster Recovery Centers.
- **Continuity of Operations Plans (COOP):** Ensures individual organizations can continue to perform their essential functions, provide essential services, and deliver core capabilities during a disruption to normal operations. Effective continuity of operations activities provides a baseline capability and represent the minimum standard required by a comprehensive, integrated national continuity program.
- **Continuity of Government Plan (COG):** Is a coordinated effort of establishing defined procedures that allow a government to ensure that essential functions continue to be performed before, during, and after an emergency or threat.
- **Local Mitigation Strategy (LMS):** Identifies the hazards most likely to threaten the City of Jacksonville and the level of risks they present. It also addresses hazard mitigation activities and the National Flood Insurance Program. The LMS was last updated in 2020.
- **Hazard Specific Plans (HSP):** Provides the planning and operations guidance for all hazard's preparation, recovery, and response in the City of Jacksonville.
- **Emergency Operations Plans (EOP):** Are detailed plans that provide a clear picture of how the Command and General Staff will contribute to the achievement of the organization's objectives. Plans are constructed to reflect the ICS functional areas.
- **Position Specific Checklists (PSL):** Checklists the EOCs Command and general staff sections and branches uses to run Response and Recovery operations.
- **Standard Operating Guides (SOG):** How-to guides for operational processes or procedures that may not be directly related to emergency response.
- **Organization-specific Standard Operating Procedures (SOP):** Step-by-step instructions compiled by an organization to help workers carry out complex operations during emergencies.





## PURPOSE

The purpose of this CEMP is to:

- Develop an all-hazard planning approach used for all threats to the City of Jacksonville, regardless of magnitude.
- Reduce the loss of life, injury, and property damage resulting from natural, man-made or technical disasters.
- Develop effective response, recovery, and mitigation plans.
- Describe the role of consolidation of government in the event of an incident or disaster.
- Describe the roles and responsibilities of lead and supporting agencies in executing the protection, preparedness, response, recovery, and mitigation plans.
- Reduce the City's vulnerability to hazards through the promotion of hazard mitigation strategies.
- Create a system that integrates, adopts, and applies the NIMS and ICS, as applicable, to interface with all levels of government in all phases of emergency management.
- Specify the procedures for handling incidents, in order to reduce the consequences of the emergency including loss of life and property.
- Incorporate sound planning concepts to develop a comprehensive emergency management program.

This CEMP incorporates the following emergency management concepts to ensure a comprehensive program:

### PROTECTION

Protection activities enhance the capacity to secure the community against acts of terrorism and man-made or natural disasters. These activities include: defending agriculture and food networks; protecting the physical, cyber, and human elements of critical infrastructure; protecting against threats associated with a terrorist attack; securing the cyber environment against damage and unauthorized use or malicious exploitation; protecting the population in the face of health threats or incidents; and protecting transportation assets.

### PREPAREDNESS

The preparedness mission seeks to reduce loss of life and property, and protect the City, by planning, training, exercising, and building the Emergency Preparedness Organization. Incident after-action reports (AAR) and lessons learned from events, enhance planning processes by improving the utilization of resources, if a similar event were to occur in the future. The City of Jacksonville recognizes that pre-incident collaboration, planning, and training with partners in governmental and non-governmental sectors increases efficiency in an actual incident, and that public education and outreach increases the resiliency and preparedness of the entire community.

### RESPONSE

The response mission seeks to conduct emergency operations to save lives and protect property through positioning emergency equipment, personnel, and supplies, evacuating survivors, providing food, water, shelter, and medical care to those in need, and restarting critical public services.



## RECOVERY

The recovery mission seeks to support the City in rebuilding, so individuals, civic institutions, businesses, and governmental organizations can function on their own, return to normal life, and protect against future hazards. Recovery has short-term and long-term components.

- **Short-term** activities are intended to restore vital services, including restoration of electricity, water and sewer, clearing roads, and providing emergency assistance to disaster survivors.
- **Long-term** activities will focus on restoring the City by assisting in the repairs, restoration, or rebuilding of homes, businesses, and infra-structure.

Disaster relief programs assist in the restoration of personal, social, and economic wellbeing of the residents and can be administered by Local, State, Federal, or non-governmental organizations. The replenishment of stockpiles and resources takes place to prepare for future incidents. The Recovery Plan serves as the City of Jacksonville's guiding document for recovery activities.

## MITIGATION

Mitigation seeks to reduce or eliminate long-term risks to people and property from hazards and their effects. These activities could include amending building codes and zoning rules, rebuilding damaged structures, flood mapping, and actions to prevent future flooding. Both policy and structural projects can reduce the vulnerability to hazards. The City of Jacksonville has a State and FEMA approved LMS, which expires in 2025. The LMS is the guiding document for all mitigation.

## SCOPE

- The CEMP establishes the operational framework for the City of Jacksonville EPD.
- The CEMP prioritizes protection of first responders and residents as a first priority, followed by preservation and protection of property.
- The CEMP is applicable to all disasters. It is flexible and scalable depending on the situation and needs.
- The CEMP details unified direction and control, roles and responsibilities, and delineates succession of authority.
- The CEMP identifies the mechanisms for resource allocation and prioritization including coordination with Local, State, Federal, private sector stakeholders, and non-governmental organizations.
- The CEMP does not preclude response organizations or departments from developing internal SOPs.

The EPD utilizes levels of activation to respond efficiently and effectively to an incident. The expected or actual severity of the situation is vital to determining the utilization of, and demands placed on, the resource management system. The direction and control is based on the three levels of Emergency Preparedness Operations:

- Full Activation (Level 1)
- Partial Activation (Level 2)
- Not Activated – Monitoring and Assessing (Level 3)

The responsibilities and purposes of the CEMP do not change with the levels of operations. The level of detail and the means by which the objectives are accomplished are based on the magnitude and complexity of the incident and the resources available. The CEMP will be activated when the EPD is activated by the Mayor of the City of Jacksonville, through the authority of the Director , Emergency



Preparedness Division, or if an incident occurs and a State of Emergency is declared. All coordination will be facilitated consistent with NIMS, through the EOC, or another designated location as the base of operations.

## METHODOLOGY

The City of Jacksonville utilizes an all-hazards approach to planning. This planning process is based on the premise that consequences of disasters are similar, regardless of the hazard. In all-hazard planning, the majority of the functions performed during operations are not hazard specific. The EPD has developed Hazard Specific Plans (HSP), Operational Plans, and organization specific SOPs to supplement the CEMP. The CEMP is a dynamic document that reflects changes in State and Federal regulations, statutes, policy, priorities, and community needs. At minimum, the CEMP is updated every four years.

The Security and Emergency Preparedness Planning Council (SEPPC) is designated in Section 674.202 of City of Jacksonville Ordinance Code. The SEPPC is responsible for conducting studies of the needs for amendments and improvements to the CEMP; reviewing and commenting on mutual aid plans and interjurisdictional agreements; and recommending the CEMP to the City Council for approval. The SEPPC is authorized to adopt, amend, and repeal rules for the conduct of its business including a method of obtaining public comment on the changes to the CEMP. Section 674.202, Ordinance Code provides the method for local planning process and promotes local participation in the emergency preparedness program by designating SEPPC members from various sectors and areas of responsibility in the City of Jacksonville. The Chief, Emergency Preparedness Division is responsible for ensuring that all changes to the CEMP have been distributed. A master copy of the CEMP, with a Record of Revisions Log, is maintained in the EPD Office at the Jacksonville Fire and Rescue Headquarters.

The promulgation of the CEMP occurs with the City of Jacksonville City Council's approval. See **Appendix 1: Draft Resolution and Promulgation Letter**.

SEPPC members include:

- Mayor, City of Jacksonville (Chairman)
- Jacksonville Security Coordinator (Vice Chair)
- Chief of the Jacksonville Fire and Rescue Department (JFRD)
- Director, Emergency Preparedness Division
- Division Chief, Emergency Preparedness Division
- President of City Council
- Chair of Duval County Legislative Delegation
- Director of Neighborhoods
- Public Health Officer
- Chief Administrative Officer
- Chief of Staff
- Director of Public Works
- Sheriff
- Chief Judge of Fourth Judicial Court
- Chief Executive Officer of JEA
- Chief Executive Officer of JAXPORT
- Chief Executive Officer of Jacksonville Aviation Authority (JAA)
- Executive Director of Jacksonville Transportation Authority (JTA)
- Chairperson of Duval County School Board
- Representatives of each military group
- Representatives of all major hospitals in the city



- Number of representatives (not to exceed 11), from civic, business, industry, labor, veterans, professional, or other groups and from Federal Government may be appointed by the Mayor

## **AUTHORITY**

The following laws, ordinances, and administrative rules apply to the City of Jacksonville Emergency Management activities:

### Presidential Directives, Federal

- Homeland Security Presidential Directive 5 (HSPD-5)
- Homeland Security Presidential Directive 7 (HSPD-7)
- Homeland Security Presidential Directive 8 (HSPD-8)

### Federal Statutes

- Public Law 93-288, Robert T. Stafford Disaster Relief and Emergency Assistance Act
- Public Law 93-234, Flood Disaster Protection Act of 1973
- National Flood Insurance Act of 1968
- Public Law 81-290, the Federal Civil Defense Act of 1950
- Public Law 84-99, Flood Control and Coastal Emergency Act
- Public Law 91-671, Food Stamp Act of 1964
- Public Law 113-89 Homeowner Flood Insurance Affordability Act of 2014
- McKinney - Vento Homeless Assistance Act, 42 USC 11311-11352
- Title II of the Americans with Disabilities Act of 1990 (ADA), 42 U.S.C. §§ 12131-12134
- Biggert-Waters Flood Insurance Reform Act of 2012

### Administrative Rules, Federal

- CFR 44 Parts 59-76, National Flood Insurance Program and related programs
- CFR 44 Part 206, Federal Disaster Assistance for Disasters Declared after November 23, 1988
- CFR 28 Part 35, Americans with Disabilities Act

### State of Florida Statutes

- Chapter 252, Section 31-60,355, 921-933 Emergency Management
- Chapter 411, Section 202
- Chapter 427, Section 011

### Administrative Rules, State of Florida

- Florida Executive Office of the Governor, Administrative Rules

### City of Jacksonville Ordinances

- Chapter 674, Sections 202, 203, 206, 207, 209, 211, 209, 215, 302, Part 6 Ordinance Code
- Executive Order 2008-01
- 2030 Comprehensive Plan - Objective 7.1.3, Objective 7.5
- Section 6.06
- Chapter 74.203
- Section 31.604
- Chapter 126.207
- Part 6, Chapter 31
- Article 1, Section 1.102



## SECTION II

### SITUATION

A complete understanding of the community's geography, demographics, infrastructure, climate and land use trends is essential to minimize the possible loss of life, human suffering, and damage to public and private property associated with major natural, man-made or technical incidents. For further detail and statistics regarding the City of Jacksonville's geography, demographics, infrastructure, climate and land use trends see the Duval County LMS (2020).

### GEOGRAPHICAL AREA

The City of Jacksonville is located in the northeast corner of the State of Florida, approximately 25 miles south from the State of Georgia. The City of Jacksonville comprises 850.27 square miles (544,175 acres). It measures approximately 40 miles from east to west at its widest extent, and 33 miles from south to north. The highest elevation is 40 feet above sea level. This elevation is found in the extreme southwest corner of the county. From that point, the land surfaces gently slope eastward toward the ocean. The county is characterized by low level coastal plains, interrupted by a series of ancient marine terraces. These terraces, or ridges, have been modified by stream erosion.

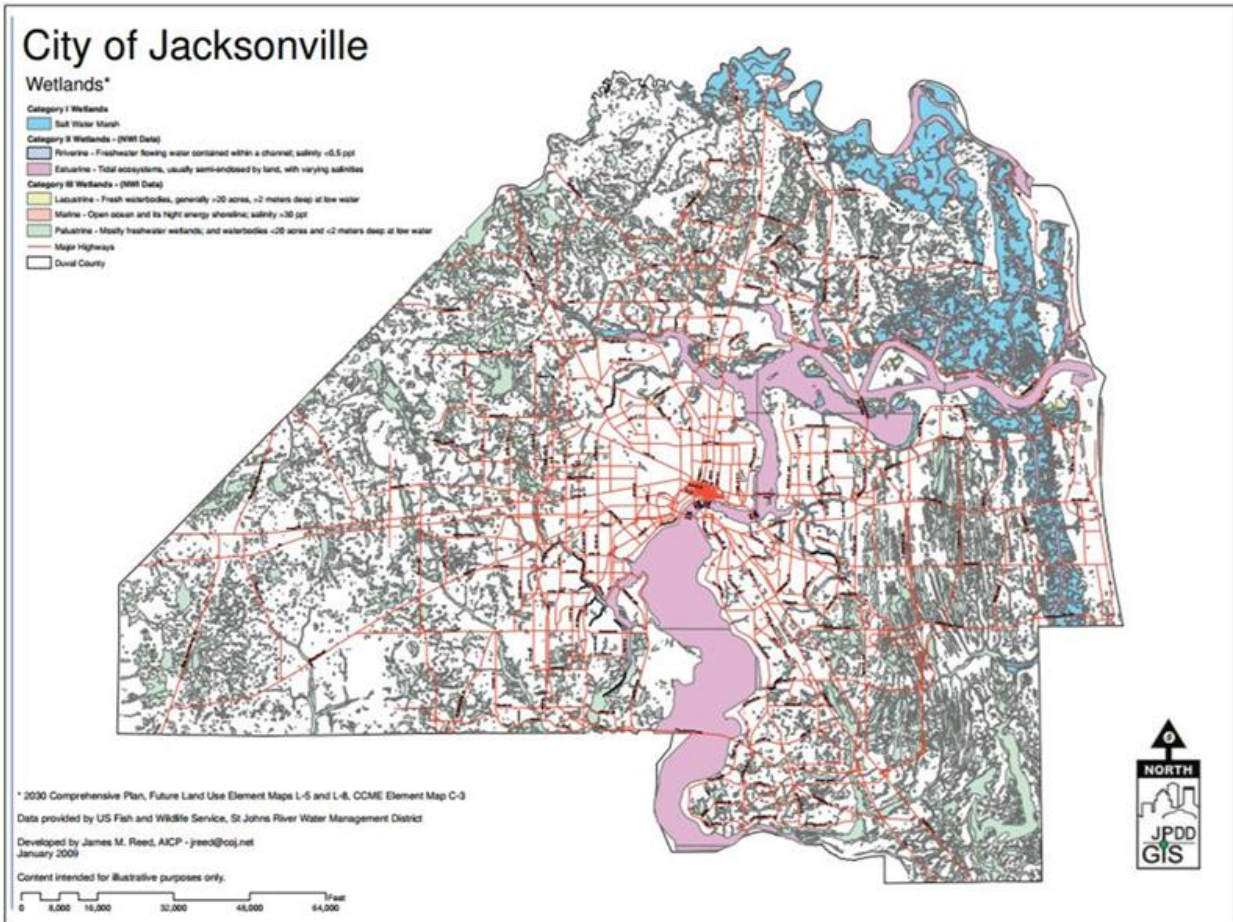
The major geographical feature of the county is the St. Johns River, which splits the county into two unequal parts. The St. Johns River, its tributaries, and the Nassau River control drainage in the western, northern, and central portions of the county. The eastern part of the County is dominated by numerous brackish streams that empty into Pablo Creek (the Intracoastal Waterway) or directly into the Atlantic Ocean. Approximately 47,535 acres of the City of Jacksonville's or almost 9 percent, is inland water. A considerable amount of the City of Jacksonville is comprised of freshwater marshes and swamps along with salt marshes. The freshwater wetlands are found in conjunction with the creeks and stream valleys in the southeastern, western, and northern portions of the county and in isolated pockets in the western sector. Salt marshes are found in the St. Johns and Nassau River valleys in the northeast part of the City. (Source: Jacksonville Planning and Development Department, 2017) (Source: U.S. Geological Survey, 2020)

### Surface Water Systems

Headwaters of the St. Johns River are located in a marsh area west of Fort Pierce in St. Lucie County, more than 300 miles from the river's mouth at Mayport. Over these 300 miles, the drop-in elevation is only about 25 feet. Of this 25-foot drop in elevation, approximately 20 feet occur during the river's first 90 miles. For this reason, the river has the appearance of a vast lake often with indiscernible flow.

Tidal conditions are clearly evident near the St. John's River's mouth in the City of Jacksonville. The drainage area of this vast river encompasses 8,850 square miles, well beyond the borders of the City of Jacksonville. Due to the extremely flat terrain, high evapotranspiration rates, and variable freshwater flows, these tidal variations are also experienced as far upriver as Lake George (Volusia/Putnam Counties), 115 miles from the river's mouth. Tidal effects have been recorded as far as 161 miles upstream at Lake Monroe (Volusia and Seminole Counties) under combined conditions of extreme drought and high tide conditions. From Lake George north to the Atlantic Ocean, the river's flow normally reverses with the change in the tide. (Source: USGS, Water Quality Watch)

Figure 1: Wetlands



(Source: City of Jacksonville Comprehensive Plan, Future Land Use Element, Updated June 2018)

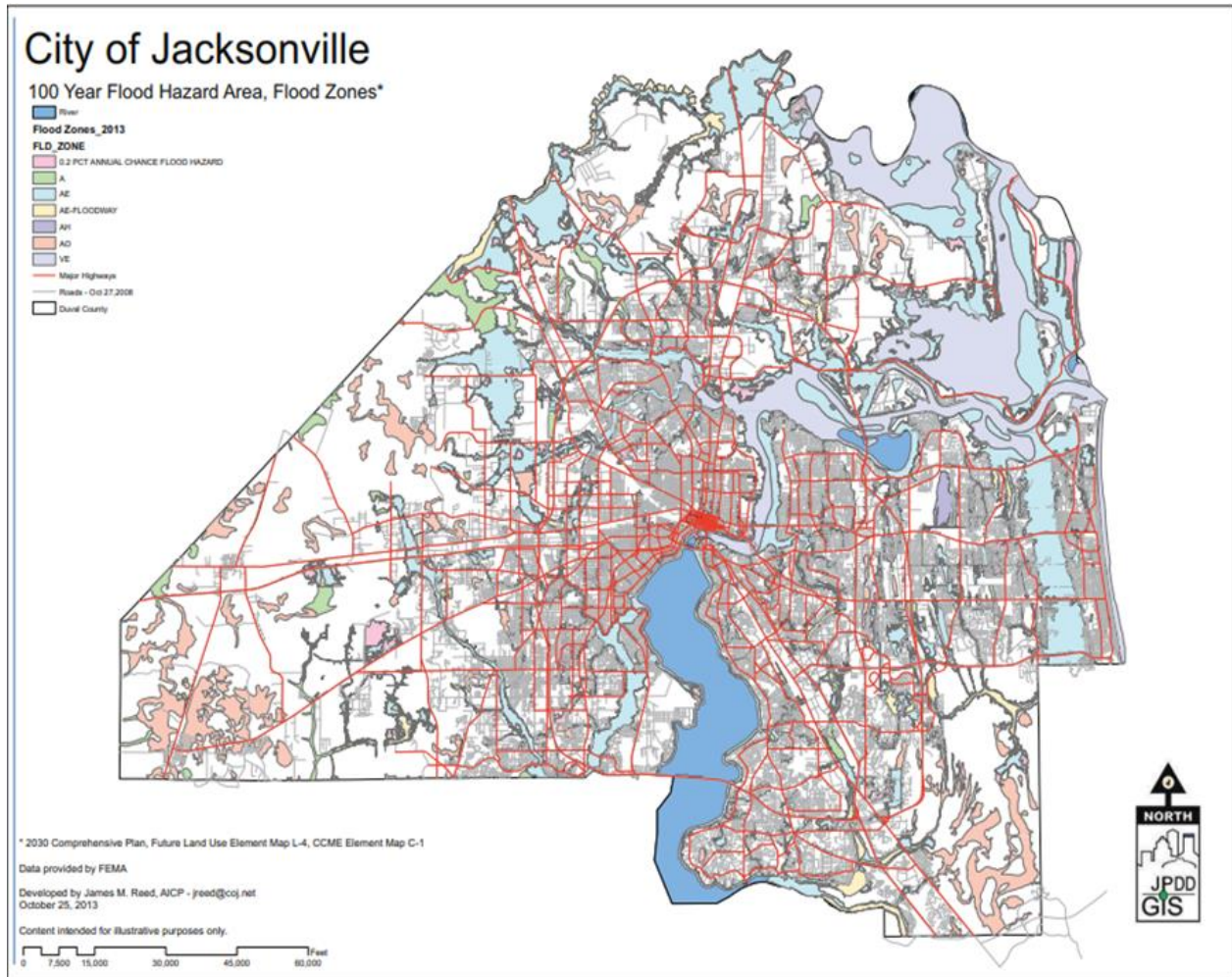
**Flood Plain Areas**

Extensive flood plain areas exist in the City of Jacksonville due to the slight elevations of land above sea level and the relatively flat topographic relief of the land surface. Flood plain areas exist around the St. Johns River and its tributaries as well as around the coastal lagoon and salt marsh system. In addition to flood plains surrounding large water bodies and their tributaries, there are large areas within the county's interior which experience periodic flooding. These flood prone areas are generally the result of flat, poorly drained land where accumulated rainfall runs in a sheet flow or ponds on the surface.

The City of Jacksonville experiences its most severe flooding when heavy rainfall is accompanied by a rise in sea level due to a storm surge or wind and wave set-up. Hurricanes and prolonged or severe nor'easters are the predominant causes of such flooding which can be greatly exaggerated when occurring during one or more periods of high tide. However, even in less severe events such as tropical storms or localized thunderstorms, rainfall alone can, and has, caused flooding. Significant events that demonstrate the vulnerability to this hazard are the declared disasters for Hurricane Matthew (2016), Hurricane Irma (2017), and Hurricane Dorian (2019). The City of Jacksonville has significant percentages of older housing that does not meet current building codes, homes built prior to the FEMA NFIP flood maps being created, and an extensive tree canopy. A few inches of rainfall from a thunderstorm will result in flooding within certain low-lying areas throughout the City.

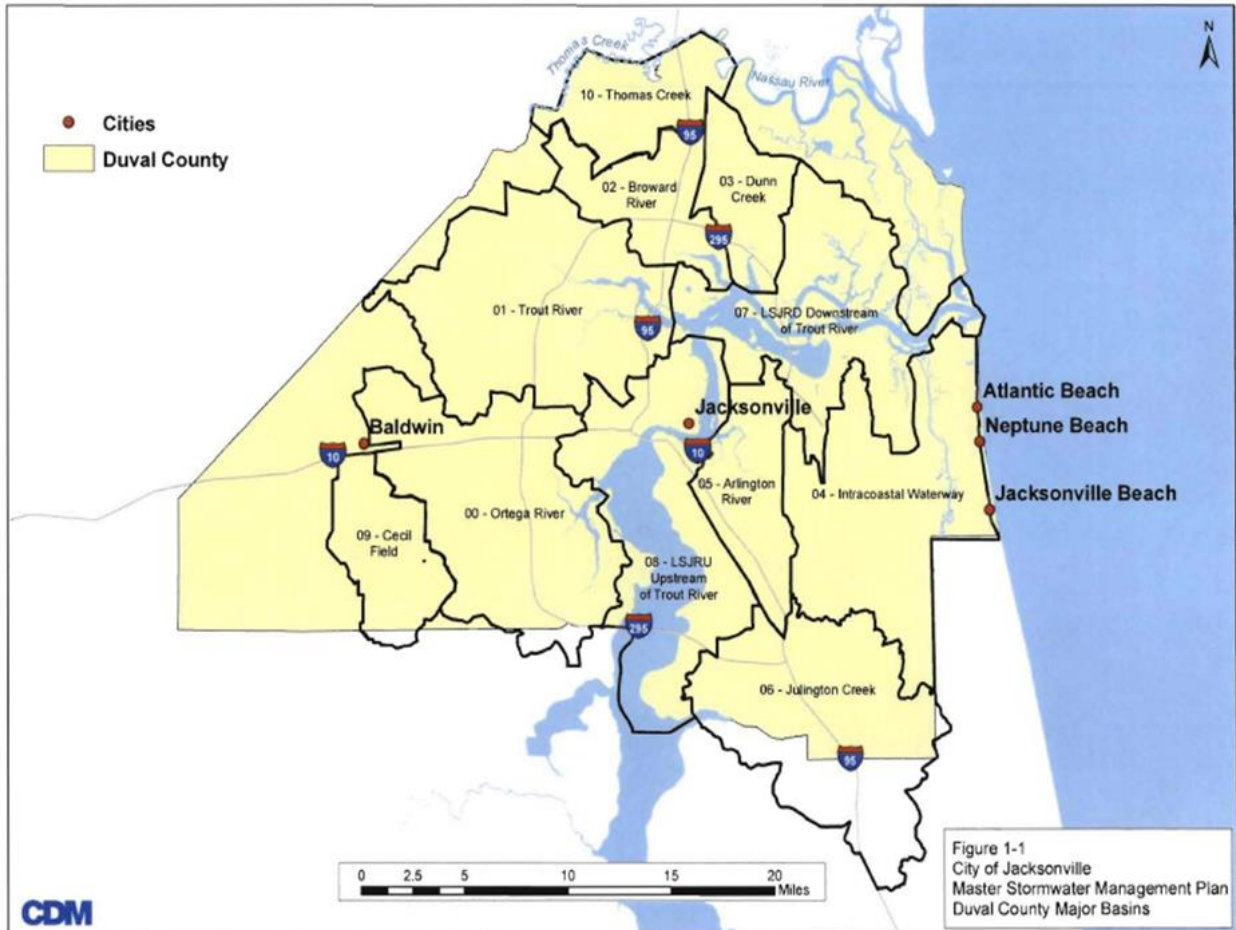
The following series of maps depict the 100-year floodplain and the major drainage basins in the City of Jacksonville to highlight the probability of flood impact upon all inhabitants.

**Figure 2: 100-Year Floodplain Map**



(Source: City of Jacksonville Comprehensive Plan, Future Land Use Element, Updated June 2018)

Figure 3: Duval County Major Drainage Basins



(Source: City of Jacksonville Planning and Development Department, Master Storm water Management Plan, 2014)

**Flood Hazard Areas**

Major flood hazard areas exist along the Intracoastal Waterway and adjoining creeks and salt marshes. Inland to the west, a flood zone of similar size and shape exists from just above McCormick Road south of Fort Caroline to past Beach Boulevard. Although large portions of land east of the Intracoastal Waterway are outside of the 100-year flood zone, the entire Beaches Municipalities are susceptible to flooding from coastal storms. Low-lying areas adjacent to water bodies or areas of high surface runoff are generally at risk. Most of the areas along these waterways are developed for residential uses.

The majority of the land bounded by Southside Boulevard on the west, Hodges Boulevard to the east, J. Turner Butler Boulevard to the south, and Beach Boulevard on the north, is within the flood hazard area. Much of this area is wetlands. An extensive 100-year flood hazard area exists south of J. Turner Butler Boulevard, west of Southside Boulevard and northeast of U.S. 1.





Another large flood hazard area exists between Hood and Losco Roads in Mandarin. The largest continuous flood hazard area by surface size exists in the far southeast quadrant of the City of Jacksonville. The large wetland area drains southwestward toward Durbin Creek and northeastward toward Pablo Creek. Pablo Creek has an extensive flood plain area that drains much of the land surrounding the University of North Florida, from Mill Dam Branch to Cedar Swamp Creek. Julington Creek forms a major flood plain area in conjunction with its tributaries. The northern part of the City of Jacksonville is heavily influenced by the St. Johns River, Nassau River, and Atlantic Ocean, and is dissected by many tributaries and branching creeks along which flood hazard zones exist. Aside from the highest uplands and barrier island ridges, a majority of all land east of the Dames Point Bridge falls within the 100-Year Flood Hazard Zone.

The Nassau River and Intracoastal Waterway are surrounded by extensive marsh lands which are all at risk of flooding. Thomas Creek's flood plain borders the county boundary on the northwest. Flood hazard zones of irregular size and shape are scattered over the entire district.

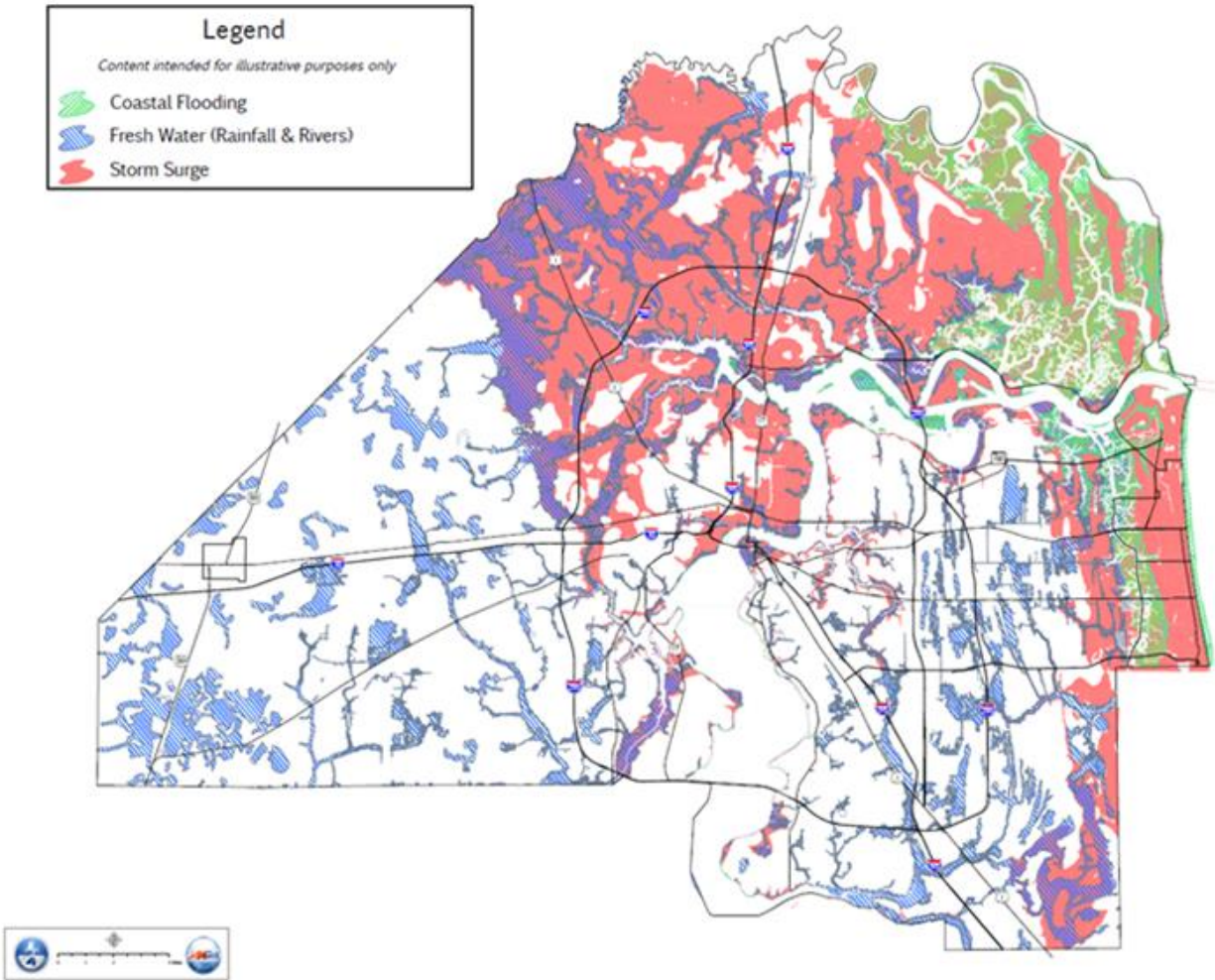
The Cedar River, Sawmill Creek, and Ribault River comprise the main flood plain area in the northwest part of the City of Jacksonville. Isolated parcels of flood hazard areas can be found; however, most of the western part of the City of Jacksonville is of relatively high elevation.

The Southwest part of the City of Jacksonville contains some of the highest elevations in the county, yet there are extensive flood hazard zones west of Yellow Water Creek. McGirts Creek and the Ortega River form a major flood plain area that extends from Old Plank Road southeast to the Clay County line then curves toward the northeast where it meets the Cedar River and then enters the St. Johns River. **Figure 3** depicts flood hazards from various types of flooding, both freshwater and from the ocean.

The Nassau River on the Northside of Jacksonville and Intracoastal Waterway to the East, are surrounded by extensive marsh lands which are at risk of flooding. Thomas Creek's flood plain borders the City of Jacksonville boundary on the Northwest. Flood hazard zones of irregular size and shape are present throughout the City. The Cedar River, Sawmill Creek, and Ribault River comprise the flood plain areas in Northwest Jacksonville. Isolated sections of flood hazard area can be found; however, most of Western Jacksonville is of relatively higher elevation. The Southwest area contains some of the highest elevations in the City, yet there are extensive flood hazard zones West of Yellow Water Creek, McGirts Creek, and the Ortega River. Additionally, a major flood plain area extends from Old Plank Road Southeast to the Clay County line then curves toward the Northeast where it intersects the Cedar River and then enters the St. Johns River.

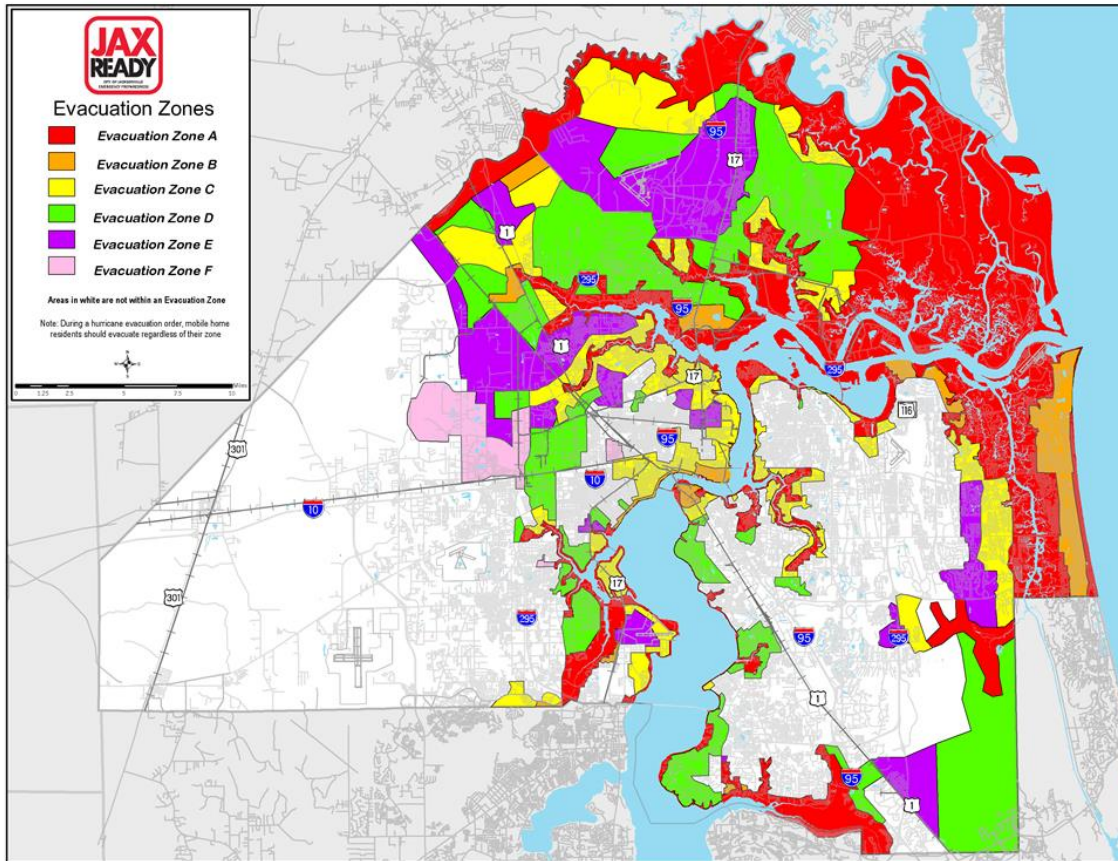
McCoys Creek is located west of the downtown area and flows east to the St. Johns River. The area surrounding McCoys Creek includes highly impermeable railyard, urban and industrial areas along U.S. Highway 1. The creek has a tidal component East of Stockton Street but it does not typically impact normal flooding. McCoys Creek, West of Stockton Street and in the Southern area near McDuff Avenue, floods when localized heavy rainfall occurs. Hogans Creek is another area with flood hazards. The creek forms downtown's North border stretching from the St. Johns River to the West. The area frequently experiences flooding along the Myrtle Avenue and Springfield Park corridors.

Figure 4: Flood Hazard Areas in Duval County



(Source: City of Jacksonville Planning and Development, 2018)

Figure 5: The City of Jacksonville Hurricane Evacuation Zones



(Source: City of Jacksonville Emergency Preparedness Division, 2020)

### Demographics

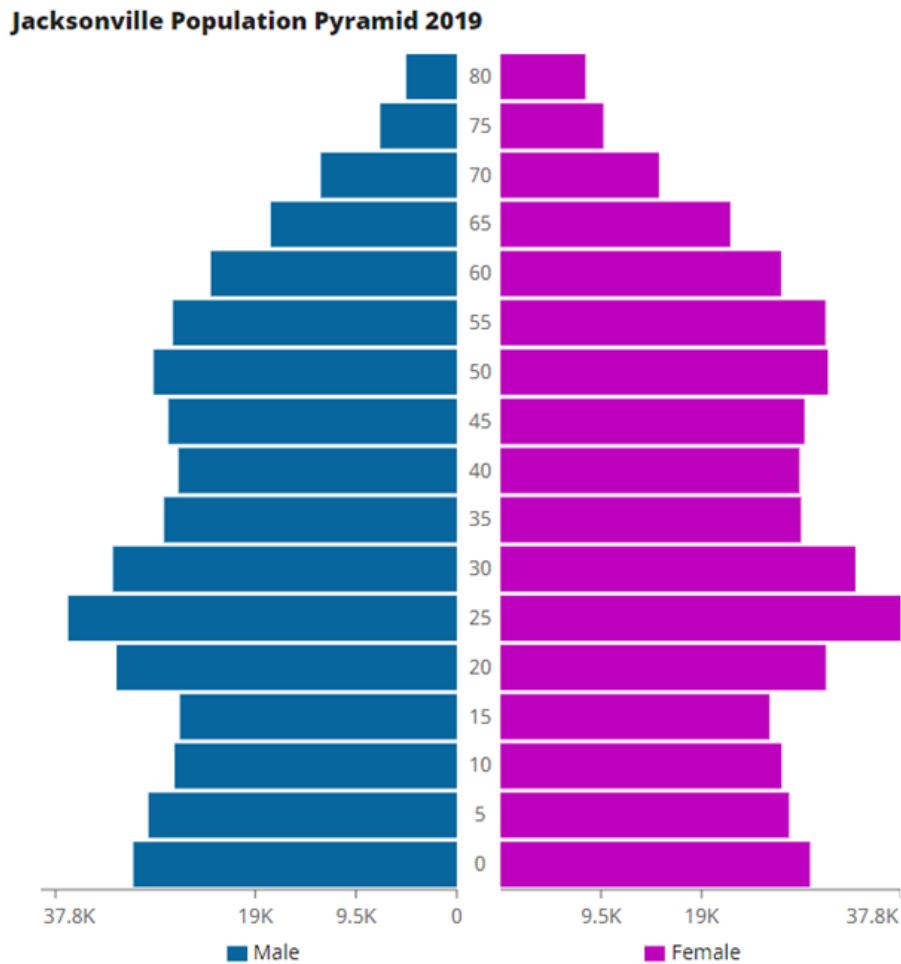
Jacksonville is the most populous city in Florida and the largest city by area in the contiguous United States. It is the seat of Duval County, with which the city government consolidated in 1968. Consolidation gave Jacksonville its great size and placed most of its metropolitan population within the city limits. As of 2020, Jacksonville's population was estimated to be 970,672. The Jacksonville metropolitan area population of 1,523,615 and is the fourth largest metropolitan area in Florida (Source: University of Florida Bureau of Economic and Business Research: Florida Estimates of Population 2019).

The population of the City of Jacksonville is distributed primarily along the St. Johns River radiating out from the downtown area. In the last ten to fifteen years, the area between Southside Boulevard and the Beaches have been developed with residential land uses averaging three to four dwelling units to the acre. The Beaches are nearly built out and with a combined total of close to 50,000 people.



The overall distribution of population by planning district can be seen on the following table. The age distribution chart that follows illustrates that the majority of the population is less than 65 years old. The estimated population of the City of Jacksonville in 2017 was 912,043; of which 469,928 (51.5 percent) are females and 442,115 (48.5 percent) are males. Of the total, 23.1 percent of the population were under 18 years and 13 percent were 65 years and older. Data has been collected from the 2017 American Community Survey, which is the most recent survey available at the time this plan is being updated. Additional demographic data is included in the LMS, which is an Annex of this plan. This additional data includes economic characteristics, housing characteristics, social characteristics, and NFIP participation,

**Table 1: Approximate Age Distribution of People in the City of Jacksonville**



(Source: <http://worldpopulationreview.com/us-cities/jacksonville-population/>  
Adapted from US Census 2017 ACS 5-Year Survey; Table S0101)



**Table 2: The City of Jacksonville Population Density and Distribution**

Linear by Planning District									
	1980	1990	2000	2006	2011	2016	2021	2026	2031
Urban Core	56,295	46,622	42,635	43,569	46,636	49,708	52,702	55,495	57,989
Arlington	110,286	147,927	186,072	209,557	224,310	239,088	253,487	266,921	278,919
Southeast	95,753	146,175	195,721	229,088	245,215	261,371	277,112	291,798	304,914
Southwest	102,861	122,527	133,867	161,790	173,180	184,589	195,706	206,078	215,341
Northwest	142,317	132,584	128,848	139,069	148,860	158,667	168,223	177,138	185,100
North	33,408	39,395	48,474	67,025	71,744	76,470	81,076	85,373	89,210
Beaches & Baldwin	30,083	37,741	43,262	41,094	43,987	46,884	49,708	52,343	54,695
<b>Totals</b>	<b>571,003</b>	<b>672,971</b>	<b>778,879</b>	<b>891,192</b>	<b>953,932</b>	<b>1,016,778</b>	<b>1,078,014</b>	<b>1,135,147</b>	<b>1,186,169</b>

*(Source: U.S. Census Bureau 2017, Florida Office of Vital Statistics, City of Jacksonville Planning and Development)*

Vulnerable Populations

The vulnerable population includes but is not limited to, persons with physical, cognitive or developmental disabilities. These include persons with limited English proficiency, geographically or culturally isolated, medically or chemically dependent, homeless, frail elderly, and children. These populations may require additional levels of support for evacuation, transportation, sheltering, and disaster housing. It also includes the populations who live in Manufactured housing along the coast and low-lying areas that are Flood hazards and storm surge zones, and households that do not own a car. According to 2016 Census estimates, approximately 33,509 households, or 8.7 percent, in the City of Jacksonville do not own or have access to a private vehicle, which results in additional vulnerability in the event of a mandatory evacuation (Source: <https://www.governing.com/gov-data/car-ownership-numbers-of-vehicles-by-city-map.html>).

The City of Jacksonville houses an inmate population that fluctuates at around 3,000 individuals housed within the Pre-Trial Detention Facility on Bay Street, Downtown Jacksonville. The Montgomery Correctional Center located on Lannie Road, previously known as the City Prison Farm, has a capacity of 2,189 (Source: <http://www.dc.state.fl.us/pub/jails/index.html>).

The Jacksonville Planning and Development Department’s Housing Element of the 2030 Comprehensive Plan indicates that farm worker housing is not a significant need in the City of Jacksonville. Policy element 1.3.1 of the Housing Element addresses the need to identify and improve infrastructure to accommodate low income families, elderly housing, farm workers, manufactured home parks or subdivisions, group homes, and foster care facilities. The Bureau of Labor Statistics estimated in 2020 that 610 Jacksonville residents were employed in the farming, fishing, and forestry occupations.

According to Visit Jacksonville, the tourism development organization, there were over 20 million annual visitors to the City of Jacksonville in 2019, the most recent year with complete data. Of these visitors, 7.2 million spent at least one night. The average hotel occupancy in Jacksonville in 2019 was 73 percent. With approximately 17,816 hotel rooms in hotels across the City of Jacksonville, on any given day, there are an estimated 33,540 visitors within the City and would be considered part of the transient population. (Source: <https://s3.amazonaws.com/visitjax-2018/craft-images/2019-Visitor-Estimates.pdf>)

Infrastructure

The City of Jacksonville is well connected to the Northeast Florida region, the state, and the nation by several interstate and other federal highways, an international airport, two municipal airports, an



extensive rail service provided by three major railroads (Norfolk Southern, Florida East Coast, and CSX), a major deep-water port for ocean and river traffic at JAXPORT, and multiple military bases.

The City of Jacksonville contains approximately 152 miles of highways, 403 miles of arterial roads, and 465 miles of collector streets. In recent years, the I-295 Beltway connecting roads have been completed, enabling adjoining St. Johns and Clay counties improved access to and through the City of Jacksonville. The transportation network is the primary conduit for daily life activities of the City of Jacksonville and would be impacted by the natural, man-made or technological hazards for which the county has the most susceptibility. In the case of a tropical cyclone or hurricane, evacuation times would be impacted by the rate of road clearance and ensuing gridlock at the peak of evacuation (*Jacksonville Planning and Development Department, 2018*).

The Bureau of Labor Statistics reports the following estimated employment characteristics for Jacksonville and the surrounding metropolitan statistical area. Estimates are calculated with data collected from employers in all industry sectors in Jacksonville, FL metropolitan statistical area in Florida (Source: [https://www.bls.gov/oes/current/oes\\_27260.htm](https://www.bls.gov/oes/current/oes_27260.htm)).

Management Occupations	35,590
Business and Financial Operations Occupations	47,000
Computer and Mathematical Occupations	18,990
Architecture and Engineering Occupations	11,360
Life, Physical, and Social Science Occupations	3,040
Community and Social Service Occupations	8,910
Legal Occupations	6,360
Educational Instruction and Library Occupations	31,590
Arts, Design, Entertainment, Sports, and Media Occupations	7,060
Healthcare Practitioners and Technical Occupations	47,880
Healthcare Support Occupations	23,220
Protective Service Occupations	17,470
Food Preparation and Serving Related Occupations	59,240
Building and Grounds Cleaning and Maintenance Occupations	20,690
Personal Care and Service Occupations	11,590
Sales and Related Occupations	68,140
Office and Administrative Support Occupations	108,320
Farming, Fishing, and Forestry Occupations	610
Construction and Extraction Occupations	33,970
Installation, Maintenance, and Repair Occupations	30,240
Production Occupations	25,410
Transportation and Material Moving Occupations	66,820
<b>Total</b>	<b>683,500</b>

**CRITICAL FACILITIES**

The City of Jacksonville maintains a large inventory of properties. All non-critical municipal public buildings and facilities are maintained by the City of Jacksonville and each jurisdiction within the county. The City of Jacksonville EPD and the Information Technology Division (ITD) maintains a critical facilities inventory.



This inventory consists of the critical facilities; the National Flood Insurance Program (NFIP) repetitive loss data; historic flood data, and the locations of hazardous materials that fall under the jurisdiction of Section 302 of the Federal Emergency Planning and Community Right to Know Act. This data has been furnished by the City of Jacksonville Department of Regulatory Compliance. A copy of this list has been supplied to the Florida Department of Emergency Management (FDEM) as well.

The following facilities are deemed critical by the state and federal governments:

- Hospitals
- Fire Stations
- Hurricane Risk Shelters
- Public Schools, Colleges, and Universities
- Evacuation Routes
- Water Treatment Plants
- Sewage Treatment Plants
- Electric Substations
- Government Buildings
- Emergency Response Facilities

The City of Jacksonville and JEA have prioritized critical facilities power restoration. The priority facilities include the following:

- Level 1 – Hospitals
- Level 2 – Includes, but not limited to, Federal Aviation Authority Transmitting Towers, Jacksonville International Airport, government buildings inclusive of fire stations and military complexes, JEA substations for electrical power and sewer facilities, waste treatment plants
- Level 3 – Includes, but not limited to, the City of Jacksonville EOC, dialysis centers, and the activated hurricane risk shelters
- Level 4 – Includes, but not limited to, American Red Cross Command Post, City Hall complex, Motor Pool Complex, CSX transportation, Blood Alliance Center, jail and correctional institutes within the County
- Level 5 – Includes, but not limited to, JEA lift stations, and major intersections on the evacuation routes

## CLIMATE

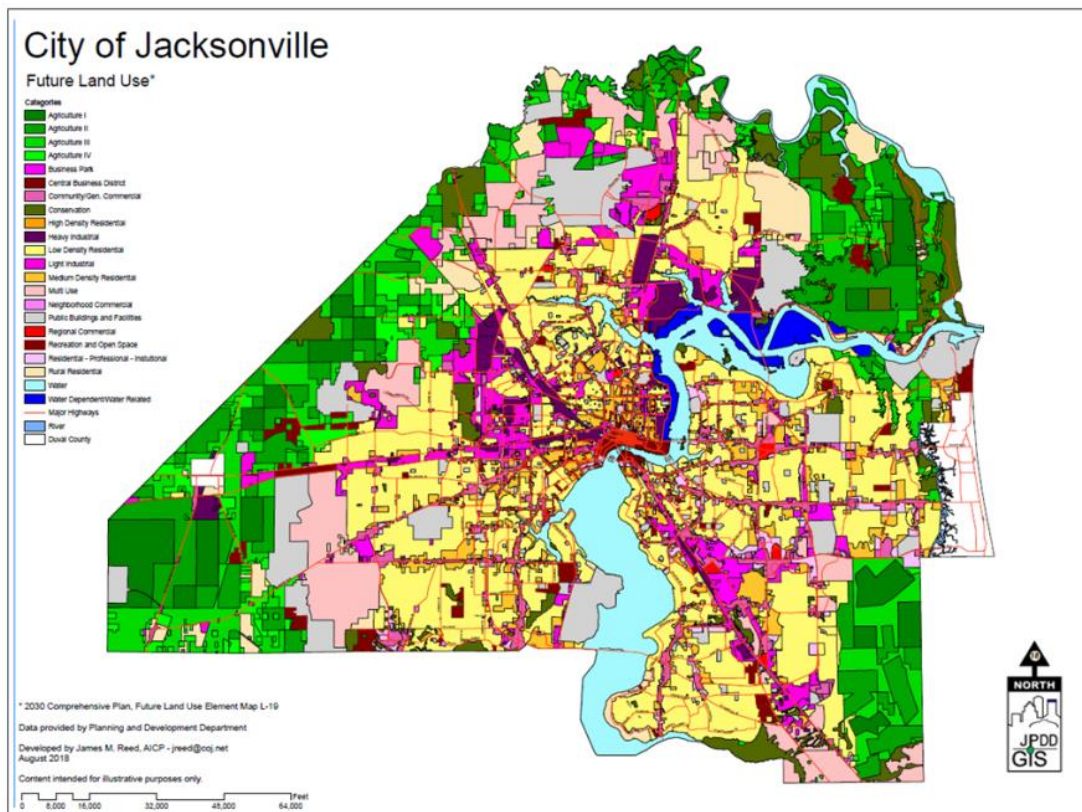
Characterized by hot, humid summers and mild to cool winters, the City of Jacksonville is in the humid subtropical climate zone. With an average of 221 sunny days per year, the average annual temperature is 70 degrees Fahrenheit. The average annual high is 78 degrees Fahrenheit and the average annual low is 62 degrees Fahrenheit. The average rainfall per year is 52 inches, with the rainy season in the summer. Rainfall is often associated with the summer thunderstorms that form as a result of surface heating. Winters are sunny, dry, and mild with high temperatures in the mid-60s and the average lows in the mid-40s. Spring highs are in the mid to high 70s for March and April and in the 80s in May. Spring lows are in the mid-60s and 70s. Summer high temperatures hover in the low 90s and the lows in the mid-70s. Fall sees high temperatures in the 90s through October and lows in the 60s and 70s.

### LAND USE CHARACTERISTICS

Urban development originated in 1822 when the site of Jacksonville was first surveyed and formally organized. Duval County was created in the same year, with Jacksonville designated as the county seat. The settlement was originally established to service the traffic crossing the river, but soon became a center of river-borne traffic into the state's interior. Developments spreading along the St. Johns River, such as Chaseville, New Berlin, Mayport, and Mandarin, were linked by the river. The advent of railroads into this area spurred further development, especially with the crossing of the St. Johns. The City of Jacksonville became a tourist destination in the late 1800's, as well as a terminus for tourists proceeding up river to interior resorts, such as Green Cove Springs and Switzerland. A railroad line was built to Pablo Beach (now Jacksonville Beach), establishing a new corridor of development from the South Jacksonville area to the beach.

As Jacksonville became a railroad and water traffic hub, commercial and industrial development spread along these avenues of commerce. Major commercial and industrial activity is now found radiating from the original center of Jacksonville along major railroads and highways as well as northward along the St. Johns towards the Atlantic Ocean. Residential development often followed this commercial and industrial growth, but not entirely unique to our area, major residential satellite developments grew up in remote areas of the county. Areas such as Arlington, Mandarin, Ortega and the Beaches grew, attracting supporting commercial uses, and have grown to where today these and numerous other once-outlying areas now make up the unified urban fabric of the City of Jacksonville.

Figure 6: The City of Jacksonville Future Land Use Map



(Source: City of Jacksonville Planning and Development Department)





## PLANNING ASSUMPTIONS

The planning assumptions for the CEMP are as follows:

- The top priority for emergency management is to save lives and protect property.
- The EPD staff participates in the day-to-day roles of the Division. EPD staff fulfill roles within the Emergency Preparedness Organization during planned events or incidents.
- The Emergency Preparedness Organization is inclusive of any employee, regardless of day-to-day position in a particular organization or agency, who works to support the mission in a disaster or emergency.
- Assisting agencies are indicated in the supplemental plans and annexes of the CEMP.
- Emergencies and disasters can occur with warning (noticed) or without warning (no-notice).
- The City of Jacksonville's EOC will be activated and staffed by the Emergency Preparedness Organization to support operations.
- In this document, the EOC refers to the physical location at 515 N Julia Street. However, an Incident Command Post may be established in any of the alternate facilities listed in the EPD COOP or in any location as required by an incident or event.
- The top 15 hazards were assessed in the LMS. The remaining hazards were determined by the Duval Prepares Committee not significant enough for evaluation in the final document. However, several hazards that are not included in the LMS, but are deemed significant by the State of Florida CEMP, are included in the City of Jacksonville's CEMP.
- Within the CEMP, the term "incident" is used interchangeably with "emergency" and "disaster," implying that the disaster or emergency could be of any hazard, size, scale, or complexity. These references are included in Chapter 674, City of Jacksonville Ordinance Code.
- "Incident Command" and "Operations Group (Area Command)" are used interchangeably in the CEMP.
- All emergencies and disasters are local, but the needs may exceed local resources and mutual aid may be requested from other counties, the State of Florida, or other states through the Emergency Management Assistance Compact (EMAC), or the Federal Government.
- The City of Jacksonville may request mutual aid assistance from other counties through the Statewide Mutual Aid Agreement.
- Evacuation and sheltering may require regional coordination.
- The Federal Government and the State of Florida may pre-deploy resources to the City prior to an incident.
- The City is unique in the region due to the consolidation of the City of Jacksonville's government, the large geographic area, and the proximity to the Atlantic Ocean.



## HAZARD ANALYSIS

The City of Jacksonville maintains a comprehensive approach to protecting against, preparing for, responding to, recovering from, and mitigating hazards that may threaten the safety and well-being of the community. The City must be prepared to respond to natural, man-made and technical hazards. Identification of consequences in emergency management planning stresses the identification of consequences based on vulnerability (the expected severity of the event), probability (the frequency of past events) and risk (equal to the vulnerability as compared to the probability of future events). Detailed vulnerability, probability, and risk assessment information is included in **Section III: Hazard Identification and Vulnerability Analysis** of the LMS. The hazards identified in the LMS are:

1. Tropical Cyclone
2. Severe Weather
3. Storm Surge
4. Extreme Heat
5. Sea Level Rise
6. Flooding
7. Human and Animal Disease
8. Wildfire
9. Drought
10. Saltwater Intrusion
11. Coastal Erosion
12. Winter Storm and Freezing Temperatures
13. Cyber Attacks
14. Terrorism and Targeted Violence (Active Shooter, Lone Offender, Biological, Chemical, and Explosive Attack)
15. Hazardous Materials Incidents
16. Critical Infrastructure Disruption

For the purposes of this analysis and to ensure consistency among the baseline documents used for emergency management planning, the following hazards have been eliminated from further discussion in this plan:

1. Dams and Levee Failure
2. Tsunami
3. Earthquake
4. Volcano



## POTENTIAL ECONOMIC IMPACTS OF HAZARDS

Any incident may have a negative impact on the economic development of a particular area. In the City of Jacksonville, a major natural disaster could have significant negative short-term economic impacts with long-term consequences for economic growth and development. Jacksonville serves a major international port, transportation hub, hosts a significant leisure and hospitality industry, and has over 13.9 percent of the population below the poverty line. Any disruptions from a disaster are likely to cause effects on the local economy.

### Employment and Per Capita Income

The effects of the hazards that may have an impact on employment levels and per capita income in the City of Jacksonville are dependent upon the type, magnitude, and duration of a disaster. The effects of a direct hurricane strike may result in a negative impact on employment and income in Jacksonville. Jacksonville's industries may be disrupted in the aftermath of a storm and any economic disruptions may be short-lived. There will likely be a short-term spike in unemployment claims. This will likely be tempered when employment increases as workers are added in the areas of emergency services, cleanup, and construction. Tourism and industries in the beach municipalities, coastal areas, and along the St. Johns River may experience more long-term economic challenges, having experienced the impact of a tropical storm. Brush fires, terrorism events, critical infrastructure, and transportation disruptions due to other hazards such as hurricanes, may also have a widespread, temporary negative effect on employment and wages. The effects of most other hazards on employment levels can be expected to have more of a localized impact.

### Average Property Values

Hazards with widespread effects, such as hurricanes and associated storm surge, could cause a short-term devaluation in property values throughout the City of Jacksonville. Significant sections of the City containing housing, or in the specific area of disaster impact, may be destroyed or sustain major damage. Redevelopment may spur a long-term escalation in property values. As with the impacts on employment, most other hazards will probably only affect a relatively small number of homeowners in a localized area. The U.S. Census Bureau estimates the mean property value of owner-occupied housing units at \$217,200 as of 2018 (*Census Bureau ACS 5-year Estimate*).

### Vulnerability to Additional Hazards by Community

The City of Jacksonville has multiple Hazard Specific Plans (HSP) that address other possible hazards not highlighted in the LMS. These hazards are often disasters or emergencies that are no-notice or occur with little warning, but can greatly impact the critical infrastructure, safety, and property of citizens. Vulnerability, probability, and risk assessment information is included in the **Table 3: Vulnerability to Additional Hazards by Community**.

The **Civil Unrest HSP** addresses disturbances caused by a group or individuals that may include but are not limited to: marches, sit-ins and other forms of obstructions, civil disobedience, sabotage, looting, and other forms of crime.

Plans maintained by the United States Coast Guard, Sector Jacksonville, and the Florida Department of Environmental Protection facilitate the coordination and response to coastal oil spills in waterways and along the coastline in the City of Jacksonville.

Major planned events referred to as Special Events in the City of Jacksonville are incorporated into the all-hazards approach of the emergency management program. Special event operations utilize the ICS and may incorporate multiple agencies to ensure the safety of the public and venue staff.



Any special events that occur within the Sports Complex, including the Veterans Memorial Arena, the Baseball Grounds, TIAA Bank Field, and Daily's Place are addressed in the **Stadium Plan**.

The **Mass Casualty HSP** discusses the threats that can potentially generate a large number of casualties in the City.

### Support Facilities

The EPD utilizes various facilities to support the emergency preparedness program. Facilities include the City of Jacksonville EOC, the Mobile Incident Management Unit, the Disaster Operations Warehouse, Staging Areas, and Points of Distribution. These facilities are used to protect against, prepare for, respond to, recover from, and mitigate disasters and incidents in the City of Jacksonville. The **Resource Management Plan** addresses the management of support facilities based on areas impacted.



**Table 3: Vulnerability to Additional Hazards by Community**

Hazard	Events Recorded 1950-2021	Probability of Occurrence	Significant #s of People	Economic Impact	Vulnerability Level	Risk Level	Consolidated City of Jacksonville and Duval County	Jacksonville Beach	Atlantic Beach	Neptune Beach	Baldwin
Civil Unrest	16 in FL 2 in CCOJ	Low	Incident Dependent	Low	Low	Low	Y	Y	Y	Y	Y
Major Coastal Oil Spills	7 in the surrounding coastal area 1 in Florida	Low	Incident Dependent	Low	Low	Low	Y	Y	Y	Y	N
Major Incidents at Special Events	0	Low	Yes	Low	Low	Low	Y	Y	Y	Y	Y
Mass Casualty	13 in Florida 2 in Jacksonville	Increased	Incident Dependent	Increased	Increased	Moderate	Y	Y	Y	Y	Y

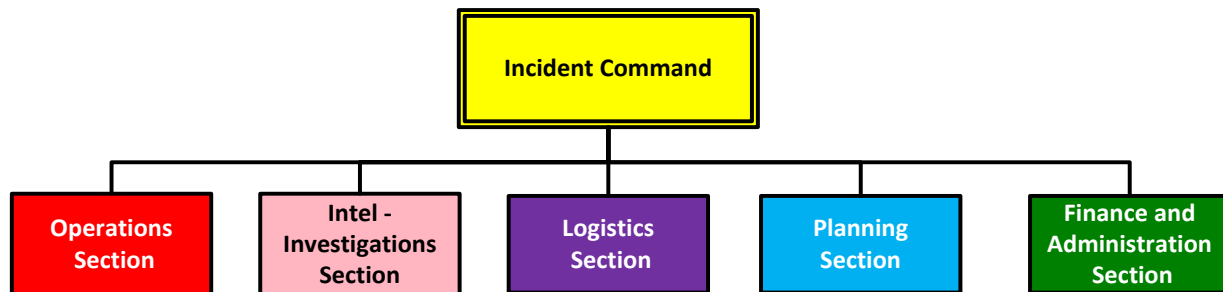
### SECTION III

## CONCEPT OF OPERATIONS

### NATIONAL INCIDENT MANAGEMENT SYSTEM

Pursuant to Ordinance Code Chapter 674, Part 6 and Homeland Security Directive 5, NIMS is used by the City of Jacksonville to effectively and efficiently work together at all levels of government, non-governmental organizations, and the private sector to protect against, prepare for, respond to, recover from, and mitigate incidents, regardless of the cause, size, or complexity. This systematic approach utilizes standardized terminology and organizational structures, interoperable communications, consolidated action plans, uniform standards for planning, training, and exercising, ICS command structures, uniform personnel qualifications, comprehensive resource management, and designated incident facilities during incidents. NIMS is a common approach for managing incidents that is flexible but has a standardized set of incident management practices. It emphasizes that all incidents begin and end locally, and are managed daily at the lowest possible geographical, organization, and jurisdictional level. The City of Jacksonville utilizes the ICS element of NIMS as a fundamental element of incident management. ICS integrates a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure. The activities are facilitated in six major functional areas: command, operations, planning, logistics, intelligence and investigations, and finance and administration. The City of Jacksonville utilizes ICS for the management of incidents regardless of the hazard, size, or complexity of the incident.

Figure 7: ICS Organizational Chart



#### Organizational Structure

The Emergency Preparedness Division (EPD) of the Jacksonville Fire and Rescue Department (JFRD) is directed by the Director and Division Chief, Emergency Preparedness Division, as outlined in Part 6, Chapter 31 of the City of Jacksonville Ordinance Code. Legislative Ordinance 2020-0411-E amended Part 6, Chapter 31 to create an Emergency Preparedness Director position in addition to the Division Chief of Emergency Preparedness. The Emergency Preparedness Director is responsible for the day to day operations of the Emergency Preparedness Division, including oversight of the Division’s budget. The Chief is responsible for the organization, administration, and operation of the Emergency Preparedness Division, subject to the direction of the Director of Jacksonville Fire and Rescue Department or the Emergency Preparedness Director. The Division Chief, Emergency Preparedness Division and staff are responsible for the day to day management of preparation, readiness, and planning functions required to administer and manage the Emergency Preparedness Organization.



Pursuant to Chapter 674, City Ordinance, Emergency Preparedness Division is established and is responsible for establishing and maintaining a comprehensive emergency preparedness educational program, registering individuals with special medical needs, being a central repository for all mutual aid agreements, keeping the SEPPC and City Council well informed, and maintaining a state of readiness at all times by conducting exercises and training programs. The day to day activities of the EPD occur on the 4th Floor of JFRD Headquarters at 515 North Julia Street, Jacksonville, FL 32202.

The day to day functions of the EPD can be transformed into a fully operational EOC on the 4th and 5th Floors of JFRD Headquarters. The Emergency Preparedness Organization manages the EOC. The Mayor also serves as the Incident Commander, unless authority to manage the incident has been delegated.

The EOC structure is the temporary re-organization of government to address the extraordinary communication and coordination requirements posed by an incident, as outlined in Executive Order 2008-01, Part 4 and Chapter 674.203, City of Jacksonville Ordinance Code. Once the decision to fully activate the Emergency Preparedness Organization is made, the structure and responsibilities will be consistent with Section 674.203, City of Jacksonville Ordinance Code. The head of the organization is the Mayor, assisted by the Jacksonville Security Coordinator, an Executive Group, and the Operations Group.

#### Executive Group

The Executive Group is established by Chapter 674, City of Jacksonville Ordinance Code. The Executive Group is under the coordination of the Mayor and is comprised of appropriate department heads and other key individuals identified by the Mayor. See the Roles and Responsibilities Section on page 50 of this CEMP for the role of the Executive Group. The Executive Group is comprised of the equivalent of the Agency Administrator or Senior Official roles as identified by NIMS.

#### Operations Group

The Operations Group includes both operational and services staffing. The responsibilities of the Operations Group are established in Chapter 674, City of Jacksonville Ordinance Code and are identified in the Roles and Responsibilities Section on page 50 of this CEMP. The Operations Group is the equivalent of the Command and General Staff functional area as identified by NIMS.

#### Delegation of Authority

The Mayor may delegate responsibilities and legal authority to task the necessary resources needed in responding to and recovering from an incident as outlined in the Executive Order 2008-01, Part 4. When this delegation of authority takes place, the Operations Group (Area Command) may be utilized due to multiple agencies and department's involvement. Incidents that escalate to one of the following categories may require a State of Emergency, as defined in Chapter 252.34 of Florida Statute:

- Catastrophic disaster – a disaster that will require massive State and Federal assistance, including the military.
- Major disaster – a disaster that will likely exceed local capabilities and require a broad range of State and Federal assistance.
- Minor disaster – a disaster that is likely to be within the response capabilities of local government and, will likely result in only a minimal need for State or Federal assistance.

Smaller, less complex incidents are often handled by field incident commanders in their respective specialty areas. For example, law enforcement issues are managed by the Jacksonville Sheriff's Office (JSO), while fire and rescue incidents are managed by the JFRD SOPs. The JFRD and the JSO work together on a daily basis.



Executive Order 2008-01 states that all City of Jacksonville department directors and agency heads will ensure that their departments and agencies are prepared to assist in the emergency management activities. Each department or agency is required to select a designated individual to serve as the Emergency Coordinating Officer (ECO) and alternate. The responsibilities of the ECO are outlined in Executive Order 2008-01 and the ECOs or their designees respond to the EOC to support the incident operations.

### Line of Succession

Section 6.06 of the City of Jacksonville Ordinance Code outlines the line of succession for the Mayor.

A vacancy in position of the Mayor, due to death, resignation, or removal of his residence from the City of Jacksonville, will temporarily be filled by the following individuals in the following order:

- The President of the City Council,
- The Vice President of City Council,
- The Chairman of City Council Committee on Rules, and
- The Chairman of City Council Committee on Finance.

The Acting Mayor will exercise their powers of the Office of Mayor until a successor is qualified, elected, and assumes office.

During the absence of the Mayor of the City of Jacksonville, the President of City Council automatically becomes Acting Mayor, with the emergency powers to act only when the public interest requires and any additional powers as the Mayor may designate. In the event of incapacity or suspension, the President of City Council automatically becomes the Acting Mayor, with all the powers of the office, as long as the incapacity or suspension lasts. If the Mayor and President of City Council are absent then the same line of succession occurs as in the case of the Mayor's death, resignation, or removal of his residence from the City.

As outlined in the EPD COOP, in the event that the Director, Emergency Preparedness Division is unavailable or unable to perform the responsibilities, the Division Chief, Emergency Preparedness Division will assume the responsibilities. If the Division Chief is unable to perform the Director's responsibilities, then the most senior uniformed Officer assigned to the EPD will assume the responsibility.

### Direction and Control

The direction and control of the EOC is vested in the Mayor, as discussed in Chapter 674, City of Jacksonville Ordinance Code and the Mayor is responsible for the prompt, efficient execution of the emergency preparedness plan necessary to:

- Reduce the vulnerability of the people and of the City to damage, injury, and loss of life and property.
- Prepare for and execute rescue, care, and treatment of persons victimized or threatened by disaster.
- Provide a setting conducive to the rapid and orderly start of restoration and rehabilitation of persons and property affected by disaster.

The EOC can be activated, depending on the nature of the incident. The Mayor, through the Director and Division Chief, Emergency Preparedness Division will designate what level of activation is required for an incident. Once the activation level is determined, the steps for notification and operation are based on the activation levels outlined below in Table 4.



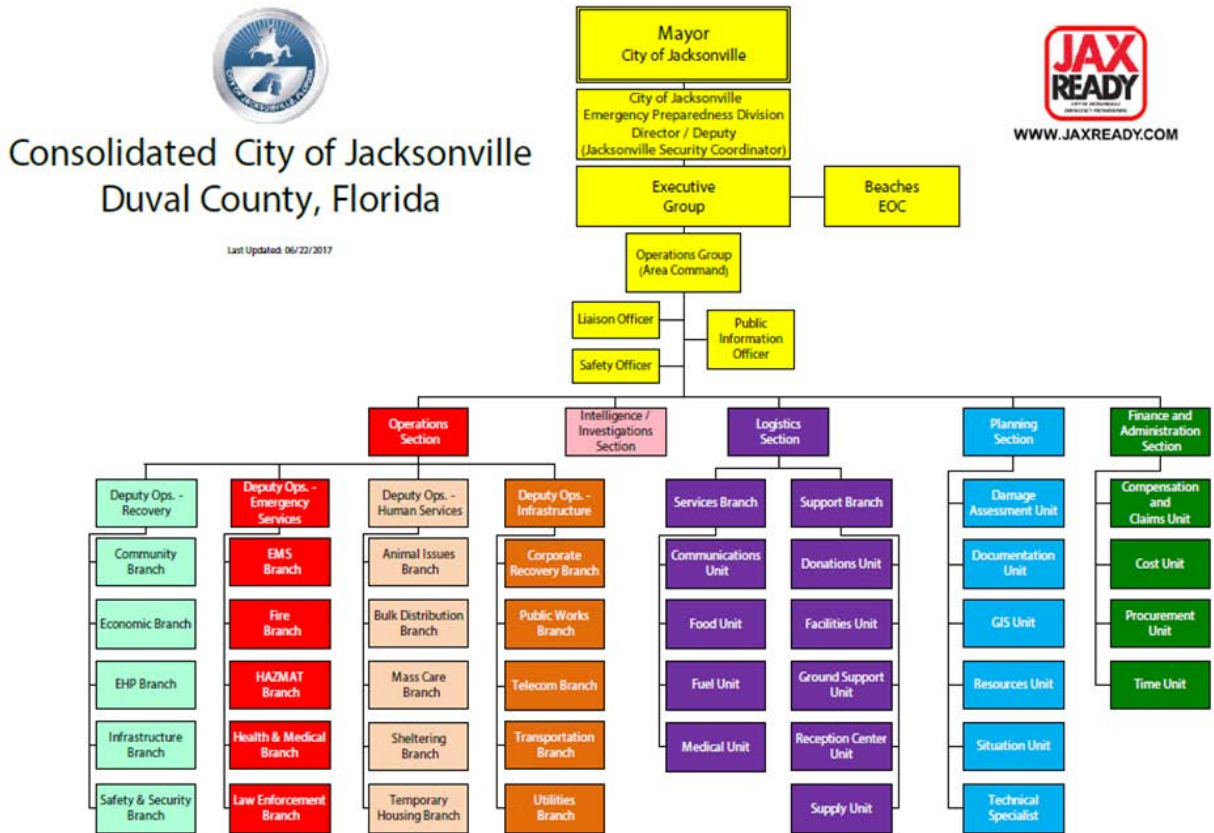


Table 4: EOC Activation Levels

Activation Levels	
<b>Full Activation</b> (Level I)	The EOC is staffed on 24 hours a day basis. All relevant lead and participating agencies are notified and are likely involved in the incident. All relevant sections and branches and their respective units are activated as dictated by the incident.
<b>Partial Activation</b> (Level II)	All agencies and departments are notified. EPD staff and any necessary agencies ECOs will staff the EOC. The positions listed in <b>Figure 9: Emergency Preparedness Organizational Chart</b> and individuals from non-governmental or private sector stakeholders may be requested by the Division Chief, Emergency Preparedness Division to assist in addressing an incident. The Division Chief, Emergency Preparedness Division may activate portions of the CEMP in preparation of an anticipated major disaster.
<b>Not Activated or Monitoring and Assessing</b> (Level III)	Daily monitoring continues by the EPD when the EOC is not activated. Notification may be made to those agencies and departments that would need to act as part of their statutory responsibilities. Activations may only involve EPD staff and other members of the JFRD. This level is established to perform situation awareness and analysis.



Figure 9: Emergency Preparedness Organizational Chart



### Notification and Warning

The JFRD Communication System is used to notify the Emergency Preparedness Organization personnel to respond to the EOC. Personnel are expected to report to the EOC without notification if they become aware of a significant incident that may have impacted the City of Jacksonville and they cannot reach a member of EPD. The EOC should be staffed and operational within one-hour of the initial notification.

### Declaration of Emergency

A State of Disaster Emergency can be declared by the Mayor, if a disaster has occurred or if the occurrence or threat is imminent, in accordance with Section 674.206 of the City of Jacksonville Ordinance Code. The State of Disaster Emergency continues until the Mayor finds that the threat or danger has been dealt with to the extent that the emergency conditions no longer exist and State of Emergency is terminated by proclamation. No State of Disaster Emergency may continue for longer than 30 days unless renewed by the Mayor. At the time of a declaration, the Mayor requests that the City Council convene in a special session, so the Mayor may report all the facts and circumstances concerning the disaster and the recommended actions. The City Council, by resolution, may terminate a State of Disaster Emergency at any time; the Mayor would then issue a proclamation ending the State of Emergency. The proclamation should include the nature of the disaster, the area, or areas threatened by it, the conditions by which have brought it about or make possible the termination.



The proclamation will be widely disseminated to bring attention to the general public including through media releases by the Public Information Officer (PIO). The proclamation is then promptly filed with the City Council Secretary. In the event of an exercise or training event where a mock disaster proclamation is signed, it is not necessary to convene the City Council.

Discretionary emergency measures may be taken whenever the Mayor declares that a State of Civil Emergency exists, as outlined in Section 674.304 of the City of Jacksonville Ordinance Code. These measures may include:

- The establishment of curfews, including the prohibition of or restrictions on pedestrian and vehicular movement, standing and parking, except for the provision of essential services such as fire, police and hospital services (including the transportation of patients), utility emergency repairs, and emergency calls by physicians.
- Prohibition of the sale or distribution of alcoholic beverage.
- The prohibition of the possession by any person in a public place of any portable container containing any alcoholic beverage.
- Closing of places of public assemblage with designated exceptions.
- The prohibition of the sale or other transfer of possession, with or without consideration, of gasoline or any other flammable or combustible liquid, altogether or except by delivery into a tank properly affixed to an operable motor-driven vehicle, bike, scooter, boat or airplane and necessary for its propulsion.

Once the Mayor determines the emergency or disaster is beyond the City's ability to effectively respond, a request for State assistance can be made by the Mayor to the Governor.

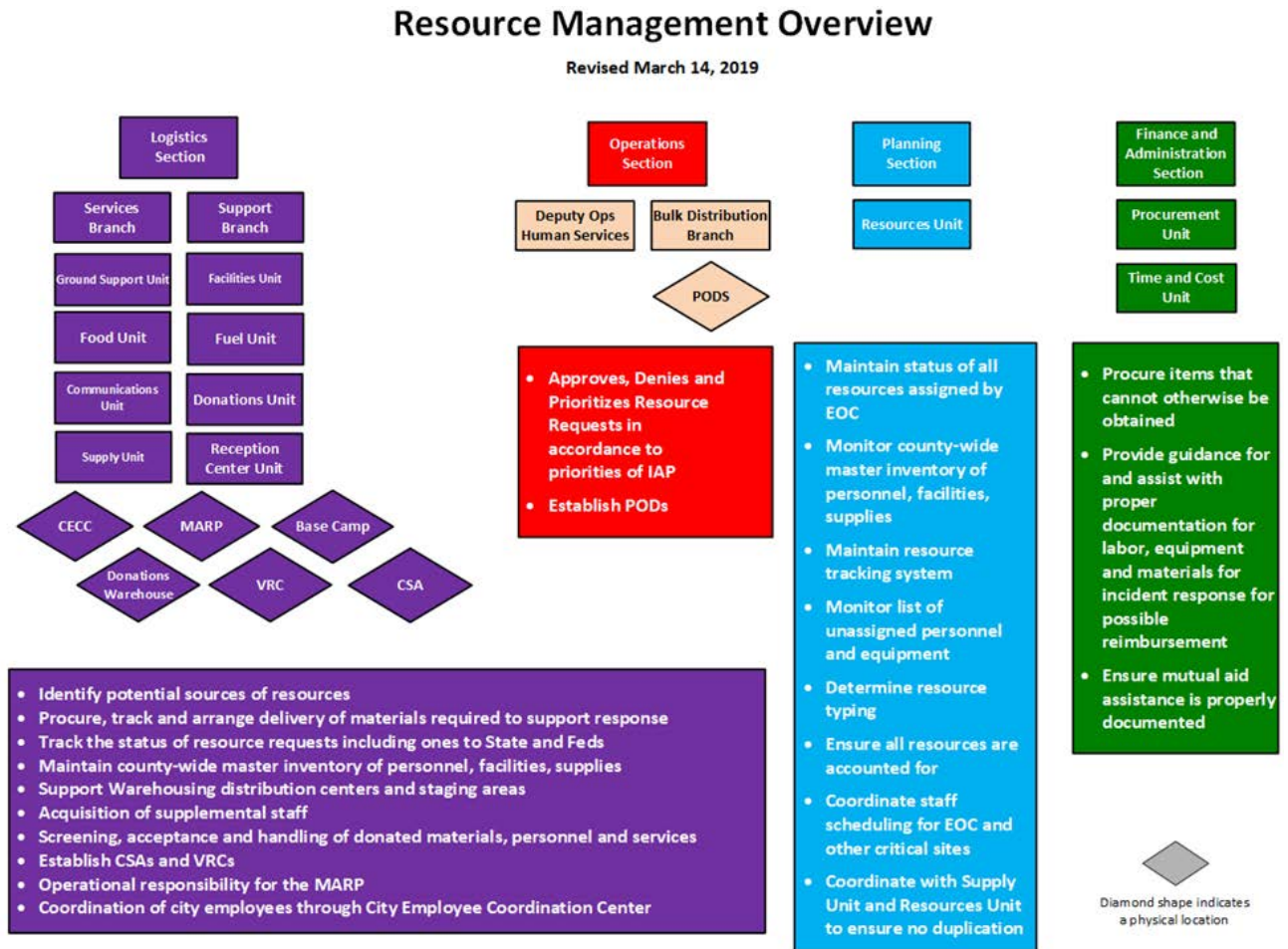
The Declaration of a State of Emergency by the Governor serves to:

- Activate the emergency response, recovery, and mitigation resources of the State of Florida.
- Provide authority for the mobilization and deployment of all resources to which the plans refer to in Section 252.31-60, Florida Statutes, or any other provision of law relating to emergencies.

### Resource Management

The City of Jacksonville Resource Management System is a comprehensive system for managing all available resources. It encompasses the movement of personnel, goods, and services using policies and procedures such as mutual aid and reception centers. Figure 10: Resource Management Overview provides information on the resource management system, as established in the **Resource Management Plan**.

Figure 10: Resource Management Overview



**Figure 10 Acronyms:**

- CECC: City Employee Coordination Center
- MARP: Mutual Aid Reception Point
- VRC: Volunteer Reception Center
- CSA: County Staging Area
- POD: Point of Distribution
- IAP: Incident Action Plan



## PREPAREDNESS ACTIVITIES

Preparedness is an essential component in reducing the vulnerabilities of the City of Jacksonville. Preparedness activities include developing, maintaining, and exercising plans, preserving vital records and databases, public education, training personnel, and registering individuals with special medical needs.

### Preservation of Vital Records and Databases

During emergency operations, the Planning Section Chief and individual City of Jacksonville agencies are responsible for the preservation of vital records and databases deemed essential for continuity of government functions and conducting post-disaster operations. All City of Jacksonville agencies and constitutional authorities ensure protection of records so normal procedures may resume and continue after the disaster. Records are also necessary for the rapid recovery from the effects of a disaster.

Executive Order 2008-01 of the City of Jacksonville directs all City departments, authorities, independent agencies, and constitutional officers to develop a COOP. In the event that an emergency alternate location for the seat of government is necessary, as a result of a disaster, as warranted, the Mayor shall activate the COOP for executive agencies to use in preparation for relocation to an emergency alternate facility. The COOPs of the City of Jacksonville agencies include:

- Procedures for determining which personnel, records, equipment, and supplies are to be considered "essential" and, therefore, will be pre-staged and scheduled for relocation to the alternate location once the COOP is activated.
- The methods by which records, equipment, and supplies are pre-staged or prepared for physical removal from their usual locations to the emergency alternate facility.
- The precautions to be taken and steps to be followed to preserve and protect vital records and databases.

### Registration of Persons with Special Medical Needs

Chapter 252.355 of Florida Statute, states that each local emergency management agency shall maintain a registry of persons with special medical needs, located within the jurisdiction of the local agency. These individuals may require assistance during evacuations and sheltering because of physical, mental, cognitive impairment, or sensory disabilities as defined in the statute. The EPD is responsible for this voluntary program which is updated annually. Individuals who have participated in past years are contacted via letter to renew registration. In partnership with JEA, an electric utility bill insert is included prior to hurricane season to encourage individuals to register. Home health agencies and hospice services also assist individuals with registrations. All registrants are reviewed by a licensed health practitioner with the Florida Department of Health in Duval County. Based on qualifications, they may be added to the list. The database is then used for notification purposes during evacuations and sheltering operations. These procedures are outlined in the **Shelter Plan**. As part of the Shelter Plan, the City of Jacksonville has developed a plan to transport special medical needs clients to special medical needs shelters and area hospitals in collaboration with Jacksonville Transportation Authority (JTA), JFRD, and area ambulance services. There were approximately 3,500 persons registered through the Special Medical Needs registry in 2020. This number fluctuates monthly as new individuals register and others move or pass away.

### Public Awareness and Education

Pursuant to Chapter 674.215 of the City of Jacksonville Ordinance Code, the EPD has a comprehensive educational program that focuses on emergency preparedness. Using a whole community approach, EPD engages the media, retailers, banks, utilities, and various other stakeholder agencies to reach visitors and citizens in the City. By engaging stakeholders through public education and community outreach, EPD can publicly disseminate preparedness information through various means.



These include:

- Public Access TV Talk Shows and Programs
- News Media “Call-In” Shows
- Community Meetings
- EPD Web Site Updates
- Authorized Social Media
- Public Notification System and Public Notices
- Public Safety and Disaster Preparedness Fairs
- Annual Hurricane Exercises
- Special Medical Needs Registration Mailings
- City of Jacksonville’s 630-CITY Customer Information Line
- All Hazards Emergency Preparedness Guide
- JaxReady app

The All Hazards Emergency Preparedness Guide is comprehensive preparedness guide that is published annually. The Guide provides crucial preparedness information including evacuation zone maps, how to prepare a disaster kit, what to include in a disaster plan, ways to register to receive emergency notifications, flood information, and how to register for special medical needs in the City of Jacksonville. The guide, which includes the county evacuation Zone and evacuation Route map, is distributed through various community partners and is available on [www.jaxready.com](http://www.jaxready.com) for download.

### Exercises

The purpose of the exercise process is to provide an opportunity for the City of Jacksonville stakeholders, to demonstrate roles and responsibilities. These inter-agency exercises may be seminars, workshops, tabletops, functional, drills, or full-scale exercises. The types of training activities depend on the scenarios, participants, and objectives of the exercises.

Stakeholders that participate in inter-agency exercises may include but not be limited to:

- City of Jacksonville Departments and Agencies
- Jacksonville Aviation Authority (JAA)
- Jacksonville Transportation Authority (JTA)
- Jacksonville International Airport (JIA)
- United States Marine Corps
- Florida Department of Health in Duval County
- National Weather Service
- Local Hospitals
- JAXPORT
- United States Navy
- U.S. Coast Guard
- Florida National Guard
- American Red Cross
- The Salvation Army
- JEA

Regional terrorism exercises are conducted annually through the Regional Domestic Security Task Force, FDEM Region 3, and the EPD. The annual exercise cycle may include City of Jacksonville involvement in exercises and tabletops throughout the year, based on need, and when practicable. A mass casualty exercise and a statewide hurricane exercise are typically held annually. Other exercises are scheduled as needed when determined to be necessary to enhance preparedness.



All exercises are conducted according to the requirements of the Homeland Security Exercise Evaluation Program (HSEEP). HSEEP is a capabilities and performance-based exercise program criteria, which provides a standardized policy, methodology, and language for designing, developing, executing, and evaluating exercises. At the conclusion of each exercise, the EPD seeks feedback and analysis from exercise participants. These responses are collected and analyzed and a list of areas for improvement is generated. These actions are documented by staff in an After-Action Report (AAR) and an Improvement Plan (IP) containing measurable goals for improvement.

**Training**

The EPD is responsible for ensuring that all members of the EOC Staff and personnel with incident response (ICS) roles are trained. The Emergency Preparedness Training and Exercise Coordinator is responsible for the coordination of local training programs. There are various recommended courses as indicated in *Table 5: Recommended Training. Intermediate* determined by ICS Position and level of responsibility. Advanced ICS courses are often conducted regionally for City of Jacksonville employees to participate. Chapter 674.604 of the City of Jacksonville Ordinance Code recommends that City of Jacksonville employees should complete NIMS training, appropriate to their level of assigned responsibilities, and maintain that level of training. Classes are scheduled throughout the year to ensure staff can take classes. The Emergency Management Institute offers various online training. Trainings should be programmed in accordance with the **Training and Exercise Program Guide**.

**Table 5: Recommended Training Courses for ICS Positions**

**R = Recommended Training O = Optional**

	Incident Commander	Liaison Officer	Safety officer	PIO	Planning Section Chief	Logistics Section Chief	Finance Section Chief	Operations Section Chief	Division Supervisor	Human Services Deputy Ops	Infrastructure Deputy Ops	EM Services Deputy Ops	Branch Directors	Group Supervisors	Unit Leaders	EOC Support Staff	Public Safety Dispatchers	Volunteers	Elected Officials
Shelter Management	R	O	O	O	O	O	O	R	O	R	O	O	O	O	O	O	O	R	O
First Aid/CPR	O	O	R	O	O	O	O	R	R	O	O	O	O	O	O	O	O	O	O
Human Needs Assessment Training	O	O	R	O	O	O	O	R	R	R	O	O	O	O	O	O	O	O	
Liaison Officer Training	O	R		O	O			O						O	O				R
Local Financial Management						O	R	O	O										
G290 – Basic Public Information Officer (PIO)	O	O	O	R	O	O		R	R										R
All Hazards Incident Management Team	R	R	R	R	R	R	R	R	O	R	R	R	O	O	O				
E202 Debris Management	R	R	R	R	R	R	R	R	R		R								O
ICS Position Specific Courses (Operations Chief, Planning Chief, Logistics Chief, IC)	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R				
E273 Managing Floodplain Development	O		R		R						R								O
E278 NFIP/CRS			R		R														



	Incident Commander	Liaison Officer	Safety officer	PIO	Planning Section Chief	Logistics Section Chief	Finance Section Chief	Operations Section Chief	Division Supervisor	Human Services Deputy Ops	Infrastructure Deputy Ops	EM Services Deputy Ops	Branch Directors	Group Supervisors	Unit Leaders	EOC Support Staff	Public Safety Dispatchers	Volunteers	Elected Officials
IS800 – National Response Framework	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	O	R
E362 Multi-Hazard Safety for Schools	O		O		O	R		R	R	R		R	O		O				
E388 Advanced PIO	R	R	R	R	O	O	O	O											
E905 IEMC Hurricane Preparation and Response	R	R	R	R	R	R	R	R	R	R	R	R	R	O	O	O	O	O	O
E906 IEMC Hurricane Recovery and Mitigation	O	R	R	R	R	R	R	R	R	R	R	R	R						O
IS 120 Exercise Design Course	O				R			O											
IS 130 Exercise Evaluation Course	O				R			O											
IS700 NIMS	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R
ICS100 Orientation or Basic ICS	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R
G191 ICS/EOC Interface	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	O
G195 Intermediate ICS or ICS200 Intro to ICS	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R
G300 or ICS300 Intermediate ICS	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R
G400 or ICS 400 – Advanced ICS	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R
IS230 Principles of Emergency Management	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	O
IS235 Emergency Planning Course	O	O	O	O	R	O	O	R	O	O	O	O	O	O	O	O	O	O	R
IS240 Leadership and Influence	O	O	O	O	R	O	O	R	O	O	O	O	O	O	O	R	O	O	R
IS241 Decision Making/ Problem Solving	O	O	O	O	R	O	O	R	O	O	O	O	O	O	O	R	O	O	

R = Recommended Training    O = Optional





IS242 Effective Communication	O	R	O	O	R	O	O	R	O	O	O	O	O	R	O	R	O	R	O
IS244 Developing Volunteer Resources	O	R	O	O	R	R	O	R	O	R	O	O	O	O	R	R	O	R	O
IS247 Decision Making in a Crisis	R	R	O	O	R	O	O	R	O	O	O	O	O	R	O	R	O	R	O
G250.7 Rapid Assessment Planning	O	R	O	O	R	O	O	R	O	R	O	O	O	R	O	R	O	R	O
G275 EOC Management Operations	O	R	O	O	R	O	O	R	O	O	O	O	O	R	O	R	O	R	O
G276 Resource Management	O	R	O	O	R	O	O	R	O	O	O	O	O	R	O	R	O	R	O
G360 Hurricane Planning	O	R	O	O	R	O	O	R	O	R	R	R	O	R	O	R	O	R	O
G381 Public Assistance Operations	O	R	O	O	R	O	O	R	O	O	O	O	O	O	O	R	O	R	O
G385 Disaster Response and Recovery	O	R	O	O	R	O	O	R	O	O	O	O	O	O	O	R	O	R	O
G386 Mass Fatalities	O	R	O	O	R	O	O	R	O	O	O	O	O	O	O	R	O	R	O
G393 Mitigation for Emergency Managers	O	R	O	O	R	O	O	R	O	O	O	O	O	O	O	R	O	R	O
G601 Damage Assessment	O	R	O	O	R	O	O	R	O	O	O	O	O	O	O	R	O	R	O
G250.11 Continuity of Operations/Continuity of Government (COOP/COG)	O	R	O	O	R	O	O	R	O	O	O	O	O	O	O	R	O	R	O
IS 702 NIMS PIO Joint Information System	R	R	O	O	R	O	O	R	O	O	O	O	O	O	O	R	O	R	O

**Note** – Some courses will include an alphabetical suffix, for example “IS 800.d,” which designates the version number for that course. Only the most recent versions of a course will be available through the FEMA Independent Study Program (IS) for virtual delivery or offered in person.



## RESPONSE

The response phase of emergency management is initiated upon notification to the EPD of a potential or actual incident. The responsibilities for response activities are dictated by statutory authorities. Personnel structure under ICS is utilized to minimize the effects of the incident. Initial response activities include:

- Disseminating warnings, emergency public information, and instructions to the residents and visitors in the City of Jacksonville.
- Making necessary notifications, including City of Jacksonville Departments, State, and Federal Agencies, as needed.
- Maintaining situational awareness.
- Declaring a State of Local Emergency, if necessary.
- Coordinating evacuations and rescue operations.
- Coordinating the care of displaced persons and treating the injured.
- Clearing priority transportation routes.
- Repairing critical facilities and structures.
- Conducting initial damage assessments and surveys.
- Assessing the need for mutual aid assistance.
- Coordinating the restriction of traffic and people movement and unnecessary access to affected areas.
- Developing and implementing Incident Action Plans (IAPs).

As part of response, the planning process is utilized by the City of Jacksonville to provide a systematic process to establish and meet incident objectives. The IAP includes objectives, operational periods, and resources required. The operational periods for the EOC for planned events are typically 12-hour shifts, depending on the incident type. The **Planning Section Plan** outlines the specific roles and responsibilities of personnel to properly execute the planning process according to the "Planning P." The response period follows the cyclical planning period visually represented in **Figure 11: The "Planning P."**

### Incident Action Plan (IAP)

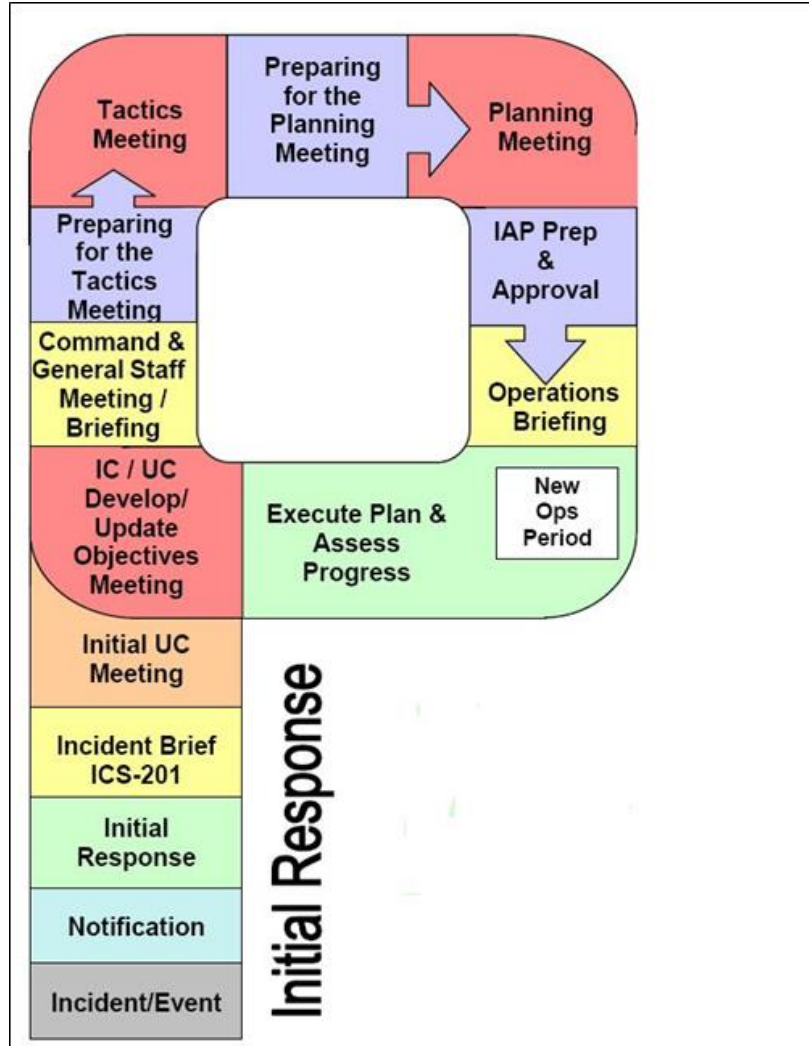
The IAP is a written plan that defines the incident objectives and reflects the tactics necessary to manage an incident during an operational period. There is only a single City of Jacksonville IAP for each operational period of an incident. Other entities may create their respective Tactical Action Plans to support the IAP. The IAP is developed through the incident action planning process and is the responsibility of the Planning Section Chief in collaboration with all other sections.

Response activities may include:

- Coordinating lifesaving and life-sustaining actions.
- Coordinating the operation of mass care facilities.
- Coordinating mass fatality operations.
- Procuring required resources to sustain operations.
- Protecting, controlling, and allocating vital resources.
- Coordinating restoration of vital utility services.
- Tracking resource allocation.
- Preparing detailed damage assessments.
- Conducting advance planning activities.
- Documenting expenditures.
- Developing and implementing action plans for extended operations.
- Disseminating emergency public information.

- Coordinating with Federal, State, and local volunteer agencies.
- Planning recovery.

Figure 11: Planning P





## Mutual Aid Agreements and Memoranda of Understanding

In the response phase, it may be necessary to request mutual aid to meet the needs of the community. Chapter 252, Florida Statutes, authorizes the City of Jacksonville to enter into mutual aid agreements with other counties in the State of Florida for reciprocal aid and assistance when incidents overwhelm local resources. The City of Jacksonville Ordinance Code 674, section 674.203 authorizes the Chief, Emergency Preparedness Division to have the lead responsibility for coordinating mutual aid requests and providing aid to other government jurisdictions requesting assistance under the Statewide Mutual Aid Agreement. The EPD is the central repository for all mutual aid agreements concerning emergency preparedness which have been approved and authorized by the City Council (Sec. 674.215). Agency specific mutual aid agreements may be referenced within individual EOPs, if applicable.

## Mutual Aid Requests

The Mayor will be advised through Area Command if local resources are inadequate to meet the needs of the City of Jacksonville, and then with the Mayor's approval, a request can be made for mutual aid assistance from other jurisdictions. Mutual aid requests will be made through the Logistics Section, in coordination with the Resource Unit. The Logistics Section shall serve as the contact and coordination point for all mutual aid requests. The Resource Unit will coordinate and track all mutual aid requests.

The following steps will be followed in making mutual aid requests:

1. The Mayor declares a Local State of Emergency. A copy of the declaration is sent to the FDEM via WebEOC.
2. The Director, EPD will identify the authorized representative that will make direct contact with the FDEM State Watch Office and provide the information listed below. The Planning Section Resource Unit will follow-up with written confirmation using the WebEOC system:
  - A description of the damage sustained or threatened.
  - An identification of the specific support or activities for which such assistance is needed.
  - A description of the specific type of assistance needed within each function or activity.
  - A description of the types of personnel, equipment, services, and supplies needed for each specific type of assistance.
  - A description of any public infrastructure for which assistance will be needed.
  - A description of any sites or structures outside the territorial jurisdiction of the Requesting Party needed as locations to stage incoming personnel, equipment, supplies, services, or other resources.
  - The place, date, and time for personnel of the Requesting Party to meet and receive the personnel or equipment of the Assisting Party.
  - A technical description of any communications or telecommunications equipment needed to ensure timely communications between the Requesting Party and any Assisting Parties.



### Providing Mutual Aid Assistance

The EPD routinely receives requests to provide aid to jurisdictions that need assistance for an incident. Missions may originate from the State EOC requesting the City of Jacksonville to provide mutual aid. Mutual aid may be provided intra-state or inter-state. Intra-state processes are outlined in the Statewide Mutual Aid Agreement (SMAA) or the **State Emergency Response Plan** and occur within the State of Florida. Inter-state processes could be executed anywhere in the United States, as outlined in Chapter 252.921-933, EMAC. EMAC missions are State to State agreements and all paperwork and communication will occur through the FDEM. EPD will work with the local appropriate agency ECO to determine if the requested resources are available to assist. Inter-state requests from FDEM, for City of Jacksonville personnel or resources must be approved by the Mayor.

The following steps will be adhered to in processing the intra-state, SMAA request:

- Advise the ECO that the SMAA stipulates that “Assisting parties shall render assistance to extent personnel, equipment and resources are available.” The ECO should be informed that the Requesting Party is responsible for all costs incurred, unless there is an agreement between the parties that all or a portion of the costs will be provided without reimbursement.
- The mutual aid request will be placed into WebEOC for tracking purposes.
- Once the determination has been made about whether aid will be rendered, the assisting agency will complete the Statewide Mutual Aid Form B. This form will be returned to EPD and signed as approved by Jacksonville Security Coordinator and the Division Chief, Emergency Preparedness Division.
- If the mutual aid is internal to the State of Florida, with concurrence of the Mayor, appropriate forms will be completed by both the requesting party (Part I) and assisting party (Part II). If another jurisdiction is requesting the assistance, they are the requesting party, and the City of Jacksonville is the assisting party.
- Statewide Mutual Aid Agreement Form B will be uploaded into WebEOC once completed by both parties.
- EPD will notify the requesting party and or FDEM that the Form B has been completed and uploaded into WebEOC. The Statewide Mutual Aid Branch Director will complete the signatures on the form and return the completed form to the designated City of Jacksonville contact.
- The completed form and instructions will be provided to the agency providing to the aid to the requesting party, with any special instructions.
- Hard copies of documentation will be collected by the Documentation Unit and submitted to the Finance and Administration Section.
- Procedures included in City of Jacksonville Ordinance Code, Section 674, will be followed for reporting mutual aid rendered to other jurisdictions.



The following steps will be adhered to in processing an inter-state EMAC request:

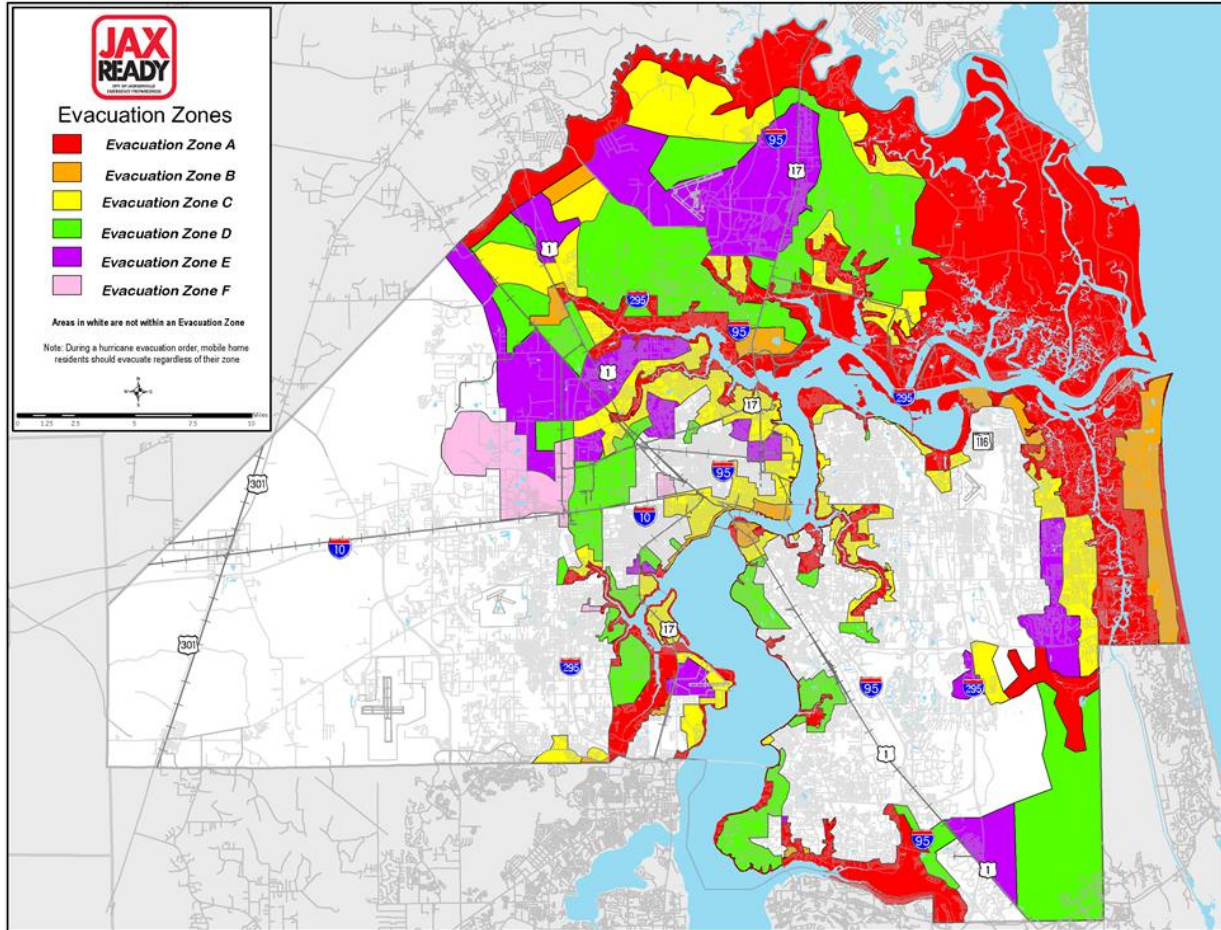
- Advise the ECO that mutual aid stipulates that “Assisting parties shall render assistance to the extent personnel, equipment, and resources are available.” The ECO should be informed that the Requesting Party is responsible for all costs incurred, unless there is an agreement between the parties that all or a portion of the costs will be provided without reimbursement.
- The mutual aid request will be placed into WebEOC for tracking purposes.
- Once the determination has been made to render aid, the assisting agency will complete the REQ–A form. This form will be returned to EPD to be signed and approved by the Chief, Emergency Preparedness Division.
- The requesting party will complete Section I and Section III of the REQ-A Form. The Assisting Party completes Section II, the offer. If another jurisdiction is requesting the assistance, they are the requesting party and the City of Jacksonville is the assisting party.
- Form B will be uploaded into WebEOC once completed by both parties and into WebEOC.
- EPD will notify the FDEM that the REQ-A has been completed and uploaded into WebEOC. The Statewide Mutual Aid Branch Director will sign the form and return a completed form to the designated City of Jacksonville contact.
- The completed form and instructions will be provided to the agency providing the aid to the requesting party, with any special instructions.
- Hard copies of documentation will be collected by the Documentation Unit and submitted to the Finance and Administration Section.
- Reimbursement for aid rendered through EMAC may take an extended period of time. All documents should be retained per City of Jacksonville procedures and EMAC requirements.

City of Jacksonville personnel that render mutual aid to other jurisdictions in the State of Florida, are covered by Sec 674.209 of the City of Jacksonville Ordinance Code that states the City of Jacksonville employees who are rendering aid outside of the City, pursuant to a mutual aid agreement, will have the same powers, duties, rights, privileges, and immunities as if they were performing their duties in the City of Jacksonville. The Ordinance details the liability of loss and or damage that the City of Jacksonville assumes when utilizing resources of other jurisdictions, the reimbursement for aid provided, and the liability for resources City employees use to aid other jurisdictions in times of mutual aid. All reimbursement from mutual aid missions is compiled by the agency or department rendering the aid and then submitted to their Finance and Administration Section for processing.

### Evacuation

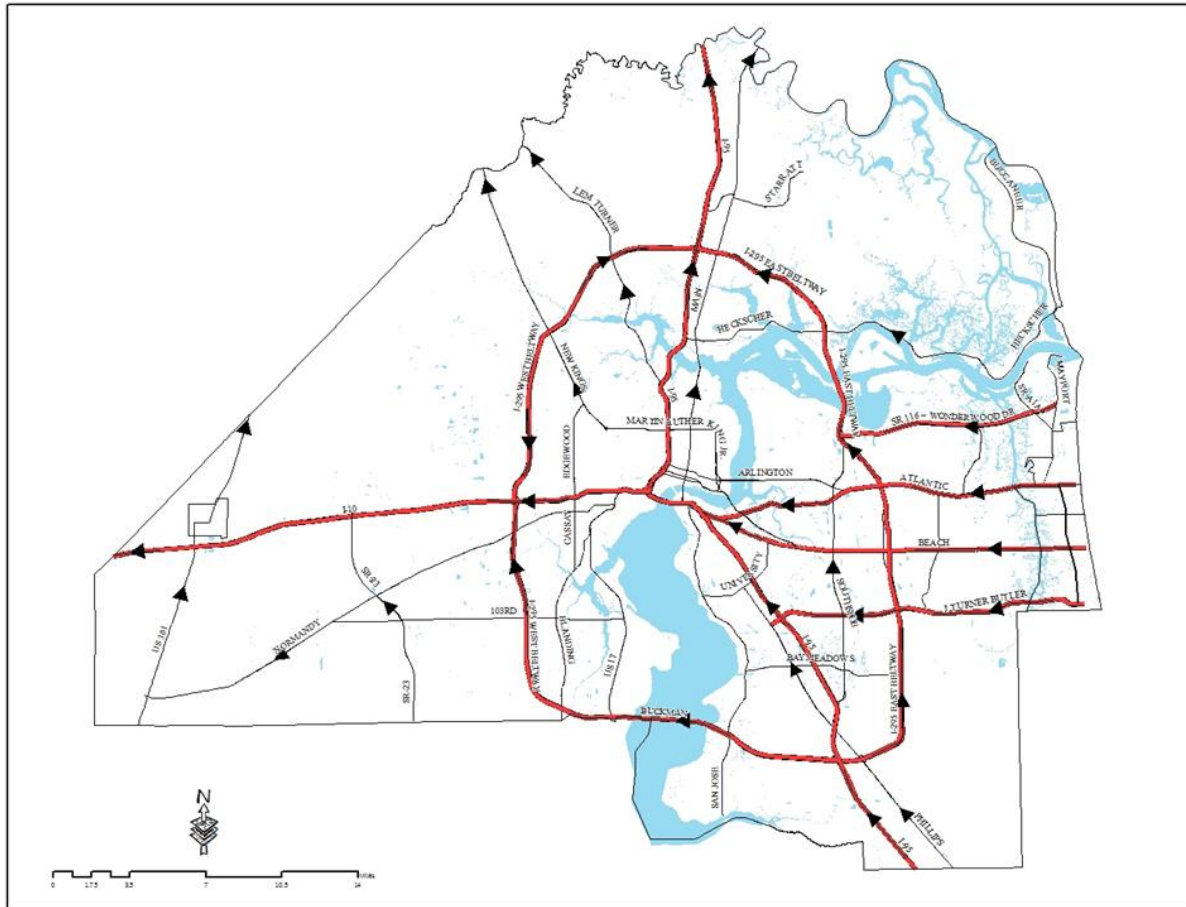
Response to a given incident may require the Mayor to order that a portion, or all of the City of Jacksonville be evacuated. Evacuations require a unified response of City of Jacksonville Departments and Agencies. The City of Jacksonville **Evacuation Plan** details the logistics and response activities associated with the successful evacuation of the residents and visitors in the City of Jacksonville. The size and complexity of an evacuation is dictated by the type of incident, with the safety of evacuees and first responders being a top priority. See Figure 11: Evacuation Zones 2017 for designated evacuation zones for the City of Jacksonville. State of Florida designated evacuation routes as indicated in Figure 12: City of Jacksonville Evacuation Routes 2017.

Figure 12: Evacuation Zones 2017



(Source: City of Jacksonville Emergency Preparedness Division, 2017)

Figure 13: City of Jacksonville Evacuation Routes 2020



(Source: City of Jacksonville Emergency Preparedness Division, 2020)

Pursuant to Florida State Statutes, Chapter 252 mandates that the City of Jacksonville maintain a registry of individuals with special medical needs who may require assistance when evacuating. The **Shelter Plan** details the plan for evacuating those individuals by relocating them to designated locations based on their medical needs and health conditions. The individuals on the special medical needs’ registry are transported to a special medical needs shelter either via public transportation or other conveyance to a special medical needs shelter in the event that an evacuation is ordered for their location.

In addition to the special medical needs’ population, there are individuals who are transportation disadvantaged, as defined in Chapter 427.011, Florida Statutes. These individuals are unable to transport themselves, or purchase transportation, due to physical or mental disability, income status, or age. The JTA will operate free public bus service during an evacuation, on published routes to enable the transportation disadvantaged to evacuate to shelters. Additional information can be found in the **Evacuation Plan**.

Following an evacuation, the safety of all individuals re-entering the City of Jacksonville is critical. If a State of Emergency has not been declared by the Mayor, the responsibility of re-entry into an evacuated area rests with the given jurisdiction. In the event a State of Emergency has been declared, re-entry will be coordinated through the EOC to ensure that re-entry is coordinated with all jurisdictions and neighboring counties.





## Sheltering

The necessity for evacuations may dictate the need to open shelters. Shelters operated by the City of Jacksonville, should be considered last resort options for residents who are mandated to evacuate. The Shelter Branch Director is responsible for facilitating the shelter operations. The EPD maintains a Memorandum of Understanding with the Duval County Public Schools which enables the City of Jacksonville to utilize schools as shelters under a declared Local State of Emergency. The pre-designated shelters are selected based on the population they are serving, and considering recommendations as published in The American Red Cross "Guidelines for Hurricane Shelter Selection (4496)." Alternate safe structures may be selected in the event of a no-notice event, where utilizing a pre-designated shelter may not be an option.

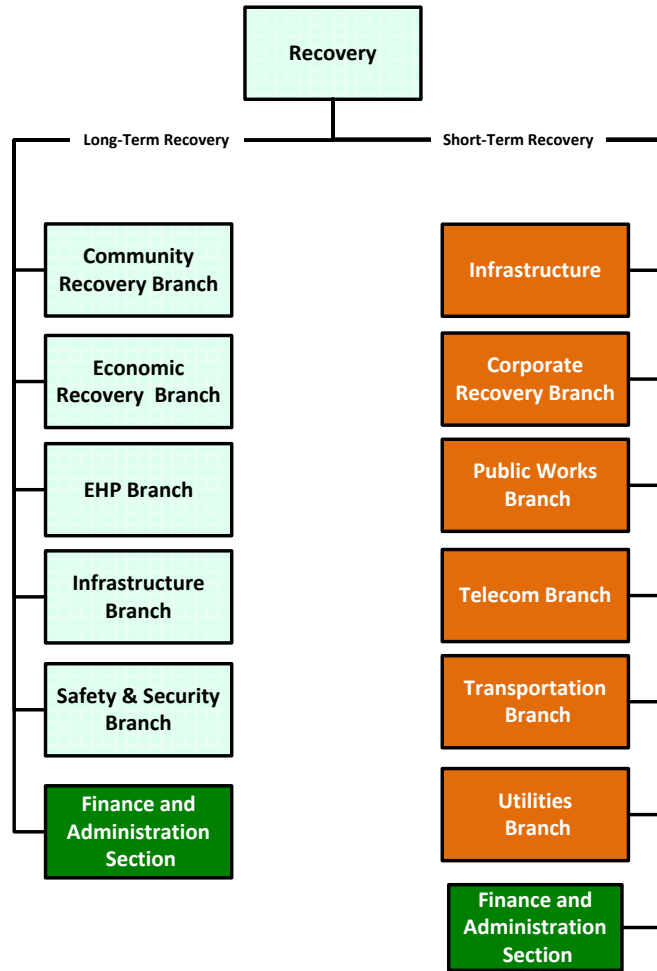
There are three types of shelters that the City of Jacksonville may open: general population, special medical needs, and pet-friendly. The general population shelter operations are addressed in the **Shelter Plan**. The general population shelters are for individuals who need a last resort option as a place to stay during an incident and do not require special accommodations. Individuals who evacuate to general population shelters are expected to bring their own personal supplies. The special medical needs shelters, as outlined in Appendix 1: Special Medical Needs Shelter Process and Procedures of the **Shelter Plan**, are managed by the Florida Department of Health in Duval County, and are intended to maintain, to the extent practical, the current health, safety, and well-being of medically dependent individuals who are not acutely ill. The Appendix 2: Pet Friendly Shelter of the **Shelter Plan** describes how individuals and their pets will be accommodated and the requirements for utilizing pet-friendly shelters. Only household pets are accommodated in the pet-friendly shelters and pet owners are encouraged to seek alternate facilities including pet-friendly hotels, private kennels, and boarding facilities.

The **Transportation Plan** addresses how the Transportation Branch Director, an official of the JTA, will coordinate the movement of individuals who are unable to evacuate on their own, and relocate to a shelter.

## **RECOVERY**

The Recovery Phase may begin simultaneously with the Response Phase. There is no clear line of delineation between the phases, as the command, control, coordination, and resources, transition from emergency needs to a more deliberate process of service delivery. The organizational structure for Recovery is outlined in Figure 14: Recovery Section Organizational Structure. Short-term recovery activities focus on the immediate tasks of securing the impacted area, identifying temporary housing for survivors, debris management, infrastructure repair, donations management, disaster assistance, and establishing conditions under which survivors can begin the restoration process. Long-term recovery activities focus on the repair, reconstruction, and restoration of impacted areas including applications for public assistance and other government funded assistance programs. The Federal declaration process, individual assistance, and reimbursement are major components of the recovery phase. Recovery activities are outlined in detail, in the City of Jacksonville **Recovery Plan**. All recovery activities will be coordinated through the City of Jacksonville EOC. The Recovery Task Force and Division Chief, Emergency Preparedness Division will work to ensure that needs of the community are being met.

Figure 14: Recovery Section Organizational Structure



**HAZARD MITIGATION**

Mitigation includes those activities, policies, or programs developed and adopted by the City of Jacksonville that are designed to prevent, reduce, or alleviate the impact caused by disasters or emergencies on the population, property, and the environment. The LMS is a multi-jurisdictional hazard mitigation plan that details the City of Jacksonville’s vulnerabilities and how the City of Jacksonville will work to mitigate future losses by reducing the risk to people and property and promoting personal awareness and responsibility. The LMS assists in recommending prioritization of possible projects in the community, especially following a major incident.

Mitigation activities in the City of Jacksonville are coordinated through EPD, with the advice of the Duval Prepares Committee and the SEPPC. Stakeholder organizations and agencies are major participants in the process and assist EPD, including the Public Works Department, City of Jacksonville Planning and Development Department, and the Cities of Jacksonville, Atlantic Beach, Jacksonville Beach, Neptune Beach, and the Town of Baldwin. Hazard mitigation activities include:

- Drainage network management
- Protection of riverine wetlands, estuaries, and marshes
- Floodplain management
- Preservation of beach and dune systems
- Restoring damaged beaches

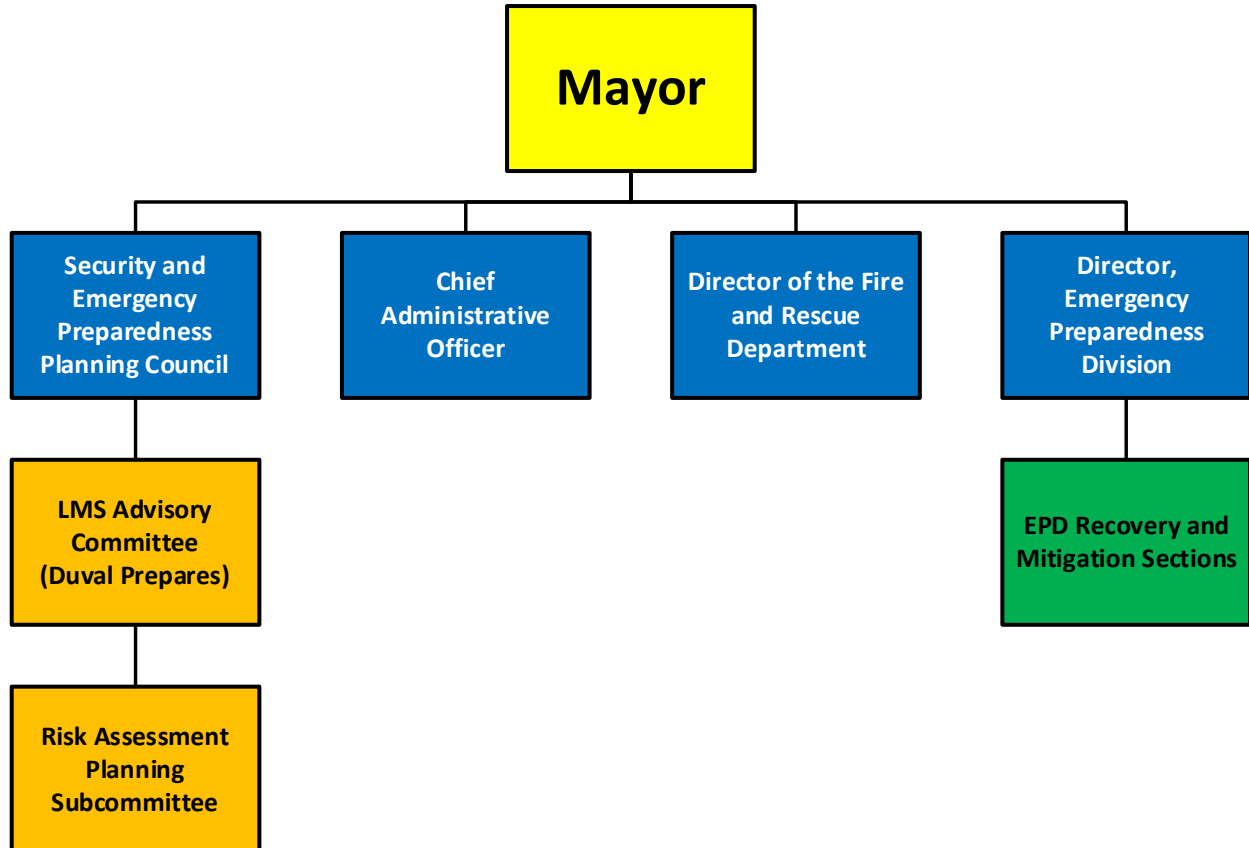


- Providing hurricane shelters
- Mitigation actions following natural disasters and post-disaster plan development
- Marina considerations
- Critical infrastructure protection from all hazards

Mitigation opportunities will be addressed during the Public Assistance Process, as outlined in the City of Jacksonville **Recovery Plan**. Based on the data gathered from the damage assessments, recommendations regarding potential mitigation projects will be made by the Duval Prepares Committee, the SEPPC, and the Recovery Task Force.

EPD will coordinate mitigation planning with the assistance of various City of Jacksonville departments and agencies. The Public Works Department will work with EPD to identify priority mitigation activities that could reduce the vulnerability of damage and loss of public infrastructure, businesses, and housing from natural or manmade disasters. Figure 15: Mitigation Organizational Chart outlines the various roles in the mitigation phase.

Figure 15: Mitigation Organizational Chart





### Citizen Planning Advisory Councils

The Citizen Planning Advisory Councils (CPACs) in the City of Jacksonville divide over 500 neighborhoods into six planning districts, which were formed to maintain open and effective communication between Jacksonville residents, businesses, neighborhoods, community organizations, educational institutions, and City government. The CPACs provide an opportunity to develop public information programs to inform citizens of hazard specific risks to neighborhoods, including methods for personal mitigation through home and property improvements. CPACs encourage the public to identify situations in neighborhoods and encourage suggestions for public mitigation projects.

With a large portion of the City of Jacksonville being located on or near water, flooding poses a moderate risk. The City of Jacksonville participates in the NFIP to mitigate the effects of flooding in the community. The NFIP Community Rating System (CRS) is a voluntary incentive program, that recognizes and encourages community floodplain management activities exceed the minimum requirements of NFIP. This rating allows the residents of Jacksonville jurisdictions to have discounts on flood insurance premium rates. The three goals of the CRS are to:

- Reduce flood damage to insurable property.
- Strengthen and support the insurance aspects of the NFIP.
- Encourage a comprehensive approach to floodplain management.



## SECTION IV

### ROLES AND RESPONSIBILITIES

There is shared responsibility among all City of Jacksonville Departments, Agencies, and Independent Authorities for the necessary planning needed to minimize losses and provide relief from possible incidents. This responsibility includes the disaster preparedness and response capabilities of all levels of government including the State and Federal Governments.

Initial response activities will provide for an immediate reaction to prevent loss of life, alleviate human suffering, protect property, and return the City to normalcy in the least possible time. Operational plans have been developed for the accomplishment of goals and objectives designed to effectively reduce hazards and to bring long-range recovery to distressed areas. Position Checklists have been created for each position in the EOC, and are available in the Planning Section of the EOC.

#### MAYOR

The Mayor is responsible for meeting the dangers presented to the City by a disaster, as established in accordance with Chapter 674 of the City of Jacksonville Ordinance Code. The Mayor may issue executive orders, proclamations, and regulations, and amend or rescind them pursuant to his responsibilities. The Mayor is the Chairman of the SEPPC and directs the Executive Group of the Emergency Preparedness Organization. During the continuance of a State of Disaster Emergency, the Mayor is the Commander-In-Chief of the emergency preparedness forces available for emergency duty. The Mayor is granted powers as listed in Section 674.207 of the City of Jacksonville Ordinance Code.

These include:

- Suspend the provisions of any ordinance prescribing procedures for the conduct of City of Jacksonville business or rules, regulations, or orders of any City of Jacksonville agency, if strict compliance with such ordinance, rule, regulation, or order would in any way prevent, hinder or delay necessary actions in coping with the disaster.
- Utilize all available resources of the City of Jacksonville government as reasonably necessary to cope with the disaster.
- Transfer the direction, personnel, or functions of the City of Jacksonville Agencies, or Units thereof, for the purpose of performing or facilitating emergency services.
- Request the assistance and cooperation of the independent agencies, or such of them as are reasonably necessary to implement the emergency management plan, and, in the event that an independent agency fails or refuses to provide the requested assistance and cooperation or that there is no one available to order such assistance and cooperation, commandeer or utilize such independent agency's personnel and equipment as reasonably necessary to cope with the disaster.
- Subject to the provisions of Section 674.211 of the City of Jacksonville Ordinance Code, commandeer or utilize any private property, if he finds it necessary to cope with the disaster.
- Direct and compel by any necessary and reasonable force, the evacuation of all or part of the population from any stricken or threatened area within the City of Jacksonville, if he deems this action necessary, for the preservation of life or other disaster mitigation, response, or recovery.
- Prescribe routes, modes of transportation, and destinations in connection with an evacuation.
- Control ingress to and egress from a disaster area, the movement of persons within the area, and the occupancy of premises therein.



- Suspend or limit the sale, dispensing, or transportation of alcoholic beverages, explosives, and combustibles.
- Make provision for the availability and use of temporary emergency housing.
- Take or direct measures for limiting or suspending lighting devices and appliances, gas and water mains, electric power distribution, and other utility services in the public interest.
- Take or direct measures concerning the conduct of civilians, the movement, and cessation of movement of pedestrian and vehicular traffic prior to, during, and after drills and actual or threatened disasters, the calling of public meetings and gatherings, and the evacuation and reception of the civilian population, as provided in the emergency preparedness plan.
- Authorize the use of forces already activated or mobilized to assist private citizens of the City of Jacksonville in cleanup and recovery operations during a natural disaster when permission to enter onto or into private property has been obtained from the property owner.
- Enforce and utilize the provisions of mutual aid plans and inter-jurisdictional agreements and, in connection therewith:
  - Organize and dispatch emergency preparedness support resources, including personnel, supplies, and equipment as necessary, to other counties, transfer operational command of such forces to the other jurisdiction and resume operational command of such resources when they are no longer needed outside of the City of Jacksonville.
  - Request and assume operational command of emergency preparedness support forces, including personnel, supplies and equipment as necessary, dispatched from other jurisdictions into the City of Jacksonville and transfer operational command of such forces to the original jurisdiction when they are no longer needed in the City of Jacksonville.
  - Loan, lease or transfer, on such terms and conditions as the Mayor deems necessary, to promote the public welfare and protect the interests of the City of Jacksonville, any property of the City of Jacksonville government required or useful to implement the mutual aid plan or inter-jurisdictional agreement, and receive and utilize any property of another jurisdiction, by loan, lease or transfer on such terms and conditions as the Mayor deems advisable, pursuant to a mutual aid or inter-jurisdictional agreements.
- Waive procedures and formalities otherwise required by the City Charter or bylaws pertaining to:
  - The performance of public work.
  - The entering into of contracts.
  - The incurring of obligations.
  - The employment of permanent and temporary workers.
  - The utilization of volunteer workers.
  - The rental of equipment.
  - The purchase and distribution, with or without compensation, of supplies, materials, and facilities.
  - The appropriation and expenditure of public funds.

### **THE CITY OF JACKSONVILLE EMERGENCY PREPAREDNESS DIVISION**

The City of Jacksonville EPD executes the emergency preparedness program for the City. The Director, Emergency Preparedness Division leads the Division and is supported by staff that performs the day to day functions of the Division including EOC operational readiness, planning, preparedness educational programs, training, and exercises on a rotating basis. On a rotating basis, a supervisory staff member is assigned as a duty officer to monitor and respond to incidents, 24 hours a day. The staff may transition to



other assignments during incidents. The EPD is the lead agency for several responsibilities as outlined in this section of the **CEMP**. EPD also coordinates recovery and mitigation activities and may monitor damage assessments and debris removal during an incident. The EPD also accomplishes the following:

- Preparations to direct and control local response to incidents in accordance with local laws and mutual aid agreements with partner organizations and adjacent counties.
- Support immediate response through the JFRD, JSO, and Public Works Department.
- Establish readiness procedures to ensure proper training of personnel and the availability of appropriate personnel and equipment in time of emergency. Readiness procedures also provide for notification of personnel when a warning is received from FDEM or the National Weather Service (NWS).
- Request activation of mutual aid agreements when specific aid coordination is necessary.
- Request assistance from other governments, the Florida Statewide Mutual Aid Agreement, or higher levels of government, such as State and Federal agencies through FDEM.

### **THE EXECUTIVE GROUP**

Under the coordination of the Mayor, the Executive Group is comprised of appropriate department heads and other key individuals as directed by the Mayor. The Executive Group is the equivalent of the Agency Administrator or Senior Official role established through NIMS. Some of the responsibilities include, but are not limited to:

- Issue executive orders, proclamations, and regulations.
- Provide for an orderly transition to normalcy following an emergency.
- Initiate actions to operationalize the EOC.
- Develop and issue emergency policy decisions.
- Address security of all consolidated government and independent agency property.
- Develop evacuation procedures including written directives for securing city-owned equipment for all city-owned properties.
- Ensure that the City of Jacksonville ITD will create and maintain a website to provide information to the public including information for family and community security and emergency preparedness and provide for updates during emergencies.

### **THE BEACHES EOC**

Officials from the cities of Atlantic Beach, Jacksonville Beach, and Neptune Beach may face unique circumstances and needs due to their location. They may need to establish a Beaches EOC to address needs in conjunction with the City of Jacksonville's Mayor and the Executive Group.



## THE OPERATIONS GROUP

The Operations Group, under the Executive Group, includes both operational coordination and services staffing. The Operations Group is equivalent to the Command and General Staff functional areas established through NIMS. These responsibilities include, but are not limited to:

- Ensure the implementation of directives issued by the Executive Group.
- Keep the Executive Group informed about the response to the needs created by an emergency.
- Maintain upward, downward, and lateral communication within the emergency operational structure.
- Promote coordination and cooperation among public and private sector participants.
- Coordinate inter-governmental and intra-governmental activities including the activities, services, and programs for emergency management within the City, and maintain liaison with other Federal, State, and Local emergency management agencies.
- Provide fire and rescue services designed to protect life and property, ensure fire protection, respond to emergency medical, search and rescue services, and utilize volunteer fire and rescue manpower to augment regular full-time personnel.
- Provide law enforcement services designed to protect life and property, ensure the management, operation and control of police and traffic safety, execute traffic control procedures, establish and maintain open routes for evacuation and movement of response efforts, control of re-entry to affected areas, facilitate a smooth transition when activating the EOC, and utilize volunteer law enforcement manpower to supplement the regular workforce.
- Ensure adequate health and medical services by coordinating first aid, ambulance services, emergency hospital systems, casualty services, distribution and collection of health supplies, and maintaining blood services.
- Provide laboratory services, mortuary services, and nutrition services.
- Maintain and restore water sanitation, ensure the proper handling of medical records and coordinate the administration of medical services, coordinate the utilization of health personnel.
- Assist in the registration, transportation, and sheltering of medically dependent or vulnerable persons and assist in damage assessments during recovery.
- Coordinate with the American Red Cross and other organizations in identifying, establishing, and operating emergency shelter facilities capable of housing and mass feeding of affected persons, providing emergency clothing and necessary sundries, coordination with health and medical services in identifying individuals requiring medical attention, assisting Federal and State officials in the preparation and operation of Disaster Recovery Centers, and coordinating damage assessments.
- Maintain and effect necessary repairs to establish safe water operations, coordinate with the Public Works Department and JEA in maintaining the safe disposal of wastewater and sanitation operations, assist in clearing debris, evaluate, repair and construct essential facilities and submit timely damage and repairs assessment reports, maintain and effect the distribution of supplies, tools, and expertise to facilitate safe operations.
- Coordinate with JEA for debris removal to access water treatment plants and wastewater treatment plants.
- Work with the Public Works Department to evaluate and coordinate repairs to roadways, drainage systems, and submit timely reports of damage assessments.





- Coordinate Emergency Road Access Teams activities.
- Coordinate electrical requirements during the emergency situation, assist in damage and repair assessments.
- Initiate and coordinate the activation of the EOC.
- Assist in requesting State assistance or emergency-related mutual aid assistance upon declaration of a State of Emergency.
- Coordinate evacuation of persons throughout the County, including those listed in the registry of special medical needs clients.
- Coordinate damage assessments during the recovery phase.
- Perform any additional functional requirements, determined by the Mayor to be necessary in responding to or in restoring normal conditions in the City.

### EOC Staff

The EOC Staff works within the Operations Group to perform responsibilities as outlined in the ICS Structure. The ICS Sections are Command, Planning, Logistics, Operations, and Finance. Investigations and Intelligence section may be added to the general staff if the event warrants it. The positions are staffed by members, of various city agencies; their roles are dependent upon their section assignment. Some incidents may involve private individuals, companies, or nongovernmental organizations and may be placed as members of the appropriate section. Members are responsible for managing tactical operations directed toward reducing the immediate hazards, saving lives and property, establishing situation control, and restoring normal conditions. The EOC Staff report to the EOC within one hour of being notified of activation of the EOC. Figure 9: Emergency Preparedness Organizational Chart displays the various sections, branches, groups, and units that may be staffed by members of the EOC Staff in an incident.

#### *Command*

The Command Staff includes the PIO, Safety Officer, and Liaison Officer. These representatives are essential to ensure the needs of all jurisdictions are met. Additional incident management teams may be established, under Operations, as warranted and determined by Operations Group (Area Command).

#### *Operations*

The Operations Section is responsible for field level incident command, control, and coordination of all response elements applied to incident. The objectives in the Incident Action Plan (IAP) are implemented by the Operations Section and additional resources are requested as needed. The Operations Section is led by the Operations Section Chief. The plans associated with each branch outline the roles and responsibilities of the branch. The responsibilities of the Operations Section include:

- Coordinate support for field operations.
- Establish response priorities in conjunction with the Incident Commander and Executive Group.
- Ensure cross-functional communications and coordination.
- Ensure effective resource sharing among responding agencies.
- Establish and coordinate situation management activities.
- Supervise implementation of the IAP.
- Coordinate response activities with State and Federal agencies, if necessary.



Depending on the incident, divisions and branches may be created to support the mission. The divisions and branches may include:

- North Division
- West Division
- East Division
- South Division
- Recovery Branch
- Community Branch
- Economic Branch
- Infrastructure Branch
- Safety and Security Branch
- Special Divisions
- Emergency Services Branch
- EMS Branch
- Fire Branch
- Transportation Branch
- Environmental Historic Preservation Branch
- HAZMAT Branch
- Health and Medical Branch
- Law Enforcement Branch
- Human Services Branch
- Animal Issues Branch
- Bulk Distribution Branch
- Mass Care Branch
- Sheltering Branch
- Temporary Housing Branch
- Infrastructure Branch
- Corporate Recovery Branch
- Public Works Branch
- Telecom Branch
- Utilities Branch

### *Planning*

The Planning Section's primary responsibility is to collect, analyze, verify, display, and disseminate incident information. This includes assessments, response activities, details regarding the field operating environment, and the status of resources. During the incident response, the Planning Section Chief provides situational advice to help inform operational decision-making. This section is also responsible for facilitating the incident action planning process and the development of the IAP, Recovery Plans, and AARs. The Planning Section ensures that safety and preliminary damage assessment information is compiled, assembled, and reported in an expeditious manner. The Planning Section is also responsible for the detailed recording of the entire response effort and the preservation of records during and following the disaster. The respective plans associated with each unit outline roles and responsibilities. The Planning Section is divided into several units that may be activated, when necessary as follows:

- Damage Assessment Unit
- Documentation Unit
- GIS Unit
- Resources Unit
- Situation Unit
- Technical Specialist

The Technical Specialists are positions that may be located in the Planning Section; however, they are activated based on the needs of the incident. Technical Specialists are those individuals who are subject matter experts and are specially certified in their respective fields. They have special skills and are activated as needed. They may serve in the ICS Structure and normally perform the same responsibilities as their primary job duties. They may report directly to the Planning Section Chief or to the Incident Commander, if requested. Examples of technical specialists may include an Epidemiologist, Attorney or Legal Counsel, Meteorologist, or Structural Engineer.

### *Logistics*

The Logistics Section is responsible for planning and executing the acquisition and movement of supplies, equipment, personnel, and providing facilities in support of the incident response. Tracking the status of resource requests is included in the responsibilities of the Logistics Section. The Logistics Section Chief is responsible for the oversight of the section and oversees the two Branches: Services Branch and Support



Branch. The respective plans associated with each branch outline the roles and responsibilities of the branch and units.

The Services Branch is divided into the following units, as necessary:

- Communications Unit
- Food Unit
- Fuel Unit
- Medical Unit

The Support Branch is divided into the following units, as necessary:

- Donations Unit
- Facilities Unit
- Ground Support Unit
- Reception Unit
- Supply Unit

The responsibilities of the Logistics Section include:

- Identify potential sources of resources, including vendors, partner agencies and other jurisdictions through mutual aid.
- Procure, track, and arrange for the delivery of materials and equipment required to support the response.
- Track the status of resource requests, including requests forwarded to State and Federal agencies through WebEOC.
- Identify, acquire, renovate, and provide logistical services for facilities required to support the incident response.
- Support the establishment of material and equipment warehousing, distribution centers, and staging areas, when directed.
- Coordinate the acquisition of supplementary staff through use of temporary staff agencies, community volunteers, mutual aid agreements, or other available sources.
- Coordinate the screening, acceptance, and handling of donated materials and services.
- Coordinate logistical support services.

#### *Finance and Administration*

The Finance and Administration Section, under the Finance and Administration Section Chief, is established when incident specific finance and administrative support services are required. A major responsibility of the section is to track and report to Incident Command the accrued cost for the incident. The Finance and Administration Section works closely with the Planning and Logistics Sections to make sure that operation records are reconciled with financial documents. The plans associated with each branch outline the roles and responsibilities of the branch. This section has the following responsibilities:

- Provide policy guidance and establishes procedures to authorize the commitment and services of funds. Provide recommendations and guidance to and receive direction from the Executive Group on county-wide financial matters.
- Coordinate the accounting for personnel time during the emergency response and recovery efforts, and ensure that employees continue to receive pay, health insurance, and retirement benefits.
- Track and process payments of vendor purchase orders, contracts, claims, and other payments during the emergency.
- Ensure that an accurate accounting of the cost of responding to the emergency, including both response and recovery, is maintained. This includes accounting for personnel time, the cost of services provided, and for acquiring and maintaining response facilities, materials, and equipment.



- Ensure management and direction of all administrative matters pertaining to compensation for injury and claims-related activities for an incident.
- Implement the objectives of IAP assigned to the Finance and Administration Section.

The Finance and Administration Section consists of the following units:

- Compensation and Claims Unit
- Procurement Unit
- Time Unit
- Cost Unit

### *Investigations and Intelligence*

The Investigations and Intelligence section may be implemented as a General Staff Section equivalent to other Sections, such as Planning and Operations. It may also be implemented as a unit within Command, Planning, or Operations as required by an incident. The mission of this section is to ensure that all intelligence and investigative operations and activities are properly managed, coordinated, and directed to:

- Prevent and deter potential unlawful activity, incidents, and or attacks.
- Collect, process, analyze, secure, and appropriately disseminate information and intelligence.
- Conduct a thorough and comprehensive investigation that leads to the identification, apprehension, and prosecution of the perpetrators.
- Serve as a conduit to provide situational awareness pertaining to an incident.
- Inform and support life safety operations, including safety and security of all response personnel.

The Investigations and Intelligence Section Chief may establish groups to address specific missions. One or more of the following may be created with a Group Supervisor assigned for each group. The groups may include:

- Investigative Operations Group
- Intelligence Group
- Forensic Group
- Missing Persons Group
- Mass Fatality Management Group
- Investigative Support Group

### *Lead Agency*

The City of Jacksonville **CEMP** describes lead and support responsibilities for agencies and personnel that coordinate functions and activities. A lead agency is designated because it either has a statutory responsibility to perform that function, through its programmatic or regulatory responsibilities, or the agency may have developed the necessary expertise to lead the group or unit. In some instances, the agency's mission is similar to the mission of the group and or unit; therefore, the skills to respond in a disaster can be immediately translated from the daily business of that agency.

A lead agency has the responsibility of coordinating all assisting agencies to ensure that missions are accomplished and that resources are maximized. Lead agency staff must fulfill both administrative responsibilities and operational responsibilities to ensure proper coordination among all assisting agencies. The operational responsibilities of each lead and assisting agency are outlined in the specific emergency operations plans that are annexes to this **CEMP**. Administrative responsibilities for lead agency staff include the following:

- Designate an agency representative or designee with decision making authority who serves as the ECO for the agency or department.
- Staff the EOC upon activation and ensure 24-hour staffing coverage based on the level of activation.



- Maintain a roster of all assisting agency contact persons, make necessary notifications, activate assisting agencies as necessary, and maintain ongoing communication to support mission assignments.
- Maintain a listing of all available resources.
- Develop, maintain, and review assisting agency plans and or position checklists to allow for the efficient and effective implementation of the group and or unit mission.
- Prioritize missions in coordination with the EOC based on life safety, protection of property, and in accordance with the IAP.
- Once local resource capabilities have been exhausted, coordinate mutual aid and private vendor resource needs to requesting parties within the City, through the proper resource request procedures. Documentation will be maintained for operational accountability and for purposes of financial reimbursement.
- Coordinate for the provision of all mutual aid resources to requesting parties outside of the City in accordance with appropriate resource request procedures and based on available assets.
- Documentation shall be maintained for operational accountability and for purposes of financial reimbursement.
- Train staff responsible for implementing the plan, including assisting agency staff, in the Operational Plans and Position Checklists.

#### *Assisting Agencies*

Assisting agencies have the following responsibilities:

- Provide appropriate personnel, equipment, facilities, technical assistance, and other support as required, to assist the lead agency in accomplishing the goals, objectives, and missions assigned.
- Provide technical and subject-matter expertise, data, advice, and staff support for operations that fall within the domain of the respective agency.
- Assist the lead agency in staffing the EOC, as needed.
- Maintain and review applicable operational plans and position checklists to allow for the efficient and effective implementation of the group and unit missions.
- Train agency staff responsible for implementing the **CEMP**, Operational Plans, and Position Checklists.

#### Emergency Support Functions

Some Federal or State support from outside the City of Jacksonville may use Emergency Support Functions (ESF) as the structure for coordinating response to an incident. ESFs consolidate multiple agencies with like functions into a single unit to allow for collaborative support. ICS provides for the flexibility to assign ESF and other stakeholder resources according to their capabilities, tasking, and requirements to augment and ensure that the appropriate planning and execution of the mission is accomplished. Table 5: ESF to ICS Crosswalk is a guide for identifying State of Florida ESF functions and the comparable ICS structure used by the City of Jacksonville.



**Table 6: ESF to ICS Crosswalk**

ESF #	ESF Name	Associated ICS Branch or Unit	Associated Plans
1	Transportation	Law Enforcement Branch Transportation Branch	Evacuation Plan Transportation Plan Traffic Management Plan
2	Communications	Communications Unit Telecom Branch	Communications Plan Tactical Interoperable Communications Plan Emergency Communications Plan Emergency Notification Plan
3	Public Works	Public Works Branch	Public Works Plan Debris Management Plan Emergency Road Access Plan Facility Unit Plan
4	Firefighting	Fire Branch EMS Branch	Mass Causality HSP Wildfire HSP Fire Branch Plan Emergency Road Access Plan
5	Information and Planning	Damage Assessment Unit Documentation Unit GIS Unit Resources Unit Situation Unit Technical Specialist	Damage Assessment Plan Planning Section Plan Resource Management Plan
6	Mass Care	Bulk Distribution Branch Mass Care Branch Sheltering Branch Temporary Housing Branch	Mass Causality HSP Bulk Distribution Plan Human Needs Assessment Plan Mass Care Plan Mass Feeding Plan Sheltering Plan Transportation Plan Temporary Housing Plan
7	Unified Logistics	Services Branch Communications Unit Food Unit Fuel Unit Medical Unit Support Branch Donations Unit Facilities Unit Ground Support Unit Reception Center Unit Supply Unit	Communications Plan Food Management Plan Fuel Management Plan Ground Support Plan County Staging Area Plan Facilities Management Plan Mutual Aid Reception Plan Reception Center Plan Supply Unit Plan
8	Health and Medical	Health and Medical Branch	Infectious Disease HSP Mass Causality HSP Hospital Evacuation Plan Mass Fatality Plan Reduced Hospital Plan Shelter Plan
9	Search and Rescue	Fire Branch EMS Branch Law Enforcement Branch	Mass Causality HSP Search and Rescue Plan



ESF #	ESF Name	Associated ICS Branch or Unit	Associated Plans
10	Hazmat	Hazmat Branch	Hazmat HSP Hazmat Plan Radiological Plan
11	Food and Water	Mass Care Branch Food Unit Bulk Distribution Branch	Mass Feeding Plan Food Management Plan
12	Energy	Utility Branch	Utilities Plan
13	Military Support	Liaison Officer	Incident Command Plan
14	Public Information	Public Information Officer	Public Information Plan
15	Volunteers and Donations	Donations Unit Reception Center Unit	Reception Center Plan Donations Plan
16	Law Enforcement	Law Enforcement Branch	Civil Unrest HSP Terrorism HSP Traffic Management Plan Evacuation Plan Law Enforcement Plan Missing Person – Human Abduction Plan
17	Animal Services	Animal Issues Branch	Animal Issues Plan Pet – Friendly Shelter Plan
18	Business, Industry, and Economic Stabilization	Corporate Recovery Branch	Post Disaster Recovery Plan

**ICS Functional Descriptions**

The following ICS Functional Descriptions describe the roles of lead and assisting agencies and the plans executed under the lead agencies leadership within the City of Jacksonville Emergency Preparedness Organization during the lifecycle of an incident. The operational plans listed below support this **CEMP**.

*Transportation*

The lead agency for Transportation is the Jacksonville Transportation Authority (JTA). The lead agency representative serves as the Transportation Branch Director. The restoration and maintenance of transportation infrastructure includes public transportation systems; traffic management and restrictions; evacuation; identification and coordination of transportation assets; and damage and impact assessments of transportation infrastructure. These are the responsibilities of the agencies that support the Transportation Branch. Supporting agencies include City of Jacksonville EPD, City of Jacksonville Parks, Recreation, and Community Services Department, Senior Services Division, JSO, Florida Department of Transportation, private transportation companies, and vendors. These organizations are responsible for the execution of the City of Jacksonville **Transportation Plan, Traffic Management Plan, and Evacuation Plan**.

*Communications*

The lead agency for Communications is the City of Jacksonville ITD. The ECO or designee serves as the Telecommunications Branch Director and Communications Unit Leader position. Communications is responsible for planning for, providing, organizing, and maintaining essential incident communications for the EOC, numerous city agencies, and outside sources of relief and assistance during an incident. Communications also supplies and deploys communications equipment and ensures secure and effective modes of communication. Supporting agencies include Amateur Radio Emergency Service (ARES), City of Jacksonville EPD, JSO, JFRD, JEA, Wireless Phone Service Providers, and the Duval County Emergency Communications Group. These organizations are also responsible for the execution of the **Tactical**



## **Interoperable Communications Plan, Emergency Communications Plan, and the Emergency Notification Plan.**

### *Public Works*

The City of Jacksonville Public Works Department is the lead agency and designates the Public Works Branch Director and Facilities Unit Leader. Agencies that support Public Works are responsible for infrastructure protection, emergency repair, and restoration. Engineering services, construction management, and emergency contracting support life-saving and life-sustaining services. They are supported by the Parks, Recreation, and Community Services Department and the City of Jacksonville Finance and Administration Department. The **Public Works Plan, Facilities Unit Plan, and Debris Management Plan** are executed by Public Works.

### *Fire*

The Lead Agency for Fire is JFRD. The ECO or a designee serves as the Fire Branch Director. Agencies supporting Firefighting are responsible for firefighting operations. Due to the diversity of the City of Jacksonville topography, firefighting operations include wildland, rural, and urban firefighting operations. The supporting agencies are the JSO, Neptune Beach Police Department, Atlantic Beach Police Department, and the Jacksonville Beach Police Department. Firefighting is responsible for executing parts of the City of Jacksonville– Emergency Preparedness - Incident Command Plan and fulfilling the role of Safety Officer at incidents. The **Fire Branch Plan, Search and Rescue Plan, and Emergency Road Access Team (ERAT) Plan** are executed by the agencies supporting the Fire Branch.

### *Information and Planning*

The EPD is responsible for Information and Planning. JSO, JFRD, City of Jacksonville ITD, GIS Section, and the NWS are supporting agencies. The Planning Section is responsible for the IAP, **Planning Section Plan, Resource Management Plan, and the Damage Assessment Plan**. The Planning Section also executes the responsibilities of the Planning Section Chief, Documentation Unit Leader, Situation Unit Leader, and Damage Assessment Unit Leader. The GIS Unit Leader position is staffed by ITD.

### *Mass Care*

The overall lead agency for Mass Care is the EPD, with the support of several key agencies. Mass Care is responsible for providing immediate shelter, feeding, basic first aid, bulk distribution, and emergency assistance services to survivors of an incident. The Temporary Housing Branch Director is staffed by the Neighborhoods Department, Housing and Community Development Division ECO or designee, and is responsible for executing the Temporary Housing Plan. The Supporting Agencies are the American Red Cross, Duval County Public Schools, Changing Homelessness, and the United Way of Northeast Florida. The Mass Care Plan is coordinated by the American Red Cross. Assisting agencies include ARES, Florida Department of Health in Duval County, Duval County Public Schools, Changing Homelessness, First Coast Disaster Council, Florida Department of Children and Families District 4, City of Jacksonville Parks, Recreation, and Community Services Department Disabled Services Division, and Senior Services Division, City of Jacksonville Planning and Development Department Housing and Community Development Division, JSO, JTA, and The Salvation Army. The Sheltering Branch Director position is staffed by the American Red Cross. The Sheltering Branch is responsible for the **Temporary Housing Plan** and the **Shelter Plan**. The assisting agencies include Duval County Public Schools, Florida Department of Health in Duval County, JEA, and City of Jacksonville Animal Care and Protective Services. The City of Jacksonville Public Library and Jacksonville Parks, Recreation and Community Services Department are the lead agencies for the **Bulk Distribution Plan** which is carried out under Mass Care. They are assisted by the American Red





Cross, The Salvation Army, Feeding Northeast Florida, United Way of Northeast Florida, and the Nourishment Network, Lutheran Social Services.

### *Logistics*

The Logistics Section Chief will be staffed by a member of the EPD, with support from JFRD and JSO. Logistics oversees the Logistics Section which is responsible for logistics planning, management, sustainment capabilities, and resource support which may include facility space, office equipment and supplies, and contracting services. The City of Jacksonville Employee Services Division is the lead agency responsible for the **Supply Unit Plan** and **County Staging Area Plan**. The ECO or designee of the Employee Services Division staffs the Supply Unit Leader position. The City of Jacksonville Finance and Administration Department, City of Jacksonville Procurement Division is a Supporting Agency. The Ground Support Unit leader is responsible for the **Ground Support Plan** and is led by the City of Jacksonville Fleet Management Division. They are supported by JEA, JSO, and JTA. The Fuel Unit is responsible for the **Fuel Management Plan** which ensures the distribution of fuel is coordinated, received, tracked, and stored during an incident. The lead agency who staffs the Fuel Unit Leader position is the City of Jacksonville Fleet Management Division. Assisting in executing the **Fuel Management Plan** is the City of Jacksonville EPD and JSO.

### *Health and Medical*

Health and Medical is responsible for the overall public health disaster assistance for the City of Jacksonville. This includes mental health services and mass fatality management. The Florida Department of Health in Duval County is the lead agency for Health and Medical, and staffs the Health and Medical Branch Director Position. The lead agency is responsible for the **Hospital Hurricane Evacuation Plan, Infectious Disaster HSP, Mass Casualty HSP, Mass Fatality Plan, Reduced Hospital Services Plan, and Shelter Plan**. The Florida Department of Health in Duval County is supported by the First Coast Disaster Council, Florida Poison Information Center, One-Blood, JFRD, City of Jacksonville Military Affairs and Veterans Department, City of Jacksonville Planning and Development Department Housing and Community Development Division, and the City of Jacksonville Parks, Recreation and Community Services Department, Disabled Services Division.

### *Search and Rescue*

The **Search and Rescue Plan** is the responsibility of JFRD assisted by the JSO. Life-saving assistance, and search and rescue operations occur under the Fire Branch.

### *Hazmat*

JFRD has statutory responsibility for the Hazmat Branch. Hazardous materials include chemical, biological, or radiological materials. The Hazmat Branch Director position is staffed by a member of JFRD and is supported by the City of Jacksonville EPD, JSO, U.S. Coast Guard Sector Jacksonville, City of Jacksonville Public Works Department, City of Jacksonville Neighborhoods Department Environmental Quality Division, and JEA. The **Hazmat Plan** and **Radiological Plan** are executed by these agencies.

### *Food and Water*

The City of Jacksonville Office of Special Events is the lead agency for Food and Water. The **Food Management Plan** includes the Food Unit and is responsible for determining and supplying food needs for EOC Staff for the duration of the incident. This includes determining food and water requirements, planning meals, ordering food, providing cooking facilities, cooking and serving food, and managing food security and safety concerns. The Food Unit Leader is the Special Events ECO or a designee. Supporting agencies may include the American Red Cross, Nourishment Network Lutheran Social Services, The



Salvation Army, Southern Baptist Convention Disaster Relief, Feeding Northeast Florida, City of Jacksonville EPD, City of Jacksonville Procurement Division, and the City of Jacksonville Fleet Management Division.

#### *Utilities*

JEA is the lead agency for Utilities, with the responsibility of staffing the Utilities Branch Director position with the JEA ECO or designee. The Utilities Branch is responsible for emergency infrastructure assessment, repair and restoration, energy forecast, and the energy industry utilities coordination. The City of Jacksonville Public Works Department, TECO Peoples Gas, JFRD, JSO, and Beaches Energy Services all provide support to JEA. The scope of the **Utilities Plan** is within the statutory responsibility of JEA.

#### *Military*

Military support will be coordinated through EPD and local military leadership. The City of Jacksonville Military Affairs and Veterans Department, Navy Region Southeast, United States Coast Guard Sector Jacksonville, United States Marine Corps Blount Island, Florida National Guard, and the Florida Air National Guard 125<sup>th</sup> Fighter Wing are supporting agencies as outlined in the City of Jacksonville– Emergency Preparedness - **Incident Command Plan**.

#### *Public Information*

The City of Jacksonville Public Affairs Office is the lead agency responsible for coordinating the public information activities during an incident. A Joint Information Center (JIC) will be established according to the **Public Information Plan**. The City of Jacksonville PIO is the lead and is supported by the City of Jacksonville EPD, the JFRD, and JSO. PIOs from State and Federal agencies may be requested to support the JIC depending on the type of incident and agency involvement.

#### *Volunteers and Donations*

Volunteers and Donations are managed separately in the City of Jacksonville. The City of Jacksonville Employee Services Department is responsible for the **Mutual Aid Reception Center Plan** and the **Volunteer Reception Center Plan**. The Volunteer Reception Center Unit Leader and Mutual Aid Reception Center Unit Leader are staffed by the ECO or a designee of City of Jacksonville Employee Services Department. Supporting agencies include the City of Jacksonville EPD, JTA, JSO, and Hands-On Jacksonville. The lead agency for the **Donations Management Plan** is the City of Jacksonville EPD. The Donations Management Unit Leader is staffed by a member of the City of Jacksonville EPD, and assisted by the City of Jacksonville Finance and Administration Department.

#### *Law Enforcement*

The Law Enforcement Branch is led by JSO. The JSO ECO or a designee is the Law Enforcement Branch Director and responsible for the **Law Enforcement Plan, Traffic Management Plan, and Missing Person – Human Abduction Plan**. The Florida Department of Law Enforcement, Florida Highway Patrol, Jacksonville Beach Police Department, Neptune Beach Police Department, Duval County Medical Examiner’s Office, University of North Florida Police Department, Atlantic Beach Police Department, and the Duval County School Board Police are the supporting agencies.

#### *Animal and Agricultural Services*

The Animal Services Branch is the lead agency for animal related issues in an incident. The City of Jacksonville Animal Care and Protective Services Division staffs the Animal Issues Branch Director position and is responsible for the **Animal Issues Plan**. Supporting agencies include the American Red Cross,



Atlantic Beach Animal Control, Florida Department of Health in Duval County, Florida Fish and Wildlife Conservation Commission, Jacksonville Agriculture Extension Service, Jacksonville Beach Animal Control, City of Jacksonville EPD, Jacksonville Humane Society, Jacksonville Veterinary Medical Society, Jacksonville Zoo and Gardens, Neptune Beach Animal Control, and the U.S. Naval Air Station Jacksonville Chief Veterinary Officer.

#### *Business, Industry, and Economic Stabilization*

The **Post-Disaster Redevelopment Plan (PDRP)** is the guiding document for Business, Industry, and Economic Stabilization. The Chief, Emergency Preparedness Division is designated as the Local Disaster Recovery Manager and Recovery Coordinator by the PDRP. The Executive Group serves as the Recovery Task Force. The Corporate Recovery Branch Director position is staffed by the Jacksonville Office of Economic Development. The Office of Economic Development works closely with governmental and non-governmental stakeholders to ensure the needs of the community are met. The Business, Industry, and Economic Stabilization Unit is responsible for the smooth transition from short term recovery to long term recovery and coordinates with the Recovery Branch.

#### Duval COAD (Community Organizations Active in Disasters)

The Duval COAD is an unincorporated coalition of over 40 government agencies, nonprofits, and businesses that have signed a member registration and code of ethics and conduct agreement, with a wider distribution list of over 190 contacts interested in networking, sharing information and addressing unmet community needs. The COAD Bylaws govern the organization, with the 15-member Executive Committee serving as a governing board.

The Duval COAD focuses on actions that address specific unmet needs and gaps in services as well as fosters a new culture of appreciation for all hazard risks and a commitment to resiliency through preparation, mitigation and community connections. The Duval COAD will help invent new initiatives, identify program risks and establish systems that are inclusive, accountable and productive toward their stated goals.

#### *Operating Priorities*

The Duval COAD will seek to function in at least the following operational areas in support of government disaster preparation and relief activities and to address unmet community needs:

- Mass Care, Bulk Distribution, Mass Feeding
- Sheltering, Temporary Housing, Special Needs Transportation
- Logistics, Staging, Warehousing
- Volunteer Management
- Donations Management
- Human Needs Assessment, Case Work
- Emotional and Spiritual Care



## SECTION V

### LOGISTICS SUPPORT AND RESOURCES REQUIREMENTS

#### Logistics Support

Logistics support for the EOC and Alternate EOC during activations related to Emergency Management incidents:

- Food Service operations to provide 4 x meals per day for approximately 125-150 personnel per shift. (Day and Night) The 4 meals are due to 24-hour operations during full scale activations. Increased availability of bottled water and filtered water dispensers.
- Cleaning, Sanitation, and trash removal at least once per day.
- Dedicated technical support for both day and night shifts.

#### Resources Requirements

Resources requirements for the EOC and Alternate EOC during activations related to Emergency Management incidents:

- Expansion for temporary workstations to support additional State and Federal partners (incident dependent).
- Security operations to confirm that all personnel entering the Operations Center are authorized.
- Coordinate additional parking related to the increased number of personnel reporting to the EOC for assignment.
- Increase in Wi-Fi hotspot band width to support multiple devices from each staff member that responds and reports for duty at the EOC.
- Deployment and set up for workstations for all staff as well as State and Federal partners. (Alternate EOC Only)
- Contract and deploy Emergency Generator to support operations at the Alternate EOC.

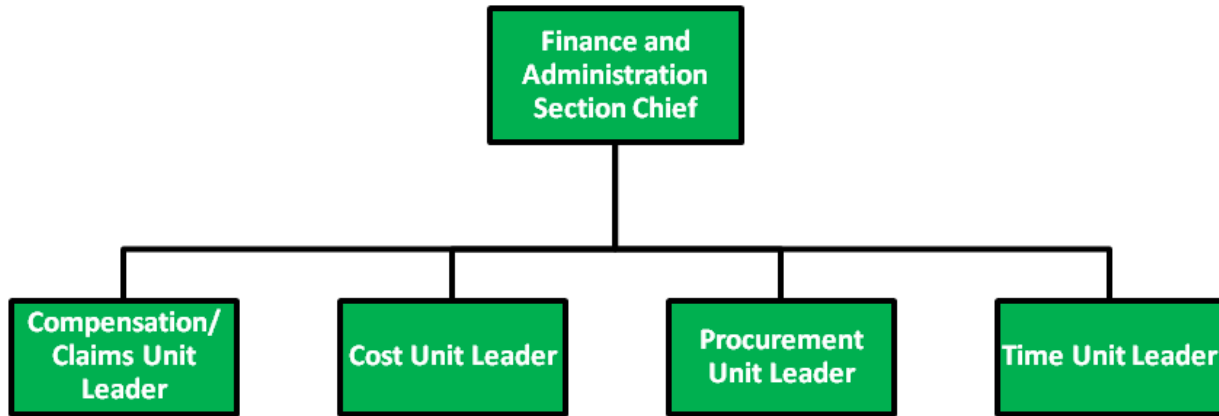
#### Financial Management

The lead agency for financial management of an incident and the establishing of procedures and policy is the City of Jacksonville Finance and Administration Department. The Finance and Administration Section is responsible for all financial, administrative, and cost analysis aspects of an incident. The City of Jacksonville **Finance and Administration Plan** outlines the roles and responsibilities of Finance and Administration Section. This includes the documentation and reimbursement procedures for Public Assistance as outlined at the Florida PA.org website. Divisions including Accounting, Budget, Procurement, Risk Management, and Treasury continue their daily responsibilities during all phases of a disaster. Staff members follow established procedures and guidelines to implement the **Finance and Administration Plan** and are supplemented by supporting agencies. Supporting agencies may include JFRD, EPD, the Finance Departments from City of Jacksonville Beach, City of Neptune Beach, City of Atlantic Beach and Town of Baldwin, and JSO. Supporting agencies may staff positions as needed in the EOC as part of the EOC Preparedness Organization.

Jurisdictions are responsible for managing day to day finances including grant management; however, due to the reorganization that occurs during an incident and the activation of the EOC, the City of Jacksonville may incorporate data and documentation from the Finance Section. The City of Jacksonville Finance and Administration Department is responsible for guiding and recommending training for other finance departments, organizations, and agencies, on financial management, to include FEMA certified courses offered by EPD.

The Finance and Administration Section is established according to Figure 16: Finance and Administration Section Organizational Chart. The City of Jacksonville Chief Financial Officer (CFO), in most incidents, assumes the responsibilities of the Finance and Administration Section Chief, who assumes financial management during the disaster, and has the authority to enter into funding agreements with other legal entities, on behalf of the City.

Figure 16: Finance and Administration Section Organizational Chart



All departments and organizations that participate in an incident are responsible for tracking time for personnel and equipment used, according to the FEMA guidelines, to ensure reimbursement following the incident. The departments and organizations are then responsible for reporting their respective expenses to the Finance and Administration Section in the EOC. Emergency purchases are often necessary prior to, during, and following an incident. Emergency purchase procedures are established according to Chapter 126.207 of Procurement Code. Any new funding agreements entered into, are reviewed by the Mayor’s Budget Review Committee, the City Council, and approved by the Mayor.

Organizations providing or utilizing mutual aid resources are responsible for tracking expenses, type of assistance provided, work performed, how work was controlled, and any equipment costs. In the event the City of Jacksonville used resources pursuant to a mutual aid agreement, an invoice with date, amount paid, check number, and backup documentation is required for reimbursement. An invoice should be provided by the assisting party no later than 60 days following the period of assistance. If the City of Jacksonville is providing mutual aid assistance, the City will provide an invoice to the requesting party. If mutual aid assistance occurs after the local disaster declaration, mutual aid assistance will be documented according to the FEMA reimbursement guidelines, in anticipation of a disaster declaration.



Funding sources that provide financial assistance to the City of Jacksonville may include:

- State Homeland Security Grant Program (SHSGP) – Funds from the Department of Homeland Security (DHS), to improve the ability of State and Local agencies to prevent and respond to terrorist attacks using chemical, biological, radiological, nuclear, or explosive materials.
- Emergency Management Preparedness and Assistance (EMPA) – Funds allocated from the Emergency Management Preparedness and Assistance Trust Fund created by the Legislature in 1993 to implement necessary improvements in the State's emergency preparedness and recovery programs and facilities.
- Emergency Management Performance Grant (EMPG) – Funds to the State and Local jurisdictions to fund local disaster mitigation, preparedness, and response and recovery programs.
- Hazard Analysis Grant – Funds from the State to identify and conduct on-site evaluation of facilities in the community housing hazardous materials.
- Citizen Corps Grant - Funds to promote volunteer service activities that support homeland security and community safety.
- Hazard Mitigation Grant Program (HMGP) - Authorized under Section 404 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, the program provides grants to State and Local governments to implement long-term hazard mitigation measures after a major disaster declaration.
- Pre-Disaster Mitigation Grant Program (PDM) - Authorized under Section 203 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, the program assists State and Local governments in implementing cost-effective hazard mitigation activities that complement a comprehensive mitigation program (replaced by BRIC in FY2020).
- Building Resilient Infrastructure and Communities (BRIC) - Building Resilient Infrastructure and Communities (BRIC) supports states, local communities, tribes and territories as they undertake hazard mitigation projects, reducing the risks they face from disasters and natural hazards. BRIC is a new FEMA pre-disaster hazard mitigation program that replaces the existing Pre-Disaster Mitigation (PDM) program as of FY 2020.
- Flood Mitigation Assistance Grant Program (FMA) - FMA provides funding to assist states and communities in implementing measures to reduce or eliminate the long-term risk of flood damage to buildings, manufactured homes, and structures insurable under the NFIP.
- Public Assistance Grant Program (PA) - FEMA's Public Assistance Program provides supplemental grants to state, tribal, territorial, and local governments, and certain types of private non-profits so that communities can quickly respond to and recover from major disasters or emergencies. FEMA also encourages protection of these damaged facilities from future events by providing assistance for hazard mitigation measures during the recovery process.



## SECTION VI

### PLAN DEVELOPMENT AND MAINTENANCE

The **Comprehensive Emergency Management Plan** is a dynamic document that adapts to changes in policy, priorities, and needs, and will be updated as needed in compliance with the City of Jacksonville’s Emergency Preparedness Division’s Emergency Management Planning review policy or State or Federal guidelines. Authority for changes to this Plan is delegated to the Planning and Mitigation Supervisor who is responsible for the coordination of changes with affected agencies, and after concurrence, may make changes to this. The EPD Planning and Mitigation Supervisor is responsible for the development and maintenance of the **CEMP**, ensuring that necessary revisions are prepared, coordinated, published, and distributed. All updates are reviewed and approved by the Chief, Emergency Preparedness Division. The 2021 publication of the **CEMP** shall be effective for four years, updated every two years and reviewed and revised as needed. The next version of the **CEMP** should be published on or around July 2025, with formal approval being executed no later than Augusts 2025.

The following method and schedule are used to update this plan. The **Comprehensive Emergency Management Plan** will be evaluated every 12 months or after the occurrence of an incident or exercise. All other plans will be reviewed every 36 months or following an activation requiring the use of the plan, an exercise, if there is new research or other materials that may significantly alter or improve the processes described within the plans, or at the discretion of the Chief, Emergency Preparedness Division. After the occurrence of such incident, the performance of the plans will be evaluated as it relates to the incident, and the Planning and Mitigation Supervisor is hereby authorized to make maintenance revisions as needed. A Record of Changes, see Table 7: Record of Revisions and Changes is used to record all published changes. All major changes will be routed to plan holders within 90 days of the promulgation of the change.

**Table 7: Record of Revisions and Changes**

DATE	DESCRIPTION	SIGNATURE OF APPROVAL
August 2017	Completed update of plan	N. Ray
March 2021	Completed update of plan	N. Ray
March 2021	Minor revisions for grammar and Planning Standards	C. Wildes
April 2021	Stakeholder Review Process	N. Ray



## REFERENCES AND DISTRIBUTION

The City of Jacksonville HSP and Operational Plans that supplement the CEMP are as follows. Also see **Attachment 2: Plans Organizational Structure.**

### HAZARD SPECIFIC PLANS

- Civil Unrest HSP
- Critical Infrastructure Disruption HSP
- Cybersecurity HSP
- Flood HSP
- Hazmat HSP
- Hurricane HSP
- Infectious Disease HSP
- Mass Casualty HSP
- Severe Weather HSP
- Terrorism and Targeted Violence HSP
- Extreme Heat HSP
- Wildfire HSP

### OPERATIONAL PLANS

#### COMMAND SECTION

- Agricultural Liaison Plan
- Incident Command Plan
- Public Information Plan

#### FINANCE AND ADMINISTRATION SECTION

- Finance and Administration Plan

#### PLANNING SECTION

- Planning Section Plan
- Resource Management Plan

#### LOGISTICS SECTION

##### Services Branch

- Communications Plan
- Food Management Plan
- Fuel Management Plan
- Ground Support Plan
- Tactical Interoperable Communications (TAC) Plan
- Communications Plan
  - Alert and Warning Annex





### Support Branch

- County Staging Area Plan
- Donations Management Plan
- Facilities Management Plan
- Mutual Aid Reception Point (MARP) Plan
- Reception Center Plan
- Supply Unit Plan

### **OPERATIONS EMERGENCY SERVICES**

#### Fire Branch

- Fire Branch Plan
- Search and Rescue (SAR) Plan
- Emergency Road Access Team (ERAT) Plan

#### Hazmat Branch

- Hazmat Unit Plan
- Radiological Plan

#### Health and Medical Branch

- Hospital Hurricane Evacuation Plan
- Mass Fatality Plan
- Medical Countermeasures Plan
- Reduced Hospital Service Plan
- Shelter Plan,
  - Special Medical Needs Sheltering Annex
  - Pet Friendly Sheltering Annex

#### Law Enforcement Branch

- Evacuation Plan
- Law Enforcement Plan
- Missing Person-Human Abduction Plan
- Traffic Management Plan

### **OPERATIONS – HUMAN SERVICES**

- Animal Issues Plan
- Bulk Distribution Plan
- Human Needs Assessment Plan
- Mass Care Plan
- Mass Feeding Plan
- Sheltering Plan
- Temporary Housing Plan

### **OPERATIONS – INFRASTRUCTURE SECTION**

- Debris Management Plan
- Public Works Plan
- Transportation Plan
- Utilities Plan



These documents can be found at EPD administrative offices located in the Emergency Operation Center, 4th Floor of JFRD Headquarters at 515 North Julia Street, Jacksonville, FL 32202.

### ADDITIONAL REFERENCES

- Federal Emergency Management Agency (FEMA)
- American Red Cross Guidelines for Hurricane Shelter Selection 4496
- Bureau of Labor Statistics
- U.S. Census Bureau
- Jacksonville Planning and Development Department
- Jacksonville GIS
- City of Jacksonville, Duval County, Florida LMS, 2020
- 2013 Regional Evacuation Study
- North Florida Transportation Planning Transportation Disadvantaged Services Plan 2012-2016
- City of Jacksonville 2030 Comprehensive Plan

### DISTRIBUTION LIST

Once approved, a copy of this CEMP will be distributed to each of the following individuals, entities, or lead agency representatives (list subject to change):

- American Red Cross, CEO
- Association of Contingency Planners, Northeast Florida Chapter
- Atlantic Beach, Mayor of
- Baldwin, Mayor of
- Baptist Medical Center
- Beaches Energy
- Chief Judge, Circuit Court
- City Council President
- City Council Members
- Clerk of Circuit Court
- Duval Community Organizations Active in Disaster (COAD)
- Duval County Property Appraiser
- Duval County School Board, Chairperson
- Duval Delegation, Chairperson
- Feeding America, Northeast Florida, Director of Operations
- First Coast Disaster Council
- Florida Air National Guard
- Florida Department of Health in Duval County, Director
- Florida Department of Transportation
- Florida Division of Emergency Management - Region 3 Coordinator
- Jacksonville Aviation Authority
- Jacksonville Animal Care and Protective Services Division
- Jacksonville Beach, Mayor of
- Jacksonville Chamber of Commerce
- Jacksonville Disabled Services Division
- JEA, Chief Executive Officer
- Jacksonville Office of Economic Development
- Jacksonville Emergency Preparedness Division
- Jacksonville Environmental Quality Division



- Jacksonville Finance and Administration Department
- Jacksonville Fire and Rescue Department
- Jacksonville General Counsel
- Jacksonville Housing and Community Development Division
- Jacksonville Humane Society
- Jacksonville Information Technologies Division
- Jacksonville Military Affairs and Veterans (MAV) Department
- Jacksonville Neighborhoods Department
- Jacksonville Public Affairs Office
- Jacksonville Planning and Development Department
- Jacksonville Port Authority (JAXPORT)
- Jacksonville Public Works Department
- Jacksonville Parks, Recreation and Community Services Department
- Jacksonville Sheriff's Office (JSO)
- Jacksonville Transportation Authority (JTA)
- Jacksonville Electric Authority (JEA)
- Mayor, City of Jacksonville
- Medical Examiner's Office
- Memorial Hospital
- Neptune Beach, Mayor of
- Northeast Florida Regional Council
- The Nourishment Network, Lutheran Social Services
- UF Health Jacksonville
- St. Vincent's Medical Center - Southside
- St. Vincent's Medical Center - Riverside
- Office of the Supervisor of Elections
- Office of the Tax Collector
- The Salvation Army
- U.S. Coast Guard Sector Jacksonville
- U.S. Marine Corps, Blount Island
- U.S. Naval Air Station Jacksonville - Regional Operations Center
- U.S. Naval Air Station – Emergency Management
- U.S. Naval Station Mayport – Emergency Management
- U.S. Navy, Region Southeast
- United Way of Northeast Florida, 211 Services Director
- Hands on Jacksonville, Executive Director



## APPENDIX I: ACRONYMS AND DEFINITIONS

*Note: Acronyms listed below incorporate local, state, and federal agencies relevant to this Plan.*

### ACRONYMS

AAR	After Action Report
COJ	City of Jacksonville
CEMP	Comprehensive Emergency Management Plan
DAU	Damage Assessment Unit
DAT	Damage Assessment Team
DRT	Disaster Response Team
EMAP	Emergency Management Accreditation Program
EOC	Emergency Operations Center
EPD	Emergency Preparedness Division
FDEM	Florida Division of Emergency Management
FEMA	Federal Emergency Management Agency
FDOT	Florida Department of Transportation
IAP	Incident Action Plan
IC	Incident Commander
ICS	Incident Command System
IDA	Initial Damage Assessment
NIMS	National Incident Management System
PDA	Preliminary Damage Assessment
SEOC	State Emergency Operations Center
SITREPS	Situation Reports
SOG	Standard Operating Guideline
SOP	Standard Operating Procedure

### DEFINITIONS

**Agency:** A government element with a specific function offering a particular kind of assistance.

**Agency Representative:** A person assigned by a primary, assisting, or cooperating local, state, tribal, territorial, or Federal Government agency, or nongovernmental or private organization, who has authority to make decisions affecting that agency's or organization's participation in incident management activities following appropriate consultation with that agency's leadership.

**Leader:** The ICS title for an individual who is responsible for supervision of a unit, strike team, resource team, or task force.

**Assisting Agency:** An agency or organization providing personnel, services, or other resources to the agency with direct responsibility for incident management.

**Cooperating Agency:** An agency supplying assistance other than direct operational or support functions or resources to the incident management effort.



ATTACHMENT 1: PROMULGATION STATEMENT



ONE CITY. ONE JACKSONVILLE.

**City of Jacksonville, Florida**

*Lenny Curry, Mayor*

City Hall at St. James  
117 W. Duval St.  
Jacksonville, FL 32202  
(904) 630-CITY  
www.coj.net

**Promulgation Statement – City of Jacksonville Comprehensive Emergency Management Plan (2021)**

The promulgation of the CEMP occurs with the City of Jacksonville City Council’s approval.

Representatives of government and non-governmental groups are outlined in Section 674.202(2) of City of Jacksonville Ordinance Code. The Chief, Emergency Preparedness Division is responsible for ensuring that all changes to the CEMP have been distributed. The SEPPC is authorized to adopt, amend, and repeal rules for the conduct of its business including a method of obtaining public comment on the changes to the CEMP. A master copy of the CEMP, with a Record of Revisions Log, is maintained in the EPD Office at the Jacksonville Fire and Rescue Headquarters.

To the Citizens of the City of Jacksonville:

This Comprehensive Emergency Management Plan addresses the various methods by which the City of Jacksonville will protect against, respond to, recover from, prepare for, and mitigate natural, human-caused, and technological hazards that have the potential to adversely impact our City.

The Base Plan, Recovery Annex, and Mitigation Annex demonstrate the City of Jacksonville’s Emergency Preparedness Program as described in basic strategies, assumptions, operational objectives, and mechanisms through which resources will be mobilized and activities conducted in prevention, preparedness, response, recovery, and mitigation. The plan’s primary stakeholders are executives, emergency managers, departmental directors, division chiefs, and those interested in reviewing or learning about emergency operations in the City of Jacksonville. The CEMP is an extension of the State Comprehensive Emergency Management Plan. The City of Jacksonville will periodically review and exercise this plan, and revise it as necessary to meet changing conditions. The supporting plans, including but not limited to Hazard Specific and Operational Plans that support the CEMP are reviewed by the Security and Emergency Preparedness Planning Council (SEPPC) and the Chief, Emergency Preparedness Division. The CEMP will be updated as warranted.

For the purposes of Chapter 252.38, F.S., and 9G-6.0023, Florida Administrative Code, the Basic Plan, Recovery Annex and Mitigation Annex comprise the Duval County Comprehensive Emergency Management Plan (CEMP), and have been approved by the Jacksonville City Council, Resolution 2022-~~38~~. Approval constitutes the adoption of this plan and it becomes effective upon my final signature.

\_\_\_\_\_  
Lenny Curry  
Mayor, City of Jacksonville

ATTEST:

\_\_\_\_\_  
Corporation Secretary  
City of Jacksonville

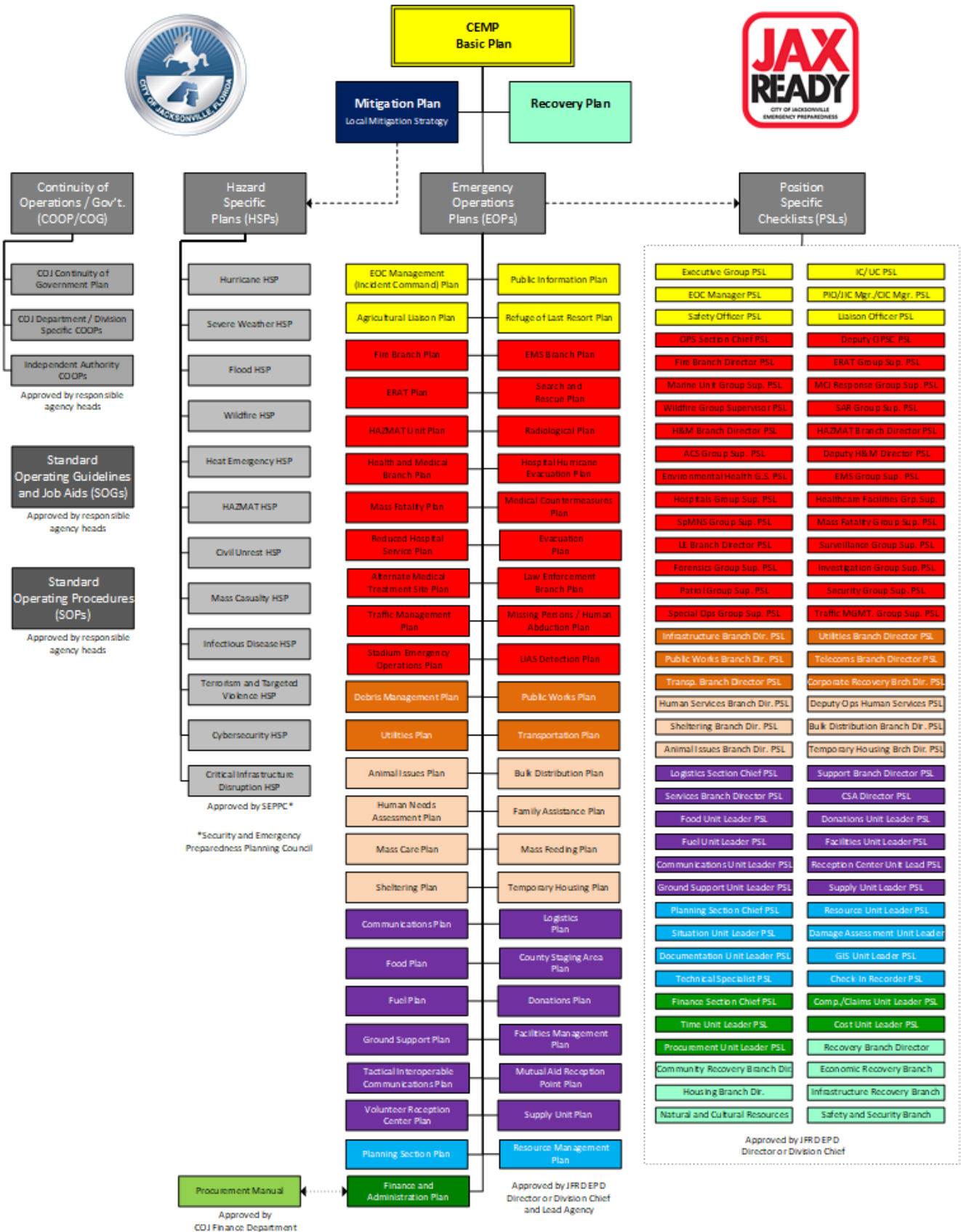




WWW.JAXREADY.COM

# CITY OF JACKSONVILLE, FLORIDA COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

## ATTACHMENT 2: EMERGENCY PLANS ORGANIZATIONAL STRUCTURE



\*Security and Emergency Preparedness Planning Council

Approved by JFRDEPD Director or Division Chief and Lead Agency

Approved by JFRDEPD Director or Division Chief

Procurement Manual  
Approved by COJ Finance Department



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